

Evaluation of Visibility of EU external action

Final Report
Volume 9 – Thematic Report on
Environment, Biodiversity and Deforestation

June 2012

Evaluation for the European Commission





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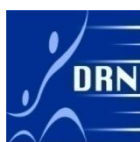
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**Evaluation of Visibility of
EU external action**

Final Report

**Volume 9 – Thematic Report on
Environment, Biodiversity and
Deforestation**

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ACRONYMS

ACP	Africa Caribbean and Pacific countries
AIDCO	EuropeAid Co-operation Office
CCA	Climate Change Adaptation
CCI	Cross-Cutting Issue
CEPs	Country Environmental Profiles
CIFOR	Center for International Forestry Research
CODEV	Committee on Development
COM	Commission Communication
CPF	Collaborative Partnership on Forests
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DCI	Development Cooperation Instrument
DEL	EU Delegations
DG	Directorate General
DG CLIMA	Directorate General for Climate Action
DG DEV	Directorate General for Development
DG ENV	Directorate General for Environment
DG RELEX	External Relations
DRC	Democratic Republic of Congo
EEAS	European External Action Service
EAC	East African Community
EC	European Community - European Commission (when referring to Lisbon)
ECHO	European Commission Humanitarian Office
ECOSOC	UN Economic and Social Council
EDF	European Development Fund
ENP	European Neighbourhood Policy
ENPI	European Neighborhood Partnership Instrument
ENRTP	Thematic Programme for the Environment and Sustainable management of Natural Resources
EP	European Parliament
EPA	Economic Partnership Agreement
ERD	European Report on Development
EQs	Evaluation Questions

EU	European Union
EU ETS	EU Emissions Trading System
EULEX	EU Rule of Law Mission
EUroCLIMA	Climate change regional cooperation Programme
FAO	Food and Agriculture Organization
FCPF	Forest Carbon Partnership Facility
FIP	Forest Investment Program
FLEGT	Forest Law Enforcement, Governance and Trade
GAERC	General Affairs and External Relations Council
GCCA	Global Climate Change Alliance
GCFM	Global Climate Financing Mechanism
GEEREF	Global Energy Efficiency and Renewable Energy Fund
GEF	Global Environment Facility
HIPC	Heavily Indebted Poor Countries
HQ	Headquarters
HLTF	UN High Level Task Force
ICRAF	International Centre for Research on Agro-Forestry
IL	Intervention Logic
JC	Judgement Criterion
JEU	Joint Evaluation Unit
LDC	Least Development Country
LIFE	EU's Financial Instrument supporting Environmental and Nature Conservation
LRRD	Linking Relief, Rehabilitation and Development
MDG	Millennium Development Goals
MEA	Multilateral Environmental Agreements
MEUR	Million Euros
MFP	Multi-stakeholders Forest Programme
MTR	Mid-Term Review
MS	Member State
NGO	Non-Governmental Organization
NIP	National Indicative Programme
NSA	Non-State Actor
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OSCE	Organisation for Security and Co-operation in Europe

PCA	Partnership and Cooperation Agreements
PCD	Policy coherence for development
REDD	Reducing Emissions from Deforestation and Forest Degradation
RG	Reference Group
RSP	Regional Strategy Paper
SCP	Sustainable Consumption and Production
SEAs	Strategic Environmental Assessments
SEC	Commission Staff Working Document
SWITCH	EU Programme to promote sustainable consumption and production (SCP) among small and medium-sized enterprises (SMEs) in Asia
3 Cs	Coordination, Complementarity and Coherence
TOR	Terms of Reference
UN	United Nations
UNCSD	United Nations Commission on Sustainable Development
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	UN Forum on Forests
V-FLEX	Vulnerability Flex mechanism
VPA	Voluntary Partnership Agreements
WB	World Bank
WSSD	World Summit on Sustainable Development
WWF	World Wildlife Fund

1. **INTRODUCTION**

The present thematic report summarises the findings of the desk and field phases and provides inputs and evidence for replying to the evaluation questions formulated for the overall visibility evaluation study.

2. **EU INSTITUTIONAL SETTING FOR THE THEME**

Mandates, responsibilities and competences on environment-related issues are shared between different institutions working within the EU family. The institutions' visibility has an impact on external action at political, strategic and operational levels.

2.1 **The Council of the European Union¹**

The Environment Council of the EU in its **decision-making** function endorsed in 2009 the proposal of the Commission to set up an appropriate framework to prepare and monitor the implementation of the EU approach to environment integration, inviting the Commission and Member States to:

- Strengthen the use of tools such as Strategic Environment Assessments (SEAs) in order to ensure mainstreaming of environment issues in key sector activities and explore the further use of these tools in new delivery modes, such as budget support;
- Work with others in developing and applying tools to quantify the economic value of environmental resources, to promote more sustainable use and more sustainable models of economic growth;
- Ensure that the economic recovery programme makes the best possible use of investments to promote a resilient, sustainable and green (low carbon) recovery.

This joint commitment by the EC and MCs should ensure coherence and coordination and be visible in respective communication strategies.

2.2 **The European Commission**

Prior to the entry into force of the Lisbon Treaty in 2010 and the ongoing reform of EU external action services, the responsibilities of EU external action in the environment thematic areas were shared between different Directorates-General (DG) and services.

The external relations DGs (DEV, RELEX and EuropeAid) had a similar organisational structure with geographic and thematic divisions and Units and the progressive devolution of tasks to EU delegations throughout the programme cycle, including communication activities in the partner countries, reflecting in practice the structure and functions of their line DGs.

DG-DEV was globally responsible for programming the cooperation strategies with partners countries and regions through the preparation and negotiation of country and regional strategy papers (CSP/RSP) and related indicative programmes (NIP/RIP). This programming exercise was a joint task of geographic and thematic services. The later were also in charge of thematic programmes and budget lines.

DG-RELEX was in charge of EU external action in non-ACP countries and regions with the exception of the Enlargement region (EU pre-accession countries) with responsibilities mainly on political and policy dialogue and on programming development and economic cooperation.

¹ Source: [HTTP://WWW.CONSIILIUM.EUROPA.EU/](http://www.consilium.europa.eu/)

EuropeAid was created in January 2001 as a result of the reform of EU external assistance policy and management. EuropeAid became responsible for the management of the project cycle, from identification of projects, monitoring of their implementation to evaluation.

DG Environment (ENV) main goal is to implement the EU environment policy within its own territories in close cooperation with the European Environment Agency (EEA) and with other sectoral DGs. In addition, DG-ENV has been involved in external actions with different tasks and visibility profile.

- ⇒ **Representing the EU in international environmental fora** where The EU² is committed to promoting sustainable development worldwide in line with the EU Treaty requirements. As an active participant in the elaboration and implementation of multilateral environmental agreements (MEA) and other environmental negotiations and processes, notably in the UN framework (Commission on Sustainable Development, UNEP Governing Council), the EU's constructive position has on several occasions proved crucial to ensuring progress, for instance, in the adoption of the Kyoto Protocol under and in the 2002 World Summit on Sustainable Development (WSSD).
- ⇒ **Promoting and implementing the EU environment policy, standards and approaches in external regions.** This task has been implemented by supporting EU external cooperation services (DGs DEV, RELEX and EuropeAid) with the provision of thematic expertise (i.e. preparation of country environmental profiles in country strategy papers) and by opening the participation to EU environmental programmes to non-EU countries and beneficiaries (i.e. LIFE Third countries).

In this pre-Lisbon institutional architecture, communication and information was addressed as a cross-cutting issue by dedicated units in each DG in charge of preparing and disseminating official documents and information materials in collaboration with technical services in the same DGs and with partner DGs and External Delegations according to specific responsibilities and sharing them within a common communication platform coordinated by DG Communication (DG-COMM).

With the ratification of the Lisbon Treaty, the RELEX family DGs have been merged into a single DG Development and Cooperation (DEVCO) and so their environmental competences. At the same time the synergies with DG-ENV and with the newly created DG-CLIMA have been strengthened, in particular when acting on international fora such as the UN³. In this new institutional structure, the competences on environmental-related issues in external actions are summarised in the figure below.

The role of EU delegations since the devolution process took place has been to represent the EC and then the EU as a whole in the partner countries. In the sector of Environment and related domains, their functions are to promote EU sectoral policies and to mainstream the environment into development and economic cooperation since the early stage of programming (policy dialogue, needs assessment, priority definition) and throughout the implementation process (monitoring and evaluation). Communication with national/regional stakeholders and international partners is an integral part of these functions. EUDs are active in disseminating information produced by HQ services and/or by themselves through diversified tools (home page, printed materials, newsletters, specific events, etc). They also promote dialogue with civil society and with other partners and donors present in the country/region including EU MS representatives.

