Climate Investment Funds

FIP/SC.10/4 April 16, 2013

Meeting of the FIP Sub-Committee Washington D.C.
May 1, 2013

Agenda Item 5

FUNDING APPROVAL FOR MDB PROJECT PREPARATION AND SUPERVISION SERVICES FOR DGM PROGRAMS IN BRAZIL AND GHANA

(submitted by the International Bank for Reconstruction and Development)

PROPOSED DECISION

The FIP Sub-Committee, having reviewed document FIP/SC.10/4, Funding approval for MDB project preparation and supervision services for DGM programs in Brazil and Ghana, submitted by the International Bank for Reconstruction and Development,

- a) takes note of the concept note for the DGM project in Brazil and the estimated budget of USD 700,000 for MDB project support and supervision services for the program for Brazil under the *Dedicated Grant Mechanism for Indigenous Peoples and Local Communities*, and approves a first tranche of USD 300,000 for such services to be provided by IBRD; and
- b) takes note of the concept note for the DGM project in Ghana and the estimated budget of 500,000 for MDB project support and supervision services for the program for Ghana under the *Dedicated Grant Mechanism for Indigenous Peoples and Local Communities*, and approves a first tranche of USD 155,000 for such services to be provided by IBRD.

The Sub-Committee notes that the proposed requests are consistent with the agreed benchmarks for MDB preparation and supervision costs for projects under the Strategic Climate Fund.

I. BRAZIL

a. MDB Request for Payment of Implementation Services Costs (First Tranche)

FOREST INVESTMENT PROGRAM					
MDB Request for Payment of Implementation Services Costs					
1. Country/Region:	Brazil	2. CIF Project ID#: (Trustee will assign ID)			
3. Project Title:	Brazil: Dedicated Grant Mechanism for Indigenous Peoples and Traditional Communities				
4. Request for project funding (USDmill.) ¹ :	At time of country program submission (tentative): USD6.5 million		At time of project approval:		
5. Estimated costs for MDB project implementation	Initial estimate - at time of Country program submission:		MDB: IBRD		
services (USDmill.) ² :	USD700,000 Final estimate - at time of project approval:		Date: February 11, 2013		
6. Request for payment of MDB Implementation Services Costs (USD mill.):	■ First tranche: □ Second tranche:		USD	300,000	
7. Project/program financing category:	a - Investment financing - additional to ongoing MDB project				
	b- Investment financing - blended with proposed MDB project				
	c - Investment financing - stand-alone d - Capacity building - stand alone				
8. Expected project duration (no. of years):	5 (five) years				
9. Explanation of final estimate of MDB costs for implementation services:	If final estimate in 5 above exceeds the relevant benchmark range, explain the exceptional circumstances and reasons: Not applicable				
10. Justification for proposed stand-alone financing in cases of above 7 c or d ³ : Not applicable.					

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b. Concept Note

Country/Region:	Brazil, LAC
Investment Plan	May 2012
endorsement date:	
Project title:	Brazil - Dedicated Grant Mechanism for Indigenous Peoples and
	Traditional Communities
Funding request (in USD	USD 6. 5 million (100% grant)
million total) (including	
preparation grant):	
Implementing MDB:	IBRD
National executing agency:	To be selected

Background and Objectives

- 1. The Forest Investment Program (FIP) is one of the three programs under the Strategic Climate Fund (SCF), a multi-donor Trust Fund established in 2009. The FIP supports developing countries' efforts to address the underlying causes of deforestation and forest degradation and to overcome barriers that have hindered past efforts to do so. One of the objectives of the FIP is to facilitate the effective participation of Indigenous Peoples and Local Communities (IPLCs) in the design and implementation of FIP investment plans and to strengthen the capacity of these groups to play an informed and active role in the FIP, as well as other national and global REDD (reducing emissions from deforestation and forest degradation) processes. To facilitate such participation and capacity building, a dedicated grant mechanism (DGM) is being established under the FIP to provide grants to indigenous peoples and local communities in FIP Pilot countries to support their participation in the development of the FIP and REDD+ strategies and programs.
- 2. The World Bank has the responsibility to operationalize the global component as well as six country components (including Brazil) and has proposed the programmatic approach for the overall DGM. The program will be developed like a horizontal Adaptable Loan Program where a common framework is used for implementation in several countries and individual country programs using the same overall framework and operational guidelines, but developing more context-specific activities will be prepared and approved subsequently on a "first-come first-serve basis." The common Framework Guidelines for DGM operations is under development and this approach gives the program the necessary flexibility to accommodate the capacity and political economy differences between the eight pilot countries and allows the IPLCs in each to proceed at their own pace.
- 3. In Brazil, the Dedicated Grant Mechanism (DGM) for Indigenous Peoples and Local Communities (IPLCs) can make a complementary contribution to the Brazil Forest Investment Plan (May 2012) which focuses on the Brazilian dry forests (locally known as *Cerrado*). The objective of the Brazil DGM is to enhance the capacity and support specific initiatives of Indigenous Peoples and Local Communities in Brazil in order to strengthen their participation in FIP and other REDD+ processes at the local, national and global levels. The DGM includes the following goals: (a) to maximize the participation of Indigenous Peoples and Local Communities

