

## TC DOCUMENT

### I. BASIC INFORMATION

▪ Country/Region:	Colombia
▪ TC Name:	Preparation of the GEF project “Consolidation of the National System of Protected Areas (SINAP) at National and Regional Levels”
▪ TC Number:	CO-T1381
▪ Team Leader/Members:	Team leader: Juan Chang, (INE/CCS); team members: Annika Keil (INE/CCS); Axelle Boulay (INE/CCS); Javier Jiménez (LEG/SGO); Roberto Esmeral Berrio (CCS/CCO); and Juan Gómez (INE/CCS).
▪ Taxonomy:	Operational Support (OS)
▪ If Operational Support TC, number and name of Operation Supported by the TC:	CO-T1387 – Consolidation of the National System of Protected Areas at the National and Regional Levels
▪ Beneficiary:	The National System of Protected Areas (SINAP) of Colombia
▪ Executing Agency and contact name:	Inter-American Development Bank (IDB)
▪ Donors providing funding:	Global Environment Facility (GEF)
▪ IDB Funding Requested:	US\$135,000
▪ Local counterpart funding, if any:	N/A
▪ Disbursement period:	2 years (1.5 years execution period)
▪ Required start date:	November 2014
▪ Types of consultants:	Consulting firms
▪ Prepared by Unit:	INE/CCS
▪ Unit of Disbursement Responsibility:	INE
▪ TC Included in Country Strategy (y/n):	Yes
▪ TC included in CPD (y/n):	No
▪ GCI-9 Sector Priority:	Protect the environment, respond to climate change and promote renewable energy and food security.

### II. DESCRIPTION OF THE ASSOCIATED GRANT OPERATION

- 2.1 This Technical Cooperation (TC) corresponds to a Project Preparation Grant (PPG) of US\$135,000 which aims to support the preparation of a full-sized Global Environment Facility (GEF) project of the amount of US\$4,157,000. Both operations utilise resources from this facility. The TC seeks the consolidation of the management and planning abilities of the National System of Protected Areas of Colombia, (SINAP, its acronym in Spanish) of Colombia, at the national and regional levels to: (i) enhance its operational effectiveness; (ii) increase ecosystem representativeness; and (iii) strengthen the participation of regional stakeholders in conservation initiatives along strategic biological corridors and conservation mosaics.
- 2.2 The TC’s objective is to support the preparation of the full-sized GEF project proposal through the Project Proposal Document (PRODOC), by providing inputs for the detailed design and validation of the components, their indicators and targets, confirmation of co-financing, risk assessment, institutional arrangements for execution, detailed budget and other supporting documentation for the preparation of

the CEO Endorsement Request from the GEF and the final document for the full-sized project (CO-T1387). The PRODOC will show the full-sized project's contribution to the GEF Focal Area of national sustainable development objectives and the expected global environmental benefits.

### **III. OBJECTIVES AND JUSTIFICATION**

- 3.1 This operation, a Project Preparation Grant (PPG) of US\$135,000, aims at laying the ground for the preparation of a full-sized GEF project of US\$4,157,000. The source of resources for both the full-sized project and the PPG will be the GEF.
- 3.2 The objective of the TC is the elaboration of the PRODOC, in addition to carrying out relevant studies and workshops. This operation will support the full-sized GEF project's objectives, which are: (i) the consolidation of the management and planning abilities of the SINAP; (ii) the enhancement of the management effectiveness at national and regional level; (iii) an increment in the representativeness of relevant ecosystems; and (iv) strengthen the participation of regional stakeholders into conservation initiatives along strategic biological corridors and conservation mosaics.
- 3.3 In 2010, the SINAP National Action Plan was signed and since then Regional Conservation Action Plans have been developed, territorial planning has been undertaken, new protected areas created, good practice guidelines for agricultural and livestock productions and participatory instruments have been designed, and are currently in use, but at a limited scale.
- 3.4 Despite significant progress, the consolidation of the SINAP faces several barriers. Within the institution about 74% of the ecosystem units of analysis are represented or partially represented (178 out of 240) and the remaining are not yet present in any category of protected areas. The highest rates of deforestation occur mostly in those ecosystems that are underrepresented or not included in the SINAP. Furthermore, the management plans of most protected areas in the system are characterized by a heterogeneous mix of actions and goals, without clear links between objectives across Protected Areas (PA). This is due to a lack of a unified methodological approach or national guidelines regarding management plans formulation and implementation, and a weak link between local and regional conservation objectives with those set forth in SINAP's National Action Plan. Similarly, there is no consensus among different stakeholders on a unified methodology for assessing management effectiveness which can be applied at the national, regional and local levels. These weaknesses in management and planning within the SINAP prevent the articulation of common goals across different PA, which is further undermined by limited coordination between local stakeholders, including land users adjacent to PA. The improvement of these conditions is critical to establish connectivity between biological corridors and represent particular threatened ecosystems appropriately. However, they are not included into a systemic planning process across the SINAP.
- 3.5 The TC will support capacity building and management effectiveness within SINAP through: (i) the preparation of technical studies on current policies and legal and governance aspects of PA in Colombia; (ii) analyses about the management effectiveness in selected regional PA and land tenure regulations; and (iii) stakeholder