² Source: http://ec.europa.eu/environment/international_issues/index_en.htm

³ Source: http://www.eu-un.europa.eu/home/index_en.htm

Figure 1: Environmental services in the European Commission

DG-DEVCO	DG-ENV
E: Quality of Operations E.6: Natural Resources	B: Nature B.1: Agriculture, Forests & Soils B.2: Biodiversity
I: Development policy - Thematic issues I.2: Sustainable management of natural resources	E: International Affairs E.1: International relations E.2: Multilateral Agreements, processes & trade issues
H: Development policy - Horizontal issues H.4: Information, Communication and IT	F: Strategy F.2: Institutional affairs & programming F.3: Communication F.4: Research & innovation

3. RATIONALE FOR CHOICE OF CASES AND COUNTRY

During the desk phase, the analysis of visibility for the theme focused on (i) the assessment of the EU policy framework; (ii) the identification of relevant EU actions and the analysis of their implementation modalities and (iii) the assessment of related communication strategies and actions. Basically, the aim of the desk review was to clarify what should be visible and what message the EU intended to convey to internal and external stakeholders on these specific themes.

The policy analysis highlighted the growing importance and integration of the environment in EU external action, especially over the last decade. This strategic approach was translated in:

- cross-cutting initiatives such as mainstreaming the environment into development cooperation,
- the enhanced participation and contribution of the EU to global environmental policies and to the implementation of multilateral agreements (i.e. UN environmental conventions) in the partners countries, and
- the promotion, harmonisation and implementation of EU thematic programmes through diversified and adapted funding instruments.

A key step towards an increased role of the EU as a global player in the environmental community is represented by the adoption in 2006 of the *Thematic Programme for the Environment and the Sustainable Management of Natural Resources including Energy (ENRTP)* that replaced the former budget lines addressing the environment-related areas. ENRTP became the EU leading strategic and financial instrument applicable at global level and aimed at complementing in a more flexible manner the measures implemented under national and regional cooperation programmes.

With a consistent and increasing allocation of funds (nearly 550 millions Euro in the period 2007-2010) ENRTP allowed the financing of diversified initiatives of global and regional importance, reaching a wide range of beneficiaries and involving multiple partners, thus enhancing the EU visibility. In the thematic study, ENRTP has therefore represented a key criteria for the selection of case studies and countries for in-depth visibility assessment.

Other selection criteria for the case study were the following:

- Thematic coverage, with preference given to multi-thematic and multi-functional initiatives,

- The role of the EU in such initiatives, favouring those where the EU is clearly identified as the leader;
- The geographic coverage of the initiative, providing a good representation of the EU global policy in the targeted themes and not strictly linked to regional or national priorities;
- The extend and modalities of funding in terms of volume of allocated funds, continuity and replicability, and finally
- The partnership arrangements including the type of stakeholders involved or targeted (public/private, decision-takers, resources users, implementing partners, etc.).

Based on the above mentioned criteria, the proposed and approved case study was the programme entitled “**Forest Law Enforcement Governance and Trade (FLEGT)**” a EU-led global initiative to fight illegal logging in developing countries. It represents a joint commitment from the EU and developing countries and is based on Voluntary Partnership Agreements (VPA), a legally-binding instrument between partner countries and the EU which support trade in legal timber that is produced according to standards of legality defined through a multi-stakeholder dialogue and subject of independent audit. FLEGT involves stakeholders in the forest and timber value chain in the country of origin and in the market destinations, promoting shared responsibility between suppliers and buyers. A budget line for FLEGT is included in ENRTP. In the 2009 ENRTP Review, the FLEGT sub-programme was positively assessed in terms of communication and dissemination, as regular contacts are kept with the beneficiaries and yearly meetings are held in Brussels bringing together EC representatives and project stakeholders to exchange experiences and lessons learnt and further disseminate the best practices. In addition, 2011 is the International Year of Forests and this represented an opportunity for raising awareness on Forest-related initiatives world-wide.

The selection of the country for the field phase fell on **Indonesia** for the following reasons:

- The importance of forests in the country, their crucial contribution to natural heritage and to socio-economic development and the increasing threats they are facing (deforestation, biodiversity loss, illegal logging and forest-related crimes).
- The EU support to the environmental and forestry sector has been consistent and continuous in this country since 1980 as indicated in the EU Country Strategy Paper (CSP) representing one third of EU cooperation financial envelope.
- FLEGT negotiation with Indonesia started in 2007 and was concluded on May 4th 2011 with the signature of the Voluntary Partnership Agreement (VPA), facilitating the visibility assessment among Indonesian-based stakeholders.
- Indonesia benefitted from ENRTP funding up to M€ 43 in the period 2006-2011 for national and regional programmes in forestry management, FLEGT⁴, REDD⁴, Climate Change, Biodiversity and natural resources management.
- The possibility to assess EU visibility in other complementary sectors where the EU is a lead partner such as governance, education, regional integration and trade, conflict resolution and post-disaster rehabilitation.

The country visit to Indonesia took place from June 25th to July 4th 2011.

⁴ REDD: Reducing Emissions from Deforestation and Forest degradation. It is an UN initiative to create incentives towards conservation and sustainable management of forest ecosystems by creating a financial value for the carbon stored in the forests and further invest in low-carbon development

4. HYPOTHESES TESTED DURING THE FIELD MISSION

Based on the analysis and preliminary findings of the desk phase, the field mission aimed at verifying the following hypothesis:

- a) The political and strategic commitment towards environment integration in development cooperation calls for enhanced coordination and harmonisation with EU member countries and must be reflected in the respective communication and visibility.
- b) ENRTP has a prominent role in EU external action as it is the only fully environment-dedicated cooperation instrument. The lack of a specific communication budget line seems to indicate that the visibility of ENRTP rely on general communication mechanisms and practices (External services communication strategy) and mostly on communication actions related to specific initiatives financed by ENRTP such as FLEGT (high visibility on internet and through stakeholders' meetings) and addressed to economic operators and civil society concerned by environmental issues.
- c) Specific programmes like FLEGT reach multiple stakeholders and development objectives, favouring the interest of target groups and the visibility of the tangible results.
- d) Bibliography and consultations with EC officials in Brussels indicated that communication actions on environmental programmes are shared among EC external services and DG-ENV, according to specific involvement and tasks, in line with the common visibility guidelines and under a single EU umbrella (no differentiation between DGs).
- e) The review of ENRTP in 2009 underlined the lack of budget allocated to communication and the insufficient resources and skills in EC Delegations to allow them to enhance visibility.
- f) The joint implementation of programmes in partnership with other agencies reduces the visibility of the UE, despite sharing of visibility guidelines and contract obligations. This is particularly true with UN agencies.

5. FIELD MISSION METHODOLOGY AND FINDINGS

5.1 Methodology

The field mission in Indonesia adopted a diversified **methodology** that included:

a) The analysis of country context:

This was done prior to the mission by retrieving and assessing Indonesia general and sectoral documents in order to familiarize with the country political, economic, social and environmental context and challenges, as well as with the EU (and other partners) cooperation framework: This preliminary analysis completed the analysis undertaken during the desk phase when selecting Indonesia for the field visit (see chapter 3 above) and was instrumental to define focus and tools for field investigation as well as to identify and contact relevant informants and anticipate consultation agenda and arrangements.

b) Consultations with multiple stakeholders:

Individual and group meetings were arranged with over 25 informants (list in Annex) representing the EU Delegation, the ministries in charge of Forests and Environment and other national stakeholders directly involved in the sector (research, academics, private forest concessionaires, NGOs, community-based organisations, consultants and members of consultative and decision-making entities). International partners based in Indonesia were also consulted including those directly concerned by the themes (i.e. FAO), EU member States (Italian Embassy) and partners of the EU in the implementation of joint programmes (i.e. the World Bank).

c) Media coverage survey:

A media coverage survey was carried out on several Indonesian-based paper and online sources in both English and Indonesian languages, including the online versions of daily and weekly newspapers. Two major English daily newspapers⁵ were consulted: Jakarta Post and Jakarta Globe in the period from May 1st to June 30th 2011 covering the event of the signature of VPA for the FLEGT programme on May 4th. The survey also covered online national and regional press agencies and internet search engines. The survey retrieved over 25 press releases, articles and editorials addressing FLEGT and the VPA signature events.

d) Site visit in Bogor:

To complement meetings in Jakarta as described above (point b) one-day trip to Bogor was organised. Bogor (80 km from Jakarta) is the main research and academic pole for forest-related themes. Bogor hosts the Indonesian faculty of forestry, the headquarters of the Centre for International Forestry Research (CIFOR⁶) and one station of the International Centre for Research on Agro-Forestry (ICRAF). Both CIFOR and ICRAF are members of the Consultative Group on International Agricultural Research (CGIAR) a global partnership that brings together scientific organizations with funders of research on sustainable development. A meeting with lead researchers and academics was held to discuss the perception of FLEGT by the scientific community.

