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IMPLEMENTATION COMPLETION AND RESULTS REPORT
(TF-98640)

ON A
GRANT
IN THE AMOUNT OF US\$2.44 MILLION
TO THE
ARGENTINE REPUBLIC
FOR A
THIRD NATIONAL COMMUNICATION TO THE UNITED NATIONS
FRAMEWORK CONVENTION ON CLIMATE CHANGE PROJECT

January 29, 2016

Environment and Natural Resources Global Practice
Southern Cone Country Management Unit
Latin America and the Caribbean Regional Office

CURRENCY EQUIVALENTS

(Exchange Rate Effective June 30, 2015)

Currency Unit = Argentine Peso

Arg\$1.00 = US\$0.11

US\$1.00 = Arg\$9.09

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

BUR	Biennial Update Report
CCD	Climate Change Directorate
CIMA	Research Center on the Sea and the Atmosphere (<i>Centro de Investigaciones del Mar y la Atmósfera</i>)
CPS	Country Partnership Strategy
COFEMA	Federal Council of Environment (<i>Consejo Federal de Medio Ambiente</i>)
COP	Conference of the Parties
DGTA	General Administration and Technical Directorate (<i>Dirección General Técnico Administrativa</i>)
ECLAC	Economic Commission for Latin America and the Caribbean
FM	Financial Management
FNC	First National Communication
GCCC	Governmental Commission on Climate Change
GEF	Global Environment Facility
GEO	Global Environmental Objective
GHG	Greenhouse Gas
GoA	Government of Argentina
IA	Implementing Agency
IBRD	International Bank for Reconstruction and Development
ICR	Implementation Completion and Results Report
IOI	Intermediate Outcome Indicator
INDC	Intended Nationally Determined Contributions
IPCC	Intergovernmental Panel on Climate Change
ISR	Implementation Status and Results Report
JGM	Chief of the Cabinet of Ministers (<i>Jefatura de Gabinete de Ministros</i>)
MREC	Ministry of Foreign Affairs and Worship
MTR	Midterm Review
M&E	Monitoring and Evaluation
NC	National Communication
NGO	Nongovernmental Organization
PAD	Project Appraisal Document

PIU	Project Implementation Unit
P&M	Policies and Measures
RF	Results Framework
SAyDS	Secretariat of Environment and Sustainable Development (<i>Secretaría de Ambiente y Desarrollo Sustentable</i>)
SC	Steering Committee
SNC	Second National Communication
TAC	Technical Advisory Committee
TNC	Third National Communication
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change

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ARGENTINE REPUBLIC

Third National Communication to the United Nations Framework Convention on Climate Change Project

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A. Basic Information			
Country:	Argentina	Project Name:	AR Third National Communication UNFCCC
Project ID:	P116974	L/C/TF Number(s):	TF-98640
ICR Date:	01/29/2016	ICR Type:	Core ICR
Lending Instrument:	SIL	Recipient:	THE ARGENTINE REPUBLIC
Original Total Commitment:	USD 2.44M	Disbursed Amount:	USD 1.40M
Revised Amount:	USD 2.44M		
Environmental Category: C		Global Focal Area: C	
Implementing Agencies:			
Secretariat of Environment and Sustainable Development (SAyDS)			
Cofinanciers and Other External Partners: Global Environment Facility (GEF)			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	06/03/2009	Effectiveness:	05/02/2011	07/27/2012
Appraisal:	05/17/2010	Restructuring(s):		09/05/2011 02/15/2013 12/19/2014
Approval:	02/01/2011	Mid-term Review:	05/01/2012	09/02/2013
		Closing:	05/31/2013	06/30/2015

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Unsatisfactory
Risk to Global Environment Outcome:	Moderate
Bank Performance:	Moderately Unsatisfactory
Recipient Performance:	Unsatisfactory

C.2 Detailed Ratings of Bank and Recipient Performance			
Bank	Ratings	Recipient	Ratings
Quality at Entry:	Moderately Unsatisfactory	Government:	Unsatisfactory
Quality of Supervision:	Moderately Unsatisfactory	Implementing Agency:	Moderately Unsatisfactory

Overall Bank Performance:	Moderately Unsatisfactory	Overall Recipient Performance:	Unsatisfactory
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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):	Yes	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Moderately Unsatisfactory		

D. Sector and Theme Codes

	Original	Actual
Sector Code (as % of total Bank financing)		
Public administration- Agriculture, fishing and forestry	25	25
Public administration- Energy and mining	25	25
Public administration- Transportation	25	25
Public administration- Water, sanitation and flood protection	25	25
Theme Code (as % of total Bank financing)		
Climate change	100	100

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Jorge Familiar	Pamela Cox
Country Director:	Jesko S. Hentschel	Penelope J. Brook
Practice Manager/Manager:	Raúl Ivan Alfaro-Pelico	Karin Erika Kemper
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F. Results Framework Analysis

Global Environmental Objective (GEO)¹ and Key Indicators (as approved)

Strengthen the information base and institutional capacity of the key members of the Steering Committee, in order to integrate climate change priorities into the Recipient's development strategies and relevant sector programs by providing financial and technical support to prepare the Third National Communication (TNC).

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

(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 :	The Biennial Update Report (BUR) of the Argentine Republic delivered to the Ministry of Foreign Affairs and Worship (MREC) to be submitted to the United Nations Framework Convention on Climate Change (UNFCCC)			
Value (quantitative or Qualitative)	No report (BUR was a new UNFCCC requirement)	Report delivered to the MREC (for eventual submission to UNFCCC)		Not delivered (inputs completed but report was not finalized by project closing)
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	Almost achieved. Indicator added in Dec 2014. The inputs for the BUR were completed, but the final report was still being prepared at the project closing. The TNC report was also in the final stages of preparation, though it was not considered a formal outcome indicator. Additional consultants were hired with other financing to complete the reports; both the BUR and TNC report were submitted to the UNFCCC in Dec 2015.			
Indicator 2 :	Management tools and/or studies on sector-specific mitigation potential developed to evaluate and design feasible mitigation policies and measures			
Value (quantitative or Qualitative)	0	11	19	18
Date achieved	02/14/2011	05/31/2013	06/30/2015	06/30/2015
Comments (incl. % achievement)	95% achieved. Reworded in Dec 2014. Outputs completed except the BUR. Quality good, met govt. expectations. Higher revised target partly due to some tools redefined as separate outputs. Studies will help evaluate and design policies and measures. See Annex 2 for achieved outputs.			
Indicator 3 :	A Climate Modeling Study and studies on sector-specific impact, vulnerability,			

¹ As per Grant Agreement and the Project Appraisal Document (PAD)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
	and adaptation options developed			
Value (quantitative or Qualitative)	0	9	4	11
Date achieved	02/14/2011	05/31/2013	06/30/2015	06/30/2015
Comments (incl. % achievement)	Fully achieved. Reworded in Dec 2014. Original and revised target was achieved. Four studies delivered on (i) climate data, (ii) mean and extreme weather, (iii) labor force implications, and (iv) social vulnerability. Achieved value includes seven studies dropped from target but still delivered after contracting constraints resolved. See Annex 2 for the achieved outputs.			

(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 :	Level of progress achieved in creating the targeted information base for climate mitigation (percent)			
Value (quantitative or Qualitative)	0	100		95
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	95% achieved. Indicator added in Dec 2014 to measure ongoing implementation progress. 95 percent achievement reflects delivery of 18 mitigation studies (only the BUR report remained pending and this was delivered in Dec 2015).			
Indicator 2 :	Level of progress achieved in creating the targeted information base for climate adaptation (percent)			
Value (quantitative or Qualitative)	0	100		100
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	Fully achieved. Indicator added in Dec 2014 to measure ongoing implementation progress. 100 percent achievement reflects the four studies included in the revised results framework. Seven additional sector studies that were dropped in Dec 2014 were also delivered after contracting constraints were resolved in February 2015.			
Indicator 3 :	Level of participation in the development of the mitigation studies by the key agencies			
Value (quantitative or Qualitative)	Key agencies participated in defining priorities during project design, but direct involvement in background studies for previous National	Eight key agencies provide relevant comments on each draft document delivered		All eight agencies reviewed and provided relevant comments on each mitigation study reviewed by the

	Communications was sporadic			Steering Committee (SC) and Technical Advisory Committee (TAC)
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	Fully achieved. Added in Dec 2014 as a measure of capacity and engagement. The documents were reviewed in regular SC meetings and by TAC and received relevant comments from all eight key agencies. See further details in Annex 2.			
Indicator 4 :	Level of participation in the development of the adaptation studies by the key agencies			
Value (quantitative or Qualitative)	Key agencies participated in defining priorities during project design, but direct involvement in background studies for previous National Communications was sporadic	Seven key agencies provide relevant comments on each draft document delivered		All seven agencies reviewed and provided relevant comments on each adaptation study reviewed by the SC and TAC
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	Fully achieved. Added in Dec 2014 as a measure of capacity and engagement. Climate modeling and adaptation studies reviewed in regular SC meetings and by TAC and received relevant comments from all seven key agencies. See further details in Annex 2.			
Indicator 5 :	Proportion (percent) of procurement processes initiated			
Value (quantitative or Qualitative)	0	100		100
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	Fully achieved. Added in Dec 2014. Measured ongoing implementation progress (compared actual procurement initiated to the latest revised quarterly procurement schedule) against the Dec 2014 procurement plan that reflected the final restructuring.			
Indicator 6 :	Proportion (percent) of procurement processes completed			
Value (quantitative or Qualitative)	0	100		95
Date achieved	02/14/2011	06/30/2015		06/30/2015
Comments (incl. % achievement)	95% achieved. Added in Dec 2014. Measured ongoing implementation progress (compared actual procurement completed to the latest revised quarterly procurement schedule) against the Dec 2014 procurement plan that reflected the final restructuring.			

G. Ratings of Project Performance in ISRs

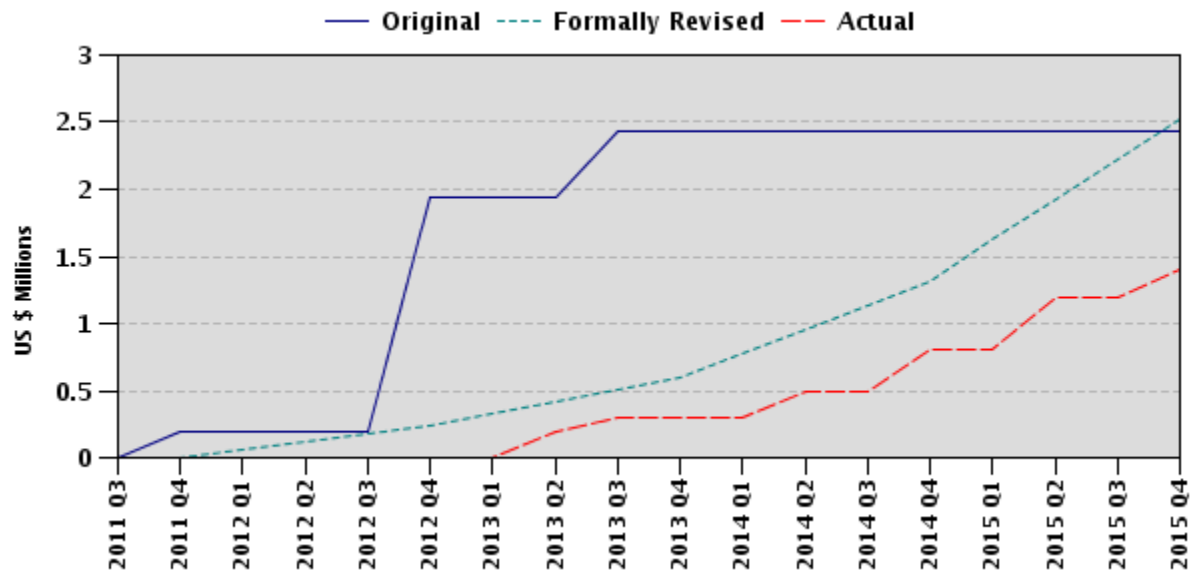
No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	04/02/2011	Satisfactory	Satisfactory	0.00

2	12/03/2011	Satisfactory	Satisfactory	0.00
3	06/15/2012	Moderately Satisfactory	Moderately Unsatisfactory	0.00
4	11/10/2012	Moderately Unsatisfactory	Moderately Unsatisfactory	0.00
5	06/29/2013	Moderately Unsatisfactory	Moderately Satisfactory	0.30
6	02/04/2014	Moderately Unsatisfactory	Moderately Satisfactory	0.50
7	10/12/2014	Moderately Unsatisfactory	Satisfactory	0.80
8	05/27/2015	Moderately Unsatisfactory	Moderately Unsatisfactory	1.20
9	06/29/2015	Moderately Unsatisfactory	Moderately Unsatisfactory	1.40

H. Restructuring (if any)

Restructuring Date(s)	Board Approved GEO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		GEO	IP		
09/05/2011	N	S	S	0.00	Prior to signing and effectiveness, move fiduciary procurement and financial management responsibility from the Chief of the Cabinet of Ministers (JGM) to the Secretariat of Environment and Sustainable Development (SAyDS), the implementing agency.
02/15/2013	N	MU	MU	0.30	(a) Extend closing date by 18 months, to 11/13/14, and (b) revise disbursement estimates.
12/19/2014	N	MU	S	0.80	(a) Extend closing date by 7.5 months, to 6/30/2015, (b) reallocate proceeds, revise component costs and disbursement estimates, and (c) revise results framework.

I. Disbursement Profile



1. Project Context, Global Environment Objectives and Design

1.1 Context at Appraisal

1. **Argentina was identified as particularly vulnerable to the impact of climate change.** According to the Second National Communication (SNC, 2008), key climate vulnerabilities for the period up to 2040 include: increased water stress; intense precipitation and floods in zones already affected; further glacier retreat; and increased vulnerability of coastal areas to sea level rise.

2. **National Communications (NCs) are essential compilations of information that facilitate reaching the ultimate goal of the UNFCCC.** Parties to the UNFCCC shall communicate to the Conference of the Parties (COP), through the Secretariat, the following information: (a) a national inventory of anthropogenic emissions by sources and removals by sinks of all greenhouse gases (GHG) not controlled by the Montreal Protocol, to the extent its capacities permit, using agreed upon comparable methodologies; (b) a general description of steps taken or envisaged by the Party to implement the Convention; and (c) any other information the Party considers relevant to the UNFCCC objectives.

3. **The SNC laid a good basis for mainstreaming climate change considerations into sector policies and strategies.** The SNC included:

- Revised emission inventories for the years 1990, 1994, 1997, and 2000. The results obtained from these inventories established a solid baseline to facilitate the updating of GHG emissions and the analysis of future emissions trends.
- Guidelines for adaptation and mitigation, promoting interactive participation with relevant stakeholders, introduction of adaptation to future climate in sectoral development agendas, as well as presentation of climate variability.
- Four sectors were analyzed in detail: agriculture, coastal areas, water resources, and energy.
- A plan that helped to identify mitigation opportunities focused on energy efficiency and savings, renewable energy, the transport sector, and carbon sequestration.
- A high resolution regional circulation model by the Research Center on the Sea and the Atmosphere (CIMA), useful for further vulnerability assessments.

4. **By 2009, Argentina's institutional framework to deal with climate change related issues had improved.** The Secretariat of Environment and Sustainable Development (SAyDS) was appointed technical focal point for the UNFCCC in 2008, and the Climate Change Directorate (CCD) was created within. The transition of the SAyDS into the Chief of the Cabinet of Ministers (JGM) increased its involvement in the coordination of intersectoral policies. By December 2009, the SAyDS led the process to create the Governmental Commission on Climate Change (GCCC). It has an intersecretarial character aimed at discussing and advising on sector issues to ensure mainstreaming of climate change considerations across institutions of the government of Argentina (GoA).

5. **The project was aligned with the Country Partnership Strategy (CPS).** The World Bank CPS 2010–2012 (Report #48476-AR) highlights that preparing Argentina’s TNC “is expected to help mainstream climate change considerations in sector planning.” The project would be complementary to the objectives of the CPS sustainable growth pillar by generating relevant data for planning in vulnerable sectors and strengthening the country’s capacity in assessing climate change threats in key sectors.

Rationale for Bank Involvement

6. As the Global Environmental Facility (GEF) Implementing Agency (IA), the Bank had already supported delivery of Argentina’s SNC financed by a US\$1.14M GEF grant (P078143). The Bank was well positioned to help deepen the analysis and translate assessments into strategies on the government’s climate agenda beyond the purpose of the TNC. The Bank had strong technical expertise in all of the sectors expected to be covered, and had been deeply engaged in various aspects of the climate change agenda in Latin America since 1998. It is worth mentioning that a standard NC funding from the GEF resources for Enabling Activities is US\$0.5 million, against the US\$2.4 million approved for this operation that tapped into the Argentine climate change allocation under GEF-4.

7. The Bank also had a broad (non-climate) lending portfolio in Argentina that could help enhance coordination and cooperation within and between key agencies and provide opportunities for information and data sharing. Furthermore, the climate issues and sectors to be addressed in the TNC were directly relevant to many of the sector priorities of the 2010-2012 CPS, including water supply, urban flooding and drainage, transport, agricultural growth, and rural poverty alleviation.

