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National Programme Submission Form – Colombia

UN-REDD PROGRAMME TENTH
POLICY BOARD MEETING

25-28 June 2013

Lombok, Indonesia

National Programme (NP) Submission Form to the UN-REDD Programme Policy Board

1. Policy Board Submission

Policy Board Meeting <input checked="" type="checkbox"/> No. 10	Inter-sessional Meeting <input type="checkbox"/>
Date of Meeting: 26-27 June 2012	Date of Inter-sessional Decision:

2. National Programme Summary

Details of National Programme

Country	Colombia
Programme ¹ Title	Colombia's UN-REDD National Programme
Implementing Partner(s) ²	Ministry of Environment and Sustainable Development

Details of Participating UN Organizations' Representatives

UN Resident Coordinator <i>Name:</i> Fabrizio Hochschild <i>Title:</i> UN Resident and Humanitarian Coordinator	Contact details: <i>Telephone:</i> +57 1 4889000 Ext: 215 <i>Email:</i> fabrizio.hocschild@undp.org
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FAO: <i>Name:</i> Rafael Zavala <i>Title:</i> Country Representative	Contact details: <i>Telephone:</i> +94112504672 <i>Email:</i> FAO-LK@fao.org
UNEP: <i>Name:</i> Margarita Astrálaga <i>Title:</i> Regional Director, Regional Office for Latin America and the Caribbean	Contact details: <i>Telephone:</i> +507 301-3135 <i>Email:</i> Margarita.Astralaga@unep.org

Type of National Joint Programme

Full NP:	Initial NP
<input checked="" type="checkbox"/> New Full NP	<input type="checkbox"/> New Initial NP
<input type="checkbox"/> Continuation from an Initial NJP	<input type="checkbox"/> Continuation from previous funding
<input type="checkbox"/> Other (explain)	<input type="checkbox"/> Other (explain)

¹ The term "programme" is used for projects, programmes and joint programmes.

² Refers to National counterparts. List the lead entity first.

3. Executive Summary

Colombia has 58,635,000 hectares of forest that contain high biodiversity and of which approximately 54% is located in territories titled to indigenous groups (45.4%), Afro-Colombian communities (7.3%) and peasant communities (1.9%). Between 1990 and 2010, the country lost 6.2 million hectares; equivalent to a deforestation rate of 310,349 hectares/year, with the principal causes attributed to the extension of the agricultural frontier, illegal mining and illicit crops.

With the aim of adopting actions directed toward mitigating the effects of climate change, the Government of Colombia, in its National Development Plan 2010-2014, proposed to initiate a REDD+ national strategy as an alternate means for forest management and inclusive of actions with regard to climate change mitigation.

The Ministry of Environment and Sustainable Development (MADS) developed the REDD+ preparation document (R-PP) with the support of multiple institutions including civil society organizations, the Forest Carbon Partnership Facility (FCPF), the UN-REDD Programme and other donors. Previously, in October 2011 Colombia formally presented its R-PP (version 5) to FCPF Participant Committee, which it approved its fund allocation request. Since then, the R-PP has been revised and updated using the harmonized FCPF UN-REDD, R-PP template resulting in version number 7.0 The document was available for public comments between April 19th and May 8th at the [Ministry's REDD portal](#). This version was presented and discussed at a national workshop on May 9 and 10, 2013, with broad participation from national and regional government institutions, and various organizations from civil society, indigenous peoples, peasant's communities, Afro-Colombians, private sector, and NGOs. Comments received during this workshop were addressed in version 7 of the R-PP, which was submitted to the Secretariat as part of the documentation to be considered by the UN-REDD Programme's Policy Board.

The support requested from UN-REDD will contribute to the implementation of Colombia's R-PP, building upon the comparative advantages of the participating UN organizations of the UN-REDD Programme (FAO, UNDP and UNEP), concentrating their efforts in components 1) Organize and consult, 3) Develop a national forest reference emission level and 4) Design systems for national forest monitoring, and information on safeguards. Currently, Colombia has made significant progress in the development of a forest monitoring system. However, the formalization of an institutional structure for REDD+ is still needed, including the development of reference levels and a safeguards information system as part of the UNFCCC's requirements for participation in a future REDD+ mechanism.

In formulating the UN-REDD National Programme, during an initial UN-REDD mission undertaken in January 2013, the expectations and concerns expressed by the Government of Colombia as well as by NGOs, farmer's organizations and Afro-Colombian communities were taken into consideration. In addition, exploratory meetings were held to present the R-PP and the UN-REDD National Programme among key indigenous organizations, including the National Indigenous Organization of Colombia (ONIC), Organization of Indigenous Peoples of the Colombian Amazon (OPIAC), and the Association of Councils of Forest Matavén (ACATISEMA).

