

World Bank - Grant Reporting and Monitoring (GRM) Report

Report to Donor

Ref. TF097224
Printed On: 12/24/2015

Reporting Period: 10/19/2010 to 08/31/2014
Report Type: Completion
Report Status: Approved

Assignment: TF097224

Colombia: FCPF Readiness Grant

FCPFR - FOREST CARBON PARTNERSHIP FACILITY

Task Team Leader: 00000248567 - Erick C.M. Fernandes
Approving Manager: 00000182382 - Christian Albert Peter

Summary Information	
TF Status	ACTV
Recipient Country	Colombia
Executed By	Recipient
Managing Unit	9061 - GENDR
Grant Start Date / End Date	10/19/2010 to 11/30/2014
Original Grant Amount	200,000.00
Grant Amount	200,000.00
Outstanding Commitments	0.00
Cumulative Disbursements	200,000.00 as of 08/31/2014
Disbursed 10/19/2010 to 08/31/2014	200,000.00
Donor	TF602001 - MULTIPLE DONORS

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

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OVERVIEW

Overall Assessments

Grant Objectives:

The development objective or main objective of this Grant is to assist the Recipient in developing a Readiness Preparation Proposal (RPP) for Colombia, in support of and coordination with the Colombian Ministry of the Environment, Housing and Territorial Development, on the basis of the Readiness Plan Idea Note and following the FCPF template for the Readiness Preparation Proposal.

Overall progress from 10/19/2010 to 08/31/2014 with regard to Achieving Grant Objectives:

Comment:

The grant has achieved its objectives by assisting the government of Colombia in preparing their RPP in time to access the reserved funds for US\$3.6 million from the Readiness Fund of the FCPF to implement the RPP.

Overall progress from 10/19/2010 to 08/31/2014 with regard to Implementation of Grant Financed Activities:

Comment:

After a careful preparation process including systematic outreach to important stakeholder groups, especially Indigenous Peoples, the R-PP was positively assessed by FCPF PC at PC10 (October, 2011) acknowledging the high quality and the responsiveness in seeking and integrating the input from civil society and Indigenous Peoples into the document.

Due diligence missions were carried in January, March and April 2012 to both supervise and facilitate local activities related to early dialogue and participation with key stakeholders at the national and regional levels, including Indigenous Peoples, Afro-Colombian Communities, and Campesino communities. Other issues were identified in regards to land tenure and land rights, institutional arrangements, consultations, benefit sharing, drivers of deforestation, MRV and SESA as well as the implications of voluntary carbon projects. Agreements of due diligence included: (a) dissemination of the R-PP, the SESA roadmap and the communications strategy; (b) guidance to the Ministry of Interior about their roles in empowering the effective participation of Afro-Colombian community representatives; (c) planning and development of SESA workshops in the Pacific and Amazon regions; (d) Updating and refinement of the R-PP based on comments of WB, TAP, PC and stakeholders; (e) creating an institutional platform to maintain a systematic, inter-ministerial dialogue on the R-PP process; and (f) the institutional strengthening via the hire of a communication and a social expert to enhance REDD+ preparation, dialogue, and outreach.

An updated R-PP (Version 6) was broadly disseminated on June 10th, 2012 incorporating latest comments received from a broad range of stakeholder groups as a result of early dialogue and information dissemination activities. The government received comments from FEDEGAN (National Livestock farmers Federation), National Natural Parks, C.I. Progress (project developer), WB and MIAACC (Amazon Indigenous Roundtable on Environment and Climate Change). In addition: (a) Colombia submitted a revised R-PP to the FMT, reflecting the key issues in the summary report prepared by the FMT and included in the annex to the resolution PC/10/2011/3, in order to receive the completeness check. (b) Colombia successfully hosted CF 5 and PC12 in Santa Marta, on June 2012.

National REDD Readiness Management Arrangements:

The Colombian government is implementing four strategies in relation to Climate Change: i) mitigating future GHG ("Colombian Strategy for Low Carbon Development"), ii) the "National Strategy for Reducing Emissions from Deforestation (REDD+)", iii) the "National Climate Change Adaptation Plan" and iv) a Financial Protection Strategy against climate related Disasters. Institutional arrangements include: (a) The REDD+ Interdisciplinary Working Group (IGW) to coordinate at a technical level the National REDD+ Strategy. This group will include, in addition to the environment, agriculture and planning ministries, also the Ministry of Interior. (b) The REDD+ IWG will be supported by a series of advisory groups whose role is to help prepare decisions from technical, social, environmental, regional and economic perspectives. It is in these advisory groups that Indigenous Peoples, Afro-Colombian communities and campesino communities will have their seat and representation. (c) 5 regional advisory groups will work as regional platforms for REDD+ readiness at the sub-national level, in accordance with the nested and phased approach Colombia is pursuing. The interfaces between national, subnational and local levels are currently being revised. (d) Institutional responsibility for FCPF and REDD+ lies with the Ministry of Environment and Sustainable Development

