

World Bank - Grant Reporting and Monitoring (GRM) Report

Report to Donor

Ref. TF0A7032
Printed On: 01/14/2021

Reporting Period: 07/01/2019 to 06/30/2020
Report Type: Progress Report
Report Status: Approved

Assignment: TF0A7032

Third Grant for Colombia Readiness Preparation Proposal (Readiness Fund of Forest Carbon Partnership Facility)

FCPFR - Forest Carbon Partnership Facility

Task Team Leader: 00000242041 - Julian Lee
Approving Manager: 00000253690 - Valerie Hickey

Summary Information	
TF Status	ACTV
Recipient Country	Colombia
Executed By	Recipient
Managing Unit	9272 - SLCEN
Grant Start Date / End Date	06/13/2018 to 12/31/2021
Original Grant Amount	4,930,000.00
Grant Amount	4,930,000.00
Outstanding Commitments	0.00
Cumulative Disbursements	933,689.87 as of 06/30/2020
Disbursed 07/01/2019 to 06/30/2020	833,689.87
Donor	TF602001 - MULTIPLE DONORS

This GRM report includes the following sections: Overview, Components, Outcome, Execution, Program (FCPFR), Disbursements.

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OVERVIEW

Overall Assessments

Grant Objectives:

The objective of the grant is to strengthen enabling conditions for implementation of National REDD+ Strategy.

Overall progress from 07/01/2019 to 06/30/2020 with regard to Achieving Grant Objectives:

Comment:

This third FPCF grant became effective in May 2018. However, following a change of government, the Ministry of Environment and Sustainable Development (MADS) did not sign off on the Annual Operations Plan until June 2019, six months after the end of the second FCPF grant. This delay implied that the Project Implementation Unit had to be reconstituted, and a new coordinator was hired only in January 2020. In addition, departmental and municipal elections in January 2020 required renewed a review of planned activities with the new authorities who are key stakeholders for managing regional targets. The cumulative effect of these situations ended in a significant delay in the implementation of this grant, in addition to delays resulting from the COVID-19 emergency.

Project performance is rated moderately unsatisfactory. In the reporting period, the project formed its PIU, validated and approved an Annual Operations Plan, and moved forward in the formulation of ToRs to speed up procurement processes. The Annual Operations Plan was judged to be well thought out and comprehensive and covered the remainder of the implementation period. However, as a result of the abovementioned delays, few significant advances were registered in the achievement of the project objective and its underlying indicators.

At the request of Fondo Accion and the Ministry of Environment and Sustainable Development (MADS), and on the basis of the revised Annual Operations Plan, the World Bank restructured the project on June 25, 2020, to extend the closing date from June 30, 2020 to December 31, 2021, providing 18 additional months to ensure the effective and successful execution of the grant. The restructuring also included the modification of some indicators to ensure greater clarity and alignment with the project's activities. To ensure the implementation of activities is expedited the World Bank is providing additional close implementation support, including biweekly meetings Fondo Acción team as well as MADS when required.

Overall progress from 07/01/2019 to 06/30/2020 with regard to Implementation of Grant Financed Activities:

Comment:

The progress of each Component so far is as follows:

Component 1: Organization, consultation and participation

- The Project Implementation Unit (PIU) is in place and working on implementation activities. The Operations Manual was updated and received its no objection.
- 10 workshops with 573 participants, of which 43% were women, were held with Afro Colombian, indigenous and farming communities about the importance of a collective vision for forests and its implication for their local economies.

Component 2: REDD + Strategy Implementation

- Three trainings took place for community representatives located in areas with the highest deforestation rates on Community Management of Forests, sustainable wood trading, and furniture making.
- A mapping of local initiatives in deforestation hotspots has been completed that will be used to inform a coordinated strategy to tackle deforestation with support of local governments.

Component 3. National Monitoring Systems for Forests and Safeguards

World Bank - Grant Reporting and Monitoring (GRM) Report

- Support provided to the Institute of Hydrology, Meteorology and Environmental Studies (IDEAM) to strengthen the data for the forest reference emissions level of the Agriculture, Forestry and Land Use sector.
- For the Community Monitoring System, the annual National Seminar on Forest Cover Monitoring was organized with the participation of community monitoring roundtables, aiming at promoting dialogue among community organizations and partners grouped in the Institutional Roundtable for Participatory Community Monitoring.