5.2 Field findings

The field mission had the double purpose of verifying hypotheses formulated during the desk phase (see Chapter 4 above) and to collect additional and complementary information from multiple stakeholders in the selected partner country. Both levels of investigation are addressed in the present and following (6) chapters as well as in the evaluation matrix in Annex.

5.3 Visibility management by EU Delegation

The EUD has adopted what they define a “pilot approach” to address visibility of EU in the country. A specialised communication company was selected through a tender procedure to ensure external communication and media coverage of corporate image and specific programmes and events according to an agreed strategy focused on key messages. The contract is structured as a framework contract and is progressively tailored to specific needs and requests from EUD. Specific activities include the coverage in traditional media (newspapers, radio & TV), the training of EUD staff to act as spoke persons and face TV appearance in interviews/reportages.

Considering the opportunities offered by the strong development of high technology and modern media in Indonesian society, the EUD participated in social networks (e.g. 2100 fans of EU on Facebook) and Blog discussions (a Blog discussion on forestry was carried out in relation to the finalisation of FLEGT-VPA negotiation process).

The communication contract, concluded initially for one year will be evaluated in January 2012 and its continuation will be decided upon results.

This communication approach allows to have a homogeneous and comprehensive communication initiative ensuring coherent and harmonised messages towards a diversified audience. The strategic focus, the key messages and the work plan are defined jointly by the EUD political and cooperation sections with interactive dialogue with the contracted specialists. Periodic and final reports are envisaged to monitor and evaluate inputs, activities, outputs and results. A meeting with the communication company was not organised during the evaluator mission in Indonesia as the EUD preferred not to anticipate the upcoming project evaluation.

⁵ [HTTP://WWW.THEJAKARTAPOST.COM/](http://www.thejakartapost.com/) and <http://www.thejakartaglobe.com/home/>

⁶ www.cifor.cgiar.org

Considering the lack of specific budget for visibility, the funds for such external contract were mobilised by pulling small amounts of money from different programmes and complemented by annual allocations for the EUD general communication and information activities.

The ongoing reform of EU external services is perceived as an important factor on EUD communication and visibility strategy. Part of the EUD (political section) works directly under the aegis of the EEAS, while the Economic and Development section responds to DG-DEVCO. The EUD is confronted with the priorities of EEAS more oriented towards key political issues, and those of DEVCO more focused on building awareness on EU programmes and funding instruments.

In its communication approach with government and development partners, including EU member states, the EUD is aiming to enhance sectoral dialogue through thematic working groups on sectors of common interest such as Governance, environment and climate change in line with OECD aid effectiveness goal.

Visibility is also linked to other focal sectors of cooperation such as Education, ASEAN Free Trade Agreement and post-emergency operations. In the Aceh region, where the EU has been active in conflict management and post-tsunami reconstruction programmes, an EU bureau has been established to supervise and monitor operations and ensure dialogue with local stakeholders and co-funding agencies. In its position of main donor and co-Chair (with the Government of Indonesia) of this multi-donor programme, The presence of this decentralised office lead by an appointed officer were instrumental to enhance visibility and credibility of the EU and to ensure representation for the contributing partners, monitoring of achievements and impacts. As well as the establishment of a proactive dialogue for post-emergency perspectives.

5.4 Visibility of the case study (FLEGT)

FLEGT has generally a high visibility profile among the concerned stakeholders and the media. For the forest-concerned stakeholders (public institutions, NGOs, private operators and research & academics) the issue of illegal logging has long been a crucial problem for its environmental (resources degradation, loss of biodiversity), economic (loss of revenues for the State and for legal operators) and social (corruption, conflicts) implications. For them, the approach adopted by FLEGT has certainly contributed to its success and recognition. The multi-stakeholders dialogue initiated at the early stage of negotiation and concluded with the signature of the Voluntary Partnership Agreement (VPA) in May 2011 has been instrumental to involve and commit the different stakeholders, despite the long negotiation process (3 years) and the necessary adoption of stringent regulations on certification and monitoring standards.

During the discussions, there was a good understanding and appreciation of the multiple benefits of FLEGT (environmental, economic, social, legal) as well as the strategic importance of a partnership with the EU, recognised as a global player not only for its geo-political dimension (27 Member States) but also for its influence in the dialogue with governments and other international partners.

FLEGT-VPA is considered by many Indonesian stakeholders a pilot initiative that could be replicated with other timber trading partners such as Japan and USA.

For other international partners involved in sustainable forest management (i.e. FAO, CIFOR, the WB), the achievements of FLEGT and its further implementation support is a sound basis for developing complementary actions contributing to climate change mitigation (REDD), good governance, poverty reduction and fair trade.

All these factors contributed to raise FLEGT and EU visibility. A direct effect of FLEGT visibility profile, is the growing expectations from concerned stakeholders for the EU⁷ continued commitment and involvement in the forest-related development, with particular attention to the following issues:

⁷ The EU is currently (last quarter of q2011) formulating the second phase of the support programme for FLEGT Action Plan in Asia (FLEGT Asia II) that will consider further support for implementation in Indonesia and strengthening the links with REDD+ initiative

- a) Ensure compliance of legality and fair trade measures by EU timber traders to import only certified timber in their markets;
- b) Increase public awareness and access to information on forest licensing, timber certification and trade opportunities.
- c) Continue support for FLEGT implementation, assisting the development of community forestry and community development in general by improving rural infrastructure and income diversification with investments and partnership opportunities, thus creating an enabling environment for SMEs and local governments and making the decentralisation process effective, transparent (fight against corruption) and sustainable.
- d) Adapt FLEGT VPA strict regulations in order to address different land tenure conditions, including State forests (exploited through concessions by private companies) and private forests owned and exploited by small farmers and rural communities.
- e) Complement forest conservation with support to forest plantations and multi-functional land use approaches (agro-forestry, non-timber forest products, carbon stocks, watershed management, rural infrastructure and income diversification).
- f) Support the development of good governance practices accompanying the national decentralisation process and favouring the sustainable management of natural resources and the empowerment of local authorities and communities (sustainable financing of local governments, fight against corruption, spatial planning, appropriate synergies between local and central governments, etc.).

FLEGT visibility is high even among the other stakeholders not directly involved in forest and environment related initiatives. This has been achieved thanks to an intensive and diversified communication campaign, especially in correspondence with the signature of the VPA, a crucial event that was attended by high ranking officials including the EU Trade Commissioner Karel De Gucht. His presence conveyed the image of a strategic programme contributing to multiple objectives and demonstrating the political commitment of the EU. This message was strongly underlined by local media.

5.5 Visibility of the EU

In addition to specific events like FLEGT/VPA, the EU visibility is enhanced by the proactive approach adopted by the EU Delegation in regards to policy dialogue with Government and coordination with donors community and international partners. Examples of such approach are:

- The EU leadership and moderation of inter-agencies and sectoral working groups and the elaboration and sharing of EU position papers on trade regulations and socio-economic affairs (i.e. migration), thus contributing to the EU image of a common and standardised/harmonised political/economic entity and facilitating negotiations and procedures especially in trade and investment affairs. This harmonisation action is highly appreciated by EU member states.
- In Aceh post-emergency multi-donors programmes, the position of the EU as co-Chair of the Steering Committee with the government of Indonesia has enhanced its visibility and the recognition by other funding partners to speak on their behalf without over-shadowing their contribution. The establishment of the EU bureau in Aceh has strengthened this position, ensuring monitoring when other donors have left. In addition, the EU continued presence helped attracting and leveraging additional funds facilitating dialogue with local government and stakeholders on policy development and follow-up initiatives.

Most of interviewed national stakeholders indicated the following sources of information on EU as the most consulted and accessible: National media (newspapers, TV), EU internet pages and Newsletters.

The topics of major interest for them are the EU-funded programmes, the examples of best practises, the partnership opportunities (for trade & investment), the education opportunities and of course the funding opportunities.

Despite the increasing political visibility, the EU is generally perceived as a donor and a partner of Indonesian Government in supporting national development.

With the exception of few NGOs that benefitted from former EU Forest and Environment budget lines, little is known of EU direct support to non-state actors (NSA), neither of the new generation of thematic programmes that replaced to mentioned budget lines. Most of them are not aware of the Call for Proposals mechanism that is periodically made available by the EU Thematic Programme For the Environment and the Sustainable Management of Natural Resources, including Energy (ENRTP). There is also a very limited knowledge of the EU-Asia SWITCH Programme dedicated to promote and implement the Sustainable Consumption and Production policy. This may result in limited capacity to access such funding instruments and to prepare well in advance valuable and successful proposals. The EU Delegation should consider appropriate communication actions to ensure optimal use of these facilities.