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(MADS) and the institutional heads of the Department for forests, biodiversity and ecosystem services in coordination with Department of Climate Change; the Office of Communications, International Affairs, Legal Advisory and Department of Education and Participation. (e) Colombia formalized the institutional arrangements by drafting a decree for the CONPES 3700. The National Planning Department (DNP) coordinates efforts among the four national strategies in climate change. (f) MADS appointed Elizabeth Valenzuela as the new FCPF focal point and coordinator of all REDD+ National Strategy related activities. (g) Colombia participated in the #In-depth country needs assessments#, including visit to the country and has successfully concluded negotiations with UN-REDD for a full partnership and program.

Stakeholder Consultations and Communication

(a) Colombia as a country of very high cultural diversity made substantial progress on early information sharing with a wide group of stakeholders. (b) Information dissemination and outreach efforts have been carried out with Indigenous Peoples in the Amazon region, Afro descendant communities in the Pacific and campesino associations as a way to facilitate participation and prepare stakeholders for a future consultation process. (c) A set of Communication materials were produced and a working group was established to continue the development of a REDD+ communications strategy. Information sessions with local and national journalists were carried out. (d) On June 22, 2012, a national dialogue between FCPF, CSO#s including indigenous peoples, afrocolombian and campesino representatives, and the MADS was held in Bogota. (e) Participants of Afro-Colombian communities attended the PC meeting held in Santa Marta, on June 2012, and reinforced their own proposal to open a chair for afrodescendant communities to participate as observers in PC. (f) Indigenous peoples from Amazon region, OPIAC (Organization of Indigenous Peoples of Colombian Amazonia) and MADS created the Amazon Indigenous Roundtable on Environment and Climate Change (MIAACC). A series of meetings were held to define a common work plan, and discuss SESA roadmap, communication strategy, R-PP and draft resolution to register early REDD initiatives.

REDD Strategy Preparation

(a) The R-PP presents an assessment of major land use trends, direct and indirect deforestation and degradation drivers in the most relevant sectors, and major land tenure and natural resource rights and relevant governance issues. The main drivers of deforestation and degradation (Extension of agricultural and livestock frontier, Illicit crops, Settlement / displacement of populations, Infrastructure, Mining, among others) are analyzed. (b) To reduce the current deforestation rate of approx. 335,000 ha per year, the R-PP proposes a multi-sectorial, inter-institutional approach to each set of drivers, the reduction of perverse incentives, increase of overall policy coherence between sectors, and a nested approach: step by step the REDD strategy will cover an increasing number of departments and regions. (c) Colombia#s strategy is designed to address the specific drivers identified and then summarized to allow for effective stakeholder inputs.

Implementation Framework

(a) In light of uncontrolled activities by certain project developers, the country created an implementation framework suitable for REDD+ activities that establishes a clear regulatory framework in relation to the requirements that must be met by the stakeholders who wish to participate both in future mechanisms (markets or funds). The MADS issued a draft of guidelines to developers to ensure articulation of individual projects to national strategy, including technical and legal issues. (b) The government proposed transitional legislation including minimum requirements to develop REDD+ activities in the country, the obligation to conduct a national registry including voluntary projects to avoid double counting, a regulation for prior consultation for REDD+ activities. IDEAM has a platform to register projects under testing. (c) Colombia drafted a proposal for resolution to create a registry of voluntary carbon projects that was submitted to a public consult from stakeholders on June 2012. The technical and legal analysis of comments received allowed to conclude that the MADS needs to define the REDD cycle project and clarify institutional framework at each phase, before regulate REDD projects. Additionally, MADS conducted a census of early demonstrative initiatives. (d) In order to prevent irregular contracts or arrangements between local communities and project developers, the MADS produced a press release to inform some precautions and recommendations to be followed by regional environmental authorities, communities and society in general.

