

Project Name	Colombia-Sierra Nevada Sustainable (@)... Development
Region	Latin America and Caribbean Region
Sector	Other Agriculture; Natural Resources Management
Project ID	COPE57326
Borrower(s)	REPUBLIC OF COLOMBIA
Implementing Agency	Address NATIONAL PLANNING DEPARTMENT-FUNDACION PRO SIERRA NEVADA
Environment Category	B
Date PID Prepared	April 6, 2000
Projected Appraisal Date	January 17, 2000
Projected Board Date	April 14, 2000

1. Country and Sector Background

Main Sector Issues: The Sierra Nevada de Santa Marta, a UNESCO-declared Biosphere Reserve, and the Sierra Nevada eco-region (including 15 municipalities located in 3 departments, 2 national parks, and 2 major indigenous reserves) is a place of great importance from an ecological, cultural and economic point of view, and a complex region which has experienced social conflict of various types. The central feature of the eco-region is the Sierra Nevada de Santa Marta, an isolated mountain that is set apart from the Andes chain that runs through Colombia and is the world's highest coastal peak. It encompasses an area of about 12,600 square kilometers (accounting for 60% of the eco-region's total area of 21,600 square kilometers). Because of its altitudinal variation as well as its location at 11 degrees north latitude, the Sierra Nevada contains a mosaic of biomes of global significance (nearly all the climatic zones that can be found in tropical America). Since pre-hispanic times, the indigenous peoples of the Sierra Nevada (now numbering 32,000) have possessed a world view, social organizations and living patterns revolving around the management and conservation of this unique environment. In 1991, the Fundacion Pro Sierra Nevada de Santa Marta (Foundation) initiated a participatory process that produced a Sustainable Development Plan for the Sierra Nevada de Santa Marta (SDP), published in February 1997 and endorsed by key stakeholders including the municipal, departmental and central governments, as well as communities and other local actors. The long-term development objective of the SDP, to which the Foundation's six year program is contributing, is to improve the quality of life of the inhabitants of the Sierra Nevada, while maintaining and restoring the regions' eco-systems and cultural heritage. Main Sector Issues: Colombia is recognized to be one of the "megadiverse" nations in the world. Despite the fact that it accounts for only 1% of the world's land area, nearly all the world's ecosystems are represented in Colombia with a correspondingly high diversity of species (10% of global biodiversity). However, Colombia's strategic eco-regions are experiencing rapid deterioration which is a major threat to their biodiversity. Where

national parks were established (71% of the legally protected areas and 9% of Colombia's land area), an enforcement/policing approach combined with a shortage of financial and human resources, the remote location and difficult access to many of the areas, and the presence of armed groups in and around some of the key parks have been major obstacles to effective conservation and protection of biodiversity in the national parks system. Outside the protected areas, the most important direct sources of loss of biodiversity are colonization of new areas and inappropriate land use, in particular the enormous increase in the area under pasture for extensive livestock production. Precarious living standards of culturally diverse rural populations inhabiting strategic eco-regions contrast sharply with the rich biodiversity of these places. Despite a decline in the incidence of poverty in the last decades, poverty in Colombia remains a critical problem with strong rural and regional dimensions. Seventy percent of the people with incomes below subsistence live in rural areas. The Caribbean region (composed of 8 of Colombia's 32 departments, and 21% of the population) is one of poorest in Colombia with the highest number of inhabitants living in conditions of misery. The situation is dramatically worse in rural areas: 79% of the rural population have incomes below the poverty line, and 42% live in misery. Since the mid-1980s the level of armed conflict in the region has been increasing; land distribution is very unequal and conflicts over land have historically been acute.

