



**KINGDOM OF BELGIUM**  
Federal Public Service  
**Foreign Affairs,  
Foreign Trade and  
Development Cooperation**

**How green is our Development Aid?**

**Thematic Evaluation of the Belgian Cooperation  
in the Field of Environment**





**Federal Public Service Foreign Affairs, Foreign Trade and  
Development Cooperation**

**Special Evaluation Office for Development Cooperation**

## **How green is our Development Aid?**

# **Thematic Evaluation of the Belgian Cooperation in the field of Environment**



### **Volume I Final report**

**September 2013**

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The opinions expressed in this document represent the authors' views and do not necessarily reflect those of the FPS Foreign Affairs, Foreign Trade and Development Cooperation.

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## Abbreviations and acronyms

<b>AAA</b>	Accra Action Agenda
<b>BA</b>	Budgetary Aid
<b>BF</b>	Burkina Faso
<b>BIO</b>	Belgian investment company
<b>BTC</b>	Belgian Technical Cooperation - Belgian Development Agency
<b>CBD</b>	Convention on Biological Diversity
<b>CEP</b>	Country Environmental Profile
<b>CFC</b>	Chlorofluorocarbons
<b>CFDD</b>	Conseil fédéral du développement durable - Federal sustainable development council
<b>CITES</b>	Convention on International Trade in Endangered Species of Wild Fauna and Flora
<b>CO2</b>	Carbon dioxide
<b>DAC</b>	(or OECD-DAC) OECD's Development Assistance Committee, Development Cooperation Directorate (CCD-DAC)
<b>DGD</b>	Directorate General for Development Cooperation
<b>DRC</b>	Democratic Republic of Congo
<b>EC</b>	European Commission
<b>EDF</b>	European Development Fund
<b>EIES</b>	Etude d'impact environnemental stratégique (expression from the ESP to refer to the equivalent of the SEA, not to be confused with environmental and social impact study)
<b>EMP</b>	Environmental Management Plan
<b>ER</b>	Expected result
<b>ESP</b>	Environment Strategy Paper
<b>EU</b>	European Union
<b>FE</b>	Fund for the Environment (UNEP budget)
<b>FPS</b>	Federal Public Service
<b>GDP</b>	Gross Domestic Product
<b>GEF</b>	Global Environment Facility
<b>GHG</b>	Greenhouse gas
<b>GMO</b>	Genetically modified organism
<b>GNI</b>	Gross National Income
<b>ICP</b>	Indicative Cooperation Programme
<b>IEP</b>	Integration of environmental protection
<b>ITM</b>	Institute of Tropical Medicine
<b>IWRM</b>	Integrated Water Resources Management
<b>LDCF</b>	Least Developed Countries Fund
<b>MDG</b>	Millennium Development Goals
<b>MEA</b>	Multilateral Environmental Agreement
<b>MIP</b>	Micro-interventions Programme
<b>MOPAN</b>	Multilateral Organisation Performance Assessment Network
<b>NGO</b>	Non-Governmental Organisation
<b>ODA</b>	Official Development Assistance

<b>ODA.be</b>	Official Development Assistance database
<b>OECD</b>	Organisation for Economic Cooperation and Development
<b>PD</b>	Paris Declaration
<b>PE</b>	Peru
<b>PEI</b>	Poverty and Environment Initiative
<b>POP</b>	Persistent organic pollutants
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>PSF</b>	Project Support Fund
<b>RBINS</b>	Royal Belgian institute of natural sciences
<b>RMCA</b>	Royal Museum for Central Africa
<b>SCCF</b>	Special Climate Change Fund
<b>SEA</b>	Strategic Environmental Assessment
<b>SO</b>	Specific Objective
<b>Special fund</b>	Special fund for climate change
<b>SS</b>	Special Specifications
<b>TIP</b>	Targeted inter-university project (in the context of university cooperation)
<b>ToR</b>	Terms of Reference
<b>TZ</b>	Tanzania
<b>UN</b>	United Nations
<b>UNCCD</b>	United Nations Convention to Combat Desertification
<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>VN</b>	Vietnam
<b>WEB</b>	Weighted Environmental Budget
<b>WHO</b>	World Health Organisation



## List of interventions studied

Eval CODE	ODA.BE CODE	Title of the intervention	Country	Org.	Taking into account	Environment marker	Date started	Date ended	Contribution of Belgian co-operation 2002-2011	Sector
BF-CHA	3005740	<b>Development of agri-ecological production chains which participate in a social and solidarity-based economy (2008-2010)</b>	<b>BF</b>	Autre Terre	visited	1	2008	2010	€ 465.510	<u>Multi-sector: rural development</u>
BF-CXR	3012272	<b>Reinforcement of the capacities of the Burkina Faso Red Cross through child vulnerability protection, reintegration and prevention activities, preparation for natural disasters and dissemination of international humanitarian law</b>	<b>BF</b>	Croix Rouge de Belgique	visited	0	2011	2013	€ 429.461	<u>Social infrastructure - social services</u>
BF-EEV	3006175	<b>Water is leven</b>	<b>BF</b>	Civil society	not visited	0	2009	2009	€ 200.125	<u>Water and sanitation - Basic systems</u>
BF-MOA	3008103	<b>Moablaou</b>	<b>BF</b>	BIO	visited	0	2007	2009	€ 700.000	<u>Agriculture and farming - Industrial production of harvets/harvests destined for export</u>
BF-OSS	3006720	<b>SO2 of Burkina Faso in the programme APEFE 2010-12</b>	<b>BF</b>	APEFE	visited	2	2008	2010	€ 162.586	<u>Environmental protection and administrative management</u>
BF-PAG	3011812	<b>Support project for the management of municipal waste of Saaba, Gourcy and Pô</b>	<b>BF</b>	Ingénieurs sans frontières	visited	2	2011	2013	€ 117.777	<u>Water &amp; sanitation/Waste treatment</u>
BF-PLU	1798013	<b>Multi-sector programme in the provinces of Oubritenga, Korwego, Kadiogo (PPOKK) social economy</b>	<b>BF</b>	BTC	not visited	1	2001	2007	€ 4.029.470	<u>Multi-sector - Rural development</u>
BF-REB	6086011	<b>Extension of reforestation activities</b>	<b>BF</b>	SOS Layettes	visited	2	1999	2004	€ 22.638	<u>Forestry - Reforestation (heating wood and charcoal)</u>
BF-REC	3000376	<b>Support for socio-economic development in the field of collection and recycling in the urban environment</b>	<b>BF</b>	Autre Terre	visited	1	2004	2007	€ 135.861	<u>Water &amp; sanitation, Waste treatment</u>
BF-RUR	3011700	<b>Rural development in Burkina Faso</b>	<b>BF</b>	Broederlijk Delen	visited	1	2011	2013	€ 392.482	<u>Agriculture &amp; Food safety (rural development)</u>
BF-SNG	1871611	<b>Insitutional support to the National environment management council</b>	<b>BF</b>	BTC	visited	2	2000	2009	€ 592.429	<u>Environmental protection - Environmental policy and administrative management</u>
BF-VAL	1943111 et 1943112	<b>Construction and promotion of micro-dams</b>	<b>BF</b>	Défi Belgique Afrique	visited	0	2004	2006	€ 222.818	<u>Water and sanitation - Basic systems</u>

Eval CODE	ODA.BE CODE	Title of the intervention	Country	Org.	Taking into account	Environment marker	Date started	Date ended	Contribution of Belgian co-operation 2002-2011	Sector
BF-ZEB	1825512	<b>Selection and multiplication of Azawak zebu</b>	<b>BF</b>	BTC	visited	0	2004	2008	€ 2.033.106	<u>Agriculture and farming - Livestock</u>
PE-AND	3011447	<b>Ordenamiento participativo del territorio y de los recursos naturales en los andes peruanos</b>	<b>PE</b>	ADGembloux	not visited	1	2011	2016	€ 318.277	<u>Multi-sector - Rural development</u>
PE-AYA	3004357	<b>Programa de Centros de Servicios Empresariales no Financieros en el Corredor Económico Ayacucho-Apurímac-Huancavelica</b>	<b>PE</b>	BTC	visited	0	2008	2012	€ 2.984.534	<u>Industrie - développement des PME</u>
PE-BIO	3011022	<b>Fondo para el Desarrollo - Latam Growth Fund / Amazon Holding</b>	<b>PE</b>	BIO	visited	2	2010	2011	€ 1.259.251	<u>Sylviculture - Développement sylvicole</u>
PE-CHA	3007450	<b>Participación de organizaciones de productores bio en el proceso de desarrollo local en la zona andina de Perú</b>	<b>PE</b>	ADG	visited	1	2008	2010	€ 255.808	<u>Multi-sector - Rural development</u>
PE-DIA	3000570	<b>Diálogo nacional concertado de la sociedad civil para impulsar la agricultura sostenible (PE-DIA) - Red de Acción en Agricultura Alternativa (RAAA)</b>	<b>PE</b>	RAAA	visited	2	2005	2009	€ 154.629	<u>Agriculture et élevage - Développement agricole</u>
PE-ENV	6006112	<b>Campaña Ambiental en el Sur del Perú (PE-ENV) - 11.11.11</b>	<b>PE</b>	11.11.11	visited	1	2002	2002	€ 77.601	<u>Protection de l'environnement - Education formation</u>
PE-EST	3011470	<b>Promoción a la Gestión Estratégica, participativa y sostenible de los Recursos Naturales que Permita la reducción de la Pobreza y los Conflictos Socio-Ambientales</b>	<b>PE</b>	Entraide et fraternité	not visited	2	2011	2013	€ 116.470	<u>Environmental protection and administrative management</u>
PE-PAR	3008647	<b>Construyendo un nuevo paradigma: derechos y obligaciones sobre el acceso y uso de los recursos naturales en el Perú. Una visión desde la sociedad civil (PE-PAR) - SPDA</b>	<b>PE</b>	SPDA	visited	0	2010	2013	€ 98.993	<u>Gouvernement et société civile - Participation démocratique et société civile</u>
PE-PRO	3008259	<b>Desarrollo Estratégico de los recursos naturales (PRODERN 1)</b>	<b>PE</b>	BTC	visited	2	2011	2013	€ 637.228	<u>Environmental protection and administrative management</u>
PE-RUR	3005883	<b>Desarrollo Socio-económico y Socio-político en Áreas Rurales con Comunidades Locales</b>	<b>PE</b>	Broederlijk Delen	visited	1	2008	2010	€ 465.888	<u>Agriculture et élevage - coopératives agricoles</u>
PE-SAN	1940211	<b>Desarrollo Sostenible zona de influencia del Santuario Tabacones Namballe - San Ignacio</b>	<b>PE</b>	BTC	not visited	2	2005	2010	€ 7.560.595	<u>Multi-sector - Rural development</u>
PE-SOS	3011849	<b>Supporting rural populations in their fight against poverty</b>	<b>PE</b>	SOS faim	not visited	1	2011	2013	€ 113.153	<u>Government and civil society - Democratic participation and civil society</u>

Eval CODE	ODA.BE CODE	Title of the intervention	Country	Org.	Taking into account	Environment marker	Date started	Date ended	Contribution of Belgian co-operation 2002-2011	Sector
E-TAR	1841228	<b>Desarrollo Socio-económico de los Productores de la Tara</b>	PE	Autre Terre	visited	1	2008	2010	€ 95.725	<u>Agriculture and farming - Agricultural development</u>
PE-UCL	3011929	<b>Projet Interuniversitaire Cible (PIC) 2011 TRANSVERSAL actions d'intégration du territoire péruvien - Pérou</b>	PE	CIUF (UCL)	not visited	1	2011	2016	€ 59.833	<u>Multi-sector - Rural development</u>
PE-UNI	3008100	<b>Estudios Profundizados sobre la Valorización de Compuestos Bio-activos de Vegetales Andinos y Amazónicos para un Desarrollo Regional Sustentable</b>	PE	CIUF	visited	1	2009	2014	€ 318.144	<u>Agriculture and farming - Agronomic research</u>
DRC-AMP	3004499	<b>Institutional support for the Ministry of the Plan in DRC</b>	DRC	BTC	visited	0	2011	2013	€ 1.269.976	<u>Institution</u>
DRC-APV	3007907	<b>Support project for improving plant production (APV) Phase II and Support for the seed sector (ASS)</b>	DRC	BTC	visited	0	2010	2012	€ 2.394.718	<u>Agriculture and farming</u>
DRC-AQU	3000769	<b>Development of small-scale fishing and fish-farming in Katanga (ProDePAAK)</b>	DRC	BTC	visited	1	2007	2012	€ 3.144.809	<u>Fishing</u>
DRC-CEF	1978811	<b>Conservation of forest ecosystems</b>	DRC	WWF	visited	2	2003	2009	€ 1.717.686	<u>Forestry - Forestry policy and management</u>
DRC-KAT	3003475	<b>Improve governance in the Mine and Metal Industry sectors in Katanga (DRC) through the promotion of decent work</b>	DRC	BIT	visited	0	2007	2009	€ 841.883	<u>Industry - Policy and administrative management</u>
DRC-RES	3004383	<b>Support for the implementation of the restructuring plan for the central and regional services of the Ministry for Agriculture, Fishing and Farming in DRC</b>	DRC	BTC	visited	0	2008	2010	€ 2.630.406	<u>Agriculture and farming</u>
DRC-RO1	3004369	<b>Maintenance and rehabilitation programme for agricultural access roads in DRC</b>	DRC	BTC	visited	0	2007	2010	€ 8.052.915	<u>Transport - Road transport</u>
DRC-RO2	3004506	<b>Maintenance and rehabilitation programme for agricultural access roads in DRC</b>	DRC	BTC	visited	0	2009	2011	€ 7.436.439	<u>Transport - Road transport</u>
DRC-SAN	3005295	<b>SSO2 - Reinforce the intermediate level of the health system in 6 DRC provinces</b>	DRC	ONG Memisa	visited	1	2011	2013	€ 863.001	<u>Health</u>

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DRC-URG	3002578	<b>Emergency programme DRC 2006-2007 - hydraulic</b>	<b>DRC</b>	BTC	visited	0	2006	2007	€ 25.000.000	<u>Transport / Water / Sanitation / Services</u>
TZ-BEE	3003889	<b>Development and Improvement of Processing, Packaging and Marketing of Honey, Beeswax and other Bee Products in Tanzania</b>	<b>TZ</b>	BTC	visited	0	2007	2011	€ 1.509.925	<u>Agriculture</u>
TZ-FRU	3000194	<b>Research Oriented Cooperation (ROC) in Fruit Fly Pest Control</b>	<b>TZ</b>	Musée Royal d'Afrique Centrale	visited	1	2008	2012	€ 315.100	<u>Agriculture</u>
TZ-FSL	3007081	<b>Supporting food security and livelihood security through improved livestock and tourism in pastoralist communities of northern Tanzania</b>	<b>TZ</b>	Trias	not visited	1	2009	2014	€ 1.342.628	<u>Agriculture</u>
TZ-GRO	3007875	<b>Development Fund - GroFin -Hydrotech Tanzania Ltd.</b>	<b>TZ</b>		visited	0	1999	2006	€ 11.800	<u>Water &amp; Sanitation</u>
TZ-KAG	3002945	<b>Improvement of food security and livelihoods in Bukoba, Karagwe, Misenyi, Chato and Biharamulo districts of Kagera region</b>	<b>TZ</b>	BTC	not visited	1	2009	2012	€ 757.494	<u>Multi-sector - Rural development</u>
TZ-KIL	1989111	<b>The Development and Implementation of an Integrated Management Plan of Kilombero Valley Flood Plain Ramsar Site</b>	<b>TZ</b>	BTC	visited	2	2006	2011	€ 1.972.081	<u>Environment</u>
TZ-LIV	3000559	<b>Agricultural Sector Development Programme - Livestock - Health &amp; Water Component</b>	<b>TZ</b>	FIDA	visited	1	2007	2013	€ 2.920.213	<u>Agriculture</u>
TZ-MAR	3006137	<b>Sustainable agricultural market chains (SAMC) exist by 2010 whereby organised smallholder farmers can exert influence on the other chain actors and improve their incomes</b>	<b>TZ</b>		visited	0	2008	2013	€ 391.267	<u>Agriculture</u>
TZ-MIN	3002483	<b>Technical Assistance to the Ministry of Natural Resources and Tourism</b>	<b>TZ</b>	BTC	visited	2	2006	2013	€ 894.299	<u>Environment</u>
TZ-SAE	1890011	<b>Local governance for Sustainable Agriculture and Economic Development in Same district</b>	<b>TZ</b>	VECO	not visited	1	2001	2006	€ 1.004.374	<u>Agriculture</u>
TZ-SEL	1984311	<b>Eastern Selous Community Wildlife &amp; Natural Resource Management Project</b>	<b>TZ</b>	BTC	visited	2	2006	2012	€ 1.558.644	<u>Environment</u>

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TZ-SUA	1785213	<b>Institutional University Cooperation (IUC) with the Sokoine University of Agriculture (SUA) in Tanzania</b>	<b>TZ</b>	VLIR	visited	1	2002	2006	€ 3.164.947	<u>Research</u>
TZ-TRC	4350900	<b>Technical Assistance at the Tanzania Railway Corporation (TRC)</b>	<b>TZ</b>	BTC	not visited	0	1999	2004	€ 275.792	<u>Transport</u>
TZ-WAT	3003692	<b>Community Water Supply and Sanitation Systems in Peri-Urban low income settlements of Dar-es-Salaam</b>	<b>TZ</b>	BTC	visited	2	2008	2016	€ 1.218.113	<u>Water &amp; Sanitation</u>
VN -PE	3010432	<b>Mitigating pesticides</b>	<b>VN</b>	VLIR	not visited	2	2010	2014	€ 50.873	<u>Environmental protection - environmental research</u>
VN-ADP	6130058	<b>Sustainable agriculture in Phu Tho province</b>	<b>VN</b>	ONG Vredeseilanden	visited	0	2008	2012	€ 53.801	<u>Agriculture and farming - Agricultural development</u>
VN-AME	3012204	<b>Towards sustainable improvement of the livelihood of poor farmers</b>	<b>VN</b>	ONG Oxfam - Solidarité	visited	0	2011	2013	€ 119.335	<u>Agriculture and farming - Agricultural policy and administrative management</u>
VN-BIO	3008194	<b>Expertise Fund - Global Clean Energy - Vietnam</b>	<b>VN</b>	BIO	not visited	1	2007	2008	€ 86.000	<u>Industry - Development of Small and medium companies (SME)</u>
VN-CBW	3004364	<b>Capacity Building in assessing and managing water resources of Vietnam</b>	<b>VN</b>	BTC	not visited	2	2008	2012	€ 3.163.631	<u>Water &amp; sanitation</u>
VN-HAN	1776512	<b>Development &amp; Extension of the Dairy farming Activities around Hanoi - phase 2</b>	<b>VN</b>	BTC	visited	0	2005	2010	€ 2.004.118	<u>Agriculture and farming - Livestock</u>
VN-MUL	1851911	<b>Multi-sectoral rural development in Quy Chau district, Nghe An Province</b>	<b>VN</b>	BTC	not visited	1	2001	2007	€ 2.776.964	<u>Multi-sector - Rural development</u>
VN-NTP	3002773	<b>Construction of an Irrigation Network and Reservoir to increase agricultural production in Ninh Thuan Province</b>	<b>VN</b>	BTC	visited	0	2006	2011	€ 2.604.915	<u>Agriculture &amp; Food safety</u>
VN-PAR	3001176	<b>Public Administration Reform and Roll out of CPRGS in Hau Giang province (PARROC)</b>	<b>VN</b>		not visited	0	2007	2011	€ 1.835.520	<u>Government and civil society - Décentralisation and support for infra-national administrations</u>
VN-PAY	3011903	<b>Sustainable agriculture" in Lang Son Province (Chi Lang District)</b>	<b>VN</b>	ONG Entraide et Fraternité	visited	1	2008	2011	€ 29.087	<u>Agriculture and farming - Agricultural development</u>

Eval CODE	ODA.BE CODE	Title of the intervention	Country	Org.	Taking into account	Environment marker	Date started	Date ended	Contribution of Belgian co-operation 2002-2011	Sector
VN-SAN	3002774	<b>Improvement of Sanitation and Protection of the Environment of the towns of Phan Ri Cua and Lien Huong</b>	<b>VN</b>	BTC	visited	2	2006	2011	€ 2.757.428	<u>Water and sanitation - Basic systems</u>
VN-TAN	1750512	<b>Tan Hoa-Lo Gom canal sanitation and urban upgrading in HCMC - extension phase</b>	<b>VN</b>	BTC	visited	2	2001	2006	€ 5.462.511	<u>Water and sanitation - Water distribution and sanitation - large-scale systems</u>
VN-TUY	3000150	<b>Improvement of Sanitation and Protection of the Environment in Tuy Hoa City, Phu Yen Province</b>	<b>VN</b>	BTC	not visited	2	2006	2011	€ 3.421.932	<u>Environment (according to the technical and financial sheet, but I would have classified it in the sector "Water and Sanitation")</u>
VN-VAL	3004317	<b>IPC 2007 Valeautaqua</b>	<b>VN</b>	CIUF	visited	2	2007	2011	€ 299.270	<u>Water and sanitation - Protection of water resources</u>
VN-VVOB	3008894	<b>VVOB Education for development - Vietnam</b>	<b>VN</b>	VVOB	visited	0	2008	2009	€ 562.482	<u>Agriculture and farming - Agricultural services</u>



# Summary

## Introduction and context

This report provides the results of the evaluation of the Belgian cooperation in terms of the environment, the first phase of which has been the subject of a critical inventory already published as a separate document. The framework of this evaluation is defined by the 2002 Environment Strategy Paper (ESP). This document is the main object of the study. The other 'objects' are the report on climate changes (van Ypersele, 2008), the paragraphs on the environment in the general policy documents and the indicative cooperation programmes. The evaluation covers all spending by the Belgian cooperation over the 2002-2011 period and is based on missions in five countries (Vietnam, Tanzania, Congo (DRC), Peru and Burkina Faso) with a review of at least ten interventions in each of them.

## Cross-cutting observations on evaluation questions

Besides the specific responses to evaluation questions, the study presents a review of strategy documents which are the object of the evaluation, environmental marking, other donors' environmental cooperation, multilateral environmental cooperation and trends observed during the evaluation period. These analyses highlight a lack of clarity and coherence in the ESP, the likelihood of errors in environmental marking, the importance of support provided by the GEF and UNEP and the significant progress made in the taking into account of the environment by Belgian cooperation over the decade from 2002-2011.

## Responses to evaluation questions

**To what extent is the strategy paper useful?** The strategy paper has not been used a great deal outside the DGD. Consequently, its usefulness in terms of the programmes' coincidence with the objectives, internal coherence and long-term planning has been limited. Nevertheless, the paper has played a useful role. Over time, changes in the context have rendered it obsolete without eradicating the need for a new Belgian strategy.

**To what extent have the following aspects, defined as priorities in the strategy paper, actually benefited from a priority?** The six priority aspects identified by the strategy paper together represent virtually all of the environment. They have benefited from increasing importance in budgetary terms. Among them, aspects concerning *water* (but without proof of environmental sustainability) and *urban zones* benefit from the most funding, followed by the *protection of biodiversity*, the *fight against desertification* and the *fight against the effects of climate change* (a theme which emerged in 2008).

**To what extent and with what results has environmental protection been integrated at all levels of the Belgian development cooperation?** Environmental protection is now integrated into all the levels defined by the strategy paper but not systematically in a cross-cutting manner. Integration produces positive effects on the environment and on development, but it does not fundamentally correct the development plans towards greater sustainability. Adaptation is often present in an implicit manner, with a low level of anticipation of future changes.

**To what extent and with what results has the Belgian Development Cooperation helped to establish the necessary conditions in partner countries for the protection and sustainable management of the environment?** Efforts made by the ESP at this level largely involve multilateral cooperation and have obtained significant results, although not focused on partner countries. Nevertheless, various contributions have been made by bilateral cooperation, without always being targeted as intervention objectives. The final effect of these efforts in terms of modifying sustainable environmental management practices is largely reduced by the lack of precise diagnoses of the conditions to be reinforced.

**To what extent has Belgian aid contributed to ensuring environmental sustainability (MDG 7)?** Only three partner countries have reached the targets (but not all) and the targets reached are the ones with the least noticeable environmental character. The specific contribution of the Belgian cooperation to MDG7 is difficult to establish because it is diluted among all the contributions. The main efforts of the Belgian cooperation concern access to water supply and sanitation. They are very limited in relation to the needs.

## Conclusions

The complexity of environmental integration questions and the scarcity of reliable information are handicaps for the evaluation itself and for the success of environmental integration efforts. The chapter concerning the conclusions also summarises the main observations, which are outlined above (the incoherences and usefulness of the ESP, the priorities defined by the ESP, environmental integration at all levels, the "necessary conditions" and the contributions to the MDG7). In response to the evaluations objectives, the conclusions also consider the environment's cross-cutting or sectoral dimensions by pleading for a widening of the first and a reorientation of the second. Finally, they positively assess the overall results of the taking into account of the environment whilst also highlighting the opportunity for improvement.

## Recommendations

Three recommendations with a strategic scope are formulated and outlined in the form of more concrete proposals: clarify the conceptual and strategic framework of the environment and sustainable development in terms of development cooperation; abandon environmental spending objectives in development cooperation, and confirm the pursuit of cross-cutting environmental integration in all interventions and widen it to include adaptation.

Four other recommendations cover a more operational scope: reinforce the taking into account of the environment in the initial stages of intervention cycles; facilitate and support environmental integration; improve the marking of interventions and reinforce monitoring and evaluation with regard to the environment.

# 1. Introduction

The present draft final report is a result of the summary phase of the evaluation of the Belgian cooperation in the field of the environment. This report presents the observations of the evaluation, which are a result of all the study phases and which are based on documentary analyses, interviews in Belgium and with some partners, as well as field visits. It also provides the study's conclusions and recommendations.

The report is structured as follows:

- The first chapter following this introduction (chapter 2) is devoted to the evaluation context: it presents the subject, the objectives and the scope of the evaluation, as well as the organisation of the evaluation questions;
- Chapter 3 is devoted to the evaluation's specific and cross-cutting observations, which are difficult to classify among the actual specific evaluation questions (the analysis of the evaluation's objects, "environment" marking of the cooperation database and its implications for the critical inventory, comparisons with the cooperation of other donors in the field of the environment, the multilateral environment cooperation channel, and the evolution of the position of the environment in cooperation in the long-term);
- Chapter 4 is devoted to the responses to the five evaluation questions posed by the Terms of Reference (ToR), as well as their sub-questions;
- Chapter 5 provides the main conclusions of the evaluation which result from the observations and comparisons with the evaluation's objectives;
- Chapter 6 presents the lessons learned during the evaluation exercise, beyond the actual conclusions;
- Finally, chapter 7 presents the evaluation's recommendations which are a result of the observations and conclusions.

**Glossary:** In order to avoid confusion about the use of terms related to the evaluation in the field of the environment, the inset below outlines certain definitions used in this report. In particular, these definitions attempt to reconcile the terminology of the evaluation and that of the environment:

- **Adaptation** - response to an environmental state or a trend which does not aim to modify it (adaptation does not only concern the climate).
- **Cross-cutting integration of the environment** – taking into account of the environment in various sectors and interventions independent from the pursuit of an environmental objective.
- **Development impact** - general effects of an intervention (or of cooperation) independent from its overall objectives.
- **Effects on the conditions of sustainable environmental management** - effects of an intervention on the "conditions required for the protection and sustainable management of the environment", namely the result of a contribution to Strategic Objective 2 of the ESP.
- **Environmental effects** - effects of a human activity or an intervention on the environmental state or trends (biophysical). Environmental effects are a result of pressure on the environment.
- **Environmental externality** – environmental effect not targeted by the intervention (external to its intervention logic).
- **Environmental pressure** - actions exerted by a human activity or an intervention on the environment or on one of its components.
- **Environmental relevance** – legitimacy (of an intervention, an objective, etc.) in terms of environmental considerations (for the ESP, environmental relevance is the fact of pursuing an environmental objective and is measured by a score of 1 or 2, the term is indicated in inverted commas when it is used in the sense of the ESP).
- **Impact** - contribution of an intervention to its overall objectives (in the sense of the terminology of the logical framework); the term impact is sometimes used in the sense of environmental effects. In this report, the use of the word in this sense is avoided, except in the case of quotations or in the expression "environmental impact study".
- **Permanence** – extent to which the results obtained are maintained after the end of the activities.
- **Sustainability** - extent to which the results obtained or the short-term benefits do not compromise the ability to meet future needs.
- **Sustainable management (of a natural resource)** - method of using and maintaining the natural resource which prevents its deterioration or develops its ability to meet current human needs without compromising those of future generations.

## 2. Evaluation background

### 2.1. Subject, objectives and scope of the evaluation

The **subject** of this evaluation, as defined by the Terms of Reference (ToR), is the Belgian cooperation in the field of the environment, with the environment being considered as much as a sector of cooperation as a cross-cutting theme.

The framework of this cooperation is defined by the "**Environment Strategy Paper**" of the Belgian cooperation, written in 2002. This paper is the starting point or the "main subject" of the study. In particular, it determines the main evaluation questions and sub-questions. Also, the ToR define the "secondary evaluation subjects":

- The 2008 report entitled "Climate Change and the Belgian Development Cooperation Policy" by Prof van Ypersele on request by Mr Charles Michel, the Minister for Development Cooperation at the time (first secondary evaluation object);
- The paragraphs about the environment in the general Belgian development cooperation policy paper (second secondary evaluation object);
- The paragraphs about the environment in the indicative cooperation programmes (ICP) (third secondary evaluation object);

**Time coverage** concerns the period from 2002 to 2011 inclusive. Therefore, the interventions which have been the object of spending during these ten years are part of this evaluation.

The **geographic coverage** concerns all countries benefiting from the support of the Belgian cooperation. However, only a selection of interventions representative of the sector and the cross-cutting theme, the different forms of cooperation, and the various stakeholders in the different countries have been used as case studies. Following work carried out during the critical inventory phase and discussions with the support committee, the detailed study has **focused on the following five countries**: Vietnam, Tanzania, Congo (DRC), Peru and Burkina Faso.

### 2.2. Evaluation questions, sub-questions and indicators

The evaluation approach is structured around five questions, broken down into five sub-questions, which, themselves, comprise a series of indicators. The evaluation questions have been defined by the evaluation's Terms of Reference (Annex 2 of the report) and are presented in the table below. The sub-questions are, on the one hand, those proposed by the terms of reference, and, on the other hand, questions added by the evaluators in order to complete the answers to the main question.

The indicators have all been drawn up by the evaluation team for internal use with a view to organising the collection and processing of the information via an evaluation grid. The information collection methodology is outlined in annex 3.

<b>Q 1</b>	<b>To what extent is the strategy paper useful?</b>
<b>Q 2</b>	<p><b>To what extent have the following aspects, defined as priorities in the strategy paper, actually benefited from a priority?</b></p> <ul style="list-style-type: none"> <li>- Sustainable water management.</li> <li>- Fight against desertification and land degradation.</li> <li>- Protection and sustainable management of forests.</li> <li>- Protection and sustainable management of biodiversity.</li> <li>- Improvement of the ecological management of urban and peri-urban zones.</li> <li>- Fight against the effects of climate change.</li> </ul>
<b>Q 3</b>	<b>To what extent and with what results has environmental protection been integrated at all levels of Belgian development cooperation?</b>
<b>Q 4</b>	<b>To what extent and with what results has Belgian Development Cooperation helped to establish the necessary conditions in partner countries for the protection and sustainable management of the environment</b>
<b>Q 5</b>	<b>To what extent has Belgian aid contributed to ensuring environmental sustainability (MDG 7)?</b>



## 3. Specific and cross-cutting observations

### 3.1. Analysis of the evaluation subject

The 2002 Environment Strategy Paper is the main subject of this evaluation. This document responded to the Act of 1999 which provided for the systematic preparation of such strategy papers and introduced attention for the environment as a cross-sectoral theme. Written with a view to being reviewed after four years, the ESP presented a detailed analysis of the context at the time and drew relevant conclusions from this analysis, although not the most adapted to the current context as shown in point 4.1. on the subject of question 1.

