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IMPLEMENTATION COMPLETION AND RESULTS REPORT

ON A GRANT FROM
THE GLOBAL ENVIRONMENTAL FACILITY (GEF)

IN THE AMOUNT OF US$15 MILLION

AND AN ADDITIONAL GRANT FROM
THE GLOBAL ENVIRONMENTAL FACILITY (GEF)

IN THE AMOUNT OF US$4 MILLION

AND A GRANT FROM THE KINGDOM OF THE NETHERLANDS

IN THE AMOUNT OF US$6.425 MILLION

TO THE

REPUBLIC OF COLOMBIA

FOR A

COLOMBIA NATIONAL PROTECTED AREAS CONSERVATION TRUST FUND PROJECT

APRIL 18, 2015

Environment and Natural Resources Global Practice
Latin America and the Caribbean Region

CURRENCY EQUIVALENTS

Currency Unit = Colombian Pesos (COP)
COP2,499 = US$1 (April 9, 2015)

FISCAL YEAR

January 1 – December 31

Senior Global Practice Director:	Paula Caballero
Practice Manager:	Emilia Battaglini
Project Team Leader:	Abdelaziz Lagnaoui
ICR Team Leader:	Abdelaziz Lagnaoui

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
AEMAPPS	Analysis for the management of protected areas with social participation (*Análisis de efectividad de manejo de las áreas protegidas con participación social)*
CAR	Regional Autonomous Environmental Authorities (*Corporaciones Autónomas Regionales y de Desarrollo Sostenible*)
CAM	Regional Autonomous Environmental Authority of the Upper Magdalena (*Corporación Autónoma Regional del Alto Magdalena*)
CM	Conservation Mosaics
CORPOAMAZONIA	Regional Autonomous Environmental Authority of Southern Amazonia (*Corporación para el Desarrollo Sostenible del Sur de la Amazonía)*
CORPONARIÑO	Regional Autonomous Environmental Authority of Nariño (*Corporación Autónoma Regional de Nariño)*
CORTOLIMA	Regional Autonomous Environmental Authority of Tolima *Corporación Autónoma Regional del Tolima)*
CPS/CAS	Country Partnership Strategy/Country Assistance Strategy
CRC	Regional Autonomous Environmental Authority of Cauca (*Corporación Autónoma Regional del Cauca)*
CRQ	Regional Autonomous Environmental Authority of Quindío (*Corporación Autónoma Regional del Quindío)*
CVC	Regional Autonomous Environmental Authority of Valle del Cauca (*Corporación Autónoma Regional del Valle del Cauca)*
EOP	End of Project
FM	Financial Management
FMA	Financial Management Assessment
FUNBAP	Biodiversity and Protected Areas Conservation Trust Fund-*Fundación Fondo de Apoyo a la Biodiversidad y Areas Protegidas*
GEF	Global Environment Facility
GEO	Global Environmental Objective
GoC	Government of Colombia
ICR	Implementation Completion and Results Report
LWG	Local Working Group
MAB	Man and Biosphere
Macizo	Region of 3,268,237 hectares that is located in the southwest Colombia at the start of the Eastern Andean range.
MADS	Ministry of Environment and Sustainable Development
M&E	Monitoring and Evaluation
MTR	Mid-Term Review
NPA	National Natural Protected Area
NPAS	National Protected Areas System
PA	Protected Area
PAD	Project Appraisal Document
Patrimonio Natural	Natural Patrimony-Biodiversity and Protected Areas Fund- *Patrimonio Natural Fondo para la Biodiversidad y Areas Protegidas (*formerly known in the original project's Grant Agreement as FUNBAP*)*
PDO	Project Development Objective
PY	Project Year
SINA	National Environmental System (*Sistema Nacional de Áreas Protegidas)*
SIRAP	Regional Protected Areas System
SIRAPM	Colombian Macizo Regional Protected Area System (*Sistema Regional de Áreas Protegidas del Macizo Colombiano)*
UAESPNN	Administrative Unit of the National Natural Park System (*Unidad Administrativa Especial del Sistema de Parques Nacionales Naturales)*

REPUBLIC OF COLOMBIA
National Protected Areas Conservation Trust Fund Project (P091932/P112106)

CONTENTS

A. Basic Information			
Country:	Colombia	Project Name:	Colombian National Protected Areas Conservation Trust Fund
Project ID:	P091932	L/C/TF Number(s):	TF-11814,TF-56351,TF-94084
ICR Date:	04/10/2015	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	Patrimonio Natural-Fund for Biodiversity and Protected Areas (FUNBAP)
Original Total Commitment:	USD 15.00M	Disbursed Amount:	USD 20.547M
Revised Amount:	USD 25.425M		
Environmental Category: B		**Global Focal Area: B**	
Implementing Agencies: Patrimonio Natural			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	**Date**	**Process**	**Original Date**	**Revised / Actual Date(s)**
Concept Review:	04/06/2004	Effectiveness:	04/30/2006	06/15/2006
Appraisal:	01/30/2006	Restructuring(s):		
Approval:	03/29/2006	Mid-term Review:	10/18/2008	08/27/2009
		Closing:	10/18/2014	10/18/2014

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Satisfactory
Risk to Global Environment Outcome	Moderate
Bank Performance:	Satisfactory
Borrower Performance:	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	**Ratings**	**Borrower**	**Ratings**
Quality at Entry:	Satisfactory	Government:	Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Highly Satisfactory
Overall Bank Performance:	Satisfactory	**Overall Borrower Performance:**	Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	**Indicators**	**QAG Assessments (if any)**	**Rating**
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Satisfactory		

D. Sector and Theme Codes

	Original	Actual
Sector Code (as % of total Bank financing)		
General agriculture, fishing and forestry sector	100	100
Theme Code (as % of total Bank financing)		
Biodiversity	25	25
Environmental policies and institutions	25	25
Land administration and management	13	13
Participation and civic engagement	24	24
Rural non-farm income generation	13	13

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Jorge Familiar Calderon	Pamela Cox
Country Director:	Gerardo M. Corrochano	Isabel M. Guerrero
Practice Manager/Manager:	Emilia Battaglini	Abel Mejia
Project Team Leader:	Abdelaziz Lagnaoui	Juan Pablo Ruiz
ICR Team Leader:	Abdelaziz Lagnaoui	
ICR Primary Author:	Michael Franz Xavier Bliemsrieder Izquierdo	
	Juliana Gomez Arango	

F. Results Framework Analysis

Global Environment Objectives (GEO) and Key Indicators (as approved)

To launch a conservation trust fund that will: (a) support the consolidation of the Beneficiary's national protected areas system; and (b) contribute to arrest and reverse trends in biodiversity loss.

Revised Global Environment Objectives (as approved by original approving authority) and Key Indicators and reasons/justifications

The GEO was not revised.

(a) GEO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	FUNBAP operational with at least US$ 15 million in endowment by PY5.			
Value (quantitative or Qualitative)	NA	$15M		$15.9M
Date achieved	05/29/2006	06/15/2006		10/18/2014
Comments (incl. % achievement)	Achieved. The capitalization of the endowment fund and the consolidation of Patrimonio Natural were completed with the original grant. Patrimonio Natural capitalized the endowment fund with US$ 15.9M, of which US$7.5M provided by the project.			
Indicator 2 :	At least 2 million hectares of core conservation areas (national parks, NPs) and 20% of the surrounding territories within the respective conservation mosaics under improved management systems by PY5.			
Value (quantitative or Qualitative)	None	2 million ha of core conservation areas and 20% of the surrounding territories.	At least 2.442 million hectares of core conservation areas (national parks) and 20% of the surrounding territories within the respective conservation mosaics under improved management systems by project end.	2.64 million ha of core conservation areas and 51% of the surrounding territories.
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. Ultimately, the project protected 2.638.018 ha of core conservation areas (108% of the revised target value) and 1.444.246 ha (51%) of the surrounding territories.			
Indicator 3 :	Conservation mosaic work plans arising as a result of an integrated planning process linking national park objectives and surrounding landscapes' development plans in project areas by PY5.			
Value (quantitative or	NA	5	10	11

Qualitative)				
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. While the indicator itself was not modified, the target value was raised from the original 5 work plans to 10. By the end of the project, 11 conservation mosaic work plans had been created, surpassing the revised target value by one.			
Indicator 4 :	90% of ecological integrity in primitive and intangible zones maintained in core conservation areas by PY5.			
Value (quantitative or Qualitative)	0%	90% of ecological integrity in primitive and intangible zones maintained in core conservation areas by PY5.	90% of baseline natural vegetation coverage maintained in each core conservation area by project end.	97%
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. 97% of the baseline natural vegetation coverage has been maintained in each core conservation area by the project end.			
Indicator 5 :	Improve ecological connectivity in at least 3 delimited conservation mosaics.			
Value (quantitative or Qualitative)	0	3	Improve ecological connectivity in at least 5 conservation mosaics.	8
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. Two more conservation mosaics were added to the target value to reflect the additional areas included in the AF. By the end of the project, ecological connectivity had been improved in 8 conservation mosaics, exceeding the target.			
Indicator 6 :	Improved biodiversity conservation in project sites measured by increased sightings of key indicator species.			
Value (quantitative or Qualitative)	NA	NA	Newly added for AF, following GEF's advice: increased species richness as an indicator of ecosystems functioning in at least 3 mosaics.	see comments
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. 3 CMs monitor biological indicators (water quality). Species richness (Spectacle Bear/Andean Tapir) monitored at 4 sites. Firewood consumption monitored b/a the installation of improved wood stoves provided by the project. Improvements recorded.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	FUNBAP decision-making structures (Board, management and administrative team) implemented and operational.			
Value (quantitative or Qualitative)	0%	100%		100%
Date achieved	05/29/2006	06/15/2006		10/18/2014
Comments (incl. % achievement)	Achieved. The project successfully consolidated Patrimonio Natural as a well-managed NPO with a mixed private-public composition. Patrimonio Natural developed a sound technical, financial, procurement and administrative organization.			
Indicator 2 :	Comprehensive sustainable financing strategy and action plan designed and under implementation, incorporating diverse financial mechanisms, by PY3.			
Value (quantitative or Qualitative)	0%	100%		100%
Date achieved	05/29/2006	06/15/2006		10/18/2014
Comments (incl. % achievement)	Achieved. Patrimonio Natural has a comprehensive sustainable financing strategy.			
Indicator 3 :	FUNBAP endowment achieving goals on investment returns (at least a 1 percentage point spread above the Fed Funds Rate)			
Value (quantitative or Qualitative)	0%	1%	FUNBAP endowment achieving goals on investment returns (at least a 1 percentage point spread above the Fed Funds Rate) and with operating (non-program) costs at 20% of total revenues by PY5.	Investment returns effective annual rate: 7.72 % (2006-2014) and endowment operating costs 8% of total revenues.
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. From 2006- 2014 investment returns had an effective annual rate of 7.72 %. Endowment operating costs are at 8% of total revenues.			
Indicator 4 :	Three conservation mosaics' recurrent costs financed by the endowment to perpetuity by project-end.			
Value (quantitative or Qualitative)	0	3		2
Date achieved	05/29/2006	06/15/2006		10/18/2014
Comments (incl. % achievement)	67% Achieved. Only two conservation mosaics are financed to perpetuity instead of three (the original target) in order to make a more efficient investment of available funds.			

Indicator 5 :	Endowment operating (non-program) costs at 20% of total revenues by PY5			
Value (quantitative or Qualitative)	0%	20%	Merged to IO3	
Date achieved	05/29/2006	10/18/2011	03/19/2010	
Comments (incl. % achievement)	Merged to Intermediate Outcome Indicator 3 (IO3) at the time of the 2011 AF as this target forms a part of the IO3 achievement. The original target was achieved (endowment operating costs 8% of total revenues at EOP).			
Indicator 6 :	At least 7 core areas (national parks) of conservation mosaics with key management issues addressed by effective conservation practices by project end.			
Value (quantitative or Qualitative)	0	7	At least 11 core areas (national parks) of conservation mosaics with key management issues addressed by effective conservation practices, with improved scores of effectiveness indicators for at least 6 national parks by Project end.	11 core areas of conservation mosaics with key management issues addressed by effective conservation practices, with improved scores of effectiveness indicators for 6 national parks.
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. Indicator was merged with IO8 and was approved as part of the AF in 2011. The AF increased the targets for the core areas with key management issues addressed and the number of national parks with improved effectiveness scores.			
Indicator 7 :	At least 3 conservation mosaics adopting land use changes as part of conservation mosaics management strategies by PY5.			
Value (quantitative or Qualitative)	0	3	At least 6 conservation mosaics adopting landscape management strategies and sustainable productive systems by the project end.	10
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. 10 conservation mosaics adopting land use changes as part of conservation mosaics management strategies.			
Indicator 8 :	Improved scores of effectiveness indicators for at least 4 national parks by PY5.			
Value (quantitative or Qualitative)	0	4	Merged	
Date achieved	05/29/2006	06/15/2006	03/19/2010	
Comments (incl. % achievement)	This indicator was merged with Intermediate Indicator 6 above (Component 2 indicator 1) at the time of the 2011 AF. Improved effectiveness scores for 6 parks were achieved by the project end.			

Indicator 9 :	Annual improvements in conservation mosaics management efficacy and efficiency, as measured by selected SP 1 Tracking Tool indicator.			
Value (quantitative or Qualitative)	0	Annual improvements in conservation mosaics management efficacy and efficiency, as measured by selected SP 1 Tracking Tool indicator.	Merged	
Date achieved	05/29/2006	06/15/2006	03/19/2010	
Comments (incl. % achievement)	This indicator was merged with indicator 11 at the time of the 2011 AF to link the implementation of sustainable production systems with improved management systems practiced by beneficiary families.			
Indicator 10 :	At least 9 agreements signed with stakeholders and implemented through conservation and/or sustainable use practices by PY5.			
Value (quantitative or Qualitative)	0	9	At least 29 agreements signed with stakeholders and implemented through conservation and/or sustainable use practices by Project end.	543
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. 20 additional agreements were added to the target value at AF. 543 agreements were signed with stakeholders and implemented through conservation and/or sustainable use practices by the project end.			
Indicator 11 :	At least 30% of baseline families adopting sustainable production systems and improved management systems still maintaining them by PY5.			
Value (quantitative or Qualitative)	0%	30%	At least 50% of baseline families adopting sustainable production systems and improved management systems, still maintaining them by the project end.	More than 90%
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. More than 90% of the baseline families adopting sustainable production systems and improved management systems, still maintaining them.			
Indicator 12 :	At least 4 regional NPAS committees linked to conservation mosaics established and functional by PY3.			
Value (quantitative or Qualitative)	0	4	Dropped	

Date achieved	05/29/2006	06/15/2006	03/19/2010	
Comments (incl. % achievement)	This indicator was dropped as part of the 2011 AF as it was captured in earlier indicators.			
Indicator 13 :	Project monitoring program under satisfactory implementation and generating quality information to aid decision-making processes by PY3.			
Value (quantitative or Qualitative)	0	Project monitoring program under satisfactory implementation and generating quality information to aid decision-making processes by PY3.		Yes
Date achieved	05/29/2006	06/15/2006		10/18/2014
Comments (incl. % achievement)	Achieved. Project monitoring program under satisfactory implementation and generating quality information to aid decision-making process. It supported the consolidation of UAESPNN's National Monitoring Strategy and SIRAPM's monitoring strategy.			
Indicator 14 :	Project results and lessons learned disseminated to 4 national parks and buffer zone communities in rural landscapes.			
Value (quantitative or Qualitative)	0	4	Project results and lessons learned disseminated to at least 9 national parks and buffer zone communities in rural landscapes.	9
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. Indicator target was increased as part of the AF. Project results and lessons learned disseminated to 9 national parks and buffer zone communities in rural landscapes.			
Indicator 15 :	Strengthened technical and policymaking capacity of SIRAPM by Project end.			
Value (quantitative or Qualitative)	NA	NA	Newly added for AF	Yes
Date achieved	05/29/2006	06/15/2006	11/22/2011	10/18/2014
Comments (incl. % achievement)	Achieved. The project contributed to the establishment of a monitoring and communication strategy for the SIRAPM and strengthened SIRAPM's Technical and Directive Committees as well as the Secretary for the Macizo.			