1.2 Original Global Environmental Objective (GEO) and Key Indicators

Global Environmental Objective

8. The GEO² is “*to strengthen the information base and institutional capacity of the key members of the Steering Committee, in order to integrate climate change priorities into the Recipient’s development strategies and relevant sector programs by providing financial and technical support to prepare the Third National Communication (TNC).*”

9. It is important to note that delivery of the TNC itself was not the objective, nor was the project expected to result in actual integration of climate change priorities into strategies and sector programs. As reflected in the project design, activities, and results framework, support for preparation of the TNC was the *means* through which the project would help strengthen Argentina’s information base and capacity. The TNC was expected to be produced in the course of carrying out the project, but was not the final

² As per the Grant Agreement and the Project Appraisal Document (PAD)

end in itself.

10. The description of the GEO indicators in the Project Appraisal Document (PAD) clarifies that the studies produced in the course of preparing the TNC are intended to “inform” institutions and sectors about feasible policies and measures (P&M) and their potential prioritization to “facilitate” decision making. The project was also expected to strengthen Argentina’s capacity to “take forward” the P&M proposals and prioritization recommendations of the studies produced. In other words, the goal was to provide the necessary information and strengthen the enabling environment for integration of climate change considerations, but not to produce final strategies and programs that would require longer-term national discussion, negotiation, deliberation, and formal approval.

11. The discussion of higher level objectives in the PAD also describes inclusion of sustainable development and environmental dimensions (including climate change) in “real public policy” and “at all levels of government action” as a higher level objective that the project’s outcome supports rather than a direct outcome attributable to the project.

Key Indicators

12. The original GEO indicators comprised two that related to strengthening the information base through production of mitigation and adaptation studies, and one for measuring increased capacity of government institutions and other targeted stakeholders:

- *Mitigation studies:* Eleven studies available to inform different institutions and sectors about feasible mitigation policies and measures (P&M) and their potential prioritization to facilitate decision making.
- *Adaptation studies:* Nine studies available to inform different institutions and sectors about feasible adaptation P&M and their potential prioritization to facilitate decision making.
- *Capacity building:* At least 50-75 percent of targeted institutions have improved capacity to take proposed mitigation and adaptation P&M forward, and at least 50-75 percent of other targeted stakeholder groups express increased awareness on climate change concerns.

13. The content of the studies would not merely add to the information base, but would identify specific potential P&M and recommend priorities. Capacity building outcomes would be assessed through surveys of the targeted institutions: key participants of the project Steering Committee (SC) and provincial and municipal institutions, as well as scientific and technological institutions and private sector and civil society representatives forming part of the project Technical Advisory Committee (TAC).

14. The original Intermediate Outcome Indicators (IOIs) reflected key aspects to be provided by the mitigation and adaptation studies, namely GHG intensity of the proposed mitigation P&M and total cost-benefit of the proposed adaptation P&M. They also reflected processes (cross-sectoral meetings on policy issues, wide sectoral representation and climate-related events, and parliamentary discussions) in place through which access to and dissemination of the information would be facilitated in key sectors that were

expected to further engage in promoting potential mitigation or adaptation actions (5 sectors for mitigation and 11 for adaptation). Regarding strengthened institutional capacity and project management, the IOIs reflected awareness raising and timely initiation and delivery of the planned studies. Awareness raising was to be measured through surveys at TNC events, and teachers were identified as one of the groups targeted for greater climate change awareness.

1.3 Revised GEO and Key Indicators, and reasons/justification

15. **GEO:** The GEO was not revised.

16. **Indicators:** A restructuring approved in December 2014 formally changed or adjusted all of the indicators, including the main outcome indicators to be the following:

- *Biennial Update Report (BUR):* A new GEO indicator was added for delivery of Argentina's BUR to the Ministry of Foreign Affairs and Worship (MREC, the agency responsible for submitting it to the UNFCCC). The BUR was a new UNFCCC requirement, established after the project was approved, to report the status of national mitigation actions to the UNFCCC.
- *Mitigation studies:* The indicator description was revised to include *management tools* and/or studies, and their total number was increased from 11 to 19, including the BUR. Some of the management tools were already planned, but had been previously counted as part of other studies.
- *Adaptation studies:* The target for adaptation studies was reduced from nine to four (the two climate modeling products and the ongoing minor studies on labor impacts and social vulnerability).

17. *Capacity building:* The original GEO-level capacity building indicator, based on surveys of targeted stakeholders and decision makers, was dropped. New indicators were added to track the substantive feedback of relevant SC members on the terms of reference and draft studies related to their sectors. This was intended to reflect capacity and engagement, but was included as an intermediate- rather than outcome-level indicator. As discussed in other sections, after project completion a series of surveys, tailored to different decision makers, were conducted to gather additional information to help evaluate capacity building outcomes.

18. Overall, the revised IOIs were mostly designed to measure implementation *progress*. While useful during implementation, they do not add significantly to assessment after completion. An exception is the SC capacity indicators, which monitor institutional engagement during implementation and also reflect institutional engagement and capacity building as an outcome.

1.4 Main Beneficiaries

19. In a short-term and narrow sense, the direct beneficiaries of the project are the members (understood as the 26 institutions) of the SC that were responsible for overseeing the political/administrative and technical task of developing of the TNC *and*

more importantly for developing and implementing the national strategies and programs that the TNC was ultimately intended to help foster.³

20. In a longer-term and broader sense, the project would benefit a wide range of stakeholders and the public at large who, as a result of the increased information and capacity developed by the project, would benefit in the future from well-designed and prioritized mitigation and adaptation programs across a range of sectors, helping to ensure that mitigation targets are achieved in the most rational and efficient manner, and that adaptation investments targeted the most important needs in the most cost-effective way. Ultimately this would also contribute to achieving the objectives of the global climate change agenda.

1.5 Original Components

21. The project had four main components, summarized below.

1) Harnessing National Potential for Climate Change Mitigation (US\$0.67 million) with the following subcomponents: (a) upgrade and development of the recipient's national inventory of GHG emissions; (b) identify priority mitigation measures in main economic and GHG-emitting sectors; (c) enhance the capabilities for the implementation of mitigation measures, including the delivery of a set of P&M aimed at integrating climate change into the recipient's development strategy and sector programs.

2) Strengthening the National Adaptation Agenda (US\$1.16 million) with the following subcomponents: (a) provision of support for the carrying out of socioeconomic and climate change modeling scenarios; (b) carrying out of studies to further develop priority adaptation actions in areas identified as most vulnerable; and (c) enhance capabilities for the implementation of adaptation measures, including the delivery of a set of P&M aimed at integrating climate change into the recipient's development strategy and sector programs.

³ The SC included up to 26 federal authorities relevant to the climate change agenda: Coordinated by the (i) SArDS: Argentine Republic's (ii) Chief of the Cabinet of Ministers; (iii) Secretariat of Energy, (iv) Under-secretariat of Territorial Planning of Public Investment, and (v) Secretariat of Water Resources, Ministry of Federal Planning, Public Investment and Services; (vi) Secretariat of Agriculture, Livestock and Fisheries, Ministry of Agriculture, Livestock and Fisheries; (vii) Secretariat of Industry, Ministry of Industry; (viii) Secretariat of Transport and (ix) National Directorate of Civil Protection, Under-secretariat of Provincial Development and Promotion, Secretariat of Provinces, Ministry of Interior and Transport; (x) General Directorate of Environment and (xi) National Commission on Space Activities, Ministry of Foreign Affairs and Worship; (xii) Secretariat of Employment, Ministry of Labor, Employment and Social Security; (xiii) Secretariat of Planning and Policies in Science, Technology and Innovation, Ministry of Science, Technology and Innovation; (xiv) Secretariat of Economic Policy and Development Planning, Ministry of Economy and Public Finance; (xv) Ministry of Education; (xvi) Secretariat of Social Economy, Ministry of Social Development; (xvii) Secretariat of Health Determinants and Health Relations, Ministry of Health; (xviii) National Water Institute; (xix) National Institute of Agricultural Technology; (xx) National Institute of Industrial Technology; (xxi) National Commission on Atomic Energy; (xxii) National Weather Service, Secretariat of Planning, Ministry of Defense; (xxiii) Federal Council of Environment (COFEMA); (xxiv) Federal Council of Water; (xxv) National Parks Administration; and (xxvi) National Institute of Fisheries Research and Development.

3) *Institutional Strengthening, Capacity Building, Information Mgmt (US\$1.09 million)* with the following subcomponents: (a) provision of support to define the technical scope of activities to be carried out under the TNC; (b) strengthening institutional capacity at the national, provincial and municipal levels, with regard to the integration of climate data into sector programs and strategies; and (c) preparation and dissemination of the TNC, incorporating the conclusions and results reached from implementing project-supported studies.

4) *Project Management (US\$0.13 million)* for provision of technical and operational assistance, as necessary, to support adequate project management and coordination by the PIU and the Steering Committee, including carrying out the project audits.

1.6 Revised Components

22. The component descriptions and main activities were not changed, but the December 2014 restructuring noted that the specific studies and analysis to be delivered as outputs of Component 1 and 2 were revised. This also involved modest adjustment of corresponding component costs.

1.7 Other Significant Changes

23. As detailed in Section 2(a) of the grant agreement, prior to effectiveness responsibility for fiduciary management was consolidated under the SAYDS instead of following the original plan to split the technical and fiduciary functions between the SAYDS and General Administration and Technical Directorate (DGTA) of the JGM. The closing date was extended once by 18 months and a second time by 7.5 months (total of 25.5 months) mainly to make up for the long effectiveness delay but also because of subsequent procurement and implementation delays. Corresponding adjustments were made to the disbursement categories and implementation schedule. The extension approval dates and new closing dates for each extension are listed in both Section H of the Data Sheet and in Section 2.2 below.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

24. **Lessons from earlier operations.** Based on the Bank's experience implementing GEF and carbon finance projects and analytical activities on climate change, the project design followed related lessons learned and, particularly, the following from the Argentina SNC:

- *Quality.* High quality consultants and technical close supervision were required to develop a high quality NC.
- *National Ownership.* A strong presence of the SC in all steps to ensure that the final products were satisfactory to the involved sectors. The SC complemented and supported the technical and institutional role of the PIU. However, the SC did not prove functional in managing administrative or procurement responsibilities.

- *Development of Future Climate Scenarios.* To estimate future climatic conditions, climate scenarios were developed using a combination of global climate models and high-resolution regional models.

25. **Soundness of background analysis.** Project preparation relied on related prior Bank experience. The background analysis was fundamentally sound, especially in focusing on the importance of a broad information base and participatory approach to help integrate climate change issues into sector strategies and planning. The right actors and appropriate mechanisms for their participation were also identified.

26. **Assessment of project design.** For a small operation, the final project design revealed medium complexity and a high degree of ambition, as indicated by the implementation arrangements and the assessment of risks. Targeted capacity building proved particularly challenging as it was both a project objective and an implementation design feature.

- **Institutional arrangements at entry were sound.** Project management was a technical component under the responsibility of the SAYDS through its CCD and strengthened with a sole-purpose PIU, and an administrative, procurement and financial management component under the responsibility of the DGTA/JGM. Before effectiveness, the fiduciary part was transferred to the SAYDS. To provide coordination and strategic guidance, the existing inter-ministerial GCCC was assigned as the project SC. It was assigned no administrative or procurement responsibilities, as suggested through the SNC lessons learned. The TAC was established to support the PIU in technical and scientific issues, and to create an open space for the participation and ownership of scientific and technical institutions, NGOs, civil society, trade unions, and representatives from the private sector. An important member of the SC is the Federal Council of Environment (COFEMA), which serves as the key space for consultation, collaboration, and coordination between the federal government and provinces on environmental issues (the 23 provinces and one autonomous city are grouped into six COFEMA regions).
- **Critical risks identified.** The main risks identified were (a) institutional and coordination: studies and project activities cannot be completed because of limited institutional support, lack of dissemination of results, and insufficient coordination of inputs; (b) limited implementation experience of the SAYDS; (c) substantial risk of cost overruns and a short implementation period, including possible need to extend the implementation period; (d) general financial management risks in the public sector; and (e) procurement risks given the lack of experience of the DGTA/JGM in Bank-financed projects and in managing procurement using Bank procedures, as well as the significant number of contracts to be carried out in a short time. While the planned mitigation measures are too extensive to detail here, they included mechanisms for strong coordination and interinstitutional engagements (particularly the SC and its TAC), intensive and detailed implementation planning, and enhanced control frameworks and training to mitigate risks related to implementation experience, costs, financial management, and procurement.

- **Critical risks not identified.** In hindsight, the following risks were either not identified or were underestimated: (a) the original two-year implementation period was not realistic taken the risks implied by procurement of technically demanding studies that needed specific sequencing as the adaptation studies depended on the climate modeling results and the final P&M study on all the other studies; (b) implementation delays associated with public processes and procedures and with Bank internal rules and procedures associated with project restructuring; (c) difficulty hiring key experienced personnel due to the need to use government hiring guidelines (limited payments and fringe benefits); and (d) delays associated with changes in some high-level appointees with key roles in the implementation structure (who also brought differing visions of project implementation priorities).

2.2 Implementation

27. **Seeking political, interinstitutional and strategic buy-in; the role of the SC, TAC and COFEMA.** The implementation arrangements highly benefited from the selection of the existing GCCC as the project SC. Created in 2009, the GCCC includes member entities from practically all related government agencies. The SAyDS identified key agencies for each TNC study to focus related coordination, collaboration, and monitoring efforts. The SC was fundamental to strengthening the operational relation between the PIU and the technical sector leaders, enhancing the terms of reference (ToRs) for consultancies, easing access to data and information, and cross-fertilizing members' shared need to strengthening their institutional capacity to integrate climate change considerations in their sector activities. The TAC brought in the views of civil society and served as platform for promoting awareness and dissemination. COFEMA voiced a strong interest in and demand for a greater involvement in project implementation early on. To complete the original institutional structure, the SAyDS asked the provinces to officially nominate technical focal points for the TNC. A group was formed and operated actively with representation by 22 officially nominated focal points out of the 23 provinces and the autonomous city of Buenos Aires.

28. **Initial delays in declaring the project effective and getting it operational.** The project did not become effective until 18 months after approval and the designated account was not established for another five months. This meant that a project designed with a 25-month implementation period did not start implementation until 23 months after approval. Furthermore, the first major procurement activity, contracting CIMA for the critical climate modeling study needed for subsequent vulnerability, impact, and adaptation studies, took nine months. These delays, and the resulting time and effort needed to negotiate and process closing date extensions, constrained implementation, and complicated procurement for contracts that involved a delivery date beyond the prevailing closing date, all created an environment of permanent tension and uncertainty in the PIU. Ultimately a number of studies were dropped due to insufficient time to complete the planned contracts, and almost 43 percent of the GEF financing was undisbursed, including much of the financing for dissemination, consultation, and socialization activities in Component 3 that would have contributed to moving from analysis and proposals to strategies and programs.

29. **Continued delays jeopardized the project.** Although the core PIU staffing met the Bank requirements for effectiveness, full project staff recruitment and contracting could not be finalized until after the designated account was established, allowing disbursements to begin. In addition, while basic procurement staffing was in place, the PIU was never able to recruit a full-time procurement specialist or a coordinator with the type of experience (particularly with Bank projects), political authority, and strong substantive knowledge that could have helped overcome some of the project's procurement related and other hurdles and delays.

30. **Restructuring (05-Sep-2011; 15-Feb-2013; and combined 13-Nov and 19-Dec-2014).** As mentioned in Section 1.7, prior to effectiveness the project was restructured (on Sep 5, 2011) to consolidate project financial management and procurement processes in SAYDS rather than assigning them to the JGM. Due to the previously described effectiveness lag and other delays, on Feb 15, 2013 the project closing date was extended by 18 months, to Nov 13, 2014. A second extension, of 7.5 months, was approved on Nov 13, 2014, making the new closing date June 30, 2015. A longer initial extension would likely have smoothed implementation and saved the project from later complications and delays caused by uncertainty about the closing date and the need to renegotiate and rework the restructuring plans and proposals (prepared after the September 2013 MTR) based on a shorter extension than originally proposed. The extension was approved on Nov 13, 2014 as documented in project files, and was included as part of the broader level-2 restructuring (described in sections 1.3 and 1.6) that was approved on Dec 19, 2014 and recorded in Bank systems.

31. **MTR key findings.** The MTR took place from April 2013 to September 2013. It proposed revisions to the results framework (RF) to adjust the GEO indicators and to better communicate implementation progress through more process-oriented IOIs. The MTR also highlighted weaknesses in procurement capacity and related administrative processes at the higher levels of the SAYDS. The MTR proposed additional training to all PIU personnel and a detailed chronogram and action plan were agreed to keep up with project execution. Further, application of additional GEF funding to prepare the Argentine Republic's first BUR to the UNFCCC was agreed upon as an additional activity under Component 1; a new responsibility for the non-Annex I Parties fully in line with the ongoing GHG inventory and mitigation studies.

32. **Implementation agreement and governance.** Project implementation was assigned to the SAYDS where the PIU was in charge of and successful in coordinating activities with a number of ministries and other governmental entities. The PIU developed an approach and tools to productively engage the SC and TAC and capture its members' interest by making them a fundamental part of delivering the studies. The SC was entrusted with providing guidance on assuring overall quality and sector-specific usefulness and appropriateness of the studies. The project can be acknowledged for having been able to strengthen the open space for interinstitutional dialogue and analysis on climate change issues relevant to a wide set of participants, including civil society.