Despite the acknowledged effort of the EU in strengthening multi-stakeholders consultation mechanisms (including the civil society) during the strategy building and implementation processes, the above mentioned findings show that tailored communication and increased awareness raising could lead to more effective utilisation of EU funding opportunities and tat the same time strengthen the capacity of partners and beneficiaries to develop valuable initiatives. This would enhance the association between development objectives, demand-driven response and EU visibility.

6. RESPONSES TO EQS FOR THE THEME

EQ1. The image of the EU external action

In the visited country (Indonesia) the perception of stakeholders on EU external action corresponds to the image of an important and global partner with whom the cooperation can be established on multiple sectors and that can contribute to global development objectives (MDG) with a proactive/participatory and adaptive approach in accordance with national/regional needs. This image reflects the communication strategy and the messages conveyed by the EU Delegation..

The case study (FLEGT) is an example of this comprehensive and flexible approach. The national stakeholders recognised the multiple benefits of the programme in terms of forest conservation, fight against illegal logging and promotion of fair trade. Despite the global coverage of FLEGT, the high level of stakeholders participation in the negotiation and implementation process and the development of a nationally-owned verification, certification and monitoring system is perceived as a sound basis for empowerment and replication.

This aspect is recognized as an EU added value, when compared with other initiatives and donors (i.e. the UN-led REDD+ programme is sill object of intensive debates by the same stakeholders for the difficulty to clarify the concept of “carbon stocks compensation” and to translate it into practical grass-root operations).

In other cooperation initiatives, such as the Aceh post conflict/disaster rehabilitation, the high profile of the EU (Co-chair of the Multi-Donors Committee) and its visibility in the intervention area (EU bureau) has contributed to provide the image of a reliable and coherent partner able to build a constructive dialogue with government, local stakeholders and other donors on emergency issues as well as on long-term development perspectives.

EQ2. Visibility communication priorities

In the case of Indonesia, the EU Delegation has adopted an innovative and comprehensive communication strategy that includes corporate communication about the EU policies and statements on issues of global and regional importance as well as covering specific events and programmes related to its political, economic and development cooperation with the country. The

implementation of the visibility strategy provides the stakeholders with information on the policy framework (why), the specific initiatives (what) and the opportunities that may arise from them (how). This communication conveyed through diversified media is clearly perceived by national stakeholders and partners, thus enhancing the EU profile as a global player.

The role of the EUD in steering and moderating sectoral working groups with other donors including the EU-MS is highly appreciated by partners and it favours the setting up of dialogue agenda with agreed priorities and the delivery of appropriate products (i.e. EU policy position papers) facilitating the bilateral negotiations on trade and investments in a harmonised manner.

On the other hand, the EUD is confronted with the different objectives of the EEAS (political issues) and those of the Directorate-General for Development Cooperation (DG-DEVCO) focused on the cooperation strategy, thus requiring harmonised and coherent communication priorities by both EU Headquarters and Delegations.

EQ3. Implementing a single clearly defined visibility strategy

In Indonesia as in most partner countries, the EU cooperation strategy comprises economic, social and environmental objectives with increased cross-sectoral programmes, such as FLEGT and post-tsunami rehabilitation.

The multi-stakeholders dialogue implemented by FLEGT has certainly contributed to stimulate the debate on appropriate linkages and synergies between forest management and governance reforms (both sectors are supported by the EU) and between post conflict/disaster rehabilitation and the sustainable management of natural resources. The EU has a central role in this national debate thanks to its visibility and to its image of a reliable and flexible partner. Among the Indonesia-based stakeholders, the EU is perceived as a single institution, without differentiation between sectoral DGs.

In Indonesia, the continued support to the forestry sector ensures a coherent strategy promoting an integrated approach that is reflected in its visibility strategy and in the perception of the partners.

EQ4. Stakeholders perception of the benefits of EU external action

As mentioned in EQ1 above, the perception of the benefits of EU external action is linked to the tangible results of specific programmes like FLEGT. For this case study, the primary objective of fighting against illegal logging is strongly associated, in the messages and in stakeholders' perception to the economic benefits arising from the access to a large market (27 countries) as well as to the social and political benefits that may arise from improved governance practices (reduced corruption, administrative transparency, improved territorial planning, etc.). The increased awareness on these benefits raised also the expectations of national stakeholders on continued support by the EU to address these evolving challenges. In addition, the increased EU diplomatic and policy dialogue action combined with a diversified portfolio of operations and funding opportunities is certainly appreciated by national stakeholders and by other international partners for whom the EU is a political and implementing partner as well as a donor. The forestry sector provides few examples. FAO is a partner of EU in the implementation of EU-FLEGT Action plan⁸ in ACP countries where the paternity of the EU and its visibility are ensured. At the same time the EU is supporting the implementation of the UN initiative for climate change mitigation called REDD (Reducing Emissions from Deforestation and Forest Degradation) strengthening the synergies between the two initiatives.

The perception of the benefits by EU-MS is clear as explained in EQ5 below.

EQ5. Coordination and complementarity with EU member states

The external communication of the EU has greatly contributed to provide an image of a common market with harmonized regulations and standards. The release of policy & position papers on specific economic and social affairs (trade, investments, labour, migration, etc.) is highly appreciated by MS as it facilitates their bilateral negotiations and investments.

⁸ Source: [HTTP://WWW.FAO.ORG/FORESTRY/ACP-FLEGT/EN/](http://www.fao.org/forestry/ACP-FLEGT/EN/) and meeting with FAO officers in Indonesia

In the specific case of FLEGT, Indonesian partners underlined the need to ensure compliance of timber certification and trade agreements from the EU market side, thus requiring a control mechanism in EU timber destinations.

In addition, the EU leadership and moderation of thematic/sectoral working groups is favouring donors coordination and effectiveness of economic and development cooperation.

EQ6. Coherence of EU external action with internal policy areas

The EU is a net importer of tropical timber and at the same time EU countries import agricultural commodities such as palm oil and biofuel blamed by many environmental activists to be the cause of massive deforestation. Although the communication associated with FLEGT contributed to generate a positive image of the EU in regards to fight against illegal logging, more could be done to convey a message on the positive effects on sustainable natural resources management, environmental governance and fair trade, highlight the EU contribution to the implementation of UN environmental conventions and MEAs.

EQ7. Perception of EU value added / Global player

The EU external action in the environmental sector is perceived by most national and international stakeholders as a direct contribution to global challenges and international commitments and at the same time as a response to specific beneficiary countries needs and expectations.

The negotiated strategy and participatory approaches adopted by the EU in its international cooperation, as well as the diversified thematic focus and operational modalities are perceived as an added value when compared to other partners (e.g. international banks).

Placing the environment as a key component of a broader development and cooperation policy that includes economic and social development goals enhance the perception of the EU as a global partner open to dialogue and therefore facilitating long term perspectives and empowerment (peer to peer cooperation).

EQ8. Adequacy of resources for visibility and communication

The EU services rely on common visibility events at central level (Development Days, Info points, etc.), where coordination between technical and communication services and with other DGs is easier. In third countries, from one side the EUD are benefitting from the communication work done in HQ ensuring dissemination and on the other side, they are still defining their own operational strategies and tools, particularly regarding mobilization of human and financial resources for visibility action.

In Indonesia, the EUD has adopted a “pilot” approach to address visibility of EU in the country. A specialised regional communication company was selected through a tender procedure, to ensure external communication and media coverage of corporate image and specific programmes and events according to an agreed strategy focused on key messages. The contract, concluded initially for one year will be evaluated in January 2012 and its continuation will be decided upon results. It is structured as a framework contract and is progressively tailored to specific needs and requests from EUD. It includes the coverage in traditional media (newspapers, radio & TV), the training of EUD staff to act as spoke persons and face TV appearance in interviews/reportages. While awaiting the results of the external evaluation, this approach must be recognized for having strengthened the skills of Delegation staff while implementing visibility actions appropriate to the country context, combining traditional media (radio/TV, written press, public events) and modern tools (internet, social networks, blogs) and optimizing its presence in the country (including the decentralised office in Aceh), as well as ensuring a proactive and leadership attitude in multi-stakeholders and multi-donors platforms.

EQ9. Cost-effectiveness of communication actions

Cost analysis of communication associated to external action is not yet envisaged as a common monitoring and evaluation practice unless specifically budgeted and contracted. However, visibility is

being increasingly included as a cross-cutting issue in strategy and programme evaluation and should be part of the upcoming evaluation of the communication project in Indonesia in order to draw lessons from the outcomes and from methodology.