G. Ratings of Project Performance in ISRs

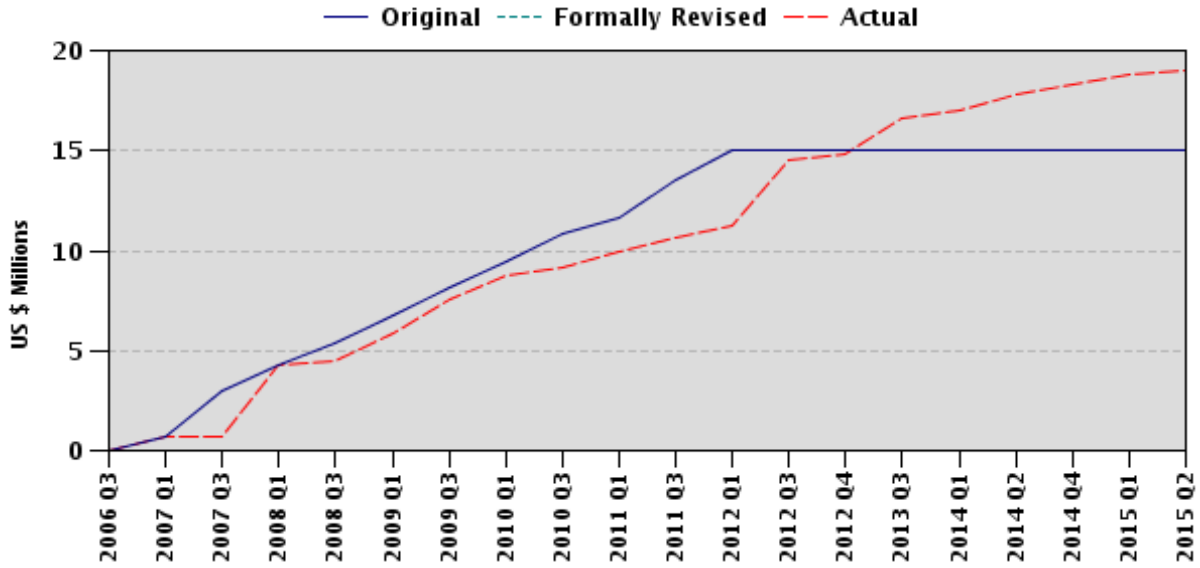
No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	05/05/2006	Satisfactory	Satisfactory	0.00
2	12/27/2006	Satisfactory	Satisfactory	0.65

3	02/13/2007	Satisfactory	Satisfactory	0.65
4	11/16/2007	Satisfactory	Satisfactory	4.27
5	06/12/2008	Satisfactory	Satisfactory	5.89
6	12/15/2008	Satisfactory	Satisfactory	6.79
7	05/29/2009	Satisfactory	Satisfactory	8.41
8	12/08/2009	Satisfactory	Satisfactory	8.80
9	06/27/2010	Satisfactory	Satisfactory	9.98
10	02/23/2011	Satisfactory	Satisfactory	10.31
11	08/11/2011	Satisfactory	Satisfactory	10.89
12	03/21/2012	Satisfactory	Moderately Satisfactory	14.53
13	10/22/2012	Satisfactory	Satisfactory	14.78
14	01/19/2013	Satisfactory	Satisfactory	15.13
15	09/17/2013	Satisfactory	Satisfactory	16.97
16	04/12/2014	Satisfactory	Satisfactory	18.26
17	12/09/2014	Satisfactory	Satisfactory	19.00

H. Restructuring (if any)

Not Applicable

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. Colombia is considered by the Convention on Biological Diversity (CBD) as one of the world's megadiverse countries. The CBD states that the country "ranks first in bird and orchid species diversity and second in plants, butterflies, freshwater fishes and amphibians. With 314 types of ecosystems, Colombia possesses a rich complexity of ecological, climatic, biological and ecosystem components"[1]. The country is also considered one of the richest in aquatic resources, with its watersheds feeding into "the four massive sub-continental basins of the Amazon, Orinoco, Caribbean, Magdalena-Cauca and the Pacific"[2].

2. Colombia's large biodiversity, spread-out across the country's geography, presents a difficult challenge for decision-makers. The design of protected areas (PA) and the implementation of sustainable initiatives must balance conservation priorities with the needs of local livelihoods and with the restrictions imposed by the country's armed conflict. At appraisal in 2006, approximately 26 percent of Colombia's population lived in rural zones, and close to three quarters of the total population resided between 0 and 2,000 meters above sea level (or 95 percent of the country's total area)[3].

3. Colombia's national natural protected areas system (NPAS) includes: i) the national natural parks system (NNPS) with 58 national parks; ii) other protected areas under various management categories[4]; and a regional protected areas system (SIRAP)[5]. Colombia's NPAS and other collectively-owned ethnic territories represent 37 percent of the country's area[6]. The Administrative Unit of the National Natural Park System (UAESPNN, in Spanish Unidad Administrativa Especial del Sistema de Parques Nacionales Naturales) is responsible for managing the NNPS and coordinating the NPAS.

4. At the time of appraisal, several factors were limiting the effectiveness of biodiversity conservation in the NPAS; in particular: (i) pressure on natural resources due to widespread poverty and unsustainable production models; (ii) financial constraints throughout the NPAS; (iii) incipient levels of coordination between complementary PA management categories and sustainable use strategies, weak inter-institutional coordination; and (iv) low levels of community organization. Additionally, the country's internal conflict led to insecure land tenure, the fragmentation of social networks, and low institutional trust among some local communities[7].

5. The project was seen as an integral response to the challenges described above that would contribute towards the Bank's and GEF's strategies to support specific national parks, conservation and sustainable management in rural landscapes. The project would further support the NPAS through the establishment of a new Trust Fund that would support a unique combination of a sinking fund (for financing on-the-ground conservation of protected areas), and an endowment fund (to develop a long-term financial sustainability mechanism to provide predictable financial resources)[8]. In addition, the project introduced a novel approach to management and sustainability of PA through the 'mosaic' concept.

6. Conservation Mosaics (CM) are defined as networks of protected areas and complementary landscapes that include combinations of national parks (i.e. the core conservation areas), production landscapes and collectively-owned ethnic territories (i.e. the surrounding areas)[9]. The project was implemented in 14 CM[10]. The approach recognized that protected areas are critical for protecting biodiversity, but that conservation is closely tied to land use pressures

outside the protected areas. The concept promoted sustainable landscape management processes that focused on biodiversity conservation and the social and economical needs of local communities[11].

7. The project contributed to GEF's Strategic Priority SP1 (Catalyzing Sustainability of Protected Areas) and Operational Program objectives OP2, OP3 and OP4[12]. The project's global environment objectives were in line with the priorities outlined in national strategies and the Bank's Country Assistance Strategy for Colombia and remain relevant to current strategies to support economically and ecologically sustainable development for national reconciliation and durable peace.

1.2 Original Project Development Objectives (PDO) and Key Indicators

8. The objective of the National Protected Areas Conservation Trust Fund project was to "launch a conservation trust fund that will: (a) support the consolidation of the Beneficiary's national protected areas system; and (b) contribute to arrest and reverse trends in biodiversity loss". There was a discrepancy in wording of the project objectives between the PAD of the parent project and the grant agreement. This discrepancy was identified and corrected in the PAD of the Additional Financing[13]. Table 1 presents the Original Project Development Objective (PDO), the original Global Environmental Objective (GEO) and key indicators. In line with IEG guidelines, the ICR used the wording of the legal agreement. Any possible effects of the identified discrepancies were properly taken into account in this document.

Table 1. Original PDO and GEO Objectives and Key Indicators[14]

Original PDO and GEO	*Key indicators*
PDO: To launch a conservation trust fund that will support the consolidation of the Beneficiary's national protected areas system.	FUNBAP operational with at least **US$ 15** million in endowment by PY5.
	At least 2 million hectares of core conservation areas (national parks) and 20% of the surrounding territories within the respective conservation mosaics under improved management systems by PY5.
	Conservation mosaic work plans arising as a result of an integrated planning process including national park objectives and surrounding landscapes' development plans in project areas by PY5.
GEO: To launch a conservation trust fund that will contribute to arrest and reverse trends in biodiversity loss.	90% of ecological integrity in primitive and intangible zones maintained in core conservation areas by PY5.
	Improve ecological connectivity in at least 3 conservation mosaics

1.3 Revised PDO/GEO (as approved by original approving authority) and Key Indicators, and reasons/justification

9. Neither the PDO nor the GEO were revised.

10. GEO Indicator 1 underwent a corrective adjustment in March 2010 following the recommendations of the Mid-Term Review (MTR) mission which were later approved as part of the Additional Financing in May 2011. Indicators were opportunistically adjusted in May 2011 to increase targets, drop or rename indicators, when the Bank submitted the request for AF and a project extension, as a result of the highly successful project performance, seeking an opportunity to increase its impact[15]. Both the AF and the project extension were made official via a second grant agreement in August of the same year[16].

Table 2. Revised PDO and GEO indicators

PDO and GEO indicators		
Original Indicator	*Revision*	*Comments/Rationale for Revision*
FUNBAP operational with at least **US$ 15** million in endowment by PY5.	This indicator was not revised.	The capitalization of the endowment fund and the consolidation of Patrimonio Natural were completed under the parent project.
At least 2 million hectares of core conservation areas (national parks) and 20% of the surrounding territories within the respective conservation mosaics under improved management systems[17] by PY5.	**Revised.** At least **2.442 million** hectares of core conservation areas (national parks) and 20% of the surrounding territories within the respective conservation mosaics under improved management systems by project end.	**Opportunistic adjustment of the end of project (EOP) target value**: during the discussion of the AF, the client and the Bank agreed that there was a real possibility of increasing the area under improved management systems by at least 442,000 ha, including SIRAPM core areas (national parks) and 20% of the surrounding territories within their respective conservation mosaics. Ultimately, the project protected 2.638.018 ha of core conservation areas (108% of the revised target value) and 1.444.246 ha (51%) of the surrounding territories.
Conservation mosaic work plans arising as a result of an integrated planning process linking national park objectives and surrounding landscapes' development plans in project areas by PY5.	**Revised**. Conservation mosaic work plans arising as a result of an integrated planning process linking national park objectives and surrounding landscapes' development plans in project areas by project end.	While the indicator itself was not modified, the target value was raised from the original five work plans to ten. By EOP, 11 conservation mosaic work plans had been created, surpassing the revised target value by one. Three mosaics (Mosaic National Park Puinawai, Mosaic Sanquianga and Mosaic Corales del Rosario y San Bernardo del Viento) could not develop a subproject or work plan to integrate national park objectives and surrounding landscapes' development plans because of lack of established local capacity and difficulties in the coordination and dialogue with National Park authorities and CARs.
90% of ecological integrity in primitive and intangible zones maintained in core conservation areas by PY5.	**Revised.** 90% of baseline natural vegetation coverage maintained in each core conservation area by project end.	This indicator contained two different wordings in the parent project PAD. It was adjusted for the first time during a post-MTR mission (see Endnote 13) in order to better reflect the wording of the GEO and the standard mechanism of measuring status of biodiversity via vegetation cover. It was opportunistically adjusted again for AF to reflect the targeted additional areas. According to two studies carried out (Cointescu, 2011[18] and Ríos-Franco, 2014[19]), 97% of the baseline natural vegetation coverage has been maintained in each core conservation area by the project end.
Improve ecological connectivity in at least 3 delimited conservation mosaics.	**Revised**. Improve ecological connectivity in at least 5 conservation mosaics.	This project intermediate outcome indicator was adjusted during the parent project's supervision mission in March 2010, when the word "delimited" was dropped to reflect the conservation mosaic concept's broader vision of landscape management. Two more conservation mosaics were added to the target value to reflect the additional areas included in the AF. By EOP, ecological connectivity had been improved in 8 conservation mosaics, exceeding the target.
	New. Improved biodiversity conservation in project sites measured	As a part of the opportunistic adjustment, this new indicator was added for the AF, following GEF's advice. Selected key species included the Spectacled Bear (*Tremarctos*

	by increased sightings of key indicator species. In particular, 5 new conservation mosaics are monitoring biological indicators of species or ecosystems and there has been an increase in species richness, indicating better-functioning ecosystems in at least 3 mosaics[20].	*ornatus*) monitored at three sites and the Andean Tapir (*Tapirus pinchaque*) monitored at a fourth site. Biological indicators measured the quality of water (at three sites) and the amount of firewood used before and after the implementation of project-provided improved wood stoves (at a fourth site).

1.4 Main Beneficiaries

11. Project beneficiaries were 752 families[21]. The project strengthened 37 social organizations and supported the creation of new organizations that promote environmental conservation[22]. The project also strengthened 22 indigenous and Afro-Colombian associations[23]. More than 90 percent of baseline families, targeted to adopt sustainable production and improved management systems, continued to maintain them by project end.

12. Through the implementation of enhanced conservation, agro-ecological practices, and sustainable cattle ranching activities, the project helped beneficiaries improve their livelihoods by increasing food security and income generation for local communities[24]. By EOP beneficiaries had a better understanding of their territory and of the importance of conservation for future sustainability[25].

13. Main beneficiaries included local farmers and fishing communities inhabiting seven of the project's conservation mosaics, which included protected areas and their surrounding buffer zones. These mosaics[26] were included as a way to ensure sustainable provision and use of environmental goods and services for local communities. In addition, the project intervened in seven ethnic-territorial mosaics where the target populations included indigenous and Afro-Colombian people. Here three mosaics overlapped with indigenous communities[27] and four mosaics overlapped with Afro-Colombian communities[28].

14. Main institutional beneficiaries were the Regional Autonomous Environmental Authorities (CARs, Spanish acronym for Corporaciones Autónomas Regionales), in charge of managing territories surrounding protected areas and their buffer zones, and the UAESPNN.

1.5 Original Components

Original Component/Subcomponents
Component 1. Capitalization of Endowment and Consolidation of FUNBAP • The objectives of this component were to capitalize the endowment fund, design and implement a financial capitalization strategy, and provide sinking funds to support capacity-building investments in the 19 selected conservation mosaics (14 in the parent project, additional five in the AF). This component was linked to PDO Outcomes 1 (FUNBAP operational) and 2 (conservation mosaics under improved management systems).
Component 2. Conservation Mosaics Program • The objective of this component was to support the consolidation of 19 conservation mosaics (14 in the parent project, additional five in the AF) by improving their management. Subcomponents included (i) design and implementation of conservation programs (including management plans for national parks inside the mosaics), management strategies and sustainable production systems within conservation mosaics, and (ii) provision of support to potential beneficiaries (including technical assistance and

Original Component/Subcomponents
training) to assist in the design and identification of sub-project proposals. This component was linked to PDO Outcomes 2 (conservation mosaics under improved management systems) and 3 (conservation mosaic work plans in place). Component 2 also contributed directly to the achievement of GEO Outcomes 1 (maintaining at least 90% of the vegetation cover) and 2 (improving ecological connectivity); the component also supported the achievement of GEO Outcome 3, added for AF (improved biodiversity conservation).
Component 3. Project Management and Institutional Coordination
• The objective of this component was to provide the necessary support for FUNBAP (later Patrimonio Natural) to adequately implement the technical and fiduciary aspects of the project, including monitoring and evaluation. The component provided resources for (i) strengthening FUNBAP's institutional structure, (ii) implementing outreach and communication activities to disseminate project information and results, (iii) setting up local participatory management structures, (iv) designing and implementing capacity-building actions, and (v) carrying out the project's monitoring and evaluation.

1.6 Revised Components

15. The scope of some activities of components 2 and 3 was expanded for the AF. This expansion, being essentially an increase in the number of targeted conservation mosaics as a result of the successful achievement of initial target values, did not alter the objectives of the original components nor the PDO and GEO.

1.7 Other significant changes

Extension of Closing Date

16. The project underwent three extensions of the closing date. The original grant had a closing date of October 18, 2011. During the transition period between the original grant and the AF, the client requested an initial extension to April 18, 2012 to allow for information sharing and learning between the existing and new project sites (included under the AF). In 2012, the client requested another extension of the closing date for one additional year to April 18, 2013, due to difficulties in raising the necessary co-financing for the Endowment Fund. Finally, the closing date of the project was extended to October 18, 2014 with the approval of the AF.

Reallocation of Loan Proceeds

17. The project did not reallocate Loan Proceeds.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

18. From the beginning, project design was ambitious and innovative because it aimed to solve some of Colombia's main conservation problems through an integral approach (the conservation mosaics) with an entirely new mechanism (the launching of a conservation trust fund). The mosaic concept supports a broader vision of landscape management, recognizing the importance of natural capital as well as the need to invest in social capital to promote long-term conservation. While the theory was known (conservation mosaics resemble Biospheres, the management concept promoted by UNESCO's Man and Biosphere - MAB - Program)[29], the concept had never been put to the test on a large scale in the field. Even Biosphere reserves have had a history of mixed results since its launch in 1974, due to the complex coordination arrangements and decision-making challenges associated with a large number of diverse stakeholders [30] . This particular project had a relatively intricate geographical, sociocultural and economic scope, as it was initially proposed to be implemented in 14 sites. The project included nine mosaics and five ecological corridors at the national level plus five additional mosaics at the regional level (in SIRAPM during the

implementation of the AF) that were spread out across the country. They included ethnic territories (indigenous and Afro-Colombian) as well as fishing and farming communities. Annex 7 shows the original project sites and the five AF project sites.