Component 4: Program Monitoring and Evaluation Framework

- A financial audit for the period of January 1 to December 31, 2019 was conducted and no concerns were raised.

Grant follow-up and structure

Description and context of the Grant:

The Readiness Preparation Proposal (R-PP) prepared by the Government of Colombia identified the necessary interventions to strengthen Colombia's technical and institutional capacities to participate in a future REDD+ mechanism. The overall financial envelope needed for achieving REDD+ Readiness in Colombia was estimated to US\$ 27.5 million. The FCPF Participants Committee approved Colombia's R-PP in November 2013 and granted the Republic of Colombia a US\$3.6 million readiness preparation grant. However, the grant agreement was only signed on April 29, 2015, resulting from a need to hold initial consultation workshops before formally allocating the grant, and subsequently a need to clarify the legal and fiduciary arrangements between the World Bank, the MADS and Fondo Acción, the executing entity. A second Readiness grant for US\$ 3.6 million was completed on January 30, 2019. Colombia's request for FCPF Additional Funding of US\$ 4.93 million in the form of a third grant was approved on March 29, 2017 during the 23rd Meeting of the FCPF Participant Committee.

The third grant is helping the government of Colombia to strengthen the enabling conditions for REDD+ Strategy (EICDGB) implementation. The grant is financing costs associated with scaling up and expanding Component 1 (Organization, Consultation and Participation) and Component 2 (REDD + Strategy Implementation) of the existing Project and adding a new Component 3 (National Monitoring Systems for Forests and Safeguards). This supports MADS in (i) strengthening ongoing participatory processes, by building the capacity of the indigenous and afro-Colombian population, civil society and forestry sector organizations, thus increasing their engagement in the REDD+ process; (ii) creating appropriate conditions at an institutional, technical and operative levels to enable the ultimate implementation of the REDD+ Strategy to halt deforestation in active deforestation hotspots, (iii) continuing the establishment of a robust national forest monitoring system, by implementing a protocol for community monitoring that allows to reinforce tracking of the drivers and agents of deforestation; (iv) and establishing a Safeguards Information System. With the current grant, the Project Development Objective (PDO) was modified, given the expanded scope of REDD+ readiness interventions.

Expected follow up (if any): Continued implementation support and dialogue on Colombia's deforestation strategy.

Comment on follow up: The World Bank will continue to conduct regular missions throughout the time remaining to the closing, to follow up the technical and financial performance of the Grant.

End Date of Last Site Visit: A virtual implementation support mission was carried out May 20-29, 2020.

Restructuring of Grant:

Due to a series of delays that affected the implementation of the Project, the development objectives and key milestones were not able to be fully achieved in time for the original closing date. On January 20, 2020, Fondo Acción requested an extension of the closing date from June 30, 2020 to July 31, 2022. During a virtual supervision mission in May 2020, it was agreed that December 31, 2021 would be an appropriate revised closing date. The Project went through a restructuring process that included the adjustment of activities for the new implementation period as the modification of some of its Results Framework Indicators. The restructuring was approved on June 25, 2020.

OUTCOME

Comments on outcome achieved from 07/01/2019 to 06/30/2020

Grant Outcome Indicators

1. REDD+ and regional REDD+ implementation plans have been developed and finalized in consultation various sectors and stakeholders.

This indicator was modified in the restructuring as follows:

1. REDD+ and regional REDD+ implementation plans have been developed and finalized in consultation with various sectors and stakeholders in four Zonas Futuro (Catatumbo, Bajo Cauca, Chiribiquete and Pacifico Narinense)

Baseline Value: 1 National REDD+ strategy

Date: 07/01/2019

Progress to Date: 1 National Strategy. Inputs to the regional strategies

Date: 06/30/2020

Target Value: 1 national and 4 regional implementation plans formulated

Date: 12/31/2021

2. National and regional stakeholder participation platforms operational

Baseline Value: 1 National and 4 regional stakeholder participation platforms operational

Date: 07/01/2019

Progress to Date: 5 national and regional platforms operational

Date: 06/30/2020

Target Value: 11 national and regional platforms operational

Date: 12/31/2021

3. The Strategic Environmental and Social Assessment (SESA) completed country-wide and a National Environmental and Social Management Framework (ESMF) prepared

Baseline Value: National SESA completed. ESMF under finalization.