In terms of the Act of 1999, the ESP offered the added value of highlighting (in its SO<sub>2</sub>), the importance of reinforcing the conditions of sustainable management and environmental protection. Although not explicit in the Act of 1999, this relevant option is perfectly coherent with it.

Nevertheless, the ESP is in a slightly awkward position with regard to the Act of 1999: on the one hand, the Act positions the environment as a cross-sectoral theme and proposes concentrating on five priority sectors, but, on the other hand, the ESP sets an objective of 5% disbursement for interventions with an environmental purpose, which makes the environment a sector and one which is too small to be included in the concentration effort. Furthermore, the ESP has proved neither to be very coherent nor very targeted, as demonstrated in the inset below.

#### Criticism of the structure of the ESP

The ESP's intervention strategy is not very coherent:

- Two specific objectives are presented as being equivalent, whereas one contributes to the other;
- The logical links between specific objectives and the expected results are inverted from one objective to another;
- No explicit relationship is presented between the various recommendations and the expected results (or objectives).

On the one hand, the ESP is not very targeted, and, on the other hand, it's targeting is not very relevant;

- The six priority aspects are not really priorities because they concern almost all of the environment;
- The two specific objectives include everything that can be done to protect the environment;
- However, the four expected results of the SO<sub>2</sub> represent choices, but these unnecessarily restrict the methods of contributing to the SO<sub>2</sub> (case studies show that there are opportunities other than R1, R2, R3 and R4 for contributing to the "necessary conditions" for the sustainable management of the environment).

The ESP contains ambiguities which are not necessarily specific to it but which contribute to a certain confusion:

- Between sectoral and cross-cutting environmental aspects: based on the integration principle of environmental protection, the ESP recommends more interventions with an environmental objective and, does not draw any clear conclusions about the extent of the cross-cutting integration of the environment;
- Between environment and sustainable development (for example, changes in production or consumption methods, which are the economic pillar of sustainable development, are inserted in the "ecological management of urban and peri-urban zones" section; also "the satisfaction of the population's drinking water needs", a more social aspect, is integrated into the "sustainable management of water" section, the "sustainability" of which is not necessarily environmental);
- Between the questions of international environmental governance (for the good of humanity) and environment in development cooperation (for the receiving countries of the cooperation);
- Between the dimensions of environmental protection (mitigation) and adaptation (in line with the Act of 1999, environmental protection, therefore mitigation, is the dominant idea and the questions of adaptation are introduced under the aspects of desertification and climate).

## **The 2008 climate report**

The report by Professor Van Ypersele, entitled "Climate Change and the Belgian Development Cooperation Policy" constitutes the evaluation's first secondary subject. This document, based on a conference held in Brussels, follows the fourth report of the ICPC prepared in 2007, which confirmed fears about the reality and scale of climate change. In it, the Belgian cooperation is seen as a way to correct or compensate for the effects, conveyed through climate change, of Belgium's development on the development of southern countries. Thus, the report shares with the ESP the vision that Belgium must finance developing countries according to the principle that the polluter pays. Nevertheless, it distinguishes itself from the ESP and even refers to it as an obstacle, according greater importance to adapting to climate change (mitigation being presented as relevant in just one partner country, South Africa).

However, a different viewpoint could be justified in the context of cooperation in favour, on the one hand, of extended adaptation and, on the other hand, of relative mitigation:

- Insofar that it involves focusing attention on the circumstances of beneficiaries, the development logic requires an adaptation with regard to all the factors which affect them, independent from their climate origin and a desire to punish those responsible for climate change.
- Failing a dissociation between the evolution of development indexes and that of greenhouse gas emissions, cooperation will either fail or greatly increase these emissions; the fact that the partner countries have great difficulty reducing their emissions whilst also developing does not take anything away from the need for such a dissociation, therefore, for relative mitigation.

## **General policy papers**

The passages concerning the environment in the general policy papers of the ministers in charge of development cooperation constitute the second secondary evaluation subject. In contrast to the paper of 2000, which preceded the ESP, the general policy papers which followed it insist very little on the environment. The 2003 paper even greatly reduced the environment to the sole question of drinking water. After 2008, the year the afore-mentioned report was prepared, attention centred on the climate. Ultimately (paper of December 2011), the climate even tends to replace the environment as the cross-cutting question, despite the Act of 1999 which is still in force.

## **Indicative cooperation programmes**

The passages in the indicative cooperation programmes (ICP) concerning the environment constitute the third secondary evaluation subject. Environmental integration is not very important in the oldest ICPs of the period under consideration (except Algeria, 2003-2007), but the majority of ICPs (except South Africa, 2007-2010) recall, at the very least, the need to protect the environment. Environment is more taken into account in ICPs starting in 2010 (Congo, Morocco, Peru, Senegal, Tanzania) and 2011 (Rwanda, Vietnam).

## 3.2. Environmental marking and implications for the critical inventory

The first phase of the evaluation involved a critical inventory<sup>1</sup> drawn up on the basis of an extract of the ODA.be database. The inventory concerns the sectors and sub-sectors considered as being directly related to the environment. Consequently, the inventory concerned almost 5,000 interventions and helped to take account of general trends in the evolution of Belgian ODA spending related to the environment.

The critical inventory is mainly based on data available in the ODA.be database, among which appears the "DAC Environment marker" and the Rio markers. The "environment" marker plays a decisive role, owing to the fact that it expresses the importance accorded to the environment in an intervention's objectives. This marker could take the values 0, 1, 2 or N, meaning (according to the DAC directives):

- 0: The environment plays "no role" in the action
- 1: The environment is "not the main theme but, nevertheless, is indicated to be an important secondary objective"
- 2: The environment is "indicated in the intervention's documentation as a decisive principal objective"
- N: The importance accorded to the environment is undetermined.

During missions in the field, evaluators compared the database's DAC Environment marking with their own assessment. The comparison of the values attributed is as follows:

Country studied (number of interventions)	Average value of the DAC environment markers	
	according to ODA.be	according to the evaluators
Vietnam (15)	1.42.	1.07.
Tanzania (14)	1.38.	1.08.
Democratic Republic of Congo (11)	0.80.	0.50.
Peru	1.625.	1.25.
Burkina Faso (13)	1.36.	1.00.
<b>Average of 53 interventions</b>	<b>1.32.</b>	<b>0.99.</b>
<b>Average of 5 countries</b>	<b>1.32.</b>	<b>0.98.</b>
<b>Difference</b>	<b>0.33-0.34 (namely 26% of the ODA.be value)</b>	

The assessment of DAC markers by the evaluators is, on average, 26% lower than that registered in the ODA.be database. In other words, the database considers that the interventions accord greater importance to the environment than the evaluators.

This may be explained by the difficulty in interpreting and allocating the values of this marker. Indeed, the title of the three categories excludes interventions in which the environmental is secondary without being important and those in which the desire to mitigate negative effects plays a role although the objective is not to improve the environment. Another source of confusion comes from the fact that it may be tempting to want to show the real effects (or those considered as such) of the intervention rather than its intentions, as recommended by the DAC.

<sup>1</sup> ADE 2013. Thematic evaluation of Belgian cooperation in terms of the environment. Critical inventory. F.P.S. Foreign Affairs, Foreign Trade and Development Cooperation. Special Development Cooperation Evaluation Unit.

The evaluators gave a score of 0 to interventions which did not meet the definitions of scores 1 and 2. In this frame, a score of 0 does not exclude the fact that the intervention has effects on the environment which are external to its objectives, nor that it tries to correct them.

The interpretation by the dozens of case managers who each individually fed data into the ODA.be database may have differed in view of the wide scope allowed for interpretation<sup>2</sup>.

A consequence of this observation is that the analyses in the critical inventory appear to us to be biased in an upward direction. The importance accorded to the environment in terms of the scale of the budget should be reviewed downwards. Nevertheless, we have no reason to believe that the method used for allocating scores has deteriorated. Consequently, the positive trends shown by the inventory are not fundamentally challenged.

### 3.3. Comparison with other donors

#### 3.3.1. The strategies and tools of environmental integration

Since the Conference of Rio in 1992 and the writing of Agenda 21, the environment has occupied an increasingly important place in development cooperation. The definition of an "Environment" MDG in 2000 supported this change and encouraged institutions to define strategies for integrating the environment into their development assistance actions.

The OECD's Development Assistance Committee (DAC) published a rich series of guides for environmental integration, including project impact studies and strategic environmental evaluations. These guidelines generally reflect the good practices recommended by cooperation agencies in OECD member states (namely the most developed countries supplying aid).

**Table 1: Strategies and tools concerning environmental protection**

Institution	Instrument
WB Group	<ul style="list-style-type: none"> <li>- The World Bank's environmental and social safeguard policies and IFC (International Finance Corporation) standards "for performance in the field of environmental and social sustainability" (standards followed by BIO and its partners).</li> <li>- 2012-2020 strategy: Toward a Green, Clean, and Resilient World for All</li> </ul>
Europeaid-DEVCO	<ul style="list-style-type: none"> <li>- Commission Staff Working Paper "Integrating the environment into EC economic and development strategy – a comprehensive strategy"<sup>3</sup></li> <li>- Guidelines on the Integration of Environment and Climate Change in Development cooperation (2007) replaced in 2009 by the "Guidelines on the Integration of Environment and Climate Change in Development cooperation"</li> <li>- Environment and natural resources thematic programme: 2007-2010 and 2011-2013 strategy paper &amp; multiannual indicative programme</li> </ul>
EIB	<ul style="list-style-type: none"> <li>-The EIB Climate Strategy in External Mandate Countries</li> <li>-Environmental statement 2004</li> </ul>
SIDA	<ul style="list-style-type: none"> <li>- 2004 strategy: Pure Water - Strategy for Water Supply and Sanitation</li> <li>- 2004 strategy: Climate and Development</li> <li>- SIDA also offers "Sida's Helpdesk for Environment and Climate Change" comprising 12 experts</li> </ul>

<sup>2</sup> For example, it is sometimes forgotten that the expression "plays no role" (the definition of marker 0) initially refers to the role played by the environment in the decision to design the intervention.

<sup>3</sup> SEC(2001) 609

Institution	Instrument
Finland	-2010 programme: Finland's development policy
Luxembourg	-Green Procurement
AECID	-Plan de actuación sectorial de medio ambiente y cambio climático
JICA	-JICA environment policy: environmental management system
Irishaid	-Environmental policy for sustainable development
USAID	-Environmental compliance procedure
CIDA	-CIDA's Policy for Environmental Sustainability -"Environment Handbook for non-governmental organisations and institutions" and (its replacement) "Environment Handbook for Community Development Initiatives"
GIZ-KfW	-Umwelt management -Umweltpartnerschaft (environmental partnership with countries)
DFID / UKaid	-DFID Environment guide
AusAid	-Environment Management Guide for Australia's Aid program
KOICA	-The English version of Koica's site presents a short environmental strategy (in five lines), the approach is mainly sectoral
AFD	- AFD's website presents a strategy focused on biodiversity and climate change

The environmental theme is now present in all international development cooperation. Although it is not always translated by an action strategy, many donors consider the environment to be both a sector of action and a cross-cutting theme. The attention accorded to the evaluation of environmental effects is increasingly important in programmes and strategies, in relation with the development of new tools (SEA) and a decline in the project approach for the benefit of sectoral support approaches and budgetary aid.

Since the Copenhagen Climate Summit in 2009, climate change has become a new sectoral or cross-cutting theme which has become slightly independent from the environment. In this frame, the issues of adaptation and, above all, after the evaluation period, of resilience are highlighted. Finally, poverty-environment linkages and the concept of the green economy (especially since Rio+20, which post-dates the evaluation period) are increasingly present in cooperation policies.

In Europe, the 2005 Consensus on Development makes the environment one of the potential focal sectors and insists on an increase in the cross-cutting consideration of it. In the frame of the sharing of tasks among Member States, it should be noted that Germany in particular has invested in the field. Finally, attention should be drawn to the conclusions of the Council on the integration of the environmental dimension in the development cooperation of June 2009 calling for coordination with Member States and suggesting common orientations as well as the improvement of instruments such as environmental profiles, strategic environmental evaluations, impact studies and climate change analyses.

### 3.3.2. The evaluation of environmental integration

In 2006, France<sup>4</sup> published an evaluation of its actions in favour of sustainable development in international cooperation for the 2000-2004 period. The evaluation confirms the relevance of the concepts but notes that their application needs to be improved. It draws attention to the need to take account of passing time with a prospective approach, transversality (taking into account the environment in all strategy debates), territorial approaches, complementarity between multilateral and bilateral approaches, a medium-term and long-term vision "without which the emergencies of the future are built".

<sup>4</sup> DGIS. Actions in favour of sustainable development in France's international cooperation. 2000-2004 evaluation. 2006

In parallel, two other countries in particular, Finland<sup>5</sup> and Sweden<sup>6</sup>, have evaluated the integration of the environment into their cooperation policies and actions. For both countries, it was noted that there was a lack of environmental experts (central services and delegations at embassies) and a lack of environmental technical expertise among staff. For both, the environment is also deemed to be a minimum priority in political and operational terms.

Finland's report also notes that the environment is absent from many bilateral interventions (health, gender, education, governance, etc.), whereas measures could have been planned. It also believes that the responses made to environmental problems are superficial. For Sweden, positive progress is noted in the field of environmental impact studies. Although these were often absent from projects in 1996, they are now, after the 2006 evaluation, much better integrated into the process. However, they mainly focus on the negative effects of interventions which leads the administration and evaluators to overlook the positive effects of projects. Therefore, the evaluation of environmental effects is only partial.

In 2008, the WB carried out an evaluation of the environmental sustainability of its interventions implemented between 1990 and 2007<sup>7</sup>, from sectoral and cross-cutting angles. The report considers that the WB has not yet taken the environment into account sufficiently: despite the measures taken to that effect, a sustainable environment is still only a minor priority in projects. In terms of the evaluation of environmental effects, the evaluators identified four obstacles<sup>8</sup>. The report recommended that environmental problems should appear more often on a strategic level (regional negotiations and programmes), that the environment should become an inter-sectoral theme, that staff should be better trained and, finally, that the WB should improve its competences in monitoring and evaluation in order to properly evaluate the environmental effects of projects.

For the EU, the Court of Auditors prepared in 2006 an audit of environmental aspects in development cooperation, recommending in particular the reinforcement of the evaluation of the environmental performances of aid (from sectoral and cross-cutting angles). Furthermore, in 2009, the Commission ordered a mid-term review of the 2007-2010 thematic strategy on the environment and the sustainable development of natural resources, confirming the added value of this support whilst also recommending a refocusing of priorities. It is currently planning an evaluation of its environmental cooperation, including from a cross-cutting angle.

### **3.4. Multilateral environmental cooperation**

Belgium's multilateral cooperation in the field of the environment is concentrated on support given to UNEP and, above all, to the GEF. This spending represents the majority of interventions in the DAC "protection of the environment" sector<sup>9</sup> and mainly corresponds to category 2 considered in the critical inventory<sup>10</sup>. It has increased from

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<sup>5</sup> FINIDA. Evaluation of Environmental Management in Finland's Development cooperation. 2006.

<sup>6</sup> SIDA The Environment and Sida's Evaluations. 1996. and SIDA. Integrating the Environment? Environmental Considerations in Sida's Work. 2006.

<sup>7</sup> World Bank. Environmental sustainability, an evaluation of the world bank group support. 2008.

<sup>8</sup> I. Lack of initial data about the environment and lack of data about the outcome in order to assess the effects - II. The interventions are too recent to identify the environmental effects in the medium and long-term - III. The positive effects of the interventions may be "crushed" by the negative effects of other mechanisms - IV. It is not possible to identify the exact causes and the scale of the positive effects of the projects on the environment.

<sup>9</sup> Outside of this sector, Belgium's specific contribution to forests has been noted in the frame of Fast Start (€10,000,000 in 2010 for the REDD), which specifically concerns this indicator. Alone, it represents 28% of Belgium's spending in the forestry sector for the period studied.

<sup>10</sup> Category 2 presents the interventions of the DAC "environmental protection" sector which consists of financing typically environmental institutions (mainly multilateral, but also WWF and Groenhart);



1% to 3% of Belgian ODA for the 2002-2011 period. The detail of this spending is provided in annex 5.4.4.

UNEP is a small body of the United Nations, created by the resolution of the General Assembly in 1972 following the Stockholm Convention. The Programme plays the role of a "*catalyst, advocate, educator and facilitator to promote the wise use and sustainable development of the global environment*". During the period under consideration, it received €28.5 million from Belgium.

The GEF (see Annex 5.6) is a funding system, created in 1991 in the context of the preparation of the Rio Conference, associating the World Bank group and the United Nations institutions: the institution comprises a secretariat, an independent evaluation bureau, a council, a scientific and technical committee and a trustee, the function of which is ensured by the World Bank. The GEF currently works with 10 implementation agencies (international financial organisations and United Nations agencies), 39 donor countries (39) and 165<sup>11</sup> receiving countries. During the period under consideration, the GEF Trust Fund received €113.8 million from Belgium. The GEF also manages the LDCF (Least Developed Countries Fund) and the SCCF (Special Climate Change Fund), which, respectively received €20.4 million and €10 million from Belgium.

UNEP and GEF work as follows: UNEP ensures the scientific and technical committee function of GEF and is also one of GEF's ten implementation agencies; UNEP also acts as a secretariat for the multilateral environmental agreements (MEA) for which the GEF is the financial body.

Belgium is a relatively important contributor to these institutions and is part of their decision-making bodies. It is the 9th donor in the frame of the 5th replenishment plan 2011-2015 and, in 2009, it became the 5th contributor to UNEP's Environment Fund (main budget), whereas "earmarked" contributions (which do not exist at the GEF) were greatly reduced.

Belgian contributions to GEF and UNEP are in line with the ESP, except in terms of focusing on partner countries. In particular, they target Result 1 of Specific Objective 1 and Results 1 to 3 of Specific Objective 2 of the ESP. In relation to their focus on the international environment, they differ slightly from the main orientations of the Belgian cooperation insofar that the objectives do not especially aim to reduce poverty in developing countries and only 14% of spending for the GEF national projects concern 18 partner countries (generally without any relation to the priority sectors). Therefore the relationship with actual development cooperation is not very clear although, owing to the origin and main destination of spending, the GEF and UNEP participate in North-South transfers.

- UNEP does not limit its field of action to developing countries (especially in terms of information and the monitoring of the state of the environment); however, it is involved in targeted actions in developing countries; these include the "Poverty and Environment" initiative implemented jointly with UNDP, which supports environmental integration into poverty reduction strategies.
- The GEF was introduced to finance actions implemented exclusively in developing countries (in the widest sense, including Russia, for example) and to provide global environmental benefits: although it has become less strict since its implementation,

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furthermore a small proportion of spending for the GEF and the UNEP are related to sectors other than actual "environmental protection", therefore, outside of category 2.

<sup>11</sup> Source: brochure "Behind the numbers, a closer look at GEF achievements" (2012). Note that some receiving countries are also donors, such as Brazil and Russia.

the principle is to finance the incremental costs of these global benefits<sup>12</sup>, which should be added to the actions designed for local benefit; consequently, GEF projects are usually accompanied by co-funding<sup>13</sup> and it is accepted that GEF's contributions are in addition to development cooperation<sup>14</sup>.

The two institutions and systems in which they participate are complex and heavy structures divided by political contradictions inherent to their global nature. Therefore, their efficiency is a challenge, but improving:

- In terms of UNEP, reforms under way since 2006 focus on results-based management and the greater involvement of receiving countries; Belgian contributions in the framework of the 2004-2008 partnership highlighted the limited performance, especially for administrative and procedural reasons<sup>15</sup> and, therefore, these were fragmented; since 2009, they are concentrated on contributions central to EF with a view to improving performance.
- In terms of the GEF, the length of the project approval process was a major dissatisfaction at the start of the period covered by this evaluation. Measures, such as tighter deadlines for decision-making at various stages, have been adopted since then in order to shorten timescales without harming the quality of preparation. Furthermore, the GEF is proud to have secretarial costs limited to 3.8%<sup>16</sup>.

From both sides, mechanisms are at work to monitor the progress of performance: presence of an independent evaluation bureau (that of the GEF was the subject of a positive peer assessment by the Special Evaluator for Belgian cooperation), monitoring and operating units from MOPAN ("Multilateral Organisation Performance Assessment Network").

The GEF and UNEP constitute platforms for exchanges, negotiation and the construction of international convergences essential for global environmental governance. In view of this key role played by the two partner institutions and the progress made in their performances, as well as Belgium's obligations, the evaluation can only confirm the relevance of the support granted to them. However, some questions remain concerning their place in development cooperation and the priority to be given to them in relation to environmental integration in development cooperation.

### **3.5. Diachronic analysis of the environment in the Belgian cooperation**

Between 2002 and 2011, disbursements allocated to interventions designed to protect the environment continued to increase<sup>17</sup>. On the one hand, the Belgian contribution to multilateral action in the field of the environment for this period represented more than 1.19% of the total ODA, for a sum of €192,629,444, with particularly strong growth

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<sup>12</sup> The distinction is clearer in the field of the mitigation of climate change (almost 31% of GEF's spending, see Annex 5.6): such an objective offers a global benefit, the same as that of a mitigation effort implemented in Belgium and which nobody considers as development cooperation.

<sup>13</sup> The calculation of these costs used to be complex, but now, the GEF tends to conform to the principle of providing global, or at least regional, benefits. It has been noted that the GEF has difficulty in inventorying the sources of co-funding; it is possible that Belgium intervenes in it via the FED, for example.

<sup>14</sup> Belgium's contributions to the GEF are classified as development cooperation but may be considered as additional insofar that the €21,000,000 increase in Belgium's contributions between 2002 and 2010 are largely exceeded by the €1,170,000,000 increase in Belgian ODA for the same period; however, on a general level, only 4 to 23% of GEF funds would have been additional (according to the Rio+20 document).

<sup>15</sup> Evaluations of the Belgian-UNEP Partnership 2004-2008, mid-term evaluation (April 2006) and final evaluation (January 2009)

<sup>16</sup> Brochure "Behind the Numbers". We do not yet have the costs for the other bodies and the withdrawals made during the relatively long chain which separates donors (including the DGD) from other operational project partners (through the executive agency).

<sup>17</sup> Cfr. Response to evaluation question 2 for more detail about the breakdown of spending.

since 2009. On the other hand, bilateral cooperation interventions with an environmental purpose occupy an increasingly important place with an increase in spending and the number of interventions. This trend should be compared to the increase in attention accorded to the environment in ICP (with progress being seen in ICP starting in 2010 and later). A noticeable increase can be seen since the 2008 climate conference and report, the period when policy orientation papers started to focus more on climate and environment questions.

Qualitative changes with regard to the consideration of the environment mainly appear in the successive project phases<sup>18</sup>, between which increasing financial and human resources were provided in order to reduce or optimise the environmental effects of projects. Also, for the same interventions, actions were sometimes redirected, or measures were added in order to take account of the environment<sup>19</sup>.

However, a diachronic evaluation of all the interventions selected for the field missions did not produce any results. The sample does not offer enough comparable interventions for this exercise to be carried out (two similar interventions at different dates).

Human resources also show a positive evolution. Currently, service D2.4 of the DGD employs five people, which represents a progress compared to the start of the period (although it still remains low in view of the complexity of the challenges). As for BTC, it has (since the start) an environment manager at its head office and has recruited environment experts in different countries (e.g.: Peru, Congo, Vietnam, Tanzania<sup>20</sup>) in order to support Belgian interventions or provide technical support to ministries. The setting up of the KLIMOS platform and the training courses organised at the DGD (especially in 2010) are also proof of a dynamic to develop capacities.

In terms of the evaluation of individual interventions, the environmental expertise of the consultants hired has not greatly changed and remains very reliable. While evaluators do not claim to be incompetent in evaluating the environmental effects of projects<sup>21</sup>, these are never identified in a satisfactory manner, even for projects with an environmental purpose. Furthermore, the trend is to focus on the evaluation of key challenges, without the systematic review of cross-cutting questions<sup>22</sup>.

A final change to be noted concerning the agencies carrying out Belgian interventions is the allocation of the development NGO accreditation to traditionally environmental NGOs: WWF and Groenhart. This extension of the number of stakeholders gives rise to the setting up of development interventions with close ties to the conservation of natural resources. The combination of development and environment NGOs is also part of the movement to bring the themes of poverty and environment closer.

Despite this positive general trend and a certain forgetfulness about the first years considered, there are, nevertheless, signs of a lapse in the dynamic initially created by the Secretary of State's very environmental 2000 policy paper and the preparation and distribution of a new ESP. The contrast between the 2000 policy orientation paper and the one in 2003 supports the hypothesis of a loss of interest in environmental questions during the first years which followed the ESP.

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<sup>18</sup> PREPICO I, II and III in the Congo, PRODERN I and II in Peru. The question of phasing could also be raised because a project is, in principle, designed to disappear once the desired effect has been achieved.

<sup>19</sup> PE-AYA: reorientation of the intervention with a redefinition of some of the objectives

<sup>20</sup> Environment experts for the BTC and TZ-MIN and the UCAG-MINEDUC project for technical assistance

<sup>21</sup> DRC-RO1: sincerity of the evaluators in the final evaluation report

<sup>22</sup> This evaluation also did not examine explicitly the question of gender, for example, something which, nevertheless, was encountered in several of the interventions visited.



## 4. Responses to evaluation questions

### 4.1. Question 1: To what extent is the strategy paper useful?

*The question concerns the usefulness of the 2002 Environment Strategy Paper (ESP). Secondly, it also concerns the usefulness of a future paper.*

*The sub-questions are as follows:*

- 1.1. To what extent has the strategy paper been used and influenced practices?*
- 1.2. To what extent has the strategy paper contributed to greater coincidence of aid programmes with the objectives to be achieved?*
- 1.3. To what extent has the strategy paper contributed to better internal coherence for environmental actions?*
- 1.4. To what extent has the strategy paper contributed to more long-term planning?*
- 1.5. Is a Belgian "environment" strategy paper still relevant in the current context of the Paris Declaration (PD), the Accra Agenda for Action (AAA) and budgetary aid?*
- 1.6. To what extent has the current strategy paper become outdated or is it still relevant?*

*The sub-questions 2 to 4 verify whether the ESP has really offered the advantages expected of strategy papers in general, which are recalled in the preface of the ESP (coincidence with the objectives, internal coherence, and long-term planning). The fifth is slightly out of step with the main question, because it refers to the usefulness of having a paper, possibly one which is different from "the" existing ESP. Whereas sub-questions 2 to 5 are asked by the ToR, the first and last ones are added by the consultants.*

#### **Summary**

The ESP has been used relatively little and has not greatly influenced practices outside of the DGD. Consequently, its usefulness in terms of the programmes' coincidence with the objectives, internal coherence and long-term planning has been limited. However, it has not been non-existent. It has played a useful role, mainly by supporting the growth of environmental interventions (rather than the cross-cutting integration of the environment).

Over time, changes in the context have rendered the paper obsolete without eradicating the need for a new Belgian strategy.

## **SQ 1.1. To what extent has the strategy paper been used and influenced practices?**

### **Use**

**The Environment Strategy Paper (ESP) is known and is used mainly by the interested parties at which it is aimed**, namely DGD staff and, more particularly, the services in charge of implementing its action plan. Secondly, it has been used by the BTC, including in training programmes for technical assistants. The other Belgian operational stakeholders make very little use of it and local partners largely ignore it. Therefore, the degree of knowledge and use of the ESP decreases outside of the key centres, namely the DGD and the BTC. It also tends to decrease in sectors less directly related to the environment. Direct use of the ESP has also shown a tendency to decline over time, despite a certain renewal of interest as a result of new environmental sensitivity<sup>23</sup>.

Differences can also be seen between countries, with the growth and use of the ESP in direct bilateral cooperation being relatively high in Tanzania and Peru, two countries where cooperation is very focused on environmental management.

The direct use of the ESP is disadvantaged by various obstacles. Direct bilateral cooperation partners refer to the number of strategies to follow, while others do not necessarily feel committed to or concerned by the ESP, and even have difficulties in finding it. With the ESP not being translated into English or Spanish, language was mentioned as being an obstacle but the ESP is used very little by non-Belgian partners, even in French-speaking countries. The lack of clarity and the length of the ESP is also an obstacle to its good use. The consultants' analyses show a relatively incoherent intervention logic which is difficult to trace.

**The ESP is also the subject of a certain indirect use as a result of its influence on tools and documents with a more direct use**: indeed, the sectoral strategy paper on infrastructure is in line with the ESP's recommendations, but others do not reflect this and only integrate the environment to a very limited extent. The same applies to most ICP prior to 2010. Furthermore, the ESP largely refers to methodological documents which were only prepared relatively late (KLIMOS tools) and which are still not widely used. Finally, indirect use is also relatively limited.

### **Influence on practices in the field**

Through its role at the DGD, the ESP has supported environmental spending decisions in line with its first objective<sup>24</sup>. **Thus, the ESP has enabled a net increase in spending in favour of interventions with an environmental purpose**, a fact which was highlighted in the critical inventory. However, its role in terms of the cross-cutting integration of environmental protection is followed more closely. It is true that the ESP provided the DGD with indications to encourage indirect cooperation organisations to sign up to this principle and its existence probably lent weight to the desire to protect the environment, but this principle was included in the Act of 1999 and the added value of the ESP in this respect is limited.

The role that the ESP played in the method for integrating environmental protection is, indeed, modest. Among the very rare direct users of the ESP, only a few (at the BTC and the WWF) consulted it to check that their intentions agreed with it. Since the paper is not very selective, this consultation did not influence their interventions. Also, indirect users who refer to documents potentially influenced by the ESP find few practical indications inspired by the ESP (see section above on use of the ESP). In

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<sup>23</sup> Whether this is following the increase in climate concerns after the 2007 IPCC report or with the arrival of new staff is unknown.

<sup>24</sup> The paper on the cooperation framework with UNEP 2009/10-2013 refers very clearly to the ESP



fact, it has been noted that environmental integration practices are largely independent from the indications provided by the ESP. Indeed, certain options in line with the ESP were already presented in documents which preceded it: for example, this is the case of the environmental institutional support identification and formulation files in Burkina Faso. However, **the most innovative or original ESP recommendations are not followed (preparation of country environmental profiles (CEP), strategic environmental assessments (SEA), environmental impact assessments (EIA) in identification)**. Case studies also suggest that the determinants at work for the integration of environmental protection (IEP) in the interventions appears, above all, to be connected to people and the local context rather than to the ESP.

### **SQ 1.2. To what extent has the strategy paper contributed to greater alignment of aid programmes with the objectives to be achieved?**

The "objectives to be achieved" considered below are successively the objective which motivated the ESP's preparation, the objectives set by the ESP and the general objective of cooperation development.

The ESP was prepared as a support to the IEP principle established by the Act of 1999. Although the Act was sufficient, the ESP was able to increase the attention given to the principle of environmental protection, and also slightly to guide its implementation. In this sense, it contrib. uted, but only slightly, to helping programmes to achieve the objective for which it was prepared.

In terms of the two objectives it sets, the ESP paved the way for an increase in environmental spending (as presented in SQ 1.1). In this way, it contributed to the first result of its first specific objective (SO 1). However, it appears to have contributed very little to the second expected result of this objective (the reduction of negative effects) due to a low influence on ways of protecting the environment on a cross-cutting level. To that end, the indications which it provides are, not very operational and have barely been followed by concrete actions (concerning CEP, SEA and EIA). In the same way, it contributed moderately to its second specific objective (concerning the conditions for sustainable environmental management) by attracting spending but without indicating what to do (apart from through the choice of the four expected results).