analysis and mapping, dissemination of information as well as workshops on management effectiveness of PA for the successful implementation of the full-sized GEF project.

#### **IV. DESCRIPTION OF ACTIVITIES/COMPONENTS AND BUDGET**

##### **A. Component 1. Strengthening of the National System of Protected Areas.**

4.1 This component entails the following activities:

- a. Evaluation of the alignment of planning instruments of the six Regional Systems of Protected Areas (SIRAP). Definition of necessities and activities to harmonise and articulate the planning instruments of the SIRAP with SINAP National Action Plan.
- b. Review of different guidelines for the formulation of management plans (national, regional and/or local) of PA which are in the design phase or already in use, and preparation of a matrix indicating implementation experiences by different stakeholders, pros and cons of their implementation, common and differing methodological elements. Proposition of a technical methodology for preparing and updating PA management plans (national, regional and/or local).
- c. Review and analysis of the effectiveness of communication strategies of the six SIRAP and their alignment with a national communication strategy of SINAP.
- d. Institutional strengthening in form of capacity building of SINAP in managing social aspects of PA management, particularly social conflict, sustainable use of natural resources by local populations (instead of displacement), consultation and participation.
- e. Analysis of and report on the possibilities for the co-financing (“resources that are additional to the GEF grant and that are provided by the GEF Partner Agency itself and/or by other non-GEF sources that support the implementation of the GEF-financed project and the achievement of its objectives”) of the project. An objective of the GEF, working with its partners, is to attain adequate levels of co-financing as a means to: (i) enhance the effectiveness and sustainability of the GEF in achieving global environmental benefits; and (ii) strengthen partnerships with recipient country governments, multilateral and bilateral financing entities, the private sector, and civil society.
- f. Justification of the additionality of this GEF project over baseline activities.
- g. Preparation of project results framework (IDB template will be provided).

##### **B. Component 2. Strengthening regional subsystems of Protected Areas.**

4.2 This component entails the following activities:

- a. Based on the planning instruments of Northeast Andes and Orinoquia regional subsystems of PA, joint definition with regional stakeholders of necessary actions to implement no less than 50% of each action plan within 5 years.

- b. Analysis of capacities, knowledge and information levels of stakeholders on the management of PA, biological corridors and climate change adaptation and mitigation strategies related to conservation efforts.
- c. Evaluation of the implementation status of the regional PA's management plans of the Northeast Andes and Orinoquia SIRAPs and recommendations for implementation measures.
- d. Analysis of different evaluation methodologies of the management effectiveness of PA (national, regional and/or local) and elaboration of a matrix of implementation experiences by different stakeholders that includes pros and cons of their implementation, as well as common and differing methodological elements.
- e. Analysis of information systems for monitoring biodiversity related to existing and new PA. Identification of challenges and opportunities for its application and an assessment of each information system regarding their effectiveness in supporting decision-making for planning the PA and their integration in regional subsystems.
- f. Definition of activities and associated cost estimation for the implementation of a monitoring information system in the North East Andes and Orinoquia regional subsystems of protected areas.
- g. Preparation of a biodiversity tracking tool for impact evaluation as well as the preparation of the METT (Management Effectiveness Tracking Tool).

