



Document of
The World Bank

FOR OFFICIAL USE ONLY

Report No: PAD341

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT
FROM THE GLOBAL ENVIRONMENT FACILITY TRUST FUND

IN THE AMOUNT OF US\$18.2 MILLION

TO THE

FUNDO BRASILEIRO PARA A BIODIVERSIDADE – FUNBIO

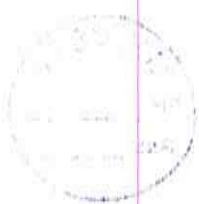
FOR THE

MARINE PROTECTED AREAS PROJECT

August 27, 2014

Environment and Natural Resource Management Global Practice
Latin America and the Caribbean Region

This document has a restricted distribution and may be used by recipients only in the performance of their official duties. Its contents may not otherwise be disclosed without World Bank authorization.



CURRENCY EQUIVALENTS

(Exchange Rate Effective July 24, 2014)


Currency Unit = BRL Brazilian Real
BRL 1.00 = US\$ 0.45
US\$ 1.00 = BRL 2.21

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

ARPA	Amazon Region PAs Program
CBD	Convention on Biological Diversity
CIRM	Inter-ministerial Commission for Resources of the Sea
COP	Conference of the Parties
CPS	Country Partnership Strategy
DAP	Department of PAs at the Ministry of Environment
DIBIO	Department of Biodiversity Monitoring, Evaluation and Research, ICMBio
DISAT	Department for Socio-Environmental Actions and Consolidation of PAs, ICMBio
DIMAN	Directorate for Creation and Management of PAs, ICMBio
EMP	Environmental Management Framework
FUNBIO	Brazilian Biodiversity Fund
FUNAI	National Foundation for Indigenous Peoples
GEF	Global Environment Facility
GOB	Government of Brazil
GOOS	Ocean and Climate Observation System
ICMBio	Chico Mendes Institute for Biodiversity Conservation
IBAMA	Brazilian Institute of Environment and Renewable Natural Resources
IBRD	International Bank for Reconstruction and Development
IPAPs	Indigenous Peoples Action Plans
LEPLAC	Brazilian Continental Shelf Survey Plan
MIS	Management and Information System
MMA	Ministry of Environment
MME	Ministry of Mines and Energy
MPA	Marine Protected Area
MPCA	Marine and Coastal Protected Area
NGO	Non-Governmental Organization
PA	Protected Area (Conservation Unit, UC)
PC	Project Council
PCU	Project Coordination Unit
PIU	Project Implementation Unit
PETROBRAS	Petróleo Brasileiro S.A.
PF	Process Framework
PMU	Project Management Unit



PNAP	National PAs Plan
PNGC	National Coastal Management Plan
PNMA	National Environmental Program
POA	Annual Operation Plan
POM	Project Operational Manual
PROBIO	National Biodiversity Program
PROMAR	Marine Mentality Program
PSRM	Sectorial Plan for Resources of the Sea
POC	Project Operational Committee
ORAF	Operational Risk Assessment Framework
RAMSAR	Convention on Wetlands of International Importance
REVIMAR RF	Evaluation, Monitoring and Conservation of Marine Biodiversity Program
SBD	Standard Bidding Documents
SBF	Secretariat of Biodiversity and Forests, Ministry of Environment
SECEX	Executive Secretariat of the Ministry of Environment
SNUC	National System of PAs
WB	World Bank
ZNMT	Oil and Gas National Zoning

Regional Vice President:	Jorge Familiar
Country Director:	Deborah L. Wetzel
Senior Practice Director:	Paula Caballero
Practice Manager:	Emilia Battaglini (Acting)
Task Team Leader:	Adriana Moreira

EM BRANCO



BRAZIL
Marine PAs Project

TABLE OF CONTENTS

I. Strategic Context	11
A. Country Context	11
B. Sector and Institutional Context	11
C. Higher Level Objectives to which the Project Contributes	14
II. Project Development Objectives	15
A. Project Development Objective	15
B. Project Beneficiaries	15
C. PDO Level Results Indicators	15
III. Project Description	16
A. Project Components	16
B. Project Financing	17
IV. Implementation	17
A. Institutional and Implementation Arrangements	17
B. Results Monitoring and Evaluation	18
C. Sustainability	18
V. Key Risks and Mitigation Measures	18
A. Risk Ratings Summary Table	17
B. Overall Risk Rating Explanation	18
VI. Appraisal Summary	19
A. Economic and Financial Analysis	19
B. Technical	20
C. Financial Management	20
D. Procurement	20
E. Social	21
F. Environment	23
Annex 1: Results Framework and Monitoring	24
Annex 2: Detailed Project Description	30
Annex 3: Implementation Arrangements	36
Annex 4: Operational Risk Assessment Framework (ORAF)	52
Annex 5: Implementation Support Plan	56
Annex 6: Economic and Financial Analysis	60
Annex 7: PAs Supported by the Project	64
Annex 8: Petrobras's Corporate Responsibility and Environmental Commitment	70



EM BRANCO



PAD DATA SHEET
Brazil
BR Marine Protected Areas Project (P128968)
PROJECT APPRAISAL DOCUMENT
LATIN AMERICA AND CARIBBEAN
GENDR

Report No.: PAD341

Basic Information			
Project ID P128968	EA Category B - Partial Assessment	Team Leader Adriana Gonalves Morcira	
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints		
	Financial Intermediaries		
	Series of Projects []		
Project Implementation Start Date 31-Oct-2014	Project Implementation End Date 31-Oct-2019		
Expected Effectiveness Date 31-Oct-2014	Expected Closing Date 31-Oct-2019		
Joint IFC No		GEF Focal Area Biodiversity	
Practice Manager/Manager Emilia Battaglini	Senior Global Practice Director Paula Caballero	Country Director Deborah L. Wetzel	Regional Vice President Jorge Familiar
Borrower: Brazilian Biodiversity Fund - FUNBIO			
Responsible Agency: Ministry of Environment - MMA			
Contact: Sergio Carvalho		Title: Director	
Telephone No.:		Email: Sergio.Carvalho@mma.gov.br	
Responsible Agency: Instituto Chico Mendes de Conservação da Biodiversidade (ICMBio)			
Contact: Sergio Brant		Title: Director	
Telephone No.:		Email: sergio.brant@icmbio.gov.br	
Project Financing Data(in USD Million)			
[] Loan	[] IDA Grant	[] Guarantee	
[] Credit	[X] Grant	[] Other	
Total Project Cost:	117.86	Total Bank Financing:	0.00
Financing Gap:	0.00		

Financing Source	Amount
Borrower	99.66
Global Environment Facility (GEF)	18.20
Total	117.86

Expected Disbursements (in USD Million)										
Fiscal Year	2015	2016	2017	2018	2019	2020	0000	0000	0000	0000
Annual	2.20	4.00	6.00	5.00	1.00	0.00	0.00	0.00	0.00	0.00
Cumulative	2.20	6.20	12.20	17.20	18.20	0.00	0.00	0.00	0.00	0.00

Proposed Global Environmental Objective(s)

The Project's Global Environmental Objective (GEO) is the same as the Project's Development Objective (PDO), namely, (a) to support the expansion of globally significant, representative and effective Marine and Coastal Protected Area System in Brazil, and (b) to identify mechanisms for its financial sustainability.

Components

Component Name	Cost (USD Millions)
Component 1 - Creation and consolidation of Marine and Coastal Protected Areas	12.29
Component 2 – Identification and design of financial mechanisms to support Marine and Coastal Protected Areas	2.50
Component 3 – Monitoring and evaluation	2.50
Component 4 - Project coordination and management	0.91

Institutional Data

Practice Area / Cross Cutting Solution Area

Environment & Natural Resources

Cross Cutting Areas

- ☒ Climate Change
- ☐ Fragile, Conflict & Violence
- ☒ Gender
- ☐ Jobs
- ☒ Public Private Partnership

Sectors / Climate Change

Sector (Maximum 5 and total % must equal 100)

Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Agriculture, fishing, and forestry	General agriculture, fishing and forestry sector	100		
Total		100		

☐ I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.