EQ10. Coordination and coherence of visibility within EC

In international environmental events (UN convention Committees, global conferences), the joint participation of EU political (EU Council) and operational (EC) parties contributes to convey a message of coordination and coherence. Within the Commission, technical and communication coordination has been strengthened among and between DG-DEVCO and DG-ENV. This is visible through internet links, reference to policy frameworks and exchange of best practices and operational programmes (e.g. FLEGT, LIFE).

7. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

- C1. The image of the EU as a global player is enhanced when acting at international level with coordinated political commitments and operational response, demonstrating the coherence and relevance of EU external action in the environmental sectors
- C2. A diversified portfolio of cooperation instruments and the participatory approach adopted by the EU in defining and implementing cooperation strategies contribute to the credibility of EU external action and is considered by many stakeholders its main added value.
- C3. Effectiveness and impact of visibility actions are enhanced when combining corporate communication with result-oriented communication linking specific programmes outputs to strategic and global objectives emphasizing the different aspects and their linkages according to target groups interests and communication purposes .
- C4. Integrating communication resources in strategy planning and programme approaches can effectively contribute to achievement of intended results and favour participation and empowerment of target groups.
- C5. The use of appropriate and tailored communication tools in accordance with stakeholders expectations and capacity may prove to be a key factor in determining perceptions and EU overall visibility

Recommendations

- R1. Visibility of EU external action in the environmental sectors and the EU image as a global actor can be further strengthened by valorising the EU contribution to the achievements of global commitments such as UN environmental conventions and proposing suitable approaches within its diversified cooperation instruments.
- R2. Coordination on communication priorities should be addressed as an integral component of strategy building (for country and regional cooperation) and be included as a cross-cutting issue in project design, implementation and monitoring. This should facilitate mobilization of appropriate technical, human and financial resources and allow for improved monitoring and evaluation of policies, strategies and programmes.
- R3. The pilot initiative by EUD Indonesia should be evaluated as to provide clear indications on its replicability in the country and elsewhere and possibly provide models and guidelines for future applications.

ANNEX 1: STANDARD FORMAT FOR EVIDENCE IN RELATION TO EQS (INDONESIA)

Evidence identified from bibliography and consultations with⁹:

- (1). EC Services in Brussels (DG-DEVCO and DG-ENV)
- (2). EU Delegation in Indonesia
- (3). Environment concerned public authorities in Indonesia;
- (4). Private sector practitioners and NGO/CSOs (Indonesia);
- (5). EU-MS representatives (Italian Embassy in Indonesia);
- (6). International partners (FAO, WB)
- (7). Media (Indonesia)

EQ 1	“How well does the image of the external action of the EU perceived by the stakeholders correspond to the key issues outlined in the definition and objectives of this external action (Nice Treaty: Art. 8 & 11; Lisbon Treaty: Art. 3 & 21) and to the image the EU seeks to convey?”
JC.1.1. The EU has managed to disseminate the message to the relevant stakeholders in terms of content and reasons for its external action	
<p><u>Indicator 1.1.1</u> The stakeholders know the definition of the external action of the EU</p> <p><u>Indicator 1.1.2</u> The stakeholders know the content of the definition of the external action of the EU</p>	<ol style="list-style-type: none"> (1) EC Environmental Services convey their communication messages and products through general EU Cooperation events (i.e. Development days) and through specific thematic events such as global environmental conferences and UN Conventions meetings, programme capitalization workshops (FLEGT annual conferences) and tailored awareness campaigns (2011 Internal Year of Forest), (2) Communication approach by EUD aims to convey key messages combining political visibility and cooperation visibility in a coherent manner. (3) Good knowledge of EU global cooperation framework and complementarity with EUMS and other donors (i.e. EU support to implementation of UN environmental conventions and multilateral environmental agreements (MEAs). (4) Little knowledge of EU external policies except specific areas of cooperation (appreciation focused on programme results and funding opportunities) (5) MS directly concerned by EU external action, therefore well informed about EU common policies and regulations (6) FAO implementing partner in FLEGT and other forestry actions (REDD) acknowledged lead role of EU in FLEGT and the importance of FLEGT trade component as facilitating VPA. While referring to common MDGs (poverty reduction and environmental sustainability), FAO

⁹ The list of people met during the desk and field phases is provided in Annex

	underlined needs in areas of their competence (data collection, inventories and monitoring). The WB recognized the important role of EU as a political, economic and cooperation partner and its influence at national, regional and global levels.
JC.1.2. The EU has managed to transmit an image to stakeholders that correspond to the image that was sought to be conveyed	
<u>Indicator 1.2.1</u> The images that are widely perceived by the stakeholders correspond to the communication objectives of the EU on its external action	(7) Good linkages of FLEGT to sectoral and global objectives in media coverage. Acknowledged reporting of EU statements and positions on other political & economic issues in national media (i.e. trade, governance and security).
<p><u>Preliminary Finding:</u></p> <p>The EU is perceived by different stakeholders as a global actor with whom the dialogue and cooperation is instrumental to achieve global objectives as well as to address local and national needs in diversified sectors (economic, governance and environment). This perception varies among stakeholders depending on areas of interest and convergence. EU image ranges from political and policy partner to technical/economic partner and donor.</p>	

EQ 2	“How well do the Visibility communication priorities (Key Communication Messages from Commissioner Ferrero-Waldner, i.e.: why, what, how) ¹⁰ achieve their objectives? ”
JC 2.1: The priorities (why, what, how) have been well perceived and understood by the stakeholders	
<p><u>Indicator 2.1.1</u> The stakeholders perceive well why the EU does have an external action</p> <p><u>Indicator 2.1.2</u> The stakeholders perceive well what defines EU as an actor on the world stage</p> <p><u>Indicator 2.1.3</u> The stakeholders perceive well how the EU deploys its instruments around the world</p>	<p>(3) Partner countries perceive EU political and cooperation actions as an improvement toward a single-voice group of players with growing influence on the world stage and an opportunity to address 27 “coordinated” member states. They acknowledge the credibility of the EU as a global player with whom the dialogue on common interests and cooperation strategies is participatory and open to diversified sectors.</p> <p>(4) For civil society stakeholders, the perception of tangible results (fight against illegal logging, access to a large potential market) is higher than the broader development objectives. For many of them the EU is perceived as a partner of the government and the knowledge of the full range of instruments deployed by the EU is still limited (i.e. support to NSA).</p> <p>(5) MS do appreciate EU visibility on external action, especially</p>

¹⁰ Section 2.2 of Commissioner Ferrero-Waldner’s Draft Communication to the Commission: 2 Feb 2006, “The EU in the World: Towards a Communication Strategy for the EU’s External Policy 2006-2009”

	when it contributes to convey the message of an harmonized political and economic entity with common principles and regulations, thus facilitating their bilateral negotiations on trade and investment affairs (i.e. EU position papers).
JC 2.2.: The formulation of the priorities would have to be changed in order to gain an increased impact	
<u>Indicator 2.2.1</u> The stakeholders express the need for another formulation about the external action of the EU in order to make it more visible	(4) There is still little familiarity (with few exceptions) of call for proposal instruments among national NGO/CSOs resulting in poor preparedness and access to direct funding.
<p><u>Preliminary Finding:</u></p> <p>While international partners and EUMS have a good understanding of EU external action framework and do appreciate its increased visibility, the stakeholders in external countries pay more attention to tangible results resulting from cooperation strategies and initiatives in relation to their concerns and involvement.</p>	

EQ 3	To what extent does the EC view itself as implementing a single, clearly defined Visibility strategy to achieve an agreed public image for its external action?
JC 3.1 – The external actions services have one common visibility strategy	
<p><u>Indicator 3.1.1</u> The number of communication / visibility strategies in the EC external action services and the variations between them</p> <p><u>Indicator 3.1.2</u> The existence of functioning and respected coordination mechanisms between the responsible services</p>	<p>(1) When acting in global/international fora, DG-DEVCO and DG-ENV have a coordinated communication strategy and usually rely on joint participation (UN Convention Committees, WSSD, etc.), often accompanying EU political representatives such as EU Council¹¹ (EQ5).</p> <p>(2) At EUD level, there has been an effort to clearly define the role and tasks of the “political” and “cooperation” sections, although the functional relationships, respectively EEAS and DG-DEVCO, may potentially result in different priority settings, more oriented on political and security issues for the first and on cooperation strategies and effectiveness for the second.</p>
JC 3.2 – Variations between the existing strategies are explained with valid reasons and an effort has been made to ensure overall coherence	

¹¹ Joint statement by Janez Potočnik, European Commissioner for Environment and Joke Schauvliege, EU President of the Environment Council on the outcome of the COP10 Conference on Biological Diversity in Nagoya, Japan