In terms of the general cooperation objective which is "sustainable human development through poverty reduction", the ESP declares that environmental protection should contribute to this, but does not indicate how to ensure that its recommendations actually do contribute to this goal<sup>25</sup> without losing sight of it:

- Although it calls for projects of an economic or social nature to monitor their effects on the environment, the ESP does not encourage a converse concern with regard to socio-economic effects on environmental projects.
- In line with the watchword "environmental protection", it largely neglects adaptation to environmental changes (including climate changes), which, nevertheless, is essential for ensuring a sustainable effect on socio-economic development.

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<sup>25</sup> Apart from by calling for additional funding with a view to ensuring that the efforts made for the environment do not compromise short-term socio-economic advances.

- The ESP adheres to a three-dimensional representation of sustainable development (including the environment); yet, instead of being included in a general framework of sustainable development, to which social and economic strategy papers would also be subject, it tends (through the description of its priority aspects) to reduce sustainable development aspects to components of the environment.
- The ESP does not consider possible interactions between environmental management interventions and complementary interventions from other sectors, although this would be very much in line with the spirit of sustainable development. For example, it largely refers to the effects of environmental damage on health but it does not in any way suggest combining environmental efforts and efforts in the field of healthcare with a view to convergence on the same sanitary objectives<sup>26</sup>.

### **SQ 1.3. To what extent has the strategy paper contributed to better internal coherence<sup>27</sup> for environmental actions<sup>28</sup>?**

**The ESP is not a very targeted document** and its objectives are large and its "priority aspects" are not really priorities (see Q2). Furthermore, it presents a muddled intervention logic and some internal ambiguities (see 3.1). In this sense, it is not very favourable to creating internal coherence between the actions which it organises.

Nevertheless, the ESP provides specifications favourable to creating coherence between the actions carried out by the different stakeholders from the Belgian cooperation (coordination<sup>29</sup>, participation of the DGD's environment unit in various consultative bodies, political dialogue between the DGD and operators). Although the DGD acts in this sense, it is difficult to say that the ESP influences this general attitude of validity.

The ESP also provides orientations favourable to coherence between direct bilateral cooperation environmental interventions carried out within a country. In countries where environmental fields are the object of direct bilateral cooperation (Burkina Faso before the withdrawal of direct bilateral cooperation, Algeria, Morocco, Peru, Ecuador, Tanzania, Vietnam, Rwanda), this coherence existed but no more for the environment than for other fields, therefore, there was no particular link with the ESP.

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<sup>26</sup> This way of seeing (or of not seeing) things may be considered as a sectoral breakdown not very focused on objectives (the first priority sector concerns "healthcare" and not health as an objective; "basic infrastructure" is typically resources).

<sup>27</sup> By "internal coherence" we mean coherence in all of Belgian cooperation's actions (in favour of the environment), without limiting ourselves to coherence within each individual action.

<sup>28</sup> By "actions in favour of the environment" we understand interventions with an environmental purpose, as well as various efforts made in other interventions to improve environmental protection.

<sup>29</sup> Coordination also targets external coherence in terms of the other interventions.

### **SQ 1.4. To what extent has the strategy paper contributed to more long-term planning?**

The objectives of the ESP are part of a long-term planning logic because they are long-term objectives with a stable relevance. However, it only generated a relatively low level of mobilisation in terms of these objectives because the analyses presented above agree that there has been a low level of influence of the ESP on practices and on coincidence with programmes concerning its objectives

In more concrete terms, **several of the ESP's recommendations were also of a nature to contribute to planning and a long-term perspective:**(a) the concern for ownership by beneficiaries or local partners (having to ensure permanence<sup>30</sup>), (b) the taking into account of long-term environmental effects, (c) the adoption of a long-term and sustainable development vision (especially in country strategies), and (d) the extension of environmental interventions (the legitimacy of this recommendation has been confirmed by the cases studies in this evaluation, see question 3).

**Nevertheless these recommendations have been followed, or not followed, without any apparent link to the ESP.** Indeed, (a) case studies show that ownership (by beneficiaries or local partners) is not particularly promoted in the environmental field and suggest that it is less important than in other fields (especially in Tanzania, a country where the ESP is taken into account more than anywhere else); (b) The evaluation also does not pay any particular attention to long-term environmental effects: for example, SEA, a suitable and recognised tool for identifying long-term effects, has not been implemented in the Belgian cooperation; (c) In country strategies and ICPs, the long-term perspective (referred to in 16 ICPs out of 30) usually involves a multi-annual commitment or one of several ICPs in similar sectors, independent from the environment, and not in a perspective<sup>31</sup> involving environment-development questions<sup>32</sup>; (d) Finally, statistics drawn up on the basis of the ODA.be database shows a tendency to shorten the length of interventions, contrary to what was intended: indeed, environment 2 marker interventions which started in 2003 lasted an average of 4.3 years and interventions which ended in 2010, lasted just 2.9 years.

### **SQ 1.5. Is a Belgian "environment" strategy paper still relevant in the current context of the Paris Declaration (PD), the Accra Agenda for Action (AAA) and budgetary aid?**

Insofar that the context does not remove the purpose of independent Belgian cooperation (although coordinated on a European and international level) it is logical to think that it still requires strategic positioning. The following arguments (taken from a longer list given in annex 5.1) advocate the relevance of an environmental strategy:

- The greater effectiveness of aid, allegedly a result of the process initiated with the Paris Declaration, risks causing greater environmental pressure as a result of development; therefore, there is a greater need for strategic thinking on the environment;

<sup>30</sup> In terms of sustainability (in the sense of permanence or viability), the ESP omits to recall that the environment has, for many years, been considered as a decisive factor (including in non-environmental interventions) and that new risks for the sustainability of interventions may result from future environmental or climate changes.

<sup>31</sup> It has been noted that such a vision is not decreed and is not always easily shared with partners.

<sup>32</sup> in the same way as the dissociation to be introduced between economic development and environmental pressures (especially GHG emissions), the tension between the increase in needs (demography) and the depletion of resources, and even the prospects of climate change and the adaptations it will require.

- The cross-cutting nature of the environment makes it impossible to transfer responsibility to other partners, despite the orientation towards sectoral specialisation;
- Focusing on priority sectors and countries increases responsibility towards these sectors in partner countries (including in terms of their environmental aspects), which explains the usefulness of a strategy adapted to these sectors and countries;
- Ownership is more an objective than an entitlement; under these conditions, the principle of ownership does not exclude providing the partner with advice and suggestions based on clear strategic thinking.

However, the needs or objectives which a new strategy should meet have changed:

- Sectoral and geographic focus calls for a greater adaptation to priority partner countries and sectors;
- New approaches and methods (including budgetary aid) require specific responses, in particular for positioning in relation to the strategies of partners and other donors (especially in the field of the environment, which presents a strong international, intersectoral and multilateral dimension; several stakeholders encountered in the field (in DRC, Vietnam, Peru and Tanzania) highlight the need to take account of the country's specific features and to align itself with its strategies;
- In particular, new mechanisms partially fulfil some roles initially expected by a strategy paper<sup>33</sup> (for example, the internal coherence of Belgian cooperation is fed into by sectoral focus in support of the partner's strategies, and long-term planning is reinforced by undertakings to support the same sectors through several ICP).

Furthermore, insofar that the present evaluation highlights the needs and opportunities for improving the taking into account of the environment, channels will be required to pass on their recommendations.

### **SQ 1.6. To what extent has the existing paper become outdated or is it still relevant?**

Written from the perspective of a review after four years (and, furthermore, obsolete in terms of MDG 7 from the outset<sup>34</sup>), the 2002 ESP was predisposed to no longer being relevant in 2013. In fact, it is clearly outdated, not only in its description of the context and the environmental and developmental challenges, but also in the objectives and strategies designed to achieve them. Although each of its objectives has remained relevant, the question of adaptation deserves to be emphasised more in line with current preoccupations, in particular those of the climate conference (2008) and the report by J.-P. van Ypersele (2008).

These new facts include, for example, the change in geopolitical context and the environmental situation, the *Millennium Ecosystem Assessment*, the new climate forecasts, the various conferences by the parties which signed conventions on climate and biodiversity, the new approaches by international cooperation following the Paris Declaration, the Accra Action Agenda and the Busan Forum, changes in thinking in the field of environmental integration in development cooperation on a global level, as well as the availability of new resources (CEP and the EC handbook, DAC publications), or even changes in procedures and the institutional framework of the Belgian cooperation (reform of the DGD).

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<sup>33</sup> It is also possible to consider the respective roles of papers related to sectors and notes related to cross-cutting themes.

<sup>34</sup> In terms of MDG7 indicators, the ESP only partially uses the conclusions of the Johannesburg summit, almost concurrent with its preparation - see question 5.

More specifically in relation to the context of the AB and the Paris Declaration, the ESP only provides basic indications<sup>35</sup>, which reflect the immaturity of the processes known at the time for environmental integration at these levels. In terms of EIA, the introduction into the cycle of operations proposed by the ESP for direct bilateral cooperation is original (EIA are planned in identification rather than in formulation) but are not very applicable (the project not yet being detailed), whereas the Paris Declaration clearly recommends a standardisation of approaches between donors<sup>36</sup>. It is also noted that, over time, the support for environmental integration into policies should be repeated or prolonged by support for their implementation (R1).

## 4.2. Question 2: To what extent have the following aspects, defined as priorities in the strategy paper, actually been made a priority?

This question aims to assess the extent to which the Belgian cooperation actually complies with the six priorities indicated in the strategy paper, namely the sustainable management of water, the combat against desertification and land degradation, the protection and sustainable management of forests, the protection and sustainable management of biodiversity, the improvement of ecological management of urban and peri-urban zones, as well as the combat against the effects of climate change.

The reply to this question may be organised into three sub-questions:

- to what extent has the environment benefited from a priority in terms of intervention objectives?
- to what extent have the priority aspects benefited from a priority compared to other aspects of the environment?
- among the priority aspects, which ones actually were of the greatest priority?

### Summary

The six priority aspects cover almost all environmental issues; therefore, the notion of priority has very little meaning.

In budgetary terms, all of the six aspects (namely the environment as a whole) have become increasingly important. The target of 5% of interventions with the environment as their main purpose ("environmental relevance 2") was achieved in the 2002-2011 period, which is not the case of the target of 40% of interventions "with environmental relevance 1 or 2".

When taken separately the ESP's priority aspects related to *water supply* and urban zones benefit from more funding, followed by, in order of decreasing importance, *environmental protection*, the *combat against desertification*, the *combat against the effects of climate change* and the *protection of forests*. The five mission countries illustrate the diversity of national situations and the major differences in relation to general resources. Aspects related to climate change appear from 2008 onwards.

The cross-cutting attention accorded to the six aspects is more difficult to identify. Biodiversity may be an aspect relatively neglected by some stakeholders.

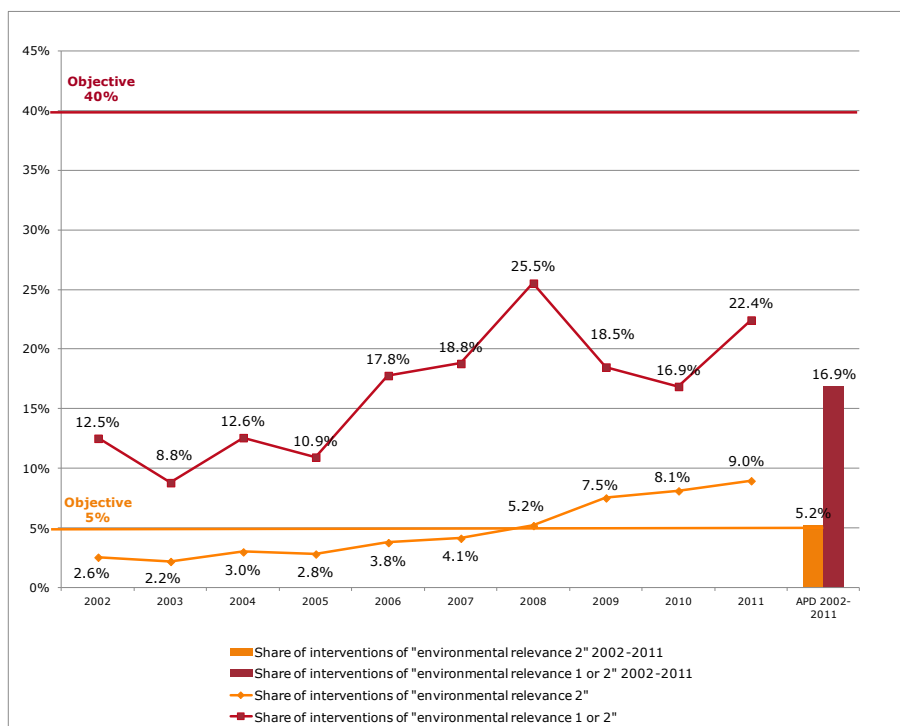
<sup>35</sup> The ESP does not explicitly guide environmental integration into budgetary aids, despite the presence of useful recommendations on this level (SEA, environmental integration into national strategies, political dialogue, analysis of indicators) and it also does not guide the choice of methods in the case of an intervention in the sector of the environment.

<sup>36</sup> Document "OECD Paris Declaration on Aid Effectiveness and the Accra Declaration" (page 8).

## SQ 2.1. To what extent has the environment benefited from a priority in terms of intervention objectives?

The budgetary proportion of interventions with a score of 2 for the environment marker (meaning that they integrate the environment as a decisive principal objective) progressed from 2.6%, in 2002, to 9%, in 2011, of the total ODA, with an average of 5.2% over the entire period (*cf. Figure 1*). Therefore, according to the environment marker, the **target of 5%** corresponding to the ESP's first Specific objective<sup>37</sup> **has been achieved**: according to the scores given by the ODA.be database it was achieved in 2008 and, on average, it is achieved over the entire period; according to the corrected scores based on case studies, it is achieved in all cases at the end of the period<sup>38</sup>. Furthermore, spending allocated to marker 2 interventions has increased more quickly than all Belgian development public aid spending.

**Figure 1: Evolution in the share of interventions with environment marker 1 or 2 in total Belgian ODA (in %)**



Source: ODA on the basis of ODA.be

**However, interventions marked 1 or 2** (said to be of "environmental relevance") **did not achieve their target of 40%** for the 2002-2011 period despite growth over this same period. The budgetary importance of environment marker 1 or 2 interventions (of "environmental relevance") progressed from 13% in 2002 to 22% in 2011, with an average of 17% over the entire period and an ICP of 26% in 2008 (*cf. Figure 1*).

<sup>37</sup> "Integration of environmental protection at all levels of Belgian cooperation" with a target of "at least 5% of interventions supported by cooperation with environmental protection as a specific objective".

<sup>38</sup> The correction referred to involves modifying the environment marker's scores in proportion to the relationship between the frequency of the value 2 allocated by consultants in the case study sample and that appearing in the ODA.be, namely 19/26. Indeed, out of 26 marker 2 interventions examined, this was deemed inappropriate in just 189 cases, whereas, conversely, no marker 2 intervention was deemed to have deserved it.

## SQ 2.2. To what extent have the priority aspects benefited from a priority compared to other aspects of the environment?

The priority aspects are described in the ESP in such a way that they cover almost all<sup>39</sup> environmental issues and that practically all the environmental efforts of the Belgian cooperation are devoted to them. In other terms, the ESP does not define any priorities. **Considered as a whole, the six aspects were not able to benefit from a priority in relation to other potential aspects.**

## SQ 2.3. Which of the priority aspects was the greatest priority?

The so-called "priority" aspects are classified as follows, according to the decreasing order of importance of the resources allocated to them for the 2002-2011 period: (1) the sustainable management of water, (2) the improvement of ecological management of urban and per-urban zones, (3) the protection of biodiversity, (4) the combat against desertification, (5) the combat against the effects of climate change and (6) the sustainable management of forests<sup>40</sup> (cf. Table below and Figure 2).

	Water supply	Urban zones <sup>41</sup>	Biodiversity	Desertification	Climate change	Forests
In €M	€367.2 M	€47.4 M - €258.1	€228.5 M	€208.7 M	€164.2 M	€66.3 M
In % of priority aspects	27.4%	3.5% - 19.2%	17.0%	15.6%	12.3%	4.9%

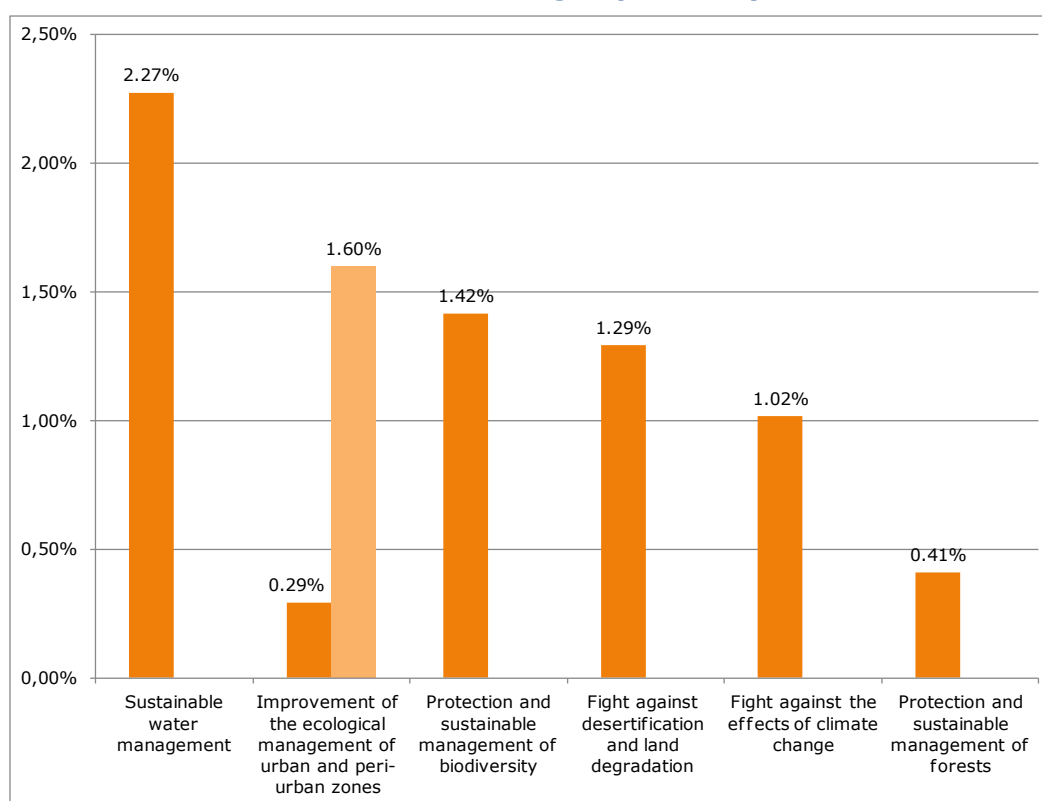
<sup>39</sup> Thus, the marine environment, for example, is explicitly cited in the biodiversity section. Only air pollution in the countryside does not enter into these categories. A search by keyword over the entire ODA.be database shows that no Belgian cooperation intervention integrates this aspect into its objectives (and/or its title), at least not explicitly.

<sup>40</sup> This observation is based on the proportion of spending allocated to category 1 to 4 interventions (environment marker 1 and 2) classified by "aspect" according to the Rio markers and the sectors or sub-sectors. The *modus operandi* of this approach appears in annex 5.2.1 (cf. table Identification criteria for priority aspects in the database). Note that an intervention may be taken into account more than once.

<sup>41</sup> The priority aspect "improvement of the ecological management of urban and peri-urban zones" is approached through, on the one hand, interventions in the "water supply and sanitation" sector, which is explicitly urban (identified by the keywords "ville, urbain, city, town, urban, stad..."), and those from the same sector which do not refer explicitly to the rural environment.



**Figure 2: Resources allocated to the priority aspects of the environment strategy paper (in % of total Belgian ODA for the 2002-2011 period and by order of decreasing importance) <sup>42</sup>**



Source: ODA on the basis of ODA.be

The importance of the "**sustainable management of water**" aspect is estimated according to spending related to the water supply and sanitation sector, with the exception of solid waste. This spending represents almost 2.3% of total Belgian ODA and 27% of spending allocated to all of the six priority aspects. They tripled during the evaluation period, progressing from 1% in 2002 to more than 3% of total ODA in 2011 (cf. Annex 5.2). Thus, they dominate over spending on other aspects related to the choice of basic infrastructure as the priority sector of Belgian cooperation (as well as with MDG 7 and its target of access to drinking water). Nevertheless, the term "sustainable" does not necessarily apply to all these interventions and when it applies it does not always mean environmental sustainability.

**The ecological management of urban and peri-urban zones**<sup>43</sup> represents between 0.3% and 1.6% of total ODA and 3.5% to 19% of spending allocated to the six priorities (with the bottom of the range explicitly representing urban interventions and the top of the range interventions which are not explicitly rural). This spending has increased greatly (doubled or tripled according to the type of intervention). As for the previous ones, they largely enter into the priority sector of infrastructure and do not all necessarily have a very pronounced ecological or "ecologically sustainable" character.

Estimated according to the Rio marker "biodiversity"<sup>44</sup>, the contribution to the **protection and sustainable management of biodiversity** represents a moderate 1.4% of Belgian ODA and 17.1% of resources allocated to all of the six priority

<sup>42</sup> See explanations in the text.

<sup>43</sup> This category has a large coverage along with that of water supply management, see the explanatory table in Annex 5.2.1.1)

<sup>44</sup> The Rio markers may be allocated with a certain margin for interpretation. For example, some partners attempted to give a biodiversity marker 1 or 2 to agricultural interventions which promote the choice of specific varieties, although this form of biodiversity does not necessarily contribute to its sustainability.



aspects. It more than doubled between 2002 and 2011 progressing from 0.9% to 1.9% of ODA. Interventions in which biodiversity is considered to be a decisive principal objective increased most between 2008 and 2010 in relation to spending allocated to international environmental funds (GEF and UNEP).

The **combat against desertification**, detected by the corresponding Rio marker, also benefited from relatively moderate attention (1.3% of total ODA and 15.6% of spending devoted to priority aspects). The volume of interventions in which the combat against desertification is presented as the main objective increased moderately during the period (from 0.9% to almost 1.4%), mainly through contributions to international environmental organisations (GEF and UNEP). These figures reflect the secondary position occupied by the Convention to Combat Desertification in relation to other Rio conventions as well as Belgium's relative interest.

**The combat against the effects of climate change** (mitigation and adaptation) represent, according to the Rio marker, slightly more than 1% of Belgian ODA and almost 12.3% of the interventions concerned by the priority aspects. The interventions integrating both dimensions at the same time remain in the minority. It is the interventions targeting mitigation which largely predominate (1% of ODA and 11% of resources allocated to priority aspects). The climate is the "priority" aspect which has made the most progress in terms of budget, starting from less than 0.1% in 2002 and reaching almost 3% at the end of the period studied, as a result of the rapid emergence of this theme in 2008.

In budgetary terms, the direct attention paid to the protection and sustainable management of forests (detected by the "forestry" sector) is the lowest. Even when considered in the widest sense<sup>45</sup>, it represents just 0.4% of total ODA and almost 5% of all the resources allocated to the six priority aspects. The Belgian cooperation was very active in reforestation during the 1970s-1980s but the recent period has shown a restriction in spending on this aspect.

The five countries covered by the missions illustrate the variability in the distribution of resources devoted to priority aspects (they are presented in the table below). While Vietnam is illustrative of general trends, the focus tends to be on biodiversity in Tanzania and DRC, on desertification in Burkina Faso, and on climate change and biodiversity in Peru (the most atypical country compared to the average for the Belgian cooperation).

Nevertheless, the relative importance of spending is not necessarily a faithful indicator of environmental priorities. It also reflects the differences in costs (the two aspects the most financed being high consumers of infrastructure) and the importance paid to the socio-economic benefits of the interventions concerning water and cities. It should also be noted that the same intervention may be counted in more than one priority aspect.

**The degree of attention paid to the environmental externalities of the interventions for the six aspects is much more difficult to assess.** Case studies provided various illustrations (summarised in annex 5.2.2) about the way in which the six aspects are integrated in a cross-cutting manner. In the case of EIA or similar approaches, all of the environment's compartments are generally reviewed without any hierarchy. However, the cross-cutting integration of the environment is not always systematic, therefore, some aspects may take precedence because they are more apparent or because they are in line with the partners' sensitivity.

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<sup>45</sup> With forestry mentioned as a principal sector or as a secondary sector

**Figure 3: Importance of the priority aspects in the countries studied**

Priority aspects	Priority aspects						
	Sustainable management of water	Improvement of the ecological management of urban and peri-urban areas	Protection and sustainable management of biodiversity	Fight against desertification and land degradation	Fight against the effects of climate change	Protection and sustainable management of forests	
<b>Belgian co-operation</b>	1	2	3	4	5	6	
	Share of total ODA	2,27%	0,29% 0,160%	1,42%	1,29%	1,02%	0,41%
<b>Vietnam</b>	1	2	3	4	5	X	
	Share of the country	15,31%	8,84% 14,57%	0,24%	2,28%	0,76%	
	Share of total ODA	0,49%	0,086% 0,142%	0,002%	0,022%	0,007%	
<b>Tanzanie</b>	2	3	1	4	5	X	
	Share of the country	0,77%	0,7% 0,77%	3,70%	0,002%	0,002%	
	Share of total ODA	0,008%	0,0075% 0,0082%	0,039%	0,00002%	0,00002%	
<b>RDC</b>	1	5	2	6	3	4	
	Share of the country	1,53%	0,10%	0,74%	0,80%	0,67%	0,28%
	Part de l'APD totale	0,217%	0,015%	0,105%	0,011%	0,105%	0,040%
<b>Pérou</b>	5	4	2	X	1	3	
	Share of the country	0,09%	0,12%	2,14%		6,53%	1,72%
	Share of total ODA	0,001%	0,001%	0,017%		0,053%	0,014%
<b>Burkina Faso</b>	3	2	4	1	5	6	
	Share of the country ODA	2,98%	0,11% 3,09%	1,26%	3,74%	1,19%	0,18%
	Share of total ODA	0,023%	0,001% 0,023%	0,010%	0,028%	0,009%	0,001%

From this viewpoint, it was observed following a survey in 2010 among NGOs<sup>46</sup> that the latter **tended to overlook biodiversity**, or at least the natural components of biodiversity. The cultural attitude of local partners to wildlife may also limit the taking into account of this aspect, as was observed during field missions in Vietnam. However, biodiversity was the object of specific attention by the DGD through a convention with the IRSNB which, in particular, provided training in 2010 in the frame of the federal plan to integrate biodiversity into four sectors (including development cooperation).

In terms of policy, the climate was the object of increasing attention after 2008 following the alarming report published by the IPCC in 2007. At the time, the Belgian Minister in charge of cooperation commissioned a report on the taking into account of the environment in cooperation and a conference was organised. From that point onwards, the ministers' general policy papers focused more on climate and actions were taken at the DGD. These included the subsidising of the KLIMOS platform which, despite its name, is not limited solely to the subject of climate.

<sup>46</sup> Kempenaer, S. ULB dissertation.

### 4.3. Question 3: To what extent and with what results has environmental protection been integrated at all levels of the Belgian development cooperation?

*This question refers to objective 1 of the ESP (environmental integration at all levels, with, as expected results<sup>47</sup>, an increase of positive effects<sup>48</sup> on the environment and the minimisation of the negative environmental effects of interventions). It is structured around two components, each of which is the object of a sub-question: the level of integration of environmental protection at all levels and the results in terms of the interventions. According to the ESP's intervention logic, it is in terms of interventions that the environmental integration results are expected at all levels.*

*The Terms of Reference (ToR) do not express actual sub-questions but, in terms of results, they require a distinction to be made between interventions (i) "targeting a positive effect on the environment" (namely positive effects), from those (ii) "not particularly targeting an effect on the environment" and, in terms of their negative effects, those (iii) "which concern sectors potentially harmful to the environment". Therefore, these aspects are distinguished in the second sub-question, or in accordance with the ESP's intentions, they are considered from the angle of biophysical environmental effects (as opposed to the "conditions" considered in question 4). A fourth aspect (iv) completes and summarises the second sub-question through a global assessment of the consequences (not only environment) of the IEP.*

*A third sub-question is added to consider the taking into account of adaptation, an environmental theme on which the first secondary object of the evaluation insists (the 2008 report on climate change). This relevant theme is, indeed, distinct and complementary to "environmental protection".*

*Finally, in order to provide the bases for recommendations, a second sub-question concerns the factors and conditions for the success of environmental integration.*

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<sup>47</sup> Contrary to normal standards, the ESP presents results as consequences and not as the objective's contributory causes; furthermore, it presents two parallel objectives, one of which (objective 1 considered in question 3) contributes to the other (objective 2 considered in question 4). The ESP's intervention strategy is available in annex 4.

<sup>48</sup> The term impact (on the environment) is translated here by the term effect.

## Summary

Environmental protection is now integrated at all the levels defined by the ESP (policy, political dialogue, interventions), but it is integrated in a heterogeneous manner in terms of interventions and is not systematically integrated in a cross-cutting manner.

The expected result of the ESP, consisting of 5% of spending for interventions with an environmental purpose ("relevance 2"), has been achieved and the positive effect on the environment has apparently increased in consequence. Although the target set for interventions of "relevance 1 or 2" has not been achieved, interventions with a secondary environmental purpose ("relevance 1") and, therefore, probably their environmental effects, have also progressed, but only slightly and irregularly. In general, these interventions produce positive effects both in environmental and socio-economic terms, with the latter contributing to sustaining the first effects (especially in the field of agri-ecology). In the case of interventions without an environmental purpose (which form a large majority of ODA), it is common for environmental integration efforts to correct the most direct pressures on the environment (mainly in potentially damaging sectors) but not the indirect effects related to the development impact.

Many of the interventions in potentially damaging priority sectors have integrated environmental protection (with or without an environmental objective, through the choice of favourable production methods, or explicit control of externalities). The effects of this have been improved but the control of environmental externalities is still not optimal.

In total, the integration of environmental protection produces positive effects on the environment and on development, although some environmental objectives risk competing with socio-economic objectives. Nevertheless, environmental integration is unable to fundamentally correct development plans towards greater sustainability.

Alongside environmental protection, the ESP and, above all, the van Ypersele report (2008) also call for the inclusion of adaptation. Effective, but often implicit, forms of adaptation of interventions and beneficiaries have been observed, as much in terms of climate as other environmental factors, but often with a low level of anticipation of future changes.

An analysis of the factors which influence environmental integration and its success is also drawn from the evaluation as a basis for recommendations.

### **SQ 3.1. To what extent has environmental protection been integrated at all levels?**

**The protection of the environment is integrated at all levels** as defined by the ESP (from the policy level to that of interventions), although not always in the way indicated by the ESP: differences between the ESP's orientations are sometimes justified<sup>49</sup>, and sometimes not<sup>50</sup>. In terms of interventions, a great diversity is observed in the degree and the way in which environmental protection is taken into account. Annex 5.3 provides a detailed analysis of the integration of environmental protection (IEP) at each level.

Although it is difficult to retrace the history of the IEP during the decade studied, it appears that attention was already paid to the environment at the start of the period (2002), and that this attention was later reduced in policy terms before, again, being reinforced in 2008 in favour of climate change. At the end of the period, there was a maximum of environmental spending, greater integration of ICP (from 2010, with positive effects on interventions) and the services of the KLIMOS platform (tool available in 2010).