Themes

Theme (Maximum 5 and total % must equal 100)

Major theme	Theme	%
Environment and natural resources management	Biodiversity	60
Environment and natural resources management	Other environment and natural resources management	40
Total		100

Compliance

Policy

Does the project depart from the CAS in content or in other significant respects?	Yes []	No [X]
Does the project require any waivers of Bank policies?	Yes []	No [X]
Have these been approved by Bank management?	Yes []	No []
Is approval for any policy waiver sought from the Board?	Yes []	No [X]
Does the project meet the Regional criteria for readiness for implementation?	Yes [X]	No []

Safeguard Policies Triggered by the Project

	Yes	No
Environmental Assessment OP/BP 4.01	X	
Natural Habitats OP/BP 4.04	X	
Forests OP/BP 4.36	X	
Pest Management OP 4.09		X
Physical Cultural Resources OP/BP 4.11	X	
Indigenous Peoples OP/BP 4.10	X	
Involuntary Resettlement OP/BP 4.12	X	
Safety of Dams OP/BP 4.37		X
Projects on International Waterways OP/BP 7.50		X
Projects in Disputed Areas OP/BP 7.60		X

Legal Covenants

Name	Recurrent	Due Date	Frequency
Project Operational Committee	X		CONTINUOUS

Description of Covenant

The recipient shall establish and maintain the Project Operational Committee, which shall be chaired by MMA and comprised of qualified representatives from MMA, ICMBio and the Recipient, and responsible for overseeing the implementation of the Project and, if and where appropriate, the responsibility to establish ad hoc Technical Working Groups (Schedule 2, Section 1, A, paragraph 2, a).

Name	Recurrent	Due Date	Frequency
Project Coordination Unit	X		CONTINUOUS
Description of Covenant			
The recipient shall establish and maintain the Project Operational Committee, which shall be chaired by MMA and comprised of qualified representatives from MMA, ICMBio and the Recipient, and responsible for overseeing the implementation of the Project and, if and where appropriate, the responsibility to establish ad hoc Technical Working Groups (Schedule 2, Section 1, A, paragraph 2, a).			
Name	Recurrent	Due Date	Frequency
Project Council	X		CONTINUOUS
Description of Covenant			
The recipient shall establish and maintain the Project Council, which shall be chaired by MMA and comprised of qualified representatives from Co-financiers and relevant stakeholders, responsible for providing non-binding policy level and strategic guidance, and assisting in the resolution of any inter-sectorial issues (Schedule 2, Section 1, A, paragraph 2, c).			
Name	Recurrent	Due Date	Frequency
Annual Operating Plan	X		Yearly
Description of Covenant			
The recipient shall prepare and furnish to the World Bank for its approval, the draft Annual Operating Plan, including, without limitation, a budget and indication of source of funds, and all measures taken or to be taken in accordance with the Environmental and Social Management Framework, the Indigenous Peoples Plan and the Process Framework (Schedule 2, Section 1, A, paragraph 3).			
Conditions			
Source Of Fund	Name	Type	
GEFU	Execution of Grant Agreement	Effectiveness	
Description of Condition			
The execution and delivery of the Grant Agreement on behalf of the Recipient have been duly authorized or ratified by all necessary governmental and corporate action (Article V, paragraph 5.01, a).			
Source Of Fund	Name	Type	
GEFU	Technical Cooperation Agreements	Effectiveness	
Description of Condition			
The MMA Technical Cooperation Agreement and the ICMBio Technical Cooperation Agreement have been executed on behalf of the Recipient and MMA and ICMBio, respectively (Article V, paragraph 5.01, b).			
Source Of Fund	Name	Type	
GEFU	Project Operational Manual	Effectiveness	
Description of Condition			
The Project Operational Manual, in form and substance satisfactory to the World Bank, has been prepared and adopted by the Recipient, MMA, ICMBio (Article V, paragraph 5.01, b).			
Team Composition			
Bank Staff			
Name	Title	Specialization	Unit
Cassia Coutinho Barreto	Consultant	Consultant	GTIDR



Alberto Coelho Gomes Costa	Senior Social Development Specialist	Social Safeguards Specialist	GURDR
Frederico Rabello T. Costa	Senior Procurement Specialist	Senior Procurement Specialist	GGODR
Sofia De Abreu Ferreira	Counsel	Counsel	LEGEN
Adriana Goncalves Moreira	Senior Environmental Specialist	Team Leader	GENDR
Maria Joao Pagarim Ribeir Kaizeler	Financial Management Specialist	FM Specialist	GGODR
Sofia Keller Neiva	E T Temporary	Program Assistant	LCC5C
Michele Martins	Program Assistant	Program Assistant	LCC5C
Miguel-Santiago da Silva Oliveira	Senior Finance Officer	Senior Finance Officer	CTRLN
Guadalupe Romero Silva	Consultant	Operations Analyst	GENDR
Agnes Velloso	Consultant	Environmental Safeguards Specialist	GENDR
Tanya Lisa Yudelman	Consultant	Coastal and Marine Protected Areas Specialist	GWADR
Tatiana Cristina O. de Abreu Souza	Finance Analyst	Finance Analyst	CTRLN
Stephanie Kuttner	Consultant	Gender & Social Development	GENDR

Non Bank Staff

Name	Title	City

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments
Brazil	Rio Grande do Norte	Estado do Rio Grande do Norte	X		
Brazil	Pernambuco	Estado de Pernambuco	X		
Brazil	Paraiba	Estado da Paraiba	X		
Brazil	Para	Estado do Para	X		
Brazil	Maranhao	Estado do Maranhao	X		
Brazil	Ceara	Estado do Ceara	X		
Brazil	Alagoas	Estado de Alagoas	X		
Brazil	Sergipe	Estado de Sergipe	X		
Brazil	Sao Paulo	Estado de Sao	X		

		Paulo			
Brazil	Santa Catarina	Estado de Santa Catarina	X		
Brazil	Rio Grande do Sul	Estado do Rio Grande do Sul	X		
Brazil	Rio de Janeiro	Estado do Rio de Janeiro	X		
Brazil	Parana	Estado do Parana	X		
Brazil	Espirito Santo	Estado do Espirito Santo	X		
Brazil	Estado de Bahia	Estado da Bahia	X		



4012
JL

I. Strategic Context

A. Country Context

1. **Brazil's extensive coastline measures over 9,000 km², including bays and promontories.** The coastal and marine zone includes a land area of 514 thousand km² and a marine area of over 3.5 million km², an area equivalent to 41% of the Brazilian terrestrial territory (8.5 million km²) and comparable in size to the Brazilian Amazon (4.1 million km²).¹

2. **The coastal zone hosts 43 million inhabitants, or 18% of the national population, 395 municipalities and 16 of Brazil's 28 metropolitan regions** ². The fishing industry accounts for some 800,000 jobs in Brazil, involving about 4 million people directly and indirectly. The Brazilian coast hosts an immense variety of environments and wildlife: one of the longest continuous stretches of mangrove ecosystems in the world, important as nursery sites, biological filters and carbon sinks; the only coral reefs in the South Atlantic; many endemic species; dune fields; lagoon complexes; *restingas* (sandy-coastal plain vegetation); and flood plains. Unfortunately, these environments have been subjected to intense human and economic pressure.

3. **Economic conditions have weakened in Brazil over the last four years.** While remaining relatively resilient during the 2008 financial crisis and recovering swiftly in 2010, economic growth has slowed from pre-crisis levels of 4-5 percent to 2 percent over 2011-13. However, the slowdown did not translate into a weaker labor market, which remained strong with unemployment running at historically low rates of around 5 percent.