**C. Component 3: Increase ecosystem representativeness of the SINAP.**

4.3 This component entails the following activities:

- a. Carry out workshops, stakeholder consultations and knowledge dissemination with key stakeholders on the creation of new PA and ecological corridors. It is important to ensure their participation in the design and implementation of projects.
- b. Identification of private regional PA and reserves which are situated within prioritized regions of this project (North East Andes and Orinoquia) to be declared new protected areas.
- c. Spatial analysis to identify areas with the highest conservation potential according to the criteria set up by the National Park authority of Colombia and key stakeholders.

**D. Component 4: Coordination.**

4.4 This component entails the following activity:

- a. Compilation of the results of the analyses, studies and recommendations of the present operation (Components 1 through 3), which will serve as inputs for the preparation of the PRODOC. This document will establish the guidelines for the successful implementation of the full-sized GEF project –IDB operation number CO-T1387. The consulting firm preparing the PRODOC must use the template of the [results framework](#) provided by the IDB

**Table 1. Indicative Results Matrix**

<b>General Outcome</b>	A viable GEF Project Proposal Document (PRODOC) on how to support capacity building and management effectiveness at the SINAP, which will be submitted for its approval by the GEF and the IDB.	
<b>Component</b>	<b>Output</b>	<b>Result</b>
1. Strengthening of the National System of Protected Areas (SINAP).	Comprehensive technical studies to establish the legal, institutional and management framework for existing and new PA (national, regional and/or local).	<u>Outcome 1.</u> National System of Protected Areas strengthened.
2. Strengthening regional subsystems of Protected Areas.	Capacity analysis and needs assessment of involved institutions and key stakeholders for the implementation of regional action plans. Technical studies on management effectiveness in PA (national, regional and/or local). Work plan for a monitoring information system.	<u>Outcome 2.</u> Improved management effectiveness of existing and new protected areas.
3. Increase ecosystem representativeness of the SINAP.	Workshops, stakeholder participation and consultations. Identification of private PA and reserves within possible new protected areas. Spatial analysis and identification of possible new PA.	<u>Outcome 3.</u> Knowledge and management systems, tools and procedures identified and designed and knowledge dissemination strategies for institutions and key stakeholders.
4. Coordination.	Compilation of results of studies, analyses and recommendations and coordination between executing agency (IDB) and beneficiary (SINAP).	<u>Outcome 4.</u> Project Proposal Document (PRODOC).

4.5 The total budget for this TC is estimated at US\$135,000 as shown in table 2.

**Table 2. Indicative Budget (US\$)**

<b>Activity/Component</b>	<b>IDB/Fund</b>	<b>Total</b>
1. Strengthening the National System of Protected Areas	40,000	40,000
2. Strengthening regional subsystems of Protected Areas.	45,000	45,000
3. Increase ecosystem representativeness of the SINAP.	20,000	20,000
4. Coordination	30,000	30,000
<b>Total</b>	<b>135,000</b>	<b>135,000</b>

4.6 This TC is financed with GEF resources through a PPG. Its corresponding funds have been approved by the GEF on the same date as the PIF.

## **V. EXECUTING AGENCY AND EXECUTION STRUCTURE**

- 5.1 The IDB will be the executing agency for this TC at the request of the Government of Colombia as the SINAP has not the necessary institutional and management capacity to duly and timely execute the activities provided in the respective project. The Climate Change and Sustainability Division of the Bank (INE/CCS) will be the unit with the disbursing responsibility. It will also be responsible for the technical supervision of the TC. The proposed activities will require the execution of specialised consultancies performed by firms with significant experience in fields such as biodiversity, forestry and management of natural resources. Broad experience with the following tasks is also relevant: (i) preparation of studies and facilitation of capacity building in management effectiveness related to PA; and (ii) expansion of existing PA, the creation of new ones and the establishment of corridors in between PA to enhance the conservation of biodiversity.
- 5.2 The beneficiary will need the IDB's support to: (i) prepare terms of reference and adequately select the firms that better suit its needs depending on the region each PA is located; (ii) elaborate the PRODOC as the document that will constitute the foundation to prepare the full-sized GEF project; and (iii) execute satisfactorily the components of the TC.
- 5.3 The Bank will contract individual consultants, consulting firms and non-consulting services in accordance with Bank's current procurement policies and procedures.