<p><u>Indicator 3.2.1</u> The existence of valid reasons to explain any differences detected between the strategies</p> <p><u>Indicator 3.2.2</u> The overall coherence of the existing strategies is explained either in the documents or verbally in a consistent way by the officials responsible for them</p>	<p>(3) EUD visibility approach towards national stakeholders is implemented as a single strategy jointly defined and implemented by the political and cooperation sections and aiming at conveying an harmonized and coherent communication, but still keeping a certain degree of flexibility and adaptation to diversified target groups and topics</p>
<p>JC 3.3 – The overall strategy or strategies outline a clear and logical path to achieve the visibility goals of EU external action</p>	
<p><u>Indicator 3.3.1</u> The strategy or strategies are easy to follow, specify a clear goal and outline a logical chain of actions.</p> <p><u>Indicator 3.3.2</u> The logic of the chain of actions in the strategy(ies) is robust</p> <p><u>Indicator 3.3.3</u> The communication strategies are sound-proofed by communication professionals</p>	<p>(1) The links between sectoral (environmental) policies and cooperation programmes are clear in communication and information sources (EC home page, events). This is translated into action priorities (thematic focus, budgets, eligibility rules, etc.) matching the strategic priorities.</p> <p>(2) In Indonesia, EUD defines key messages and priorities of external communication that is outsourced to a professional communication company that proposes and deploys appropriate tools. This arrangement will be evaluated in January 2012 (one year after the start) in order to assess efficiency, effectiveness and impacts of the approach and draw lessons for its continuation and replication in other countries.</p>
<p>JC 3.4 – Variations between the existing strategies do not cause problems in creating the right visibility</p>	
<p><u>Indicator 3.4.1</u> Evidence of difficulties of achieving the visibility objectives</p> <p><u>Indicator 3.4.2</u> Evidence of difficulties being ascribed to confusion on objectives or differences of points of view between the responsible services</p>	<p>(1-2) In the absence of specific budget allocation for visibility, both EC-HQ and EUD tried and partially succeeded to mobilize resources for visibility actions from programmes and projects, thus addressing communication and visibility as cross-cutting issues.</p>
<p><u>Preliminary Finding:</u></p> <p>The EU services at HQ and in Delegations are trying to implement a single visibility strategy linking corporate objectives and specific programmes results. However, the new political and institutional setting (EEAS) necessitates harmonization and coordination in priority definition in order to make communication more effective and efficient in the light of scarce financial resources.</p>	

<p>EQ 4</p>	<p>“How well do stakeholders perceive the benefits of EU external action and not just its main features?”</p>
<p>JC 4.1. The stakeholders are sufficiently exposed to a communication from the EU on Visibility of its external action that is organised to improve impact, retention, credibility and buying intention</p>	
<p><u>Indicator 4.1.1</u> The communication strategies are designed to improve impact, retention, credibility and “adherence/agreement” at the level of targeted stakeholders</p> <p><u>Indicator 4.1.2</u> The communication strategies are implemented to improve impact, retention, credibility and buying intention at the level of targeted stakeholders</p> <p><u>Indicator 4.1.3</u> The communication strategies are monitored and evaluated on impact, retention, credibility and buying intention at the level of targeted stakeholders</p>	<p>(1) Environmental communication from EC-HQ displays a wide variety of instruments including internet sources, printed and audiovisual material, awareness campaigns and dedicated events providing policy and operational information (projects, best practices, contacts of stakeholders, access to funding opportunities) with the aim of reaching responsible authorities, practitioners and the wide public.</p> <p>(2) EUD adopted a diversified visibility approach to reach the wider public by means of different instruments such as traditional media (TV, radio and written press) , social networks and blogs with the purpose of making information more attractive, adapted to the social context and interactive, thus enhancing participation and empowerment. Performance and impact evaluation planned for January 2012.</p>
<p>JC 4.2. The stakeholders perceive and value the differences between the benefits of the EU external action and the results or the features/instruments</p>	
<p><u>Indicator 4.2.1</u> The communication strategies are designed to improve the perception of benefits at the level of targeted stakeholders</p> <p><u>Indicator 4.2.2</u> The communication strategies are implemented to improve the perception of benefits at the level of targeted stakeholders</p> <p><u>Indicator 4.1.3</u> The communication strategies are monitored and evaluated on the perception of benefits of</p>	<p>(3-4-7) FLEGT VPA media coverage in Indonesia was highly visible and acknowledged by many stakeholders: It provided a clear picture on the linkages between environmental, economic and governance benefits. This perception was supported by the participatory approach in the negotiation process, the recognition of the achievements of national partners in setting up the national certification and control system and by attendance of the EU Trade Commissioner at the VPA official event.</p> <p>The perception of the benefits of FLEGT goes beyond its immediate effects as it is considered by several stakeholders as a pilot initiative for further negotiation with other timber trade partners (USA, Japan)</p>

targeted stakeholders	
<p><u>Preliminary Finding:</u></p> <p>The FLEGT case study in Indonesia indicates that visibility of an external action can be the result of multiple factors: the relevance of the action, the participation of concerned stakeholders in the implementation, the perception of its multiple benefits and the recognition of the contributions by partners and finally the use of attractive and adaptive communication tools</p>	

EQ 5	To what extent is the EC's visibility/communication work coordinated and complementary with that of the EU Member States, Council and Parliament?
JC5.1 – The EC, MS and Council have a established coordination mechanism to discuss visibility issues	
<p><u>Indicator 5.1.1</u> Evidence of such a coordination mechanism (minutes of meetings held at regular intervals, agenda items on existing Council working groups, etc) being used regularly.</p> <p><u>Indicator 5.1.2</u> Evidence that points agreed on coordination and complementarity of visibility work are then followed up by actions by each of the three parties</p>	MS acknowledged role of EU in conveying common messages (statements, policy position papers, Regulations, etc.) and leading sectoral/thematic working groups in areas of common interest (trade, climate change, security and humanitarian aid). This facilitates donors coordination and MS bilateral dialogue with partners and investors.
JC5.2 – Council, EP and MS representatives are aware that their actions have an impact on the visibility of the EU as a whole	
<p><u>Indicator 5.2.1</u> Evidence of discussions on the need to coordinate with the Commission on visibility</p> <p><u>Indicator 5.2.2</u> Evidence that these discussions on the need to coordinate with the Commission on visibility are then followed up by action</p>	See JC5.1
JC5.3 – EC representatives take regular steps to liaise with MS, Council and EP on visibility	

issues in EU external action	
<p><u>Indicator 5.3.1</u> Evidence of discussions on the need to coordinate with the Member States, Council and EP on visibility</p> <p><u>Indicator 5.3.2</u> Evidence that these discussions on the need to coordinate with the Member States, Council and EP on visibility are then followed up by action</p>	<p>The latest Committee of Parties (10th COP) of the UN Convention on Biodiversity held in Nagoya, Japan on October 2010 was attended by the President of the EU Environment Council, the EU Commissioner for Environment and representatives of DG-DevCo. Their statements and presentations were coordinated and conveying harmonized messages on EU policies, programmes and commitments.</p>
JC5.4 – Outside observers in a particular context (e.g. In a partner country) see the EU (eg. MS embassies and EU Delegation) acting as a single entity rather than as a group of discordant actors	
<p><u>Indicator 5.4.1</u> No evidence emerges from interviewees or reports of examples of uncoordinated action on visibility or of MS actions conveying contradictory messages to the Commission</p>	<p>Country/Regional Strategy Papers (CSP/RSP) and related Indicative Programmes usually include a section describing MS and other donors involvement as part of Coordination efforts.</p> <p>In partner countries, the EUD is often ensuring a lead role in dialogue platforms with MS.</p>
<p><u>Preliminary Finding:</u></p> <p>Major policy and strategic commitments from the EU are usually endorsed by the EP and the Council (Communications) and followed by Commission Working papers setting the guidelines for the application of such political commitments and decisions they refer to in elaborating sectoral and/or geographic strategies and programmes.</p>	

EQ 6	Are the EC's messages coherent across different EU external action and internal policy areas?
JC6.1 – EU policy in other areas do not contradict EU external action	
<p><u>Indicator 6.1.1</u> Evidence of incoherence between formal policies</p> <p><u>Indicator 6.1.2</u> Awareness among outside observers of incoherence in the EU's policy</p> <p><u>Indicator 6.1.3</u> Evidence from</p>	<p>EU external action is coherent with EU environmental policies for the following reasons:</p> <ul style="list-style-type: none"> ◆ EU is party of the UN environmental conventions and MEAs and is further supporting their implementation in partner countries and regions. ◆ The EU (the Parliament, the Council and the Commission) agreed since early nineties to pursue and improve