19. The PDO and GEO were fully consistent with the context, limitations and opportunities identified during project preparation and design. The language for both objectives was simple and concrete, and their structure allowed for eventual adjustments in the results framework (which occurred, without affecting PDO and GEO during subsequent level two restructurings).

20. Lessons learned from other GEF/Bank-supported endowment funds were fully taken into account, and alternatives were evaluated, eventually discarded for not being considered comprehensive enough to achieve the planned PDO and GEO. At the time of project preparation and design, Colombia was experiencing an escalation of internal conflict, and the current peace process was not yet underway. As previously mentioned, the country context during project design and preparation was not favorable. The preparation and design acknowledged these difficulties and included enough flexibility for the project to adapt to unknown contingencies. This approach was crucial for a successful subsequent implementation. The lessons learned during implementation of the first grant were fundamental for the design and ultimate approval of the AF by the Bank and the GEF.

21. Quality at Entry was **Satisfactory** due to the reasons above. However, it is good to note that the original project PAD could have benefitted from a thorough editing and consistency check (see Endnote 13).

2.2 Implementation

22. Implementation reflected the care and due diligence put into the project's preparation and design by the Bank and client's teams. The PDO and GEO addressed actual needs filled by the project and contributed to the country's national priorities. Project components, having been designed to target actual problems in conservation and landscape management, provided effective vehicles to channel project resources to local partners and stakeholders. The team highlights that, once the project became effective, Patrimonio Natural setup the necessary management structures with efficiency and in accordance with the plan. Strong support by the Colombian government, the UAESPNN and the various CARs involved in the project provided an adequate environment to start project activities on schedule. As the endowment fund structure had been extensively discussed and analyzed, Patrimonio Natural was able to design and implement the financial capitalization strategy without major difficulty.

23. The project relied heavily on proactive involvement of Local Working Groups (LWGs); structures that were established to promote strong inter-institutional coordination between national park authorities and the CARs in each of the target mosaics[31]. In Colombia, national parks and their buffer zones fall under the mandate of the UAESPNN, but areas around them are managed under CAR jurisdiction. As buffer zones are not clearly delimited, jurisdictional overlaps exist and can cause inconsistencies and conflicting conservation actions. Resolving inter-institutional conflicts was a key for successful implementation of project activities. The project's outreach actions and permanent project team presence in the field provided an environment conducive for smooth interactions between the key stakeholders (UAESPNN, the CARs and Patrimonio Natural). During the AF, the project further strengthened the coordination between the three agencies, building on the structure of the Inter-administrative Framework Agreement No. 24 signed between the UAESPNN, the CARs and Patrimonio

Natural within the SIRAPM[32].

24. The project was successful in setting up Patrimonio Natural from scratch and consolidating it as a well-managed non-profit organization[33] with a mixed private-public board and private sector majority composition. The project effectively created a sinking fund that leveraged, administered, coordinated and allocated national and international financial resources for protected areas and sustainable conservation use strategies[34], as well as strengthened interactions with different stakeholders (see Annex 9). Thanks to its structural flexibility, transparency and visibility, and to the additionality provided by project seed funding, Patrimonio Natural was able to allocate approximately US$ 68 million in sinking funds between 2006 and EOP in 2014, through the implementation of 214 projects[35] to an additional number of protected areas that were not even part of the original project (see Annex 9, Figure 7). Without the project funding, the team believes that this would not have been possible. Likewise, Patrimonio Natural was able to successfully capitalize the endowment fund with US$ 15.9 million, of which US$ 7.5 million were provided by the project. By EOP, the endowment fund was supporting incremental, recurrent costs in two Conservation Mosaics to perpetuity[36].

25. It is noteworthy that extensive coordination between the Bank and Patrimonio Natural as well as permanent support by the Bank team went a long way in ensuring a successful implementation. Implementation support missions (including the MTR) provided adequate opportunities to discuss project advances and solve problems, and paved the road for the AF.

26. In summary, implementation was carried out satisfactorily, and issues related to government or implementing agency control were adequately addressed and did not affect project outcomes negatively. Any delays, for example the issues that resulted in extensions of the closing date, were due primarily to unforeseen technical difficulties. Examples of such challenges include unresolved disagreements between local stakeholders that spilled over to project implementation or factors outside government or implementing agency control, such as reduced access to project sites because of internal conflict-related contingencies, or fluctuations in global financial markets that made raising counterpart funding unexpectedly more difficult.

27. Based on the rational outlined above, project implementation has been rated **Satisfactory**.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

M&E Design

28. The project was designed with operational simplicity in mind. PDO and GEO were concise and concrete, and project components were neither overambitious nor beyond the technical capabilities of the implementing agency or the available project funding. Similarly, the results framework was designed in a way that precisely reflected the overall project purpose. The project had five outcome indicators (three for the PDO and two for the GEO) and 14 intermediate outcome indicators. Where indicators included qualitative metrics (e.g. ‘improved management systems’ in PDO Indicator 2), the parent project PAD provided detailed definitions, providing good directions to monitor and evaluate the impact of the activities (e.g. see Endnote 17). Most indicators were designed to directly measure advances on the ground (e.g. numbers of families involved in a given activity); some, like both GEO outcome indicators, relied on external sources (e.g. trends for vegetation and forest cover between 2000 and 2012; see Endnotes 18 and 19), which provided an additional layer of

verifiability of the project progress.

M&E Implementation

29. Data collection was straightforward. Simplicity of the results framework, a strong presence of project teams in the field and intensive outreach and communication between the implementing agency and local stakeholders all contributed to the efficiency of the process. Information was available in relative real-time, limited only by the frequency of field visits and the relative inaccessibility of some projects sites. As previously mentioned, Patrimonio Natural succeeded in setting up robust operational capabilities immediately after the project became effective, including its data processing abilities – another contributing factor for a satisfactory M&E implementation. In addition, as per GEF guidelines for projects carried out in protected areas, Patrimonio Natural also implemented the GEF Tracking Tools as a parallel monitoring mechanism.

M&E Utilization

30. Data was continuously evaluated for institutional and technical performance issues. Patrimonio Natural not only measured project progress against established indicators, but also evaluated the effectiveness of these indicators as M&E tools. Implementation Support and Results Reports (ISRs) generated by the 16 pre-EOP Bank missions (including the MTR) show that problems detected during implementation were promptly discussed and addressed between the implementing agency and the Bank. In fact, during the March 2010 Implementation support mission, the collected M&E data was extensively reviewed and contributed to a number of decisions, including adjustment of the intermediate outcome indicators (see Annex 2) and the wording of both GEO indicators (see Endnote 13).

31. The utilization of the project's M&E system also (i) contributed to the development of the National Monitoring Strategy at UAESPNN (i.e. policy guidelines for monitoring, technical guidelines for implementation and guidelines for the management of information for the entire NNPS); (ii) developed, with the support of Wildlife Conservation Society, an innovative monitoring system for the Mazico area that included structural, functional (biodiversity and ecosystem services) and social (skills, actors and relationships) monitoring 'networks'; and, (iii) showed that GEF's Tracking Tools were a less than ideal M&E mechanism for integrated landscape management concepts like mosaics. Patrimonio Natural concluded that UAESPNN's in-house M&E system ADEMAPS was better suited for this purpose and should be further refined and adapted for future use[37]. Ultimately, M&E provided the required lessons to improve the project for the design and implementation of the AF[38].

M&E Rating

32. The team considered that the M&E system was adequately designed and responded to the needs of the project's objectives and components. The implementing agency was proactive in collecting and using data, and made required adjustments in a timely and effective manner. M&E was key for successful implementation and provided lessons and an enabling environment for future use. The overall M&E quality is rated **High**.

2.4 Safeguards and Fiduciary Compliance

33. The project triggered safeguards OP 4.01, 4.36, 4.09, 4.11, 4.10 and 4.12. For the AF, OP 4.04 was also triggered as a precautionary measure since the mosaic's landscape approach could potentially include some natural habitats. The Project had a Category "B" environmental classification, requiring a partial Environmental Assessment (EA) but not a

full scale Environmental Impact Assessment[39].

34. Compliance was consistently rated **Satisfactory** in the ISRs throughout implementation, requiring only minor adjustments. Issues that arose were discussed during implementation support missions and were resolved in a timely manner by the implementing agency and the Bank Task Team[40]. There were no major concerns identified with relation to the meaningful participation of indigenous people in some communities (issue raised in Endnote 40).

35. The project's work within the ethnic conservation mosaics fully complied with OP 4.10. Participation in the LWGs by indigenous communities was done through prior, free, informed, and culturally appropriated consultation with their traditional representatives and governance bodies. LWG's integrated planning process supported governance strengthening and territorial management capacity building by supporting ethnic territorial planning[41], while also recognizing their traditional and political authorities.

36. Likewise, environmental aspects were adequately taken into account in compliance with relevant environmental safeguards. An environmental and social management framework was prepared to screen, assess, and mitigate environmental impacts related to the proposed investments in productive activities. The project supported biodiversity-friendly production and improved management systems to enhance ecological connectivity, species and ecosystem protection and natural vegetation coverage. Project activities were based on voluntary agreements, social awareness and commitment to sustainable management of natural resources.

37. Project procurement and financial management were considered to be **Satisfactory** throughout project implementation. Since Patrimonio Natural had no prior project execution track record, the Financial Management and Procurement risks were considered **High**. In order to mitigate such risks, best practices and procedures were incorporated to meet Bank fiduciary and procurement requirements, in particular an adequate project structure for project execution and financial management[42]. Furthermore, as a condition to effectiveness of the AF, the hiring of a financial sub-director with experience and qualifications acceptable to the World Bank was included. Throughout the course of project implementation, Patrimonio Natural maintained a well-staffed project team with the necessary experience and qualifications for adequate project management. Financial Management and Procurement risks for the AF were considered **Low**. Towards the end of the project, Patrimonio Natural was asked to improve its financial management and procurement procedures, in response to a prior audit and observations made by the Bank regarding single-source procurement as well as delays in their updating its operational manual[43]. These observations were adequately and timely resolved.

2.5 Post-completion Operation/Next Phase

38. GoC continuously supports the consolidation of the National Protected Areas System (NPAS) by promoting sustainable land use practices and better governance through the Forest Conservation and Sustainability in the Heart of the Colombian Amazon Project[44] to reduce deforestation and conserve biodiversity in over 9 million ha in the heart of the Colombian Amazon.

39. The heart of the Amazon project applies the mosaic approach introduced by this project, supports an *Integrated Management Approach*[45] that integrates sustainable development plans with conservation goals, and includes in its target areas the newly expanded *Parque*

Nacional Natural Cerrania de Chiribiquete (PNNSCH), which is the biggest national park in Colombia with 2.7 million ha, and its buffer zone[46].

40. In October 2013, GoC launched its "Amazon Vision." It states that the Amazon "cannot simply be a large protected area, but ought to seek additional alternatives for development and integrate its population into the global economy, while also creating wealth and prosperity for the country at large"[47].

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

41. The Bank's current CPS acknowledges that Colombia has made remarkable advances in environmental management, both in conservation of biodiversity and protected areas as well as in promoting sustainable agriculture with a landscape conservation approach. By citing this project, the CPS developed the 'Sustainable Growth with Enhanced Climate Change Resilience' partnership strategy, which includes three results areas and seven outcomes. Since the current CPS took into account lessons learned from previous initiatives (including this project) and focuses on the continuity of such initiatives, project objectives, design and implementation remain relevant. Specifically, the project contributed to the CPS' results area 3 (Improved Environmental Management and Climate Change Resilience), outcome 2 (Government has mainstreamed improved environmental practices in the agricultural sector through a scaling-up of silvopastoral livestock systems)[48].

42. Colombia is in the process of completing the draft 2014-2018 National Development Plan. The plan defines sustainable development, conservation of biodiversity and management of protected areas as key targets for the country's development goals. Sustainable land management in areas directly affected by the Colombian conflict is also included[49]. The project, having implemented activities in all of these four areas, remains highly relevant under this plan.

43. The relevance of the project's GEO was assessed against GEF's current programmatic directions (GEF 6), which became effective on July 1, 2014. The project was successful in creating a dedicated trust fund to support Colombia's protected area management structure, thereby enhancing its sustainability. The project also provided direct sinking funding for specific protected areas. Consequently, threats to biodiversity have been significantly reduced. The innovative system of combining conservation and productive landscapes is becoming mainstream by incorporating the project lessons in the country's new National Development Plan (see above). As a result, project objectives clearly contributed towards GEF's Biodiversity Objectives 1, 2 and 4[50].

44. Given that the project's PDO and GEO are in line with current Bank strategy, GoC national development priorities and current GEF conservation priorities, the Relevance of Objectives is **High**.

45. Activities and results were clearly related to the expected outcomes and the project design was concise and simple in its approach, providing enough flexibility to adapt to variations in implementation, as well as creating a smooth transition to the project's additional funding phase in 2011. The project's results framework provided a well-defined logical structure to establish a clear causal relationship between project funding and outcomes. The team examined whether the conservation objectives could have been achieved without the trust and sinking funds. It was concluded that, without the additionality provided by the project, this would have been unlikely within the timeframe of the Bank's current CPS, or in time to be

included in the country's new development plan. In conclusion, project design was fundamental to the successful achievement of the project objectives. The Relevance of Objectives, Design and Implementation is therefore rated **High**.

3.2 Achievement of Project Development Objectives

46. The wording of the PDO and GEO contained the phrase "to launch a conservation trust fund that will", followed by "support the consolidation of the Beneficiary's national protected areas system" in the case of the PDO, and "contribute to arrest and reverse trends in biodiversity loss." in the case of the GEO. For purposes of the ICR, achievement was measured against the evidence of having consolidated "the Beneficiary's national protected areas system" (for the PDO) and evidence of improved state of biodiversity as tested against trends in its loss (for the GEO). Establishing the conservation trust fund was considered an output included in the key indicator list.

47. The project successfully contributed to the NPAS consolidation through the establishment of Patrimonio Natural (a non-profit organization with a mixed public-private participation) and a Conservation Trust Fund to support a unique combination of a sinking fund (to finance on-the-ground conservation of protected areas), and an endowment fund (to develop a long-term financial sustainability mechanism that provides predictable financial resources beyond the lifetime of the project). The endowment fund was capitalized with US$15.9M of which US$7.5M was provided by the project. In addition, the project introduced a novel approach for sustainable management of PA and surrounding rural landscapes through the 'mosaic' concept. Two conservation mosaics are now financed to perpetuity by the endowment. Eleven Conservation Mosaic Work Plans were prepared as a result of an integrated planning process linking national park objectives and surrounding landscapes' development plans.

48. Through the mosaic approach, the project promoted biodiversity conservation in the project's national parks and buffers zones and empowerment of local communities. By EOP, 2,638,018 ha of core conservation areas (108 percent of the revised target value) and 1,444,246 ha (51 percent) of the surrounding territories were protected. Ecological connectivity had been improved in 8 conservation mosaics. The project strengthened 37 social organizations and supported the creation of new organizations that promote environmental conservation. The project also strengthened 22 indigenous and Afro-Colombian associations.

49. While a results framework-only analysis of outputs and outcomes is usually not the most desirable approach for an ICR since projects in many cases do not contain the straightforward causal chain of an ideal project, this project was unique in the sense that it was well-designed and included a strong M&E system that allowed clear measurements of the progress and direct achievement of the targets. As previously mentioned, metrics to evaluate indicators were clearly defined and provided good causal linkage between project contributions, outputs and outcomes, effectively leading to the achievement of the project objectives.

50. That said, the team *did* attempt to evaluate the counterfactual by analyzing the hypothetical scenario where FUNBAP/Patrimonio Natural had not been created and the endowment fund had not been established and capitalized. Although FUNBAP was created before the project became effective, the set-up was part of project's preparatory activity. Its main purpose was to provide the enabling conditions for the establishment of the trust fund and for managing the sinking funds that were destined to support the country's national park system. The team concluded that there was a clear attribution between project support and achievement of project objectives – had the project not been there, FUNBAP would most probably not have

been created (at least not in its current, successful iteration), and applying the concept of mosaics would not have been feasible (or at least would have been much more difficult).

51. In the case of the PDO, targets for all outcome indicators were not only achieved but also surpassed. In fact, despite occasional setbacks and some delays, implementation was so successful that the AF expanded the scope of the intervention and increased the target values, which were ultimately achieved as well. By carefully reviewing the project documents and results including aide-memoires of the Bank missions, interviewing staff at Patrimonio Natural, visiting project sites, and talking to local stakeholders during the ICR preparation mission, the team is confident that the PDO was fully achieved and, in some cases, exceeded.