in promoting sustainable land use and improving natural resources management (with priority in the *Cerrado* Biome), helping to reduce pressure on the remaining forests, decrease greenhouse gas emissions and increase CO₂ sequestration; (b) to expand and strengthen the capacity of cooperation networks between representative organizations of IPLCs with regards to policies of forest conservation and natural resources sustainable management; and, (c) to benefit IPLCs by supporting small-scale community initiatives that contribute to reducing pressure on natural resources, fostering traditional and low impact livelihood strategies, ensuring food security and income generation, and promoting forest conservation and natural resource sustainable management.

4. To foster synergies with the Brazil Forest Investment Plan and address the challenges posed by the geographical dispersion of IPLCs,⁴ the Brazil DGM will prioritize its actions in the *Cerrado* Biome⁵. Nevertheless, some of its capacity building and training activities will have the whole country as its geographical area.

Proposed Activities

- 5. The proposed project is based on the Design Proposal developed by the Global IPLC Working Group and the FIP Grant Mechanism for Indigenous Peoples & Local Communities (P128748) Project Concept Note and Project Information Document. It will be guided by the following principles through preparation and implementation: (a) Ownership and joint decision-making by indigenous peoples and local communities who, as primary stakeholders, will participate through broad and transparent consultation in all key decisions during preparation, implementation, monitoring and evaluation of the DGM; (b) Transparency and accountability in selection of implementing partners, members of governing bodies and beneficiaries; (c) Flexibility, efficiency and administrative simplicity to enable easy, streamlined and fast-track access of grants by grassroots indigenous peoples and local communities; and, (d) Social inclusiveness and equity by outreaching and ensuring the participation and the protection of women, children, elders, and other vulnerable people.
- 6. The following project components are under consideration and will be assessed during the consultation process at the preparation stage:
 - (a) **Component 1: Institutional Strengthening.** The objectives of this component would be: (i) the strengthening IPLCs' capacity for investment-preparedness, including support for registration, preparing proposals, financial management skills for traditional forest investments as well as Payment for Environmental Services and carbon payments; and (ii) improving access to forest financing and investments. The component will include three set of activities:

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⁴ There are at least 238 Indigenous Peoples groups in Brazil. They account for 0.4 percent of the Brazilian population (about 818 thousand people). They are present in all but two states of the federation (Piauí and Rio Grande do Norte) and live in about 670 Indigenous Lands in Brazil. Indigenous Lands comprise almost 13 percent of the national territory Estimates suggest that traditional communities house about five million people and occupy ½ of the country's area.

⁵ The *Cerrado* covers approximately 200 million ha of the Brazilian Central Plateau (24% of the country's total land area). As the second largest biome in South America it is home to the headwaters of three major South American river basins: the Tocantins-Araguaia, the Paraná-Plata and the São Francisco. The *Cerrado* is highly seasonal, with marked wet and dry seasons. Around 8% of the *Cerrado* biome consists of Protected Areas and Indigenous Lands occupy about 4.4% of the biome.