4. **Slow growth, persistent inflation, structural bottlenecks, and domestic as well as global uncertainties continue to overshadow the economic outlook for Brazil.** While growth over the past decade was in part based on favorable external conditions, growth of the workforce and productivity growth has stagnated. These constraints have made it difficult to achieve higher levels of non-inflationary growth. Current estimates for GDP growth in 2014 suggest that it will be close to 1 percent, while inflation is at the top of the target range of 6.5%. The post-election year of 2015 is widely seen as a year of necessary adjustments to bring inflation under control and lay the foundations to medium-term growth. Over a longer time horizon, however, the outlook remains positive, conditional on progress with structural reform. Brazil remains a country with vast natural resources and a large untapped growth potential. Tapping into this potential, however, will require tackling structural impediments to growth such as burdensome tax and labor regulations, insufficiently skilled workforce and poor infrastructure while sustaining adequate environmental and social safeguards.

5. **Despite lower than expected growth in recent years, poverty and inequality continue to decline.** The Government helped lift 4 million Brazilians out of poverty in 2012, the highest number recorded in a single year. These numbers are consistent with the trend in poverty reduction. Using the administrative poverty lines derived from the

¹ MMA - Ministério do Meio Ambiente (2008), *Macro-diagnostico da Zona Costeira e Marinha*, Brasília.

² MMA - Ministério do Meio Ambiente (2008) *Programa REVIZEE: avaliação do potencial sustentável de recursos vivos na zona econômica exclusiva: relatório executivo/ MMA*, Secretaria de Qualidade Ambiental, Brasília.

Bolsa Família and the *Brasil Sem Miséria* programs³, moderate poverty has fallen from 24.7 percent in 2001 to 9.0 percent in 2012, while extreme poverty declined, from 9.9 percent in 2001 to 3.6 percent in 2012. Thus from 2001 to 2012 the number of poor was reduced by 24.8 million and the number of extreme poor by 9.9 million.

6. **Increases in labor income and wages, combined with effective transfers have generated significant progress in shared prosperity.** Driven by these factors, income levels of the poor are increasing faster than the rest of the country. From 2002 to 2012, mean income per capita in Brazil grew at an annualized rate of 3.5 percent, while the corresponding figure for the bottom 40 percent of the income distribution was 6.1 percent. This is faster growth than experienced in the LCR region overall where mean incomes grew by an annualized rate of 2.9 percent and incomes of the bottom 40 percent grew at 4.8 percent annually.

7. **Efforts to increase the coverage of Brazil's network of Marine and Coastal PAs (MCPA) not only contribute to the protection of global public goods (marine and coastal ecosystems).** They also protect stocks and so support the productivity of Brazil fisheries; in turn strengthening the sustainability and of both industry and traditional communities dependent on marine resources. By supporting the Borrower's efforts in this regard, the Project is expected to indirectly contribute to the achievement of the Bank's twin goals of poverty reduction and shared prosperity.

8. **As economic activities in the coastal zone account for roughly 70% of the Brazilian GDP, the coastal zone can be considered one of the most environmentally threatened regions in the country.** The establishment of PAs (PAs - *Unidades de Conservação*, UCs in Brazil, as defined by the Law 9.985/2000) is considered essential to conserve the ocean's biodiversity, and natural assets important for the fisheries and tourism industries. Protection of marine and coastal resources is an important factor in maintaining productivity of fish stocks⁴, which are essential to improve the livelihood of poor communities thus contributing directly to the twin goals of poverty reduction and shared prosperity.

B. Sector and Institutional Context

9. **Despite the vastness of Brazil's coastal and marine area, only 1.57% is currently protected within the MCPA network (*Rede de Unidades de Conservação Marinhas e Costeiras* – UCMC).** However, Brazil's interest and effort to conserve coastal areas is indicated by the second National Environmental Program (PNMA II) initiated in 2000, which has coastal zone management as one of its focal areas.

10. **In 2000, the Government of Brazil (the Government or GoB) passed the Law N°. 9.985 (SNUC Law) regulated by Decree N°. 4.340 of 2002, establishing the National System of PAs (SNUC).** The SNUC Law states that the SNUC is constituted by all federal, state and municipal level PAs and divides the PAs in two groups, namely

³ While Brazil does not have official poverty lines, the R\$70 and R\$140/month thresholds used by the *Bolsa Família* and *Brasil Sem Miséria* are typically used in the place of official poverty lines. In June 2014, the BSM threshold for extreme poverty was updated to R\$77/month. The poverty headcount is calculated using PNAD data and following the definitions and methodologies used by MDS and IPEA.

⁴ Prates, A.P.L. (2007) *O Plano Nacional de Áreas Protegidas - O Contexto das Áreas Costeiras e Marinhas*. In Prates, A.P.L. & Blanc, D. (2007) *Áreas Aquáticas Protegidas como Instrumento de Gestão Pesqueira*, p. 17-24. Ministério do Meio Ambiente, Secretaria de Biodiversidade e Florestas, Brasília.

“Strict Protection” areas (further subdivided in five different categories) and “Sustainable Resource Use” areas (further subdivided in seven categories of PAs. The SNUC Law further establishes rules for the PAs management, provides mechanisms for property ownership and provides a framework for coordination between federal, state, and municipal levels and the private sector.



11. In addition, the Government established the National PAs Strategic Plan (PNAP), via Decree 5.758 of 2006, as a blueprint for implementing the country's commitments under the Convention on Biological Diversity (CBD). The PNAP addresses all Brazilian biomes, taking into consideration recommendations made by the *Ad Hoc* Technical Expert Group on MCPAs. These call for a representative MCPAs system to include a primary representative network of no-take fishing zones, inserted within a secondary network associated with sustainable management practices.

12. The National Commission on Biodiversity (CONABIO), in line with the targets set under the CBD⁵, subsequently approved the national target of achieving 10% of the marine and coastal zones in PAs under any category, of which at least one percent should be under strict biological protection status and/or no-fishing zones (CONABIO Resolution 3 of 2006). The National Policy for Resources of the Sea (PNRM) was prepared in the 1980s, and updated in 2005, to promote the training of human resources, stimulate the development of marine research, science and technology, and encourage sustainable use of marine resources and of the adjacent coastal areas. The Inter-ministerial Commission for Resources of the Sea⁶ (CIRM), reporting to the President of the Republic, oversees the implementation of this policy.

13. The GOB's National Biodiversity Program (PRONABIO), supported by the Conservation and Sustainable Use of Brazilian Biodiversity Project (PROBIO- II and II; P006210 and P094715, respectively), through a highly participatory process, identified priority areas and actions for conservation and sustainable use of biodiversity (terrestrial, coastal and marine), officially recognized by the Decree N° 5.092 of 2004 and the Ministry of Environment's Ordinance No. 126 of 2004, and updated through its Ordinance No. 9 in 2007.

14. The Government agencies responsible for creation and maintenance of federal PAs are the Ministry of Environment (MMA) and its executive agency, the Chico Mendes Institute for Biodiversity Conservation (ICMBio). These agencies have state and municipal level counterparts responsible for state and municipal PAs, respectively.

15. In addition, the GOB's Ministry of Mines and Energy (MME) established the Oil and Gas National Zoning (ZNMT) through Regulation (*Portaria*) N° 350/MME, October 2013) that supports the national energy planning, that should be considered in the strategies for the selection and creation of new PAs, to guarantee the integration of environmental and oil and gas policies thereby guaranteeing the conservation of biodiversity and national energy safety.

⁵ These targets were originally to be achieved by 2010. However, the CDB agreements reached during COP 10 in Nagoya extended this deadline to 2020 and approved specific targets for PAs (Target 11).