Strategic Environmental and Social Assessment (SESA)

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(a) Due Diligence Missions took place in January, March and April 2012, which identified important steps towards SESA preparations and presented recommendations, inter alia on addressing outreach activities to a broad range of stakeholders, including Afro-Colombian communities, indigenous peoples, campesino communities as well as regional governments and NGOs. (b) The Colombian government updated and disseminated documents on the R-PP, SESA roadmap and communication strategy, conducted a journalist workshop and uploaded REDD strategy's information on MADS web page. (c) Colombia's SESA Roadmap included 5 regional (Pacific, Amazon, Andean, Antioquia and Caribbean) and 1 national SESA workshops, including the format and the identification of stakeholder groups. (d) The first draft of the SESA Roadmap was disseminated on June 12th, 2012 to a broad range of stakeholder groups. The regions prioritized are of Pacific and Amazon, where an estimated 80% of forests are located. In both regions, there will be sub-regional workshops to inform and discuss key aspects related with safeguards and participation mechanisms followed by a regional workshop. (e) Colombia organized a series of information dissemination workshops with Afro-Colombian communities in the Pacific Region in the departments of Chocó (June), Nariño (September), Cauca and Valle del Cauca. Additional workshop with afrocolombian women's group (August), indigenous peoples, governmental, academy, research institutes, private sector and NGOs occurred until the end of 2012.

Development of a Reference Scenario

(a) Based on Colombia's decision to adopt a nested implementation approach, the first step was to develop protocols and regional reference scenarios. As a second step, the country will develop criteria to harmonize the regional reference scenarios to enable the subsequent development of the national baseline.

(b) Pilot activities by the IDEAM, MADS and National Natural Parks in the northern part of the Colombian Amazon, with support of Norway government included: (i) Developing technical protocols for building regional reference levels for Colombia. (ii) Building regional reference level for the pilot area. (iii) Testing spatial econometric models to identify deforestation projections at sub-national level. (iv) Developing project emission trend scenarios for the pilot area.

(c) Medium term steps include: (1) Building the regional reference levels for the country, with a focus on the Amazon and the Pacific regions. (2) Developing project emission trend scenarios for each region, and (3) Building a national accounting system.

Monitoring, Reporting and Verification (MRV)

The REDD+ strategy has been designed to implement a national monitoring system with regional and local accounting that will ensure consistency among the different levels and will ultimately lead to a national monitoring and accounting system. Key characteristics include:

(a) Colombia's deforestation and carbon monitoring system based on digital image processing with a multi-level hierarchical approach that combines the diverse capabilities of optical sensors, radar and laser, integrated with the forest field data available.

(b) Co-benefits will be monitored based on future work of the National Bureau of Statistics (DANE) for social and socio-economic indicators and of Instituto Alexander von Humboldt for the environmental and biodiversity related indicators.

(c) The monitoring system will be linked to other socioeconomic and environmental variables.

To underpin the MRV system, Colombia is using a range of tested protocols and deforestation data generated by the IDEAM under the project #Scientific and Institutional capacity building to support REDD projects in Colombia# with the support of the Gordon and Betty Moore Foundation. Key next steps include: (a) Articulate a technical framework for the implementation of Deforestation and Carbon Monitoring System for Colombia, involving the participation of key actors and roles that support this implementation. (b) Propose a technical framework for the operation of the MRV system. (c) Develop a proposal to incorporate forest degradation monitoring into the monitoring system. (d) Continue the deforestation and carbon stock monitoring at the national level (Coarse and fine resolution scales). (e) Incorporate and test an early warning system to track deforestation at the national level (Coarse scale improved). (e) Analysis of the financial cost and institutional arrangements needed to guarantee the sustainability of the MRV system developed.

Other Relevant and Substantive Issues

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Colombia hosted PC 12 on June 27 - 29 June, 2012 in Santa Marta, Hotel Santamar. A pre-PC workshop on 26 and a series of back to back meetings took place at the same venue: June 24 # 25 Meeting of the Carbon Fund participants; July 1 # 2, 2012 Meeting of the REDD+ Partnership.

Germany agreed to support the remaining activities of outreach, dissemination and early dialogue, and the communication strategy designed to conclude the Strategic Environmental and Social Assessment (SESA) leading to the formulation of the Environmental and Social Management Framework (ESMF). These activities are part of the agreements of due diligence.

Grant follow-up and structure

Description and context of Grant:

Expected follow up (if any): Follow up Bank project/loan/credit/grant

Comment on follow up:

This grant is expected to be the first installment of a total of US\$3.6 million already approved for Colombia by the Participants Committee of the Forest Carbon Partnership.

End Date of Last Site Visit:

Restructuring of Grant:

The grant was extended for an additional 18 months from June 30, 2012 to December 31, 2013.