Date: 07/01/2019

Progress to Date: National SESA completed. SESA Caribe and Andes under finalization. ESMF under finalization.

Date: 06/30/2020

Target Value: National SESA and ESMF completed

Date: 12/31/2021

4. An action and financing plan, including a baseline for territorial conflicts, on consolidation of collective land rights is developed.

This indicator was modified in the restructuring as follows:

4. An action plan on deforestation and forest management, including a baseline of the territorial, social and environmental conflicts, is agreed between the Ministry of Environment and Sustainable Development, indigenous organizations, and local communities

Baseline Value: No action plan including a baseline of territorial, social and environmental conflicts.

Date: 07/01/2019

Progress to Date: Inputs for action plan

Date: 06/30/2020

Target Value: Action plan including baseline for territorial conflicts, developed and agreed between MADS, indigenous organizations and local communities.

Date: 12/31/2021

5. Environmental Module for the cadaster developed.

This indicator was deleted in the restructuring.



6. Incorporation of the REDD+ Safeguard Information System within the National Environmental Information System (SIAC).

Baseline Value: No integration REDD+ SIS and SIAC.
Date: 07/01/2019

Progress to Date: No integration REDD+ SIS and SIAC
Date: 06/30/2020

Target Value: Integration of REDD+ SIS and SIAC
Date: 12/31/2021

COMPONENTS

Output and Implementation by Component

Organization, Consultation and Participation

Status: Under Implementation
Planned Output: FGRM, Capacity Building Plan and Communications strategy fully implemented Nationwide; National, regional and intersectoral deforestation control coordination mechanisms and platforms strengthened. Generation of inputs to inform Deforestation control, forest management and biodiversity conservation Public Policies.
Actual Output: Comprehensive Strategy for Deforestation Control and Forest Management. REDD+ Strategy Financing Strategy; Participation Plan finalized. (2 Grant). FGRM - Diagnosis of the state and functioning of the FGRM, stakeholder’s characterization. Coordination Platforms - Social characterization of the communities and organizations that live in deforestation hotspots, identification of commitments (environmental) between the GoC and indigenous and afro organizations, ongoing platform strengthening through the design of the action plans for the indigenous and afro round tables, the stakeholder participation and the Action Plan for the creation and implementation of the National Indigenous Commission. Public Policies - CONALDEF regulation proposal, draft decree on the use of flora with commercial purposes, design of proposal for the Intergenerational Pact for the Amazon to control deforestation.

REDD+ Strategy Implementation

Status: Under Implementation
Planned Output: REDD+ proposed interventions models for deforestation hotspots/ agricultural frontier areas.
Actual Output: SESA process concluded in most regions, Caribe and Andes regions under finalization. ESMF includes the Institutional Safeguards Framework under finalization. GRM Designed and operational (2 Grant). Deforestation hotspot intervention models advanced design.

National Monitoring Systems for Forests and Safeguards

Status: Under Implementation
Planned Output: Community Forest Monitoring System implemented; National Safeguards Information System Operational.
Actual Output: Information System for Multiple Benefits and Safeguards (drafted), Community Forest Monitoring System under design.

Program Monitoring and Evaluation Framework

Status: Under Implementation
Output: External Audits
Actual Output: There are no pending Audits.



Comment on planned and actual Output

With the extension of the closing date, the full execution of the Grant and its activities is expected. In addition, the changes made to the results framework better align with the government's current priorities and is expected to provide focus for the implementation of activities. Deforestation control continues a priority in the the Government's agenda.

Delays on the implementation of planned activities, due to travel and mobilization restrictions imposed by the COVID-19 pandemic, are expected to be minimized or mitigated by the hiring of local staff and consultancies that, where possible, are already in the targeted territories and are part of the communities. Consultants located in the territories will allow a constant communication and reporting on the activities on the ground to the national PIU located in Bogotá and face fewer travel restrictions.

Comment on component implementation progress

With the extension of the closing date, an Action Plan and finetuned Results Framework indicators in place, it is expected that the project speeds up implementation and starts presenting more robust results toward the achievement of the project goals and objectives.