16. Due to its extraction activities in the coastal and marine zone, **Petróleo Brasileiro S.A. (Petrobras)**, a public-private company linked to the MME, is one of the most influential stakeholders in the sector. The company, founded in 1953 and the leader of the Brazilian oil sector, is a publicly traded state-owned corporation ranked as the world's fourth biggest energy company in market value⁷. Petrobras' Environmental Program includes three strategic actions: (a) investments in environmental projects; (b) reinforcing environmental organizations and their networks; and (c) disseminating information on sustainable development. Petrobras has incorporated the findings of the priority setting exercise for biodiversity conservation carried out under PROBIO I, into its long-term strategic planning and, in partnership with the private sector, universities and governmental agencies, undertakes several habitat recovery and protection actions.

C. Higher Level Objectives to which the Project Contributes

17. The proposed MRPA Project will support the Borrower's efforts in relation to the conservation of the country's natural resource wealth on which basis future prosperity depends, and directly to the improvement of livelihoods of poor traditional fishing communities dependent on these resources, thus reducing poverty. In this sense, while the Project Development Objective (PDO) does not focus directly on increasing prosperity or reducing poverty, the expected outcomes will effectively contribute to the achievement of these twin goals of the World Bank. The Project responds to Brazil's MCPAs program, supports the GEF's Global Operational Strategy by contributing to the long-term protection of Brazil's globally important ecosystems. Specifically, the Project targets three Global Environmental Fund (GEF) priorities: (a) *in situ* conservation of globally unique biodiversity; (b) sustainable use of biodiversity; and (c) local participation in the benefits of conservation activities. It will contribute to GEF Focal Area Objectives as follows: (a) Improve sustainability of Protected Area System (BD-1), and (b) Mainstream Biodiversity Conservation and Sustainable Use into Production Landscapes, Seascapes and Sectors (BD-2). The Project is fully consistent with Brazil's first report to the Conference of Parties (COP) IV and with the principles of the CBD, by supporting all three levels of biodiversity (ecosystems, species, and genes).

18. Brazil signed the CBD in 1992 and Congress ratified it 1994. The country also ratified the Ramsar Convention on Wetlands in May 1996. The proposed Project contributes to Brazil's commitments under these two Conventions (including CBD's 2020 Aichi Biodiversity Targets) and meets the Brazilian eligibility criteria for GEF funding according to the guidelines set by the CONABIO – Decree Number 4.703, of May, 22, 2003 and the National Biodiversity Policy Decree Number, 4.339, of August 22, 2002.

19. The World Bank Group's Country Partnership Strategy (CPS) 2012-2015 (Report No. 63731) discussed by Board of Executive Directors on November 1, 2011 has under its Strategic Objective 4 "Improve sustainable natural resource management and climate resilience". The proposed Project is fully consistent with the CPS recommendations, particularly the need to protect priority ecosystems. Also, the World Bank has sponsored a number of South-South dialogues led by Brazil, mostly on

⁷ According to a ranking organized by PFC Energy, a global consulting firm specializing in the oil and gas industry

agriculture and water resources. The proposed Project is an obvious candidate for expanding this type of collaboration, particularly given Brazil's successful experiences with PAs.



II. Project Development Objectives

A. Project Development Objective

20. **The Project's Global Environmental Objective (GEO) is the same as the PDO, namely, (a) to support the expansion of globally significant, representative and effective MCPA system in Brazil, and (b) to identify mechanisms for its financial sustainability.**

21. The Project will contribute to conservation of trans-boundary ocean life, including migrating species, through protection of important areas where these species feed, rest and/or breed along the Brazilian coast. Protected ecosystems will maintain their capacity to produce food, maintain good water quality, and increase their capacity to recover from disturbances, bringing far-reaching social and economic benefits. The Project is fully consistent with and contributes to Brazilian national policies regarding biodiversity conservation and sustainable development of the coastal and marine zone.⁸

B. Project Beneficiaries

22. **The Project's beneficiaries are local populations and resource users living inside and around sustainable use MCPAs, the fishing and tourism industries, Protected Area (UC) agencies, the scientific community and the national and international societies.** Local populations, including local fishers, fishing communities and some indigenous communities, will benefit from improved resource management and conservation, community empowerment and increased access to public policies. The Project will support their participation in Management Councils, elaboration and updating of Management Plans for PAs. The tourism industry will benefit from improved public use management, infrastructure, environmental education and conservation. The fishing industry will benefit from improved sustainability of their activities. Local, state, and federal stakeholders will be strengthened through participation in project activities and targeted capacity-building initiatives. The national and international community will benefit from the establishment and implementation of a globally representative system of marine and coastal PAs in Brazil, better able to protect its ecosystems and trans-boundary biodiversity. Critical information will be generated to scientists and policymakers on the achievement of CBD and Ramsar Convention targets.

C. PDO Level Results Indicators

23. The PDO level indicators and respective targets are as follows:

⁸ These include: National Policy on Biodiversity, 2010 National Goals for Biodiversity, National Coastal Management Plan, 2012-2015 Sectorial Plan for Resources of the Sea (PSRM VIII), National Policy for Resources of the Sea (PNRM) – including the Sectorial Plan for Resources of the Sea (PSRM), National Coastal Management Plan⁸ (PNGC), Continental Shelf Survey (LEPLAC), Evaluation, Monitoring and Conservation of Marine Biodiversity (REVIMAR), Marine Mentality Program (PROMAR), Ocean and Climate Observation System (GOOS), among others, and the (ZNM-T).

- Hectares of Brazilian marine territory brought under biodiversity protection (Target: 17.5 million hectares);
- Hectares of Brazilian marine territory brought under *enhanced* biodiversity protection (Target: 930,000 hectares); and
- Number of financial mechanisms to support the long-term sustainability of MCPAs designed and ready for implementation (Target: 2).

III. Project Description

A. Project components

24. The proposed Project design includes four components:

25. **Component 1 - Creation and Consolidation of Marine and Coastal PAs (GEF: \$12.29 million, co-financing: \$50.64 million)⁹:** Creation of Marine PAs (MRPAs) and Consolidation of MCPAs, by, *inter alia*: (i) establishing new MRPA to achieve 5% of areas under protection and identifying seasonal or permanent no-take fishing zones in selected MRPA; and (ii) strengthen biodiversity protection in at least 9,300km² of selected MCPAs, including capacity-building, training, and communication activities to strengthen management of other marine and coastal PAs.

26. **Component 2 – Identification and Design of Financial Mechanisms to Support Marine and Coastal PAs (GEF: \$2.50 million, co-financing: \$1.09 million):** Identification and design of, at least, two potential financing mechanisms for the MCPAs to ensure their long term financial sustainability.

27. **Component 3 - Monitoring and Evaluation (GEF: \$2.50 million, co-financing: \$40.68 million):** Support monitoring and evaluation (M&E) activities through: (i) the development and implementation of an integrated M&E system to track key marine and coastal environmental and biodiversity indicators in Marine and Coastal PAs supported by the Project as well as of other marine and coastal PAs; and (ii) an assessment of marine biodiversity conservation status and conservation requirements of the MCPA system.

28. **Component 4 - Project Coordination and Management (GEF: \$0.91 million, co-financing: \$7.24 million):** Strengthen coordination, management and communication for the carrying out of the Project, by, *inter alia*: (i) establishing efficient day-to-day management and supervision of the Project by supporting the Project Coordination Unit (PCU) and the Project Implementation Unit (PIU), in discharging their functions and responsibilities (including support for Project audits) and developing and implementing a communication strategy for the Project; (ii) ensuring Project coordination by supporting the establishment and functioning of the Project Operational Committee (POC), the Project Council (PC), and *ad hoc* Technical Working Groups; and (iii) developing and implementing M&E systems to manage effectiveness of MCPAs and the MCPA system, including their long term financial sustainability.

⁹ GEF and counterpart resources allocated per component are estimations.

B. Project Financing

29. The Project will be financed by a US\$18.2 million GEF grant and US\$99.66 million in parallel co-financing from the Government (MMA and ICMBio) and MME and Petróleo Brasileiro S.A. The partnership among the World Bank, as implementing agency of GEF, the GOB, the MME/Petrobras and other potential private sector players is an innovative approach to coastal zone management and mainstreaming of biodiversity in Brazil.