52. The case of the GEO was similar to the PDO, except that measurement of progress included external sources of information that showed positive trends in vegetation and forest cover over a number of years (97% of the baseline natural vegetation coverage remain in each core conservation area at the project end, see Endnotes 18 and 19). Such results show that the project has indeed yielded a positive and measurable impact on biodiversity. As with the PDO, the GEO was fully achieved – with one caveat; as was stated in the PAD, measuring trends in biodiversity is difficult over the relatively short span of the project. Indirect data allows for inferences, but unless full field validations are carried out (which were not done in this project) there is no absolute certainty.

53. Based on the above discussion, the ICR rates the efficacy as **Substantial**[51].

3.3 Efficiency

54. The project's efficiency is rated as **Substantial** as the ex-post economic analysis reveals significant positive results calculated as net present values and economic rates of returns. These results are based on a range of simulated scenarios. The robustness of the results was confirmed by positive economic result assuming a reduction of economic benefits by 50 percent coupled with lower reductions in deforestation figures. In this scenario, the NPV is estimated to US$ 8 million and the Benefit-Cost Ratio is 1.5, which indicates that net benefits still exceed net costs by 1.5 times.

55. Further, given the valuation methodology used to determine per hectare economic values for protected areas as applied in this analysis, the significant numerical economic benefits are still likely to be underestimated – or at least be at the lower end – of full economic values as other environmental services and co-benefits, not least carbon sequestration and storage, hydrologic and other watershed services, and amenity and bequest values, are not accounted for. Had those benefit categories been included in the quantitative modeling, the selected economic benefit parameters (ERR, NPV, BCR) would have been significantly magnified.

Table 3. Summary of the Economic and Financial Analysis

	Benefits = US$ 886/ha/yr				**Benefits = US$ 443/ha/yr**			
	Scenario 1		**Scenario 2**		**Scenario 3**		**Scenario 4**	
	0.2% Deforestation		**0.3% Deforestation**		**0.2% Deforestation**		**0.3% Deforestation**	
Discount Rate	NPV	BCR	NPV	BCR	NPV	BCR	NPV	BCR
2%	59.6	4.46	40.7	3.36	21.2	2.23	11.7	1.68
5%	45.9	4.07	30.9	3.07	15.5	2.04	8.0	1.53
7%	39.0	3.85	26.0	2.90	12.6	1.92	6.2	1.45
10%	30.9	3.56	20.3	2.68	9.40	1.78	4.1	1.34
	ERR: 188%		**ERR: 105.%**		**ERR: 45%**		**ERR: 24%**	

3.4 Justification of Overall Outcome Rating

56. As discussed above, the PDO and GEO were fully achieved or even exceeded. The efficacy for the PDO and GEO was rated **Substantial**. Efficiency was rated **Substantial**. The Relevance of Project Development Objectives and Design was rated **High**.

57. Based on the above, the Overall Outcome of the project has been rated **Satisfactory**.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

58. The mosaic concept aims at promoting conservation while also benefiting local communities through the implementation of sustainable production systems[52], seeking local appropriation of conservation strategies to secure the sustainability of protected areas. Although the project was not specifically designed to alleviate poverty, the mosaic approach had intrinsic effects on poverty reduction. Through the implementation of agro-ecological and sustainable cattle ranching activities[53], the project generated an increase of agricultural productivity that helped beneficiary families and local indigenous and Afro-Colombian communities improve their food security, as well as, in some cases, generate additional income from selling and marketing their products[54].

59. Although the project did not specifically target the gender dimension, it contributed to the empowerment of women; through their participation in the LWGs, their technical, environmental and social capacities were strengthened and new networks were created in the communities. Women played a crucial role in the project's successful implementation by actively supporting rural households, achieving food security and generating income.

(b) Institutional Change/Strengthening

60. Institutional strengthening was part of the original outcomes and outputs of the project. Patrimonio Natural, UAESPNN and CARs benefitted from project interventions. LWGs were provided with the enabling conditions to demonstrate the advantages of inter-institutional coordination within a mosaic-style approach to landscape conservation and management. No additional institutional change or strengthening was intentionally or unintentionally implemented.

(c) Other Unintended Outcomes and Impacts (positive or negative)

61. No other unintended outcomes and/or impacts was registered.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

62. No EOP beneficiary survey or EOP-specific stakeholder workshop was carried out for the project. However, as mentioned in Annex 5, Patrimonio Natural regularly deployed evaluation exercises among local stakeholders to ensure that the project was achieving its goals, and when problems (including issues related to safeguards) arose, they were properly addressed and resolved. Private and public stakeholders generally agreed that the project provided extensive learning opportunities and practical choices to blend conservation with local livelihoods through sustainable landscape management. This was seen in both instances of the project; during the original phase, protected areas had an increased level of public support that helped enhance the project's conservation goals. During the second phase of the project, which specifically targeted the macizo conservation areas, public engagement was even more pronounced, as local communities and authorities felt that this conservation approach was closely related to their own livelihood needs. According to the majority of surveyed beneficiaries, the project also let to creating a closer relationship between communities and Parques.

4. Assessment of Risk to Development Outcome

63. Initial project risk assessments were carried out taking into account the most controversial aspects that could possibly affect implementation. Overall project risk rating was substantial. By EOP, most (if not all) of these aspects had been adequately addressed and mitigated in such a way that they ultimately had no impact on the achievement of the project's objectives and outcomes. The team evaluated remaining threats as well as the probability of these threats affecting the maintenance of project achievements, and concluded that by EOP the project had strong institutional, technical, financial, social and environmental capacities to handle them– Patrimonio Natural was enshrined in legislation and was performing well beyond its initial role of project implementing agency; the mosaic concept was adequately integrated as a mainstream landscape management approach; the endowment fund was solidly established and was providing (albeit moderate) returns to support the country's national park system; LWGs and project interventions led to a good recognition of the mosaic concept as a socially and technically acceptable approach by demonstrating their positive impact on local livelihoods; and environmental benefits had been achieved as a result of the mosaic approach. The team felt that there was an adequate overall environment for a continued, self-sustaining ex-post implementation of project activities and maintenance of project outcomes.

64. Political and governance issues remained as potential conflict areas. Although the Colombian peace process had made significant advances by EOP, no final agreements had been reached between the parties. Still, the team considers that despite risks still being present in some project locations, project achievements were generally fully integrated into the country's policy mainstream (see section 3.1).

65. Although revenue figures were promising (averaging an annual return rate of 7.72 percent between 2007 and 2014; see Annex 9), the endowment fund was found to be growing slower than expected due to difficulties in raising additional capital. Significant variations in return and COP-USD exchange rates in those years also contributed to a less-than-smooth fund performance. The team concluded that the fund would benefit from a stronger commitment and enhanced fundraising strategies by Patrimonio Natural to locate this capital.

66. As a result of all of the above, the risk to project outcomes is rated as **Moderate**.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

67. The team highlighted the fact that project preparation and design was well done, with proper due diligence carried out and a solid results framework put in place, despite the overall project risk rating initially being substantial. Perhaps because of this, the initial Bank teams appeared to have made special effort on mitigating these risks by providing extensive support to the local project preparation teams. Fiduciary and administrative aspects were adequately designed to compensate for the lack of experience of the then-newly created implementing agency (FUNBAP), and all the necessary safeguards were triggered to ensure that social and environmental contingencies were sufficiently addressed.

68. The Bank team missed in-text discrepancies, which resulted in some efforts for interpretations during the preparation of the ICR (see Endnote 13). In particular, the original PAD could have benefitted from better editing and additional consistency checks to avoid these issues. Still, the team considers that these were minor problems that did not prevent successful project implementation.

69. The team did not find any evidence that would imply that the Bank had a sub-optimal performance during project preparation, design and appraisal. During the ICR preparation mission, the team was able to interview some of the original local project staff and confirmed that the Bank played a significant and proactive supporting role. As a result, Bank Quality at Entry is rated **Satisfactory**.

(b) Quality of Supervision

70. The team emphasized that implementation was successful largely thanks to proper project design and proactive and timely interventions by Patrimonio Natural and the Bank teams. Although there were three different Task Team Leaders over the project period, Bank teams were highly proactive in their supervisory roles, flagging potential issues and taking quick corrective actions. For example, the Bank's presence was vital during the major revision of the project's results framework in 2010, providing necessary support to improving the M&E system. The Bank team also actively engaged with the client, GEF and Bank management to discuss and find solutions when Patrimonio Natural faced difficulties in 2012 in raising approximately US$1.2 million that were crucial for the capitalization of the endowment fund. Finally, the Bank flagged the need (and supported the client) to strengthen project implementation and develop action plans to promote a closer follow up of the project activities.

71. The Bank team was extensively involved in the design and subsequent approval of the project's AF, and worked closely with the client to ensure that the additional project targets were indeed achieved. During the ICR preparation mission, the client acknowledged that the Bank teams always maintained their role as a cooperation partner while at the same time refraining from intervening excessively in the actual project's implementation. The implementing agency as well as UAESPNN made a point of highlighting the permanent availability of and timely responses from the Bank teams, and were highly appreciative of the candor with which the mutual relationship had been carried on since even before the project had become effective.

72. The Bank performance was noteworthy during the implementation responding well to the needs of the project and significantly contributed to the achievement of the project's objectives and outcomes. Supervision is therefore rated **Satisfactory**.

(c) Justification of Rating for Overall Bank Performance

73. Bank quality at entry and during supervision have been rated **Satisfactory**. Consequently, Overall Bank Performance is rated **Satisfactory**.

5.2 Borrower Performance

(a) Government Performance

74. GoC was very supportive of the project from its initial preparation stages. The launching of Patrimonio Natural and the consolidation of the NPAS were a priority for the central government, the Ministry of Environment and Sustainable Development (MADS) and for UAESPNN. The latter was a key institutional stakeholder that was fundamental to the project's successful implementation and achievement of its objectives. The consolidation of the protected areas system is included in a number of environmental policies in Colombia, and has been present in the country's National Development Plans since 2002 (see section 3.1 for GoC's environmental outlook in its 2014-2018 development plan).

75. The GoC proactively supported the project and the implementing agency in resolving any issues within its jurisdiction. The ICR rates Government Performance as **Satisfactory**.

(b) Implementing Agency or Agencies Performance

76. Patrimonio Natural was created from scratch as the implementing agency for the project. Its lack of fiduciary experience was considered a high critical risk for project implementation, which called for an especially intense scrutiny by Bank specialists prior to project approval. Patrimonio Natural's creation benefitted from a solid and well-thought-out institutional design that was fully supported by GoC and included input from consultations with a number of eventual stakeholders. Lessons learned from other funds were also considered, as were different fund management alternatives that were ultimately rejected. During project implementation, Patrimonio Natural was able to develop strong administrative, technical, financial, and procurement capacities, and managed to maintain good coordination and leadership qualities throughout. Patrimonio Natural's technical and administrative teams were flexible and responsive, which allowed them to adapt to the diverse implementation challenges encountered at the local level.

77. Project information was readily available and complete, and in such cases where additional questions arose, the project team's response was quick and accurate. Patrimonio also maintained an adequate level of monitoring and evaluation, not only during reporting periods but also throughout the implementation. The fact that the project was granted an AF demonstrated that project performance and achievements were satisfactory enough for the Bank and GEF to approve additional funding and time to expand the project's reach.

78. As a result, the Implementing Agency's performance is rated **Highly Satisfactory**.

(c) Justification of Rating for Overall Borrower Performance

79. Government and Implementing Agency performance were both rated **Satisfactory**. The ICR rates Overall Borrower performance as **Satisfactory**.

6. Lessons Learned

80. The main lesson obtained from the project is that the mosaic conservation concept, when designed and applied with the necessary due diligence, strict oversight and extensive level of local participation, does produce significant conservation benefits. While the concept of Biosphere Reserves (see section 2.1 and Endnotes 29 and 30) does not necessarily work due to challenges in its underlying premises (e.g. that the core protected area is the centerpiece of the concept and the surrounding areas are essentially nothing more than buffer zones), mosaics have shown that the idea of approaching conservation, landscape management and local participation with the same priority level does work. The concept also demonstrated that protected area networks need to include benefit sharing and promote agreements with local communities in order to reduce the trade-offs between biodiversity conservation and economic well-being. The project served as the very first trial of this idea and then further replicated it during the additional financing. The team suggests that the Bank consider testing the mosaic concept in other countries with similar conservation challenges.

81. As mentioned earlier, due diligence and a project design that reflected a thorough understanding of the country's and project sites' current and realistic context were the keys for successful completion. Strict adherence to timelines and quick reactions to contingencies by the client, as well as a high level of proactivity by the Bank teams in providing timely Implementation support created a perfect combination of factors that resulted in a successful project. While in principle this should not be surprising, the team considers that this project could serve as a platform for case studies in efficient Bank-Client relations and project implementation.

82. Local participation as well as a solid strategy for continuous communication and dissemination were the key to promote local buy-in and appropriation of project activities. The project made a point of not relying exclusively on 'vertical teaching' mechanism and strongly encouraged horizontal knowledge exchanges between stakeholders. For example, 'farmer to farmer' exchanges practiced during the project to share learning experiences increased the understanding of project processes and facilitated the adoption of project-promoted good practices. Knowledge sharing is not a new concept; the Bank well acknowledges its importance, albeit at an institutional level[55,56]. The team would like to stress that knowledge sharing at a local stakeholder level is a relatively innovative approach that has shown to be highly effective in terms of assimilation of lessons learned and thus could be proactively encouraged in similar projects.

83. Best practices and lessons learned from other World Bank/GEF-supported trust funds were taken into account during the project design, and indeed contributed to paving the way for the successful establishment and growth of Patrimonio Natural, a Trust Fund that ultimately transcended its original project management role and became a significant fixture in the funding of Colombia's PA system. The institution now leverages and allocates both national and international financial resources of up to US$68 million through 214 projects in protected areas and sustainable conservation. The endowment fund was carefully managed and showed an effective annual return rate of 7.72 percent on investments, a significant achievement given the impact of global financial crises and variances in US$ vs. COP exchange. By EOP, Patrimonio Natural was examining the validity of using GEF funds to establish a relatively small endowment fund as opposed to spending them directly to support conservation activities. Although this could generate a larger impact on a cost-benefit-time basis than waiting for variable annual returns, the overall concept of setting up Conservation Trust Funds through a project was demonstrated to be a valid approach, and the project experience should be replicated in similar country and region contexts, provided that proper supervision and due diligence are applied as they were in this project.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

N/A

(b) Cofinanciers

N/A

(c) Other partners and stakeholders

N/A

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Component 1: Capitalization of Endowment and Consolidation of FUNBAP/Patrimonio Natural	15.88	15.88	100.00
Component 2: Conservation Mosaics Program	23.62	35.63	150.80
Component 3: Project Management and Institutional Coordination	2.90	6.15	212.06
Total Project Costs	**42.40**	57.66	135.99

(b) Financing[1]

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower	Cash	27.40	38.65	141.05
Global Environment Facility (GEF)	Cash	15.00	19.00	126.66
Total		42.40	57.65	135.96

[1] The purpose of the Dutch Trust Fund (TF094084) "Conservation incentives for land management and socio-environmental conflict mitigation project" was Co-financing of this project to "Help consolidate local and regional territorial planning processes, by structuring a component for Payment of Environmental Service scheme and other incentives/compensation scheme for biodiversity and protected areas conservation, under the financial strategy of the National Protected Area System – NPAS". This Dutch grant was in the amount of US$6.425 million. Since it was not possible to structure this component, the project was cancelled after disbursing US$1.547 million. This TF was not considered in this ICR as the grant cancelled without achieving its objectives and unallocated funds (US$4.878 million) were returned to the donor. The corresponding approved GRM Completion Report is archived in Bank's systems.