- (i) *Technical assistance, training and capacity building.* The envisioned activities will provide training local and regional indigenous organizations in issues related with institutional organization, management, program design, planning and implementation, strengthening their capacity to access different resources available for sustainable land and natural resources management
- (ii) Building and strengthening Networks and Alliances. The envisioned activities will: (a) support to strengthen vertical integration of partnerships and alliances of local and sub-national organizations of indigenous peoples and forest communities and facilitate their representation in national and sub-national forums on forestry and biodiversity, climate change and REDD+; (b) support to strengthen horizontal (regional and international) alliances of forest based communities and indigenous peoples and for their direct participation in international processes on climate change and REDD+.
- (iii) Knowledge & experience sharing on FIP and REDD+. The envisioned activities will: organize and facilitate knowledge and experience exchanges between local communities and Indigenous Peoples on REDD+ issues between FIP pilot countries and non-FIP developing countries. This will include exchange visits, workshops and training programs for participants on successful local FIP and REDD+ experiences.
- (b) Component 2: Sustainable Initiatives. The objective of this component would be the provision of micro grants for eligible IPLCs to undertake small-scale activities for sustainable development and natural resources management within the program framework. A preliminary list of activities would include investments in climate-smart technologies and mitigation activities on the ground which have livelihood benefits, technical assistance for strengthening customary land tenure and resource rights and traditional forest management systems of indigenous peoples and local communities; capacity building assistance, as required, for the development of pilot program proposals by indigenous peoples and local communities and their implementation; and technical support for the involvement of IPLCs in monitoring and evaluation of forest activities, in conformity with relevant national laws and regulations and World Bank operational policies.
- (c) Component 3: Management Communication, Monitoring and Evaluation and Reporting. The objective of this component would be the provision of support for: (a) enhancing communication and coordination among stakeholders, by reaching out to target groups and to provide them necessary information on the Brazil DGM; (b) monitoring and evaluation; and, (c) tracking, documenting, consolidating and reporting on lessons and experiences from Components 1 and 2. The FIP Results Framework will guide the overall monitoring and results

reporting. The lessons drawn from these monitoring and evaluation activities will eventually be collated into an overall DGM report to be presented to the FIP Subcommittee each year.

7. These components are consistent with the DGM Design Document and the common Framework Guidelines for Operations which are under development. They will be further detailed and fine-tuned during preparation, when the full scope of more context-specific actions of the Brazil DGM and its potential beneficial impacts for IPLCs will also be defined with full consultation to IPLCs. The project is proposed to be implemented for 5 years from 2013 till 2018.

Safeguards

8. The program will have agreed global standards and criteria for approval of sub-project activities to ensure that these are consistent with the Bank's environmental and social safeguards policies. All relevant World Bank's safeguard policies will be applied. The Environmental and Social Assessment and the resulting Environmental and Social Management Framework (detailing the potential impacts of project activities and identifying preventive and corrective measures), and other appropriate safeguards instruments, would be developed in time for project appraisal.

Financing Plan

9. The FIP Sub-committee has approved an overall envelope of US\$50 million in grant resources for the DGM which is to be channeled through one or more MDBs. The Brazilian program corresponds to 13 percent of the overall envelope or US\$6.5 million. The administrative costs of the World Bank for preparation and supervision of the program will be financed from a different source – the reserve fund – under the FIP. The program will finance preparation and supervision costs of the World Bank as per the CIF benchmarks for program preparation and supervision.

Project preparation timetable

Milestone	Target Date
Preparation Mission	March 2013
Quality Enhancement Review	April 2013
Appraisal	April 2013
Negotiations	May 2013
Board Approval	September 2013
Effectiveness	October 2013

Progress on Preparation

10. The World Bank has begun some preparatory work, using the Draft Framework Operational Guidelines which were discussed in Istanbul, Turkey at the Global Meeting of the

DGM Transitional Committee. Following the Istanbul meeting, the team worked with the two representatives from Brazil (Mr. Braulino Caetano dos Santos and Mr. Srewe da Mata de Brito) and FUNAI (Brazilian Agency for Indigenous Affairs) and the Ministry of Environment to organize the first meeting on the DGM in Brazil. Annex 1 provides a summary of this meeting. The World Bank will have two more meetings before a final meeting on the Brazil DGM project. In addition, these meetings will result in the establishment of the national steering committee.