3. Executive Summary

The concerns of these organizations including but not limited to the goals of REDD+, its scope, risks, the social and political factors that may be involved and affected by the Programme's implementation as well as alternatives and possible forms of participation in the Programme were discussed. It is clarified that these meetings did not have a character of free prior and informed consent and that additional dialogue on REDD+ with these organizations is necessary, in order to better understanding their models of forest management and to address questions and concerns about REDD+.

The project document will include the recommendations for the implementation of a UN-REDD National Programme in Colombia, based largely on components 1, 3 and 4.

The UN-REDD Programme in Colombia proposes as an objective to support MADS, IDEAM, indigenous, Afro-Colombian communities, peasants and other stakeholders in preparation for REDD+ by improving technical capacity and participation mechanisms at the national and sub-regional levels. The main results to be achieved, by component, in the development of the UN-REDD Programme in Colombia are as follows:

In **component 1** of the R-PP, as the main result of the UN-REDD Programme, it is expected that relevant stakeholders are informed and trained to participate in decision-making on REDD+. For this reason, the Programme will work on: i) supporting the Ministry of Environment and Sustainable Development in the establishment and operation of a national REDD+ round table; ii) participatory assessment of interagency and community challenges and opportunities faced by REDD+ in indigenous territories; and iii) ensuring that the key stakeholders from indigenous, Afro-Colombians and farmer organizations and communities, as well as environmental authorities, are trained and able to engage in dialogue on climate change and forests. Partial and intermediate results of components 3 and 4 will be essential inputs for both the national round table for regional and national actor training and similarly will provide information for the assessment of the challenges and opportunities of REDD+ mechanisms. This component will be led by UNDP and MADS, in collaboration with FAO and UNEP.

The UN-REDD Programme in Colombia will not address **component 2** of the R-PP "Preparation of strategy", in which options to curb deforestation drivers are defined, based on governance structures, environmental management, sustainable management of ecosystems, economic and financial incentives, promotion of sustainable practices at the sector level management, promotion in the national protected areas system, promotion of conservation action and sustainable management in the context of alternative development to illicit crops, and capacity building in the country. This component will be addressed by other donors.

In **component 3**, taking into account Colombia's progress in this area and especially by the IDEAM, the result is aimed at ensuring that the country has adequate technical capacities for forest carbon reporting and establishing benchmark levels at a sub-national level. Products through which they will be achieved are: i) development of technical knowledge and skills for reporting greenhouse gasses (GHG), by both national and regional actors; and ii) construction of sub-national reference levels. This component will be led by FAO and the Institute of Hydrology, Meteorology and Environmental Studies (IDEAM).

3. Executive Summary

In **component 4**, it is expected as a result to have a strengthened forest monitoring system developed through decentralized and participatory processes and in accordance with the requirements of REDD+. The main expected products are: i) plan for implementation of national forest monitoring; ii) roles and coordination mechanisms defined (legal, technical and political) in the context of measurement, reporting and verification (MRV); iii) monitoring subsystem forest degradation; and iv) mapping multiple benefits information system on safeguards and identify priority areas for REDD+ identified based on carbon, environmental and social benefits. All products related to the forest monitoring system will be led by FAO and IDEAM, with close collaboration with UNDP, and those related to the multiple benefits system and safeguards by UNEP and the MADS will be in coordination with FAO and UNDP.

A steering committee will be established to guide implementation at the political level and to ensure technical quality and financial transparency, and a technical committee that will monitor Programme implementation. At an operational level there will be a Coordination Unit, ensuring joint action of Programme components, establishment of coordination mechanisms and communication with partners and Programme participants. Together, these actions will strengthen synergies with public institutions, civil society and indigenous organizations, Afro-Colombian communities and farmers, NGOs, private sector and key stakeholders.

The UN-REDD Programme must take place in full coordination with other REDD+ cooperation initiatives and the Government of Colombia. To this end, the Office of International Affairs MADS will facilitate coordination among cooperating entities. For component 1, UNDP will coordinate with the GIZ REDD Program and FCPF. For components 3 and 4a, FAO will coordinate activities with the cooperation program of Winrock and Climate Focus "Piloting Nested REDD+" funded by the Federal Ministry of Environment, Nature Conservation and Nuclear Safety - BMU, under the guidelines Institute of Hydrology, Meteorology and IDEAM Environmental Studies.