Annex 2. Outputs by Component

Original Component	*Subcomponents*	*Outputs*
Component 1. Capitalization of Endowment and Consolidation of FUNBAP	• *Subcomponent 1A:* Capitalization of the endowment fund. • *Subcomponent 1B:* Design and implementation of a financial capitalization strategy. • *Subcomponent 1C:* Provision of sinking funds to support capacity-building investments in 19 selected conservation mosaics.	*1A*: The endowment fund was successfully capitalized, exceeding its target value by US$ 0.9 million. *1B*: Patrimonio Natural developed and implemented a comprehensive sustainable financing strategy, which was one of the contributing factors for the Fund to be able to leverage additional resources that were originally not part of the project's targets. *1C*: Sinking funds were provided to the 19 selected areas and contributed to facilitate the implementation of activities under the other project components.
Component 2. Conservation Mosaics Program	• *Subcomponent 2A:* Design and implementation of conservation programs (including management plans for national parks inside the mosaics), management strategies and sustainable production systems within conservation mosaics. • *Subcomponent 2B:* Provision of support to potential beneficiaries (including technical assistance and training) to assist in the design and identification of sub-project proposals.	*2A*: This subcomponent had a number of achievements as measured by various project indicators. The project achieved and surpassed the original target value of 2 million ha of core conservation and surrounding territories under improved management (EOP value was of 2.44 million ha); instead of the original 5 (later revised upwards to 10) CM work plans, the project achieved 11 by EOP; and instead of the original target of 90% of vegetation cover maintained in core conservation areas, the project achieved 97% of coverage. *2B*: As in the previous case, this subcomponent included a number of outputs: all 11 of the core conservation areas with management issues originally targeted for improvement were successfully intervened; instead of the original 3 (later revised upwards to 6) CM intended to adopt sustainable land use practices, 11 CM did so with project support; instead of the original 9 (later revised upwards to 29) stakeholder agreements signed and implemented, 543 agreements were effectively put in place and implemented.
Component 3. Project Management and Institutional Coordination	• *Subcomponent 3A:* Strengthening of FUNBAP's institutional structure. • *Subcomponent 3B:* Implementation of outreach and communication activities	*3A*: Despite being created from scratch specifically for the project, FUNBAP (later Patrimonio Natural) managed to set up a strong administrative, technical and fiduciary structure, with a mixed private-public Board and private sector majority composition. This and the effective

	to disseminate project information and results. • *Subcomponent 3C:* Setting up local participatory management structures. • *Subcomponent 4C:* Design and implementation of capacity-building actions.	management systems put in place were key to ensure a successful project implementation and merited a Highly Satisfactory rating by the ICR. *3B:* The project originally intended to disseminate lessons learned and project activities in the communities in 4 of the target national parks and their buffer zones; ultimately, communities in 9 of these areas were included. *3C:* Client and Bank teams made a point of supporting the establishment of hitherto non-existing (or non-working) communication channels between local authorities, park management, CM management and communities. As a result, local steering committees were set up and the CM technical and directive committees were strengthened. Successful local implementation was the result. *3D:* The subcomponent was implemented transversally across all project activities. However, the most notable result was that 90% of local families that were trained in sustainable production systems and improved management systems still maintained them by EOP. This value surpassed the original target value of 30% of families.

Annex 3. Economic and Financial Analysis

1. Colombia is among the world's five richest countries in terms of biodiversity. The country possesses 18 ecological regions and is home to 15 percent of all known terrestrial species. Protected Areas (PAs) of various categories and collectivity-owned ethnic territories already represent 37 percent of Colombia's territory.

2. The project development objective is to support the development of the National Protected Areas System (NPAS) by consolidating a Biodiversity and Protected Areas Trust Fund. This Trust Fund covers both endowment and sinking funds. The endowment supports incremental, recurrent cost on the NPAS, while the sinking funds undertake direct investment in selected conservation mosaics.

3. One of the key project outcome indicators is "at least 2 million hectares of core conservation areas (national parks) and 20 percent of the surrounding territories within the respective conservation mosaics under improved management systems." Another indicator is "90 percent of baseline natural vegetation cover maintained in core conservation areas." In contrast to the efficiency analysis done at appraisal, where local conservation benefits (such as water supply and ecotourism) and global conservation benefits (such as carbon sequestration) were separately categorized, the efficiency analysis performed here applies updated values for protected areas as established by the World Bank's WAVES [2] initiative published in The Changing Wealth of Nations: Measuring Sustainable Development in the New Millennium (2011). Here, protected areas are valued through an opportunity cost approach, i.e. at the lower of per hectare returns to pasture land and cropland.

4. For Colombia, the economic value of protected areas is estimated at US$ 2,441 in 2005, US$ 2,681 in 2008 and US$ 2,754 in 2010. The average over 2005-2010 is valued at US$ 2,625. The project's actual total cost at exit is US$ 56.31 million (based on the co-financing table). Bank commitment of $US 19 million represents about 34 percent of total project cost. Therefore only about US$ 886 will be credited to Bank contribution in this economic analysis.

5. After implementation, 2.6 million hectares of core conservation areas (national parks) have been brought under improved management systems. During appraisal, deforestation rate was estimated at 0.6 percent. At closing, the deforestation has improved from 0.6 percent to between 0.3 percent and 0.2 percent, which represents 0.3 percent and 0.4 percent of deforestation prevented. Four scenarios have been used in the analysis with 4 different simulations based on the following discount rates: 2 percent, 4 percent, 5 percent, and 10 percent. First, assuming the benefit level of US$ 886 per hectare and per annum, the analysis looks at the results for 0.2 percent and 0.3 percent of deforestation rates. Then, assuming that only half of the benefits are realized, results are computed still with 0.2 percent and 0.3 percent of deforestation rates. Benefits have been discounted over 10 years.

[2] Wealth Accounting and the Valuation of Ecosystem Services (WAVES)

	Benefits = US$ 886/ha/yr				Benefits = US$ 443/ha/yr			
	Scenario 1		Scenario 2		Scenario 3		Scenario 4	
	0.2% Deforestation		0.3% Deforestation		0.2% Deforestation		0.3% Deforestation	
Discount Rate	NPV	BCR	NPV	BCR	NPV	BCR	NPV	BCR
2%	59.6	4.46	40.7	3.36	21.2	2.23	11.7	1.68
5%	45.9	4.07	30.9	3.07	15.5	2.04	8.0	1.53
7%	39.0	3.85	26.0	2.90	12.6	1.92	6.2	1.45
10%	30.9	3.56	20.3	2.68	9.40	1.78	4.1	1.34
	ERR: 188%		**ERR: 105.%**		**ERR: 45%**		**ERR: 24%**	

6. Limiting the value of protected areas to the opportunity cost of preservation, however, probably captures the minimum value, but not the complete value, of protected areas. Thus, ecosystem services such as carbon sequestration and storage, hydrologic and other watershed services, and amenity and bequest values are not – or only very limited – accounted for in this ex-post analysis.

7. For example, and given that different forest types were brought under protection through the project, it is especially difficult to quantify its forest carbon stock. For the Amazon, estimates for density cover a range between 70 and 120 tons of carbon per hectare (tC/ha) (Rovere, 2000); 191 tC/ha (Fearnside, 1997); or 150 tC/ha (Andersen et al., 2001). With economic values of carbon recommended for the WBG to range between US$ 30 (2015) to US$ 80 (2050), carbon benefits generated by the project could theoretically range between US$ 2100/ha/a and US$12000/ha/a. However, given the uncertainty associated with determining correct values for this specific project context, it was deliberately decided to conduct a lower-bound economic assessment that included only conservative, defendable economic values.

8. Applying such a conservative, lower-bound approach to the economic ex-post assessment, but still deriving significant economic benefits, underscores further the robustness of the analysis and the significant economic value the project has created. If all possible ecosystems services and co-benefits had been included in the economic analysis, overall results would have even dwarfed already significant current results.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Juan Carlos Alvarez	Senior Counsel	LEGES	Legal
Alberto Niño	Lead Counsel	LEGEN	Legal
Gabriela Arcos	Environmental Specialist	LCSEN	Technical support
Beatriz Elena Franco	Program Assistant	LCC1A	Program assistant
Ann Jeannette Glauber	Senior Environmental Specialist	AFTN3	Safeguards
Daniel Gross	Consultant/Social Specialist	LCSEO	Technical support
Jose M. Martinez	Senior Procurement Specialist	ECSO2	Procurement
Stefano P. Pagiola	Senior Environmental Economist	LCSSD	Technical support
Luis Fernando Rios	Junior Professional Associate	LCSFM	Operations
Marcus James Wishart	Young Professional	LCSEN	Operations
Juan Pablo Ruiz	Consultant	LCSAR	TTL
Luis Ducassi	Consultant/Financial Analysis	LCSEN	FM
Luis Fernando Rios	JPA/Financial Management	LCOAA	FM
Simon Milward	JPA/Incremental Cost Analysis	LCSEN	Operations
Claudia Sobrevila	Senior Environmental Specialist	AFTN3	Technical support
Alejandra Torres	Consultant	LCSEN	Technical support
Supervision/ICR			
Juan Carlos Alvarez	Senior Counsel	LEGES	Legal
Claudia Mylenna Cardenas Garcia	Consultant	LCSFM	FM
Jeannette Estupinan	Sr Financial Management Specialist	LCSFM	FM
Beatriz Elena Franco	Program Assistant	LCC1A	Program assistant
Natalia Gomez	Senior Rural Development Specialist	LCSAR	Safeguards
Amanda Gonzalez Sosa	Consultant	LCSFM	FM
Ricardo Hernandez Murillo	Senior Environmental Specialist	LCSEN	Safeguards
Pilar Larreamendy	Senior Social Development Spec	EASVS	Safeguards
Jose M. Martinez	Senior Procurement Specialist	ECSO2	Procurement
Sandra Ximena Enciso Gaitan	Procurement Specialist	LCSPT	Procurement
Paula Mejia Toro	E T Temporary	LCCCO	Program assistant
Mariana Margarita Montiel	Senior Counsel	LEGLE	Legal
Adriana Moreira	Senior Environmental Specialist	LCSEN	Technical support
Stefano P. Pagiola	Senior Environmental Economist	LCSSD	Technical support
Monica Rodriguez	Consultant	LCSEN	Technical support
Maria Margarita Sanchez Rodriguez	Program Assistant	IEGPS	Program assistant
Maria Lourdes Noel	Senior Program Assistant	LCSEN	Program assistant
Adriana Soto Carreno	Consultant	LCSEN	Technical support
Carlos Hernando Tapia	Consultant	LCSEN	Technical support
Alejandra Torres	Consultant	LCSEN	Technical support
Abdelaziz Lagnaoui	Sr. Environmental Specialist	LCSEN	TTL
Richard Damania	Lead Economist	AFTN3	TTL

Christian Albert Peter	Lead Environmental Specialist	LCSEN	Technical support
Gabriel Penaloza	Procurement Specialist	LCSPT	Procurement
Juliana Gomez Arango	Consultant	LCSEN	Technical support
Rachel Pasternack	JPA	LCSEN	Operations
Pau Puig Gabarro	Consultant	TWICT	Technical support
Michael Bliemsrieder	Consultant	GENDR	ICR
Momoe Kanada	Environmental Specialist (JPO)	LCSEN	ICR

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY05	10.41	45.09
FY06	22.58	74.83
FY10	2.25	11.04
FY11	6.94	81.80
FY12	0.00	
Total:	42.18	212.76
Supervision/ICR		
FY06	0.45	0.33
FY07	9.71	29.11
FY08	20.06	68.13
FY09	16.48	52.50
FY10	14.74	78.61
FY11	12.97	73.73
FY12	6.76	70.62
FY13	8.81	45.43
FY14	7.99	39.06
FY15	9.55	70.00
Total:	107.52	527.52

Annex 5. Beneficiary Survey Results

No formal EOP Beneficiary Survey was carried out. However, Patrimonio Natural deployed evaluations on a regular basis among local stakeholders to ensure that the project was achieving its goals and that problems (including issues related to safeguards) were properly addressed.

For the Borrower ICR (produced by Patrimonio Natural in Spanish in October of 2014; see Endnote 6 and Annex 6), Patrimonio Natural provided testimonials of stakeholders to support the successful accomplishment of project targets. During the ICR preparation mission the team interviewed some of the local stakeholders to test the general assessment of these testimonials and found them to accurately reflect the opinion of some of the project's beneficiaries. Below is the original text in Spanish as provided by Patrimonio Natural with translations made by the Bank team:

"El proyecto Mosaicos no se vio nunca como un proyecto aparte. Este es un reflejo que la articulación a procesos es posible y que la gestión conjunta entre parques y comunidades para la intervención en terreno es real y concreta; el haber hecho presencia permanente durante la ejecución, reconocer los intereses de ambos y poner a confluir los objetivos del proyecto con los objetivos de los procesos del río y de los del parque, permitió significativamente el posicionamiento de la entidad a nivel comunitario y con otras instituciones. Este es un proyecto piloto, cuyos resultados muestran que lo que se está trabajando en Yurumanguí pueda ser replicado en el resto del territorio-región pacífico." Luis Fernando Gómez. Jefe Parque Farallones de Cali. 2010.

The Mosaic project was never seen as a separate project. This is a reflection that insertion into processes is possible and that joint management between parks and communities for intervention on the ground is real and concrete; having had a permanent presence during implementation, recognizing the interests of both parties and having project objectives converge with the objectives of the processes of the river and the park, significantly allowed the positioning of the organization at community and institutional levels. This pilot project's results show that what you are achieving in Yurumanguí can be replicated elsewhere in the Pacific Territory region. Luis Fernando Gómez. Head Park Farallones de Cali. 2010.

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"La articulación que se logró en este proyecto no se había visto antes. El Parque nunca había tenido esa articulación con Alcaldías, nosotros habíamos trabajado con la gente pero no habíamos trabajado con cada alcaldía el ordenamiento, y de esto sale un ejercicio concertado con las comunidades primero, y luego pasa al comité técnico y el comité técnico lo aprueba mirando la parte biológica." Nancy López. Jefe Santuario de Flora y Fauna Galeras. 2010.

The leverage that was achieved in this project had not been seen before. The park had never had this coordination with Municipalities; we had worked with people but not with each mayor on [territorial] management. This results in a first concerted exercise with communities, which then moves to technical committee who then approve them with the biological focus in mind. Nancy Lopez. Chief, Galeras Wildlife Sanctuary. 2010.

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"Vamos a paso lento pero pisando firme, cada peso que se invierte en el proyecto se invierte bien. Queremos mostrarle a nuestro municipio y a los municipios aledaños que una unión temporal enfocándose a la parte de sostenibilidad del recurso hídrico tiene futuro y es beneficio para nuestros hijos y eso hace que todo lo que hacemos sea bueno, a mi cada vez me gusta más estar en este proceso, cada vez siento como más propio, como más mío este territorio, es decir siento que mucha gente que está en el proceso, está apropiándose de lo que tiene." Marino Delgado, representante legal de la Unión Temporal Mosaico Consacá Yacuanquer. Area Aledaña Santuario de Flora y Fauna Galeras. 2010.

We walk slowly but firmly, with every peso invested in the project invested well. We want to show our town and surrounding municipalities that a temporary a joint venture focusing on the sustainability of water resources has a future and benefits our children, which makes good everything that we do. I more and more like being part of this process, and I feel it increasingly like mine, just like this territory, in other words, I feel that many people who participate in the process is increasingly assuming proprietorship of what you have. Marino Delgado, legal representative of the Union Temporal Mosaic Consacá Yacuanquer. Adjacent area Galeras Wildlife Sanctuary. 2010.

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"*Lo que vimos durante el proyecto es que la gente si le abre la puerta a Parques y hemos garantizado una continuidad de trabajo con la comunidad; el proyecto nos ayudó a estar cinco años haciendo cosas por la comunidad y eso es bien visto. La gente manifiesta que Parques si está haciendo algo para la comunidad, que no es una entidad aparte, se sienten cercanos a Parques." Marcela Cano, Jefe Parque Nacional Natural Old Providence McBean Lagoon. 2012.*

What we saw during the project is that people *do* open the door to Parks, and we have secured a continuity of our community work; the project helped us doing things for the community for five years, which is locally appreciated. People say that Parks is actually doing something for the community, that it isn't a separate entity, and they feel close to Parks. Marcela Cano, Chief, Natural Old Providence McBean Lagoon National Park. 2012.

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"Mi familia les queda altamente agradecida. La transparencia con que trabajaron, el amor con que nos trataron y la paciencia que nos tuvieron. Éramos ricos y no sabíamos, pero con esos conocimientos que nos trajeron nos hicieron ver la realidad de la vida, mirar hacia adelante. Si no hubiera sido así, se nos hubiera perdido la finquita. No conocíamos el valor de nuestra finca, no creíamos en ella, y ustedes nos levantaron la moral y nos dieron ilusiones y esperanzas. Nunca lo habíamos soñado y hoy somos una nueva familia gracias a Dios y a Ustedes." Familia Elías Antonio Rivera G, espacio de aprendizaje, Mosaico de Orquídeas

My family is highly grateful to them [for] the transparency with which they worked, the love with which we were treated and the patience they had with us. We were rich and did not know, but the knowledge they brought made us see the reality of life [and] look forward. If it hadn't been that way, we would have lost our little farm. We did not know the value of our property, we did not believe in it, and you raised our spirits and gave us dreams and hopes. We would have never dreamed it and today, thank God and you, we are a new family. Family Elías Antonio Rivera G., learning space, Orchids Mosaic.