II. GHANA

a. MDB Request for Payment of Implementation Services Costs (First Tranche)

FOREST INVESTMENT PROGRAM					
MDR Dequest for Doyment of Implementation Services Costs					
MDB Request for Payment of Implementation Services Costs					
11. Country/Region:	Ghana	12. CIF Project ID# : (Trustee will			
				assign ID)	
13. Project Title:	Ghana: Dedicate	d Grant Mecha	nism fo	r Local	
15. 110ject 11det	Communities				
14. Request for project	At time of country		At time of project		
funding (USDmill.) ⁶ :	submission (tentati	ive):	approval:		
	USD5.5 million				
15. Estimated costs for MDB	Initial estimate - a	v	MDB: IBRD		
project implementation	Country program submission:		-		
services (USDmill.) ⁷ :	USD500,000		Date:		
	Final estimate - at time of project		March 15, 2013		
16. Request for payment of	approval: ■ First tranche:		USD 155,000		
MDB Implementation	= 1 list transite.			155,000	
Services Costs (USD mill.):	☐ Second tranche:				
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17. Project/program financing	a - Investment financing - additional to ongoing MDB				
category:	project			_	
	b- Investment financing - blended with proposed MDB			Ц	
	project	naina standala			_
	c - Investment financing - stand-alone d - Capacity building - stand alone			_	
18. Expected project duration	5 years				
(no. of years):	S years				
19. Explanation of final	If final estimate in	5 above exceed	s the re	levant	
estimate of MDB costs for	benchmark range, explain the exceptional circumstances				
implementation services:	and reasons:				
	Not applicable				
20. Justification for proposed st	and-alone financin	g in cases of ab	ove 7 c	or d°:	
Not applicable.					

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b. Concept Note

Country/Region:	Ghana, AFR
Investment Plan	November 2012
endorsement date:	
Project title:	Ghana - Dedicated Grant Mechanism for Local Communities
Funding request (in USD	USD 5. 5 million (100% grant)
million total) (including	
preparation grant):	
Implementing MDB:	IBRD
National executing agency:	To be selected

Background and Objectives

- 11. The Dedicated Grant Mechanism (DGM) was borne out of the Forest Investment Program (FIP), one of the three programs under the Strategic Climate Fund (SCF), a multidonor Trust Fund established in 2009. The FIP supports developing countries' efforts to address the underlying causes of deforestation and forest degradation and to overcome barriers that have hindered past efforts to do so. One of the objectives of the FIP is to facilitate the effective participation of Indigenous Peoples and Local Communities (IPLCs) in the design and implementation of FIP investment plans and to strengthen the capacity of these groups to play an informed and active role in the FIP, as well as other national and global REDD (reducing emissions from deforestation and forest degradation) processes. To facilitate such participation and capacity building, the DGM was established, under the FIP, to provide grants to indigenous peoples and local communities in FIP Pilot countries to support their participation in the development of the FIP and REDD+ strategies and programs. The FIP pilot countries are Brazil, Burkina Faso, Democratic Republic of Congo, Ghana, Indonesia, Lao PDR, Mexico, and Peru.
- 12. The DGM design has been led by IPLC groups, with logistical support from the CIF Administrative Unit. Discussions commenced at the earliest stages of the design of the FIP in 2009. During 2010-2011, four regional and two global meetings led by IPLC representatives from the six FIP pilot countries have been organized and conducted. In these meetings, the principles, content and structural elements of the DGM were discussed and representatives to the Global IPLC Working Group entrusted with finalizing the DGM Design Proposal were selected. The DGM design proposal was approved by IPLC representatives in November 2012.
- 13. The DGM is similar in design to a horizontal Adaptable Loan Program. A common framework is used for implementation in several countries. Individual country programs using the same overall framework and operational guidelines, develop more context-specific activities which are subsequently approved. This approach gives the program the necessary flexibility to accommodate the capacity and political economy differences between the eight pilot countries and allows the IPLCs in each to proceed at their own pace. The common Framework Guidelines for DGM operations is currently being finalized. In parallel, individual countries are moving into project preparation for the country level projects. Implementation in each participating country is being supported by a Multi-lateral Development Bank—in Ghana's case, the World Bank.