33. **Government commitment.** The GoA's commitment to the project, although

rated satisfactory in the implementation status and results reports, lacked strong political priority and management oversight until April 2014. The delay in making the project effective and starting its implementation reflected a lack of active government attention during the first two years after approval. The GoA complied with the expected counterpart funding in terms of in-kind contributions of staff time, office space, and related facilities and services (see Annex 1). In April 2014, anticipating the need to request a second closing date extension, the SAYDS with the support of the SC, organized a high-level inter-institutional meeting in support of the National Climate Change Strategy. In addition to the SAYDS, 20 relevant entities signed a “declaration of interest” in which the TNC was named as one of the key ongoing activities. From that point on government engagement and commitment was more proactive and consistent, particularly as demonstrated by the strong support provided by the Ministry of Economy and Public Finance and the JGM.

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

34. **Design:** Capturing some aspects of the GEO in the design of the M&E system and results framework proved challenging, particularly the objective of strengthening institutional capacity. The information base objective in the GEO was divided into mitigation and adaptation, the latter including climate modeling at the regional level. Although the GEO links the strengthened information and capacity to the goal of mainstreaming climate change in national sector strategies and programs, the mainstreaming itself is meant as a higher-level objective. The initial RF highlights the need to *generate useful information to provide selected sectors with feasible mitigation/adaptation P&M (specific actions) and their prioritization to facilitate decision making*. It also calls for assessing the change in institutional capacity needed to take the proposed P&M forward. These objectives present some inherent difficulties as far as developing specific, measurable, and attributable indicators. Despite these challenges, the initial key indicators did a reasonable job of capturing the essence of the project objectives. Two key indicators were devoted to measuring the change in the information base for mitigation and adaptation respectively, and a third was to assess changes in the institutional capacity of targeted groups.

35. **Implementation:** The indicator for capacity proved difficult to implement, had no actual baseline value, and ultimately was not used during implementation. By the MTR, major delays with getting the project operational shifted the monitoring focus to simply measuring progress towards completing the tasks as per the agreed schedule. The initial indicators were oriented to final products/outcomes, and operationalizing them to serve as continued progress monitoring indicators was needed during implementation. The revised indicators included tracking the participation of key stakeholders in contributing to ToRs and study reports. The application of the progress indicators started after the MTR as all the efforts focused on keeping to the adjusted timeline for project execution. Ultimately, measuring institutional capacity is a difficult and also elusive task, given the interinstitutional setting, and neither the original nor the revised RF provided a robust way to directly measure capacity as opposed to outputs and implementation progress. As a result, the assessment of capacity in Section 3.2 is based mainly on qualitative evaluation and surveys rather than quantitative indicators.

36. **Utilization:** Realization that procurement of studies and their preparation was chronically behind schedule led to ongoing reassessment of what deliverables were feasible. The revised indicators at the end reflected the assessment at that time of what was achievable given the new closing date. Further, they responded to the project's need for indicators to closely monitor implementation progress itself to ensure that there was no further slippage from revised schedule.

2.4 Safeguard and Fiduciary Compliance

37. **Safeguards.** In material terms, the project was to carry out studies leading to the development of the TNC and contribute to climate-smart sector planning. While the studies were expected to identify or propose specific potential mitigation and adaptation actions and P&M, no civil works or remediation activities were to be financed or actual sector policies implemented. Therefore, none of the Bank's safeguard policies were triggered and no environmental impact assessment was required (project EA Category C). The GoA's future climate programs would eventually have safeguards implications, but this was not within the project scope as per the Bank safeguards interpretation.

38. **Financial Management.** During project preparation all financial management (FM) activities were assigned to the DGTA of the JGM. Throughout the entire implementation period, the FM rating ranged from satisfactory to moderately satisfactory. The moderately satisfactory ratings were mainly related to the requirement (Presidential Decree 577/03), applicable to all Bank-financed projects, that individual consultant contracts be endorsed by the Chief of Cabinet. The project complied with this strict requirement, usually a formality, for the 2012 contracts, but, with the government's knowledge and informal agreement, not in subsequent years. This did not have negative consequences for the project or constitute a compliance issue in terms of Bank FM requirements. The 2013 audit report by Argentina's national General Audit Office, though delayed, was acceptable to the Bank and was unqualified. A FM mission two months before closing concluded that the PIU continued operating well and needed only moderate supervision. As per an exception granted by the Bank, the final audit report will cover the operations from January 1, 2014 to June 30, 2015, as well as the grace period that ended on October 31, 2015. Said report was due by December 31, 2015.

39. **Procurement Management.** Procurement management was originally assigned to the DGTA, but prior to effectiveness was shifted to the SAyDS to consolidate and streamline key project management responsibilities within a single institution while at the same time creating new management capacity within the CCD/SAyDS. To support implementation, the project sought to hire a procurement specialist with proven experience with Bank's procedures. However, according to the PIU/SAyDS, attracting a suitable specialist proved difficult due to the low salary level allowed under the legal framework governing provision of professional services for the GoA. Lack of a full-time specialist with this particular type of experience and qualifications led to shortcomings in identifying the most appropriate methods and categories for each of the financed studies and affected the quality of documentation and duration of the processes. During the initial stages of implementation the PIU relied on procurement support by another Bank PIU (National Urban Solid Waste Management Project/GIRSU, P089926). The arrangement

only partially addressed the project's needs and still required substantial additional effort by technical PIU staff who had to assume work on top of their usual responsibilities and beyond their baseline capacities. After the MTR, the Bank organized a series of procurement training sessions and the SAYDS first brought on an additional full-time procurement trainee and later an administrative assistant with procurement know-how and Bank project experience. These measures further improved but did not fully address the project's procurement management needs.

40. In addition to the slow implementation in the early stages of the project, procurement was also delayed during the latter half of 2014 because of uncertainty associated with the second extension. The delay in processing of the extension (due to a combination of government and Bank procedural issues) brought procurement to a standstill, and the shorter than expected length of the extension eventually approved required a reduction in the scope of many activities and cut short some deliverables, such as the final study on P&M. The shorter implementation period also meant several studies planned for consulting firms or universities were instead contracted to individual consultants who could be hired more quickly.

2.5 Post-completion Operation/Next Phase

41. Post-completion operation in terms of the government's capacity to prepare and deliver UNFCCC reports has been strong. The TNC and BUR reports form part of the international UNFCCC obligations of the GoA (as they do for any Party to the UNFCCC). By their character, the two reports are supposed to be produced periodically, so they inherently imply an expectation of continued work. In practice, this is evidenced in a number of references to the Fourth National Communication in the ToRs of some of the TNC studies. Compared with the SNC, in which execution was externalized to a foundation, the TNC was administered fully in-house at the SAYDS. That is considered a strength of the project design, aimed at providing continuation and sustainability to NC (and BUR) preparation, and addressing the fundamental challenge of strengthening the capacity to not only report and make commitments, but to develop and implement the programs and measures needed to achieve them.

42. Once it became clear that the project had run out of time to complete the planned reports and some of the underlying studies, and the Bank did not embrace a further closing date extension, the SAYDS embarked on a strong effort to find alternative funding to complete the TNC and BUR reports. At the end, almost all of the PIU consultants were contracted to continue their work, contributing, among other things, to the preparation and timely submission of Argentina's Intended Nationally Determined Contribution (INDC) report, which were the central focus of the 21st Conference of the Parties (COP21) and the foundation of the UNFCCC's approach going forward. Three additional consultants were hired with funding by the Economic Commission for Latin America and the Caribbean (ECLAC) to complete the TNC and BUR reports, both of which were submitted to the UNFCCC on December 9, 2015. Although completed with other donor financing, most of the analysis involved in their preparation was developed by the project.

43. Further, the BUR grant that the GEF initially approved as additional financing for

the TNC needed to be transferred to UNDP, due to the Ministry of Economy and Public Finance decision that it would require a separate Presidential Decree for national approval. The BUR funds administered by UNDP will finance the second Argentina BUR and directly facilitate staff and capacity continuation and strengthening within the SAyDS.

44. The area of post-completion activity that is less clear, is whether the information, and in particular the commitments in the INDC, can be integrated into actual sector programs and strategies that deliver on the targeted reductions. This is the central question in the wake of COP21 for all parties (apart from whether the INDCs, if achieved, are sufficient). In this respect, while the capacity building objectives of the project were only modestly achieved and many related activities were not completed (particularly wide public consultations and interagency workshops), as a result of the project, Argentina is at least a clear step ahead in embarking on this challenging next phase of the global climate change agenda.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

45. **Objectives.** The relevance of project objectives at completion is still rated *high*. Given the ever growing concern with addressing climate change, worsening projections, and the international consensus that emerged from COP21 on using the parties' INDCs as the point around which to focus national efforts to achieve needed emission reductions, the relevance of the project's objectives has increased. Relevance relates most immediately with strengthening Argentina's capacity to develop and implement strategies and programs that integrate climate change considerations. In the longer term, it relates with achieving the higher level objectives of actually limiting emissions and contributing to international reduction goal and reducing the climate vulnerability of key sectors and population groups. Augmenting the climate-related information base and strengthening institutional capacity of key sector agencies are at the core of these efforts and the first of many challenging steps. The current Bank Country Program Strategy (CPS) for fiscal years 2015-18 identifies climate change as one of the key action areas. The Results Area 3 seeks to raise *agricultural productivity of small- and medium-size farms in low-income regions*. More specifically, the *engagement in agriculture will continue with a narrower focus on the twin challenges of increasing the productivity of small- and medium-size farms and adapting to climate change*. These activities benefit from the TNC results. Furthermore, the Bank expects to continue providing assistance to the country in key areas such as energy efficiency, sustainable transport and waste management; all these topics highlight the relevance of the project objective.

46. **Design.** The relevance of the project design and implementation is *substantial*, with shortcomings on the clarity of the RF, insufficient period for implementation, and inability to complete all planned investments and activities. The selection of lending instrument, implementing agency, and most activities and design elements were and remain relevant. Regardless of its challenges, inter-ministerial collaboration and coordination was a critical foundation for the project design to achieve the objectives

even if there were shortcomings during implementation. At the international level, key adjustments took place within the UNFCCC framework between the project preparation and closure—specifically, the new requirements on Biennial Update Reports and thus greater continuity of collection of climate information, and the INDCs that were central inputs to COP21. Instead of finding itself outdated, the project was able to adjust and provide critical input for both new requirements. The relevance of the design to achieving the objectives was still substantial, even if the goals were ambitious and the hurdles more challenging than expected.

3.2 Achievement of Global Environmental Objectives

47. As discussed in Section 1.2, the objective was neither to merely prepare and deliver the TNC (too modest) nor to actually integrate climate change priorities into national development strategies and sector programs (unrealistically ambitious). Rather, the goal was to strengthen the information base and institutional capacity needed to set Argentina on the path toward integrating climate change priorities into strategies and programs that would achieve its longer term climate mitigation and adaptation goals.

48. **Efficacy** in achieving the information base objective is rated *substantial*, while achievement of the capacity goal is rated *modest* because the outcome in this regard was weaker and inherently more difficult to measure. While the TNC was not completed by project closing, the underlying studies were mostly completed and the government's ability to use the information developed by the project to deliver not only the TNC but also the BUR and the INDC in the months after completion demonstrated its capacity to meet its UNFCCC obligations, though this in itself did not provide strong evidence of its capacity to implement the programs needed to achieve the stated objectives.

Main Objectives

49. **Information base.** Efficacy in strengthening Argentina's climate change information base was *substantial*. Among the most important contributions of the project in this regard are the preparation of regional climate change scenarios and the accompanying database that presents the underlying information and results of computer simulations, past climate conditions, and future climate scenarios. The database covers 11 indicators used to assess climate extremes and their expected change for two periods: near term, defined as the expected conditions between 2011 and 2039, and end of century estimates for the period 2075 to 2099. All the information is freely available through the Internet, including tools and guidance for users. This is a major contribution that provides Argentina with science-based guidance for the selection of climate change scenarios for planning purposes. The project also provided the country with the analysis of GHG emissions in all contributing sectors (energy; industrial processes and product use; agriculture, forestry and other land use; and waste) and the identification of mitigation actions in 10 priority economic activities. Furthermore, the project contributed with climate vulnerability assessments for each of the four regions in the country (Cordilleran, Patagonia, Central and Argentine Sea and Coastal Areas), including the identification and preliminary prioritization of adaptation measures in key socioeconomic sectors. The specific numbers and content of the mitigation and impact, vulnerability and adaptation studies is discussed below, and presented in detail in Annex 2.

50. While the number of studies produced for both mitigation and adaptation (outcome indicators 1 and 2) were close to or even exceeded the original and revised targets in the RF, an important consideration is whether the nature and quality of the reports added the kind of information needed to achieve the goal of enhancing the government's ability to integrate climate considerations into national development planning and programs. The quality and completeness of the studies was generally satisfactory, and the outputs were particularly good in the areas of climate modeling, GHG inventory, and mitigation aspects. For the adaptation studies, due to the short implementation period left for their delivery following the project restructuring, some aspects of the analysis were not as fully developed as envisioned in the original project design (for example, in recommending prioritization of the options that were identified or in fully capturing and quantifying all of their potential costs and benefits). Also, the final study on mitigation and adaptation P&M, as well as adaptation studies on some sectors such as water resources, urban planning and health could not be carried out before the project closed. While most of the studies were not finalized early enough to become part of a broad public consultation or discussion before the project closed, as originally hoped, this does not diminish the value of the information or achievement of the information base objective itself. Further, some adaptation studies on key sectors such as water resources, urban planning and health could not be conducted, as neither the final study on mitigation and adaptation P&M. The time ran out to complete the sector studies and then design, award, and complete the final study. The studies and analysis delivered still represent a significant contribution and improvement to Argentina's information base. They help frame policy options and provide enough specifics to facilitate the robust discussion about intersectoral strategies, tradeoffs, and practical implementation issues that is needed as part of the government's effort to design and implement effective strategies and programs.

51. **Institutional capacity among key members of the Steering Committee.** The GCCC was selected to act as the project SC. This was an ideal choice because since 2009 the GCCC was already serving as the government's key inter-ministerial body on climate change, participating in drafting a national climate change strategy, and guided the preparation of national documents associated with the UNFCCC process. The GCCC's members already included most of the GoA ministries and institutions whose representatives were expected to serve on the project SC.

52. As reflected in the revised IOIs, institutional capacity was indirectly measured in terms of the agencies' substantive engagement in the process of contracting and reviewing the studies related to preparing the TNC. The PIU sought inputs from the SC members, as well as from the TAC and COFEMA, on the ToRs for all the planned studies and solicited feedback on their progress and the draft final reports that were delivered. The ToRs and completed studies were distributed to all SC members and alternates and were discussed in full SC meetings. Each study identified a subset of key agencies whose review and feedback were considered the most critical, and these key agencies all provided relevant comments on each corresponding study.

53. This process exposed the SC and other members to a holistic view of climate change; the assessment of GHG emissions and vulnerability of key sectors, as well as

preliminary identification of relevant measures to incorporate climate change considerations into sector programs and strategies. As discussed below, although most SC members rated their own *participation* as moderate, the majority still rated the *knowledge and understanding* of climate issues gained as satisfactory or higher.

54. Although the original indicator involving surveys of the targeted institutions' perception of their capacity was dropped, in-depth interviews with a limited number of SC members and an on-line survey conducted after the project closed suggest that most members were satisfied with the personal learning gained through the participation in the project, and particularly in terms of the availability of quality of official information and tools that were generated to help integrate climate change considerations within the institutions they represent.

55. However, only 33 percent of SC members rated the *increase in capacity* to address mitigation or adaptation measures in their agency/province/organization as satisfactory, while 56 percent said it was modest. Respondents from COFEMA and the TAC were much more positive, with 71 percent and 100 percent expressing satisfaction. COFEMA and TAC members were also more positive about the quality of the final studies in strengthening the national information base. In one of the comments, a COFEMA representative noted that there still is no "overall policy coordination or action in our province to bring the project findings and recommendations forward" and "it takes time to assimilate these results and transform them into concrete action steps". This suggests partial achievement of the project objective of strengthening capacity, but first and foremost the need for further work to truly bridge the gap from information and analysis to tangible programs and projects (the next step beyond the project). A detailed breakdown of the survey results is in Annex 5.

56. Further, the participation of COFEMA in the SC and the designation of a group of provincial focal points to follow the TNC preparation, in continued interaction with the PIU/SAyDS staff and a couple of the project training events organized for them, helped provide provincial level capacity building. This collaboration exceeded the originally planned scope of the SC's work and generated a lot of positive feedback. Further, presentation of and discussions on project results at the provincial level also served to disseminate information tools and contacts, though not as extensively as originally planned in Component 3.

57. Many of the Component 3 activities intended to expand dissemination and capacity building beyond the SC and TAC members to provincial and even municipal governments, as well as to other key stakeholders in academia, technical fields, public education (teachers), private sector, and the general public, were not carried out. In large part this was because the time ran out for events that were to be based on the TNC report, or at least the supporting studies. Toward the end of the Project, intense efforts focused on finalizing the studies. However, the PIU/SAyDS staff made a particular effort to complete a round of presentations on the project results in the six COFEMA regions, and organized a final presentation in Buenos Aires. While the targeted dissemination and awareness raising activities would have contributed to smoothing the way for broad public acceptance and support for climate-sensitive P&M, they would not have affected the SC members' capacity to develop such programs, though they might have enhanced

their political feasibility and even their popular demand. Those Component 3 activities were related to achievement of the project objectives as a step toward helping to translate studies and information into the development of specific programs.