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“Creo que ha sido el mejor proyecto que ha tenido la Unidad de Parques por la fácil adaptabilidad a los Planes de Manejo de los Parques, porque no fueron paquete tecnológicos introducidos o marcos lógicos introducidos, se respeto la autonomía de Parques, se respeto el hecho de una planificación válida, legítima, no todos los cooperantes respetan eso sino que quieren hacer el nuevo esquema de administración del proyecto independiente de que ya tenga un Plan de Manejo, este fue muy respetuoso." Gustavo Mayor, Parque Sanquianga, 2010.

I think this has been the best project that the Parks Unit has had, because of its easy adaptability to the park’s management plans, because they were not imposed technological packages or logical frameworks. Parks’ autonomy was respected, a legitimate and valid planning [process] was respected; not all cooperation agencies do this but want to design the new project management scheme independently of already existing management plans. This was very respectful. Gustavo Mayor, Sanquianga Park, 2010.

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“Se conocen dos momentos... El primero en el que era un parque alejado, casi sin presencia física en la región y sobre todo en el área de Buenaventura. Ahora el Parque se hace visible, cobra protagonismo, hace presencia institucional, y los más importante, se integra perfectamente con las comunidades a través de unos mecanismos de interlocución, denominadas mesas locales, en las cuales hoy el Parque es protagonista en trazar políticas de manejo territorial en Buenaventura.” Rolando Caicedo Arroyo, concejal distrito de Buenaventura, 2010.

Two moments are known ... The first one in which this was a remote park, with almost no physical presence in the region and especially in the area of Buenaventura. Now the park is visible, takes center stage, makes institutional presence, and most importantly, seamlessly integrates with communities through mechanisms of dialogue, called local tables, where the park today is the protagonist in drawing territorial management policies in Buenaventura. Rolando Arroyo Caicedo, district councilor Buenaventura, 2010.

Annex 6. Summary of Borrower's ICR and/or Comments on Draft ICR

(Source: Patrimonio Natural, 2014; see Endnote 21)

The assessment of the overall outcome of the Project since its objectives is satisfactory. The project is considered relevant to the National Environmental Management System. The project met its key performance indicators, and results have been used to inform the responsible local institutional and organizational sectors. The project also allowed providing models that could be implemented, adjusted and replicated in ecosystems and similar contexts. This is significant considering that the project included the natural and cultural diversity of the country: conservation priority ecosystems of Colombia (rainforest, Andean forest, high Andean forest, wetlands, dry forest, coral reefs and mangroves); main geographic regions (Caribbean, Pacific Andes and Amazon) and human groups representing the country's ethnic diversity: peasants, indigenous, afro-descendants and island communities.

The project contributed to the social development of communities beyond the specific achievements associated with the improvement of sustainable production systems.

Improved production practices originated from a holistic view, which incorporated not only the technical tools but also the participation of women, the family and the recognition of cultural values in the territory. This favored territorial appropriation, recovery of the social fabric in areas affected by violence, food security, and strengthening of community organizations, local leaders, families and women.

The territorial ownership was an unexpected improvement of production systems impact where families benefited from different approaches to assess their farms, their productive potential and its meaning for their life projects at individual and family level. This impact is significant considering the trend of displacement and abandonment of agriculture in rural areas. This has led to dependence on products not grown in local territories, and the loss of traditional knowledge and genetic variations associated with ancestral cultures.

The project strengthened the management of National Parks of Colombia and supported the implementation of the management plans of nine protected areas. It also contributed to the development of conceptual, methodological and applied management strategies, such as monitoring, ecological restoration, buffer zone and watershed construction. These strategies benefited from initiatives applied in the fourteen national parks linked to the Project and were later deployed nationally. The project improved governance in and around protected areas.

The project favored the governance of protected areas by providing: i) increased presence of local teams in the area and interaction with communities, resulting in a better understanding of the context and management strategies; ii) increased technical capabilities in the park, due to the formation and qualification of technical experts and local teams; iii) the establishment of technical partnerships for development and implementation of management strategies; and iv) strategic relationships with communities.

Relevant lessons relate to i) the outline of the project, ii) the community participation approach, iii) implementing effective measures and management, and iv) strengthening local capacities.

i) Project Execution plan for the management of financial resources

The outline of the project was practical, adaptable to the conditions and context of each protected area mosaic. This allowed providing timely responses to the requirements of different interventions and complementary social processes. Financial resources were executed in real time, which allowed meeting the expectations of the teams and players with whom commitments were made and/or who shared responsibilities.

ii) Community Participation

Community participation in the identification, decision-making and implementation of integrated processes for conservation and sustainable use of biodiversity, was supported in areas such as: a methodology for adaptive planning, which recognized and strengthened own agendas and focused on generating local ownership of the proposal to be implemented by the project; a participatory approach that seeks to strengthen local governance; and a focus on social relations that are achieved from an ethical and political position of respect and support for the self-government of ethnic territorial authorities (indigenous reserves, afro-descendant communities).

iii) Effective management measures

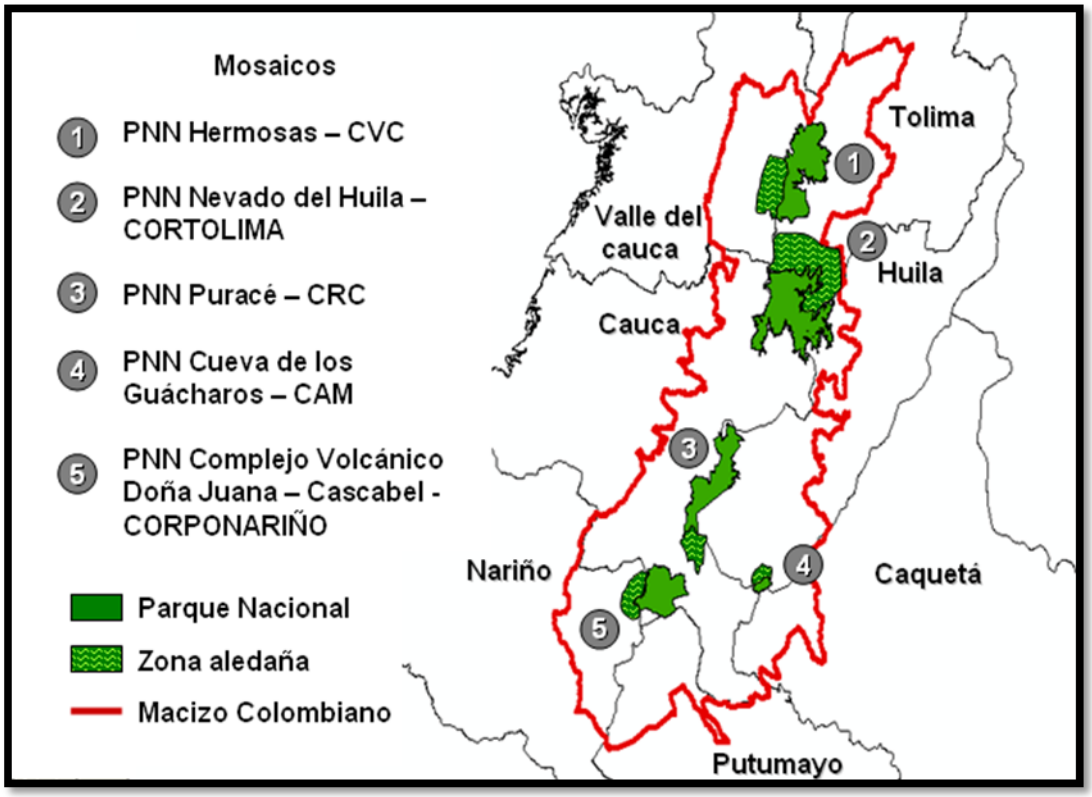
The measures developed in the surrounding areas of the mosaics were based on conservation strategies and sustainable production already proposed and tested earlier, making emphasis on improving and adapting the management model to local contexts, to be implemented by social organizations. This allowed for: i) the adjustment of the strategies and actions in some cases making them more cost-effective; and ii) local ownership of strategies, which in turn led to greater sustainability.

iv) Strengthening collective management capacities

One of the great advantages evidenced by implementing the Conservation Mosaics management model, was to effectively strengthening collective capacities in various ways, building from the each mosaic’s particularities and opportunities. The strengthening of local capacity was evident in six areas: local ownership, technical, administrative, managerial and collective in generating alliances and institutional ownership of sustainability.

Annex 7. Original and Additional Mosaic Project Sites

Source: Santamaría *et al.*, 2012[57].


Mosaicos
1 PNN Hermosas – CVC
2 PNN Nevado del Huila – CORTOLIMA
3 PNN Puracé – CRC
4 PNN Cueva de los Guácharos – CAM
5 PNN Complejo Volcánico Doña Juana – Cascabel - CORPONARIÑO
Parque Nacional
Zona aledaña
Macizo Colombiano
Tolima
Valle del cauca
Huila
Cauca
Nariño
Caquetá
Putumayo

Annex 8. Components and Revised Outcomes (as per AF PAD)

Original Component		
1. *Capitalization of Endowment and Consolidation of FUNBAP*		
Original Intermediate Outcomes	*Revised Intermediate Outcome*	*Comments/Rationale for Revision*
FUNBAP decision-making structures (Board, management and administrative team) implemented and operational.	This indicator was not revised.	Patrimonio Natural has a Board of directors composed of 8 members, with 5 private-sector representatives and 3 public-sector members. Patrimonio has a strong management and administrative team.
Comprehensive sustainable financing strategy and action plan designed and under implementation, incorporating diverse financial mechanisms, by PY3.	This indicator was not revised.	Patrimonio Natural has a comprehensive sustainable financing strategy.
FUNBAP endowment achieving goals on investment returns (at least a 1 percentage point spread above the Fed Funds Rate)	**Revised** FUNBAP endowment achieving goals on investment returns (at least a 1 percentage point spread above the Fed Funds Rate) **and with operating (non-program) costs at 20% of total revenues by PY5**	This project intermediate outcome indicator was merged with Component 1 intermediate outcome 4: "FUNBAP endowment achieving goals on investment returns (at least a 1 percentage point spread above the Fed Funds Rate) and with operating (non-program) costs at 20% of total revenues by PY5" From 2006- 2014 investment returns had an effective annual rate of 7.72 %. Endowment operating costs are at 8% of total revenues.
Three conservation mosaics' recurrent costs financed by the endowment to perpetuity by project-end.	This indicator was not revised.	Patrimonio Natural is financing only two conservation mosaics to perpetuity (Galeras and Orquideas) and not three as it was originally targeted in order to make a more efficient investment of available funds, targeting only those two mosaics that had the best implementation scores and established capacities.
Endowment operating (non-program) costs at 20% of total revenues by PY5,	**Merged**	This Project intermediate outcome indicator was merged with Component 1 intermediate outcome indicator 3.
2. *Conservation Mosaics Program*		
Original Intermediate Outcome	*Revised Intermediate Outcome*	*Comments/Rationale for Revision*

At least 7 core areas (national parks) of conservation mosaics with key management issues addressed by effective conservation practices by project end.	**Revised** At least 11 core areas (national parks) of conservation mosaics with key management issues addressed by effective conservation practices, with improved scores of effectiveness indicators for at least 6 national parks by Project end	This Project intermediate outcome indicator was merged with Component 2 indicator 3. "At least 7 core areas (national parks) of conservation mosaics with key management issues addressed by effective conservation practices, with improved scores of effectiveness indicators for at least 4 NPs." The AF revised this indicator including 5 additional core areas to the project and improved scores of effectiveness indicators for at least 6 national parks by Project end. At project end 11 core areas of conservation mosaics with key management issues addressed by effective conservation practices, with improved scores of effectiveness indicators for 6 national parks.
At least 3 conservation mosaics adopting land use changes as part of conservation mosaics management strategies by PY5.	**Revised** At least 6 conservation mosaics adopting landscape management strategies and sustainable productive systems by project end	The AF aims at 3 additional conservation mosaics adopting landscape management strategies and sustainable productive systems. **10 conservation mosaics** adopting land use changes as part of conservation mosaics management strategies.
Improved scores of effectiveness indicators for at least 4 national parks by PY5.	**Merged** This indicator was merged with Component 2 indicator 1	This Project intermediate outcome indicator was merged with Component 2 intermediate indicator 1. This was approved in the project's ISR.
Annual improvements in conservation mosaics management efficacy and efficiency, as measured by selected SP 1 Tracking Tool indicator.	**Merged**	This indicator was merged with indicator 11 to link the implementation of sustainable production systems with improved management systems practiced by beneficiary families.
At least 9 agreements signed with stakeholders and implemented through conservation and/or sustainable use practices by PY5.	**Revised.** At least 29 agreements signed with stakeholders and implemented through conservation and/or sustainable use practices by Project end.	The AF aims at 20 additional agreements signed with stakeholders and implemented through conservation and/or sustainable use practices by AF end. **543** agreements signed with stakeholders implemented through conservation and/or sustainable use practices by Project end.
At least 30% of baseline families adopting sustainable production systems and improved management systems, still maintaining them by PY5.	**Revised.** At least 50% of baseline families adopting sustainable production systems and improved management systems, still maintaining them by project end	This Project intermediate outcome indicator was adjusted: "At least 30% of baseline families adopting sustainable production systems **and improved management systems**, still maintaining them by PY5." The AF aims at achieving at least 50% of SIRAPM baseline families adopting sustainable production systems and

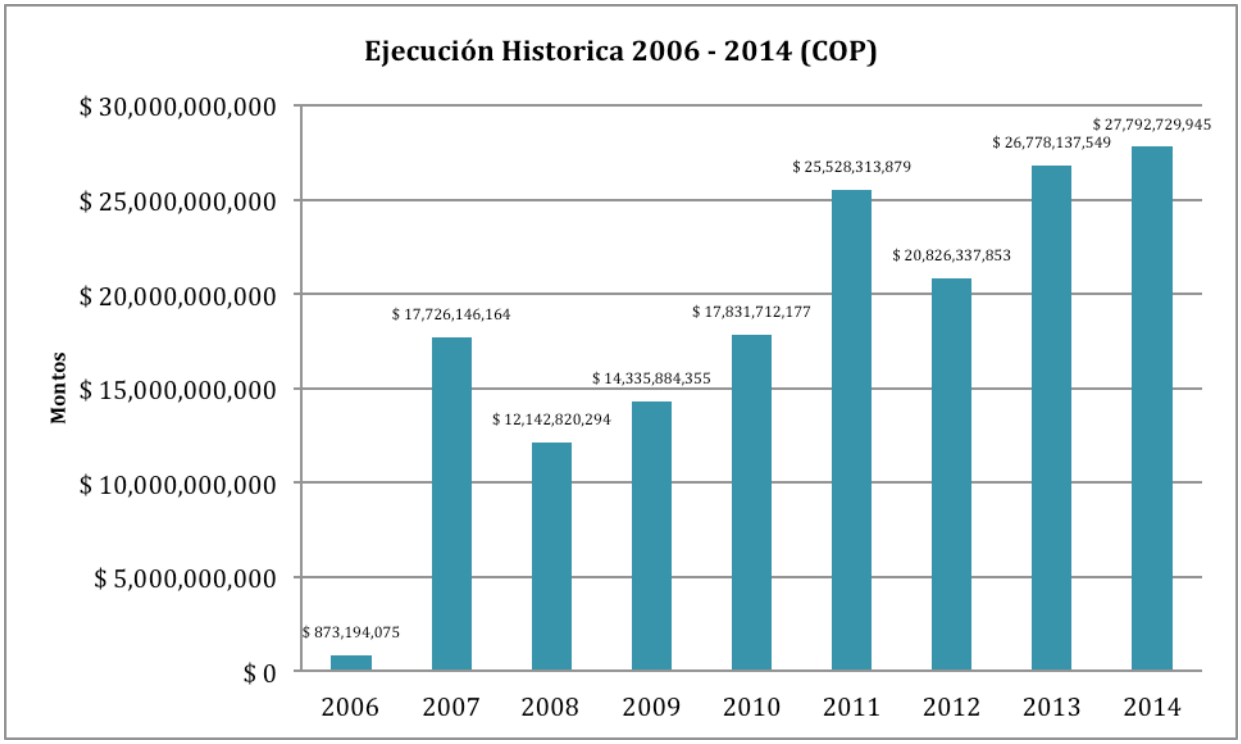
		improved management systems, and that these are to be sustained until project end. **More than 90%** of baseline families adopting sustainable production systems and improved management systems, still maintaining them by project end.
3. *Project Management and Institutional Coordination*		
Original Intermediate Outcome	Revised Intermediate Outcome	Comments/Rationale for Revision
At least 4 regional NPAS committees linked to conservation mosaics established and functional by PY3.	**Dropped**	This Project indicator was dropped because it was captured in earlier indicators.
Project monitoring program under satisfactory implementation and generating quality information to aid decision-making processes by PY3.	**This indicator was not revised.** Project monitoring program under satisfactory implementation and generating quality information to aid decision-making processes by Project end.	Project monitoring program under satisfactory implementation. The project monitoring program supported the consolidation of UAESPNN's National Monitoring Strategy as well as the monitoring strategy for the SIRAPM. GEF Tracking Tools were applied to 14 mosaics, taking as a reference the results framework of UAESPNN's Effectiveness Analysis for the Management of Protected Areas with Social Participation – AEMAPPS-. With the support of Wildlife Conservation Society the AF project developed an innovative monitoring system for the macizo area which includes three networks: i) structural, functional (biodiversity and ecosystem services), iii) social (skills, actors and relationships).
Project results and lessons learned disseminated to 4 national parks and buffer zone communities in rural landscapes.	**Revised** Project results and lessons learned disseminated to at least 9 national parks and buffer zone communities in rural landscapes.	Project results and lessons learned disseminated to national parks and buffer zone communities in rural landscapes.
Strengthened technical and policymaking capacity of SIRAPM by Project end.	**New indicator for the AF**	By strengthening SIRAPM's capacity, the AF will contribute to the consolidation of the NPAS and assure sustainability of project benefits beyond the life of the project. The project contributed to the establishment of a monitoring and communication strategy for the SIRAPM. The project strengthened SIRAPM's Technical and Directive Committees as well as the Secretary for the Macizo.