The **integration at all levels** defined by the ESP partly involves incorporating interventions with an environmental purpose disregarding all forms of cosmetic integration, and is **not translated by a cross-cutting taking into account of the environment in all sectors and interventions**. Only a very small minority of interventions employ the environmental management of their logistics, which is always possible even in sectors with links to the environment which are difficult to identify and manage. Therefore, the practice is more in line with the ESP (which recommends an increase in interventions with an environmental purpose) than with the Act of 1999, which presents the "transsectoral" dimension of environmental protection.

**Integration at all levels also does not imply integration in all procedures** (which, nevertheless, would be justified): the AB appears to largely overlook this (although environmental integration can be carried out through the analysis of links between the environment and the programme or the national policy supported, the choice of appropriate indicators and triggers).

Integration at all levels also does not result in integration at all stages. The ESP insists on integration at the start of the cycle, justified, among other things, for ensuring the environmental relevance<sup>51</sup> of strategic choices, in order to define which are the (potential) environmental integration measures worth integrating in the implementation phase and, if necessary, to be able to plan resources (human and budgetary) and subsequent deadlines. Needless to say, integration in the preparatory phases is not necessary if its conclusions are not implemented. Furthermore, case studies suggest that it is not necessarily too late to start environmental integration in the implementation phase failing integration at an earlier stage. In fact, in some cases environmental concerns have been incorporated during the process with sometimes a modest success rate, but one which justifies the effort<sup>52</sup>.

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<sup>49</sup> The ESP's recommendation (not followed) of preparing the EIA through identification was unrealistic (an EIA is based on a precise description of the intervention); the recommendation (also not followed) of preparing CEP is barely justified insofar that the EC prepares them and that it would be enough to adapt the sections specific to European cooperation; Belgian cooperation is also absent from the ESP by contributing to "conditions" (targeted by its SO<sub>2</sub>) other than through its four expected results.

<sup>50</sup> For example, the preparation of SEA (called EIES in the ESP).

<sup>51</sup> Relevance from an environmental point of view: this does not concern the ESP's notion of "environmental relevance".

<sup>52</sup> Examples: PE-AYA, VN-HAN (which includes in its expected results the mitigation of its own pollution) and DRC-SAN (which progresses from marker 0 to marker 1).

Logically, the most in-depth forms of integration are naturally the most uncommon: inclusion of environmental aspects in the initial analysis of problems and the choice of intervention strategies, inclusion of environmental externalities in the intervention logic of the logical framework, analysis of environmental challenges resulting in concrete responses rather than justifying the project in its existing state. Nevertheless, there are many interventions which integrate the environment in a more in-depth manner. The motivation of local and Belgian institutional and individual partners appears to play a key role in this respect in addition to the solicitations of the DGD.

### **SQ 3.2. What are the results of the integration of environmental protection?**

The integration of environmental protection (IEP) modifies the environmental effects of cooperation, on the one hand, by increasing the importance of interventions (and intervention components) targeting positive effects, and, on the other hand, through the improved correction of the environmental externalities of all the interventions (and intervention components). However, the environmental effects of development cooperation interventions are not generally assessed, nor are they easy to assess. This is a fortiori also the case for the consequences of the environmental integration measures likely to modify them. Consequently, we do not have a quantified estimation of the results obtained by the efforts made to take the environment into account.

Furthermore, environmental integration influences the contribution of the Belgian cooperation to the "conditions" studied in question 4, normally with the most indirect effects on the environment.

#### **SQ3.2.a. The results in terms of positive environmental effects targeted as the intervention objective.**

##### **a) Interventions with a principal environmental objective**

As shown in question 2, the progress of environmental integration at levels higher than interventions has led to the expected result of the ESP being achieved, with 5% of spending for interventions of "relevance 2" (categories 1 to 3<sup>53</sup>).

In the absence of a contradictory argument, it is supposed that this increase in interventions with a principal environmental objective is accompanied by a proportional increase in their positive effect on the environment (if this largely results from a reinforcement of the "necessary conditions" presented in the following question). In category 2, the rate of the increase in positive effects may be slightly higher than that of spending, insofar that spending through the GEF (the main one for category 2) is more effective as a result of the attention paid to the constant improvement of the GEF system through monitoring and evaluation<sup>54</sup>.

In category 3 interventions, which correspond to focal sectors, the effect on the environment may also benefit from greater effectiveness caused by the focus, nevertheless, the case studies (Annex 5.3.2) show that this effect may be limited by

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<sup>53</sup> Six categories are defined in the critical inventory: category 1 for interventions in the "environmental protection" sector outside of category 2; category 2 for interventions in the "environmental protection" sector carried out mainly through multilateral specialist organisations; category 3 for other DAC environment marker 2 interventions; category 4 for DAC environment marker 1 interventions; category 5 for N (undetermined) DAC environment marker interventions; category 6 for 0 DAC environment marker interventions.

<sup>54</sup> It should be noted that the GEF evaluation system benefited from a positive evaluation by peers.

**non-completion (insufficient duration) or permanence constraints** and that externalities are not always optimised.

The evaluation does not provide elements which make it possible to assess the extent to which the effectiveness of these interventions with an environmental objective are different from other Belgian cooperation interventions, although it is possible to highlight some obstacles for the environment<sup>55</sup>: adhesion to sometimes weak objectives (the benefits being better shared or delayed), the frequent need to go against existing practices and their logic (the environment being damaged mainly by human activities), the transsectoral dimension of the environment (making it necessary to overcome differences between sectors and institutions), difficulties in perceiving or understanding environmental processes or even cultural differences in terms of (what we call) representations of nature.

Although the increase in these interventions is favourable to the environment, it is noted that it responds to an objective of the ESP, the relevance of which may be disputed, as explained in annex 5.3.4.

### **b) Interventions with an important but secondary environmental objective**

"Relevance 1" spending (category 4) has also generally increased but in contrast to "relevance 2" it has not achieved the level hoped for by the ESP. Its evolution has been irregular, without strong and continuous growth: according to the ODA.be database, it went through an ICP in 2008 and fell again in 2010 to below the 2002 level; only a final spurt at the end of the period (2011) enabled it to be 13% higher than at the start (2002). The average for the period is 11.7%, with 13.5% in 2011 according to the ODA.be database. Corrected following observations made by missions (sixteen 1 scores by consultants for 22 given by ODA.be), it only achieved an average of 8.5% over the period and 9.8% in 2011. Yet, in view of the 5% of "relevance 2" interventions (categories 1 to 3), it should rise to 35% so that 40% of the budget is allocated to "relevance 1 or 2" interventions as targeted by the ESP.

**In a large number of these interventions, the environmental dimension is inherent in achieving a socio-economic principal objective.** This is particularly the case in the field of agri-ecology, where the cases studies<sup>56</sup> show the coexistence of positive effects in environmental and socio-economic terms. Although the hierarchy of objectives is in favour of the economy, this ensures the **viability of the production of a positive effect on the environment** (by replacing more damaging forms of agriculture). Most of these interventions also have positive effects of resilience in terms of climate variability. However, the success of agri-ecology is dependent on external factors, such as the saturation of farmland (encouraging intensification), the cost of inputs (encouraging them to be economised), market demand for quality products and the real estate system (which may be dissuasive for land conservation efforts, or prevent symbolic ownership acts such as tree planting). The environmental dimension is also inherent to achieving a socio-economic principal objective in certain interventions related to waste or energy management, but the case studies suggest greater difficulties in these fields in ensuring financial viability<sup>57</sup>.

**In other cases, the environment is the object of a specific component.** This may work as a "relevance 2" ( or more) intervention in its own right but with, on the one hand, a greater potential for synergy with socio-economic actions and, on the

<sup>55</sup> It is possible to add some more operational difficulties such as that of finding "SMART" indicators.

<sup>56</sup> Case studies concerning category 4 interventions (environment marker 1) targeting a biophysical effect represent a total of 13, five of which are composite interventions pursuing parallel environmental results and socio-economic results, and eight interventions in which environmental results are targeted in support of a socio-economic objective. Among the latter, eight are related to agri-ecology.

<sup>57</sup> Situation illustrated by BF-REC and VN-BIO case studies.

other hand, a greater **risk of being neglected** if this environmental section is not necessary for achieving a specific objective<sup>58</sup>.

### **SQ3.2.b. The results in terms of the environmental effects of interventions not particularly targeting such effects.**

As shown by the critical inventory and the analysis of the frequency of the environment marker, interventions not particularly designed to produce positive effects on the environment (category 5 or 6 and marker 0 or N) represent a very large majority (87%) of spending by the Belgian development cooperation. Therefore, the expected results at this level concern the main part of the Belgian development aid.

The environmental effects of these interventions may be analysed as follows:

- Effects related to the resources used, the use of which places pressure on the environment (consumption of resources, waste emissions): beyond basic practices (such as the use of waste bins), some interventions (especially at the BTC, for example, in the case of DRC-AMP, in line with EMAS certification at head office in Brussels) ensure the mitigation of environmental pressures related to the logistics of interventions; the effect on learning about behaviours may be more noticeable than the biophysical effect; in general very few efforts are made in this sense and it is likely that the Belgian cooperation, as with many others, is rather a vector of undesired behaviour or aspirations in terms of environmental sustainability<sup>59</sup>;
- Effects resulting from the specific results of the actions carried out (as much the involuntary results as the "expected results" or specific objectives); the environmental implications of these results may be directly biophysical or associated with the "conditions" targeted in question 4; in the case of sectors with a close link to the environment, efforts to correct effects have generally been carried out with some success (as shown in the following point). However, in the case of interventions or sectors without a direct link to the environment, the IEP has barely had an effect, maybe because it is not very promoted (with staff not feeling very concerned by it or not very capable of carrying it out) and only presents a low cost-effectiveness relationship.
- Effects resulting from the impact of development: the latter generally implies a modification of production and consumption methods, with, on the one hand, an increase in the general pressure on resources and waste emissions (including greenhouse gases), and, on the other hand, better control capacities over local degradation. According to the "environmental Kuznets curve" model and its criticisms<sup>60</sup>, the Belgian cooperation would, in theory, insofar as it produces a successful development impact, have the effect of increasing environmental pressure<sup>61</sup> although in emerging countries it tends to replace local pressure by global pressure. This effect could be increased by the fact that the effect of the Belgian development cooperation may be considered as having grown during the evaluation period, in view of the increase in ODA and reforms for greater aid effectiveness. Nevertheless, environmental integration has not had any significant impact on environmental effects related to the impact of development: it has barely affected the development effort, or its effectiveness, or the development

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<sup>58</sup> Example illustrated by BF-PLU, DRC-AQU, DRC-SAN interventions.

<sup>59</sup> For example, travel (not always necessary) in air-conditioned 4WD vehicles (which the present evaluation did not avoid and which sometimes meets partners' needs).

<sup>60</sup> According to the environmental Kuznets (who is not the author) curve, pressures on the environment would be at a maximum at an intermediate level of development; criticisms of this model object that this is mainly true for pollution with a localised effect, but not for remote pressure (Meunié, A. 2004 "Controverses autour de la courbe environnementale de Kuznets", CED working document, University of Bordeaux)

<sup>61</sup> Although the country is no longer a partner, the observations of the mission in Burkina Faso confirm this trend: the increase in revenue in the rural environment increases the production of harmful waste which is particularly difficult to collect and process owing to its dispersion (plastic, batteries).



plans (with the theme of the green economy only making a very slight appearance during the evaluation period).

Therefore, the IEP appears mainly to have improved some of the most direct and identifiable effects in some of the sectors concerned. It **practically does not change the environmental pressures related to development caused by the Belgian cooperation**. This observation does not prevent the existence of properly managed opportunity niches (illustrated by the example of VN-VVOB).

### **SQ3.2.c. The results in terms of the reduction or prevention of the negative effects of interventions in sectors potentially harmful to the environment.**

As for every sector which consumes energy and other resources, in principle, it places an unfavourable pressure on the environment. However, here, it has been decided to focus the analysis on the priority sectors of the Belgian cooperation where pressure is the strongest, including those which could also be potentially useful to the environment.

The priority sectors concerned are mainly "agriculture and food safety" and "basic infrastructure". In the sense of DAC sectors, besides the hybrid "multi-sector" category (6% of Belgian ODA during the 2002-2011 period), it mainly involves, on the one hand, agriculture and farming (5.5%), which is directly linked to the priority sector "agriculture and food safety" and, on the other hand, water supply and sanitation (3%), energy (1%), transport-storage (3%) in line with the priority sector "basic infrastructure". Unlike agriculture and farming (which followed the general movement), spending in these latter sectors, which are strongly related to infrastructure, increased more rapidly than the total ODA, especially transport-storage (with an increase of 550% between 2002 and 2011 and an ICP in 2009) and energy (450%).

Since the interventions in the sectors considered may be useful for the environment, they may also target environmental objectives. One of the effects of the IEP in cooperation is that it favours - in these sectors - interventions with an environmental objective, especially through the growth of the water supply-sanitation sector (90% of the interventions for which have an environmental objective expressed by the DAC environment marker 1 or 2) or through the incorporation of environmental objectives in productive sectors such as agriculture and energy (where 77% and 85% of interventions include an environmental objective expressed by the marker)<sup>62</sup>. In the case of the water supply-sanitation sector, there is no mitigation of negative effects<sup>63</sup>. In the case of agriculture and farming, the mitigation of negative effects is obtained by replacing damaging production methods with less damaging production methods (agri-ecology, environmentally-friendly energies). Although the statistics based on the environment marker may overestimate this effect, they offer an encouraging vision of the Belgian cooperation in this respect.

Also, the IEP intervenes on the **management of the externalities of interventions** (environmental effects external to the objectives). Certain infrastructure works (water supply-sanitation, transport, energy) or structures in the agricultural sector (such as industrial farming<sup>64</sup>) are traditionally subject to EIA by virtue of the national legislation in force. Also, some voluntary initiatives independent from legislation have

<sup>62</sup> However, only a very small minority (5%) of interventions in the transport-storage sector are in the same position (which is normal for a sector not very favourable to the environment).

<sup>63</sup> It is believed that there is growth in the sector rather than changes in objectives in the sector

<sup>64</sup> Example: BF-MOA

been observed in the Belgian cooperation<sup>65</sup>. Nevertheless, the EIA approach does have its limits and weaknesses (see inset), in particular the absence of a strategic vision.

In total, the IEP clearly mitigates the negative effects of these sectors and improves the environmental balance sheet of the Belgian cooperation, as much in terms of absolute effects as the improvement of environmental efficiency<sup>66</sup> in the sectors supported. These improvements are assessed by comparison to a reference situation without an IEP in which interventions sometimes increase negative effects and sometimes reduce them, or, more generally, replace one type of effect by another (Annex 5.3.3). However, the case studies show that the IEP used in the Belgian cooperation has not always been sufficiently present, effective, or sustainable in its effects<sup>67</sup>

The taking into account of the externalities through EIA<sup>68</sup> may suffer because

- They come too late in the decision-making process without having been preceded by strategic evaluations (SEA), or incorporating equivalent strategic thinking; consequently, they do not consider and do not change effects inherent to strategic decisions (including the choice of location); EIAs in direct bilateral cooperation can, in general, only be carried out during the implementation phase (whereas the ESP provides for them in identification and their formulation may be considered as a more normal step: once the project is defined, but before it is implemented);
- The legal and institutional framework of EIA is sometimes weak (especially in DRC<sup>69</sup>), as well as the local capacities of research companies; the framework may also not be very restrictive towards the authorities involved in the project<sup>70</sup>;
- They impose deadlines (which may contribute to delays in implementation<sup>71</sup>);
- The implementation of the recommendations is seen as a constraint and a source of costs unnecessary to the project's completion; therefore, implementation may be partial or uncertain<sup>72</sup>;
- The legal framework of EIA generally applies to individual structures rather than complete interventions, although these may have a significant effect without involving any structure legally subject to an EIA<sup>73</sup>;
- EIAs are also not the most suitable instrument for managing resources subject to multiple pressures, for example water tables<sup>74</sup>.

### **SQ3.2.d. The general results of the integration of environmental protection.**

The previous analysis shows that **IEP has positive effects on the environment**. Of course, the assessment of the effects of IEP and the effects of the interventions themselves is impossible (especially because the interventions do not use monitoring). Nevertheless, the analysis shows that the effects of environmental integration could have been improved and remain minor in terms of the major

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<sup>65</sup> Examples in agriculture: VN-ADP, in industrial production: PE-AYA.

<sup>66</sup> Ratio between the benefits of development and the negative effects on the environment.

<sup>67</sup> The IEP was not enough to correct all or some of the negative effects in N-HAN, DRC-RO2, DRC-RO1, BF-VAL, VN-NTP, DRC-URG, TZ-SAE or to improve the potential positive effects in BF-VAL and VN-NTP. In the case of TZ-MAR, the opportunities for improving the effect were identified (relatively late) without being implemented. Its efforts were not very sustainable in the case of DRC-URG (planting works) and VN-HAN (control of waste from farming).

<sup>68</sup> It should be noted that there are a few examples of the use of specific tools independent from the EIA obligation (PE-AYA, VN-ADP)

<sup>69</sup> Case studies concerned: DRC-RO2, DRC-RO1

<sup>70</sup> Suspected situation in the case of VN-NTP

<sup>71</sup> Example: VN-TUY

<sup>72</sup> Uncertain in the case of VN-TUY

<sup>73</sup> This is the case of the micro-dams targeted by BF-VAL.

<sup>74</sup> In the case of TZ-GRO, each individual borehole is subject to an EIA.

environmental problems to be solved and the scale of the underlying causes<sup>75</sup>. Of course, this observation does not constitute an argument which condemns these types of effort, insofar that many environmental problems result exclusively from the combined effect of a multitude of sources, each with a relatively low effect.

The IEP is also behind most of the performances observed in question 4 in terms of "necessary conditions", with the exception of basis conditions not specific to environmental management.

In some respects, the IEP has had **positive effects on other development objectives and, in particular, on socio-economic development objectives**. Indeed, the environmental objectives have largely served as a support for socio-economic objectives<sup>76</sup> (in particular in category 4 but also in category 3, especially in relation to sanitation). Furthermore, the evaluation did not detect any noticeable influence - therefore, any negative influence - of environmental integration on the socio-economic development effect of interventions without an environmental purpose.

However, the greater attention paid to adaptation may have improved the socio-economic effects of the Belgian cooperation in the long-term and **some interventions with a principal environmental objective are not exempt from the risk of contributing to sub-optimal socio-economic effects**. This is potentially the case of interventions targeting global environmental objectives (in principle, GEF contributions<sup>77</sup>) insofar that, from the point of view of ODA, this spending represents a certain opportunity cost by abandoning interventions with a greater promise of local benefits. Beyond this opportunity cost, some actions designed to protect natural resources from their users are not exempt from the risk of causing negative effects on a socio-economic level. Although such interventions, common around protected areas (including those financed through the GEF and FED), generally comprise socio-economic development actions, these play a compensatory role for losses, and the balance sheet (in which the protection of local ecosystem services also intervenes) is not always clearly positive. A case study of direct bilateral cooperation in Tanzania<sup>78</sup> illustrates the risk of seeing the advent of certain costs before the more hypothetical advantages.

In total, the IEP produces positive effects on the environment and on development, although some environmental objectives may find themselves competing with socio-economic objectives. With development cooperation only having a limited effect, it is not realistic to expect environmental integration to fundamentally correct development plans and lead them towards greater sustainability.

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<sup>75</sup> In particular, demographic expansion, the demand for raw materials by developed and emerging countries, the price of energy, the consumption aspirations of populations, the globalisation of exchanges, new technologies, the financial balance and the economic or political power of foreign stakeholders in the logic of sustainable development.

<sup>76</sup> In some cases (for example DRC-CEF) the hierarchy of objectives was reversed, but the effects were of the same order.

<sup>77</sup> The GEF is based on the principle that the contributions made to it should be in addition to development cooperation. In fact, as intended and desired by the ESP, the increase in corresponding spending has not been accompanied by a decline in socio-economic spending.

<sup>78</sup> TZ-KIL

### **SQ 3.3. To what extent and with what results has environmental integration been widened to adaptation?**

#### **Adaptation of interventions**

The case studies show a diversity of situations in terms of the provisions made or not made for the adaptation of interventions to environmental or climate factors beyond control. The need for adaptation to the conditions of the physical environment is obvious in some fields, such as agriculture (for example through the choice of a genetic material adapted to the soil and the climate) and the construction of infrastructure (how the works progress depends on the weather conditions). Nevertheless, interventions generally do not greatly anticipate future environmental and climate changes which may affect permanence (an aspect which is all too often neglected). Optimum adaptation in fact depends on the, sometimes insufficient, attention paid to the environment in several key operations of the project cycle (the initial diagnosis of problems, technical feasibility studies, the analysis of risks and hypothesis, the analysis of the factors of permanence<sup>79</sup>). Recently, the KLIMOS screening tool has provided an additional aid, but one which was not really used during the evaluation period and not taken into account in the interventions examined. The case studies show that insufficient or inappropriate adaptation may cause delays, a low level of effectiveness in terms of the objective pursued, undesirable external effects, or a risk for permanence, especially through a lack of an anticipatory vision of climate and environmental changes (Annex 5.3.5).

#### **Adaptation of beneficiaries**

The ESP refers to, without naming it as such, the need for the adaptation of target populations to the effects of desertification. It targets more explicitly, although also marginally, adaptation to the effects of climate change. Adaptation to climate change has therefore been highlighted as a major challenge, especially in J.-P. van Ypersele's 2008 report. It is currently the object of great eagerness by many donors, which, in other contexts, often has the fortunate effect of identifying interventions inspired by other motivations as adaptable (to climate change) (in particular when, in actual fact, they play a role of mitigating the effects of climate variability). Nevertheless, such opportunistic attitudes were barely seen in the Belgian cooperation during the evaluation period. Indeed, among the interventions examined, very few (including the most recent ones) explicitly claimed to serve climate change, whereas a much larger number of them actually do reply to **climate variability**<sup>80</sup> (not counting those said to reduce general vulnerability through poverty reduction, something, in principle targeted by all development actions). But, these adaptations generally reply to climate variability rather than to anticipating future changes.

Several interventions also have, in practice, **an adaptive character to the state of and changes to the environment**, independent from specific climate aspects: these are technical promotion actions adapted to local ecological conditions<sup>81</sup>,

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<sup>79</sup> On this subject, it has been noted that the EC's 1991 project cycle management handbook included the environment in the factors of viability, which was not the case for the DGD's PIPO handbook.

<sup>80</sup> Examples: diversification of revenue with a view to increasing resilience to change (PE-AYA, BF-RUR), dams or access to irrigation (BF-VAL, 1841228 and VN-NTP) designed to mitigate the effects of seasonality and climate variability, preparation for climate disasters (BF-CXR) and the risk of insect attacks (TZ-FRU), the promotion of water and soil conservation measures mitigating the effects of climate hazards (BF-PLU, BF-CHA, BF-RUR)

<sup>81</sup> For example, through the production of seeds adapted to local conditions (DRC-APV) or the conservation of a specific genetic material (PE-DIA),

various responses made to the deterioration of the environment<sup>82</sup> or to exposure to pollution<sup>83</sup>, or even actions designed to develop capacities based on the environment<sup>84</sup> or its defence<sup>85</sup>. Adaptation may also concern factors which are not purely environmental or climatic<sup>86</sup>. On this subject, it should be pointed out that it is logical in an approach focused on beneficiaries to target all of the factors which affect them, independent from the causes (climatic, environmental, or other) of their changes.

Although the results of preventive adaptation to extreme climate variations or to future changes are only visible after the feared events and, therefore, are very difficult to assess early on, the case studies show examples of positive effects in the field of resilience to climate variations<sup>87</sup>.

### **SQ 3.4. What are the factors and conditions for the success of environmental integration?**

A detailed analysis of the factors and conditions for the success of environmental integration is provided in Annex 5.3.6.

The factors identified as playing a role on the intensity and quality of the efforts of environmental integration concern the motivations of the stakeholders involved in development cooperation, the obligations to which they are subject, and their capacities in terms of availability, skills and access to resources (tools, advice, expertise).

The motivations and capacities in question are not only environmental but also concern the good general management of interventions, something on which the quality of the environmental interventions depends, as well as the capacity of other interventions to accommodate an effective environmental intervention. Annex 5.3.6 identifies a series of good general practices for development cooperation which are a condition of the effectiveness of environmental integration efforts. Furthermore, these practices contribute to the environmental efficiency<sup>88</sup> of development insofar that they create a good development effect which compensates for any residual damage<sup>89</sup> (in particular when damage to the environment is earlier and more certain than the socio-economic benefits). However, although the good control of basic tools is generally necessary, it has also been observed that some of them, such as the logical framework, present insufficiencies or risks from an environmental point of view<sup>90</sup>.

The evaluation also highlights a series of external factors which influence the long-term success of environmental integration efforts, largely related to the "conditions

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<sup>82</sup> For example, in the case studies, reforestation presented as a response to desertification (BF-REB), the management of a flood plain subject to various pressures (TZ-KIL), the intensification of livestock farming in response to the degradation of grazing land (BF-ZEB), the diversification of revenue for resilience against climate hazards (PE-AYA, BF-RUR)

<sup>83</sup> Example: the protection of miners against the health risks of their activity (DRC-KAT)

<sup>84</sup> Example: support for self-learning capacities through farmer action research (BF-RUR)

<sup>85</sup> Example: reinforcement of response capacities to the effects of mining (PE-RUR).

<sup>86</sup> The diversification of production may not only reply to the effects of climate variations but also to market variations.

<sup>87</sup> Thus, it has been shown that the stone barriers used in Burkina Faso (especially by BF-CHA) managed to save the harvests from drought unlike unprotected fields. Furthermore, TZ-WAT, VN-SAN and DRC-URG reduced vulnerability to flooding, whereas DRC-AQU and VN-NTP secured access to water through climate variations.

<sup>88</sup> Environmental efficiency - ratio between the benefits of development and the negative effects on the environment.

<sup>89</sup> Residual damage = damage remaining after the environmental integration effort designed to reduce it

<sup>90</sup> The logical framework does not, for example, have a clear place for dealing with effects external to the intervention logic.

for the sustainable management of the environment" targeted in SO2 of the ESP. Since these conditions can be influenced by the IEP, they, therefore, also work on its performance and, in particular on the permanence of its results.

#### **4.4. Question 4: To what extent and with what results has the Belgian Development Co-operation helped to establish the necessary conditions in partner countries for the protection and sustainable management of the environment?**

*Question 4 (Q4) concerns the second specific objective (SO2) of the ESP ("help to establish the necessary conditions (favourable environment) in partner countries for the protection and sustainable management of the environment"). The ESP indeed believes that without these conditions "interventions benefiting from Belgian support are unable to contribute to ecologically sustainable development". For this objective, it applies four expected results (ER) corresponding to as many "conditions": "The partner country must implement a good environmental policy, horizontally integrated and rooted in local institutions, which is part of a coherent regional environmental policy, in accordance with international environmental agreements (MEA) and international recommendations in the field of the environment and supported by the population and the different interest groups".*

*Q4 is organised into sub-questions as follows:*

- SQ 4.1 ("To what extent were the three SO2 indicators achieved in 2011?") is added to those asked by the ToR, because it is logical to assess effectiveness in relation to the indicators initially proposed for that purpose.*
- SQ 4.2 to 4.4 are those of the ToR directly related to the four expected results of the SO2.*
- SQ 4.6 is additional to the ToR and takes account of the SO2's contributions, which do not have a direct link with its four expected results.*
- SQ 4.7 has also been added to consider, more specifically, the results in terms of practices favourable to sustainable management and environmental protection.*
- A final new sub-question (SQ 4.8) considers the factors which determine the implementation of improvements according to the conditions necessary for the protection and sustainable management of the environment.*

#### **Summary**

The ESP's SO2 had more ambitions than resources. In this respect, it was observed that budgetary efforts were not on line with the ESP's demands.

Efforts in the fields targeted by the expected results 1 to 3 of the ESP largely involve multilateral cooperation, with significant results, but these are not focused on the partner countries and, therefore, largely miss the targets set by the ESP.

Nevertheless, many contributions to the "necessary conditions" have been made by bilateral cooperation. These contributions may be targeted in the intervention objectives, come from the cross-cutting integration of the environment, or meet a desire for the permanence of results in terms of the improvement of the biophysical environment. A large proportion of these contributions is not concerned by the ESP's four ER which, therefore, are too restrictive.

The measurement and assessment of results is particularly difficult in the field of "necessary conditions". However, the final effect on practices is largely reduced by the lack of precise diagnoses and the resulting weakness in the design of interventions.

### SQ 4.1. To what extent have the target levels of the SO2's three indicators been achieved?

The ESP defines three indicators for its SO2. Since the objective consists of simply providing aid, these are only resource indicators and not result indicators in terms of sustainable environment management. The degree to which the target levels for these respective indicators has been achieved is presented in the following paragraphs.

#### Indicator 1<sup>91</sup>

*"At least 15% of the additional budget of development cooperation is spent on helping partner countries to integrate the protection and sustainable management of the environment in their policies and on the implementation of international environmental conventions and agreements". (This indicator is related to ER 1 and 2/SQ 4.2 and 4.3 of the ToR).*

The interventions concerned by this indicator are exclusively included in categories 1 to 3, for which the total spending is €800.4 M according to the critical inventory (figure 12). However, only some of the category 1 to 3 interventions concern the support targeted by the indicator. Indeed, a large proportion of category 1 and 2 spending is external to partner countries and several interventions, in particular in category 3, tend more to target biophysical environmental effects. In consequence, the actual budget targeted by the indicator is well below €800.4 M. Since this sum of €800.4 M is less than 15% of the additional budget<sup>92</sup> for development cooperation, which represents €823 million, it can be concluded that the **target level for the indicator has not been achieved** over the 2002-2011 period.

#### Indicator 2:

*In at least ten partner countries, one or more interventions supporting the setting up of the necessary conditions for the protection and sustainable management of the environment are in the process of implementation. (This indicator concerns all of the ER of the SO2 and, therefore, is cross-cutting compared to the ToR's SQ)*

The examples presented in the table in Annex 5.4.2 show that **the target level of the indicator has been achieved** over the 2002-2011 period. Indeed, for ten partner countries, a project is identified which specifically targets the setting up of the necessary conditions for the protection and sustainable management of the environment.

#### Indicator 3:

*At least four new programmes supporting the implementation of international conventions and declarations for the improvement of the environment have been launched, with the help of specialist multilateral partner organisations and local non-governmental environmental organisations. (This indicator concerns ER 2 and SQ 4.3)*

In the same way as for the previous indicator, the examples provided in Annex 5.4.2 show that the **target has been achieved**.

<sup>91</sup> However, it should be noted that this indicator is missing in the French version of the ESP

<sup>92</sup> The "additional budget" is calculated as the sum of the differences between the respective budgets for the years 2003 to 2011 and the budget for the reference year, which is 2002; the result of this calculation is €5,486,564,538.



## **SQ 4.2. To what extent has Belgian aid allowed the partner to incorporate environmental protection into its policies, strategic planning and legislation?**

Interventions identified more explicitly as targeting environmental integration in policies and strategic planning, as expressed by the expected result 1<sup>93</sup> of the SO2 are the **supports provided through UNEP to environmental integration in PRSP**: UNEP has worked on the subject since 2004 through the "Poverty and Environment Project", financed by Belgium, Sweden and Norway, before combining its efforts with those of UNDP in 2007, with the "Poverty-Environment Initiative" (PEI); to that end, Belgium allocated €4.6 M earmarked for UNEP and indirectly financed the PEI through UNEP's core funding. The PEI covered 27 countries, of which seven are current Belgian cooperation partners: Vietnam, Uganda and Burundi (which are no longer PEI) Mozambique, Mali, Rwanda and Tanzania. The evaluation carried out in 2009 for Norway offers a positive assessment of the initiative and, in particular, shows that it plays a unique role as a catalyst and that it has influenced policies but only very slightly influences the budgets and underlying causes of poverty and environmental degradation. It also concludes that there is a need for long-term support.