58. As the international climate regime within the UNFCCC framework evolved after the project design and approval between the sixteenth session of the COP in late 2010 in Cancun and the COP21 in December 2015 in Paris, the project scope responded allowing the GoA to deliver key UNFCCC contributions: In COP16 it was decided that developing countries, consistent with their capabilities and the level of support provided, should submit BURs, and COP17 decided upon the related guidelines and that the first BURs would be expected by December 2014.⁴ During the project MTR process, the SAYDS proposed and the Bank accepted to act as the GEF implementing agency for the first Argentina BUR, taken the tight interrelation and synergies between the TNC and the expected BUR content.

59. Consequently, a BUR proposal was prepared as additional financing to the project and the GEF approved it in January 2014. However, internal processes within the GoA did not result in a feasible way to finally operationalize the funds. It was decided the Project finances the key BUR substance⁵ and prepares the respective report with its existing funding, including savings incurred with the exchange rate. The Bank transferred the approved GEF funds to UNDP and, in coordination with the GEF Secretariat, they were assigned to prepare the second Argentine BUR. The Project produced the content material to meet the specific BUR requirements, including 2010 GHG inventories for purposes of international comparability. As the BUR parts were finalized at the project closure, the compilation of the actual BUR report was carried out during the second half of 2015 with ECLAC funding and submitted to the UNFCCC during COP21.

60. More importantly, the project delivered critical inputs for preparation of Argentina's "Intended Nationally Determined Contribution" (INDC), a new UNFCCC requirement initiated under the Warsaw Agreements (COP19) in late 2013, as part of the preparation for the first global deal, partly binding, partly voluntary, for all countries to commit to cut carbon emissions at COP21 in Paris (December 2015). The Paris Agreement aims at keeping the increase in the global average temperature from exceeding 2°C above preindustrial levels. The INDCs are domestic actions to be carried out by each Party to strengthen its contribution to limiting GHG emissions. Argentina's INDC, delivered on October 1, 2015⁶, was incorporated into the UNFCCC Secretariat's synthesis report on the aggregate effect of the INDCs. The report was the key focus of discussions at COP21 and the resulting Paris Agreement scheduled to enter into force in 2020.

⁴ In practice, only 10 countries submitted their first BUR before or in December 2014, including Andorra, Brazil, Chile, Namibia, Peru, Republic of Korea, Singapore, South Korea, Tunisia, and Viet Nam.

⁵ The BUR part on information on domestic Measurement, Reporting and Verification (MRV) was postponed for the second BUR as the TNC didn't cover the topic and couldn't accommodate the necessary inputs for the same.

⁶ A non-official English translation of the Argentine INDC is available at the UNFCCC website at: <http://www4.unfccc.int/submissions/INDC/Published%20Documents/Argentina/1/Argentina%20INDC%20Non-Official%20Translation.pdf>

61. For the INDCs, beyond the critical study inputs and the participatory approach used to deliver them by the TNC project, the SAYDS also relied on German funding from a UNDP project for Low Emission Capacity Building. The Argentina INDC sets a basic goal of reducing national GHG emissions 15 percent by 2030 relative to projected business-as-usual emissions, and a conditional goal of reducing projected emissions by another 15 percent if there is (a) adequate and predictable international financing, (b) support for transfer, innovation and technology development, and (c) support for capacity building. The goal includes, inter alia, actions linked to promotion of: sustainable forest management, energy efficiency, biofuels, nuclear power, renewable energy, and transport modal shift. The criteria for selecting the actions include the potential for reducing/capturing GHG emissions and associated co-benefits, as well as the possibility of applying nationally developed technologies.

3.3 Efficiency

Rating: Modest

62. A formal economic analysis for the investment was not done at project appraisal or completion, as it is not possible to calculate or estimate the traditional measures of economic efficiency or impacts of a number of studies and related capacity building and awareness raising action. Further, the project's efficiency in timely and orderly implementation and delivery of outputs was inadequate. These aspects are discussed in detail in Sections 5.1 and 5.2, on Bank and Recipient performance assessment. Instead, the project efficiency is assessed in terms of the cost and efficiency of delivering project outputs rather than their economic or financial costs and benefits. Further, considering the project's primary nature as a GEF enabling activity, despite the continued delays, it did provide reasonable "value for money."

63. In contrast to the SNC, which was prepared by a foundation, the TNC for the first time was made by the government agency responsible for producing the report required by the UNFCCC. This comprised part of the efficiency, but particularly from the government point of view, it was a challenge worth taking as the government was able to carry both the technical leadership and fiduciary responsibilities for the TNC preparation. Since capacity building and institutional strengthening had such a core weight in the project design, project efficiency is valued in terms of the resources well used for the intended purpose of allowing the government to take ownership of preparation of national communications.

64. Efficiency is also assessed, in this case, by the costs avoided due to the availability of the information produced. Simultaneous preparation of national and regionally applicable climate change scenarios, as well as their open and free availability, is highly efficient. Otherwise, each sector and climate change study would be forced to create future climate scenarios without the consistency and coherence that the national effort allowed. Furthermore, some efficiencies were also gained through parallel preparation of sector studies under the guidance of a single implementing agency and steering committee.

65. Despite these positive considerations related to efficiency, the most salient aspects

in terms of efficiency are the extensive delays and inability to complete all of the planned project investments, which substantially compromised the project's efficiency.

3.4 Justification of Overall Outcome Rating

Rating: *Moderately Unsatisfactory*

66. Justification for the overall outcome rating is based on (a) high relevance of objectives and substantial relevance of project design, (b) substantial efficacy in achieving the objective of strengthening Argentina's information base and modest efficacy in strengthening institutional capacity, and (c) modest efficiency.

67. The ICR's assessment is that the overall rating is MU because the most critical objective of increasing capacity is rated as modest, and relevance of project design and implementation are rated as substantial.

68. While the project indicators were formally revised, including some key targets for information indicators, ultimately the objectives themselves were not changed, and the numbers of outputs achieved were in line with the targets originally set. Changes in indicators related to capacity were mostly intended to develop a more feasible or monitorable way of measuring achievement of the objective and did not change how the objective was defined. Although not included in the formal RF, the project still carried out subjective surveys and evaluations that were similar to, but not as extensive as those in the original RF. In short, the revisions in the RF alone do not necessitate a split assessment of the overall outcome and subratings against the "original" and revised project, and if such an evaluation were undertaken the assessments would be the same.

69. To conclude, the rating of the overall outcome considers the following:

- The *high* relevance of the project objectives that increased during project implementation and is still applicable at completion, as discussed in section 3.1.
- The efficacy rating on the achievement of the main outcomes is *substantial* for the information base and *modest* for strengthened capacity. The information base was enhanced, although not to the ambitious extent initially conceived. This shortfall is most pronounced regarding the preparation of sector or national policies and the characterization of specific measures for implementation. Institutional capacity building is rated substantial for the SAYDS and modest for the SC and TAC members and COFEMA focal points. Regarding other initial target groups such as teachers and municipal level decision-makers, capacity building remained negligible.
- The project resulted in modest *efficiency*. Despite the longer than expected time it took to develop the products and outcomes achieved, a major capacity gain was achieved as the government assumed the lead in preparing national communications. Further, the products significantly reduce the costs of further climate studies and analysis. The studies provide consistency and coherence in gathering data and nationally vetted information on sources of GHG emissions and climate change vulnerabilities. Importantly, they offer a single set of well-defined and robust climate change scenarios covering the entire country.

- A significant shortcoming was the 43 percent undisbursed balance, mainly allocated to Component 2 (adaptation studies) and Component 3 (dissemination and capacity building). The effect of this shortfall in spending is reflected in Section 3.2 that identifies substantial but not major shortcomings in the delivery of adaptation reports and explains the weaker linkage of many of the dissemination and capacity activities, when assessed against the RF. The latter aimed, however, at achieving a relevant UNFCCC goal on increased public awareness.
- Despite said shortcomings, the project provided critical inputs for the Argentine INDC, as well as the first BUR and the TNC. The project was able to strengthen the GoA's ability to respond to the evolving UNFCCC requirements. Further, the GoA completed the actual TNC and BUR reports, albeit after the project closed.

3.5 Overarching Themes, Other Outcomes and Impacts

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

70. Since the project involved production of studies and capacity building mainly for GoA agencies, there were no direct poverty, gender, or social development impacts, even though project outputs included studies on labor impacts and social vulnerability to climate change. The longer term goals—integrating mitigation and adaptation P&M into GoA programs—are expected to eventually have positive effects, particularly for vulnerable populations and others directly dependent on natural resources that might be adversely affected by climate change.

(b) Institutional Change/Strengthening

71. Institutional strengthening with focus on moving climate mitigation and adaptation P&M forward was described and analyzed in Section 3.2. Here, potential long-term impacts associated with the execution of the Argentine TNC are explored. More precisely, reference is made to the role played by the SC and public universities and foundations. The SAYDS's capacity was strengthened in terms of developing and testing methodologies and tools to facilitate a more sustainable and ongoing monitoring and reporting system through interinstitutional and participatory collaboration to both comply with evolving UNFCCC information and action needs and, at the same time, contribute toward formulation of national P&M.

72. The SC grew from the GCCC. The GCCC and the PIU adopted a work program that gave the former greater responsibility for guiding the TNC, verifying the relevance and quality of the works, and creating, within the organizations they represented, a technical support group to respond to the demands emanating from their active participation in the SC. The GCCC confronted a great challenge and responded in an effective and efficacious way. The GCCC will continue its work as the designated entity to guide/support Argentina's national commitments to the UNFCCC. Through the project, several lessons were learned, including the importance of exploring climate change in a multidisciplinary and multi-sectoral way. Furthermore, key institutions created a cadre of professionals supporting the activities emanating from the GCCC/SC. The project also

worked with several universities and research centers conducting works on climate modeling, mitigation and adaptation. Technical reports, workshops and seminars, as well as scientific publications represent deliverables confirming the strengthening of these universities and research centers in climate change science and practice. Thus, the project built long-term institutional capacity.

(c) Other Unintended Outcomes and Impacts

73. No unintended outcomes or impacts were identified.

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

74. The Bank team developed and processed a qualitative on-line survey to collect opinions and perceptions on the TNC final results and the project. Responses were solicited during late October and early November 2015. Of the 81 individuals contacted (43 SC and 16 TAC members and alternates and 22 COFEMA focal points), 24 responded (30 percent). The responses included ten from the SC members (representing nine government agencies), nine from COFEMA, and five from the TAC (two each from civil society and research/academic representatives and one from a labor organization). Overall, the results do not allow broad or solid conclusions, but they do provide valuable qualitative input to assessing the project results. Regarding the respondents' valuation of the level of greater capacity to address mitigation or adaptation P&M by their own agency, province, or organization, 33 percent of the nine responding SC representatives stated a satisfactory level of capacity increase and 56 percent a modest level; in the case of COFEMA, 71 percent of the seven respondents to the question stated a satisfactory or highly satisfactory level, and 100 percent of the five responding TAC representatives stated a satisfactory level. See further results in Annex 5 on Beneficiary Survey Results.

4. Assessment of Risk to Development Outcome

Rating: *Moderate*

75. Since the disclosure of the results of the climate modeling study by CIMA in September 2014, the TNC received remarkable media attention⁷ and contributed to raising awareness and creating nationally/regionally focused knowledge on expected climate impacts. In a survey conducted in August-September 2015 as part of the INDC preparation,⁸ 77 percent of 2,491 respondents stated being “very concerned” about

⁷ A compilation of published articles and radio programs is available at the SAYDS project website at: <http://www.ambiente.gov.ar/?idarticulo=13003>

⁸

http://www.ambiente.gov.ar/archivos/web/contribuciones/file/Resultados%20Encuesta_%20P%C3%BAblico%20general.pdf

climate change impacts, and a further 20 percent “somewhat concerned.” Also, 88 percent said that national action ought to address both mitigation and adaptation. Out of 2,211 respondents, 58 percent said they thought that Argentina should do more to combat climate change than what its share of the global GHG emissions (1 percent) would imply; 36 percent stated that the mitigation share ought to be proportional to the emissions.

76. A new government took office in December 2015. During the election campaign, climate change gained visibility. Also, the UNFCCC process is advancing towards stronger national contributions across the globe. Regarding direct continuation of the project activities, the SAYDS and UNDP initiated preparation of BUR2 in August 2015; an activity that will continue to strengthen the SAYDS capacity to provide for continued and multi-sectoral monitoring and collection of climate change related data, and the Fourth National Communication will follow suit. In all, the risk to the project development outcome is considered moderate.

5. Assessment of Bank and Recipient Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: *Moderately Unsatisfactory*

77. The Bank’s involvement and performance during preparation was strong in (a) sectoral background analysis and aligning the project with Argentina’s needs vis-à-vis both its UNFCCC obligations and development priorities, (b) defining relevant objectives, (c) identifying the most important information needs, planning appropriate studies as key deliverables, and (d) making implementation arrangements that build on the existing framework and mechanisms for related inter-ministerial collaboration. The Bank worked effectively with the GoA counterparts, and sought to reduce risk of early delays by limiting the number of procurement processes required to get activities underway during the first 18 months. This included helping the SAYDS solicit initial expressions of interest to ensure that there was a sufficient pool of qualified, sector-specific expertise interested in conducting the studies.

78. The main shortcomings in quality at entry were that the planned implementation period was too short, the GEO (though targeting the right objectives) was ambitious and subject to differing interpretations, and IOIs did not provide the means to track progress against the objectives. The risks related to implementation capacity and interinstitutional collaboration were underestimated.

(b) Quality of Supervision

Rating: *Moderately Unsatisfactory*

79. While the Bank worked hard during implementation to effectively monitor and support progress and keep management informed, the project fell into problem status before effectiveness and remained a problem project through closing. Said status posed a

critical and continued challenge to addressing the critical project extension needs. During early supervision, to the credit of both the GoA and the Bank, a restructuring was approved seven months after project approval to reflect changes in Argentine regulations that created an opportunity to improve implementation arrangements by moving fiduciary responsibilities from the JGM to the PIU/SAyDS. Later, the Bank missed opportunities for more proactive identification of problems or pursuit of timely solutions as it took nearly 18 months to get the project effective. The Bank could have been more assertive in helping to overcome the hurdles. In addition, more could have been done during this time to urge and help the SAYDS to prepare procurement packages and PIU staffing so that implementation could have started more promptly after effectiveness. With the 18-month effectiveness deadline imminent, the Bank expressed a favorable opinion on the staffing and operationalization of the PIU. Later, the February 2013 restructuring extended the implementation period by the 18 months taken to effectiveness, notwithstanding the very low subsequent pace of execution. Further, the Bank accepted SAYDS proposals on compromise arrangements on PIU staffing that tapped into leadership and procurement resources of another Bank project (GIRSU, P089926). The shortcomings of this interim arrangement became clear through the bottlenecks that started to impact different aspects of implementation. Problems were discussed and remedies identified and formulated after the second supervision mission in March 2013 when planning began for the MTR.

80. During implementation, the Bank was in constant contact with the PIU and also worked closely with the responsible SAYDS authorities, trying to expedite project execution. Once the PIU was fully up and running and the project's supporting bodies had been established, the Bank strived to promote tighter integration and coordination through shared discussion events at the beginning of the missions. Based on carefully prepared inputs by the PIU and responsible CCD staff, the MTR in September 2013 did propose solutions to the identified implementation problems. The revised intermediate indicators, however, did not strengthen the RF for purposes of the final project evaluation. Dropping the GEO level indicator on institutional capacity was only partially filled by the new intermediate indicators on SC participation. The task team reached out to Bank sector specialists to contribute to technical review of ToRs and study reports. Providing this type of input became a recurring event shortly before the SC meetings. Reporting in the Implementation Status and Results Reports (ISRs) was generally timely and candid. Some secondary performance ratings such as on project or financial management and procurement may have been optimistic at times or upgraded too early because expectations and recent progress were weighted too heavily, yet the corresponding information also addressed shortcomings and delays.

81. Despite the high transaction cost, the Bank also agreed to serve as the IA for the first BUR that was to be included in the project as additional financing in the forthcoming restructuring. After the GEF BUR approval, however, a number of different issues challenged the action plan agreed upon at the MTR, e.g. constant execution delays that didn't allow improving the project ratings, new budget related restructuring needs that required negotiation with the Ministry of Economy and Public Finance, and increasing challenges faced with the SAYDS leadership. The Bank shares the responsibility for the 14 months that passed from the processing of the restructuring proposal until its final approval. Meanwhile, uncertainty over the second extension approval left many contract

processes in limbo.

(c) Justification of Rating for Overall Bank Performance

Rating: *Moderately Unsatisfactory*

82. With both performance at ensuring quality at entry and during supervision rated as MU, the Bank's overall performance is rated MU due to significant shortcomings. Particularly, faults in project design and early implementation stages were not addressed as effectively or promptly during supervision as they should have been.

5.2 Recipient Performance

(a) Government Performance

Rating: *Unsatisfactory*

83. The nature of the project required strong GoA ownership, and indeed part of the objective was strengthening the capacity of key SC members, which was an extension of and mirrored the membership of the GCCC. The GoA collaboration in preparation was excellent, but many of the key problems and delays during implementation were caused by political challenges and/or could have been avoided or resolved more quickly and effectively with stronger GoA commitment. The unusually long effectiveness delay and the slow initial implementation thereafter were junctures where more proactive GoA intervention/action was needed, for example to avoid the five-month delay in opening the designated account.