Annex 9. Endowment and Sinking Fund Performance

A. Endowment Fund Performance

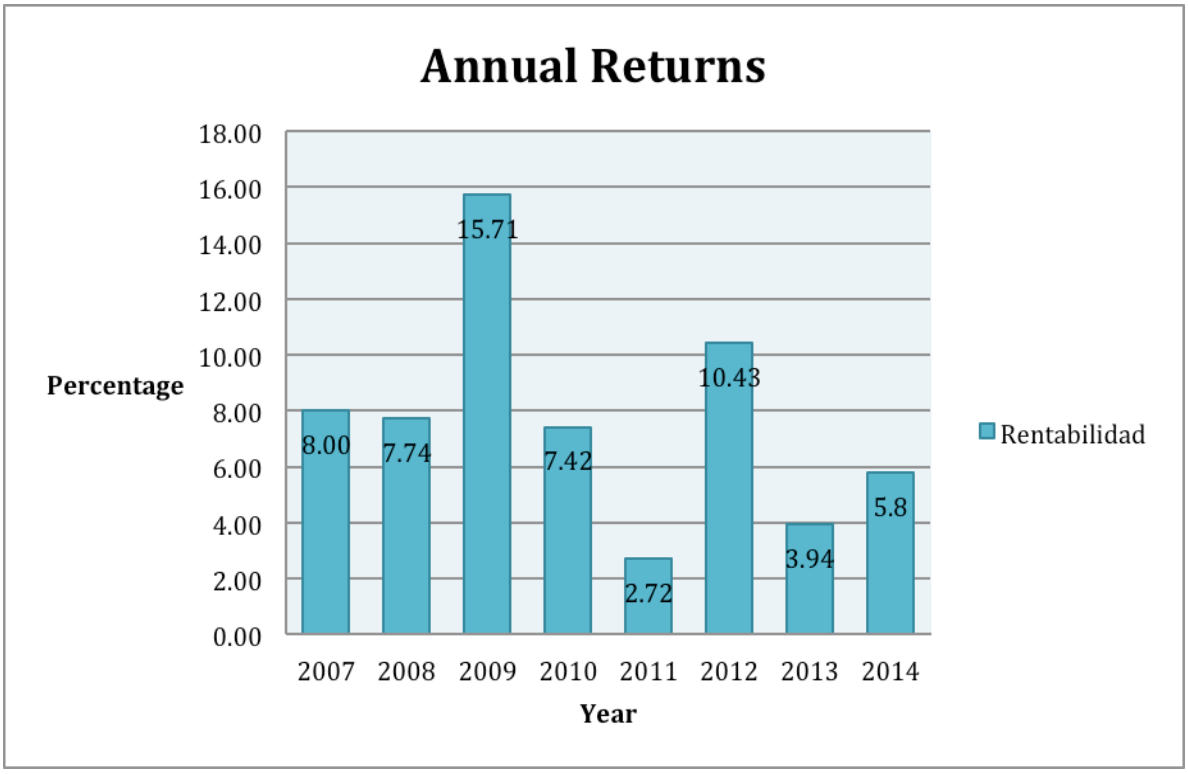
The graphs display the Endowment Fund's annual portfolio (Figure 1) and annual returns (Figure 2) from 2006 to 2014. Table 1 and Figure 3 show the variations in average annual exchange rates between January of 2006 and December of 2014. The graphs show that the Fund's performance was subject to a number of variations in exchange rates and capitalization problems. Changes in global financial conditions in 2008 and 2012 had an impact on performance because of difficulties in securing GEF co-financing for the capitalization of the fund[58]. Variation in exchange rates had also an impact on the Fund´s performance, especially considering the significant difference between 2006 and 2012 (see Table 1 and Figure 3). Despite these problems, average annual returns for the period ended at 7.72 percent, which the team considered satisfactory. As the situation in Colombia tends towards financial stabilization, Patrimonio Natural's fund manager has projected future annual returns above 6 percent commencing in 2015.

Figure 1. Endowment Fund Annual Portfolio for 2006-2014



Source: Patrimonio Natural

Figure 2. Endowment Fund Annual Returns for 2006-2014



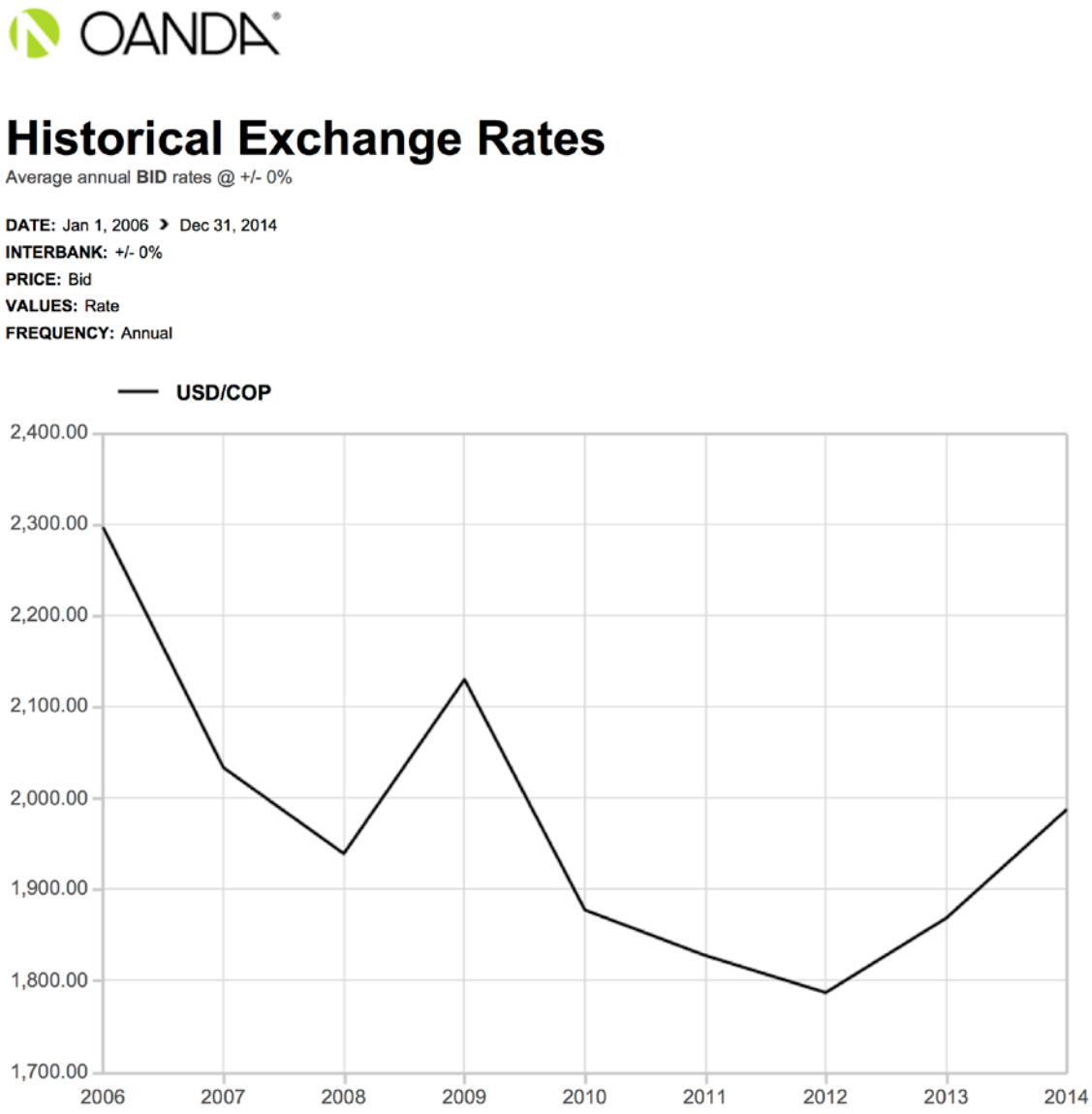
Source: Patrimonio Natural

Table 1. USD – COP Bid average exchange rates for 2006-2014 (periods ending on December 31 of each year)

Period average	1,971.78
Period Low	1,786.88
Period High	2,296.38
2006	2,296.38
2007	2,033.22
2008	1,939.00
2009	2,129.64
2010	1,877.32
2011	1,827.49
2012	1,786.88
2013	1,868.61
2014	1,987.49

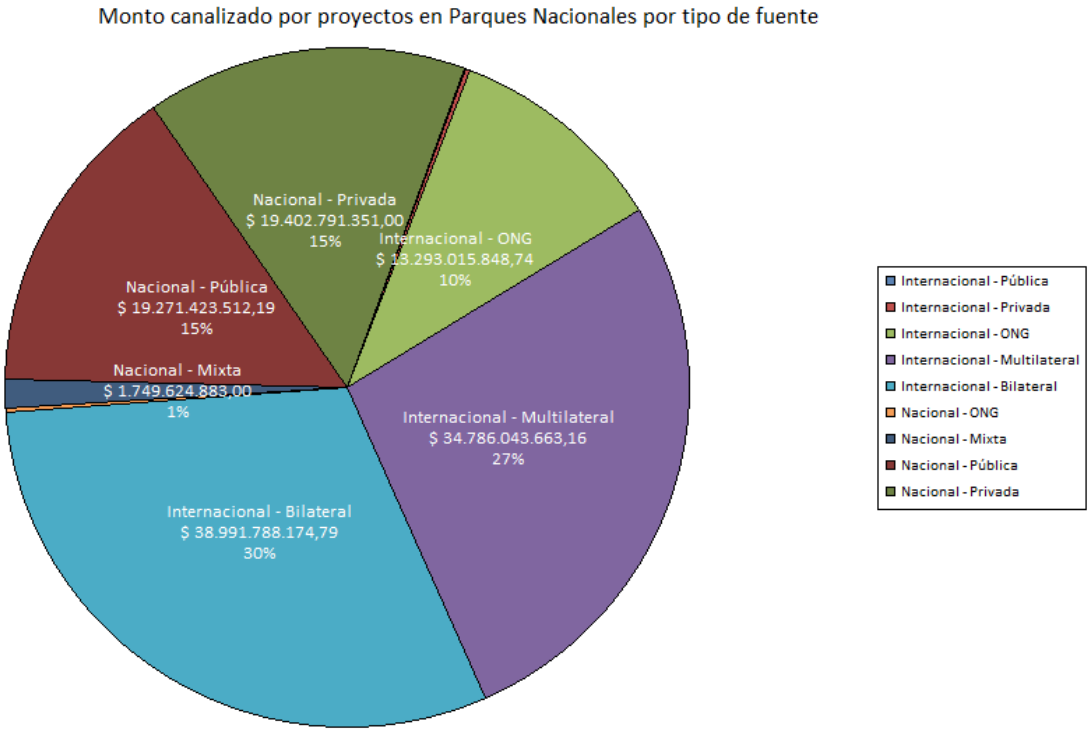
Source: oanda.com

Figure 3. USD – COP Bid average exchange rates for 2006-2014 (periods ending on December 31 of each year)



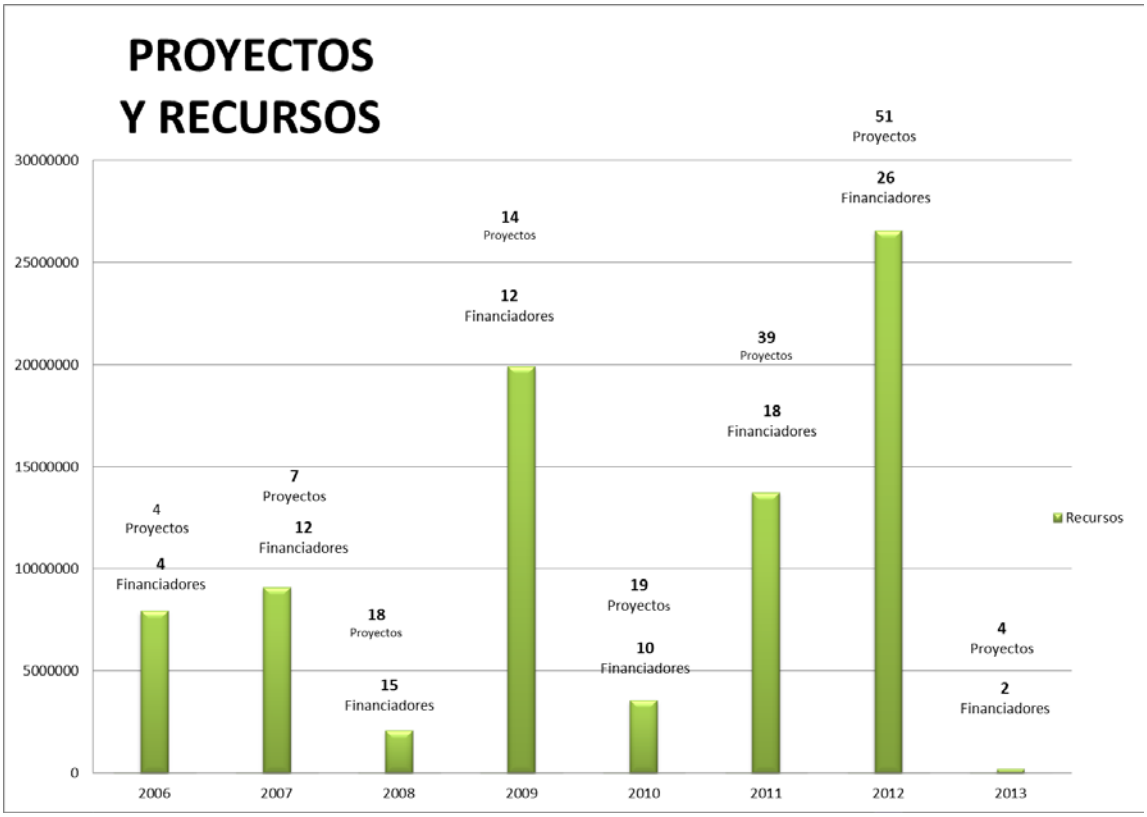
B. Sinking Fund Performance

Figure 4. Type of national and international financial sources allocated by Patrimonio Natural 2006-2013



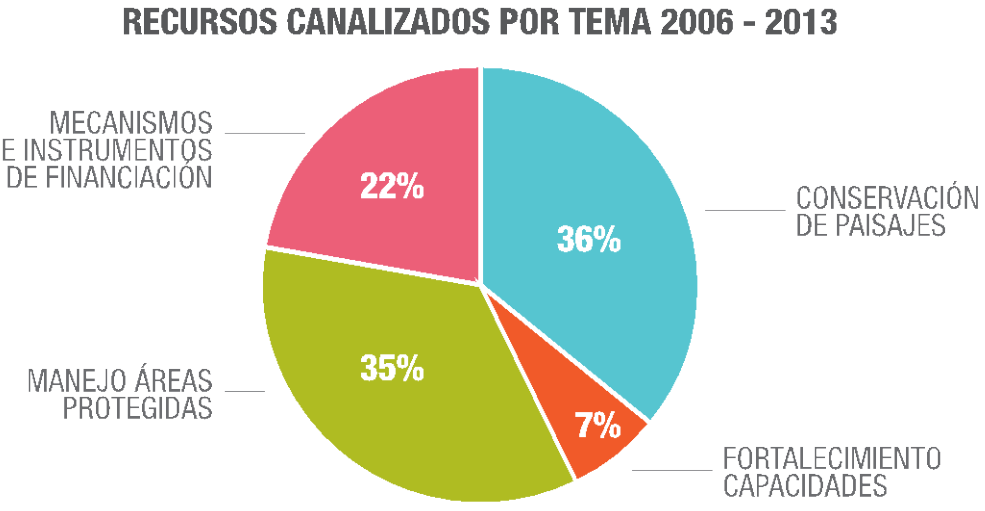
Source: Patrimonio Natural

Figure 5. Financial resources allocated by Patrimonio Natural: number of projects and financial sources 2006-2013