## **VI. MAJOR ISSUES**

- 6.1 The main risk for the successful and timely execution of the project is of policy/institutional nature. Changes at the management level in the institutions and entities involved in the project, as well as in the boards of Regional Environmental Authorities (CARs) may constitute a risk for project implementation. The definition of clear roles for each participating institution, together with technical support and coordination, will reduce the risk of changes in the personnel at management level. Government agencies will formally commit their participation in the project through agreements and/or letters of commitment.
- 6.2 Local authorities might have little interest in the project, refuse or delay the adoption of the environmental authority's provisions. From the project's formulation, participatory and discussion activities have taken place with local authorities –which will continue over time. This will provide a certain degree of confidence from such authorities, and stimulate their ongoing participation and supportive attitude during project implementation.
- 6.3 Another risk lies in the declaration of new PA. The lack of clarity in the process of declaring new PA and the lack of local/regional capacities for undertaking processes to establish new PA might delay the creation of such kind of spaces. The project contemplates the identification of information, management, governance and policy gaps, as well as the provision of support to facilitate informed decision making through the preparation of studies and capacity building through planning exercises, workshops and assessments of management effectiveness.

- 6.4 The risk must be avoided that indigenous communities living in territories which are considered for the demarcation of new PA are not sufficiently consulted, participatory approaches are not applied, and resettlements occur leading to social conflict. The legislation “*Decreto 1320 de 1998*” ensures prior consultation of indigenous communities and regulates written agreements for the definition of the use of natural resources and traditional user rights within indigenous territories if these will form part of a PA. The definition of management plans in indigenous territories of the PA takes part in a participatory manner and allows co-management as well as social and economic benefits for the communities. Resettlements of affected indigenous communities are not allowed by Colombian jurisdiction. Early consultation processes and the participation of communities and other directly affected stakeholders regarding the demarcation of new PA are already taking place and will continue during the project development, design and implementation phases. Also the clarification of land tenure issues and traditional use of natural resources is advancing. This will reduce the risk of social conflict and counterproductive attitudes.

## **VII. EXCEPTIONS TO BANK POLICY**

- 7.1 There are no exceptions to Bank policy.

## **VIII. ENVIRONMENTAL AND SOCIAL STRATEGY**

- 8.1 It is not anticipated that the activities under this TC will have negative direct social or environmental impacts. Based on the Bank’s Environment and Safeguards Compliance Policy (OP-703), this operation has been classified as “Category B”. See the [Safeguard Screening Form](#) and the [Safeguard Policy Filter](#).

## **IX. ANNEXES**

- Annex I: [Letter of Request](#)  
Annex II: [Terms of Reference](#)  
Annex III: [Procurement Plan](#)

**PREPARATION OF THE GEF PROJECT “CONSOLIDATION OF THE NATIONAL SYSTEM OF PROTECTED AREAS (SINAP) AT NATIONAL AND REGIONAL LEVELS”**

**CO-T1381**

**CERTIFICATION**

The Grants and Co-Financing Management Unit (ORP/GCM) certifies that resources in the amount up to **US\$135,000** for the project preparation grant “Preparation of the GEF Project – Consolidation of the National System of Protected Areas (SINAP) at National and Regional Levels” are available and chargeable against the GEF Trust Fund (GEFTF), as stated in the approval letter issued by the GEF CEO, dated April 1st, 2014.

Original Signed

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01/23/2015

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Sonia M. Rivera  
Chief

Date

Grants and Cofinancing Management Unit  
ORP/GCM

**APPROVAL**

Approved:

Original Signed

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01/26/2015

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David Wilk  
Division Chief a.i.  
Climate Change and Sustainability Division  
INE/CCS

Date