84. The SC functioned mostly as intended to ensure that ToRs for studies and the final products were relevant and satisfactory to the GoA. However, some of the implementation and procurement delays were exacerbated by weak GoA monitoring and supervision of the project and lack of political will to support the PIU on a timely and effective way. Responsible authorities were not proactively involved in helping to solve problems. In early 2014, the faith of the intended additional GEF financing for the BUR was an example of weak coordination across the responsible GoA agencies. In April 2014, before the second extension request and accompanying restructuring, the GoA took the unusual step of issuing a "Declaration of Interest" signed by 23 high-level officials, including some secretaries and subsecretaries. It was at once a reflection of concerns over the GoA commitment to the project objectives and a reaffirmation of the same. While performance of the SC and the intensity of the GoA engagement and project performance improved thereafter, it came at a relatively late juncture. Overall, the GoA performance is rated unsatisfactory (U).

(b) Implementing Agency Performance

Rating: *Moderately Unsatisfactory*

85. The SAYDS participated successfully in project preparation but a key champion of the project left the SAYDS before the project became effective, and during

implementation the sense of ownership of the project from SAYDS leaders was not as strong as expected. The SAYDS did provide the expected in-kind and administrative and logistical budget support during implementation. However, the agency bears the most responsibility for the implementation delays described in previous sections. The weaknesses in adequate PIU staffing and particularly leadership during the first year of the active implementation were also due to SAYDS decisions and positions. In addition, while SAYDS served as the SC president, it was only one of the 26 ministries/agencies represented, and was in charge of a very demanding leadership role. The SAYDS representatives appointed for the project were not in the position to secure effective information sharing across institutions or influence their priorities. First and foremost, it was already a big struggle to keep up with constantly slipping implementation targets and secure sound administrative procedures.

86. In spite of the deficiencies, the IA performance is rated MU due to the PIU strengths within the SAYDS. The technical knowledge, interest and dedication of the PIU staff is to be recognized, and the staff worked very hard and diligently under difficult circumstances. The PIU built trust and gained from the insights offered by the SC and TAC agencies. Stakeholder participation and public communication was managed conscientiously, providing access by a broad range of stakeholders through public events and on-line document availability. However, technical consultants did not have the political leverage to influence cross-sectoral agendas. The long process for the final restructuring, uncertainty about the project closing date and issues with the SAYDS leadership weighed heavily on the PIU.

(c) Justification of Rating for Overall Recipient Performance

Rating: *Unsatisfactory*

87. The overall recipient performance is rated U since the rating for the GoA is U and the corresponding rating for the SAYDS performance is MU (due to the stronger PIU performance).

6. Lessons Learned

88. **Avoid planning for tight implementation period.** The implementation period requires careful assessment during preparation and restructuring and constant monitoring during implementation. Reassessing the implementation period for a slow-starter project for administrative/political reasons should be conducted with particular care and strategic actions are needed to avoid failing to achieve goals and targets. This is particularly the case as the Bank is averse to process project extensions, and particularly for problem projects with continued implementation delays.

89. **Long delay between project design and execution can incur high transaction costs.** A project that faces a remarkable initial delay in getting operational often requires working within a changed context, with new actors and/or circumstances. This can cause high transaction costs and efficiency losses that further compromise the recovery potential of a badly started project. Once a delayed or stalled project becomes effective and starts implementation activities, the Bank team should secure full buy-in by

government and executing agency/team for the approved project and its implementation strategy.

90. **Securing adequate procurement capacity based on merits is critical for technically demanding projects.** Projects with demanding procurement processes should invest in early identification of restrictions to hire key personnel due to government regulations and policies. Consequently, the Bank should explore innovative approaches and mechanisms to assure early access to solid, experienced and competent professionals, including the possibility of intensive training of key PIU members. Options to hire key personnel might include procuring firms or seeking UN organizations or foundations to provide the required personnel.

91. **Carefully planned operational strategy for consultative/advising bodies could greatly enhance prospects for successful implementation.** Use of different types of consultative or advising bodies and processes can be extremely valuable to improve the quality, relevance, and opportunity of products and promote their appropriation by key stakeholders beyond the hosting agency's scope of influence. Use of consultative/advising bodies should build upon a carefully weighted and practically oriented strategy—ideally prepared through a consultative process—to avoid overwhelming the participants and/or causing implementation delays. No administrative or procurement responsibilities should rest on consultative/advising groups, as recommended in previous projects. In case of the project, the PIU should have limited the length of the ToRs and invested time in compiling the key aspects of studies' progress and final reports to streamline their review. Further participation chances in meetings outside Buenos Aires would also have been valued, as well as more workshop-type events to broaden and deepen related discussions.

92. **Restructuring requires careful balancing when combining critical and necessary adjustment needs.** The Bank encourages restructuring as a means of proactive project management, but restructuring requires substantial time and effort by task teams with heavy workloads. Overall it makes sense to combine different restructuring needs into a major package. In the case of problem projects, extension might not be feasible without addressing sensitive restructuring needs such as increasing budget for project management. If feasible, however, resolving project extensions with due anticipation merits strong prioritization over other restructuring needs.

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

(a) Recipient/implementing agencies

93. Feedback on the draft ICR was received from the SAYDS as detailed in Annex 7. The main feedback was (a) confirmation of the government submission of the final TNC and BUR reports to the UNFCCC on December 9, 2015, (b) request to use the Argentine map as approved by the National Geographic Institute, (c) several specific clarifications that the Bank team had requested from the SAYDS, particularly on the summary of the Recipient Completion Report in Annex 7, and (d) requests from the SAYDS for some minor clarifications/adjustments to the ICR.

94. The Bank does not have any further comments on issues raised by the recipient in

its completion report or its comments on the Bank's final draft ICR. The Bank accepted the adjustments and clarifications suggested by the SAYDS as detailed in Annex 7. They did not involve changes to the ICR that would have required further review by the recipient.

(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
1. Harnessing National Potential for Climate Change Mitigation	0.67	0.57	85
2. Strengthening National Adaptation Agenda	1.16	0.63	54
3. Institutional Strengthening, Capacity Building and Information Management	1.09	0.33	30
4. Project Management	0.13	0.22	169
Total Baseline Cost	3.05	1.75	57
Physical Contingencies			
Price Contingencies			
Total Project Costs	3.05	1.75	57
Project Preparation Facility (PPF)			
Front-end fee IBRD			
Total Financing Required	3.05	1.75	57

* The 2014 restructuring shifted modest amounts of the GEF funding from components 2 and 3 to components 1 and 4, as presented in Table (c) below.

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Recipient		0.61	0.36	57.0
Global Environment Facility (GEF)		2.44	1.40	57.3
Total Financing		3.05	1.76	57.0

(c) Evolution and outcome of the GEF funding allocated by component

Component	Initial budget	Restructured budget	Final execution rate*
1	531,000	611,856	80,1%
2	928,000	840,862	58,75%
3	873,000	778,009	25,9%
4	107,000	208,482	101,6%
Total GEF	2,439,209	2,439,209	57,3%

*Compared with the restructured budget allocation.

Annex 2. Outputs by Component

1. The tables below present the status of the expected project outputs by component as initially planned in the PAD. The initial plans were subject to adjustments and changes as time passed and certain priorities changed, sector specialists were contracted to lead the work on the components, implementation proceeded, and closer planning, identification of the available information and budgeting was carried out.

Table 1. Expected and Achieved Project Outputs

Activity	Status	Comments
Component 1: Harnessing National Potential for Climate Change Mitigation		
<i>(1) Upgrade and development of the Recipient's national inventory of greenhouse gas emissions (GHG), including provision of support to strengthen the Recipient's technical capacity for modeling, analyzing and projecting GHG emissions.</i>		
Develop GHG emissions inventory up to the latest feasible year and review previous inventories analyzing observed emissions trends for each sector	Completed and surpassed.	New inventories for 2010 and 2012 were developed using IPCC methods; historical series for 1994, 1996, 2000 updated; and forecasts estimated up to 2030.
Develop GHG emissions inventory using different methodologies	Mostly completed.	Two IPCC methodologies were applied. Other methodologies were not explored as the budget was relocated to improve the inventories and make projections up to 2030.
Elaborate and review emission factors (EFs) for each sector	Completed.	Included in the GHG inventories per sector.
Develop carbon footprints of main export products and by person.	Not executed.	The reserved budget was relocated to improve the inventories and make projections up to 2030.
Elaborate emission indicators assigning responsibilities (e.g. historical emissions, emissions per capita, etc.) and response capacities	Partially completed.	Emission inventories for 2012 on CO ₂ , CH ₄ y N ₂ O were calculated and presented in terms of CO ₂ e at provincial level, using the revised IPCC 2006 directives. Emissions indicators were developed for different sectors. The main purpose was to provide tools for the definition of policies on regional climate change mitigation. There is no elaboration regarding emissions per capita or response capacities. Regarding the latter, analysis of response capabilities exceeded the possibilities, due to the complexity of analyzing 24 provinces counting with independent and differing legislation. An attempt was given to survey the legislation, but it proved too demanding to analyze them and present their status.
Establish public access to information	Completed.	All emission inventories and mitigation reports are available in the SAYDS webpage, including all the

Activity	Status	Comments
		support information, spreadsheets, and layers of geo-referenced information ⁹ .
Establish quality control and quality assurance procedures for the used information and data	Completed.	Guidance was prepared and QA/QC procedures followed, led by the PIU.
Strengthen capacity for developing emission inventories and analyzing generated data.	Partially completed through the participatory methodology applied in preparing the Project outputs, including technical meetings, workshops and presentations.	No specific activities were classified under this heading. The highly participatory process adopted with the SC, TAC and the group of provincial focal points ensured the dissemination of the information to and engagement of the key stakeholders to contribute their sector knowledge. This approach illustrated its usefulness particularly in the identification of mitigation options.
<i>(2) Carrying out of studies on mitigation potential in the Recipient's main economic and GHG-emitting sectors, with an aim at identifying priority mitigation measures.</i>		
Analyze the mitigation potential related to renewable energy	Completed.	Identification and selection of technically potential and economically viable renewable energy conducted, defining scenarios to be evaluated up to 2030 against the baseline situation of 2013. Analysis done for two separated groups; wholesaler, conventional generation of large projects, and retail, low power distributed generation. A final comprehensive analysis of the results is presented, synthesizing variables for decision-making and identifying existing and potential barriers.
Analyze the mitigation potential related to carbon capture and storage	Completed.	The best information available in the country on the yet immature technology was included, including technical and economic analysis and operational feasibility assessment. The study covers three main aspects: 1) estimation of capture and storage capacity in Argentina; 2) mapping of storage areas and appropriate preliminary assessment of actual and potential utilization of geological reserves; and 3) analysis of the potential for CO ₂ capture in industrial and mineral carbonation.
Analyze the mitigation potential related to bio-fuels and bio-mass	Partially completed.	No technical and economic feasibility assessment was conducted.
Analyze the mitigation potential related to energy efficiency in public, residential and	Replaced.	Analyzing the mitigation potential related to energy efficiency in small and medium enterprises was prioritized and completed for having more potential for follow-up action.

⁹ <http://www.ambiente.gov.ar/?idarticulo=13851>

Activity	Status	Comments
commercial buildings		
Analyze the mitigation potential related to mitigation options in the transport sector	Completed.	The topic was covered in the study on mitigation options on the energy sector.
Analyze the mitigation potential related to a labeling system for consumption and emissions of passenger and light duty vehicles	Replaced.	Executed analyzing the mitigation potential related with recovering the railway system through potential NAMAs. Railways were prioritized over other mitigation aspects in the sector, taken the existing political interest. No economic analysis supports the recommendations.
Analyze the mitigation potential related to mitigation options in the industrial sector	Completed.	Six potential mitigation options were analyzed for 2017-2030. Due to lack of information, it was only possible to estimate mitigation potentials and costs for three of them. For the other three, exhaustive qualitative analysis was undertaken to identify and describe the existing information and research the main gaps the country needs to address. The mitigation options analyzed were: 1. Increasing efficiency in electric motors; 2. Biomass energy generation and/or co-generation; 3. Fossil fuel co-generation; 4. Energy Management Systems (SGEn) implementation; 5. Flare gases recovery in the petrochemical industry; 6. Scrap recycling in the iron and steel industry.
Analyze the mitigation potential related to mitigation actions in the waste/wastewater sector	Completed.	The analyzed and proposed mitigation measures for domestic sewage and industrial wastewater include basic and at the global level widely used technologies, including construction or the adequacy of treatment plants and treatment by anaerobic digesters or covered lagoons for generation and capture of biogas. In cases where technically and economically feasible, energy-use of captured biogas is recommended for provision of social and environmental co-benefits.
Analyze the mitigation potential related to mitigation options in the agricultural sector	Completed.	Four mitigation options were evaluated: 1. Crop rotation; 2. Use of urease inhibitors to reduce nitrogen volatilization; 3. Use of plant growth-promoting rhizobacteria (PGPR) and microbial inoculants in cereal crops; and 4. Variable fertilizer application technologies.
Case study on mitigation actions in the sugar cane exploitation	Completed.	The study provides the basic information related with sugarcane production, including management practices and use of burning, related GHG emissions, actions to prevent burning and alternative uses of harvest and milling residues, including their

Activity	Status	Comments
		potential in energy use.
Analyze the mitigation potential related to mitigation potential of forestry sector	Completed.	<p>The study analyzes augmenting the area of commercial forest plantations in Argentina. It evaluates a potential 976.000 ha expansion of the forested surface at the national level in 2015-2030. Although forestation possibilities in the country could be even larger, a conservative objective was considered, in line with available projections.</p> <p>The expansion of the national forested surface to 2 million ha could capture about 231 million tCO₂ in 2015-2030. The net incremental cost of achieving this forestation objective would be USD 615-957 million, considering 10% and 4% discount rates respectively (USD 2,69 - 3,68/tCO₂).</p> <p>Increasing the forested area at the national level could generate important environmental, social and economic co-benefits, e.g. biodiversity protection, soil and water pollution and erosion reduction, climate change adaptation enhancement, and regional development.</p>
<i>(3) Enhancement of an enabling framework for the implementation of mitigation measures, including the design and delivery of a set of policies and mitigation measures aimed at integrating climate change into the Recipient's development strategy and sector programs.</i>		
Plausible P&M for mitigation of climate change, including design of regulatory frameworks, implementation strategies, and institutional arrangements; and economic, social and environmental impact assessments	Not executed.	As reflected in the final Project restructuring, approved in December 2014, the remaining implementation period didn't allow carrying out the final study on mitigation P&M.
Establish integrated energy scenarios up to 2020 and 2050 looking at different GHG emission reduction regimes.	Completed.	Two GHG scenarios were studied based on GDP and population projections developed by the Ministry of Economy and Public Finance.
Component 2: Strengthening the National Adaptation Agenda		
<i>(1) Provision of support for the carrying out of socio-economic and climate change modeling scenarios, targeted at identifying priority adaptation actions and expected impacts, costs and benefits</i>		
Study on current and planned socio-economic scenarios	Provided by the Ministry of Economy and Public Finance.	This socio-economic scenario served as basis for the climate vulnerability analyses.
Evaluation of performance of global climate models (GCM) in Argentina	Completed.	The performance of GCMs was measured through 10 error indicators. Four regions were investigated and the four best performing GCMs selected.
Generation of Climate	Completed.	Scenarios were developed based on results from the

Activity	Status	Comments
Change Scenarios		CMIP5 series ¹⁰ complemented with one scenario based on the CMIP3 series.
Climate change impacts on heat waves and freezes	Completed.	Climate indicators for heat waves developed for the climate change scenarios.
Climate change impacts on extreme hydro climatic events (floods, droughts, fire)	Completed.	Climate indicators for floods and droughts developed for the climate change scenarios. Fires are not included in GCMs and regional climate models (RCM).
Climate vulnerability of ecosystems and ecosystem services	Partially completed.	<p>The initial and ambitious scope of the study covered all the ecoregions and included valuation of ecosystem services, displacement of species, interaction between species, etc.</p> <p>The study was compiled based on contributions by a group of individual consultants. At the end, the humid ecoregion was not covered and the study on the arid and semi-arid ecoregions was covered for the vulnerability part; valuation of ecosystem services and impacts on the same remained pending.</p> <p>Regarding the initial planning, an additional study on the Argentine Sea was delivered.</p>
Climate vulnerability of the agricultural sector	Completed.	The study was compiled based on three individual consultants' contributions.
Climate vulnerability of the health sector	Not executed. ToRs were elaborated in collaboration with the key stakeholders.	Three individual consultants were contracted but they resolved to resign as the time left for conducting the study resulted too short.
Climate vulnerability of the tourism sector	Completed.	<p>The study included five national parks in four eco-regions with 24 tourism destinations analyzed.</p> <p>The study includes qualitative analyses in most topics.</p>
Climate vulnerability in urban areas	Not executed. ToRs were elaborated in collaboration with the key stakeholders.	No individual consultants were available to embark on this study when then second Project extension got confirmed.
Climate vulnerability in the energy sector	Completed.	<p>The study was compiled based on three individual consultants' contributions.</p> <p>Following the Manual on Vulnerability and Adaptation to Climate Change for Management and Local Planning (SAyDS, 2011) adapted to energy sector, the study addresses heat waves, floods, droughts, cold waves and tornados and high winds, comprising of the following four steps: 1) Define the</p>

¹⁰ CMIP5 refers to the latest round of results from global circulation models, GCMs, used for global inter comparison analyses.