Proposed Activities

- 14. FIP financing in Ghana is \$50 million whereas the DGM will provide a \$5.5 million grant. The FIP aims to address the underlying drivers of deforestation and catalyze transformational change by providing upfront investment to support the implementation of the REDD+ strategy, and generate information and experience for policy and regulatory changes. FIP activities target the High Forest Zone in the Western and Brong Ahafo Regions. The High Forest Zone is the geographical area with the largest potential for emission reductions and carbon sequestration through landscape restoration, by interventions in the forest reserves, and improving connectivity in the landscape. It is also the area where the main driver, agricultural expansion, particularly cocoa farming, has caused major deforestation and degradation, and where inter-sectoral dialogue is the most challenging. The FIP will seek to promote sustainable land use in the HFZ by contributing to reducing emissions, conserving and enhancing carbon stocks and bringing forests under sustainable management.
- 15. The FIP targets three investment areas: mitigation actions related to forests; investments outside the forest sector, primarily agriculture and cocoa sector, necessary to reduce the pressure on forests; and institutional capacity including forest management and information. The investment plan aims at: (a) Ensuring the integrity and sustainable forest management of forest reserves; (b) Restoring forest cover in off-reserve areas through forest plantation and rehabilitation of degraded forest land; (c) Promoting sustainable climate smart cocoa and agriculture farming; and (d) Developing viable alternative livelihoods to local communities to reduce pressure on forests.

16. The DGM will support FIP investments by financing activities in three thematic areas:

- (i) Component 1 Community Capacity Building: Activities related to capacity development in leadership, management, and technical skills of local communities (related to natural resource management, livelihood development, land use planning, management of forest landscapes, etc.);
- (ii) Component 2 Small Grants: Grants will be available to support the implementation of community level activities related to, for example, economic activities and rural livelihood practices that enhance climate change mitigation and adaptation, investments in sustainable management of forest landscapes, development of alternative and sustainable livelihoods; and
- (iii) Component 3 Communication and Coordination: Activities to facilitate communication and knowledge sharing between the two project areas. Specific activities will be further developed during project preparation and in consultation with communities in the target areas.
- 17. *The proposed project will be guided by the DGM Design Proposal.* It will be guided by the following principles through preparation and implementation: (a) Ownership and joint decision-making by indigenous peoples and local communities who, as primary stakeholders, will participate through broad and transparent consultation in all key decisions during

preparation, implementation, monitoring and evaluation of the DGM; (b) Transparency and accountability in selection of implementing partners, members of governing bodies and beneficiaries; (c) Flexibility, efficiency and administrative simplicity to enable easy and streamlined access of grants by local communities; and, (d) Social inclusion and equity by reaching out and ensuring the participation and the protection of women, children, elders, and others vulnerable to exclusion.

18. The implementation arrangements will also mirror the DGM design document. The proposed project will be implemented through a National Executing Agency (NEA) which will serve as the secretariat for a locally representative National Steering Committee. The NEA will be procured by the Bank (using Bank procedures) and will be responsible for project preparation (including the consultation process) and project implementation (including managing the grants process and monitoring compliance with World Bank's safeguards, procurement, and financial management requirements. A financing agreement will be signed between the NEA and the Bank and subsequent grant agreements will be signed between the NEA and individual grantees. The project will be implemented over a period of 3 years.

Safeguards

- 19. The project is expected to have positive environmental and social impacts. Adverse environmental and social impacts are expected to be minor, irreversible, or non-existent. An Environmental and Social Management Framework (ESMF) will be prepared to identify and mitigate any negative impacts. Safeguards policies on natural habitats, forests and physical cultural resources might be triggered. The ESMF, and any other necessary safeguards instruments, will be disclosed prior to appraisal. OP 4.12 will not be triggered as involuntary acquisition of land and related impacts, as laid out in OP 4.12 will not be financed by the project. OP 4.10 will not be triggered because the project area does not have indigenous peoples as laid out in OP 4.10. Therefore, Ghana's inclusion as a DGM country benefits local communities, and target beneficiaries will be those in the project area of the Forest Investment Plan (in Brong Ahafo and Western regions).
- 20. **Project preparation will consist of extensive consultations.** Because of the complex nature of ownership and use of natural resources in Ghana, ¹⁰ project preparation and implementation will require frequent consultation with targeted communities, community based organizations, traditional authorities, local government, and national level ministries as necessary. Consultations will be carried out following international and local best practice. In addition, consultations (and project design) will be informed by a social assessment which will

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⁹ Ghana is a multi-ethnic country with a population of approximately 24 million people according to the 2010 population census. There are over 13 major linguistic groups and over one hundred different dialects and cultural groups, clans, each with its own identity. While ethnically diverse, nothing in Ghanaian legislation or policy recognizes any ethnic group or groups as indigenous. In addition, none of the communities in Ghana meet the criteria laid out in the Bank's safeguards policies.