1. Project Financing Table (US\$ million)

Project Components	Total	GEF Grant	GEF Grant %
1 - Creation and Consolidation of Marine and Coastal PAs	62.93	12.29	20%
2 - Design of Financial Mechanisms to Support the MCPAs System	3.59	2.50	70%
3 - M&E	43.18	2.50	6%
4 - Project Coordination and Management	8.15	0.91	11%
Total Project Cost	117.86	18.2	15%

*US\$ amounts for co-funding are indicative. The Project costs will be implemented in Brazilian Real.

IV. Implementation

A. Institutional and Implementation Arrangements

30. The Project will be implemented by the MMA in partnership with the FUNBIO, ICMBio (responsible for federal PAs and threatened species), MME/Petrobras, and state and municipality agencies (for specific PAs in their jurisdictions). Implementation will additionally involve the academic sector, NGOs and civil society. The Project Operational Manual (POM) will detail the roles and responsibilities of each of these institutional structures as well as the agencies involved in the Project's implementation.

31. MMA will be responsible for the overall coordination of the four components, and through the PCU, will *inter alia*: (a) oversee the preparation of annual operating plans; (b) prepare supervisory and other reports as needed by donors or the World Bank; (c) monitor and evaluate project activities; (d) confirm that technical cooperation agreements and the agreement with Petrobras are effectively carried out; (e) secure project safeguard compliance in collaboration with ICMBio and state environment agencies; and (f) conduct communication and information-dissemination programs. FUNBIO, through the PIU will be responsible for procurement and financial management and monitoring, including approving and tracking the distribution of funds. Monitoring of the Project's progress will be carried out in close coordination by MMA's PCU and FUNBIO.

32. The Project's governance structure includes a Project Council (PC), a POC, a PCU, a PIU and Technical Working Groups. The PC will be comprised of representatives of governmental and non-governmental stakeholders to provide policy level and strategic guidance, ensuring linkages to sectorial policies and programs, assisting in the resolution of any inter-sectorial conflicts, and debating and suggesting improvements for the SNUC regarding coastal and seascape management

challenges, among other issues. The POC will be comprised of representatives of the key executing agencies and chaired by MMA, serving as an administrative unit to ensure compliance with the PDO, considering PC guidance. The Technical Working Groups will be established as needed to provide in-depth guidance upon specific issues related to the Project implementation.

B. Results Monitoring and Evaluation

33. A project M&E unit will be established within the PCU in MMA. This M&E unit will lead the Project's M&E, with support on the fiduciary aspects from FUNBIO and from each of the components' executing partners. Progress will be tracked against the indicators outlined in the Project's Results Framework (Annex 1) and the actions agreed in the Project's Annual Operation Plans (*Planos Operativos Anuais* – POA) agreed annually with the POC and partners. Quarterly financial and bi-annual progress and M&E reports will be submitted to the World Bank. In addition, (a) bi-annual progress reviews will be conducted by the POC; (b) bi-annual progress reviews during World Bank implementation support missions; (c) a mid-term review of the Project's implementation will be conducted jointly by the GOB, the POC, the PCU, FUNBIO, and the World Bank; and (d) an independent end of project evaluation will be also completed, and a project completion report prepared.

34. The Project will also monitor and evaluate the Project's impact on the ground by tracking the management effectiveness in the selected PAs and the MCPA system. In parallel, the Project will support the design and launch an M&E system for the long-term monitoring of key environmental and biological indicators.

C. Sustainability

35. The Project is expected to be the first phase of a longer-term process to establish an effective and sustainable MCPA system, through the following strategies: (a) biodiversity protection with compatibility and integration with other coastal activities; (b) evaluation of financial sustainability needs and proposition of revenue generating and benefit sharing options for the PAs; and (c) implementation and strengthening of institutional coordination mechanisms to build long-term capacity for management of the MCPA system. The involvement and financing provided by MME/Petrobras is an interesting development that, if successful, could pave the way for private sector MCPA financing over the long-term. In ecological terms, the design and adoption of an environmental and biological monitoring system will also be a critical instrument for MCPA system sustainability.

V. Key Risks and Mitigation Measures

A. Risk Rating Summary Table

Stakeholder Risk	Moderate
Implementing Agency Risks	
- Capacity	Moderate
- Governance	Moderate
Project Risk	
- Design	Low
- Social and Environmental	Moderate



- Program and Donor	Substantial
- Delivery Monitoring and Sustainability	Moderate
Overall Implementation Risk	Moderate

B. Overall Risk Rating Explanation

36. The overall implementation risk is rated as Moderate. The country is economically and politically stable, and the World Bank has extensive experience of as implementing agency of various projects involving PAs in Brazil. Parallel co-financing funds have already been secured from MME/Petrobras, and FUNBIO has long experience in the implementation of GEF-financed biodiversity conservation projects. Although the environmental risk is low, there may be moderate risks of social conflicts regarding the creation of new PAs due to perceived potential economic losses, and poor past experiences with land tenure regularization or resettlement. To mitigate these risks, consultations on traditional communities' issues, loss of access, and the complete environmental assessment were carried out, and a Process Framework (PF) and an Indigenous Peoples Plan were prepared. The Project will utilize a highly participatory approach that emphasizes consensus and community participation in MCPA management, improving MCPA design to create mosaics that avoid conflict with local people while maximizing conservation benefits. Also, economic and population growth in the coastal areas will increase pressure on natural resources. However, the Project will be implemented in close coordination with other governmental policies and sectors and seek engagement of different actors at the local, state and national level to ensure political support for conservation actions and adequate financing for timely implementation. Implementation contemplates close collaboration among federal, state and municipal levels of government, the MMA, FUNBIO, private sector partners, the scientific community and stakeholders in the project areas, and the Project includes cross-sectoral and multi-stakeholder committees (the PCU, POC, PC, and Working Groups) to help coordinate activities and ensure integration of the coastal and marine areas into the SNUC.

VI. Appraisal Summary

A. Economic and Financial Analysis

37. The GEF incremental support would assist the GOB in expanding the representation of MCPAs, identifying sustainable financing options for these areas, and involving new actors at the national and sub-national levels. The Project would help strengthen the long-term economic and financial sustainability of PAs. The GOB budget is limited but the Project will support alternative instruments to overcome this limitation. Without the Project, the budget forecast to be allocated for MCPAs conservation by the GOB (the baseline scenario) is about US\$8.0m over the life of the Project. The \$18.2 million GEF investment would leverage an additional US\$90 million from other partners over the same period. This financing will help develop the necessary institutional capabilities, set up policy frameworks for the sustainable management of marine ecosystems, and develop mechanisms for the participatory management of MCPAs.

B. Technical

35. The Project seeks to increase the formally protected marine and coastal area from 1.57% to 5%, an increase of 120,000 km², and to enhance the protection of 9,300 km² of existing PAs. Its design draws upon lessons learned with the establishment of MCPA systems in other parts of the world, seeking to avoid and mitigate identified risks stemming from *inter alia* poor design, weak stakeholder participation and other factors. It recognizes the critical importance of securing financial sustainability if gains on the ground are to be maintained, but is realistic in its ambitions, recognizing clearly that this Project can only be a first step towards securing long term sustainability.