Activity	Status	Comments
		unit of analysis and territorial scope; 2) Characterize threats; 3) Characterize vulnerability and risk; and 4) Select adaptation options. The study includes qualitative analyses in most topics, as well as limited economic analysis.
Climate vulnerability on water resources management	Not executed. ToRs were elaborated in collaboration with the key stakeholders.	No individual consultants were available to embark on this study when then second Project extension got confirmed.
Climate vulnerability on fisheries	Not executed. ToRs were elaborated in collaboration with the key stakeholders.	No individual consultants were available to embark on this study when then second Project extension got confirmed.
<i>(2) Carrying out of studies to further develop priority adaptation actions necessary to strengthen the Recipient's preparedness to climate change impacts in areas identified as most vulnerable.</i>		
Develop actions to improve adaptation on eco-regions and ecosystem services	Was to form a part of the earlier referred sector study, but was hardly covered in practice.	Some adaptation measures were identified in the vulnerability study, but the related elaboration did not cover the scope of the expected work.
Develop actions to improve adaptation on agricultural sector	Was to form a part of the earlier referred sector study, but was hardly covered in practice.	Some adaptation measures were identified in the vulnerability study, but the related elaboration did not cover the scope of the expected work.
Develop actions to improve adaptation on health sector	Not executed.	See above.
Develop actions to improve adaptation on tourism	Was to form a part of the earlier referred sector study, but was hardly covered in practice.	No specific adaptation measures were characterized or economic analysis included.
Develop actions to improve adaptation on urban areas	Not executed.	See above.
Develop actions to improve adaptation on the energy sector	Was to form a part of the earlier referred sector study, but was hardly covered in practice.	Some adaptation measures were identified in the vulnerability study, but the related elaboration did not cover the scope of the expected work.
Develop actions to improve adaptation on water resources	Not executed.	See above.

Activity	Status	Comments
management		
Develop actions to improve adaptation on fisheries	Not executed.	See above.
Challenges and Opportunities in labor sector and its adaptation to climate change	Completed.	An initial analysis on interlinkages between labor sector and climate change was conducted.
<i>(3) Enhancement of an enabling framework for the implementation of adaptation measures, including the design and delivery of a set of policies and adaptation measures aimed at integrating climate change into the Recipient's development strategy and sector programs.</i>		
Policies and measures to address adaptation in different economic sectors	Not executed.	As reflected in the final Project restructuring, approved in December 2014, the remaining implementation period didn't allow carrying out the final study on adaptation P&M.
Analysis of labor policies and measures responding to the expected impacts of climate change	Partially completed.	No specific adaptation measures were characterized or economic analysis included.
Component 3: Institutional Strengthening, Capacity Building, and Information Management		
<i>(1) Provision of support to define the technical scope of activities to be carried out under the TNC.</i>		
Detail the technical scope of the activities undertaken as part of the TNC, and design the institutional and coordination arrangements in order to facilitate access to information and commit Governmental Agencies to the development of the Project	Completed.	The work was conducted in collaboration between the SAYDS staff and PIU consultants; no specific consultancy was contracted to provide the referred support as initially planned. Good access to information was achieved. SC, TAC and the group of provincial focal points participated actively.
<i>(2) Strengthening of institutional capacity at the national, provincial and municipal levels, with regard to the integration of climate data into sector programs and strategies</i>		
Organization of workshops for national, provincial and municipal agencies and legislators	14 national and 7 provincial level workshops were organized.	Presentations were made on the preliminary results of Components 1 and 2: The climate modeling study was presented in Salta, Posadas, Ushuaia, Mendoza, Buenos Aires and Tucuman. These locations were chosen to cover the regions based on which the COFEMA is organized. Representatives participated from government agencies, academia, civil society and media. The mayor bulk of the planned dissemination and capacity building workshops remained pending as the completion of the main Project outputs continued until the very last day of Project implementation. The final dissemination event was organized on June 30, 2015 in Buenos Aires. No municipal level workshops were covered.

Activity	Status	Comments
Workshops for teachers at high school and primary school levels	Not executed.	Overall, the activities planned for creating demand for climate-related knowledge sharing at schools at any level and elaboration of materials and tools for the same were dropped due to the long administrative procedures required to officially approve any new material to be used within the curriculums.
Workshops for civil society	See above on the 21 national and provincial level workshops.	Civil society representatives participated in the Project activities mainly through the TAC. Some dissemination events were also open for general public.
Workshops for journalists across the country	Not executed.	While exclusive events were not organized to journalists and media representatives, their participation was counted in various outreach activities mentioned above. A compilation of published articles and radio programs is available at the SAYDS project website ¹¹ .
Distance course for teachers	Not executed.	Overall, the activities planned for creating demand for climate-related knowledge sharing at schools at any level and elaboration of materials and tools for the same were dropped due to the long administrative procedures required to officially approve any new material to be used within the curriculums.
Preparation of two Educational Textbooks, one for primary school students and one for secondary school students.	Not executed.	See above.
Transform the Carbon Market Simulation Game to Web Format. Design of a Simulation Game on Adaptation.	Not Executed.	Work with COFEMA and on the 21 workshops was prioritized under Component 3.
<i>(3) Preparation and dissemination of the TNC, incorporating the conclusions and results reached from implementing Project-supported studies and additional related information.</i>		
Final report	Not executed.	During the final months of Project implementation, SAYDS searched for and succeeded alternative funding from CEPAL for completing the final TNC report.
Final report for decision makers	Not executed.	Each produced study included a summary for decision makers. The TNC report elaborated with ECLAC funding will cover an executive summary for decision

¹¹ <http://www.ambiente.gov.ar/?idarticulo=13003>

Activity	Status	Comments
		makers.
6 workshops to communicate final results	Mostly not executed.	A final dissemination event was organized on June 30, 2015 in Buenos Aires, counting with approximately 200 participants. Because the gran majority of the final study reports were delivered on the project closure, it was not possible to conduct the subsequent dissemination workshops. However, as mentioned above, presentations on the preliminary studies were organized in the six COFEMA regions.
Preparation of a media campaign	Partially completed.	The Project counted with and implemented a communication strategy in close collaboration with the SAyDS communications department. Thanks to the close collaboration of the SAyDS press area, over a hundred media articles in print, radio, television and media websites were achieved. The clipping is available on http://www.ambiente.gov.ar/?idarticulo=13003
Design of information management software	Not executed. ToRs were elaborated in collaboration with the SAyDS IT department.	The related contracting, first of a firm and later of individual consultants did not prove successful.
Component 4: Project Management		
<i>Provision of technical and operational assistance, as necessary, to support adequate Project management and coordination by the PIU and the Steering Committee, including carrying out Project audits.</i>		

2. As per results of the restructuring approved on December 19, 2014, a list of 19 targeted management tools and studies on mitigation were defined. The table below presents the respective performance analysis. The respective comments apply from the previous table.

Table 2. Management Tools and Studies

Number of Management Tools and Studies	Status
1. GHG Inventories – Historical series 1990-2012 – Forecasts 2013-2030	Completed
2. Emission indicators (10 per sector)	Completed
3. Provincial Index Cards (24)	Completed
4. Priority mitigation measures by sector	Completed
5. Report on adoption of the 2006 inventory methodology of the Intergovernmental Panel on Climate Change (IPCC)	Completed
6. Plan for improving GHG inventory	Completed
7. Study on renewable energy	Completed
8. Study on carbon capture and storage	Completed
9. Study on bio-fuels and biomass	Completed
10. Study on mitigation options in the industrial sector	Completed

Number of Management Tools and Studies	Status
11. Study on mitigation options in agriculture	Completed
12. Study on mitigation options in raising beef and dairy cattle	Completed
13. Study on changes in land use and forestry	Completed
14. Sugar cane case study	Completed
15. Study on mitigation options in waste/wastewater sector	Completed
16. Study on mitigation options in transport sector	Completed
17. Study on mitigation through improved energy efficiency	Completed
18. Study on climate change related financial instruments	Completed
19. Biennial Update Report (BUR) of the Argentine Republic to the UNFCCC, a simplified version	Partially completed by project closing; the substance material was produced but the actual report remained to be compiled after project closing by a group of consultants hired with CEPAL funding to complete the BUR and the TNC report that were submitted to the UNFCCC in December 2015.

3. The restructuring also included four adaptation outputs, as indicated below.

Table 3. Climate modeling study and studies on sector-specific impact, vulnerability, and adaptation options developed

Climate modeling study and studies on sector-specific impact, vulnerability, and adaptation options developed	Status
1. Climate database: Data observed for the recent past (1960-2010) and forecast by regional and global climate models for the near future (2016-2035) and in the longer term (2081-2100)	Completed
2. Report on changes in mean climate and in extreme weather events, observed in the recent past, as well as those forecast by regional and global climate models for the near future and in the longer term	Completed
3. Climate change impact, opportunities and adaptation options related with labor force	Completed
4. Social vulnerability, threat and risk from climate change	Completed

Note: All reports, in Spanish and most of them with an executive summary in English, are available through the hyperlinks included in Annex 9 on Supporting Documents.

PROJECT RESTRUCTURING 12/19/14

Proposed revisions to results framework

The results framework was revised to reduce the targeted adaptation studies and exclude the final studies on mitigation and adaptation P&M. Further, the revision was expected to improve measuring of intermediate results indicators. The revised intermediate result indicators focused on tracking the progress of the studies and key stakeholders' participation in contributing to their development. Overall, though work-intensive and time-wise challenging, promoting active participation of key sectoral stakeholders was considered crucial and worth the effort, as the aim was to develop feasible proposals of P&M for mitigation and adaptation. The revised results framework is presented below.

REVISIONS PROPOSED TO RESULTS FRAMEWORK – December 2014

Results							
Core sector indicators are considered: Yes				Results reporting level: Project Level			
Global Environmental Objective Indicators							
Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
Marked for Deletion	Capacity building for mainstreaming climate change mitigation and adaptation	<input type="checkbox"/>	Percentage	Value			
				Date	14-Feb-2011	20-Dec-2013	13-Nov-2014
				Comment	The survey used in conjunction with each TNC event will include questions on respondents# capacity to take climate change considerations into account in their work prior to their involvement in the TNC activities.	Please see progress updates under Implementation Status Overview.	At least satisfactory percentage (50-75%) of the survey responses collected at the TNC events confirms increased perception of capacity to understand climate change considerations and address them by concrete measures
New	The Biennial Update Report (BUR) of the Argentine Republic delivered to the Ministry of Foreign Affairs to be submitted to	<input type="checkbox"/>	Yes/No	Value	No	No	Yes
				Date	14-Feb-2011	17-Dec-2014	30-Jun-2015
				Comment	The Second	The related	

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
	the UNFCCC				National Communication was submitted to the UNFCCC in 2007	procurement processes are well advanced.	
Revised	Management tools and/or studies on sector-specific mitigation potential developed to evaluate and design feasible mitigation policies and measures	<input type="checkbox"/>	Number	Value	0.00	0.00	19.00
				Date	24-Sep-2014	17-Dec-2014	30-Jun-2015
				Comment	Studies carried out within the framework of the Second National Communication (mitigation studies as of 2007)	15 of the targeted management tools and/or studies are being developed.	The list of the 19 targeted management tools and/or studies is included in Annex 1 of the December 2014 project restructuring paper.
Revised	A Climate Modeling Study and studies on sector-specific impact, vulnerability, and adaptation options developed	<input type="checkbox"/>	Number	Value	0.00	2.00	4.00
				Date	14-Feb-2011	17-Dec-2014	30-Jun-2015
				Comment	Studies carried out within the framework of the Second National Communication (adaptation studies as of 2007)	The Climate Modeling Study and related database have been finalized and disclosed.	The list of the targeted outputs is included in Annex 1 of the December 2014 project restructuring paper. 12 longer studies with demanding procurement processes will not be doable by the June 2015 closing date.

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
Intermediate Results Indicators							
Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
Marked for Deletion	Enabling environment for policies to mitigate climate change	<input type="checkbox"/>	Yes/No	Value	Yes	Yes	Yes
				Date	14-Feb-2011	20-Dec-2013	13-Nov-2014
				Comment	There is a number of ongoing mitigation related initiatives, but the baseline remains to be defined upon beginning of project implementation.	The Government counts with a Governmental Committee on Climate Change and has approved a National Climate Change Strategy.	Enabling environment for adoption of policies to mitigate climate change has been strengthened by targeted sectors (energy and transport, waste, agriculture and forestry) having access to mitigation-related information (e.g. updated and new GHG emission inventories) and feasible options and policies and measures for climate change mitigation.
Marked for Deletion	Estimated GHG intensity of the proposed mitigation policies and measures	<input type="checkbox"/>	Number	Value			
				Date	14-Feb-2011	20-Dec-2013	13-Nov-2014
				Comment	To be generated	Implementation of	No specific

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
					through related TNC studies under component 1.	component 1 is at its initial stage as described under Implementation Status Overview.	numeric target was set for the GHG intensity (mitigation potential) of the proposed mitigation options, but they are to identify their estimated potential to reduce related GHG emissions.
Marked for Deletion	Enabling environment for policies to adapt to climate change	<input type="checkbox"/>	Yes/No	Value	Yes	Yes	Yes
				Date	14-Feb-2011	20-Dec-2013	13-Nov-2014
				Comment	There is a number of ongoing adaptation related initiatives, but the baseline remains to be defined upon beginning of project implementation.	The Government counts with a Governmental Committee on Climate Change and has approved a National Climate Change Strategy.	Enabling environment for adoption of policies to increase resilience to climate change has been strengthened by targeted sectors having access to new adaptation-related information: Regional Circulation Models (RCMs); climate change scenarios generated through

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
							various RCMs; and studies on impacts of past climate variability and change in the country, as well as to sectoral impact and vulnerability studies and feasible options and policies and measures for climate change adaptation.
Marked for Deletion	Estimated total losses and benefits of the proposed adaptation policies and measures	<input type="checkbox"/>	Number	Value			
				Date	14-Feb-2011	13-Dec-2013	13-Nov-2014
				Comment	To be extracted, if feasible, based on ongoing initiatives to be identified along the studies under component 2.	Please see progress updates under Implementation Status Overview.	No specific numeric target was set for the total losses and benefits of the proposed adaptation options and P&M, but they are to present an attractive cost-benefit ratio.
Marked for Deletion	Increased awareness on climate change concerns	<input type="checkbox"/>	Percentage	Value			
				Date	14-Feb-2011	13-Dec-2013	13-Nov-2014
				Comment	The survey used in conjunction	Please see progress updates under	At least satisfactory

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
					with each TNC event will include questions on the general awareness level of the respondents prior to their involvement with the TNC.	Implementation Status Overview.	percentage (50-75%) of the survey responses collected at the TNC events confirms increased understanding on climate change, and at least satisfactory amount (50-75%) of the registered teachers have approved the designed distance course on climate change.
Marked for Deletion	Timely project implementation	<input type="checkbox"/>	Percentage	Value			100.00
				Date	14-Feb-2011	13-Dec-2013	13-Nov-2014
				Comment	No meaningful baseline.	The Project Implementation Unit (PIU) has consolidated its staff. Overall, the PIU is complying with an action plan to speed up project implementation with a satisfactory manner. However, actual project execution remains low as the nature of	All the planned studies are expected to be initiated and delivered in a timely fashion.

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
						the project design implies a lot of up-front work on procurement before actual execution.	
New	Level of progress achieved in creating the targeted information base for climate mitigation	<input type="checkbox"/>	Percentage	Value	0.00	49.00	100.00
				Date	14-Feb-2011	17-Dec-2014	30-Jun-2015
				Comment	Studies carried out within the framework of the Second National Communication (2000 inventory of GHGs/ mitigation studies as of 2007)	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.
New	Level of progress achieved in creating the targeted information base for climate adaptation	<input type="checkbox"/>	Percentage	Value	0.00	75.00	100.00
				Date	14-Feb-2011	17-Dec-2014	30-Jun-2015
				Comment	Studies carried out within the framework of the Second National Communication (adaptation studies as of 2007)	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.
New	Level of participation in the development of the mitigation studies by the key agencies	<input type="checkbox"/>	Number	Value	0.00	8.00	8.00
				Date	14-Feb-2011	17-Dec-2014	30-Jun-2015
				Comment	Key agencies participated in the	The methodology used to measure the	The methodology used to measure

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
					identification of the priority topics to be addressed under the TNC mitigation component during the project design	result is described in Annex 1 of the December 2014 project restructuring paper.	the result is described in Annex 1 of the December 2014 project restructuring paper.
New	Level of participation in the development of the adaptation studies by the key agencies	<input type="checkbox"/>	Number	Value	0.00	7.00	7.00
				Date	14-Feb-2011	17-Dec-2014	30-Jun-2015
				Comment	Key agencies participated in the identification of the priority topics to be addressed under the TNC adaptation component during the project design	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.
New	Proportion of procurement processes initiated	<input type="checkbox"/>	Percentage	Value	0.00	76.00	100.00
				Date	14-Feb-2011	30-Sep-2014	30-Jun-2015
				Comment		The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.
New	Proportion of procurement	<input type="checkbox"/>	Percentage	Value	0.00	33.00	100.00

Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
	processes completed			Date	14-Feb-2011	30-Sep-2014	30-Jun-2015
				Comment		The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.	The methodology used to measure the result is described in Annex 1 of the December 2014 project restructuring paper.