¹⁰ There are different types of ownership including customary, state, family, and individual and a range of usufruct rights. There is a pluralistic environment with statutes and customary laws, public and indigenous institutions, and traditional and contemporary values coexisting. In addition, natural resources are critical elements of day to day life including sources of food, fuel, medicinal herbs, and areas of spiritual and cultural significance.

include a vulnerability assessment, a gender assessment, and the development of a communications strategy. It is hoped that these pieces of analysis will inform the design and implementation phases of the project.

Financing Plan

21. The FIP Sub-committee has approved an overall envelope of US\$50 million in grant resources for the DGM which is to be channeled through one or more MDBs. The Ghana program corresponds to 11 percent of the overall envelope or US\$5.5 million. The administrative costs of the World Bank for preparation and supervision of the program will be financed from a different source – the reserve fund – under the FIP. The program will finance preparation and supervision costs of the World Bank as per the CIF benchmarks for program preparation and supervision.

Project preparation timetable

Milestone	Target Date
Preparation Mission	April 2013
PCN Review Meeting	End-April 2013
Quality Enhancement Review	October 2013
VPU Approval	FY14 Q3
Effectiveness	FY14Q3

Annex 1: Summary of 1st Consultation with Indigenous Peoples and Traditional Communities related with the Dedicated Grant Mechanism for IPLCs – Brazil Forest Investment Programa – Cuiabá, Mato Grosso State – February 5 to 7, 2013

The consultation convened thirty representatives of Indigenous Peoples and Traditional Communities from the Cerrado biome, including the Bakairi, Bororo, Chiquitano, Enawene Nawe, Guarani Kaiowa, Kadiwéu, Manoki Irantxe, Miky, Nambiquara, Ofaye Xavante, Paresi, Terena, Umutina, Xavante and Xerente indigenous groups. Representatives from the Agency for Indigenous Affairs (FUNAI) and the Ministry of Environment (MMA) as well as the two Brazilian representatives in the Global Steering Committee (Mr. Braulino Caetano dos Santos and Mr. Srewe da Mata de Brito) were present. The meeting was organized around five activities:

- (a) A short presentation about the Forest Investment Program (FIP) and the Dedicated Grant Mechanism for Indigenous Peoples and Local Communities (DGM);
- (b) A presentation about a preliminary proposal for the Brazil DGM, which has been drafted from previous successful projects with Indigenous Peoples and traditional communities in the Amazon and incorporates core guidelines of the Global DGM (written materials were distributed in advance to all participants see "Documento Base MDD-FIP para Consultas Publicas.doc").
- (c) Discussion and feedback.

On Component 1 (Capacity Building and Institutional Strengthening)— the proposal of a component with a nationwide scope was broadly supported by IPCTs. Representatives suggested that: (i) preliminary training on project design and management should be provided to leveling the playing field and ensure small and poor communities hold equal opportunities as better organized ones; (ii) training related with implementation of community investments to be supported by Component 2 should take place *in situ*, to enable the participation of the largest possible number of beneficiaries;

On Component 2 (Community Investments) – There was agreement on the core propositions and the focus of this component in the Cerrado to increase synergies with FIP the main points stressed by IPLCs are: (i) the need to optimize the application of DGM/FIP funds by avoiding overlapping with other public and policy programs and (ii) the inclusion of goals and expected results from on the request for community investments form. Activities to be supported should include mostly productive inclusion (agrarian and non-agrarian).

National Implementing Agency – The representatives of IPLCs convened at Cuiabá supported the criteria proposed and suggested a list of organizations that could potentially fill this role.

National Steering Committee – The participants agreed with its proposed roles and proposed it should include three representatives from Indigenous Peoples and three from traditional communities, besides three representatives of government agencies. Indigenous Peoples

indicated MOPIC (Movement of the Indigenous Peoples from the Cerrado Biome) as their representative and representatives from traditional communities suggested that their representative should be selected by the National Commission for the Sustainable Development of Traditional Communities (CNPCT).

Finally, the participants suggested that a final meeting with representatives from the three proposed regional workshops should be convened in Brasília to consolidate the results from each. They appointed four participants to represent them in this final consultative event.