Possible collaborations with the U.S. Forest Service and the U.S. Environmental Protection Agency will also be explored. It is expected that the forest monitoring system component will be supplemented by the GEF project "Heart of the Amazon", currently under review by the GEF Secretariat. For Component 4b, UNEP will establish coordination mechanisms with the draft safeguards national scheme funded by the project "Forest Carbon, Markets and Communities" FCMC USAID and implemented by WWF, under guidelines of MADS.

The \$ 4 million requested from the UN-REDD Programme will provide significant funding to the entire process of preparation, which is estimated to cost more than US\$ 25 million. This will be essential to support the sub-national approaches nested in the country to develop benchmarks, methodologies monitoring forest degradation, training of stakeholders on REDD+, supporting the institutionalization of the National Board process and developing the REDD+ safeguards information system, all important elements in the preparation process.

4. National Programme Budget (UN-REDD Fund Source only)*						
Outcomes	National Total (\$)	Pass-through Funding Allocations	FAO (\$)	UNDP (\$)	UNEP (\$)	
1. Stakeholders are informed and empowered to participate in decision-making on REDD +.	877,718				877,718	
2. The country has the technical capacity to report forest carbon and to establish reference levels at sub-national level.	659,286			659,286		
3. Forest monitoring system strengthened and developed considering REDD+ requirements.	1, 120,000			1, 120,000		
4. Multiple benefits of forests identified, mapped and safeguards information system designed.	707,508					707,508
5. Project management costs	373,806				373,806	
Sub-total	3, 738,318			1, 779,286	1, 251,524	707,508
Indirect Support Costs	261,682			124,550	87,607	49,525
Grand Total (\$)	4, 000,000			1, 903,836	1, 339,131	757,033

NOTES:

- A breakdown of the budget allocations using the UNDG “harmonized input budget categories” must be provided to the UN-REDD Secretariat (for onward transmission to the Administrative Agent) with the signed NJP document. Please see Annex 1.
- If requested and agreed to by the three participating UN Agencies and the Government, budget allocations per agency may be revised, as long as the total budget allocation is not changed.

5. Secretariat Review		
<i>Submission Criteria</i>		
(a)	Is the NJP consistent with the UN-REDD Programme Strategy?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(b)	Has the UN Resident Coordinator been involved in submitting the NJP?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(c)	Is documentation of the in-country validation meeting(s) included?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(d)	Did the validation include the national government counterpart (or designate)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(e)	Did the validation include civil society/indigenous peoples' representation as per the UN-REDD Operational Guidance ³ ?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(f)	Does the NJP comply with the required format (<i>incl., cover page, results framework, etc.</i>)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(g)	Does the NJP comply with UN-REDD Rules of Procedure and relevant Operational Guidance?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(h)	Is the required budget allocation provided (see section 3 above)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(i)	Are the Indirect Support Costs within the approved rate?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(j)	Is the Programme Summary completed? (<i>for posting on website</i>)	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(k)	Is the Progress Report included? (<i>for supplementary funding only</i>)	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> Unclear <input type="checkbox"/>
<p>If the answer is 'No' or 'Unclear' to any question, or further explanation is required, please provide here:</p> <p>Colombia is presenting its proposal using the harmonized FCPF/UN-REDD R-PP template (version 6). An accompanying "National Programme Document" (grant agreement) with elements specific to the UN-REDD Programme (e.g., cover page, implementation arrangements) will be completed prior signature.</p>		

³ In this context, the representative(s) will be determined in one of the following ways:

i. Self-determined representative(s) meeting the following requirements:

- selected through a participatory, consultative process
- having national coverage or networks
- previous experience working with the Government and UN system
- demonstrated experience serving as a representative, receiving input from, consulting with, and providing feedback to, a wide scope of civil society/indigenous peoples organizations.

ii. Representative(s) who participated in a UN-REDD Programme scoping and/or formulation mission and sit(s) on a UN-REDD Programme consultative body established as a result of the mission.

iii. Individual(s) recognized as legitimate representative(s) of a national network of civil society and/or indigenous peoples organizations (e.g., the GEF Small Grants National Steering Committee or National Forest Programme Steering Committee)

5. Secretariat Review

Review Issues

(l) Ownership of the NP by the government and non-government stakeholders

The document reflects a high level of ownership among the following government agencies: Ministry of Environment and Sustainable Development which will act as technical secretary of the Climate Change commission and the lead implementing body under the National Planning Department, this entity includes the Ministry of the Interior, the Ministry of Agriculture, the Ministry of Mining and Energy, the Ministry of Transport, the Ministry of Finance and Public Credit, the Ministry of Commerce, and the Ministry of Land, housing and cities.