C. Financial Management

36. A Financial Management (FM) Assessment was carried out in accordance with World Bank guidelines and the Project Financial Management risks are moderate due to the following factors: (a) decentralization of funds to the; (b) lack of an audit department in FUNBIO to help in the control of the funds; and (c) the relatively new area of assistance of the Project. FUNBIO has assumed fiduciary management responsibilities for previous and ongoing World Bank-financed projects under similar arrangements. The assessment evaluated the FM arrangements of FUNBIO as satisfactory, given FUNBIO's adequate staffing, accounting and financial management systems and lack of important audit findings. Implementation agency weaknesses include lack of an internal control/audit unit and adequate internal controls to monitor decentralized funds. Mitigation measures include: (a) preparation of a user friendly and detailed POM, (b) preparation of audit Terms of Reference; and (c) close monitoring and follow-up by the PCU, assuring proper supervision to provide training on the *Cérebro* system¹⁰, FM and disbursement procedures throughout implementation. Lessons learned from previous projects show that issues related mostly to the lack of both preventive internal controls and an internal audit unit. This has been addressed through strengthening of FUNBIO's internal controls but, in order to enforce the preventive internal control procedures, there is still the need to establish an internal control/audit unit (currently underway). The accounting system (RM), and *Cérebro II*¹¹, the monitoring system, are fully operational and capable of running the agreed Interim Unaudited Financial Reports (IFRs) and satisfy World Bank requirements. FM Implementation Support Missions will be conducted on an annual basis.

D. Procurement

37. A full assessment of FUNBIO's capacity to implement procurement in accordance with World Bank Guidelines has been carried out and no major risks were identified. FUNBIO has implemented other World Bank-financed projects and has acquired good familiarity with procurement rules, including using bidding documents,

¹⁰ Under earlier World Bank-financed projects an internet-based financial management system (*Cérebro*), a full service system created by FUNBIO that enables all annual budget planning, review and approval, execution, and monitoring to occur in a secure, efficient, and transparent online environment was developed and implemented.

¹¹ Under GEF MAR an updated version, *Cérebro II*, is being adopted which will resolve minor problems encountered in the first phase.

requesting prior and post reviews, and preparing Procurement Plans. Due to the nature of the Project, and because only few selection processes are expected have a higher complexity, selecting them for prior review is an adequate measure to mitigate this residual risk. Some findings to be highlighted are: (a) FUNBIO's *Cerebro* system, has a full procurement module, and deals with procurement responsibilities and formalizes the decision making process; (b) FUNBIO has a bidding and contracting manual, which was reviewed by the World Bank and its procedures were considered acceptable; (c) FUNBIO has an excellent filing system; (d) the procurement unit is currently staffed with eight experienced staff, and can be expanded if needed. FUNBIO will develop a Procurement Plan which will be updated in agreement with the World Bank annually or as required to reflect the actual implementation needs and improvements in institutional capacity. Procurement supervision will include selected prior reviews to be carried out by the World Bank and yearly field supervision missions to carry out post reviews of procurement actions.

E. Social

38. The Project is classified as EA Category B for safeguard purposes. The Project is essentially a conservation initiative, expected to generate positive and long-lasting social, economic and environmental benefits. It is expected to bring about social and economic benefits as it moves towards putting the management of these economically valuable coastal and marine resources onto a more sustainable footing. No one will be physically displaced by the creation and consolidation of the selected PAs. Nevertheless, the creation of new PAs, and changes in management of those existing, could give rise to localized negative social issues due to the potential restrictions of access to Protected Area (UC) resources leading to impacts on livelihoods. Furthermore, there are indigenous people in one of the existing PAs that may be supported under the Project. Therefore, both the Involuntary Resettlement (OP/BP 4.12) and the Indigenous Peoples (OP/BP 4.10) safeguard policies have been triggered. To ensure that any such issues are appropriately addressed, the MMA prepared, consulted (on February 15th, 2013) and publically disclosed (in-country February 21st, 2013 and on the World Bank's external website on March 20th, 2014) the following: (i) a PF (ii) a social assessment (SA); and (iii) an IPP.

39. Key stakeholders have been consulted during project preparation on the potential risks and impacts of the Project and the proposed mitigation measures. In addition to the face-to-face consultation of safeguard documents held at the protected area where indigenous peoples are present and described in the Project's IPP, FUNBIO published a Public Consulting call in its website, inviting public society to download and comment on the socio-environmental safeguards document from February 15 to March 15, 2013. The comments and suggestions received have focused on the potential impact of the creation of PAs over the traditional livelihood strategies of non-commercial, traditional and artisanal fishermen. Considering these concerns, two key principles have been incorporated in the Project for guiding the creation and/or consolidation of coastal and MRPA – namely: (a) the assessment of social implications for communities and other stakeholders in the areas who depend on fisheries resources for a livelihood and (b) the empowerment of indigenous and local fishing communities to progressively share the responsibility of managing coastal and fisheries resources.

40. Nowadays, non-commercial traditional and artisanal fishermen communities are important allies in the conservation process. When the National System of Conservation Units (SNUC) legislation came into force in Brazil (under Law 9,985/2000), it included new categories of coastal and MRPA such as marine extractive reserves (MERs) and reserves for sustainable development (RSDs), many combining no-take zones with a sustainable use of resources that helps to conserve biodiversity and, simultaneously, to improve the living standards of those within them. The changes introduced by SNUC include the creation of consultative and management multi-stakeholders committees and the promotion of sustainable development of fishermen communities. In consequence of this new regulatory framework and the pressures that these non-commercial fishermen have been facing and to which they have become increasingly vulnerable, more and more of these communities have been demanding such PAs to be created in recent years.

41. Given the empowering, participatory and consultative processes of creation and/or consolidation as well as co-management strategies of coastal and MRPA, the Project will undoubtedly contribute to meet the goals of environmental conservation, poverty reduction and shared prosperity insofar as marine and coastal PAs have been proven to contribute to (a) protecting biodiversity, (b) managing conflict, enhancing economic well-being and improving the quality of life, and (c) fostering the resilience of artisanal fishing communities. The Project's impacts tend to be mostly positive and some recent social assessments have shown that the most positive examples in the world of livelihood-sensitive conservation come from Brazil, where non-commercial fishermen communities are in the forefront of demanding, and setting up, sustainable-use marine extractive reserves (MERs) and other coastal and MRPA to safeguard their livelihoods against diverse pressures upon the natural resources they need.¹²

42. Grievance-handling processes and conflict resolution are key tasks to be carried by the participatory and multi-stakeholder management committees created for each coastal and marine PA (see Annex 3 for more details)

43. Project M&E will be carried out in three broad areas: (i) financial monitoring, (ii) monitoring of implementation and management of the PAs, and (iii) environmental and biodiversity monitoring. The Ministry of Environment and ICMBio will be responsible for the institutional and legal actions for PA creation, and for the implementation of biodiversity and environmental monitoring – including the monitoring of the IPP for the Corumbau Marine Extractive Reserve – and some partnerships with research institutions have been envisaged.

¹² There are few studies on the social and cultural implications of MPAs, particularly in developing countries. This social analysis is based on the following outstanding works: Antonio Carlos Diegues, *Marine PAs and Artisanal Fisheries in Brazil*, Chennai, India: International Collective in Support of Fishworkers, 2008; Cordell, John, *A Sea of Dreams: Valuing Culture in Marine Conservation*, Berkeley: The Ethnographic Institute, 2007; Cordell, J. "Dynamics and challenges of MPA Development and coastal protection" (in *Taking Marine Management to Scale: Connecting Societies, Coastal Landscapes and the Sea*, Washington: World Bank, 2006. The World Bank); "Brazil: Dynamics and Challenges of Marine Protected Area Development and Coastal Protection" (in *Scaling Up Marine Management: The Role of Marine PAs*, Report No. 36635, Washington DC: Environment Department and Sustainable Development Network, 2006).

MMA/SP
Fig. 458
p. 22
458
P

F. Environment

44. The Project is expected to have a significant positive environmental outcome. The Project may support small-scale investments in the selected PAs, such as demarcation, possibly interpretative centers, trails, preparation of management plans, etc. Management plans in sustainable use PAs should discipline and ensure sustainable resource use. Possible negative impacts from these small-scale investments are expected to be small, localized and reversible. Some of the existing PAs include historical sites and, although project actions as planned should not interfere with those sites, eventual additional historical and/or archeological findings may occur during implementation.