Annex 3. Economic and Financial Analysis

This is a GEF enabling activity, thus a formal economic analysis for investment was not done neither at appraisal nor at completion.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Marcelo Acerbi	Senior Environmental Specialist	GENDR	TTL
Tuuli Bernardini	Environmental Specialist	GENDR	Climate Adaptation
Federico Scodelaro	Chemical Engineer, JPA	LCSSEN	Environment
Seraphine Haeussling	Climate Change Consultant	LCSSEN	Environment
Sofia Alejandra Garcia	Civil Engineer, JPA	LCSSEN	Environment
Estela Santalla	Climate Change Consultant	LCSSEN	Environment
Ana Grofsmacht	Procurement Analyst	GGODR	Procurement
Daniel Chalupowicz	Financial Management Specialist	GGODR	Finance
Alejandro Alcala Gerez	Senior Counsel	LEGES	Legal
Victor Ordonez	Senior Finance Officer	WFALN	Finance
Maria Emilia Sparks	Team Assistant	LCC7C	Adm. Support
Walter Vergara	Lead Chemical Engineer	ENV	Peer Reviewer
Richard Hosier	Senior Energy Specialist	GEEDR	Peer Reviewer
Richard Damania	Lead Economist	GWADR	Peer Reviewer
Supervision/ICR			
Tuuli Bernardini	Environmental Specialist	GENDR	TTL
Paula Agostina Di Crocco	E T Consultant	GGODR	Financial Mgmt.
Gustavo Adrian Canu	Procurement Specialist	GGODR	Procurement
Pablo Francisco Herrera	Environmental Specialist	GENDR	Environment
Fabiola Altimari Montiel	Senior Counsel	LEGLE	Legal
Graciela Dora Broda	Team Assistant	LCC7C	Adm. Support (CO)
Beatriz Iraheta	Lang. Program Assistant	GENDR	Adm. Support (HQ)
Peter M. Brandriss	Operations Analyst	GENDR	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		
FY09-FY11	8.44	27,335.65
Supervision/ICR		
FY11-FY15	38.26	115,557.18
Total:		142,912.83

* It is to be noted that due to budget restrictions and the considerable time the project support required, only a part of the staff time used to support the project was actually charged against the project code.

Annex 5. Beneficiary Survey Results

1. The Bank team developed and processed a qualitative on-line survey to collect opinions and perceptions on the TNC final results and the project as a whole from a total of 81 individuals in late October-early November 2015; 43 SC and 16 TAC members and alternates and 22 COFEMA focal points. A total of 24 responses (30 percent) were collected; 10 from the SC representing nine GoA agencies, nine from COFEMA and five from the TAC (two civil society and research/academic and one labor organization representatives). The results do not allow broad or solid conclusions, but together with a small number of face-to-face interviews conducted during the ICR mission, they do provide valuable qualitative input to assessing the project results.
2. Overall, the vast majority of the respondents evaluated their own level of participation in the project as moderate. Regarding their understanding of the climate change problematic they gained through their participation in the project, 60 percent of SC, 77 percent of COFEMA, and 80 percent of TAC respondents stated satisfactory or highly satisfactory result. TAC and COFEMA members valued also the quality of the final mitigation and adaptation studies slightly more positively than the SC members.
3. Regarding the respondents' valuation of the level of greater capacity to address mitigation or adaptation P&M by their own agency/province/organization, 33 percent of the nine responding SC representatives stated a satisfactory level of capacity increase and 56 percent a modest level; in case of COFEMA, 71 percent of the seven respondents to the question stated a satisfactory or highly satisfactory level, and 100 percent of the 4 responding TAC representatives stated a satisfactory level. A related comment from a COFEMA representative describes both the particular provincial-level as well as the national situation: "There is no overall policy coordination or action in our province to bring the project findings or recommendations forward. It takes time to assimilate these results and transform them into concrete action steps such as related projects. Further, as the country is processing a change of government, applicability of any new P&M needs to be discussed with the new authorities."
4. Regarding the thus far application of the project results, particularly the climate modeling results to conduct further sector studies, most of the respondents stated the results had not yet been, but were expected to be used by their respective agency/organization. A labor organization stated they are already using the climate scenarios on a specific study on defining fair labor transition strategies within the energy and agricultural sectors.
5. In terms of overall final comments on the project, respondents highlighted the importance of continuing the communication and dissemination of the project results and applying them in further development of the National Climate Change Strategy. A COFEMA representative highlighted, beyond the valuable technical material provided by the project, the importance of the continued exchange with the PIU/SAyDS staff and the other provincial representatives: "Over time, a valuable group of focal points was formed for future interactions."

6. Regarding the information base used for certain parts of the estimated mitigation potential, a Ministry was criticized for not using the correct, most updated available information on current prices of specific cleaner technologies that are available.

7. Overall, the five GTA respondents expressed high valuation of the project results: “Progress has been made in systematization of information and active participation of different sectors.” Further, it was stated: “...the challenge of participating in this type of project served to internalize the problem of climate change in our institution.”

Annex 6. Stakeholder Workshop Report and Results

Please see Annex 5 that is also pertinent for stakeholders.

Annex 7. Summary of Recipient's ICR and/or Comments on Draft ICR

Recipient's Comments on Draft ICR (Summary in English)

The SAYDS provided inputs to the draft ICR as requested by the Bank, e.g. on Annex 1 on the project costs and financing and the above summary of the recipient's completion report. The comments from the SAYDS on the draft ICR were submitted as embedded comments in the ICR electronic file rather than as a separate communication. They largely involved technical suggestions and clarifications rather than offering different views or opinions on the substantive findings, with the exception of the comments detailed below on the coverage of some of the studies listed in Annex 2. Since the comments were not in the form of stand-alone document, they are summarized below rather than included in their entirety

- Post-completion Operation/Next Phase, paragraph 42; also paragraph 59 on the BUR and 69 on the overall outcome rating: The SAYDS confirmed the UNFCCC submission of the final TNC and BUR reports took place on December 9, 2015. This was reflected in the respective parts of the final ICR.
- Main Objectives, paragraph 49 on the information base: The SAYDS requested clarification on the presentation of the sectors and economic activities covered by the TNC studies both on mitigation and adaptation. The respective sentences were modified in the final ICR.
- Building institutional capacity among key members of the Steering Committee, paragraph 60: The SAYDS preferred to refer to the Warsaw Agreements at COP 19 as the initial moment of the INDCs preparation, instead of the broader interpretation of the related background having started already at COP 16 in Cancun. The comment was reflected in the final ICR.
- Other Unintended Outcomes and Impacts, paragraph 73: The SAYDS confirmed there were none.
- Annex 2 on outputs by component, adaptation part of the table, section (2): Regarding the study on climate vulnerability of the agricultural sector, the SAYDS requested to remove the statement "The study includes qualitative analyses in most topics." Further, related to the activities "Develop actions to improve adaptation on (i) eco-regions and ecosystem services; (ii) agricultural sector; and (iii) energy sector, the SAYDS did not agree with the statement that the elaboration of the identified adaptation measures did not cover the scope of the expected work. The SAYDS argued that the time available for conducting the studies did not allow said coverage. The Bank agrees with the fact in terms of the performance of the contracted consultants. However, the statement was not revised as the time finally available for the consultants to conduct the studies does not change the originally expected scope of the same.

- Map at the end of the ICR: The SAyDS requested the Bank to replace the map provided by the Bank GSD Map Design Unit by the Argentine map that is approved by the National Geographic Institute. The latter presents the disputed Falkland Islands as Argentine territory, as well as the Argentine part of the Antarctic. The Bank was not able to accommodate this request as its official documents can only present maps obtained from the GSD Map Design Unit.

Note: The recipient prepared a 35-page completion report (June 2015) that is archived in the Bank's project files. The following summary comprises the key evaluative sections of the report.

LOGRO DE LOS OBJETIVOS DE DESARROLLO DEL PROYECTO

Para llevar adelante la evaluación final de los resultados del proyecto, se dividieron los productos previstos en el Documento de Evaluación de Proyecto (Informe N° 54488-AR, Anexo 4) en función de su relación con los tres objetivos principales de Componentes 1 y 2 y el objetivo del Componente 3. Luego, se evaluó el nivel de cumplimiento de cada uno.

Componente 1: Aprovechamiento del Potencial Nacional para la Mitigación del Cambio Climático

Objetivo 1: Mejora y desarrollo del inventario nacional de emisiones de gases de efecto invernadero (GEI) del Receptor, incluida la provisión de apoyo para fortalecer la capacidad técnica del Receptor para la modelización, análisis y proyección de las emisiones de GEI.

Se alcanzó la mayor parte de los objetivos esperados: Se ha realizado el inventario del año 2012 junto con las series históricas desde el año 1990 y las proyecciones hasta 2030. Se revisaron los inventarios anteriores, se desarrollaron fichas provinciales de emisiones y patrones de emisión por sector. También se compararon los resultados del inventario utilizando las dos directrices metodológicas propuestas por el IPCC (1996 y 2006) y se plasmó en un informe todos los obstáculos encontrados y sus posibles opciones de mejora. Los principales hallazgos de dicho informe se vinculan principalmente a dificultades a la hora de identificar la información relevante, tales como dispersión de fuentes de datos, inconsistencias entre diferentes fuentes de información, no sistematización de los métodos de obtención de los datos de origen, falta de valores de incertidumbres asociados a los datos consignados por las fuentes de información, carencia de factores de emisión locales, limitaciones de información al nivel de desagregación necesario, entre otros.

Objetivo 2: Realización de estudios sobre el potencial de mitigación en los principales sectores económicos y emisores de GEI del Receptor, con el propósito de identificar medidas de mitigación prioritarias.

Se alcanzó la mayor parte de los objetivos esperados: Se desarrollaron informes de

mitigación sectoriales y específicos cubriendo las fuentes de emisión más relevantes (energía, industria, residuos, agricultura, ganadería, cambio de uso de suelo y silvicultura, transporte y eficiencia energética). En dichos estudios, las medidas fueron analizadas teniendo presente diferentes aspectos: reducción de emisiones, costos, co-beneficios e impactos sociales y ambientales, barreras, entre otros.

Objetivo 3: Mejora de un marco habilitante para la implementación de medidas de mitigación, incluido el diseño y provisión de un conjunto de políticas y medidas de mitigación destinadas a integrar el cambio climático en la estrategia de desarrollo y programas sectoriales del Receptor.

Este tercer objetivo del Componente no logró cumplirse según planeado. Sin embargo, como resultado de los estudios de mitigación, se identificaron posibles Acciones Nacionales Apropriadas de Mitigación (NAMAs, por su sigla en inglés) en cada uno de los sectores. También, teniendo en cuenta el marco de las negociaciones internacionales sobre cambio climático, en el cual cada país debe elaborar y presentar una Contribución Prevista y Nacionalmente Determinada (INDC, por sus siglas en inglés) con miras a un próximo acuerdo global vinculante de la CMNUCC, el abundante volumen de información generado por el Componente 1 se convirtió en el insumo principal del proceso de desarrollo de los aspectos de mitigación de la INDC que la Argentina presentó a la CMNUCC el 1º de octubre de 2015.

Componente 2: Fortalecimiento de la Agenda Nacional de Adaptación

Objetivo 1. Provisión de apoyo para la realización de escenarios de modelización socioeconómica y de cambio climático, destinados a la identificación de acciones prioritarias e impactos, costos y beneficios esperados (usando como base las conclusiones de la SNC, según corresponda).

El estudio de Modelos Climáticos, realizado por el Centro de Investigaciones del Mar y la Atmósfera (CIMA) bajo la Universidad de Buenos Aires (UBA) por una contratación directa, se desarrolló a la cabalidad según lo planificado.

El objetivo general del estudio Modelos Climáticos fue generar, analizar y sintetizar la información sobre cambios climáticos observados y proyectados para este siglo en la Argentina, que pueda servir como base para las decisiones sobre políticas de adaptación al cambio climático del país. El estudio Modelos Climáticos cuenta con dos productos principales: un Informe y una Base de Datos.

El Informe contempla el estado del clima en el pasado reciente (desde la segunda mitad del siglo XX) tanto como el clima proyectado para el futuro (siglo XXI) de la Argentina. Se basa en una detallada revisión y uniformización de literatura existente, pero sobre todo en los análisis de los nuevos resultados generados en el marco del estudio. El informe está dividido en un informe generalizado sobre cambios climáticos de todo el país, incluyendo una detallada descripción de la metodología utilizada en la generación de los escenarios de cambio climático, y, además en un informe por cada una de las cuatro

regiones del país, a saber: Región Húmeda, Región Centro, Región Andes y Región Patagonia, Antártida e Islas del Atlántico Sur. El informe analiza los campos medios anuales y estacionales de precipitación y los campos medios anuales de temperatura media, mínima y máxima de temperatura, tanto como sus tendencias en clima observada y proyectada. Además se analizan seis extremos de temperatura y cinco extremos de precipitación en cuanto a sus valores medios y tendencias. Los 11 extremos fueron elegidos entre 27 extremos del “Expert Team on Climate Change Detection and Indices” por su relevancia para estudios de impacto en la Argentina. Para la generación de los escenarios de cambio climático, se partió de los resultados de 42 modelos climáticos globales de AR5 y 11 modelos climáticos regionales del proyecto Sudamericano-Europeo CLARIS LPB. Estos 53 modelos fueron evaluados en cuanto a su representación de 10 índices del clima pasado sobre las cuatro regiones anteriormente mencionados, y a partir de esta evaluación se eligieron los cuatro mejores modelos por región. Luego los resultados de estos modelos fueron corregidos y las correcciones fueron aplicadas sobre cada escenario de cambio climático.

La Base de Datos, disponible en <http://3cn.cima.fcen.uba.ar/>, contiene todos los datos observados y simulados que fueron analizados en el informe. El formato de los datos tanto como la arquitectura de la base y el diseño de su interfaz web fueron especialmente desarrollados pensando en las consultoras que realizarían los estudios de impacto, vulnerabilidad y adaptación al cambio climático. Una versión de evaluación se facilitó a la UEP, al Banco Mundial (Banco), al Comité de Conducción y al Gabinete Técnico Asesor a mediados de 2014 y, a fines del mismo año la base de datos se liberó para acceso público. Hasta mediados de diciembre de 2015, se han registrado 680 usuarios en la base de datos y se han realizado más que 74.478 consultas y 7703 exportaciones de archivos (descargas). Para apreciar el tamaño de la base de datos se destaca que abarca 10.400 ubicaciones, cubriendo la Argentina, Antártida e Islas del Atlántico Sur. Comprende 156 millones de datos observacionales provenientes de 6 bases de datos y 23.700 millones de datos simulados de los 13 modelos que mejor representan el clima de Argentina.

Objetivo 2. Realización de estudios para el desarrollo ulterior de acciones prioritarias de adaptación necesarias para fortalecer la preparación del Receptor para los impactos del cambio climático en las áreas identificadas como más vulnerables.

En lo que respecta a los estudios sobre impacto y vulnerabilidad y adaptación, sobre la base de la reestructuración realizada en diciembre de 2014, se redefinieron algunas metas de los resultados esperados, superando la meta de estudios sobre adaptación al cambio climático oportunamente redefinida. En este sentido, se pasó a desarrollar 9 estudios sectoriales en lugar de 2, los cuales suman un total de 19 consultorías individuales, superiores a las 14 contrataciones basadas en calidad y costo previstas en el marco de resultados originalmente revisado para la reestructuración.

Objetivo 3. Mejora de un marco habilitante para la implementación de medidas de adaptación, incluido el diseño y provisión de un conjunto de políticas y medidas de

adaptación, destinadas a integrar el cambio climático en las estrategias de desarrollo y programas sectoriales del Receptor.

No se pudo realizar el estudio debido a que el tiempo de ejecución del Proyecto no resultó suficiente.

Componente 3: Fortalecimiento Institucional, Desarrollo de Capacidad y Gestión de Información

Objetivo: Fortalecer la capacidad institucional de las organizaciones integrantes del Comité de Dirección del Proyecto, y difundir los resultados de la TNC a un amplio público. Los esfuerzos de difusión deben estar orientados por una estrategia integral de comunicación. Se deben adaptar los mensajes y los canales de comunicación en función de diversos públicos objetivo.

En una primera etapa las necesidades de la TCN respecto al fortalecimiento institucional se orientaban a la conformación del Comité de Conducción (CC) y Gabinete Técnico Asesor (GTA), como así también a la designación – a través del COFEMA – de puntos focales provinciales. En tal sentido, para el monitoreo y evaluación, primero se tomó en cuenta el número de las designaciones recibidas en cada órgano. En el CC, participaron un total de 26 agencias públicas; en el GTA ocho organismos no gubernamentales, y del COFEMA se lograron la designación de 22 puntos focales provinciales (sobre un total de 24 jurisdicciones). Esta arquitectura institucional fue utilizada para someter a consulta y evaluación los distintos términos de referencia e informes de avance y finales de Componentes 1, 2 y 3.