EXECUTION

Bank project related to the grant

Project ID / Name:	P120899 - Colombia FCPF REDD Readiness
Project Status:	Lending
Global Focal Area:	Climate change
Product Line:	CN - Carbon Offset

Implementing agency and contact details

Agency:	Fondo Acción		
Contact:	Natalia Arango		
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Phone:	+57 1 2853862	Email:	narango@fondoaccion.org
Website:	www.fondoaccion.org		

PROGRAM

Program Specific Questions

1. Describe progress in how the Grant activities are being coordinated with other REDD+ related initiatives, including those funded by delivery partners and other development agencies.

There has been a strong coordination of the FCPF activities since the beginning of the project (2015) with other REDD+ related activities financed through other sources (UN-REDD, FAO, GIZ, USAID).

The interventions of Component 2, which include strengthening territorial and forest management governance, rural producer capacity building, and regional/local planning for deforestation control, are complemented by funding sources that will contribute to the implementation of activities nationwide (BioCF-ISFL / GEF 6 Orinoquia Project, the GEF Corazon de la Amazonia Project, and the REDD + Early Movers). Sub-component 3a, the National Forest Monitoring System, is supported by



additional funding from UN-REDD+, Colombia's Joint Declaration of Intent (Norway, UK, and Germany), the GEF Orinoquia Project, and is currently working with FAO in the generation of TA for the consolidation of a community-driven forest monitoring system.

2. Describe any important changes in the technical design or approach related to the Grant activities.

Changes were made to some of the original indicators of the Results Framework. The following table describes the changes and the rationale.

Changes to the PDO Indicators

Original Indicator	Proposed Changes and Justification
<p>1. REDD+ and regional REDD+ implementation plans have been developed and finalized in consultation various sectors and stakeholders. End Target: 1 National; 8 Regional</p>	<p>REDD+ and regional REDD+ implementation plans have been developed and finalized in consultation with various sectors and stakeholders in four <i>Zonas Futuro</i> (Catatumbo, Bajo Cauca, Chiribiquete, and Pacifico Nariñense). End Target: 1 National; 4 Regional</p> <p>Justification: The indicator aligns with the new strategy of the national government for Comprehensive Strategic Interventions in territories of special attention (<i>Zonas Estratégicas de Intervención Integral</i>), or Future Zones (<i>Zonas Futuro</i>). The Project will contribute to the definition of the deforestation control strategy in each of the 4 areas and provide inputs to guide other interventions for the conservation, restoration and forest management.</p>
<p>4. An action and financing plan, including a baseline for territorial conflicts, on consolidation of collective land rights is developed. End target: 1 plan</p>	<p>An action plan on deforestation and forest management, including a baseline of the territorial, social and environmental conflicts, is agreed between the Ministry of Environment and Sustainable Development, indigenous organizations, and local communities. End target: 1 plan</p> <p>Justification: The original indicator falls within the commitments and responsibilities of the National Land Agency and is outside of the scope of the REDD+ Strategy. For this reason, the activity and the resulting indicator are being adjusted to better reflect MADS' needs and current commitments. The activity will develop a comprehensive proposal, based on consultations with indigenous and rural communities at the national and territorial levels, to strengthen environmental governance in the territories. In this way, this action plan will provide an analytical basis to address socio-environmental conflicts related to deforestation and forest management.</p>
<p>5. Environmental Module for the cadaster developed. End target: Y</p>	<p>Environmental Module for the cadaster developed. Deleted.</p> <p>Justification: Since project start, developments the National Multipurpose Cadaster Project, identified that, rather than an Environmental Module for the cadaster system, there was a need to ensure interoperability of the cadaster system with the national and regional environmental information systems. The Cadaster Project is addressing this need.</p>

Changes to Intermediate Results Indicators

Original Indicator	Proposed Changes and Justification
<p>4. CICOD (Commission for the Control of Deforestation and the Protection of Forest)</p>	<p>Inputs prepared for deforestation control policies and regulations. End Target: 5 policy inputs.</p>