Government Strategy: The Government's development strategy contained in the National Development Plan (NDP) for 1998-2002, *el Cambio para construir la Paz* is conceived to promote conditions to make a viable peace and guarantee its long-term sustainability. A two track approach to the peace process is being pursued: (i) at the political, national level negotiations for peace with various armed groups; and (ii) at the local and regional level, support for specific initiatives to build social capital and address the root causes of violence which have long-standing local dimensions. The NDP includes the outline of a special plan for economic, social and environmental reconstruction of zones most affected by violence. The active involvement of civil society organizations (particularly grassroots community organizations) and alliances between the public and private sectors, and international organizations is called for. The expectation is that the plan will generate conditions for achieving peace, by promoting a participatory model of management at the regional level which brings together the interests of society and the parties in conflict. The environmental policy contained in the NDP has the broad objective of: "restoring and conserving priority areas in strategic eco-regions, while fostering sustainable regional and sectoral development in the context of constructing peace." The Development Plan's biodiversity program is based on the National Policy on Biodiversity adopted in March 1997 which seeks a more just and equitable distribution of the costs and benefits derived from biodiversity and defines three broad areas for action--knowledge, conservation, and sustainable use. The approach to environmental policy in the NDP is integrated, the locus of action is the region, citizen participation is emphasized, alliances between various actors in the public and private sector are encouraged, and the reconciliation of social and conservation objectives is sought with special attention to the concerns and potential contributions of indigenous and black communities. The decision to involve communities in collaborative management of protected areas in the national parks system is an important policy change signaled in the Plan and endorsed by the National Environmental Council in August 1999. The new policy focuses on

the social dimensions of conservation and seeks to improve the effectiveness of conservation in protected areas by involving local communities. The policy explicitly recognizes the conflicts created by the restrictive nature of the laws, arguing for transitional mechanisms which recognize that people are living in and depending on the parks and surrounding areas and that this is not necessarily incompatible with conservation of ecosystems. One of the important objectives of the policy is to contribute to solving conflicts over the occupation and use of protected areas and buffer zones, including those related to the overlapping areas of parks and communally titled lands of indigenous and black communities. The Government has designated the Sierra Nevada de Santa Marta as one of the strategic eco-regions to be supported under the Development Plan. The eco-region falls under the wing of several other Government initiatives as well: (i) the multi-sectoral program for development of the Caribbean region, Plan Caribe Siglo XXI; (ii) the initiatives, described in the Development Plan, for conflictive areas of the country; and (iii) the recently developed Strategic Plan for Displaced Persons (Plan Estrategico para el Manejo del Desplazamiento Interno Forzado por el Conflicto Armado). The objectives and strategies in the Sustainable Development Plan for the Sierra Nevada de Santa Marta (SDP), the Foundation's six-year program and this project are fully consistent with the Government's strategies described above, though they do not address all dimensions of these strategies.

2. Objectives

Program development objective: This project will contribute to the development objective of the Foundation's six-year program: better informed and organized stakeholders implementing jointly agreed actions to conserve the biological and cultural diversity of the Sierra Nevada and to use its natural resources in a sustainable manner. Project development objective: The project's specific development objective is to develop and test in at least three regions a participatory methodology and operational mechanisms for promoting sustainable management of production and natural systems which can then be used in other regions of the Sierra Nevada. Learning and Development Issues to be addressed by the project: The project will promote a continuous learning process in three core areas: How to promote biodiversity conservation and natural resource management in a conflictive environment in a way that brings stakeholders together around common goals, thus addressing some of the historical roots of conflict in the Sierra Nevada. How to make management of protected areas more effective and consistent with social and economic conditions. Identification and promotion of sustainable production systems on existing farms and production areas in the Sierra Nevada.

3. Rationale for Bank's Involvement

Not required for a LIL.

4. Description

The project is contributing to the realization of the objectives of the SDP and the Foundation's six-year program by developing and testing approaches in at least three pilot regions which can then be used elsewhere in the eco-region.

1. Knowledge Generation and Dissemination. The objective of this component is to design and put in operation a program for generating and disseminating knowledge about best practices. Key activities to be

supported include: design the methodologies and operational mechanisms which will be tested, improved and adapted; design and implement a communications strategy; study tours, farmer exchanges and workshops to promote exchange of knowledge and experience; key studies and action-research; and the project's monitoring, evaluation and learning system.