The case studies also show some support for bilateral cooperation in the legislative field (development of draft decrees, standards, environmental regulations<sup>94</sup>).

Various other actions also support the implementation of policies, strategies and legal provisions on an environmental level, without, however, actually contributing to environmental integration in the political, strategic and legislative framework:

- Development of tools, instruments, guidelines<sup>95</sup>;
- Development of capacities in public administration<sup>96</sup>;
- More direct support for the implementation of policies or the application of laws<sup>97</sup>;
- Mobilisation of additional resources for environmental management by the public administration<sup>98</sup>.

In total, the interventions which include support of this type represent a large proportion (36 out of 58) of the case studies examined, as indicated in the table presented in Annex 5.4.3 (where they are gathered together under the general term of "environmental governance").

## **SQ 4.3. To what extent and with what results has environmental protection been integrated at all levels of Belgian development co-operation?**

Belgian cooperation's efforts in the field of MEA are focused on multilateral cooperation. Of the €190.5 M spent by the DGD in this multilateral-environmental sector during the 2002-2011 period (Annex 5.4.4), all of the mandatory contributions<sup>99</sup> (for a total sum of €131.5 M) are destined for the implementation of MEA. Voluntary contributions also include **several initiatives directly related to**

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<sup>93</sup> Furthermore, a keyword search in the ODA.be database among categories 1, 2 and 3 provided a list of just 11 interventions likely to be related to this result: Seven target support for veterinary institutions (ITM programme), three others are in the agriculture/framing sector, and one is entitled "Renewable energies in the rural environment, Rwanda".

<sup>94</sup> Examples: DRC-CEF, DRC-AQU, PE-DIA, PE-PAR, VN-CBW.

<sup>95</sup> Examples: TZ-SUA, PE-PRO, PE-AYA, BF-PAG.

<sup>96</sup> Examples: PE-BIO, PE-PRO, TZ-KIL.

<sup>97</sup> Examples: TZ-SEL, DRC-CEF.

<sup>98</sup> Examples: PE-AYA, PE-CHA.

<sup>99</sup> Contributions to the GEF's fiduciary fund are taken into account owing to the fact that they mainly target the themes considered by the MEA and deal with them in accordance with these MEA. Also, the GEF acts as a financial mechanism for the following conventions: CBD, UNFCCC, POP, and CLD.



**MEA:** GEF/LDCF, GEF/SCCF, followed by MEA and synergies for implementation, and the implementation of the Stockholm Convention concerning persistent organic pollutants (POP).

Among the 58 interventions studied in the five countries selected (which are centred on bilateral cooperation) there are eight (one of which is in Burkina Faso which is no longer a partner country for Belgian cooperation) in which it was possible to see direct or indirect contributions<sup>100</sup>. This proportion of eight out of 58 may be considered to be relatively low insofar that these 50 interventions constitute a biased sample in favour of environmental projects.

Indirect indications of the attention paid to MEA are also provided by the analysis of the awarding of Rio markers concerning the three major conventions on biodiversity, desertification and climate (see critical inventory, chapter 3.4.3): for the selection of 5,041 interventions representing sectors in direct relation to the environment, slightly fewer than half (44%) of the budget goes to interventions concerning at least one non-zero Rio marker. **Over time, clear progress has been observed**, especially since 2009, for each of the markers. However, these markers are supposed to reflect an intention to support the objective of the conventions, which does not correspond exactly to the result targeted by the ESP (namely the partners' respect for the conventions). Also, trends in marking do not necessarily reflect the reality of interventions.

#### **SQ 4.4. To what extent has Belgian aid promoted regional cooperation between developing countries in terms of the protection and sustainable management of the environment?**

As for those concerned by the previous SQ, Belgian aid favouring regional cooperation between developing countries in the field of the protection and sustainable management of the environment is carried out **mainly within multilateral cooperation**, especially through the GEF and UNEP. These two organisations focus on environmental projects of an international nature and adopt, as a preference, regional or global approaches. The operational structure of UNEP is clearly regional and the GEF spends 35% of its budget on regional or global projects. Belgian contributions to the GEF and UNEP (almost €190 M over the 2002-2011 period) are the object of point 3.4 above.

The GEF also manages a relatively large regional portfolio in the field of the environment. As the ODA.be database indicates, €5 M (=1% of the total Belgian contribution to the GEF) was made available to the GEF for the environment sector. Several examples of GEF regional interventions in the field of the environment can be found in the list presented in Annex 5.4.2. Two other significant contributions to multilateral partners involve almost €3 M provided to UNDP specifically for environmental initiatives and €0.16 M to BIRD for the "Clear Air Initiative" programme.

The regional dimension is clearly less present in direct and indirect bilateral cooperation, which, by its very nature, is less suited to this type of approach. Out of the 58 interventions examined in the five countries visited, only 4 interventions show

<sup>100</sup> In particular, these concern contributions to the Convention on Biological Diversity (TZ-SEL, PE-CHA, PE-DIA, DRC-APV), the Convention on International Trade in Endangered Species of Wild Fauna and Flora - CITES (TZ-SEL), the United Nations Framework Convention on Climate Change (PE-BIO), the Stockholm Convention on Persistent Organic Pollutants (PE-DIA), and the Ramsar Convention on Wetlands (TZ-KIL). Two projects are less specific and target more the participation of delegations in international conferences (DRC-AMP) or even the reinforcing of the focal points for international conventions through access to information (BF-SNG). Furthermore, the documents of PE-SAN, which was the object of documentary analysis only, identified links with the Convention on Biological Diversity and the Framework Convention on Climate Change.

a certain regional dimension<sup>101</sup>. A search in the ODA.be database only provides a few additional examples<sup>102</sup>.

#### **SQ 4.5. To what extent has Belgian aid to grassroots civil society organisations, professional organisations and the private sector contributed to the protection and sustainable management of the environment?**

Aid to the categories of stakeholders targeted by the sub-question involves different Belgian cooperation channels (including direct bilateral cooperation) but some channels are **specifically devoted to them, in particular indirect cooperation** with NGOs, micro-interventions and (for private sector companies) BIO. The various efforts to ensure the cross-cutting integration of the environment sometimes plays, but in a way which is difficult to assess, an information and education role for these stakeholders. Orientations focused on the environment (categories 1 to 4) have generally reinforced capacities in this respect, as much in terms of objectives, as involuntary effects or a concern for the permanence of more biophysical results.

Field missions show a **great heterogeneity from one country to another**: among the case studies, the proportion of interventions with a reinforcement of civil society component is 10/10 in Peru, compared to just 3/15 in Vietnam, 6/10 in Tanzania, 5/10 in DRC and 7/13 in Burkina Faso. One possible explanation for this is the difference between countries in the degree of organisation and involvement of civil society organisations: civil society in Peru is highly organised, dynamic and is involved in political and socio-economic life, which is not the case in Vietnam apart from mass organisations related to political power.

The organisations supported include local indirect cooperation partners (for example local NGOs which are partners of Belgian NGOs and, insofar that it can be considered that they are concerned by the question, local universities which are partners of Belgian universities in the frame of CIUF and VLIR cooperation). These organisations largely benefited from the support of Belgian cooperation which enabled them to carry out their mandates, implement their strategy programmes and gain visibility and recognition in the country, including in the field of the environment. Another major group which has been supported is the group of professional organisations and farmers' associations. Above all, the latter has benefited from technical training and support in the field of management or organisation. The extent to which this support fosters the conditions for sustainable management of the environment depends largely on the environment-related commitment of these beneficiaries whose capacities are being reinforced. The effort of environmental protection by Belgian partners may also favour the awareness and interest of the local beneficiary for environmental protection.

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<sup>101</sup> These five interventions are: PE-UNI, targeting the creation of an international network (with very little result); TZ-FRU, maintaining exchanges with colleagues in other African countries and the stakeholders concerned (SUA) which are committed to a new form of south-south-north cooperation; DRC-CEF, maintaining an interaction with the COMIFAC in the frame of a request for regional harmonisation in the field of forestry controls and certification; and DRC-AMP, through the facilitation of the participation of the Ministry of the Plan in major international meetings and conferences, among other things, on the environment.

<sup>102</sup> The documentary study concerned the following examples: (1) the PE-SAN which is part of the Bi-National Plan for the Development of the Cross-border Zone between Peru and Ecuador and which considers the sustainable management of natural resources; and (2) the intervention "Sustainable water access and management in the Great Lakes" (DRC-PRO) which covers several countries. Apart from the documentary study, note the IRSNB's programme, which received a contribution of €5.3 M to reinforce the biodiversity research capacities and the international programme 11.11.11 supported by a sum of €170.000 to combat the negative effects of climate change.

### **SQ 4.6. To what extent has Belgian aid been able to contribute other than setting up conditions favourable to the protection and sustainable management of the environment?**

This sub-question targets the contributions of Belgian aid to the SO2 which does not go through its ER.

The case studies show that **such conditions are frequent** (they have been identified in 32 cases out of 58). According to these studies, the methods of contributing to the SO2 not provided for by the ESO are mainly as follows:

- training<sup>103</sup> for public service officers, research offices, farmers, students, etc.;
- information and education campaigns for the general public and school pupils<sup>104</sup>;
- mobilisation and participation in environmental questions<sup>105</sup>;
- the promotion of practices not harmful to the environment, for example in agriculture<sup>106</sup>;
- Information and knowledge management (data banks, documentation centre, information exchange systems)<sup>107</sup>;
- research and development of techniques less harmful for the environment or environment management techniques<sup>108</sup>;
- the setting up of viable waste management and recycling sectors<sup>109</sup>.

Also, it is worth drawing attention to the importance of non-specific environmental basic conditions to the sustainable management of the environment, such as peace, social security, food and economic conditions, the degree of decentralisation and democracy, justice and respect for laws, the real estate system, social equity, education and research. These conditions may be particularly at fault in "Fragile States", such as DRC. From this viewpoint, it is important to highlight the efforts made by Belgium in the field of governance and education in the frame of two of its priority sectors, sometimes with a clear focus on links with the environment<sup>110</sup>.

### **SQ 4.7. What are the effects in terms of protection and sustainable environmental management practices of Belgian efforts targeting the setting up of necessary conditions?**

Neither the results in terms of necessary conditions nor their effects on actual practices and the modification of pressures on the environment are the object of monitoring or a form of assessment designed to evaluate them. The case studies have sometimes detected certain positive effects, but the reasoning which follows suggests that a large proportion of the actions carried out in this senses may not have any major final effects.

As was shown in the field of the reinforcement of capacities<sup>111</sup>, there are many necessary conditions for good practices and performances and these may be stratified

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<sup>103</sup> Example: BF-SNG.

<sup>104</sup> Examples: DRC-URG, PE-PRO, TZ-MAR, BF-CHA, VN-VVOB, PE-PAR, PE-ENV, TZ-WAT, DRC-AQU.

<sup>105</sup> Examples: PE-TAR, TZ-KIL, TZ-SEL.

<sup>106</sup> Examples: PE-AYA; PE-DIA, DRC-AMP, VN-HAY, VN-PAY, BF-CHA.

<sup>107</sup> Examples: BF-OSS, BF-SNG, TZ-SUA.

<sup>108</sup> Examples: TZ-FRU, TZ-SUA, BF-RUR, VN-VAL

<sup>109</sup> Examples: TZ-WAT, BF-REC

<sup>110</sup> For example, through environmental education elements or attention to the governance of natural resources (in this respect, it is also worth mentioning, outside of bilateral cooperation, the "natural resources" component in the GEF programme supporting governance in DRC.

<sup>111</sup> Potter, Ch. & R. Brough. 2004. System capacity building: a hierarchy of needs. Health Policy and Planning 19(5):336-345.

in the sense that only some basic conditions are needed for other conditions to appear, themselves being necessary for what follows. On the same level, several conditions must be combined in such a way that one is able to play the role of a limiting factor. Therefore, the development of the conditions of sustainable management and environmental protection requires, in principle, a sustained process starting from the weakest level and progressing to the upper levels, and strategically targeted at each of the most defective conditions. In consequence, it is not enough to start by randomly considering one or other factor listed as a "necessary condition", but it is necessary to base choices on an in-depth and holistic diagnosis of the existing conditions and their trends.

However, the evaluation has not shown signs of the existence of such analyses. The CEP and SEA proposed by the ESP did, to a certain extent, have the capacity to contribute to it. But, they were not prepared in the framework of the Belgian cooperation and studies existing elsewhere (such as the EU's CEP) were used very little. The case studies also do not reveal in-depth analyses in terms of the interventions' context. Consequently, it is likely that the efforts of bilateral Belgian cooperation to the "conditions" has either remained largely non-operational or has only acted on the periphery, quickly coming up against the constraints imposed by the conditions which have not been tackled.

#### **SQ 4.8. What are the factors of success in terms of the setting up of the necessary conditions for the protection and sustainable management of the environment?**

In the same way as for environmental integration in general (considered in question 3), the intensity and quality of support to the necessary conditions for the protection and sustainable management of the environment **depend**, naturally, on the **institutional and human capacities of the Belgian cooperation** in the environmental field (see SZ 3.4).

As indicated in SQ 4.1 (first indicator), the support for these conditions in partner countries has also been limited by relatively low funding, in any case, lower than the ESP had planned. This situation results mainly from the focus of the Belgian cooperation on sectors other than the environment and the fact that the main funding allocated to the "necessary conditions" involved multilateral cooperation, which is not targeted to partner countries.

Furthermore, as presented in relation to SQ4.7, the interactions between conditions are such that an in-depth diagnosis may be necessary to ensure the relevance of interventions. They also justify that an action starting by basic conditions are pursued in the long-term in order to give rise to effects on practices concerning the sustainable management and protection of the environment. They also ensure that any effort made on one of the conditions may see its effect limited by the others. The "conditions" themselves are, therefore, factors which determine the success of efforts designed to implement them. Case studies have enabled an inventory of these conditions to be drawn up and this is provided in annex 5.3.6<sup>112</sup>.

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<sup>112</sup> Therefore, this preliminary inventory constitutes a potentially useful checklist for guiding the inventory prior to the identification of relevant actions in favour of "conditions" or for checking when there is an opportunity for dealing with a condition, the extent to which such an action could produce useful results.

## 4.5. Question 5: To what extent has Belgian aid contributed to ensuring environmental sustainability (Millennium Development Goal no. 7)?

*This chapter examines the efforts of the Belgian cooperation in terms of the MDG 7 indicators, rather than its contribution to the MDG 7 itself, because this is largely covered by questions 3 and 4. The responses are organised according to the indicators of the 2000 MDG 7, because these are used in the ESP and in the ToR. However, with the indicators having changed, the information concerning the MDG 7 indicators has also changed accordingly. Further details about the MDG 7 indicators, their criticism, the changes made in 2002, Belgian spending in the field and the degree of implementation in partner countries are provided in Annex 5.5. In particular, it can be noted that the indicators only partially reflect the objective and that some of them may even be misleading<sup>113</sup>.*

### Summary

- None of the partner countries achieved the three targets, which, together, were supposed to reflect the objective and only three of them achieved the targets: Ecuador, Laos (which is not a partner country) and Vietnam. Furthermore, these targets achieved are not purely environmental but targets with a marked social character: access to water supply, to sanitation and to decent housing.
- The contribution of the Belgian cooperation to MDG7 is particularly difficult to establish because its effect is diluted among all the contributions.
- The main efforts of the Belgian cooperation concern access to water supply and sanitation, but these efforts are very limited in comparison to the needs.

### SQ 5.1. To what extent have the partner countries achieved the MDG 7's indicators and targets?

The table (presented below) concerning the implementation of the MDG 7's indicators and targets by partner countries shows that none of these countries has achieved the three targets meant to reflect the objective and that only three of them have achieved some targets: Ecuador, Laos (which is not a partner country) and Vietnam. These targets achieved are not purely environmental but are targets with a marked social character: access to water supply, to sanitation and to decent housing. Consequently, it has to be admitted that Belgian aid has not enabled the MDG 7 to be achieved but that it has, at least, contributed to improving some of its indicators in partner countries.

The following table presents the degree to which the 2000 and 2002 MDG 7's different targets and different indicators have been achieved<sup>114</sup>. A target or an indicator is indicated in green when it is achieved, in orange when it is likely to be achieved by 2015, in red when it is impossible to be achieved by 2015, and in black when the situation has worsened between 2000 and 2010.

<sup>113</sup> Some indicators have improved whereas the state of the environment has deteriorated for the aspect which they are supposed to indicate: for example, the surface of protected areas is increasing, whereas the decline in biodiversity continues and the target concerning the human habitat is globally achieved whereas the population living in slums continues to rise.

<sup>114</sup> See annex 5.5.1 for the GMD 7's definitions and statistical data.

**Table2: Table concerning the implementation of 2000 and 2002 GMD 7 indicators**

			South Africa	Algeria	Benin	Bolivia	Burkina Faso	Burundi	Congo (DRC)	Ecuador	Laos	Mali	Morocco	Mozambique	Niger	Uganda	Peru	Rwanda	Senegal	Tanzania	Vietnam	
<b>MDG 2000</b>																						
Targets	I	Sustainable development																				
	II	Water																				
	III	Housing																				
Indicators	I.1	Forests																				
	I.2	Protected areas																				
	I.3	Energy																				
	I.4	CO2																				
	I.4'	CFC																				
	I.5	Solid fuels																				
	II.1	Water (urban)																				
	II.2	Water (rural)																				
	III.1	Sanitation																				
	III.2	Housing security																				
	<b>MDG 2002</b>																					
	Targets	I	Sustainable development																			
II		Biodiversity																				
III		Water and sanitation																				
IV		Housing																				
Indicators	I.1	Forests																				
	I.2	CO2 (total)																				
	I.2'	CO2 (per capita)																				
	I.2''	CO2 (/GDP)																				
	I.3	CFC+																				
	I.4	Fish stocks																				
	I.5	Water resources																				
	II.1	Protected areas																				
	II.2	Endangered species																				
	III.1	Water																				
	III.2	Sanitation																				
IV.1	Slums																					

Source: ODE on the basis of <http://mdqs.un.org/unsd/mdg/Data.aspx>, details in annex 5.5



### **SQ 5.2. To what extent has Belgian development cooperation helped to stabilise/increase the proportion of land area covered by forest?**

Belgian interventions have had **positive and negative effects on forest coverage**. The positive effects are seen logically in interventions with a goal of reforestation<sup>115</sup> or the conservation of existing forests<sup>116</sup>. Agricultural interventions may also include tree planting<sup>117</sup> and contribute, on a low level, to the increase of tree coverage. They may also favour an intensification or a settlement of agriculture favourable to the conservation of forests (e.g. projects on the edge of Luki forest and on the improvement of seeds in DRC<sup>118</sup>). Nevertheless, interventions may also lead to a reduction of forest coverage in order to develop activities<sup>119</sup> or may indirectly place pressure on forest resources<sup>120</sup>. According to the ODA.be database, Belgian's financial contribution to the protection of forests represents €14,889,887 (namely 0.092% of ODA), of which €10 million for the GEF. However, no donor country has the opportunity to decide the allocation of its own contributions to the GEF's main fiduciary fund; therefore, this sum has not been allocated specifically to forests. Overall, it is difficult to establish the extent to which the benefits of Belgian cooperation exceed the losses, but it has been seen that the latter mainly concern natural forests (of greater quality in terms of biodiversity). **Although they may have local effects, in all cases, Belgian interventions have helped to combat the deforestation of tropical forests and curb the GMD 7's "forest" indicator.**

Two indicators concerning natural resources were added in 2002: "Proportion of fish stocks living in healthy biological environments" and "Proportion of total water resources used". Belgium intervened very little in the management of fish stocks; it promoted the management of water resources, particularly through the IWRM approach<sup>121</sup> in Algeria and Vietnam, without a noticeable effect on the indicator.

### **SQ 5.3. To what extent has Belgian development cooperation helped to stabilise/increase the ratio of protected areas in order to preserve biodiversity in relation to the total surface area?**

**Belgium contributes little to increasing the surface of protected areas. It contributes more to their management, which constitutes a relevant diversion in relation to the indicator<sup>122</sup>.** The Belgian contribution **mainly goes through international organisations:** GEF (26% of 2002-2011 spending went to the biodiversity "focal field"), EDF (examples: ECOPAS and ECOFAC regional programmes, national support programme for the management of natural resources in DRC), and UNESCO (example: promotion of biodiversity in the World Heritage sites in DRC) but also involves **bilateral interventions<sup>123</sup>.**

<sup>115</sup> PE-BIO: reforestation of 1,000 hectares, BF-REB: extension of reforestation activities and reforestation support programme in Rwanda

<sup>116</sup> PE-BIO: 10,400 hectares, TZ-KIL, TZ-SEL and TZ-BEE

<sup>117</sup> PE-TAR: 157 hectares, PE-AYA: 200 hectares, TZ-BEE and appearance of a "wetland" with VN-NTP

<sup>118</sup> DRC-CEV and DRC-APV

<sup>119</sup> VN-NTP: reforestation for the construction of a dam, TZ-MAR

<sup>120</sup> DRC-RO1 and DRC-RO2

<sup>121</sup> Integrated Water Resources Management.

<sup>122</sup> Indeed, the surface of protected areas is typically an indicator of means and not of results and involves a risk of causing a counter-productive increase, when surveillance and management capacities are exceeded.

<sup>123</sup> Examples of interventions which have contributed to creating or extending protected areas TZ-KIL, TZ-SEL and TZ-BEE. Examples of interventions more focused on their management: PE-BIO (Tambopata national reserve), RDC-CEF (Luki reserve), support for the reinforcement of capacities by the RBINS and by the CIUF (PFS at the University of Abomey-Calavi).

In 2002, this indicator was presented under a separate target concerning biodiversity, where it is accompanied by a new indicator: "the proportion of endangered species". The tendencies remain very unfavourable in terms of the extinction of species and Belgium has not carried out other actions in the field other than those mentioned above. Furthermore, some negative pressures on biodiversity have been identified by Belgian interventions but without these particularly affecting endangered species.

#### **SQ 5.4. To what extent has the Belgian development cooperation helped to stabilise/reduce energy use for \$1 of GDP?**

The evaluation has not revealed any significant efforts in favour of energy-saving or energy efficiency, despite the increasing importance of these challenges. Belgian cooperation apparently increases energy consumption per capita (and even more so total consumption) owing to its development impact, but its effect on efficiency (consumption per unit of GDP) is not specified.

#### **SQ 5.5. To what extent has the Belgian development cooperation helped to stabilise/reduce greenhouse gas emissions (per capita)?**

Belgian efforts in this sense mainly involve Belgium's contributions in the "climate change" focal field of the GEF (31% of GEF spending for the 2002-2011 period) and in BTC and BIO interventions<sup>124</sup>. The amount spent by Belgium and destined to reduce GHG emissions corresponds to €39,420,000 in terms of the GEF and €65,086,003 in terms of bilateral interventions between 2002 and 2011 (98.43% of investments took place after 2008). This sum only represents 0.6% of the Belgian cooperation budget for the same period, a large part of which normally contributed to development and, in consequence, to an increase in GHG emissions because, in general, GHG emissions are correlated to development. **Therefore, Belgian cooperation has contributed to increasing GHG emissions in partner countries, although efforts designed to stabilise them or reduce them were reinforced in recent years.**

#### **SQ 5.6. To what extent has the Belgian cooperation helped to stabilise/reduce the use of CFC depleting the ozone layer?**

No partner country has emitted GHG since 2010. In this field, aid actions are implemented through the multilateral support Fund established by the Montreal Protocol on substances that deplete the ozone layer (alongside a small contribution through the GEF). Belgium contributed to this fund for the sum of €15,182,407 for the 2002-2011 period, which represents 1% of the amount of the fund (between 2002 and 2011, the budget of the Multilateral support fund represented more than €1.2 billion; the contribution through the GEF is only €600,000<sup>125</sup>). **Therefore, Belgian cooperation contributed 1% to the elimination of GHG.**

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<sup>124</sup> BIO - Development Fund - South Asia Clean Energy Fund (SACEF), BIO - Development Fund - CAREC Bioenergia or BTC - Access to electricity for rural populations through renewable energies in Rwanda

<sup>125</sup> The GEF spent €20,007,770 in this field in 2002-2011, 3% of which corresponds to the Belgian contribution



### **SQ 5.7. To what extent has the Belgian development cooperation helped to stabilise/reduce the proportion of the population using solid fuel?**

The indicator, which in the first place targeted a health objective, was abandoned by the United Nations in 2002. Most of Belgium's efforts in the field of energy supply targets energy sources other than solid fuels (even if they are not necessarily more favourable from an environmental point of view). Furthermore, the overall impact of development generally results in the replacement of wood by these other forms of energy. **Therefore, the data available suggests a positive, although a non-quantifiable, Belgian contribution**, in the sense intended when the indicator was identified.

### **SQ 5.8. To what extent has the Belgian development cooperation helped to increase the proportion of the urban and rural population benefiting from sustainable access to an improved drinking water source?**

The term "sustainable" is generally non-verifiable and was removed from the indicator in the 2002 changes, which largely reduces the environmental dimension of this question. Around the world, the target "access to drinking water" has been achieved, but Vietnam and Ecuador are the only countries to have achieved the target set in 2000. In the case of these countries where more than 24 million inhabitants have obtained access to drinking water, Belgian cooperation only contributed a very small part to this achievement. Furthermore, some interventions in countries where the situation is not improving quite so well does not always show the expected results<sup>126</sup>. However, the Belgian effort in this sense is considerable because it is the MDG 7 with the most funding after sanitation (see Annex 5.2.2). In this situation, **it appears that the Belgian contribution is modest despite the high disbursement in the field.**

### **SQ 5.9. To what extent has the Belgian development cooperation helped to increase the proportion of the population, both urban and rural benefiting from sustainable access to basic sanitation services?**

Basic sanitation mainly involves the installation of latrines. The interventions which concern the quality of life of populations, health and the management of waste generally contain actions in this sense<sup>127</sup>. These actions do not have as objective the complete access to basic sanitation but should serve as an example or incentive. **Consequently, the direct result is materially limited but the more important indirect effects are expected through a change in the habits of the populations targeted.**

### **SQ 5.10. To what extent has the Belgian development cooperation helped to increase the proportion of the urban population with access to improved sanitation?**

The amount invested in the field of sanitation is the most important of the MDG 7 indicators<sup>128</sup>. Efforts have been made in many countries<sup>129</sup> but have not always

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<sup>126</sup> DRC-URG

<sup>127</sup> DRC-SAN, RDC-KAT, VN-SAN, TZ-WAT

<sup>128</sup> Annex 5.5.2: spending in the GMD 7 sectors

<sup>129</sup> VN-TAN, DRC-URG, BF-EEV, TZ-WAT

produced the expected results. Interventions to develop urban infrastructure<sup>130</sup> have had an effect on the local level, but none of these interventions have had a national effect. The situation of some countries deteriorated despite the support of Belgium and other countries. Also, despite its scale, the Belgian contributions only represent a small part of the donor aid provided to countries in the field of sanitation.

The indicator concerning the proportion of the urban population with access to a better sanitation system was removed in 2002 and there is no statistical data enabling to monitor this indicator correctly. The UN's statistical data simply informs us that access to sanitation in the urban zone had practically not changed and that the improvement is less than 5% in the majority of the country. In the absence of data about the evolution of this indicator, **it is not possible to assess the Belgian contribution but efforts have been made.**

### **SQ 5.11. To what extent has the Belgian development cooperation helped to increase the proportion of households with access to secure housing (as owners or tenants)?**

The degree to which this indicator (abandoned in 2002) has been achieved is unknown because there is no data concerning the proportion of households with access to the security of occupying housing (as owners or tenants). The United Nations' statistics in the field of housing have referred to slum dwellers since 2002 on the basis of the UN-Habitat definition. However, we should recall that Belgium intervened for the sum of €6,579,699 in low-cost housing policies and in the field of urban management, without, unfortunately, being able to learn any lessons from this sum.

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<sup>130</sup> DRC-URG (basic sanitation network), VN-SAN (water treatment plant)

## 5. Conclusions

### CCL 1. The complexity of the theme and of its evaluation

The evaluation has highlighted the complexity of the implementation of environmental integration with a triple concern for biophysical effects, the "conditions" for the sustainable management of the environment and adaptation. This complexity is added to that of development cooperation itself, in which it is necessary to reconcile development objectives and environmental objectives. Also, it tends to increase with the development of mechanisms for worldwide environmental governance. This complexity has been a **constraint for the evaluation**. It is also, above all, a **handicap for successful environmental integration**, which calls for major efforts for clarity in the instructions given in the field.

### CCL 2. Information available

As a consequence of this difficulty, it appears that there is very little, or very poor quality, information about environmental integration or its results: the effects on the environment of the "necessary conditions" or adaptation are generally not assessed, with indicators lacking (or not monitored) and the DAC markers (environment and Rio) being subject to interpretation and sensitive to the people who allocate the scores. Consequently, the conclusions which may be drawn lack solidity or precision, which is another constraint in the evaluation, but also in the good management of environmental integration efforts.

### CCL 3. The coherence and relevance of the ESP

The ESP suffers from weaknesses in its design, which may be considered as a reflection of the complexity of environmental integration: (1) it comprises ambiguities and maintains a certain confusion (between sectoral and cross-cutting environmental approaches, between protection of the environment and adaptation, between environment and sustainable development), (2) the intervention logic between objectives, results and resources is not coherent, (3) targets and priorities are not always suitable. Furthermore, the evaluation questions the relevance of certain orientations, such as the overly restrictive choice of expected results contributing to the conditions for the sustainable management of the environment and the growth objectives for interventions with a specifically environmental purpose in a context of specialisation on focal sectors. Also, the 2008 climate report questioned the ESP given the low level of importance placed on adaptation to climate change. The ESP's muddled structure is, in itself, a difficulty for the evaluation (the questions are structured around the ESP's objectives) and also constitutes a handicap for the implementation of environmental integration.

## **CCL 4. The usefulness of the ESP**

The ESP represents a positive effort to materialise the environmental integration objective by setting concrete objectives and making explicit recommendations. It has played a positive role in the dynamic of inclusion of the environment. Nevertheless, it has not greatly influenced practices beyond those of the DGD. Consequently, its expected usefulness in terms of the programmes' coincidence with objectives, internal coherence and long-term planning has been limited. In total, it has served the sectoral approach more than the cross-cutting approach to the environment, with this already being imposed by the Act of 1999 and not very guided by the ESP.

Having been prepared with a view to being valid until 2006, the ESP is, in all respect, clearly outdated. Therefore, the Belgian cooperation has no longer an environmental strategy. It also does not have a sustainable development strategy, or any other official document guiding its actions. With time, changes in the context do not remove the need for some form of Belgian strategy, but not necessarily one which follows the model of the 2002 ESP.

## **CCL 5. The taking into account of the priority aspects defined by the ESP**

The six priority aspects cover almost all environmental issues; therefore, the notion of priority has very little meaning.

Targeted as intervention objectives, the aspects are classified as follows, by decreasing order of importance of the funding received: those related to water supply and to urban zones, the protection of biodiversity, the combat against desertification, the combat against the effects of climate change and the protection of forests. The five case studies illustrate the major differences which may appear in these general trends. The climate has become increasingly important since 2008.

Cross-cutting attention accorded to the six aspects is more difficult to identify. Biodiversity may be an aspect relatively neglected by some stakeholders.

## **CCL 6. The objective of environmental integration at all levels**

Environmental protection is now integrated at all the levels defined by the ESP (policy, political dialogue, interventions) but not systematically in a cross-cutting manner.

The expected result of the ESP, consisting of 5% of spending for interventions with an environmental purpose ("relevance 2"), has been achieved and the positive effect on the environment has apparently increased in consequence. Interventions with a secondary environmental objective ("relevance 1") and, therefore, probably their environmental effects, have also progressed, but irregularly and only slightly (much less than planned). In general, these interventions produce positive effects both in environmental and socio-economic terms, with the latter contributing to the permanence of the first (especially in the field of agri-ecology). In the case of interventions without an environmental purpose (which form a large majority of ODA), it is common for environmental integration efforts to correct the most direct pressures on the environment (mainly in potentially damaging sectors) but not the indirect effects related to the impact of development.