45. In view of this, the Project is classified as Category B for safeguards purposes, with following environmental safeguard policies triggered: Environmental Assessment (OP/BP 4.01); Natural Habitats (OP/BP 4.04); Forests (OP/BP 4.36) and Physical Cultural Resources (OP/BP 4.11). MMA has prepared, consulted on and publically disclosed, both in country and on the Bank's website, both in country and on the Bank's website, a Social Assessment and an Environmental and Social Management Framework, (ESMF) which assesses potential social and environmental impacts and proposes a framework for preventing or mitigating them. Proposed measures are similar to legally required actions routinely performed by implementing agencies MMA and ICMBio, which have demonstrated capacity to comply with World Bank safeguard instruments under previous World Bank-financed projects. Furthermore, the ESMF will also be integrated into the operating rules of the financing mechanisms envisaged as part of Component 2. Also, project-financed studies for the creation of new PAs envisaged as part of Component 1, will be consistent with, and pay due attention to, the above safeguard policies.

46. The main measures identified in the project's ESMF to prevent or mitigate potential negative impacts from project actions do not differ from the usual procedures applied by the implementing agencies MMA and ICMBio for the creation and consolidation of PAs. A few additional measures to deal with economic displacement, if it becomes necessary, were preventively identified in the Project's PF. These two agencies have demonstrated capacity to comply with Bank safeguards instruments, as verified under the similar Amazon Region PAs Program, currently in its second phase. ICMBio has adopted the GEF Tracking Tool to monitor Brazilian PAs and has been applying the tool periodically to the entire system of federal PAs, and to all PAs (federal, state and municipal) under GEF-funded projects, such as the ongoing Amazon Region PAs Program (ARPA Project - P114810). The same tool will be applied to PAs under the GEF MRPA Project, in addition to other existing PAs monitoring tools for biodiversity and management monitoring.

Annex 1: Results Framework and Monitoring

Country: Brazil

Project Name: Marine Protected Areas (P128968)

Results Framework

Global Environmental Objectives

PDO Statement

The Project's Global Environmental Objective (GEO) is the same as the Project's Development Objective (PDO), namely, (a) to support the expansion of globally significant, representative and effective Marine and Coastal Protected Area system in Brazil, and (b) to identify mechanisms for its financial sustainability.

These results are at Project Level

Global Environmental Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection
				YR1	YR2	YR3	YR4	End Target			
Marine areas brought under biodiversity protection (ha)	<input checked="" type="checkbox"/>	Million Hectares (Ha)	5.50	5.50	5.50	10.50	16.00	17.50	Annually	Draft PA designation decrees and laws officially submitted.	MMA/ICMBio
Area brought under enhanced biodiversity	<input type="checkbox"/>	Hectares (Ha)	0.00	250,000	450,000	730,000	830,000	930,000	Annually	METT Scorecards	MMA

completed																			reports	
Marine Biodiversity Monitoring System developed and under implementation in project sites	<input type="checkbox"/>		Percentage	0.00	0.00	0.00	0.00	0.00	50.00	50.00	50.00	100.00	Annually	Project Reports	ICMBio/MMA					
Management systems (incl. fiduciary systems) in place and operational, producing satisfactory annual and quarterly reports.	<input type="checkbox"/>		Yes/No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Quarterly, Annually	Quarterly financial reports. Bi-annual Implementation reports	MMA, ICMBio, FUNBIO,					
Participants in consultation activities during project implementation, of which female	<input type="checkbox"/>		Number	0.00	0.00	120.00	240.00	360.00	480.00	Annually	PA Management Council Minutes and attendance registers	MMA, ICMBio								
MCPA classification system defined and costed	<input type="checkbox"/>		Percentage	0.00	0.00	50.00	50.00	50.00	100.00	Annually	Classification system report; project progress	MMA, FUNBIO								

[illegible]

reports

Tracking tools report

ICMBio/MMA

Annually

100.00

100.00

100.00

100.00

100.00

005

Percentage

☐

File

460

A43

12.



Annex 1: Results Framework and Monitoring

Country: Brazil

Project Name: Marine Protected Areas (P128968)

Results Framework

Global Environmental Objective Indicators	
Indicator Name	Description (indicator definition etc.)
Marine areas brought under biodiversity protection (ha)	This is a proxy indicator that measures marine biodiversity protection as a result of the World Bank operation through either formally gazetted an area as a marine protected area or limiting access to an area for fishing either through the introduction of a quota or licensing system or by introducing seasonal or species closures.
Area brought under enhanced biodiversity protection	Increase in level of management effectiveness based on MEXT scorecard percentage (after scorecard is adapted to each site). <35%=Non-functioning; 35-75% = Basic functioning; >75% = high-level functioning.
Financial mechanisms to support the long-term sustainability of MCPAs designed and ready for implementation.	Proposals for financial mechanisms that could be created, including sources of funds, mechanisms, economic instruments, legal requirements, etc.
Intermediate Results Indicators	
Indicator Name	Description (indicator definition etc.)
Protected Area Management Plans (a) prepared or updated, and (b) under implementation.	Number of selected MCPAs with Management Plans (a) elaborated and (b) under implementation. (Likely to include Costa dos Corais, APA Fernando de Noronha, PARNA Noronha in PY 2; Baleia Franca, Lagoa do Peixe, Corumbau in PY3; Canavieiras, Cassurubá, Ilha dos Lobosin PY4 and PARNA Abrolhos in PY5.)
Technical studies completed	Number of studies focusing on the definition of the cost structure and the identification and assessment of revenue generating opportunities for MCPAs
Marine Biodiversity Monitoring System developed and	50% means system developed. 100% means system adopted in all selected MCPAs

under implementation in project sites	No description provided.
Management systems (incl. fiduciary systems) in place and operational, producing satisfactory annual and quarterly reports. Project monitoring operational, producing satisfactory bi-annual and quarterly reports.	
Participants in consultation activities during project implementation, of which female	Number of participants in consultative and Management Council meetings for participating project sites, distinguished by gender. (Use meeting with highest number of participants for each site)
MCPA classification system defined and costed	Protected Area categories and implementation phases defined for the MCPA system and costed (Initial estimate completed: 50%, Refined estimate: 100%).
Managerial Effectiveness Monitoring systems adopted and implemented in all project sites	Tracking tools updated. In the 1st year the target percentage is calculated based on selected existing PAs. In the 2nd year onwards, the target percentage is calculated based on selected existing PAs plus new PAs created by the project.



Annex 2: Detailed Project Description

I. Project Development Objective

1. **The Project's Global Environmental Objective (GEO) is the same as the Project's Development Objective (PDO),** namely, (a) to support the expansion of globally significant, representative and effective Marine and Coastal Protected Area system in Brazil, and (b) to identify mechanisms for its financial sustainability.
2. The PDO level indicators and respective targets are as follows:
 - Hectares of Brazilian marine territory brought under biodiversity protection (Target: 17.5 million hectares);
 - Hectares of Brazilian marine territory brought under *enhanced* biodiversity protection (Target: 930,000 hectares); and
 - Number of financial mechanisms to support the long-term sustainability of MCPAs designed and ready for implementation (Target: 2).

II. Project Description:

The proposed Project includes four components:

3. **Component 1 - Creation and Consolidation of Marine and Coastal PAs (GEF: \$12.29 million, parallel co-financing: \$50.64 million):** This component aims to both increase the area and strengthen the management of Brazil's marine and coastal environment under formal protection. It will support the creation and implementation of different categories of new and existing MCPAs in the Brazilian marine and coastal zones, establishing and strengthening an effective MCPA system. These areas may be either strict protection or sustainable use MCPAs. A short list of sites eligible for project support has been identified during preparation (see Annex 7). The component is divided into two sub-components aimed at: (a) the identification and creation of marine PAs (MRPAs - *UCs*) and seasonal or permanent no-take fishing zones in selected MRPA, and (b) consolidation of MCPAs.

4. **Sub-component 1.1 Creation of new MRPA:** This sub-component will principally support the creation of new MRPA and the identification of potential seasonal or permanent no-take fishing zones (lying outside of MRPA, *UCs*)¹³, as the marine zone has the greatest deficit of protection among all Brazilian biomes.