<p>officials working in one EC policy sector that they have taken steps to improve policy coherence between their area of policy and other areas</p>	<p>environmental mainstreaming and integration in development cooperation.</p> <ul style="list-style-type: none"> ◆ Some EU environmental programmes were opened to participation by external partners (i.e. LIFE Third countries) and/or promoting EU-external partnerships (peer-to-peer twinning, exchange of best practices, knowledge and research networks, etc.). ◆ Other programmes (i.e. FLEGT) are based on mutual commitment by EU and external stakeholders to apply and enforce agreed standards and regulations. ◆ Environmental management principles are promoted and pursued in cross-border and regional cooperation, especially in the Neighborhood region (i.e. Mediterranean Action plan, Natura 2000 Network).
<p>JC6.2 – Existence of contradictory messages being conveyed by different policy sectors</p>	
<p><u>Indicator 6.2.1</u> Evidence of contradictions between the visibility and communication strategies of different EC departments responsible for different policy sectors</p> <p><u>Indicator 6.2.2</u> Evidence that EC officials have taken steps to coordinate the messages to be conveyed on different policies so as to iron out possible contradictions</p> <p><u>Indicator 6.2.3</u> Awareness among outside observers of apparent contradictions (lack of coherence) between the messages conveyed by EU officials</p> <p><u>Indicator 6.2.4</u> Existence of press enquiries and requests for explanations about seeming contradictions in messages conveyed by EU</p>	<p>(3-4-5) Past and potential contradictions lie on EU imports of agricultural commodities (i.e. palm oil, biofuel) for long time and by many environmental activists blamed to be a major cause of deforestation.</p> <p>(4) FLEGT is perceived as being an important and effective instrument to fight illegal logging, even more if the countries are supported in the establishment of good governance practices. Visibility of FLEGT has raised expectations by Indonesian stakeholders in regards to the compliance of trade agreements by EU timber traders. The presence of EU Trade Commissioner at the FLEGT-VPA signature was instrumental to confirm EU commitment on this aspect. Much of the credibility of FLEGT will depend in the future on the capacity to develop and maintain trade agreements and value chain integration between Timber producing countries and EU markets. The annual FLEGT meetings should represent a reliable source of verification.</p>
<p><u>Preliminary Finding:</u></p> <p>Although traditional and potential contradictions remain between environmental protection and global trade, There has been however an effort to harmonize environmental-friendly regulations and to enforce responsible and fair trade agreements through mutual commitments and long-term partnerships such as FLEGT-VPA.</p>	

<p>EQ 7</p>	<p>“How far does the perception of the value added of the EU as a global actor emerge clearly from its presence as in the major international organisations/ fora? “</p>
<p>JC 7.1 The Commission has displayed political leadership in the implementation of its overall communication strategy and visibility activities, both internally and towards Council, MS ,EP and International Organisations</p>	
<p><u>Indicator 7.1.1</u> The degree of leadership (political and managerial) exercised internally to produce policy documents and take decisions (HQ and DEL)</p> <p><u>Indicator 7.1.2</u> The degree of leadership (political) related to key events with Council, MS and EP</p> <p><u>Indicator 7.1.3</u> Policy document with clear communication and visibility objective + implementation strategy produced with contribution of all external family DGs</p> <p><u>Indicator 7.1.4</u> Communication/visibility tools provide improved access to information on EU policies</p>	<p>EU participation in global environmental fora, including the support to the implementation of UN Conventions and Multilateral environmental agreements (MEA) places the EU in a leadership position raising its profile as a global player. The related communication (statements, strategic commitments, etc.) contributes in making the EU a strategic partner in taking decisions and in making their implementation possible through diversified cooperation instruments (programmable Aid and thematic programmes).</p> <p>(1-2) The diversity of instruments and the participatory process (strategic consultation on CSP and Calls for Proposals) aim at improving access to cooperation opportunities by multiple stakeholders.</p> <p>(4) However, the degree of awareness among potential beneficiaries in partner countries leaves room for improvement, especially in regards to support mechanisms for non-State actors (NSA).</p>
<p>JC 7.2 The Commission has actively supported the further consolidation of the overall EU institutional architecture enabling a more coherent and effective communication and visibility</p>	
<p><u>Indicator 7.2.1</u> To what extent is the EU Institutional architecture conducive to ensuring responsive and coherent decisions have a strong visibility impact</p> <p><u>Indicator 7.2.2</u> To what extent EC has expressly push for reforms having a visibility</p>	<p>For partner governments, EUMS and international partners the new EU architecture is perceived as a promising step toward coherent and effective decision-making. NSA understanding of EU institutional architecture and the impact on their areas of concern is still limited or unclear.</p>

<p>impact</p>	
<p>JC.7.3 The EU Delegation contributed to strengthen the image of the EC in the third countries and the knowledge on the EU policies and activities</p>	
<p><u>Indicator 7.3.1</u> How the presence of Delegation in third countries is perceived by local stakeholders, including MSs and International organizations</p> <p><u>Indicators 7.3.2</u> To what extent the stakeholder in the country knows the EC policy and actions</p>	<p>(3-5-6) EU presence in the country (EUD) is perceived as instrumental for a consolidated and strategic dialogue on policy development and implementation measures, ensuring adequate monitoring of ongoing initiatives as well as dialogue on long-term perspectives. The deployment of a EU office in Aceh region where conflict management and post-disaster programmes were implemented raised the profile and the credibility of the EU among national stakeholders and international partners, favouring dialogue, coordination and funds mobilization.</p>
<p>JC 7. 4 If and how the EU has been able to demonstrate its specific added value in relation to the Presidency and MS and to influence the international organizations/bodies while making it visible externally</p>	
<p><u>Indicator 7.4.1</u> Constant key role of the EC in reaching EU common positions to be presented in the ECOSOC, selected Trust Funds, UN HR Council.</p> <p><u>Indicator 7.4.2</u> How the EC role is perceived by selected International Organisations (HQ and field)</p> <p><u>Indicators 7.4.3</u> How the role of the EC in international fora is perceived by governments of third parties and OECD countries</p>	<p>The elaboration of common statements, policy position papers and regulatory framework is positively perceived by EUMS and by partner countries as they facilitate political and economic dialogue and negotiations, particularly on issues of common interest (trade, education, migration, investments).</p> <p>For FAO (active on forestry) FLEGT¹² is an opportunity to join as an implementing partner with the provision of its forestry expertise and at the same time the occasion to join forces and resources with EU for other forest-related initiatives (i.e. REDD).</p>
<p><u>Preliminary Finding:</u></p> <p>EU image as a global player has been enhanced and made more visible thanks to (a) a proactive participation in global environmental fora and events, (b) its technical and financial contribution to the implementation of UN conventions and MEAs in partner countries and regions, (c) a coherent approach in enhancing the environmental mainstreaming and integration in development cooperation and to (d) delivery of its external action through diversified cooperation instruments, initiating and leading its own initiatives like FLEGT and supporting complementary initiatives of other partners.</p>	

¹² Sources: Interview with FAO officer in Indonesia and [HTTP://WWW.FAO.ORG/FORESTRY/ACP-FLEGT/EN/](http://www.fao.org/forestry/ACP-FLEGT/EN/)

<p>EQ 8</p>	<p>“How far are the resources mobilized by the EC adequate (human resources, budget) to carry out its visibility/communication strategy?”</p>
<p>JC 8.1 The Commission has sufficient levels of capacity (at HQ and in Delegations) to manage the various dimensions of communication/visibility actions (strategy programming, support to implementation, M and E)</p>	
<p><u>Indicator 8.1.1</u> Qualification and tasks of staff dealing with communication/visibility in dedicated Unit and at DEL</p> <p><u>Indicator 8.1.2</u> Number of staff in HQ and Delegation compared with similar organisations (UN Agency and/or MS)</p>	<p>(1) In EC-HQ, the collaboration between technical staff and communication services is frequent when preparing events, presentations and information materials. Online and interactive information is increasingly made available for external stakeholders (i.e. interactive map of EU-funded biodiversity actions around the world on HTTP://EC.EUROPA.EU/EUROPEAID/BIODIVERSITY-ACTIONS/).</p> <p>(2) In several EUDs, communication officers are recruited (i.e. Tunisia) or communication tasks are defined for EUD staff and their skills improved (i.e. Indonesia). External communication specialists are also contracted for specific tasks (Indonesia).</p>
<p>JC.8.2 Financial amount of communication visibility budget and % of dedicated budget from projects, programmes, budget support and dialogues</p>	
<p><u>Indicator 8.2.1</u> Financial amount for staff and management services at HQ</p> <p><u>Indicator: 8.2.2</u> Financial amount for staff and management services at Delegation</p> <p><u>Indicator: 8.2.3</u> % or amount dedicated to visibility in financed projects/programme to CSOs, UN Agencies, Foundations, and Universities.</p> <p><u>Indicator 8.2.4</u> Availability of budget lines specifically related to visibility or other means to M & E visibility</p> <p><u>Indicator: 8.2.5</u> EC Resources used to check visibility compliance for projects/programme</p> <p><u>Indicator 8.2.6</u> Resources used</p>	<p>(1) ENRTP, the main environment-oriented thematic programme does not have a communication budget (source: ENRTP mid-term review). Communication budgets are usually associated to specific initiatives (e.g. FLEGT).</p> <p>Many EUD rely on annual allocations for communication and information activities that cover for a variety of self-standing actions or actions associated to strategy building processes or to specific programmes (capitalization seminars, conferences, media events).</p> <p>(2) In Indonesia, EUD pulled small amounts from programme portfolio to address external communication (corporate and programme-related) through a framework-type contract with a regional communication company (Endelsman). This contract includes media coverage, training of staff to act as spoke persons, TV/radio appearance, social networks and blogs. The contracted company provides reports on communication actions previously agreed with EUD. The contract will be evaluated in January 2012.</p>