Many of the interventions in potentially damaging priority sectors have integrated environmental protection (with or without an environmental objective, through the choice of favourable production methods or an explicit control of externalities). The

effects of this are improved but the control of environmental externalities is still not optimal.

### **CCL 7. The objective of "setting up the necessary conditions" in partner countries**

In this field, the ESP's SO<sub>2</sub> had more ambitions than resources. In this respect, it has been observed that the budgetary efforts were not on a footing with the ESP's demands.

Efforts in the fields targeted by expected results (ER) 1 to 3 of the ESP largely involve multilateral cooperation, with noticeable results, but they are not focused on the partner countries and, therefore, largely miss the targets set by the ESP.

Nevertheless, many contributions to the "necessary conditions" have been made by bilateral cooperation as the case studies show. A large proportion of these contributions is not concerned by the ESP's four ER which, therefore, are too restrictive.

Therefore, the evaluation is unable to provide a precise image of the extent to which the conditions have been set up in partner countries by the Belgian cooperation and really have changed practices. However, the effect of efforts in favour of conditions is largely reduced by the lack of precise diagnoses and the resulting weakness in the design of interventions.

### **CCL 8. Belgian cooperation's contribution to MDG7**

The MDG7 is not well defined in terms of targets and indicators. The targets are not clearly defined in relation to these objectives and some targets have a pronounced social character: access to water supply, sanitation and decent housing. Furthermore, the indicators are not always relevant.

The main efforts of the Belgian cooperation concern access to water supply and sanitation, but these efforts are very limited in comparison to the needs.

The contribution of the Belgian cooperation to MDG7 indicators is particularly difficult to establish insofar that the majority of interventions are carried out through multilateral funds which do not specifically target the partner countries. Also, the specific results of the Belgian cooperation cannot be assessed: the realisation of MDG7 indicators is measured in terms of countries and some indicators lack quantified targets. Therefore, the Belgian contribution cannot be established on a local level and is diluted among all of the contributions.

### **CCL 9. The sectoral or cross-cutting approach to the environment**

Since each activity uses resources and places pressure on the environment, all the sectors are concerned by environmental integration. Most of the sectors may also interfere with the conditions for the sustainable management of the environment, or see their development impact exposed to the effects of environmental or climatic changes. Therefore, the cross-cutting integration of the environment may be considered as being based, in theory (namely unless proven to the contrary), in all sectors: it is not only justified from the point of view of environmental protection (mitigation of negative pressures or optimisation of positive effects) but from the point of view of adaptation (taking into account the effects experienced by the state of the environment or its tendencies).

Under these conditions, only the constraints which represent limited human and financial resources may justify focusing cross-cutting environmental integration efforts on just some sectors (as a priority the sectors with the closest interactions with the environment, such as agriculture and infrastructure). The evaluation confirms the legitimacy of the cross-cutting integration of the environment for interventions targeting other objectives, whilst also acknowledging that the way in which the environment must be considered should be differentiated from one sector to another.

However, the sectoral approach to the environment, namely one focused on interventions with a principal environmental objective, is only clearly justified subject to certain limits. Spending allocated to the environment is necessary within the frame of international obligations and commitments (in a logic other than that of actual development cooperation). Interventions with an environmental objective may also find a place in focal sectors, as much as a support for the objectives of sectoral strategies, as a support for environmental integration in other interventions. However, a sectoral approach, as reflected by the ESP's target of 5%, appears to be in contradiction to the policy of a sectoral focus, insofar that 5% is too little for a priority sector and too much for a spending objective which is partially external to priority sectors. It may also be less efficient than cross-cutting integration in terms of the optimum use of budgetary resources and specialist human resources.

## **CCL 10. The general results of the commitments and intentions expressed by the main evaluation objectives**

The evaluation shows that efforts have produced positive results in terms of the ESP's objectives: on the one hand the environmental pressures of the Belgian cooperation have been favourably curbed and, on the other hand, the conditions for sustainable environmental management have been reinforced. The Belgian cooperation also contributed to the adaptation of beneficiaries, something which J.-P. van Ypersele's 2008 report on the climate insists on, although this adaptation remains largely implicit and more focused on climate variability than on climate change.

Despite these encouraging results, the evaluation also shows that major progress is still possible, especially in terms of the greater consideration of the environmental externalities of interventions, better anticipation of future environmental changes (including climatic), and a more relevant identification of the specific conditions for the sustainable management of the environment which cooperation should reinforce among its partners.

Although some limited pressure on the environment should generally be accepted in exchange for the benefits of development, negative externalities are sometimes more important than necessary. These environmental externalities may, in particular, be harmful to the effectiveness and coherence of actions insofar that they sometimes go against the objectives pursued by other interventions (for example the protection of forests in DRC and water quality in Vietnam). Better performance would certainly have been obtained in this respect if the ESP's recommendation to carry out a SEA had been followed. Conversely, it should be noted that some environmental interventions may have socio-economic externalities which are not the object of similar approaches to those recommended for environmental effects.

Environmental integration undoubtedly encourages development towards greater sustainability, although it is impossible for us to assess the extent to which the Belgian cooperation as a whole has made development in partner countries more sustainable.

## 6. Lessons learned in terms of success factors

Alongside the actual conclusions presented above, the evaluation has enabled the following lessons to be learned:

- The evaluation process results in an on-going maturing of the analysis and understanding of challenges in such a way that the conclusions made at the start of the exercise should be reviewed, modified or enriched at a later date: in this respect, the evaluators observed (after the event) that they would have preferred to have closed the critical inventory at the start of the study.
- The case studies highlighted diversity in the way in which environmental integration is managed: although this diversity includes situations with a low level of performance, it also offers many positive initiatives, which explains why we do not recommend strict directives in terms of the approaches to be followed.
- The evaluation, and in particular the case studies, also enable the establishment of a (preliminary) list of factors and conditions for the success of environmental integration. Although the institutional capacities of the Belgian cooperation in the environmental field have not been the object of an in-depth analysis, it has been seen that environmental integration is largely dependent on factors concerning people (especially environmental awareness, expertise, availability) as well as organisational factors (compulsory nature of environmental integration, support for the hierarchy, alignment of offer and demand for expertise). Good general practices (not specifically environmental) in the design and management of interventions are also essential, but a concern for the environment justifies reinforcing certain aspects and amending others (for example in the logical framework approach insofar that it does not encourage an examination of the intervention's effects beyond the objectives<sup>131</sup>). The evaluation has also enabled the identification of a series of external conditions affecting the long-term success of environmental efforts (including the "necessary conditions for the sustainable management of the environment). This varied new information (Annex 5.3.6) is likely to help to improve environmental integration approaches in the future and provide matter for guidelines and advice; they constitute one of the main lessons of the evaluation.

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<sup>131</sup> The last column (hypothesis) considers the external influences which may be experienced by the interventions, but not their specific effects external to the intervention logic.





## 7. Recommendations

### 1<sup>st</sup> section. Recommendations with a strategic scope

#### 1. Clarify the conceptual and strategic framework of the environment and sustainable development in terms of development cooperation

##### 1.1. Observations underlying the proposals

###### **Conclusions concerned:**

CCL 1. The complexity of the theme and of its evaluation

CCL 3. The critical analysis of the ESP

CCL 4. The usefulness of the ESP

In the strategic system of the Belgian cooperation, some crucial sustainable development questions are not addressed<sup>132</sup> and others are dealt with mainly in the ESP, although they do not solely concern the environment field: the ESP incorporates mainly social themes (such as access to drinking water and the quality of housing), or economic themes (such as production and consumption methods), which it, nevertheless, includes in themes described as environmental. As a result, it contributes to a degree of confusion between sustainable development and environment. It also combines, without clearly differentiating between, the questions of adaptation and environmental protection, governance of the global environment and environmental integration in development cooperation, as well as sectoral and cross-cutting environmental approaches. The theme of adaptation, present in the ESP but more pronounced in the climate report (van Ypersele, 2008), contains a strong climate connotation whereas it may also apply to factors other than the climate, which sometimes introduces further ambiguity. Finally, it is also noted that the ESP is muddled in its intervention logic, that it excessively restricts the methods of contributing to its second specific objective and that it is now outdated. Consequently, a review of the strategic framework is required.

##### 1.2. Proposals to the DGD

- Abandon the 2002 ESP (without necessarily replacing it with a similar document).
- Consider a sustainable development strategy which would deal, at its own level, with questions, not specifically environmental, such as the green economy (resource efficiency and environmental pressures, collection and recycling of its waste), recourse to market mechanisms in environmental management, intra- and inter-generational equity (including in the field of access to natural resources), the permanence of economies based on the mining of natural resources and adaptation to climatic or environmental changes. This strategy would guide all of

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<sup>132</sup> For example, the investment of income from mining operations.

the Belgian cooperation, since sustainable development objectives (to meet present-day human needs without compromising the capacity to meet future needs) are part of the general objective of cooperation and are naturally imposed in its various themes, sectors and interventions. Therefore, this strategy should guide the other strategic documents as they are reviewed, including any eventual ESP: as a result, ideally, it should (but not necessarily) precede the review of the ESP, which would be seen as a contribution (among others) to sustainable development (instead of including sustainable development ideas into the environmental strategy as is the case for the 2002 ESP). Although they do not result directly or solely from the evaluation, suggestions for orientations are provided in the inset below.

- Better distinguish between (without losing sight of the need for coherence) Belgian contributions to the management of the global environment and the taking into account of the environment in development cooperation.
- Place adaptation as a cross-cutting concern of development cooperation, inherent to sustainable development, clearly distinct (without being exempt) from the principle of environmental protection and not limited to the climate (consider the adaptation of beneficiaries in terms of all the least controllable conditions).
- Clarify the place given to the sectoral environmental approach (on this subject, see recommendation 2 below).
- Also clarify the way of articulating the two cross-cutting themes (gender and environment), three priority themes and four priority sectors provided for by the new law on cooperation (evaluators fear that this three-dimensional approach adds too much complexity).
- Invite the other Belgian cooperation stakeholders, including the CFDD, to participate in the thinking suggested above.
- Formulate the options taken in the form of one or more strategic documents (coherent with each other if there is more than one of them), drawn up according to their target public, built according to a clear intervention logic (with an explanation of the causal links between actions, results and objectives), allowing the liberty of resources for a same goal and easily adaptable to changes in context (in particular, plan the forthcoming revision of MDG7's indicators).
- Adopt and implement an adapted communication strategy for these documents in terms of their target public.
- Invite the CFDD and its members to contribute to thinking and to give their opinion before final approval and, unless in the case of a clear justification to the contrary, follow it.

On the basis of these general suggestions, which are independent of the position adopted for the many strategic documents to be planned, in the insets below, we present proposals concerning two documents: a sustainable development strategy and an environmental integration strategy.

### 1.3. Proposals to the DGD's Belgian partners

- Contribute to the thinking above proposed to the DGD.
- For the CFDD in particular, recommend the drawing up of the sustainable development strategy (and continue to work towards coherence between Belgian policies in the field).

#### **Suggestions for a sustainable development strategy in development cooperation**

The positioning of cooperation as a contribution to sustainable development would imply, in particular:

- Designing programmes (in particular ICP) and interventions in response to a general diagnosis of sustainable development aspects, which includes the environment (in the same way as for all the cross-cutting questions and priority "themes").
- Adopting a forward-looking approach to social, economic and environmental dynamics with a view to actively tackling the most controllable future problems and responding to the least controllable ones through adaptation (adaptation of interventions or contribution to the adaptation of receiving populations).
- Adopting systemic and holistic approaches, not enclosed within administrative, institutional, sectoral or disciplinary sectors; if necessary, mobilise more than one "priority sector" to focus on the same objective in terms of the units targeted, such as reception basins for intervention effects (for example, combining healthcare and sanitation infrastructure for a common health objective for the same target population).
- Giving all the dimensions of sustainable development (economic, social and environmental dimensions, along with their possible subdivisions) the status of "cross-cutting questions" to be integrated into each programme and intervention: they should be taken into account in the initial diagnosis and in the intervention's design; in terms of the intervention's design, this involves considering, on the one hand, the effects that the intervention has on them (including effects external to the intervention logic) and, on the other hand, the effects that they have on the intervention and on sustainably achieving its objectives. This holistic vision does not go against a precise targeting of interventions: it continues to be relevant to target a specific objective and results focused on the most defective aspects of the situation to be improved (in other terms, to take account of everything that is important but not to act on everything).
- Conduct collective thinking on the way of conveying the concept of sustainable development and transcribing it into actions, otherwise its values are not universally shared, cooperation partners may feel removed from it, and sharing efforts could become the object of disagreement.
- Gradually take a stand, in as consensual a way as possible and on a participative basis in the Belgian cooperation development community, with regard to the concepts of the green economy in relation to questions concerning strong or weak sustainability, mechanisms for the financial regulation of this economy, the extension of the field of application of market mechanisms to the environment, the balance between economic efficiency and equity under the constraint of limited resources. However, it is not necessary to exhaust all of these questions in order to create a coherent framework which invites others to align all forms of cooperation on the least questionable principles of sustainable development.

## **Suggestions for a specific strategy on the integration of the environment into development cooperation**

The environment strategy would not have to consider in more detail non-specifically environmental questions to be dealt with on the level of sustainable development. The suggestions which follow are also based on the hypothesis that the question of global environmental governance is dealt with separately (in a separate strategic document or in a separate section of the same document). In addition to the proposals (made above) concerning the preparation process, internal coherence, the form and communication of the strategy, the following orientations are proposed on the subject of content:

- In general, integrate the various recommendations of strategic relevance arising from the present evaluation, in particular the position to cross-cutting integration.
- Design this cross-cutting integration in Belgian cooperation interventions, but also as an objective to be promoted in partners' policies, activities and institutions.
- Through coherence with the general cooperation objective<sup>133</sup>, focus attention on the environmental problems which affect human development the most, and on the need to react to this in a complementary manner with adaptive responses and environmental tendency correction measures (according to their feasibility).
- Focus thinking on partner countries, regional partner organisations and priority sectors, with a differentiation between MIC and fragile States; plan for variations or greater detail by sector and country.
- Respond to the specific needs of the new cooperation approaches and methods (including AB, ownership and inter-donor coordination), and, in particular, take account of methods for managing possible tensions between the principle of ownership and the objectives of environmental protection.
- Anticipate future MDG indicators in order to determine objectives which contribute to these indicators and specific, realistic and verifiable indicators for these Belgian contributions.
- Pay close attention to the key tools of CEP, SEA, EIA and ex post environmental evaluations and to international practices in the field.
- With the environment being a cross-cutting question, the environmental strategy should be reflected in sectoral strategies and in all operational documents and tools. A clear summary document on the strategy (translated into English, Spanish and also possibly Portuguese) could be prepared for operational partners and political partners in order to inform them of Belgium's position.

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<sup>133</sup> and also to demonstrate and confirm that environmental integration does not prejudice the final goals of development.

## 2. Refocus the environmental sectoral approach

### 2.1. Observations underlying the proposals

#### Conclusions concerned:

CCL 9. The sectoral or cross-cutting approach to the environment

As the ESP suggests and as developing countries generally wish, the responsibility of industrialised countries in the deterioration of the global environment is an additional reason for them contributing to the sustainable development of other countries. However, for this, it is necessary for each industrialised country to focus its aid in the field of the environment. In relation to the Paris Declaration, the international sharing of work is recommended within the European Union<sup>134</sup>. With Belgium wishing to focus on sectors other than the environment, it is logical that it should offer the opportunity to other contributors, such as the EU and Germany, to concentrate on this sector in the framework of its direct bilateral cooperation, whilst also complying with its multilateral obligations. Therefore, as indicated in the ESP, Belgium does not have any reason to pursue quantitative cooperation spending objectives for interventions targeting environmental protection covering the six priority aspects other than its focal sectors or its contribution to multilateral funds. Such allocated spending objectives (therefore of means) do not comply with management principles focusing on results and may produce undesirable effects<sup>135</sup>.

### 2.2. Proposals to the DGD

- Focus environmental spending on (1) international obligations, (2) voluntary contributions to the GEF and UNEP, (3) support for the cross-cutting integration of the environment (provision of expertise, funding of environmental studies), (4) the response to partners' solicitations (provided that Belgium has a comparative advantage over other donors) and (5) the pursuit of the environmental objectives associated with the focal sectors (in support of the objectives of sectoral policies, or in support of environmental integration in partners' sectoral policies).
- In a given context or country, define, on a case-by-case basis, the best combinations between sectoral (options 4 and 5) and cross-cutting (option 3) approaches, and maintain the minimum requirements for systematic transversality (see recommendation 3).
- Whilst continuing to reserve sufficient budgets for the environment and without abandoning environmental marking, relinquish quantitative targets such as those defined in the ESP (without targeting the aspects to be privileged), namely 5% of "relevance 2" spending<sup>136</sup>, 40% of "relevance 1 or 2" spending and "15% of the additional budget for supporting partner countries in the integration of environmental protection and sustainable management in their policies and the implementation of international environmental conventions and agreements."

<sup>134</sup> COM(2007) 72

<sup>135</sup> By focusing on means rather than results, there is a danger of undermining the relevance and efficiency of the efforts; it could also encourage the adoption of a large flexible definition of the environment, or even isolation in the form of specific interventions for environmental efforts which would be more usefully integrated into other programmes; finally, it would also be a pity to excessively divert resources in favour of the cross-cutting integration of the environment which is both necessary and demanding.

<sup>136</sup> The term "relevance" is used in the sense of the ESP; the evaluators deem that the importance of the environment in an objective is not a criterion of relevance.

- In the scope of the interventions listed under (4) or (5) above, take a clearer interest (a) in potential synergies between interventions with an environmental goal and cross-cutting integration of the environment in other interventions (promoting opportunities for pooling expertise) and (b) in combined interventions (often marked "1") combining environmental and socio-economic objectives.
- Define priority themes ("priority aspects") in relation to the focal sectors; if necessary, within major priority sectors, distinguish the sub-sectoral priorities with a strong environmental connotation or priority environmental aspects (in a limited number), such as the protection of natural resources in support of the agriculture sector and food safety, or urban sanitation within basic infrastructure (or, better, if we adopt an approach by objectives, investing in sanitation with a view to the objectives of the health sector).
- Through indirect cooperation, continue to maintain opportunities for promoting specialist environmental expertise in the fields unfamiliar to these priority sectors.

### **3. Confirm the pursuit of the cross-cutting integration of the environment in all interventions, by widening it to include adaptation**

#### **3.1. Observations underlying the proposals**

##### **Conclusions concerned:**

CCL 6. The objective of environmental integration at all levels  
 CCL 9. The sectoral or cross-cutting approach to the environment

To date, the environment has not been integrated in a cross-cutting manner in all the interventions. Yet, all activities generate environmental pressures the correction of which may be relevant and contribute to overall efficiency. The new law is more explicit on this subject insofar that it indicates that there is a concern to protect the environment in all sectors and interventions. Furthermore, environmental changes (including climate changes) are likely to influence the ability to achieve development objectives regardless of the sector. However, often too little attention is paid to sustainability, often the case when it involves anticipating the environmental or climate changes which may affect it. Greater attention is also required in terms of the conditions and capacities of sustainable environmental management and beneficiaries' vulnerability to climatic and environmental changes. Greater attention to the role which the environment may play in terms of the success of development actions is required not only in order to help to improve their performance, but also to improve understanding of the importance of protecting the environment. Therefore, the principle of environmental integration is justified in a largely cross-cutting manner, without being limited to the strict dimension of environmental protection.

#### **3.2. Proposals to the DGD**

- Opt for a clear position in favour of the cross-cutting integration of the environment, on the basis of the principle that, a priori (namely lacking proof to the contrary), every intervention, every sector and every potential beneficiary of cooperation are concerned as much by the effects experienced as by the effects exerted on the environment. This integration principle implies the systematic taking into account of the environment in initial analyses (study of the context and diagnosis of the problems prior to the intervention). It does, however, leave the door open to integration or not of environmental objectives in the intervention according to what is feasible and relevant for the overall objective.

- With a view to a sustainable development approach, plan for a symmetrical treatment of the interventions' environmental, social and economic implications and prevent the environment from being dealt with as a minor aspect.
- Extend the cross-cutting principle of "environmental protection" to the taking inclusion of the indirect effects on the environment, including those obtained through the "necessary conditions" targeted by the 2002 ESP.
- Complete this vision of environmental protection, focused on the effects exerted by development interventions, through a vision of the opposite effects exerted by the environment, as has already been the case with the KLIMOS tool.
- Plan also to pay cross-cutting attention to the effects of the intervention in the field in terms of "sustainable environmental management conditions" and vulnerability or adaptation to climatic or environmental changes (in the society receiving or benefiting from the aid).
- Consequently, refer to the more operational suggestions of recommendation 4 below.

### 3.3. Proposals to the BTC and other implementation organisations

- For the "environmental protection" dimension, do not limit oneself to the traditional attitude in the EIA field, which consists of minimising (mitigating) the most significant effects: indeed, it is necessary to also consider the opportunities, on the one hand, of maximising the positive effects, and, on the other hand, of correcting, at a lesser cost, the effects, even the relatively minor ones,<sup>137</sup> (including in the intervention's logistical management); be sure also to consider all aspects of the environment (a positive effect on an aspect cannot exempt us from considering other aspects; to that end, a pre-established list of sections to be considered may be useful).
- For the "adaptation" dimension (of the intervention), recommend taking account of the influences exerted by environmental factors and their consequences<sup>138</sup> on the intervention's feasibility (effectiveness, efficiency), the permanence of its results, and its development impact. Greater attention to the role which the environment may play in these respects is required not only in order to help to improve their performance, but also to contribute to confirming the importance of protecting the environment. The factors to be taken into account are, in particular, the variations (climatic, hydric, natural and other environmental variations<sup>139</sup> as well as other unpredictable factors) and trends (more predictable) in terms of the condition of natural resources and environmental conditions on which the benefits of the intervention depend. The uncertain aspect of these factors should be dealt with along with the risks and hypotheses according to a traditional project management method.
- Subscribe to the orientations in 3.2 above and implement them as suggested in 4.3 by respecting, in particular, the principles of ownership and participation.

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<sup>137</sup> For pressures on the global environment (such as greenhouse gas emissions), the effect of an individual intervention is never significant and all opportunities for reducing pressure must be taken, starting with the most effective ones.

<sup>138</sup> Including the social consequences, such as conflicts and migrations.

<sup>139</sup> The influences of the social, economic and institutional context, in which intervene traditional factors of viability (ownership, economic and financial viability, political context, institutional capacities, appropriate technologies, etc.) require a similar approach in relation to the concern for sustainable development.

## **2<sup>nd</sup> section. Recommendations with a more operational scope**

### **4. Reinforce approaches to the inclusion of the environment, including in the initial stages of the intervention cycle**

#### **4.1. Observations underlying the proposals**

The preceding strategic recommendation naturally requires being made operational for more systematic environmental integration without being limited solely to environmental protection which, nevertheless, is important. In this regard, the intervention cycle's initial phases are crucial. In the absence of detailed analyses of the potential links between the intervention and the environment, non-relevant orientations may be taken at these stages without the opportunity of being corrected easily at a later date. In particular, it appears that actions designed to reinforce the "necessary conditions" of sustainable environmental management require being based on a precise identification of needs in the field. Nevertheless, needless to say, initial analyses remain without any effect if the resulting recommendations are not implemented and are not the subject of monitoring during implementation.

#### **Conclusions concerned:**

CCL 6. The objective of environmental integration at all levels  
CCL 7. The objective of "setting up the necessary conditions" in partner countries  
CCL 10. The general results of the commitments and intentions expressed by the main evaluation objectives

#### **4.2. Proposals to the DGD**

- Pay more attention to the links between the environment and socio-economic development in the analyses of context and diagnoses prior to the preparation of country strategies and ICP: rely on the analyses of the state of the environment and existing CEP and adopt a forward-looking vision (in particular, taking account of climate forecasts).
- Adopt a similar systematic environmental integration approach, with a holistic and underlying vision of the interactions between economic, social and environmental problems, in the analyses of context and the diagnoses which underpin the identification of direct bilateral cooperation interventions; encourage the same approach among stakeholders in charge of identifying other interventions.
- Also ask intervention designers to proceed, during preparation (identification and formulation), with an ex ante examination of the reciprocal relationships between the environment and the planned intervention<sup>140</sup>, in order to lead to a justified selection of measures<sup>141</sup> to be planned in the intervention's final design and implementation.

<sup>140</sup> Not to mention, monitoring the way in which the intervention is able to contribute to environmental integration in terms of the activities of partners and beneficiaries in their respective sector.

<sup>141</sup> The approach does not necessarily have to lead to the incorporation of activities, expected results, or environmental objectives. However, attention to the environment in intervention logistics is always possible and commendable. For the rest, reasons of efficiency (relationship between cost and result) may justify certain types of intervention being exempt from other specific environmental integration efforts. As a general rule, it is less a question of determining whether environmental integration is required or not, than scaling (quantitatively) and adapting (qualitatively) this effort to the desired benefits.



- This ex ante examination may involve, at the very least, screening, as provided for by the KLIMOS tool kit, to be carried out in the identification phase and which may conclude, if necessary, by the realisation of a more complete environmental evaluation (such as EIA or SEA) or not.
- Plan SEA which may, according to the case, apply to the partner's sectoral strategies in the focal sectors of Belgian cooperation (including when budgetary support is planned), ICP and identification documents for complex interventions. Preferably plan SEA as processes, with successive stages throughout the decision-making process, supported by expert studies, rather than as occasional technical studies entrusted entirely to experts; in the case of SEA for the partner's sectoral strategies, start by ensuring its ownership of the idea and its availability to modifying its strategy in view of the recommendations.
- Use tools, such as screening, EIA and SEA, not only with a view to mitigating the most significant negative effects, but also to promoting opportunities to correct emissions and pressures on the environment at a lower cost, improving positive effects, and adapting and reinforcing local capacities.
- Ask to use the section on the environment (within the section devoted to cross-cutting questions or, even better, within a section on environmental, social and economic sustainability) in an intervention's preparatory and presentation documents in order to explain the procedure followed and the conclusions drawn from it; do not accept that the section on the environment is taken lightly or is used to present the intervention in a favourable light without any real critical effort designed to improve it.
- Ensure the cross-cutting integration of the environment in ICP, sectoral strategies and operational documents by the implementation organisations.
- Set deadlines, according to the intervention and decision-making cycle, for the implementation of the environmental analyses provided for in the previous point (screening, EIA, SEA), in such a way that their conclusions can be taken into account in time; also adapt budgets to the needs of environmental integration, including in later phases managed by the BTC.

### 4.3. Proposals to the BTC and other implementation organisations

- As suggested above, adopt a holistic and dynamic vision when formulating approaches (BTC) or when preparing programmes and interventions<sup>142</sup> and proceed systematically with an ex ante examination (screening) of the environmental, social and economic implications with a view to sustainable development<sup>143</sup>.
- Refine, in particular, the analysis (potentially complex) of the "conditions" for sustainable environmental management every time there is a question of reinforcing them or whenever opportunities arise to act in this sense; the analysis grids could also be prepared as tools to be used for that purpose.
- Pay attention to combining socio-economic and environmental benefits with a view, in particular, to their permanence. More generally, draw inspiration from the lessons learned in Annex 5.3.6.

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<sup>142</sup> On the basis of the traditional method of the problem tree (often focused on the direct causes of the initial problem and on current problems), this approach involves recommending an extended analysis of environmental, social and economic problems, including trends towards future problems.

<sup>143</sup> Including, for example, through EIA already used at the BTC in particular.

- Plan SEA type approaches when formulating complex interventions as a complement to and in line with analyses of a same type which may already have been carried out by the DGD or partners (the approaches may be adapted on a case-by-case basis).
- On the basis of the ex ante examination of environmental implications, identify the "SMART" indicators for the environmental parameters likely to be modified, establish the baseline for them and plan for monitoring.
- Follow and comply with local procedures and regulations (in particular in the field of EIA and compliance with environmental standards and regional development), but, if necessary, go beyond these with a view to the reciprocal reinforcement of capacities.
- For environmental integration, continue to adopt a participative approach with partners with a view to ownership and reciprocal learning; continue also to comply with the principles of the implication of stakeholders in the field, target beneficiaries and parties at risk of being subject to effects.

## 5. Facilitate and support environmental integration

### 5.1. Observations underlying the proposals

#### Conclusions concerned:

- CCL 1. The complexity of the theme (and of its evaluation)
- CCL 6. The objective of environmental integration at all levels

The evaluation was unable to carry out an in-depth study of the factors limiting or determining the capacities of the institutional system of the Belgian cooperation in the field of environmental integration. Nevertheless, it appears that it may suffer from a priority given to socio-economic requirements, budgetary and institutional constraints and a tendency, encouraged by the principle of ownership, to comply with partners' demands. Environmental integration may also be disadvantaged by the complexity of the questions to be considered, the difficulty staff have in perceiving the links between its activities and the environment, or even a lack of time, expertise, and access to practical tools. The KLIMOS platform goes some way to replying to these problems, but its resources are limited and its advice is not directly accessible to the DGD. Various interesting initiatives exist among implementation organisations (BTC and some NGO) but they are not shared and a large diversity is seen in the extent and the way in which the environment is taken into account.

### 5.2. Proposals to the DGD

- Commission an analysis of institutional capacities in the field of environmental integration covering all Belgian cooperation stakeholders, with a view to identifying training needs, building bridges between the expertise demand and offer, the opportunities for exchanging experiences and good practices, as well as improvements which may be made to decision-making and management processes resulting in final effects in the field; adopt the relevant measures which this study will have identified.
- Confirm the orientation towards a sectoral focus insofar that it helps to reduce the complexity and scope of the expertise required for environmental integration (but without succumbing to an excess of specialisation which would work more according to the offer than according to demands and needs); taking advantage of

this orientation to reinforce the taking into account of the environment in sectoral strategies and the guiding documents specific to each sector.

- Support the setting up of a permanent advisory service (similar to that of KLIMOS for the DGD) and training accessible to all stakeholders, which is as efficient as possible (justifying its costs) and preferably separate from the donor (in order to allow it to remain within a purely methodological, technical and scientific expertise role).
- Organise a network of experts which may be mobilised at short notice as a complement to this permanent service and make a budget available for the purpose<sup>144</sup>.
- Adapt requirements in approaches to the management of the intervention cycle and, in particular, the logical framework method, especially in order to take account of the fact that its ordinary version excludes effects external to the intervention logic.
- Break down the environment section in the intervention reports and preparatory or presentation documents framework in such a way as to guide thinking and avoid reducing the environment to one sole aspect.
- Call upon environmental experts to review (and improve) the proposals submitted by indirect cooperation stakeholders.

### **5.3. Proposals to the BTC and other implementation organisations**

- Organise the exchange of experiences, problems and good practices, in particular among NGO platforms, but also (and preferably) on a much wider scale.
- Complete, distribute and use the lessons learned from this evaluation, especially in terms of lists of factors likely to affect the success of environmental integration efforts.
- Focus efforts (and the allocation of specialist human resources) on situations where there is considered to be the most risk in following the partner's environmental governance system and target a dual objective, on the one hand, of improving the intervention, and, on the other hand, of reinforcing this system.
- Pay attention to aptitudes and environmental sensitivity in recruitment criteria.

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<sup>144</sup> The consultants are aware of the concerns which such a recommendation may generate at a time of major budgetary constraints. However, their duty is to recommend investments which they believe to be relevant, without losing sight of efficiency (encountered here through the suggestions to set up pooled support services and to abandon spending objectives).