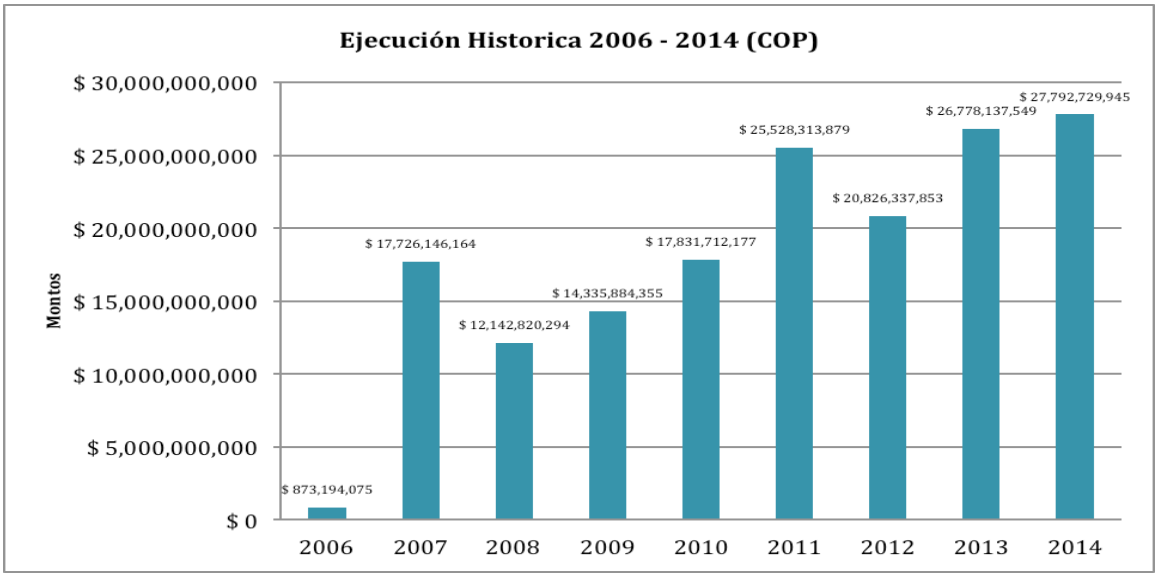
Source: Patrimonio Natural

Figure 6. Thematic allocation of resources 2006-2013



Source: Patrimonio Natural

Figure 7. Patrimonio Natural 2006-2014 allocation of resources



Source: Patrimonio Natural

Annex 10. Endnotes and References

[1] http://www.cbd.int/countries/profile/default.shtml?country=co#facts

[2] Ibid.

[3] FAO. 2006. Situación de la Mujer Rural, Colombia. *In*: http://www.fao.org/3/a-a0630s.pdf

[4] Other protected areas include: i) regional natural parks, ii) forest reserves, iii) integral management districts, iv) soil conservation districts, v) recreational areas, and natural civil society reserves. All these protected area types are administered by the Regional Autonomous Corporations (CARS), except for the integral management districts that can be administered by the UAESPNN or other environmental authorities, and the natural civil society reserves that are administered by private owners (Decree 2372/2010).

[5] The SIRAP includes the Caribbean SIRAP, SIRAP Pacific, SIRAP Eje Cafetero, SIRAP Macizo and the North-West SIRAP. The SIRAP involves regional environmental authorities (CARs), local authorities and the UAESPNN.

[6] Patrimonio Natural. ICR Informe Final. Octubre 31, 2014, v2

[7] World Bank. 2006. Project Appraisal Document on a Proposed Grant from the Global Environment Facility Trust Fund in the Amount of US$ 15 million to the Fundación Fondo de Apoyo de la Biodiversidad y las Áreas Protegidas (FUNBAP) for a Colombian National Protected Areas Conservation Trust Fund Project. Report No: 35125-CO. February 22, 2006.

[8] UAESPNN faces the challenge of persistent financial gaps in its budget. In 2014 UAESPNN budget was COP $ 66.835 millions (COP $34.160 millions for functioning (51.4%) and $ 32.675 millions for investment (48.6%)) http://www.parquesnacionales.gov.co/portal/planeacion-gestion-y-control/gestion-financiera/informacion-historica-de-presupuestos/

[9] Conceptually, CMs are similar to UNESCOs Man and Biosphere Reserves, although on a potentially smaller scale and with an integral landscape management approach (as opposed to a strictly conservation-focuses approach where the surrounding territories are little more than buffer zones; see Endnote 29).

[10] The project was implemented in the following 14 Conservation Mosaics: 1) Mosaic Cahuinari, 2) Mosaic Puinawai, 3) Mosaic Utria, 4) Mosaic los Farallones, 5) Mosaic Old Providence-The Peak, 6) Mosaic Sanquianga, 7) Galeras Mosaic, 8) Las Orquideas Mosaic, 9) Los Corales del Rosario y San Bernardo del Viento Mosaic, 10) Doña Juana Mosaic, 11) Purace Mosaic, 12) Guaccharos Mosaic, 13) Las Hermosas-Amaime, 14) Mosaic Navado del Huila.

[11] See Endnotes 6 and 7.

[12] The project supported the objective of GEF's Strategic Priority SP1 (Catalyzing Sustainability of Protected Areas) by: (a) establishing a long-term financing mechanism for key protected areas in Colombia, and (b) consolidating fourteen conservation mosaics, to encompass national parks, buffer zones and surrounding landscapes. Global biodiversity benefits were expected to result from: (i) consolidating protected areas with globally important biodiversity; (ii) supporting ecological connectivity, and (iii) improving ecosystem resilience to climate change. The project also contributed to GEF Operational Program objectives relating to the conservation and sustainable use of biological diversity, resources under threat and endemic species in: (i) OP 2 - coastal, marine, and freshwater ecosystems; (ii) OP 3 - forest ecosystems, and (iii) OP 4 - mountain ecosystems.

[13] There was a discrepancy in the wording of the project objective between the PAD of the parent project and the grant agreement. The PAD described the objective as follows: "The project development objective is to support the development of the National Protected Areas System by consolidating a Biodiversity and Protected Areas Trust Fund." This discrepancy was identified and corrected in the AF PAD, which used the same wording as the parent project grant agreement. Additionally, neither the PAD nor the grant agreements specifically differentiated

between the PDO (part a) of the objective) and the GEO (part b) of the objective). The PAD also contained two different wordings for Key Indicator 4 (the first indicator for the GEO); one version was used during the initial implementation phase, and was then substituted for the second version after an evaluation carried out during MTR. References to these changes are contained in project ISRs 8 and 9. The team recommends more attention to detail in order to maintain consistency between project documents.

[14] FUNBAP's name was changed in December of 2006 to Patrimonio Natural, with which it was known for the rest of the project. For purposes of the ICR, FUNBAP and Patrimonio are synonymous.

[15] World Bank. 2011. Project Paper on a proposed additional grant from the Global Environment Facility Trust Fund in the amount of U$$4 Million to the Biodiversity And Protected Areas Fund for a Colombia National Protected Areas Conservation Trust Fund Project, May 6, 2011.

[16] GEF. 2011. Grant Agreement (Additional Financing for the National Protected Areas Project) among Republic of Colombia and Patrimonio Natural – Fondo de Apoyo a la Biodiversidad y las Áreas Protegidas and International Bank For Reconstruction and Development acting as an Implementing Agency of the Global Environment Facility, dated August 31, 2011.

[17] Defined as a sum of effective conservation practices that contribute to improved PA management. Desired objectives include threat reduction, adoption of biodiversity-friendly practices, stronger governance and social legitimacy.

[18] Cointescu, N. 2011. Análisis Multitemporal de Coberturas de la Tierra, Escala 1:100.000, Proyecto Gef Mosaicos De Conservación.

[19] Ríos-Franco, C. A. 2014. Análisis del Cambio de Cobertura Boscosa 2000-2012 e Indicadores de la Red Estructural para el Área del SIRAP Macizo.

[20] The team considers that the new indicator was poorly worded and could have benefitted from a clearer distinction between metrics applied. It is noteworthy, however, that this was an issue with the way the indicator was drafted; actual results *did* show improved conservation of biodiversity in terms of recorded presence of the species monitored and reduction in the amounts of firewood used.

[21] Patrimonio Natural. ICR Informe Final. Octubre 31, 2014, v2

[22] The project supported the creation of the following organizations with conservation objectives: i) *Asociación Agroambiental Las Orquídeas*, ii) *Asociación Ecoturistical Guiders Asociation* at the Peak, iii) *Asociación de Guías de Cayo Cangrejo en Old Providence*, iii) and the *Asociación Anadaki* in the Macizo.

[23] Some of the indigenous and afro-Colombian organizations that the project strengthened are: *Consejos de Comunidades Negras de Yurumanguí y Los Riscales, Asociaciones de Autoridades Tradicionales Indígenas del medio y bajo Caquetá y Asociación del pueblo Nasa del sur del Tolima – ASONASAT*. Through the strengthening of indigenous organizations, the project supported the creation of agreements to diminish the pressure on natural ecosystems (i.e. fisheries), and helped formalize special management plans and *Planes de Vida*.

[24] Good examples of income generating mosaics are Galeras Mosaic and Utria Mosaic. In Galeras, 12 coffee farms were in the process of being certified by Rainforest Alliance. Utria promoted agro-ecological practices, crop diversification and increased agricultural production to promote food security and marketing of product surplus.

[25] The project supported capacity building activities and workshops where 5,738 people participated (Patrimonio Natural. ICR Informe Final. Octubre 31, 2014, v2).

[26] Galeras Mosaic, Las Orquideas Mosaic, Los Corales del Rosario y San Bernardo del Viento Mosaic, Doña Juana Mosaic, Purace Mosaic, Guaccharos Mosaic, Las Hermosas-Amaime Mosaic.

[27] The indigenous communities at the Cahuinari Mosaic and the Puinawai Mosaic, and the Nasa ethnic group within the Gaitania Reserve at the Nevado del Huila Mosaic.

[28] The afro-Colombian communities at the Utria Mosaic, the Los Farallones Mosaic, the Old Providence-The Peak Mosaic, and the Sanquianga Mosaic.

[29] www.unesco.org/new/en/natural-sciences/environment/ecological-sciences/man-and-biosphere-programme/

[30] http://unesdoc.unesco.org/images/0010/001038/103849Eb.pdf

[31] LWGs were key in promoting strong inter-institutional coordination between UAESPNN, CARs, local authorities and Patrimonio Natural (in particular during the AF), but faced the great challenge of working with poor local communities with general low organizational and technical capacities as well as with indigenous and afro-Colombian communities with diverse visions of the territory. Thus, the establishment of LWG´s took most of the times longer than expected, lengthening the project's planning phase and shortening project's implementation time.

[32] Convenio Marco Interadministrativo No. 024 de 2007, suscrito entre las Corporaciones Autónomas Regionales y de Desarrollo Sostenible de la Región del Macizo CRC, CAM, CORTOLIMA, CVC, CORPOAMAZONIA, CORPONARIÑO, y la Unidad Administrativa Especial de Parques Nacionales Naturales.

[33] Patrimonio Natural was established by public deed of the Chamber of Commerce in Bogota on January 17, 2006. The Board is composed of 8 members (5 private sector representatives and 3 public sector representatives). Government representatives include the UAESPNN Director (that has the Board's chair), a representative from the CARs, and one from the research institutes associated to Ministry of the Environment (in this case the Humboldt Institute). Private-sector members include the Javeriana University, Fundación Natura Colombia, Fundación Centro para la Investigación en Sistemas Sostenibles de Producción Agropecuaria – CIPAV; one seat is reserved for a renowned expert, selected based on his/her previous personal and professional experience.

[34] Patrimonio Natural strengthened interactions with different stakeholders, in particular with the Ministry of Environment and Sustainable Development, UAESPNN and CARs.

[35] Patrimonio Natural Fondo para la Biodiversidad y Areas Protegidas. Annual Report, 2013.

[36] A competitive selection process was undertaken to select those mosaics that would receive financial resources to cover their incremental, recurrent costs to perpetuity. Selection criteria included best resource management implementation scores and potential for long-term conservation and sustainability. Mosaic Galeras and Mosaic Orquideas were selected under this process.

[37] Proyecto GEF/BM. Misión de Fondo Nacional de Conservación de B
Supervisión, 17 al 19 de Marzo 2010. Ayuda Memoria.

[38] During the October 2012 supervision mission, the Bank Task Team flagged the need to strengthen project implementation and develop an action plan to promote a closer follow up of project activities. The project team created a very participative follow-up system with LGWs to measure the implementation status of each one of the subprojects in the mosaics, which was applied every three months. This had a great positive impact on project implementation.

[39] An Environmental Assessment (EA), Social Assessment (SA), Indigenous People Plan (IPP), Resettlement Process Framework (RPF), and an Integrated Safeguards Data Sheet (ISDS) were drafted for the project.

[40] During the Mid Term Review of the AF (February of 20414), an issue related to the lack of participation of a group within the Gaitania Resguardo (Mosaic Nevado del Huila) in planned project activities was brought to the attention of the Bank team. As part of the Mid Term Review, the Bank's Social Safeguard Specialist made a visit to Mosaic Nevado del Huila to visit the Gaitania Resguardo and Indigenous Authorities. The Safeguard Specialist assessed the situation and confirmed the compliance of project implementation with the IPP.

[41] Such as *Planes de Vida*.

[42] Parent Project's PAD, page 73.

[43] World Bank Project P091932 ISR Seq No. 16.

[44] The Forest Conservation and Sustainability in the Heart of the Colombian Amazon project (P144271) has an approval date of December 8, 2014 and a closing date of June 30, 2019. The project includes a GEF Grant for US$ 10.4 M.

[45] PAD. Forest Conservation and Sustainability in the Heart of the Colombian Amazon project.

[46] In August of 2013, the Ministry of Environment and Sustainable Development expanded the National Park Serrania de Chiribiquete to 2.7 million ha.

[47] MADS, 2013. Low Deforestation Development Vision for the Colombian Amazon.

[48] IBRD/IFC. 2011. Country Partnership Strategy for the Republic of Colombia for the Period FY-2012-2016. The World Bank.

[49] Colombia. 2014. Bases del Plan Nacional de Desarrollo 2014-2018. Departamento Nacional de Planeación. Objetivo 3.2 (Reducir las desigualdades sociales y territoriales entre los ámbitos urbano y rural, mediante el desarrollo integral del campo como garantía para la igualdad de oportunidades; Promover el desarrollo local sostenible de las zonas más afectadas por el conflicto).

[50] Global Environment Facility. 2014. GEF-6 Programming Directions. Extract from GEF Assembly Document GEF/A.5/07/Rev.01, May 22, 2014.

[51] Since the changes made to the indicators in the result frameworks between the original and AF were mainly to increase the targets and/or merge indicators, ICR considers that there was no strong need for a split rating.

[52] Beneficiaries agreed to participate in conservation activities in exchange for technical support, supplies, labor, and knowledge-sharing activities for the establishment of sustainable production systems in their farms. Sustainable production systems included agro-ecological and sustainable cattle ranching activities.

[53] The implementation of sustainable production systems took into account traditional and cultural knowledge practices.

[54] For example, by EOP 12 coffee farms in the Galeras Mosaic were in the process of being certified by the Rainforest Alliance.

[55] World Bank Institute. 2011. G20 Issues Paper: Emerging Lessons on Institutionalizing Country-Led Knowledge Sharing. *In*: http://wbi.worldbank.org/sske/news/build-knowledge-hub

[56] World Bank. South-South Knowledge Exchange: Build a "Knowledge Hub". *In*: http://wbi.worldbank.org/sske/Data/wbi/wbicms/files/drupal-acquia/wbi/document_repository/20111014_-_g20_emerging_lessons_-_ks_institutions_final.pdf

[57] Santamaría M., Barona A., Rey N., Orjuela M. and Chaves M.E., (eds.). 2012. Mosaicos de Conservación. Documento Técnico 5. Fondo Patrimonio Natural, Bogotá D.C. Colombia.

[58] For example, in 2012 Patrimonio Natural still needed to secure US$ 1.2 million of GEF co-financing and was granted a one-year extension of the closing date of the project.