Una vez alcanzadas las metas de la participación, se acordaron dos nuevos indicadores: *Nivel de participación en el desarrollo de los estudios de mitigación/adaptación por parte de organismos claves que integran el Comité de Conducción*, respectivamente. En ese sentido la *participación* fue definida como la contribución con al menos un comentario relevante sobre el documento revisado. Las metas definidas para cada indicador fueron alcanzados.

Dado el poco tiempo que quedó para presentar los resultados de los estudios concluidos previo al cierre del Proyecto, quedaron pendientes varias acciones del Componente 3, pensadas originalmente en la estrategia de comunicación. Entre ellas se destaca la elaboración de materiales educativos, tanto para nivel primario como secundario. Respecto a la articulación con las provincias, se organizaron talleres y jornadas para la difusión de actividades y un evento de difusión de los resultados e informes preliminares de la TCN en cada una de las seis regiones del COFEMA. Por otro lado, la UEP desarrolló una página web con una difusión amplia de las actividades del Proyecto, incluyendo la publicación completa de los informes finales de los estudios realizados.

Hacia finales del Proyecto, la Secretaría de Ambiente y Desarrollo Sustentable, a través de la Dirección de Cambio Climático, exploró alternativas para elaborar el Informe Final de la Tercera Comunicación Nacional así como para poder llevar a cabo las actividades

de difusión y capacitación pendientes. Se logró un financiamiento de la Comisión Económica para América Latina y el Caribe (CEPAL) para la compilación de los informes finales de la TCN y el primer BUR de la Argentina.

Componente 4: Gestión del Proyecto

Cabe mencionar que el Banco ha sido riguroso en el cumplimiento de sus estándares, a los cuales la UEP ha respondido exitosamente en cada uno de ellos.

Respecto a la sostenibilidad de los resultados del Proyecto, desde la SAyDS se habilitarán todos los mecanismos institucionales correspondientes para poder lograr con mayor éxito el objetivo último del Proyecto, teniendo presente las limitaciones que el mismo ha sufrido durante toda su ejecución.

Ante el cierre del Proyecto a mediados de 2015, con el escaso tiempo disponible se realizó un replanteo de las actividades restantes, dado que fue necesario rearmar otros valores en función de nuevos compromisos, contratos y consultorías. Esta situación llevó a ajustar los informes que se envía a áreas gubernamentales de Economía, Control Presupuestario y Administración, y complementariamente se calcularon los pedidos de desembolsos y comenzaron las tareas de cierre contable. Se realizaron las gestiones y justificativas finales del Proyecto, cerrando cuentas bancarias y realizando transferencias definitivas.

LECCIONES APRENDIDAS

El análisis de desempeño respecto de los logros alcanzados y de los principales inconvenientes experimentados durante la etapa de ejecución del Proyecto permite formular las siguientes conclusiones y recomendaciones que a continuación se detallan:

Aspectos generales

En primer lugar, cabe mencionar un aspecto referido al diseño del Proyecto ya que en el cronograma de ejecución inicial la SAyDS y el Banco Mundial no consideraron adecuadamente los tiempos que demoran los procesos administrativos, los cuales retrasaron sustancialmente el inicio efectivo de los estudios previstos por el Proyecto.

Por otro lado, el plazo previsto para la apertura de la cuenta para recibir los fondos de la donación se extendió considerablemente por cuestiones que trascendieron a la Unidad Ejecutora. Ello llevó, a su vez, a que se aplazara la fecha de inicio del Proyecto, la cual inicialmente estaba estipulada para el 2 de mayo de 2011. El Decreto 899/12 por el cual se aprobó la donación recién tuvo lugar en junio de 2012, realizándose el primer desembolso en diciembre de 2012.

Los procesos de revisión de términos de referencia (TdRs), informes de avance e informes finales han demandado más tiempo del previsto tanto por las modificaciones solicitadas por el Banco Mundial como por parte de los miembros del CC y del GTA. Sin embargo, no se trató de una instancia que pudo reducirse ni omitirse ya que de ella

dependió sustancialmente la calidad de los productos. Es por ello, que la UEP realizó todos los esfuerzos para agilizar y profundizar dichos mecanismos.

La ejecución del Proyecto ha demostrado que los indicadores con los que contaba el mismo en su etapa inicial no eran los adecuados para medir la eficacia del Proyecto y la participación de los actores clave. Estos se encontraban muy enfocados en los resultados finales de los estudios y actividades previstos¹². Este aspecto mereció especial atención ya que la adicionalidad del Proyecto se basó justamente en lograr la incorporación de la problemática del cambio climático en la agenda de los organismos gubernamentales. En este sentido, si bien se buscó cumplir en primer término con las obligaciones asumidas con la CMNUCC, esto es, presentar la Comunicación Nacional, también se hicieron todos los esfuerzos tendientes a lograr que la misma aporte información relevante y actualizada del fenómeno en nuestro país, lo cual ha sido alcanzado.

Por último, resulta clave destacar que al encontrarse la UEP dentro de la estructura institucional de la SAyDS, se contó con un esquema interno específico para la firma de los contratos y/o convenios, el cual no fue considerado al momento de la preparación del Proyecto. Por lo expuesto, fue necesario reformular en diversas oportunidades el plan de ejecución del Proyecto, debido a que los plazos que se consideraron al inicio no permitieron la ejecución de la cantidad de estudios y actividades previstos originalmente.

Cuestiones relativas a los diferentes Componentes del Proyecto

En lo concerniente al Componente 1 y con relación a la validez de las metas planteadas, el análisis indica que el factor que más incidió en su incumplimiento fue el establecimiento de metas temporales que no contemplaran todo el trabajo de preparación que se requiere para poner en marcha los procesos de contratación del Componente. Además, del análisis realizado se desprende que al formular el plan original existió una importante sub-valoración de los plazos de las diferentes etapas de los procesos de contratación respecto de los reales.

Particularmente, en lo que respecta a los procesos iniciados del Componente 1, se trataba en todos los casos de la primera vez que se aplicaban los métodos de Selección basada en la Calidad y el Costo (SBCC) y Selección basada en las Calificaciones de los Consultores (SCC) en el marco del Proyecto. Esto significó que los mismos debían ser revisados previamente por el Banco. En la práctica esto hizo que los tiempos requeridos se duplicaran, ya que cada instancia debía ser revisada y aprobada por la agencia de implementación.

¹² Cabe mencionar que en el diseño del Proyecto se previó que el sistema de monitoreo y evaluación requerirá más trabajo para ser operativo: “Monitoreo y evaluación: El Proyecto contará con un sólido sistema de monitoreo y evaluación (M&E). La UEP será responsable del M&E general del Proyecto. En el Manual Operativo se incluirá un sistema detallado y normas de M&E.”

Por otro lado, considerando la especificidad de los estudios y la imposibilidad de formar listas cortas con firmas de la misma naturaleza, derivó en la necesidad de un cambio en los métodos de contratación. Estas cuestiones generaron, a su vez, retrasos que no estaban previstos. Adicionalmente, el Manual Operativo del Proyecto indicaba límites en los montos para la definición de métodos de contratación estrictos, según las reglas del Banco a nivel de su portafolio en la Argentina. Esto también aportó al desvío de las metas planteadas. Además, el hecho de no contar con un formato modelo para el pedido de propuestas para el método SCC hizo que éste tuviera que desarrollarse desde la UEP. Esto generó varios intercambios y correcciones solicitadas por el Banco que resultaron en atrasos a los plazos planeados originalmente.

Por otro lado, también se considera que el Plan de Adquisiciones no debió definirse tan exhaustivamente para todos los estudios previstos del Proyecto en la instancia de diseño de éste. En ese momento, ni siquiera estaba conformada la UEP con los responsables técnicos de cada área y se tomaron decisiones que afectaban notablemente la flexibilidad del Proyecto, sin el asesoramiento necesario. Que se hayan definido los métodos de contratación para todos los estudios, sin tener en cuenta las características específicas de cada uno, restringió notablemente la flexibilidad a lo largo del Proyecto y obligó a invertir mucho tiempo en las gestiones requeridas por el Banco para cambiar el método de contratación de los estudios.

Por otro lado, se considera que en la etapa de diseño también se subestimaron los tiempos que iban a requerirse para llevar adelante un proceso tan participativo como lo fue la TCN. Los envíos de TdRs e informes a revisión por parte de los órganos institucionales y el Banco insumieron mucho más tiempo del planificado.

Respecto del Componente 2, resulta importante destacar que el CIMA, que elaboró el estudio referido a Modelos Climáticos, dependiente de la Universidad de Buenos Aires, tiene un proceso de contratación complejo el cual no estaba previsto en el cronograma de ejecución del Proyecto elaborado en la etapa de diseño. La Universidad de Buenos Aires requirió, previo a la firma de un contrato, la celebración de un convenio marco con la contraparte. Además, no puede aceptar el contrato modelo del Banco en su forma original, siendo objeto de negociación entre la UBA y la SAyDS. Para futuros contratos a celebrarse con universidades y/o centros de investigación nacionales deberán considerarse estas cuestiones.

En cuanto al abordaje de “Impactos y Vulnerabilidad del CC y Adaptación” del Componente 2, también son válidas las lecciones comentadas por el Componente 1, respecto a las metas temporales y lo referente al método SCC. Se suma a ello que gran parte de los expertos sectoriales del Banco que revisaron los documentos apoyando el equipo responsable desconocen las realidades y particularidades del país (metodológicas, legales, territoriales, de conflictos, etc.).

Otra de las lecciones aprendidas es, que si bien en el país no son muchos los consultores expertos en la temática, todos los profesionales contratados han demostrado un interés

supremo por formar parte de Proyecto, superando con extrema responsabilidad y profesionalismo el cumplimiento de los objetivos específicos y por ende el alcance de los estudios.

Respecto del Componente 3, el involucramiento de los destinatarios de la información resultante de la TCN se ve acrecentado a partir de las tareas de difusión en los distintos puntos del país. Con las jornadas de difusión se logra un alto nivel de participación, se refuerzan y generan vínculos y se abren canales de diálogo e intercambio. En este escenario queda evidenciado que una forma de llegar a los actores clave, tomadores de decisión e interesados en general es el encuentro presencial visitando las provincias y generando espacios de diálogo tanto con referentes técnicos, como con tomadores de decisión. En este sentido se realizaron, hacia el final del Proyecto, encuentros en Misiones, Mendoza, Salta, Tierra del Fuego y Ciudad de Buenos Aires. En total participaron más de 400 personas.

Respecto a la participación de organismos institucionales en la revisión de TdRs, informes de avance y finales cabe señalar que muchas veces el volumen de información generada por la TCN generó una sobrecarga de trabajo a los técnicos y expertos de esos organismos. En varias oportunidades hemos recibido pedidos de extensión del plazo para que los expertos pudieran revisar debidamente los materiales enviados.

En relación al Componente 4, la falta de cobertura de algunos puestos clave de la Unidad Ejecutora durante el inicio de la ejecución, en particular el Coordinador de Comunicación y el Especialista de Adquisiciones generó ciertos retrasos, los cuales se reflejaron en la dinámica de dichas áreas. Sin embargo, resulta importante destacar que durante el inicio del Proyecto, el personal de la UEP adquirió una amplia experiencia respecto de los procesos de contratación de firmas consultoras. La UEP destaca la importancia de eficientizar los procesos relativos a la selección de firmas consultoras con el objetivo de agilizar los plazos de contratación. En este sentido, se ha identificado que contar con el asesoramiento del Especialista de Adquisiciones del Banco asignado al Proyecto a lo largo de cada uno de los procesos a llevar a cabo, facilita el cumplimiento de los objetivos del Proyecto en tiempo y forma.

Referido a la Gestión Financiera es importante destacar para futuros proyectos que una vez que se inicie el acuerdo del préstamo o donación, inmediatamente se deberán obtener las autorizaciones necesarias de la Tesorería General de la Nación y de la Oficina Nacional de Presupuesto, que permita la apertura de las cuentas ante el banco asignado y acelerar los tiempos para el primer desembolso.

CONCLUSIONES

A modo de síntesis de las conclusiones obtenidas puede indicarse que las principales causas que impidieron el logro de los resultados esperados fueron: problemas coyunturales de la SAYDS que afectaron la ejecución incrementando los tiempos de gestión y un cronograma de ejecución ambicioso en relación a los tiempos de ejecución,

habiéndose subestimado los tiempos y plazos necesarios para los procesos de contratación de los estudios.

La experiencia indica que el Proyecto no ha presentado dificultades respecto de las cuestiones técnicas, sino meramente administrativas. En este sentido, no debe dejar de considerarse que el funcionamiento de la UEP dentro de la SAyDS permite al organismo responsable de la definición de las políticas ambientales, la inclusión y consideración de temáticas de relevancia a nivel nacional en las actividades previstas por el Proyecto, lo cual agrega un gran valor a los estudios que han sido generados.

Por último, es importante destacar que si bien el plazo de ejecución del Proyecto no resultó suficiente para llevar a cabo la totalidad de los estudios y actividades planificados, el proceso participativo aplicado para los diferentes TdRs, informes de avance e informes finales en coordinación con las agencias gubernamentales relacionadas y otros sectores clave de la sociedad facilitará el desarrollo de futuros estudios en sectores clave. Este Proyecto ha logrado un amplio consenso en lo que se refiere a los estudios a ser contemplados en la Comunicación Nacional: sus alcances y objetivos, y finalmente se espera también su apropiación por parte de dichos organismos. La calidad de estudios resultante permitirá a los tomadores de decisión evaluar las estrategias a seguir para la incorporación de la temática a los planes de desarrollo sectoriales, contando con información precisa y actualizada. Además, el Proyecto supo responder a las vicisitudes surgidas en relación al tiempo de ejecución, debiendo dejar de lado algunos estudios pero incorporando nuevos adecuados en el marco temporal previsto para su ejecución.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

N/A

Annex 9. List of Supporting Documents

The Project Appraisal Documents is available in English at:

<http://documents.worldbank.org/curated/en/2010/12/13548072/argentina-third-national-communication-united-nations-framework-convention-climate-change-project>

The Project Appraisal Documents is available in Spanish at:

<http://documents.worldbank.org/curated/en/2010/12/13994271/argentina-third-national-communication-united-nations-framework-convention-climate-change-project-argentina-proyecto-relativo-la-tercera-comunicacion-nacional-la-convencion-marco-de-naciones-unidas-sobre-cambio-climatico>

The disclosed Bank Project Implementation Status Reports are available through the Project's document site at the InfoShop:

<http://www.worldbank.org/projects/P116974/ar-third-national-communication-unfccc?lang=en>

All the final TNC reports, in Spanish and with an executive summary in English, are available at the SAYDS Project website through the hyperlinks presented below:

Resumen Componente Inventario y Mitigación
Inventario de GEIs Argentina

Capítulo	Volumen 1. Energía	Volumen 2. Procesos Industriales y Uso de Productos	Volumen 3. Agricultura, Ganadería y Cambio de Uso del Suelo y Silvicultura	Volumen 4. Residuos
Inventario GEIs	Inventario Anexos	Inventario Anexos	Inventario Anexos 1 2 3 4 5 Anexos Capas SIG 1 2 3 4 5 6	Inventario Anexos
Estudios de Mitigación	Informe EnergíaRenovable MEM Biocombustible y Biomasa Captura y Almacenamiento de Carbono Recuperación Sistema Ferroviario Eficiencia Energética en PyMES Anexos	Informe Anexos	Informe ReducciónDeforestación Forestación Agricultura Ganadería Curva de CMM Caña de Azúcar Anexos	Informe Anexos
Indicadores	Indicadores Anexo	Indicadores Anexos	Informe Anexo	Indicadores

Fichas Provinciales	Fichas Anexo	Fichas Anexos	Fichas Anexo	Fichas Anexos
Comparativa Guías IPCC	Informe Anexo	Informe	Informe	Informe
Plan de Mejora Inventarios	Informe	<i>Incluido en Informe Inventario GELs</i>	Informe	Informe
Acciones de Mitigación Identificadas	Informe	Informe	Informe	Informe

Instrumentos Financieros	Relevamiento Internacional / Anexo Relevamiento Internacional / Sistema Financiero
Escenario Socioeconómico	Informe

Informes Finales Componente Fortalecimiento de la Agenda Nacional de Adaptación

Agricultura y Ganadería. Impacto y Vulnerabilidad al Cambio Climático. Posibles Medidas de Adaptación
Impacto y Vulnerabilidad al Cambio Climático. Posibles Medidas de Adaptación. Región Cordillerana y de los Oasis de Piedemonte Andino
Impactos Sobre las Fuentes de Generación de Energía y Sobre la Demanda y Adaptación Frente al Cambio Climático
Mundo del Trabajo: Oportunidades, Desafíos y Adaptación al Cambio Climático
Ecorregiones y Servicios Ecosistémicos: Impacto y Vulnerabilidad al Cambio Climático. Posibles Medidas de Adaptación. Ecorregión Mar Argentino
Ecorregiones y servicios Ecosistémicos: Impacto y vulnerabilidad al cambio climático. Posibles medidas de adaptación. Región Patagonia
Vulnerabilidad y Adaptación de la Región Árida y Semiárida Frente al Cambio Climático
Turismo: Impacto y Vulnerabilidad al Cambio Climático. Posibles Medidas de Adaptación
Vulnerabilidad Social Amenaza y Riesgo Frente al Cambio Climático
Anexo 1 - 2 - 3 - 4 - 5 - 6

MAP

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