## 6. Improve the marking of interventions

### 6.1. Observations underlying the proposals

#### Conclusions concerned:

CCL 2. Information available

In the current situation, the ODA.be<sup>145</sup> database provides indications about the attention paid to the environment via a DAC environment marker and four Rio markers. The evaluation highlights the difficulty of allocating scores and the sensitive nature of the score for the person who awards it. In particular, the difficulty concerns the fact that the title of the three categories (scores 2, 1 or 0 according to whether the environment - or the contribution to the Rio convention - is a "decisive principal objective", an "important secondary objective" or does "not play any role") excludes interventions in which the objective is secondary without being important and those where the desire to mitigate negative effects plays a role despite there not being an objective to improve the environment. The difficulty is also in the interpretation of actual intentions, which are not always clearly presented in logical frameworks. With Rio marking serving to trace efforts made by different donors in terms of the three major Rio conventions, there is also the question of the risk of a double count.

### 6.2. Proposals to the DGD

- Clarify the instructions for awarding scores for the ODA.be environment marker and the Rio markers in such a way that all interventions find a place in the sections proposed<sup>146</sup>: 2 if the intervention pursues an environmental objective without which it would not be implemented (as specified in the OECD directives)<sup>147</sup>, or 1 or 0, with 1 if it is, nevertheless, significant, and 0 if the objective is absent or not significant.
- Do not consider the real effects of the intervention (positive or negative) because marking clearly concerns objectives.
- Only consider as environmental objectives intentions to improve the environment (compared to the situation without an intervention); exclude the desire to improve the environmental effects of the intervention (compared to a situation in which the intervention would be implemented without this concern).
- Avoid trying to maximise the environment marker 2, in view of the suggestion to abandon the objective of maximising interventions with an environmental goal.
- In view of the interest of also following the cross-cutting integration of the environment in interventions motivated by other concerns, even the risk of negative effects, design, to that end, a separate marking (without losing sight of

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<sup>145</sup> It was also noted that sectoral classification does not make it possible to clearly accommodate specific adaptation interventions and that the "environmental protection" sector is a default classification sector (it accommodates interventions with an environmental goal which are difficult to classify elsewhere), in such a way that its scale does not really reflect the efforts deployed for the environment.

<sup>146</sup> And, of course, make sure not to interpret the progress of marking as a sign of changes in the reality of the interventions.

<sup>147</sup> An alternative would be to suggest that 2 (or 1) corresponds to a project, the specific objective of which all (or a non-negligible part) is a contribution to an environmental objective or is almost completely (or a non-negligible part of it) combined with it ; in this case, the double count should be accepted (for example a forestry conservation project may be entirely a contribution to the protection of biodiversity and also entirely a contribution to carbon sequestration).

the need to correct these effects and even abandon the intervention in the case of their being excessive).

## **7. Reinforce monitoring and evaluation from an environmental point of view**

### **7.1. Observations underlying the proposals**

#### **Conclusions concerned:**

CCL 2. Information available

The evaluation has highlighted the difficulty of identifying and evaluating the environmental effects of interventions, and therefore, of adopting an approach focused on the results of environmental integration. The weakness of local systems for monitoring the state of the environment plays a role in this respect. In general, the effects are not the subject of monitoring or evaluation, which does not allow them to be corrected or improved. The identification of SMART indicators may be particularly difficult for the effects on the environment, in the same way as "conditions" for sustainable environmental management and adaptation. The long-term concern of anticipating future damage, or a preparatory adaptation to future events, is a specific challenge in terms of the temporality of indicators. Other difficulties arise from the need to pay attention to a large range of effects external to the objectives, including unforeseen effects and those resulting from an interaction between numerous sources of environmental disturbances.

### **7.2. Proposals to the DGD**

- Pursue thinking on indicators with a strategic scope (in relation to other donors), in particular concerning adaptation (anticipative) and the effects of the interventions and sectoral policies supported by these.
- Develop, in particular in the frame of the indicators of Belgian contributions to GMD, by anticipating GMD 2015 (opportunity of immediately integrating indicators which are not challenged: forests, protected areas, protected species, water, fish and more "uncertain" GMD indicators: soil, air) and focusing on aspects related to the focal sectors.
- Call upon the services of research and experts as indicated below.
- In partner countries, and, in particular in the focal sectors, jointly ensure that environmental monitoring by the partner for the sector is improved, as well as the environmental monitoring of interventions.
- Encourage implementation partners to establish baselines in the formulation or launch phase and monitor environmental effects, whilst also ensuring that this approach is part of the general monitoring of the intervention in terms of its objectives.

### **7.3. Proposals to researchers and experts**

- Support the DGD and its partners in the development of indicators (in relation with the support-advice team suggested in 5.2).

- Carry out ex post environmental effect studies (and capitalise on results on an international level) for standard interventions in focal sectors, among other things in order to reinforce ex ante evaluation capacities.

#### **7.4. Proposals to the BTC and other implementation organisations**

- Ensure the environmental relevance<sup>148</sup> of the general monitoring and evaluation indicators for interventions.
- Establish baselines in the formulation or launch phase concerning the state of the environment or any other environmental challenge (adaptation, local capacities and conditions for environmental management); monitor implementation during (and if possible after) changes in the most relevant indicators; include, if necessary, this approach in the frame of an EIA or a SEA followed by environmental management plans.

#### **7.5. Proposals to the Special Development Cooperation Evaluation Unit**

- Take greater account of the environment in the evaluations organised by the Special Development Cooperation Evaluation Unit: draw the attention of evaluators to the question of pressures placed on the environment, adaptation and reinforcement of capacities (or conditions) for the sustainable management of the environment in evaluations (or of certain evaluations deemed to be strategically relevant in this respect), especially ex post evaluations.

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<sup>148</sup> Reference is made not only to the addition of other environmental indicators but also to the quality of other indicators, which, not always being in perfect correlation to the objective indicated, may divert it in a less desirable direction (this is particularly the case when the indicator tends to assess the effort rather than the result and when the effort implies the consumption of resources which generate environmental pressures).

# Annex 1: DGD's Management response

## A1.1.CONCLUSIONS

### **Conclusion 1: Implementing environmental integration and reconciling development objectives with environmental objectives is complex. This complexity is a constraint for the evaluation.**

**Response:** The DGD agrees that the integration of environmental aspects into development objectives is complex and that it is still not obvious how to translate this complexity in each component of the development activity into practical and location-specific objectives and subsequently to evaluate them. Environmental objectives are usually long term objectives and, when addressed as cross-cutting issues, they are not always included in the specific objectives of projects or programmes. Consequently these objectives are more difficult to monitor and evaluate.

The complexity of this process, however, may not be seen as the only weakness of this evaluation. The methodology applied in the evaluation did not foresee for in-debt case studies to explore the environmental impact of the projects. The evaluators have had an average of one day per project to answer the evaluation questions<sup>149</sup>. Given that the complexity of this theme was known beforehand, it can be stated that the approach to this evaluation was not tailor made to this theme.

**In conclusion:** Partially agreed

### **Conclusion 2: The information available on environmental integration or on its results is scarce or of poor quality**

#### **Response:**

Not agreed regarding quantity: the information is there, but is not always available in databases or listings (the KLIMOS toolbox attempts to provide an answer to this, but its maintenance needs to be strengthened).

Agreed regarding quality: given that the reporting formats are very different, figures are not really trustworthy and there is a potential danger of double counting and overlapping. The reporting to the OECD/DAC via the Rio markers leads to double and sometimes even triple counting of financial flows. As was also the case for the previous conclusion (Cf. Conclusion 1), a results framework is generally lacking. Environmental objectives should be included with a separate budget. Furthermore, there is a real need for more criteria and indicators that are set up for each programme/project in order to map out the environment impact against which the effectiveness of a project can be checked afterwards.

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<sup>149</sup> If it is true that an average of one day field visit per project was foreseen, much more time was spent into the study of projects related documents and reports.



**Conclusion 3: The design of the Environment Strategy Paper (ESP) shows some weaknesses. The relevance of certain orientations is questionable.**

**Response:** a clear vision by DGD on integrating the environmental theme in the development activities was indeed absent when the ESP was written.

The ESP dates from 2002, 10 years after the Rio Conference, at a time when the Multilateral Environmental Agreements (MEAs) were reaching cruising speed. The strategy was written to give a maximum description of the environmental issue in developing countries. At that time, it was deliberately decided not to make any choices that would specifically favour one or another sector. At that time, it was useful to define a global strategy valid for all partner countries at the time. These partner countries could be found in arid, semi-arid, sub-humid and humid areas. Some partner countries were located in mountainous regions, coastal areas, on lakes, etc. In short, each ecosystem was represented in one way or another. Due to its general nature, the Strategy Paper lost the power to foster deliberate choices, but some possibilities of application were defined. Nevertheless, its applicability in the field, due among others to the absence of an operational framework, revealed later to be a weakness of the ESP.

**In conclusion:** Agreed

**Conclusion 4: The ESP has played a positive role but has had little influence on practices outside the DGD. It has become outdated.**

**Response:** The ESP was not used outside the DGD, and even among the actors from the Belgian development cooperation, the strategy is little known and thus little used. Obviously, as well in the bilateral as in the indirect area, the environment has always been addressed as a 'horizontal theme'. Prior to the reform of the DGD, the Department of Climate, Environment and Natural Resources, which at that time was responsible for integrating the environment in all projects/programmes, was located in the former Directorate for Multilateral Cooperation. There the emphasis was mainly placed on monitoring the negotiations of the MEAs and, as a result of understaffing, environmental integration was not sufficiently addressed. The attention points of the ESP are unfortunately still relevant.

It is clear that the Strategy Paper is no longer appropriate, given the development in the sector (e.g. much more attention to climate change and gradually also to climate changes adaptation, better knowledge and awareness of what the decline of biodiversity means). Given the changing public context and the evidence of environment impact on world events, it is clear that environment strategy needs updating.

**In conclusion:** Agreed

**Conclusion 5: The 6 'priority' aspects include nearly everything. The notion of priority thus makes little sense.**

**Response:** It is correct to say that the 6 environmental aspects described (water, city, forests, desert, climate and biodiversity) comprise nearly the entire environmental sector. In order to make financing possible for all partial aspects, the DGD wants to be able to react flexibly to the needs of the developing countries. Each country has different environmental issues, and also sets different priorities. By aligning the policy of direct governmental cooperation as much as possible to the policy of the partner country, the possibility to prioritize is somewhat limited. This,

however, should not be a problem in itself if the correct Belgian expertise can be mobilized. For the time being, no notable problems have arisen in that regard.

**In conclusion:** Agreed, but is not seen as problematic.

### **Conclusion 6: The environment is integrated at every level, but not systematically as a cross-cutting issue.**

**Response:** The claim that the environment is integrated at every level does not appear to be supported. There are a great many gradations of integration that the evaluators did not address. The attempt of the Department of Climate, Environment and Natural Resources to implement the climate agenda by means of the scientific support of KLIMOS is not dealt with. The same is true of the support for the integration of biodiversity by the Royal Belgian Institute of Natural Sciences, which even yielded a large echo at international level. The fact that systematic integration of the environmental issue at a cross-cutting level did not always receive sufficient attention in the past is however correct.

As far as new interventions are concerned, the environment has now become a cross-cutting theme, along with other issues. We acknowledge that the sometimes difficult relations between poverty reduction, inclusive sustainable growth and environment protection, are often not explicitly addressed, nor is any explanation given on how these relations can be improved. Furthermore, it remains a challenge to integrate the theme of 'Global Public Goods' in our cooperation partnerships. This is a challenge with which all donors are grappling.

**In conclusion:** Partially agreed

### **Conclusion 7: The objective of 'setting up the necessary conditions' in the partner countries has not been provided with sufficient financial resources.**

**Response:** The problem of the necessary conditions for putting the environment on the agenda is one of the greatest bottlenecks of the entire discourse. In developing countries, we are often confronted with ministries that deal with the environment being up against institutionally stronger ministries (agriculture, industry...). This difficult position, strengthened by the fact that our correspondents for development cooperation usually come from the ministries of Planning, Finance or Foreign Affairs, make that the environment is not usually at the top of the agenda. Furthermore, the scope for investment in environmental programmes is also less visible and the results are only noticeable much later on. The means made available do not always reach the most vulnerable target groups either.

It is usually not just a question of (financial) resources but equally of political will in the country concerned. It is therefore correct to ask the question as to what are the roles of the DGD and the posts in the field when it is a matter of 'Green Governance', national environmental issue and global public goods. Clearly identifying national priorities regarding the environment can in this way be one of the necessary conditions for a more liveable and sustainable policy. This does not alter the fact that strengthening the capacities of the authorities is important. A scientifically-based monitoring system that focuses on this and that clearly demonstrates the advantages and disadvantages of certain actions for economic development and the welfare/health of the people could demonstrate the importance of integration.

**In conclusion:** Agreed

### **Conclusion 8: The contribution of the Belgian cooperation to MDG 7 is difficult to measure.**

**Response:** MDG 7 is indeed difficult to quantify. At the target level (#4), this is still possible, but at the indicator level (#12, which is furthermore usually country-specific) this is indeed not easy. This is closely linked to conclusion 2.

MDG reporting must be based on a solid database that can isolate the partial aspects of the environment and can easily generate efforts (financial, personnel). Only result-oriented approaches that illuminate these specific partial aspects enable this kind of reporting. In this regard, it is worth noting that the DGD also must take responsibility for Belgian reporting with regard to the climate (UNFCCC), biodiversity (UNCBD), desertification (UNCCD) and other international environmental treaties as concerns the ODA efforts. This is only possible through the introduction of the systems described above.

**In conclusion:** Agreed

### **Conclusion 9: The cross-cutting approach to the environment is well founded. The sectoral approach is only justified in the framework of international obligations and commitments.**

**Response:** The assertion that a cross-cutting approach to the environment makes sense and that the sectoral approach can only be defended in the context of international commitments is a far-reaching and rather bizarre conclusion. This in fact means completely ignoring international principles regarding global partnership and the partial but differentiated responsibility for environmental protection.

The new Strategy Paper shall address this duality (cross-cutting/sectoral).

**In conclusion:** Not agreed.

### **Conclusion 10: The general results of the commitments and intentions expressed by the principal objects of the evaluation are positive.**

**Response:** This conclusion already refers to the recommendations, and the response of the DGD to the recommendations shall be addressed below.

## **A1.2. RECOMMENDATIONS**

### **Recommendation 1: Clarify the conceptual and strategic framework of the environment and sustainable development in terms of development cooperation.**

**Response:** The fact that 'sustainable development' is made a priority matter is obvious for development cooperation. Each development can only take place within the confines of a harmonious balance between social, economic and ecological aspects. This is admittedly on the condition that these elements are equivalently present, which is often not the case. The merging of Sustainable Development Goals (SDGs) and Millennium Development Goals (MDGs) will force development cooperation to think even more in this direction. The foundation for each development is laid in its surroundings: without the soil, water and air being in good condition, and without the availability of natural resources, little can be developed.

Naturally, there is much noise in the developing world about the interaction between 'sustainable development' and 'environment'. Sustainability is not limited to the environment, but is a way of thinking and doing that transcends a healthy environment. It is also related to the necessary changes in global production and consumption patterns, should we wish to ensure that development also takes planetary boundaries into account. Strategic, long-term thinking and planning are active ways to effectively contribute to a culture of sustainability.

Furthermore, we must avoid that such a development policy is contradicted by objectives and actions in other domains and sectors that can have a harmful impact on developing countries. Together with sustainable development, policy coherence in favour of development is thus fundamental. The new environmental strategy that is on the way will use the 'stepping stone' of sustainable development as an element of its vision on environmental protection and the sustainable use of natural resources.

**In conclusion:** Agreed

## **Recommendation 2: Refocus the environmental sectoral approach**

**Response:** The Law on Development Cooperation of 19 March 2013 stipulates that the environment as a theme shall be integrated in a cross-cutting manner. The possibility, however, shall be provided to follow a two-track policy and, within the existing priority sectors, to also be able to respond to the environment in the event that the partner country explicitly asks for this. Furthermore, it is important to have the ability to adjust the policy to various types of partner countries with which we work (fragile states, Least Developed Countries and MIC countries). Maintaining some flexibility is thus of great importance.

**In conclusion:** Partially agreed

## **Recommendation 3: Confirm the pursuit of the cross-cutting integration of the environment in all interventions, by widening it to include adaptation.**

**Response:** With regard to a cross-cutting approach, see recommendation 2.

The DGD agrees with the recommendation but shall broadly apply the concept. The problem with the evaluator's choice of the word "adaptation" lies in the fact that this concept is not only valid for integrating the theme of the environment, but equally applies to developing a society as a whole; namely, increasing the capacity of a society to adapt to continuously changing circumstances. In this context, one can also refer to the debate concerning resilience.

The concept of adaptation is closely related to the climate debate. On the express request of developing countries, the concept of 'adaptation to climate change' was included in the negotiation, the underlying principle being ecological debt; but in our view, however, it does not seem correct to isolate adaptation. It is equally necessary to promote a sort of 'low carbon economy' in developing countries, and adaptation is also necessary for biodiversity. In order to retain sufficient natural resources, these must be used carefully. For instance, judicious land use is a basic need in developing countries, and the introduction of a 'green economy' (and not just green growth) is a relevant concept there.

**In conclusion:** Agreed, but with a broader scope than presented.

#### **Recommendation 4: Reinforce approaches to the inclusion of the environment, including in the initial stages of the intervention cycle.**

**Response:** It is clear that environmental considerations should be integrated into the entire cycle of projects/programmes. Not only in the conceptual phase (e.g. by environmental impact reporting (EIR)), where much improvement is still possible, but also in the follow-up, evaluation and use of the lessons learnt phases. This must happen in each component of our cooperation, including in cooperation with the private sector through the Belgian Investment Company ('green economy'). Of course, the 'development relevance' is also important for the latter (private sector), which is all too easily forgotten. Isolated environmental investments that are not supported by the local civil society are of little or no use. The condition is that capacity is developed in the partner countries, but also within DGD and among our implementing partners.

The Belgian environmental strategy for development serves as a guiding thread for DGD, but the local environmental strategy (if there is one) takes priority (ownership).

**In conclusion:** Agreed

#### **Recommendation 5: Facilitate and support environmental integration**

**Response:** It is not clear to us to what extent 'environmental integration' is different from 'cross-cutting integration', which was addressed above. Consequently, we refer to the response to Recommendation 2.

#### **Recommendation 6: Improve the marking of interventions**

**Response:** A system of results reporting based on specific objectives with regard to the environment would make the marker system redundant for determining the financial flow of climate adaptation, climate mitigation, biodiversity or desertification. The evaluators used negative scores for the environment whenever a project/programme had harmful impacts on another aspect of the environment. In terms of 'feasibility' within OECD/DAC's existing, too-general markers, this is impossible because the methodology does not provide for such scores.

We furthermore wish to point out that the system of markers that the DGD complies with is an internationally agreed system. An attempt is being made to improve its application by means of a review of that system within the OECD/DAC.

**In conclusion:** Agreed.

#### **Recommendation 7: Reinforce monitoring and evaluation from an environmental point of view**

**Response:** Agreed, knowing that this is not typical for this sector but that all concentration sectors and themes are familiar with this challenge. This is certainly the case for cross-cutting themes that in addition evolve technically and scientifically, such as the environment. Furthermore, the problem of result-oriented management in the environmental sector is a long-term question. The impact of an activity/project or programme in which environmental objectives are formulated is in many instances only measurable after a long lead time. However, formulating such project baseline data is already a step in the right direction because, afterwards, it would be possible to appreciate an improvement or worsening of the environmental situation.

**In conclusion:** Agreed.

## **Annex 2: Terms of Reference**

### **B. Terms of Reference for the thematic evaluation of Belgian development cooperation with regard the environment**

#### **B1. Introduction**

##### **B1.1. The Directorate General for Development Cooperation**

The Directorate General for Development Cooperation (DGD) of the Federal Public Service (FPS) Foreign Affairs, Foreign Trade and Development Cooperation handles the various aspects of Belgian development cooperation. The DGD falls directly within the responsibility of the Minister for Development Cooperation.

The DGD is currently undergoing significant restructuring.

In order to implement the programmes that it finances, the DGD (co)finances different implementation partners such as the Belgian Technical Cooperation (BTC), the European Commission, international organisations, development banks, inter-university councils, scientific institutions, nongovernmental organisations and other associations.

##### **B1.2. Thematic concentration**

Article 8, §1 of the law of 25 May 1999 on Belgian international cooperation, amended by the law of 19 July 2005, states that "Belgian international cooperation in the sectors cited in Article 6 of the present law shall always take account of the following four crosssectoral themes:

- 1° reestablishing a balance between rights and opportunities for women and men;
- 2° respect for the environment;
- 3° social economy;
- 4° respect for the children's rights."

##### **B1.3. Strategy papers and legal obligation to evaluate**

Article 8, §2 of the law provides that "for each of these crosssectoral themes, a strategy paper should set out the relevant development strategy. The procedure to be followed and the modalities to be used in drafting said strategy paper shall be stipulated by the King. The aforementioned strategy papers shall be forwarded, along with the opinion of the Federal Development Cooperation Council, to the Chamber of Representatives and to the Senate, as per the modalities stipulated by the King."

Finally, the law states that "They (the strategy papers) shall be evaluated and amended at least every four years in light of the changing context of international co-

operation, as per the modalities stipulated by the King."

These procedures and methods are effectively set out in the Royal Decree of 17 September 2000 on the execution of article 6, §2 and articles 7 and 8 of the law of 25 May 1999 on the Belgian international cooperation.

The need to evaluate our strategies regularly is easily justified by the changes that are always taking place

- in the specific context of cooperation (see point 5, paragraph 2 below), and
- the more general challenges/risks and opportunities (globalisation, emerging countries, agroindustries, biotechnologies, etc.)

Since 2005, the Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation has successively evaluated the sectors of basic healthcare, social development (in its dimensions of local governance and decentralisation), education and training, food security (midterm evaluation of the Belgian Survival Fund) and agriculture and food security.

#### **B1.4. Subject of the evaluation**

The DGD's "environment" strategy paper attached in the appendices, dates from 2002 and has not yet been evaluated. **This is the principal subject of this evaluation.**

In accordance with current legislation, the strategy paper has been the subject of an appraisal from the Federal Council for Sustainable Development<sup>150</sup>.

In June 2008, JeanPascal van Ypersele, ViceChair of Working Group II<sup>151</sup> of the IPCC wrote a report entitled "Climate Change and the Belgian Development Cooperation Policy"<sup>152</sup>. This report was drawn up **at the request of the then Minister for Development Cooperation, Mr Charles Michel**. As a result, it is also strategic in nature and is **the first secondary subject of this evaluation.**

During the period considered (2002 2011) the Minister for Development Cooperation drafted several general policy documents. The paragraphs in these documents relating to the thematic are **the second secondary subject of this evaluation.**

More recently, consideration of the environment has become mandatory in the preparation processes for the indicative cooperation programmes (ICP) for partner countries. The paragraphs of these ICPs relating to the thematic are **the third secondary subject of this evaluation.**

As discussed later, the evaluation will begin with a critical inventory that will focus on all the interventions where consideration of the environment is relevant, even if only as a single point of attention.

Then, **just a selection of interventions** representative of the sector and the crosscutting theme, the different forms of cooperation (including nongovernmental programmes, State to State loans and BIO<sup>153</sup>) and the various actors in the different countries **will be used as case studies. The sample of interventions selected will include at least 6 interventions implemented by the BTC.**

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<sup>150</sup> The text of the opinion can be found at:  
[http://www.belspo.be/frdocfdd/DOC/pub/ad\\_av/2002/2002a24f.pdf](http://www.belspo.be/frdocfdd/DOC/pub/ad_av/2002/2002a24f.pdf)

<sup>151</sup> Intergovernmental Panel on Climate Change

<sup>152</sup> The text of the report can be found at:  
[http://diplomatie.belgium.be/en/binaries/report\\_climat\\_change\\_tcm312-67482.pdf](http://diplomatie.belgium.be/en/binaries/report_climat_change_tcm312-67482.pdf)

<sup>153</sup> Belgische Investeringsmaatschappij voor Ontwikkelingslanden - Belgian Investment Company for Developing Countries



Note: An ex ante assessment tool of the potential environmental impacts of an intervention, called the KLIMOS toolkit, has just been developed (<http://www.vub.ac.be/klimostoolkit/>). Although developed too recently to be part of the subject of the evaluation, the consultants will study this tool thoroughly and take into account its existence throughout the evaluation and when drawing their conclusions.

## B2. Terminology

The terminology and language used in the thematic are very specific. By its very crosscutting nature, the environment and its multiple aspects fall within the competences of a multitude of institutions, funds and specialised protocols.

For the purposes of this evaluation, the specific terminology given in the appendix will be used.

The terms used in evaluating development interventions must, for the purposes of this evaluation, also be adapted to the thematic with the following meaning<sup>154</sup>:

- **Cooperation intervention:** The various instruments, projects and programmes studied and/or visited by this evaluation, including the evaluation's primary and secondary subjects, the case studies and the processes, procedures, living organisms and products that these case studies contain or produce.
- **Relevance:** Measure according to which the objectives of the cooperation intervention correspond to the needs of the country/region, the global environmental priorities defined internationally and the partner countries environmental policies.
- **Immediate results (outputs):** Qualitative, quantitative and functional (direct or indirect, positive or negative, anticipated or not) modifications to the environment caused immediately or in the very shortterm by the cooperation intervention.
- **Shortand mediumterm results (outcomes):** Qualitative, quantitative and functional (direct or indirect, positive or negative, anticipated or not) modifications to the environment caused in the short or mediumterm by the cooperation intervention.
- **Longterm results or impact:** Qualitative, quantitative and functional (direct or indirect, positive or negative, anticipated or not) modifications to the environment caused in the longterm by the cooperation intervention.

From a strictly ecological perspective, the impacts are described as deviations from the natural development processes leading to changes in the theoretical state of the ecosystem. An environmental impact can be defined as the effect, over the longterm and on a defined area, of a human activity on an environmental component in its broadest sense (that is, encompassing biophysical and human aspects) compared with the likely situation if the activity were not implemented (adapted from Wathern, 1988). [ ]

- **Effectiveness (success):** Measure according to which **the planned positive results** on the environment by the cooperation interventions have been achieved.
- **Efficiency:** Measure according to which the resources (funds, expertise, time, etc.) are converted into costefficient, positive results on the environment.

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<sup>154</sup> The 5 evaluation criteria –relevance, effectiveness, efficiency, sustainability and impact –should not therefore be understood in the sense of their definition in the glossary of key terms relating to the evaluation and results–based management (DAC–OECD, 2002)

- **Sustainability:** See 'sustainable development' in the 'Terminology' appendix.
- **Coordination**<sup>155</sup>: The activities of two or more development partners that are intended to mobilise aid resources or to harmonise their policies, programmes, procedures and practices so as to maximise the development effectiveness of aid resources.
- **Complementarity**<sup>154</sup>: Development cooperation is a shared competence between the different donors which can be jointly exercised; each donor having a specific but not exclusive competence in the field of development cooperation.
- **Coherence**<sup>154</sup>: The nonoccurrence of effects contrary to the intended results of a policy.

## B3. Objectives, limits and purpose of the evaluation

### B3.1. Objectives<sup>156</sup>

- To obtain an assessment of the **relevance and usefulness** of an exclusive focus on the environment (environment considered as a sector) and the **relevance and usefulness** of the environment as a crosscutting theme for certain DAC sector codes.
- **To highlight whether and how the commitments of the Belgian development co-operation in terms of the environment given in B1.4 are translated into** direct or indirect, positive or negative, anticipated or not, immediate, short, medium and longterm results.
- To obtain an assessment of to what extent the Belgian development cooperation policy in terms of the environment produced **effective** and **coherent** assistance. On the one hand, this involves verifying whether the anticipated results have been achieved, and on the other, verifying whether the environment thematic is horizontally and efficiently integrated into the relevant Belgian funding, in all co-operation instruments/modalities (including, budget support, delegated assistance, State to State loans, interventions cofinanced by BIO, etc.).
- To obtain an assessment of to what extent the development achieved by our interventions is ecologically **sustainable**, while also taking into account the need for economic and social sustainability.
- Considering the lessons of the evaluation, to obtain justified recommendations to improve our assistance in terms of the environment.
- Considering the lessons of the evaluation, to obtain the necessary bases, observations and evidences to draft a new policy/strategy paper on the issue.

### B3.2 Scope and limits of the evaluation

It is difficult to define the evaluation's scope due to the dual identity of the environment; indeed,

- The environment must be considered as a sector
  - o either for interventions which are entirely dedicated to it (category 1);

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<sup>155</sup> European Union's Heads of Evaluation Taskforce. (Brussels Workshop, 2003)

<sup>156</sup> The terms used must be understood according to their definitions in point B2.1.6.

- or for our contribution to the United Nations Environment Programme (UNEP) or the Global Environment Facility (GEF) or specific funds, programmes and protocols (category 2).
- The environment must be considered as a crosscutting theme when it is integrated into development interventions (= horizontal integration)
  - either as an important component (category 3)
  - or as a single priority(category 4)

### **Choice of interventions forming part of the sample for the evaluation**

As explained in point B5.2.2., the Consultant is firstly asked to draft a critical inventory of the interventions that have or could affect the environment. These interventions are spread across a multitude of DAC/CRS codes.

The scope of the evaluation itself is intentionally limited to:

- The evaluation's principal and secondary subjects given in B1.4.
- Interventions to which the principal code DAC 410 "environmental protection" has been assigned (environment considered as a sector).
- Interventions eligible as Official Development Assistance (ODA), financed by the Belgian federal government, in the regions that will be the subject of a case study and considered in the critical inventory (environment considered as a theme).

### **Geographic coverage**

In order to ensure a good representation of the theme and the sector in the selection of regions to be visited for the case studies, all relevant types of climate / rainfall regimes will be visited; i.e. according to the KöppenGeiger classification:

- Af: equatorial climate
- Aw: savannah with dry winter
- Am: monsoon
- BS: steppe climate (semiarid)
- BW: desert climate
- Cf: hot temperate climate without dry season
- Cw: hot temperate climate with dry winter
- Cs: hot temperate climate with dry summer (Mediterranean)

Within these climate zones, we will seek to diversify other physical geography parameters, such as altitude and topography as much as possible. The final choice of the location for field missions will be made in consultation with the Reference group<sup>157</sup>.

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<sup>157</sup> The role and composition of the Reference group are discussed in point B6.3.

### **Time coverage**

Regarding the time limit, the evaluators will consider all interventions that have been the subject of expenditure between 2002 and 2011 that may have a (positive or negative) connection with the environment. It is necessary to go back in time to 2002 in order to identify any development following the publication of the strategy paper.

Considering the limits given above, an indicative list of the interventions making up the sample to be used for the critical inventory is attached in the appendix in the form of an Excel spread sheet also containing their main characteristics. The Consultant will have to update and complete this list.

### **Coverage according to the instruments / modalities and implementing partner**

- In selecting the interventions to be visited in the field, the Consultant will also ensure that he has the greatest possible diversity with regards the aid delivery arrangements (including BIO and State loans) and according to the implementation partner (BTC, international organisation, indirect actor, local actor, (potentially delegated cooperation, etc.).

## **B4. Evaluation questions**

The evaluation will need to answer the following 5 basic questions. To answer these questions, consultants will have to use, but not necessarily limit themselves to the proposed subquestions. Tenderers can therefore add or modify the questions and subquestions so as to achieve all the aforementioned evaluation objectives. Where possible, the Consultant will use 'SMART' indicators to found his response to these questions. Should it so happen, the Consultant will be responsible for proving that it is not possible to use such indicators, question by question.

### **B4.1. To what extent is the strategy paper useful?**

Is a Belgian "environment" strategy paper still relevant in the current context of the Paris Declaration (PD), the Accra Agenda for Action (AAA) and budget support?

To what extent has the strategy paper contributed to an improved internal coherence for environmental actions?