Non-government stakeholders involved in the process include indigenous peoples' representatives, Afro-Colombian and peasant communities, NGOs, academia and research institutes and cooperating agencies. Additionally, it should be noted the importance of recognizing as an interest group women and young people due to their role in natural resources management.

Although regional and local, regional environmental authorities, and companies in the manufacturing sector are listed as stakeholders that participated in early consultation processes. The reviewers recommended participatory efforts be more inclusive of the private sector, particularly those associated with being drivers of deforestation.

(m) Level of consultation, participation and engagement

The participation process for developing Colombia's R-PP started in 2011 and has continued throughout the seven different versions. During this process the government has improved and extended the participation of the main stakeholders, including representatives from indigenous peoples, Afro-Colombian communities, peasants, and national and international NGOs, which are reported to have contributed to the various R-PP versions.

As for early dialogue and information, annex 1b(3), page 211, provides a list of meetings, with organizations of different levels, at different regions of the country.

Further consultations are planned, including convening regional workshops to define protocols for consultation and free prior and informed consent. The regional approach taken by the proposal should enable appropriate consideration of regional differences in the country. The proposed stakeholder platforms (*Mesas de Trabajo REDD+* in Spanish) include relevant governmental and non-governmental actors from multiple sectors and regions, providing a platform to align visions, policies and actions, as well as enhancing ownership.

The independent reviewers recommended consideration is taken to include the recommendations of the Afro-Colombian communities to the process (see synthesis of independent reviews below).

5. Secretariat Review

Review Issues

(n) Programme effectiveness, coherence with country strategies and other relevant initiatives, and cost-efficiency

Colombia developed its Programme according to four main strategies or policies, strategy for low carbon development, National Adaptation Plan to Climate Change, and Strategy for financial protection to natural disasters. These strategies are part of the National Development plan (2010- 2014), and the proposed REDD+ activities are foreseen to be consistent with this plan.

As reported in the R-PP, the Colombian proposal will require US\$ 27.5 million to be implemented from 2012 to 2015, from which GIZ has committed 15% and the FCPF 14%. It is proposed that the UN-REDD Programme will cover 14% of the budget.

There is considerable financial commitment from the Government of Colombia which contributes 8% of the budget along with other bilateral donors, foundations and international cooperation. The diversity of funders listed in Colombia's R-PP provides further evidence regarding the political commitment of the government and donors to REDD+.

Regarding coherence with other relevant initiatives at the international level, the Secretariat recommends that consistency with the UNFCCC decisions and existing guidance on reference levels and MRV are ensured in the implementation of the R-PP.

(o) Management of risks and likelihood of success

While the R-PP describes in detail the budget necessary to carry out all the activities until 2015, 25% of the budget is still listed as unfunded. It is expected that Colombia will have enough sources to continue raising funds still needed to meet the overall budget of the US\$ 27.5 million.

There are several risks identified in the R-PP which include:

- a. Emergence of opposition or lack of social support for the Programme in key regions.
- b. Loss of momentum in the national processes leading to diminished interest by stakeholders.
- c. Complex socio-political context including political divergence among certain actors and that can affect stakeholders' involvement.

The fact that Colombia has already started engagement with multiple stakeholders in the country mitigates part of the risks and the fact that the country has a solid and well planned R-PP increases the likelihood of its success.

The Secretariat requires that a complete risk-log matrix including proposed mitigation measures for external and internal risks is included in the National Programme Document to be developed after the R-PP is considered by the Policy Board. In addition Particular attention should be paid to implementation and absorptive capacity risks in the context of multiplication of readiness funds and limited staff capacity in MADS.

5. Secretariat Review

Review Issues

Other points:

The Secretariat considers that the independent reviewers provided important recommendations that should be incorporated in the R-PP document prior signature of the National Programme Document, while acknowledging that some recommendations are pertinent for the implementation phase and require resources to be addressed.

6. Independent Technical Reviews

(a) Were independent technical reviews undertaken?

Yes No

If not, why not?