for policy dialogue and new delivery methods	
JC.8.3 The financial amount available for implement the communication visibility strategy is known by the Commission and the strategy is designed accordingly	
<p><u>Indicator 8.3.1</u> To what extent the strategy is designed taking in consideration the available resources (staff/budget)</p> <p><u>Indicator: 8.3.2</u> Involvement and training of external DGS and DEL personnel on visibility /communication not working in Communication Units</p>	See JC8.2 above
<p><u>Preliminary Finding:</u></p> <p>While communication units and tasks have been structured at EC-HQ and inter-service cooperation is in the process of being defined, the EUDs are still adapting to the visibility requirements particularly in relation to skills adjustment and resources mobilization with unclear and adaptive solutions, either by internalizing communication actions within their operations (cross-cutting approach) or by outsourcing those actions to external specialists. Monitoring and evaluation of these options are necessary to draw lessons and provide guidelines.</p>	

EQ 9	“To what extent are the results in terms of stakeholder perceptions commensurate with the cost of conveying the messages both in financial and organisational terms? “
JC 9.1 Are the stakeholders perception in selected policy areas and the 6thematics linked to specific messages conveyed by EC	
<p><u>Indicator 9.1.1</u> Measured results from attitudinal surveys of samples of particular stakeholder groups comparing perceptions of the EU and other comparable actors on EU external action and more specifically in the 6 thematic areas designated in the TOR</p> <p><u>Indicator 9.1.2</u> Measured results perceptions of informed actors from among the designated</p>	<p>Bibliography, internet sources and sample interviews in Indonesia Indicated that FLEGT visibility can be considered a success, given the combination of communication actions and the clear association of EU “label”. However, no cost-effectiveness has yet been assessed and the impact of the programme on deforestation can only be evaluated on a longer term.</p>

<p>stakeholder groups</p> <p><u>Indicator 9.1.3</u> Measured results from comparison of main messages conveyed by the EU in specific communication efforts with the messages then retained by the media in covering the event or NGOs following the issue</p> <p><u>Indicator 9.1.4</u> If available from Eurobarometer or other comparable sources: Measured results from public opinion polls of attitudes towards EU and EU external action</p>	
<p>JC 9.2 Are the resources used in the selected policy area able to create specific message including strategy design and coordination</p>	
<p><u>Indicator 9.2.1</u> Number and qualification of personnel and Units +DEL involved in creating the message</p> <p><u>Indicator 9.2.2</u> Kind of tools (Internet, newsletter, declarations, press release, events, etc..) used to convey message in the different sectors</p> <p><u>Indicator 9.2.3</u> Cost of tools employed</p>	<p>As indicated in EQ8 above, there have been several tests to integrate communication in external action. Key informants agree that effective communication should be based on cooperation between technical staff and communication specialists (either internal or external and that the tools should be adapted to target groups and possibly combined (press releases, references to internet sources, public events, traditional media and modern communication when the social context allows).</p>
<p>JC 9.3 The resources available for visibility work are effectively deployed in a well organized manner</p>	
<p><u>Indicator 9.3.1</u> Clear and logical organisational chart for the staff working on visibility available</p> <p><u>Indicator 9.3.2</u> Budgets for visibility work are clearly linked to the action plans</p>	
<p>Preliminary Finding:</p> <p>The cost analysis of communication associated to external action is not yet envisaged as a common monitoring and evaluation practice unless specifically budgeted and contracted. However, visibility is being increasingly included as a cross-cutting issue in strategy and programme evaluations</p>	

ANNEX 2: LIST OF PERSONS, INSTITUTIONS AND ORGANISATIONS INTERVIEWED

A) PEOPLE MET IN EUROPEAN COMMISSION HEADQUARTERS, BRUSSELS

NAME	FUNCTION	DG & UNIT
Philip MIKOS	Head of Unit	DEVCO I 2 - Sustainable management of natural resources
Paul RENIER	Head of Sector - Environment and Climate Change & responsible for Quality Support Unit – NR & Climate Change – previously overseeing the work of the Environment Integration Project / Helpdesk	DEVCO E 6 - Développement Rural et Territorial
Louis DU BREIL DE PONTBRIAND	Head of sector Environment Natural Resources Thematic Program (ENRTP)	DEVCO F 3 - Central management of thematic budget lines under DCI and Facility for rapid response to soaring food prices in developing countries
Patrick WEGERDT	Policy Officer - for Desertification, Environment Development Integration Policy, SIDS and OCT (Overseas Countries and Territories), International Relations and Enlargement	ENV E 1
Mathieu BOUSQUET	Policy Officer – FLEGT	DEVCO I 2 - Sustainable management of natural resources
Chantal SYMOENS	Head of sector - Devel. Rural et Agricole & Responsable de la gestion de la qualité	DEVCO E 6 - Développement Rural et Territorial
Jerome PETIT	Natural resources - Quality Management Officer - Agro-fuels & Horizontal issues (training, guidelines, website, thematic networks)	DEVCO E 6 - Développement Rural et Territorial
Ana MORENO	Programme Manager - External Relations / MWH Support Facility of GCCA	DEVCO F 3 - Central management of thematic budget lines under DCI
Etienne COYETTE	Climate Change Team coordinator	DEVCO I 2 - Sustainable management of natural resources

B) PEOPLE MET IN THE FIELD MISSION (INDONESIA)

NAME	FUNCTION	
Charles Whiteley	Head of Political, Press and Information Section	EU Delegation
Sakura Moretto	Programme manager (Environment/Climate Change)	EU Delegation
Muamar Vebry	Task manager for post-tsunami reconstruction projects	EU Delegation
Iman Santoso	Director General, DG Forest Utilization	Ministry of Forestry & Associated bodies
Achmad Edi Nugroho	Co-Director, Multi-stakeholders Forest Programme (MFP)	Ministry of Forestry & Associated bodies
Andy Roby	MFP, technical Assistant & FLEGT Facilitator	Ministry of Forestry & Associated bodies
Agus Setyarso	National forestry Council, Commissioner on forest and Economics	Ministry of Forestry & Associated bodies
Setyawan Warsono Adi	Deputy-Director Biodiversity	Ministry of Environment
Nanang Roffandi Ahmad	Executive Director	Association of Indonesian Forest Concessionaires
Wisnu Rusmantoro	National Coordinator	Hearth of Borneo National Coordinator, WWF-Indonesia
Arie Rukmantara	Executive Director	Forestry Institute for Public Policy, Economic and Community Development (FORESPECT)
Nurcahyo Adi	Research Associate	Institute of national and regional resources (INRR)
Prof. Hariadi Kartodihardjo	Dean of Faculty	Faculty of Forestry (IBP), Bogor
Dr. Ir. Hendrayanto	Former Dean of Faculty	Faculty of Forestry (IBP), Bogor
Dr. Ir. Darsono	Head of Forestry and Plantation department	Faculty of Forestry (IBP), Bogor

Safriza Sofyan	Deputy manager, Multi-Donor Fund (MDF) for post-Tsunami reconstruction in Aceh & Nias	The World Bank
Anita Kendrick	M&E officer, MDF for post-Tsunami reconstruction in Aceh & Nias	The World Bank
Puni Ayu Anjungsari Indrayanto	Communication and external relations officer	The World Bank
Juha Seppala	Environment and Carbon Finance specialist	The World Bank
Rogier Kaver	Programme officer, UN-REDD	FAO
Vanda Boscaratto	Commercial Attaché	Italian Embassy
Luigi Diodati	Counsellor and Deputy Head of mission	Italian Embassy

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