OUTCOME

Comments on outcome achieved from 10/19/2010 to 08/31/2014

Grant Outcome Indicators

COMPONENTS

Output and Implementation by Component

Comment on planned and actual Output

Comment on component implementation progress

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

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Implementing agency and contact details

Agency:
Contact:
Address:
Phone: Email:
Website:

PROGRAM

None

COMPLETION

Overall Assessments and Lessons Learned

Main lessons learned:

(As I said before, peace process, complexity of social dimension (Regional vs. local), institutional arrangements, change in government. Land tenure? Also collaboration with the great number of other Donors most importantly GIZ and UN-REDD.

Overall outcome (and its Sustainability):

Comment:

The main outcome was the development of Colombia's Readiness Proposal for REDD+ (RPP) in a highly inclusive and participatory manner.

Bank Performance:

Comment:

Colombia was selected as an FCPF country in 2008. After a careful process including systematic outreach to important groups, especially Indigenous Peoples, Colombia's Readiness Preparation Proposal (R-PP) was positively assessed by the FCPF Participants Committee (PC) at PC10 (October 2011). Accordingly, the FCPF granted Colombia funding up to US\$3.6 million to support its REDD+ Readiness efforts. Since then, the World Bank has engaged in continuous dialogue with MADs on the FCPF operation including several missions.

Additional Assessment

Development / strengthening of institutions:

Comment:

(in the January 2012 Mission) MADs new institutional partners and donors. An inter-institutional platform was created to establish a systemic dialogue with other ministries (Ministry of Agriculture, Ministry of Mines and Energy and with the Ministry of Interior as well as the department of Planning. (this is an important point to have included the Ministry of Interior as a key actor. MESA REDD.

Mobilization of other resources:

Comment:

A large number of donors are currently supporting Colombia's Forest, Land Cover & Land Use, and REDD+ programs. In Feb 2013 the WB team facilitated a donor coordination meeting that was well attended by representatives from GIZ, BIOREDD, FCMC (USAID), USDOJ, PNUD, FAO, IDLO, CEID Colombia, EU.

Knowledge exchange:

Comment:

- On June 22, 2012, a national dialogue between FCPF, CSOs including indigenous peoples, afrocolombian and campesino representatives, and the MADs was held in Bogota.
- Participants of Afro-Colombian communities attended the PC meeting held in Santa Marta, on June 2012, and reinforced their

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own proposal to open a chair for afrodescendant communities to participate as observers in PC, although they recognize the limitations to gain these space considering the PC charter.

- Indigenous peoples from Amazon region, OPIAC (Organization of Indigenous Peoples of Colombian Amazonia) and MADS create the Amazon Indigenous Roundtable on Environment and Climate Change (MIAACC). Three meetings were developed to define a common work plan, and discuss SESA roadmap, communication strategy, R-PP and draft resolution to register early REDD initiatives.

- Colombia participated in the Participant's Committee meeting (PC13, October 20-23, 2012) in Brazzaville, Republic of Congo, where knowledge and experiences from Colombia's program was shared with other countries and regions.

Client's policy / program implementation:

Comment:

After a very slow start due to a change of government and the departure of key Program Directors in MADS, Colombia has made major advances in developing both the institutional platform and the consultation process at regional levels with a multitude of stakeholders.

Efficiency:

Comment:

Due to the slow initial start and progress that was largely due to the institutional weaknesses and government transition process, the efficiency of the use of funding and time resources was modest.

Replicability:

Comment:

The regional approach adopted by Colombia and the experiences and lessons learned from the highly participatory process of consultations with a very diverse range of stakeholders will be valuable for new REDD+ country members. In some cases the approached and lessons will be directly replicable, while in other cases, they can be adapted to suit local conditions.

Main recommendations to stakeholders:

Ensure sustainability of the inter-institutional platforms for program implementation.

Main recommendations to Bank Management:

None. The grant has concluded.

DISBURSEMENTS

Disbursements Summary in USD

Date From	Date To	Planned Cumulative	Planned Period	Actual Cumulative	Actual Period
07/01/2010	12/31/2010	0.00	0.00	100,000.00	100,000.00
01/01/2011	06/30/2011	0.00	0.00	134,101.82	34,101.82
07/01/2011	12/31/2011	0.00	0.00	168,747.40	34,645.58
01/01/2012	06/30/2012	0.00	0.00	200,000.00	31,252.60
07/01/2012	12/31/2012	0.00	0.00	200,000.00	0.00
01/01/2013	06/30/2013	0.00	0.00	200,000.00	0.00
07/01/2013	12/31/2013	0.00	0.00	200,000.00	0.00
01/01/2014	06/30/2014	0.00	0.00	200,000.00	0.00
07/01/2014	12/31/2014	0.00	0.00	200,000.00	0.00

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PROCUREMENT PLAN

None

PROCUREMENT ACTUAL

None