Synthesis of Independent Technical Reviews

The Secretariat sent Colombia's R-PP (version 7.2) to three independent technical reviewers in May 2013. The reviewers highlighted the following:

- The Colombian R-PP is a well-developed and complete document, where all the components at this time provide enough information to satisfy the criteria.
- The Programme is the result of more than three years of preparation, during which time the proposed programme has improved significantly and consultation and information processes have been impressive.
- The proposed institutional arrangement is sound and includes the participation, at different levels, of National and Regional institutions as well as work groups that include almost all the involved stakeholders
- Drivers of deforestation are well identified, though the document itself recognizes that more work is needed to clearly quantify the magnitude of each of them for each region, and that the model conducting to the construction of the reference level will need more input about conditions that result in incentives for the main drivers.
- The development of reference level as well as the MRV system (for carbon and environmental and socioeconomic aspects) is described with detail and in a very clear way.
- The diversity of funders in the Colombian R-PP can be evidence of the political commitment of the government.

The reviewers provided the following general Recommendations from the reviewers include:

- It may be convenient to include in the institutional framework also those actors involved in the main activities causing deforestation, as mining companies as well as organizations that represent peasants and livestock ranchers.

6. Independent Technical Reviews

- To be successful the implementation phase will require an excellent level of coordination among all donors- specially the larger three-and will rely on the Government leadership.
- The technical character of 3, 4a and 4b component will also require a clear agreement on methodological approach in line with the work the Colombian has already done, these approaches also will have to be part of the major consultation and information process that will be undertaken throughout the country at various levels and with the diversity of actors.
- Despite the fact that governance and its importance is considered in several sections of the document, a section describing with more detail in which way this important aspect will be carried out is necessary.
- Mechanisms, legal framework, regulation to protect the rights of communities and collective territories from early REDD initiatives /projects are needed now therefore is important to be considered clear solutions be presented in order to safeguard the REDD+ process.

Additional detailed comments are available in the full reports of the independent reviews available as part of the documentation for the Policy Board meeting. The Secretariat recommends that the recommendations are included in the R-PP and accompanying NPD prior signature and transfer of funds, while acknowledging that some of the recommendations are pertinent to the implementation of the R-PP/NPD.

7. Secretariat Response

- Provide comments and request re-submission to a future Policy Board meeting
- Provide comments to be addressed before forwarding to the next immediate Policy Board meeting
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund specific portions or phases (including an inception phase) of the NJP
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund the NJP.

Explanation of Response:

Colombia joined the UN-REDD Programme in 2010, and at the request of their Minister delivered an informal presentation on their REDD readiness progress and needs in Berlin at the seventh UN-REDD Policy Board meeting. The R-PP version 5 was presented to FCPF's Participants Committee, which approved the request for allocation of funds. Since February 2013, Colombia has updated its RPP, using the harmonized UN-REDD FCPF's template (R-PP template 6, version 7). The R-PP version 7 was subjected to a public consultation period between 19 April and 3 May, and was presented at a validation workshop on 9-10 May. The document was subsequently revised incorporating the comments received.

7. Secretariat Response

The Secretariat considers Colombia's submission as being consistent with the UN-REDD Programme Strategy and the rules of procedures and operational guidance. The proposal indicates strong ownership on the part of the government as well as a strong basis for initial consultation processes. It also reflects a comprehensive plan for REDD+ readiness in the country. Important recommendations were made by the independent reviewers, and should be incorporated in the document prior to signature and transfer of funds. The Secretariat recommends that the Policy Board approve the request for funding allocation.

8. Decision of the UN-REDD Policy Board

Decision of the UN-REDD Programme Policy Board:

- Full NJP approved, as per budget allocation in Section 4
- Initial NJP approved, as per budget allocation in Section 4
- Approved with a revised budget of \$
- Approved with modification/condition
- Deferred/returned with comments for further consideration

Decision by the Policy Board:

Comments:

8. Decision of the UN-REDD Policy Board

Salisu Dahiru
National Coordinator REDD+, Ministry of Environment, Nigeria
Co-Chair, UN-REDD Programme Policy Board

Signature

Date:

Veerle Vandeweerd
Director, Environment and Energy Group Bureau for Development Policy, UNDP
Co-Chair, UN-REDD Programme Policy Board

Signature

Date:

9. Administrative Agent Review

Action taken by the Administrative Agent: Multi-Partner Trust Fund Office, Bureau of Management, UNDP

Programme consistent with provisions of the UN-REDD Programme MPTF Memorandum of Understanding and Standard Administrative Arrangements with donors.

Administrative Agent:

Yannick Glemarec, Executive Co-ordinator, Multi-Partner Trust Funds
Bureau of Management, United Nations Development Programme - MPTF Office

.....
Signature

.....
Date