<p>national and regional inter-sectoral coordination mechanisms strengthened. End Target: 5 National; 6 Regional</p>	<p>Justification: The National Development Plan Law (No. 1955-2019) created the National Council for Deforestation Control and Other Associated Environmental Crimes (CONALDEF), effectively replacing the CICOD. Due to the confidential way in which the CONALDEF operates, it is not possible for the Project to support this intersectoral mechanism. CONALDEF manages security and anonymity protocols that do not allow exposing the minutes of its meetings, results, plans and others. The revised indicator therefore measures the inputs (studies, reports, briefs) to policy and regulatory instruments the government is preparing in the deforestation control space.</p>
<p>6. Updated maps of deforestation hotspots and Paramos in rural areas (1:25.000) in some Departments of the Pacific, Caribbean and Andes regions. End target: 5</p>	<p>Maps with updated deforestation and land use change dynamics. End target: 13</p> <p>Justification: MADS/IDEAM don't normally provide maps at 1:25,000 scale. Moreover, <i>paramos</i> do not fall within the scope of the REDD+ strategy. The activity is therefore being updated to meet the need of Directorate of Climate Change of MADS to generate detailed cartography in the 13 departments with the highest deforestation rates in the country. These maps will be used to inform project proposals to reduce deforestation at a departmental level and to develop and monitor REDD+ initiatives.</p>



3. Describe progress in addressing key capacity issues (implementation, technical, financial management, procurement) related to this Grant.

Under component 1a. National Readiness Management Arrangements, more than 30 consultants have been hired and integrated into the Ministry of Environment and the IDEAM’s teams to strengthen the implementation of activities related the implementation of the National REDD+ Strategy - *Estrategia Integral de Control a la Deforestación y Gestión de Bosques - EICDGB*. These teams have been strengthening the government’s capacity with respect to: i) Characterization of the national deforestation hotspots, identifying the environmental commitments of the governments in each of these areas, identifying stakeholders and the formulating joint intervention models; the design of national and regional stakeholder participation platforms; and the agreement on the roadmap for the design of the Indigenous National Environmental Commission; ii) the functioning of the FGRM; iii) policy instruments targeting deforestation and their implementation; iv) community-driven forest monitoring processes.

Separately, the World Bank held several trainings on procurement and financial management for the project implementation unit.

4. Describe progress in addressing social and environmental issues (including safeguards) related to the Grant. Is the SESA conducted in accordance with the Common Approach?

The National SESA that included the Pacific, Amazon and Orinoquia regions was finalized with the second grant and was conducted in accordance with the Common Approach. The Orinoquia Chapter is being linked to the BioCF/ISFL Program, and the SESA Chapters for the Caribbean and Andes regions are under finalization. Colombia is developing a National Safeguards System. The Grant is supporting the government in the articulation of the NSS with the National Environment Information System through the hiring of a set of IT consultants.

5. Is the ESMF prepared in accordance with the Common Approach?

The ESMF is under finalization and is in line with the World Bank’s safeguards policies. The formulation of the Pest Management Plan, the Process Framework, and the Indigenous Peoples Framework in line with the Bank’s safeguards’ policies are pending.

6. Describe progress in stakeholder consultation, participation, disclosure of information, and the FGRM related to this Grant.

The implementation of the consultation process that took place with the second grant is considered to solid, inclusive and culturally adapted. Constant participation, consultation and communication were maintained with local communities through indigenous, afro and campesinos representatives and round tables in the five regions of the country.

Dialogue spaces have been set up for the creation of the Comisión Nacional Ambiental Indígena (Indigenous National Environmental Commission). This commission serves as a platform for dialogue and coordination between indigenous peoples and MADS to address environmental issues and commitments derived from the conservation and sustainable use of forests.

Additionally, the Grant continues to strengthen the Regional Environmental and Afro-Colombian Rights Roundtable (*Mesa Regional Ambiental y de Derechos del Pueblo Negro*) with technical assistance and the facilitation of spaces for capacity building and conflict resolution related to forests, land use, water management and livelihoods.

An FGRM was designed and hosted by the MADS Grievance System with the second grant. A diagnostic of its functioning and users was conducted, and a set of guidelines developed to ensure the quality of its responses. The FGRM is expected to be fully operational with this current Grant.

DISBURSEMENTS

Disbursements Summary in USD

Date From	Date To	Planned Cumulative	Planned Period	Actual Cumulative	Actual Period
01/01/2018	06/30/2018	0.00	0.00	0.00	0.00
07/01/2018	12/31/2018	0.00	0.00	0.00	0.00



01/01/2019	06/30/2019	0.00	0.00	100,000.00	100,000.00
07/01/2019	12/31/2019	0.00	0.00	561,937.00	461,937.00
01/01/2020	06/30/2020	0.00	0.00	933,689.87	375,752.87