2. Participation, Organizational Strengthening and Coordination. The objective of this component is to put into place and operate effectively a program for strengthening local and regional organizations supporting sustainable development. The LIL will support three types of activities: (i) those with a broad outreach and scope; (ii) those focused in the pilot regions; and (iii) those related to strengthening the Foundation's capacity to support the SDP and project management.

3. Collaborative Management and Subprojects. The LIL will support the testing in at least three pilot regions (and in selected zones and areas within these regions) of a participatory methodology for bringing together key stakeholders to develop collaborative management plans, as well as a participatory methodology for developing sustainable production systems at the farm level. Support will also be available for the collaborative management plan for the overlapping territories of the indigenous reserves and Sierra Nevada park being developed by a committee composed of indigenous organizations, park authorities and the representative of indigenous affairs in the government. The LIL will also finance sustainable development sub-projects in the pilot regions with US\$1.0 million which will be managed by the Non-Governmental Fund being established with support from the GEF.

5. Financing

	Total (US\$m)
IBRD	5.0
AGENCE FRANCAISE DE DEVELOPPEMENT	0.28
GOVERNMENT OF COLOMBIA	0.5
GOVERNMENT OF THE NETHERLANDS	0.24
LOCAL CONTRIBUTION	0.22
Total Project Cost	6.25

6. Implementation

The project will be implemented over a period of five years (2000-2005). The National Planning Department (DNP) has been designated by the Government to be responsible for the project, and DNP has designated its Plan Caribe Office to exercise project oversight responsibility. The Fundación Pro-Sierra Nevada de Santa Marta, a private non-profit organization with thirteen years experience working in the project area, has been designated by the Government as the project implementing agency. It will continue its long established practice of working in close collaboration with local community organizations, NGOs, indigenous authorities, municipal and departmental governments, and regional and national institutions including universities, research institutes such as Alexander von Humboldt, Regional Autonomous Corporations (the regional environmental authorities), and the National Parks Unit. The project's focus is outward to the communities and organizations in the eco-region,

therefore a high proportion of the funding is destined to benefit these communities, organizations, regional entities and local governments both through provision of technical support and training, as well as direct funding (in particular through the NGF) of activities and projects proposed and implemented by them. The project aims to promote partnerships between community organizations, local governments and other entities--both national and regional--present in the eco-region with the Foundation playing the role of facilitator.

7. Sustainability

Not applicable for LIL.

8. Lessons learned from past operations in the country/sector

Not applicable for LIL.

9. Program of Targeted Intervention (PTI) N

10. Environment Aspects (including any public consultation)

Issues : The Sustainable Development Plan for the Sierra Nevada (SDP), published in February 1997, documents the eco-region's environmental and social situation and proposes a strategy for addressing key issues. This project is part of the Foundation's program which has the objective of promoting conservation of the environment and biodiversity as proposed in the SDP. As part of this program, an eco-regional conservation strategy was defined in February 2000. The net environmental impact of the project is positive, with no major adverse environmental impacts expected as a result of project activities. Procedures for environmental impact assessments of subprojects financed by the non governmental fund (NGF) will be incorporated into the NGF's Operating Manual which must be found satisfactory to the Bank prior to disbursements for subprojects which is not expected until project year 2. The SDP and project were prepared in a highly participatory manner. In the case of the project, this included two workshops held in December 1998 and April 1999, and a consultation with key stakeholders in February 2000 prior to negotiation of the loan with the Government.

11. Contact Point:

Task Manager
Elsie B. Garfield
The World Bank
1818 H Street, NW
Washington D.C. 20433
Telephone: 202-473-5007
Fax: 202-522-3540

12. For information on other project related documents contact:

The InfoShop
The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 458-5454
Fax: (202) 522-1500
Web: [http:// www.worldbank.org/infoshop](http://www.worldbank.org/infoshop)

Note: This is information on an evolving project. Certain components may not be necessarily included in the final project.

This PID was processed by the InfoShop during the week ending September 15, 2000.