To what extent has the strategy paper led to greater coincidence of aid programmes with the objectives to be achieved?

To what extent has the strategy paper contributed to more longterm planning?

### **B4.2. To what extent have the following aspects, defined as priorities in the strategy paper, actually been made a priority?**

Sustainable water management.

Combat desertification and land degradation.

Protection and sustainable management of forests.

Protection and sustainable management of biodiversity.

Improve the ecological management of urban and periurban zones.

Combat the effects of climate change.

### **B4.3. To what extent and with what results has environmental protection been integrated at all levels of Belgian development cooperation?**

Results of interventions supported by Belgian development cooperation aiming for a positive environmental impact.

Results of interventions supported by Belgian development cooperation not particularly aiming for an environmental impact.

Results in terms of reducing/preventing negative environmental impacts from the interventions supported by Belgian development cooperation in sectors that are potentially harmful to the environment.

### **B4.4. To what extent and with what results has the Belgian Development Co-operation helped to establish the necessary conditions in partner countries for the protection and sustainable management of the environment?**

To what extent has Belgian aid enabled the partner to incorporate environmental protection into its policies, strategic planning and legislation?

To what extent has Belgian aid enabled the partner to observe and implement multilateral agreements on the environment and international recommendations in terms of the environment?

To what extent has Belgian aid promoted regional cooperation between developing countries in terms of the protection and sustainable management of the environment?

To what extent has Belgian aid to grassroots civil society organisations, professional organisations and the private sector contributed to the protection and sustainable management of the environment?

### **B4.5. To what extent has Belgian aid contributed to ensuring environmental sustainability (Millennium Development Goal no. 7)?**

#### **Target 9: "Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources."**

To what extent has the Belgian development cooperation helped to stabilise/increase the proportion of land area covered by forest?

To what extent has the Belgian development cooperation helped to stabilise/increase the ratio of protected areas to maintain biodiversity compared with total surface area?

To what extent has the Belgian development cooperation helped to stabilise/reduce energy use per \$1 of GDP?

To what extent has the Belgian development cooperation helped to stabilise/reduce greenhouse gas emissions (per capita) and the consumption of ozone-depleting CFCs?

To what extent has the Belgian development cooperation helped to stabilise/reduce the proportion of the population using solid fuel?

#### **Target 10: "Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation."**

To what extent has the Belgian development cooperation helped to increase the proportion of the population, both urban and rural with sustainable access to an improved drinking water source?

To what extent has the Belgian development cooperation helped to increase the proportion of the population, both urban and rural with sustainable access to basic sanitation services?

**Target 11: "Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers."**

To what extent has the Belgian development cooperation helped to increase the proportion of the urban population with access to improved sanitation?

To what extent has the Belgian development cooperation helped to increase the proportion of households with access to secure housing (as owners or tenants)?

## **B5. Approach and Method: Evaluation and reporting phases**

### **B5.1 Approach and method**

The evaluation should consider formative and summative aspects.

For the effectiveness criteria for example, the evaluation must inform us about both the results achieved by our vertical assistance to the sector and horizontal assistance to the thematic; and the resources to improve the results of this assistance. Evaluators are expected to apply an analytical approach that not only informs about the extent to which the expected results have been achieved but also analyses the reasons and determining factors behind the observed successes and failures.

The three levels of results given in B2 must be considered.

The results must also be analysed from 3 perspectives:

- the perspective of what has been achieved;
- the perspective of the changes, movements or trends in the results achieved during the period evaluated (2002-2011);
- the perspective of the sustainability of what has been achieved.

The evaluation will use the case studies selected from across all funding arrangements (project aid, financial aid, programme aid, delegated aid, core funding, BIO, State-to-State loans, etc.) and partners mobilised within the scope of the Belgian Development Cooperation.

Specialist organisations (GEF and UNEP) and the mutual funds referred to in B2.2., must not be evaluated as such. Consultants will base their conclusions

- on the documents available on the internet (periodic activity and results reports, programme evaluation reports);
- on interviews scheduled at the Nairobi and Washington headquarters;
- on intervention visits cofinanced by Belgium in the countries/regions selected for the case studies;
- on discussions that they will develop with the Cooperation Attachés.

The evaluation should also take into consideration the international situation and the commitments made by Belgium since 2000, such as the Millennium Development Goals, the Monterrey, Rome and Paris declarations, the voluntary guidelines (of the FAO) to support the right to adequate food, the advent of national strategies to reduce poverty, the European Union's Code of Conduct on the division of labour in development policy and the Accra Agenda for Action. This consideration will bear in mind that a good number of interventions were formulated and implemented before the advent of the aforementioned changes.

Finally, the evaluation should take into account the 'transboundary' nature of the environment and where possible will use indicators that are already monitored at national and/or international levels.

## **B 5.2 Evaluation phases**

The evaluation will take place in 6 phases, some of which may overlap over time:

### **B5.2.1. First step: preparation phase**

- Writing and approval of the Terms of Reference (S4 and Partners).
- Public procurement procedure by general call for tender at European level.
- Appraisal of the tenders (S4 + DGD).
- Notification of the contract to the Consultant.
- Establishment of a Reference group<sup>158</sup>.
- The preparation phase ends with a kickoff meeting or first reference group. During this meeting the Consultant will essentially present his technical proposal.

### **B5.2.2. Second step: critical inventory and startup**

The second step will consist in making a critical inventory of the Belgian interventions that have had a direct or indirect, high or low environmental impact from 2002 to 2011.

Based on the annexed Excel file<sup>159</sup>, on access to the 'ODA.be' computer database and interviews (particularly with the managers of BIO and StatetoState loans, the Consultant will present, in particular, the variations in the following variables according to the year and by category (defined in B3.2):

- The amounts spent,
- The DAC CRS code / The intervention sector/subsector,
- The cooperation channel / The implementation partner,

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<sup>158</sup> The definition, composition and role of the reference group are explained in point B6

<sup>159</sup> This file will contain all the interventions from the ODA.be database to which one of the following DAC-CRS codes has been assigned: 11120: Education facilities and training; 12191: Medical services; 12230: Basic health infrastructure; 13030: Family planning; 140: WATER SUPPLY AND SANITATION; 15250: Removal of land mines and explosive remnants of war; 16040: Low-cost housing; 210: TRANSPORT AND STORAGE; 230: ENERGY GENERATION AND SUPPLY; 311: AGRICULTURE; 312: FORESTRY; 313: FISHING; 321: INDUSTRIES; 322: MINING; 33210: Tourism policy and administrative management; 410: GENERAL ENVIRONMENTAL PROTECTION; 74010: Disaster prevention and preparedness.

- The country / the region
- The subtheme (water, air, land, waste)
- The Belgian donor (FPS Finance, FPS Foreign Affairs, DGD, Regions, Communities, others)
- Other donors

Tables broken down by country are also required for at least the 6 countries where our cooperation on the issue is greatest.

A critical inventory is required. This means that the data must not only be presented in a graph, but the graphs must also be supported by explanatory comments.

Furthermore, the interventions should be classified on a scale from 5 to +5 depending on the extent of their presumed positive or negative environmental impact.

During this period, the Consultant should also structure and detail his evaluative approach and the methodology.

The detailed methodology and a provisional version of the critical inventory will be discussed at the reference group meeting.

The second meeting of the reference group will result in

- the approval of the Consultant's methodology
- a decision with regards to the 5 countries/regions that will be the subject of a case study based on a proposal made by the consultants

### **B5.2.3. Third step: research phase**

In Belgium, the research phase comprises, an information collection and analysis step combined with a step to collect and analyse opinions. Internationally, the strategies, practices, approaches and tools of at least three other donors and the best practices recommended by the OECD need to be benchmarked.

#### **Documents to be analysed:**

- The minutes of the first and second reference groups (see points 5.1.1 and 5.1.2 above).
- Documents relating to the DGD's strategies.
- Documents relating to the strategies and interventions of the Belgian partner implementation organisations, with a specific focus on the consideration of environmental issues in the negotiations with the BTC and partner countries (drafting of ICPs) and the political dialogue with nongovernmental bodies (NGOs) with a view to developing their multiannual programmes.
- The drafting of ICPs must be dynamically analysed. It is particularly important to verify whether and how the comments of the department responsible for the theme have been taken into account during the preparation process and in the implementation.
- Documents relating to the strategies and interventions of the partner international organisations with, for organisations where the environment is a crosscutting theme (UNESCO, UNDP, FAO, UNICEF, etc.) specific focus on the consideration of the environmental issue in annual meetings to fund multilateral organisations.



- Documents relating to the strategies and programmes of the countries that will be the subject of a field study. Documents relating to the interventions in these countries. Public documents relating to the strategies and programmes of the donors to be benchmarked. The documents mentioned in point B11 below. - Working documents given to the consultants by reference group members and implementation partners. The ODA.be database. The database of DACOECD evaluations (DEREK). Other relevant databases.

#### **People to meet with:**

- One (or several) political advisor(s) of the Belgian Minister for Development Co-operation.
- DGD members qualified in the field of the environment (currently D4.3 Sector programme funds) and the case managers of the selected interventions.
- BTC members qualified in the field of the environment or case managers of the selected interventions.
- Nongovernmental bodies (NGOs, universities, scientific institutions and other partners) active in the field of the environment or implementing the selected interventions.
- International organisations active in the field of the environment: UNEP and GEF (plan a trip to Nairobi and Washington).
- The Federal Council for Sustainable Development (the people who wrote the opinions on the strategy papers).
- The DG for the Environment of the FPS Public Health, Food Chain Safety and Environment.

The research phase will result in a provisional intermediate report. The intermediate report will put forward the appropriate field data and information collection methods and present a detailed and appropriate methodology for the collection and analysis of the collected data and information, and specify any limits to these methods.

The intermediate report will also present:

- Initial observations.
- The justified list of interventions that will be the subject of a field visit.
- The evaluation questionnaires that will be used in the meeting with each category of respondent in the field.
- The framework (same for each field mission) that will be used to draft the aide mémoire and the mission report.
- A timetable for the field visits and the subsequent evaluation phases.

The intermediate report will be presented at the third meeting of the reference group. Written comments on the provisional intermediate report along with the comments made at the third reference group will be incorporated into the final version of the report.

#### **B5.2.4. Fourth phase: field phase**

Preparation of field missions: can only begin after the second reference group meeting which will designate the countries/subregions that will be the subject of a case study. For the international and regional/local consultants, this will consist in conducting a

detailed study of the interventions to be visited and organising the missions on a practical level (programme, appointments, travel arrangements, etc.)

The Consultant will evaluate the management of each intervention selected from a dynamic/resultsbased perspective and answer the following question: To what extent have management decisions taken into account the development of environmental impact indicators? Do such indicators exist in the technical and financial dossier?

The field missions themselves can only begin with the formal and written authorisation of the evaluation's Managing Officer.

### **Categories of respondents:**

- Respondents at national level in the regions concerned assume a particular importance and must be favoured:
  - o DGD Attaché(s)
  - o Local Representative of the BTC
  - o Local Representative of other implementation partners
  - o Ministries relevant to the theme; including for crosscutting aspects Ministries responsible for water, forests, agriculture, energy, waste management, etc.)
  - o The environment thematic group (political dialogue between partner countries and donors) if it exists; or failing that, donors that are active locally in the environmental theme and open to a visit of one of their interventions in the partner country
  - o Mixed Local Consultation Structure (MLCS) Representatives
- Locally
  - o Project managers (Belgian and national) and technical assistants
  - o Local authorities (if appropriate)
  - o Local and receiving organisations

**(These lists are not exhaustive)**

### **Field visits:**

In addition to the meetings with the various categories of respondents, the Consultant will dedicate an equal part of his time to visiting the achievements in the field. These visits will be the opportunity for valuable contact with the direct recipients of interventions financed by Belgium and/or other donors.

The field mission may be accompanied by one (or at most two) representative(s) from the contracting department acting as observer.

The first field mission must be conducted by the team leader, ideally accompanied by the evaluation's Managing Officer. If, during this first field mission, last minute changes to the methodology or analysis programme are deemed necessary, these must be approved by the contracting authority representative.

The Field missions will lead to the drafting, onsite, of an aide mémoire that will be discussed and validated at a meeting (1/2 day) if possible, with representatives of all

the categories of people met.

Before starting to write the provisional field mission reports, the consultants will present the *aidemémoires* to the contracting department for approval.

The country reports will be presented during the fourth reference group meeting and sent to the Cooperation Attachés in the Embassies of the countries visited. The written comments on the provisional mission reports along with the comments made at the fourth reference group meeting will be incorporated into the final version of the field mission reports.

As an indication, the level of effort required in terms of physical presence for the field mission is 15 working days excluding national and international travel; which corresponds to 3 calendar weeks (visits to the actions of other donors and preparation of the local report included). Long local trips will preferably be scheduled over weekends. The field missions should be conducted by an international expert accompanied by a regional or local expert.

In order to involve the authorities and organisations concerned in the countries/regions to be the subject of a case study, each field mission will produce a local report. In addition to the Cooperation Attachés, representatives from local authorities involved in the theme, implementation partners, other interested donors and where possible, recipients will be invited to this meeting. In the event that a field mission is conducted in several countries, such a report needs to be planned for each country concerned.

#### **B5.2.5. Fifth phase: synthesis phase**

In accordance with the agreed timetable, the Consultant will write a proposed final report, following the structure given in point B10.4. In addition to covering each of the evaluation elements, the final report should include a section summarising the evaluation's main overall conclusions and recommendations.

So that the diagnoses, analyses and recommendations are properly assimilated and in anticipation of future "dissemination seminars", the proposed final report will be submitted for the opinion of the Cooperation Attachés.

The proposed final report will be presented to all parties involved in a seminar which will also be the fifth meeting of the reference group. The written comments, along with the comments made at this fifth reference group meeting will be incorporated into the final version of the report. The reasons justifying why certain comments have not been taken into consideration should be explained in a specific appendix.

#### **B5.2.6. Sixth step: Approval, distribution and retroactive process**

The final definitive report will be subject to contracting department's approval, based on the assessment grid used by the European Commission's Evaluation Unit.

The final definitive report will be presented during a daylong seminar at the offices of the contracting department in Brussels. The purpose of this seminar will be:

- on the one hand, to present the results, conclusions and recommendations to the political advisers of the Belgian Minister for Development Cooperation, the DGD Department concerned with this subject and partner implementation organisations. A management response will be requested from the Minister for Development Cooperation

- on the other hand, to begin the evaluation's retroactive process with the administration and the Minister's political advisers. This process involves writing a management response and following up the application of the agreed recommendations

The final definitive report, including the management response, will be made public and posted on the FPS Foreign Affairs website among other places.

## **B6 Responsibility for the evaluation's management and monitoring**

### **B6.1. Managing Officer**

The Special Evaluation Service (S4) is responsible for launching the evaluation and the administrative management of the contract. It represents the contracting authority and as such is the evaluation's Managing Officer. In this sense, it checks the evaluation's compliance (based on the legal framework and the specifications) but also the quality of the process and outputs of the evaluation.

S4 manages the entire evaluation process from start to finish and in doing so it:

- is responsible for the public procurement procedure (preparing the specifications, awarding the contract, managing invoices, etc.).
- ensures the compliance and coherence of the evaluation process, from the Terms of Reference to the printing of the final report and its distribution.
- coordinates and manages the activity of the various actors (reference group and evaluation team); prepares and chairs the meetings, drafts the minutes, manages potential conflicts, etc.
- supervises and verifies the quality of the work at the different phases (including, ensuring that the conclusions are based on solid methodologies and facts).
- guarantees the smooth running of the evaluation (including facilitating the consultants' work and their access to information sources).
- guarantees the independence of the consultants. However, the MO ensures that the stakeholders' comments and opinions are taken into account and that those that are not are the subject of a justified response from the consultants.
- validates the final report using the assessment grid (and approves the final payments for services).
- organises the distribution of the evaluation results and generates the managerial response. Organises the final restitution sessions.

S4, in its capacity as Managing Officer is solely responsible for the management ("steering") of the evaluation process.

### **B6.2. Stakeholders (or actors concerned)**

Stakeholders are individuals, groups or organisations that have direct or indirect responsibilities and/or interests in the subject of the evaluation (project, programme, sector, country, etc.). They may or may not be affected by the evaluation. They are consulted at certain steps in the evaluation in order to give their opinion on the evaluation's Terms of Reference and its outputs (including provisional reports). In some cases, their cooperation is required for information collection (and for organising field missions). The evaluators may also listen to them in the absence of S4 or other

stakeholders. Some of these stakeholders may be members of the reference group and/or the local group. Their selection/invitation to participate in a reference group or a local group is the responsibility of S4.

According to this definition, the Special Evaluation Office is not a stakeholder.

### **B6.3. Reference group**

The Special Evaluation Office will constitute a reference group (RG) comprised of representatives of the actors concerned and independent experts. This committee contributes to the evaluation's quality, credibility and usefulness. It gives an opinion on the methodology considered for the evaluation along with the evaluation's observations, conclusions and recommendations. If necessary, it completes or corrects the evaluators' information.

This committee will comprise of members as follows:

- One member from the Minister's Cabinet
- A minimum of 2 members from the Special Evaluation Office
- Several members of the DGD involved and/or interested in the thematic.
- Representatives from the BTC, indirect actors, multilateral organisations and the Federal Council for Sustainable Development.
- One independent expert, hired by the SEO
- The Attachés (by email)

The RG is called, prepared and chaired by the Special Evaluation Office which drafts the minutes for it.

The RG is a "technical" working group which has a discussion and proposition role. It is responsible for monitoring, supporting and facilitating the evaluation process. Through its diverse composition, the RG enhances the evaluation process with its various perspectives. The RG guarantees the consultants' access to useful sources of information (documentation, databases and people). RG members act as an interface between the services, departments and institutions to which they belong (DGD, BTC, NGO, etc.). So, they inform their service and/or department of the evaluation's processes and outputs and facilitate access to information, help to organise interviews, etc.

As part of the RG, the stakeholders directly concerned with the evaluation are encouraged to take ownership of the evaluation's results. However, the Special Evaluation Office will ensure a balance between the participative nature of the evaluation and the efficiency of the process (meaning that the evaluation produces results in good time).

### **B7. Evaluation team**

The team of experts must have indepth knowledge and experience of the following fields:

- Belgian Development Cooperation in general
- Thematic/sectoral evaluations on the environment and project/programme evaluations

## Practical management of field evaluations

- The fields concerned by the environment thematic (see DAC CRS codes in the note at the bottom of page 29)
- A good understanding of the documents drawn up by the Belgian Administration and in the various partner countries that require active knowledge within the team of international consultants of French and Dutch (native language level), and English and Spanish (advanced level)
- The same linguistic conditions are required for publishing the different translations of the final reports (see point B10.7 below)

Diversity within the team is a bonus.

The team leader must have experience of managing thematic evaluations of a similar size and team management experience. He/she should also be aware of international debates and the various views expressed in international debates on environmental issues.

In each country/region to be the subject of a case study, an experienced local/regional evaluator, selected and paid by the Consultant, but approved by the organiser, will be an integral part of the team. The qualifications and experience of the local/regional consultations will be complementary to the qualifications and experience of the international consultant(s). The local consultants should be involved before the arrival of the international Consultant and potentially, after his departure (reading documents, making contact with partners and the Belgian Embassy, resource person for the local situation, active involvement in drafting the aide mémoire).

## B8. Selecting the regions and interventions for the case studies

5 regions and programmes/projects to be the subject of a case study will be selected based on the critical inventory and will appear on the agenda of the second reference group meeting.

This selection will aim to be as representative as possible and avoid sampling bias as far as possible. To this end, the selection will take into account the following data:

- Representation of all implementation channels (BTC, BIO, international organisations, nongovernmental bodies) including a **minimum of 6 projects implemented by the BTC.**
- Geographic distribution according to the climate zones defined in point 3.2: equatorial climate; savannah with dry winter; monsoon; steppe climate (semi-arid); desert climate; hot temperate climate without dry season; hot temperate climate with dry winter and hot temperate climate with dry summer (Mediterranean).
- Proportional distribution of the types of intervention: especially project aid, several programme aids but also voluntary contributions to international organisations, study funds, consultancy funds, BIO, State to State loans, other holders of Belgian Federal budgets (FPS), (possibly) delegated cooperation.
- Proportional distribution of the levels of intervention (international, regional, national, local).
- Representation of interventions with potentially negative environmental impacts.
- Representation of a maximum number of different activities according to the DAC CRS codes.

- Willingness of other donors onsite to share their experiences and practices.
- At least one mission should visit a nonpartner country.

At least one mission should visit a middleincome country.

Interventions recently evaluated within the scope of other evaluations will not be revisited, the evaluators will instead use the evaluation reports for these interventions (article 17 of the 3rd management contract between the State and the BTC, Evaluations of interventions by UNEP and GEF,...).

Belgian core funding to multilateral organisations will be assessed based on questions and interviews intended for the Cooperation Attachés and DGD managers concerned, annual reports and other documents available on the internet or from the evaluation offices of these organisations.

The interventions to be visited in the selected regions should be chosen in consultation with the Belgian Cooperation Attachés, the implementation partners and the local partners. The key selection criteria will be the case study's potential contribution to the achievement of the evaluation's objectives. Interventions that were finished a long time ago will only be taken into account if the institutional memory of these interventions can be contacted in some way by the consultants.

Each field mission is expected to cover at least 10 interventions. However, the consultants will be asked to prepare for a trip of 14 interventions (10 + 4 in reserve if conditions allow).

**Interventions where the selected consultants have already been involved in the identification, formulation, implementation or evaluation will be discarded.**

## **B9. Indicative timetable**

- Finalise Terms of Reference: 27 March 2012 at the latest
- European call for tender: 15 April 2012 at the latest
- Receive tenders: 1 June 2012 at the latest
- Award contract: 1 July 2012 at the latest
- Field mission: finished by 30 January 2013 at the latest
- Evaluation ends 30 June 2013.

## **B10. Reports**

### **B10.1. Nature of the reports**

The evaluation outputs are:

- One critical inventory.
- One intermediate report at the end of the research phase.
- Five aide mémoires; one for each country/region that is the subject of a case study.
- Five mission reports; one for each country/region that is the subject of a case study.

- One final report.
- One 2-page summary of the principal lessons and conclusions.
- The critical inventory, the intermediate report, the mission reports and the final report should be presented to the reference group as a PowerPoint presentation. These presentations will be considered as evaluation outputs in the same way as the hardcopy reports.

## **B10.2. Critical inventory**

The tables will be presented graphically and will be the subject of a critical commentary with regards the legal, political and administrative priorities expressed by Belgium since 2002.

The published final version of the critical inventory will be the subject of a 'standalone document'.

## **B10.3. Structure of the intermediate report**

The intermediate report is a working document that will contain the following sections:

a) Introduction

b) Evaluation structure:

- Evaluation questions accompanied by their respective comments.
- Judgement criteria relating to each question.
- Proposed indicators for each criterion.
- In the appendix, the construction of the logical diagram and method for drafting the questions, criteria and indicators.

c) Data collection and presentation:

- The collection method actually used (plan, strategy, tool), the limits, bias, risks and problems still to be resolved in the field.
- The presentation of the data, in relation to the evaluation questions and the judgement criteria and corresponding indicators. At this stage, the data must fuel the response to each of the evaluation questions and allow hypotheses (several per question if necessary) to be developed that will be tested in the field.
- The presentation of the data will help to clarify the overall issue of the evaluation beyond each of the evaluation questions.

d) The data collection method in the field:

- The main problems of data collection to be resolved in relation to the data already available.
- A justified list of the most interesting interventions to be visited in the countries/regions selected for the case studies.
- The field work plan.



○ The collection tools that will be used and their associated risks or limits. The evaluation questionnaires that will be used in the meeting with each category of respondent in the field: Indicate how the data will be crossreferenced; indicate how the data collection will be standardised across

the 5 countries/regions to be visited; the analysis strategy that will be applied in the field along with the tools to be used (with the limits and risk analysis).

e) Structure of the case study results: The framework (same for each country/region) that will be used to draft the aide mémoire and the mission report.

f) Timetable: a timetable for the field visits and the subsequent evaluation phases.

#### **B10.4 Structure of the final report:**

The detailed structure of the final report will be agreed during the evaluation. The following sections will however appear in the report's outline:

- Summary
- Evaluation background
- Answers to evaluation questions
- Observations
- Lessons (as per the meaning of the definition in the DAC Glossary)
- Conclusions
- Recommendations
- Compulsory appendix 1: Terms of Reference

The final report should be short (75 pages excluding appendices at most). Additional information on the background, programme or overall aspects of the methodology and analysis will be placed in the appendices.

The appendices should include: the logical diagram; the methodology; the judgement criteria; the list of people met; the documentation list; the ToR; the comments given on the proposed final report that have not been taken into account by the consultants and the reasons justifying this; all other information used as a basis for the analysis or tables (for example: tables with economic and social indicators).

#### **B10.5. Quality:**

The reports will be drafted using the styles and layouts provided by the Managing Officer.

The reports must be of a very high quality. The results, analysis, conclusions and recommendations must be detailed. They must reflect a methodological approach which clearly indicates the reasoning process. Realistic and operational recommendations must be presented in order of priority (if necessary by group). They must also be supported by a presentation of the various possible options and the risks and limits related to each option.

The reports will be subjected to a quality assurance grid by the Managing Department.

#### **B10.6. Punctuality:**

The contracting department should be in the possession of the reports to be assessed by the different meetings of the reference group at least 6 working days before the date set for the committee by joint agreement.

### **B10.7. Language of the reports:**

The aide mémoires and mission reports should be written in the international language in use in the countries concerned.

The critical inventory should be written in French and Dutch. The intermediate report and the appendices to the final report should be written in French or Dutch or English (depending on the native language of the team leader).

The final definitive report will be written either in French, Dutch or English and translated into the other 2 languages.

The 2page summary should be drafted in French, Dutch, English and Spanish. The PowerPoint presentations should be partly in French and partly in Dutch, with some balance between the 2 languages.

The translations should be edited by the Consultant; for the French and Dutch versions, this **must** be done by a team member whose native language is French or Dutch.

### **B11. Useful information for drafting the technical bid:**

- "Environment" strategy paper (in appendix).
- List of relevant interventions (Excel spreadsheet).
- All the sections on the DGD's website: <http://www.dgdc.be/en/index.html>
- Opinion of the Commission on 'Women and Development' on the thematic strategy paper of the Directorate General for International Cooperation (DGCI) on the environment:  
[http://diplomatie.belgium.be/fr/binaries/avis\\_notes\\_strategie\\_fr\\_tcm313-65102.pdf](http://diplomatie.belgium.be/fr/binaries/avis_notes_strategie_fr_tcm313-65102.pdf)
- Opinion of the Federal Council for Sustainable Development (CFDD) on the thematic strategy paper of the Directorate General for International Cooperation (DGCI) on the environment:  
[http://www.cfdd.be/DOC/pub/ad\\_av/2002/2002a24f.pdf](http://www.cfdd.be/DOC/pub/ad_av/2002/2002a24f.pdf)
- General opinion of the CFDD on the thematic and sectoral strategy papers of the Directorate General for International Cooperation (DGCI), approved 15/10/2002:  
[http://www.belspo.be/frdocfdd/DOC/pub/ad\\_av/2002/2002a15f.pdf](http://www.belspo.be/frdocfdd/DOC/pub/ad_av/2002/2002a15f.pdf)
- 'Development Cooperation and International Agreements' opinion of the CFDD:  
[http://www.cfdd.be/FR/publications\\_avis\\_th%C3%A9ma.html#copdevacinter](http://www.cfdd.be/FR/publications_avis_th%C3%A9ma.html#copdevacinter)
- The DGD's implementation partners' websites (bilateral, multilateral and non-governmental).
- OECD Key Environmental Indicators:  
<http://www.oecd.org/dataoecd/20/40/37551205.pdf> <http://www.esindicators.org/>
- Applying strategic environmental assessment – Good practice guidance for

## development cooperation

[http://www.oecd.org/dataoecd/4/21/37353858.pdf?bcsi\\_scan\\_A53BB446C5999838=Pjjqj7H01gSSp3Tezvn8BirNRxLAAAAXkT5KQ==&bcsi\\_scan\\_filename=37353858.pdf](http://www.oecd.org/dataoecd/4/21/37353858.pdf?bcsi_scan_A53BB446C5999838=Pjjqj7H01gSSp3Tezvn8BirNRxLAAAAXkT5KQ==&bcsi_scan_filename=37353858.pdf)

- Legal texts relating to Belgian Development Cooperation: Moniteur Belge website <http://www.ejustice.just.fgov.be/cgi/welcome.pl>
- The Millennium Declaration [http://www.aidh.org/mill/decl\\_millen.htm](http://www.aidh.org/mill/decl_millen.htm)
- The Monterrey Consensus on Financing for Development: <http://www.latinreporters.com/onusco250302.html>
- The Rome Declaration on Harmonisation: [http://www1.worldbank.org/harmonization/romehlf/Documents/languages/FR%20%20Rome\\_Declaration.pdf](http://www1.worldbank.org/harmonization/romehlf/Documents/languages/FR%20%20Rome_Declaration.pdf)
- The Paris Declaration on Aid Effectiveness: <http://www.oecd.org/dataoecd/53/38/34579826.pdf>
- The Poverty Reduction Strategy Papers.
- The EU Code of Conduct on the Division of Labour in Development Policy: <http://europa.eu/scadplus/leg/fr/lvb/r13003.htm>
- List of CRS DAC purpose codes: [http://www.ois.oecd.org/olis/1999doc.nsf/ENGDATCORPLOOK/NT00002982/\\$FILE/1\\_1F92443.PDF](http://www.ois.oecd.org/olis/1999doc.nsf/ENGDATCORPLOOK/NT00002982/$FILE/1_1F92443.PDF)
- Methodological bases for evaluation of the European Commission's external assistance: [http://ec.europa.eu/europeaid/evaluation/methodology/methods/mth\\_fr.htm](http://ec.europa.eu/europeaid/evaluation/methodology/methods/mth_fr.htm)
- Quality assurance of the European Commission's evaluations: [http://ec.europa.eu/europeaid/evaluation/methodology/methods/mth\\_qal\\_fr.htm](http://ec.europa.eu/europeaid/evaluation/methodology/methods/mth_qal_fr.htm)
- Glossary of Key Terms in Evaluation and Results Based Management: <http://www.oecd.org/dataoecd/29/21/2754804.pdf>
- Evaluations of (or in) the environmental sector listed in the DAC Evaluation Resource Centre: [http://www.oecd.org/pages/0,3417,en\\_35038640\\_35039563\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/pages/0,3417,en_35038640_35039563_1_1_1_1_1,00.html)
- Development: a matter of Energy – Promoting Renewable solutions”, 60 p., BTC, Jan 2012
- “EMAS Environmental Declaration 20102012”, 40 p., BTC, Sept 2010 (<http://www.btcctb.org/CSR>).
- “Environment & development: a view of 30 developments projects”, 124 p., BTC, dec 2009 (<http://www.btcctb.org/thematicbrochures>).
- "Cities, (f)actors of Development", BTC, 2007. [http://www.btcctb.org/files/web/publication/The%20city\\_a%20development%20factor.pdf](http://www.btcctb.org/files/web/publication/The%20city_a%20development%20factor.pdf)
- What does the future hold for the forests in the Democratic Republic of Congo: Innovative tools and mechanisms for sustainable forest management, Reflection and discussion paper 2007/01, 79 pages, edited by

BTC/MRAC/CIFOR/CIRAD. <http://www.btcctb.org/en/publications/whatdoesfuture-holdforestsdemocraticrepubliccongo>

- Magazine of the Belgian Development Cooperation in the Democratic Republic of Congo: Our forests: what is the future!, June 2007



**KINGDOM OF BELGIUM**

Federal Public Service

**Foreign Affairs,  
Foreign Trade and  
Development Cooperation**

Office of the Special Evaluator for International Cooperation

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