5. This sub-component will launch with a scientific and consultative process to both prioritize the sites and identify the key actions needed. A significant amount of analytical work at the regional and biome-level is available in Brazil, undertaken over the past 15 years by research and government agencies, universities and NGOs. The Project will use this regional and macro-level information - not only biodiversity data but socio-economic information as well - and refine it at the local level to further identify the priority sites for action, and to define the specific protected area creation and implementation actions to be supported. Activities to be supported under this sub-component include among others the following: updating the National Protected Area

¹³ Marine PAs and no take fishing zones are governed by different legislative rules: the former fall within the ambit of SNUC, which is coordinated by MMA and executed by ICMBio, State and Municipal governments, while the latter fall within the ambit of the fisheries legislation and is overseen jointly by MMA and the Ministry of Fisheries and Aquaculture.



Database, undertaking biological and social studies, implementing public consultation processes, and drafting decrees for PA creation.

6. The procedures for establishing PAs are set out under SNUC- (Law N°. 9.985, of June 18, 2000, and Decree N°. 4.340, of August 22, 2002). The SNUC Law provides a sound legal basis for the establishment and consolidation of PAs. The Project will contribute to improving institutional capacity for implementing this legislation for coastal and marine areas. As determined by Brazilian Law and World Bank Safeguard Policies, public consultations with all key stakeholder groups will be carried out for each new Protected Area to be created, with studies on the environment, land (in the case of coastal PAs – UCs) and resource use rights, and socio-economic indicators informing the final decisions about the legal classification, location and boundaries of new PAs. Additionally, the implementing agencies will undertake public consultations and circulation of the draft decrees for Protected Area (UC) creation.

7. With respect to the identification of seasonal or permanent no-take fishing zones, the Project will support a participatory and scientific process to: (a) identify key coastal species (e.g., lobsters, shrimp, and others.); (b) determine their geographic distribution throughout their lifecycles, including important reproductive areas; and (c) prepare proposals for their creation, including developing management, surveillance and other action plans. These will be submitted to the inter-ministerial MMA/MPA commission and relevant scientific sub-committees (e.g., lobster, shrimp etc. sub-committees) for approval.

8. **Sub-component 1.2 Consolidation of selected marine and coastal PAs (UCs):** This subcomponent aims to provide sufficient human and financial resources, adequate infrastructure, supportive local constituencies, and technical capacity for strategic planning, political support, and sufficient ecological information for the long-term conservation of the selected PAs. It will finance implementation activities in the new MRPA created under sub-component 1.1, as well as in selected existing MCPAs. A short list of existing PAs eligible for support under the Project has been prepared (see Annex 7), comprising eleven federal, three state and one municipal Protected Area. Similar to the process described under sub-component 1.1, the Project will support a scientific and consultative process, drawing upon the extensive existing information and complemented by new studies as required, to prioritize the sites and identify the actions required. Activities to be supported in the newly created and/or selected existing Marine and Coastal PAs are expected to include: (a) demarcation, establishment and functioning of a management council; (b) preparation/update and implementation of protection plans¹⁴; (c) alternative livelihood programs and/or other actions linked to compensation for any loss of access; (d) preparation and implementation of management, visitation or other plans; (e) design and implementation of environmental education, awareness raising and other programs; (f) implementation of threatened and endangered species protection programs; (g) surveillance and enforcement; and (h) the provision of basic infrastructure and equipment.

9. This sub-component would also support cross-cutting initiatives to strengthen conservation management of the MCPA system as a whole, including, rehabilitation and equipping of marine centers, and training, capacity building and outreach activities

¹⁴ Protection Plans are defined as those which govern the period between passage of the protection decree and the adoption of a full Management Plan.

targeting field staff and local community stakeholders in marine conservation, monitoring, social participation, etc. The component will also support communication activities for the MCPA system and the Project, including development and implementation of a strategy to raise awareness and disseminate information and lessons learned among stakeholders. Specific activities might include *inter alia*: (a) design of brochures, pamphlets; (b) design and maintenance of a MCPA website; and (c) preparation and dissemination of informative material.

10. Under this component GEF financing would cover consultancy services, non-consultancy services (e.g., publications), limited, small-scale infrastructure and rehabilitation works, goods and equipment, public consultations, workshops and training, and operating costs (including travel and per diems).

11. **Component 2 – Identification and Design of Financial Mechanisms to Support MCPA (GEF: \$2.50 million, parallel co-financing: \$1.09 million):** This component aims to identify and design at least two potential financing mechanisms for MCPAs, with a view to putting the MCPA system on a financially sustainable footing in the future, supporting the development of necessary public policies and helping to bridge the gap between protected area policies and central economic decision makers in the GoB (Planning and Treasury). PAs demand resources in order to perform the function for which they were designed and play an important role in the economy by generating various environmental goods and services and by injecting resources directly into the local, regional or national economy through diversification of economic opportunities. This Project component seeks to contribute to the identification and adaptation of consolidated tools for conservation finance and to the creation of new approaches specifically designed to promote the financial sustainability of MCPAs, *inter alia*: cost modelling for PA management, financial modelling and arrangement development (public-private partnerships, endowment structures, public funding initiatives, etc.).

12. Building on MMA, FUNBIO and others' experiences, activities under the component will aim at developing new or adapting existing tools (e.g., Minimum Investments for PAs, Score Card, ARPA Econometric model, etc.) to a marine context so as to determine the public costs of maintaining PAs and estimate the minimum investment and maintenance recurrent costs necessary for their management. These will take into account costs and potential revenues for different types of PAs. In addition, activities supported under this component will seek to complement government financing options by supporting a review of existing and identifying potential new funding sources and mechanisms, including but not limited to the endowment experience of the GEF-supported ARPA Projects (P058503, P1144810) and the Atlantic Rainforest Conservation Fund of the State of Rio de Janeiro (*Fundo da Mata Atlântica do Rio de Janeiro*), as well as preparing the ground for joint development of public policies towards the financing of PA with Planning and Treasury Ministries. As part of this work, studies on potential returns of income generating activities, stakeholder assessments with an emphasis on gender and vulnerability issues associated with protected area management and resource use, including those related to benefit sharing, relevant legal, and other studies, will be conducted. The Project will specifically support studies, modeling, design and structuring of potential revenue generating mechanisms for PAs focusing on *inter alia* fisheries and climate change related mechanisms (Blue Carbon) for payment for environmental services. The most promising options will be

identified, and elements to support the development of these instruments by the GOB, FUNBIO and other partners will be prepared and discussed by the project operational committee.



13. Under this component GEF financing would cover consultant services (e.g., technical assistance linked to the identification and design of financing mechanisms), as well as, non-consultancy services (e.g., publications), public consultations and workshops, and operating costs (including travel and per diems).

14. **Component 3 - Monitoring and Evaluation (GEF: \$2.50 million, co-financing: \$40.68 million):** M&E activities to be supported fall into two main areas: (a) the development and implementation of an integrated M&E system to track key marine and coastal environmental and biodiversity indicators in Marine and Coastal PAs supported by the Project as well as of other marine and coastal PAs. This will involve establishing a baseline and monitoring key biodiversity and environmental health indicators in individual PAs and the MCPA system over the long-term, and (b) an assessment of the marine biodiversity conservation status and conservation requirements of the Marine and Coastal PAs system. This is an essential complement to the METT Scorecard information, allowing for evaluation of the on-the-ground impact of conservation and management measures, and detection of biodiversity responses to environmental and human disturbance. The information and knowledge gained will be used to improve biodiversity and ecosystem protection within specific PAs and the MCPA system. In addition, the biodiversity and environmental monitoring information, particularly for globally significant species and ecosystems, will contribute to global knowledge on the state of marine and coastal environments and their resources – currently poorly understood in comparison with their terrestrial counterpart.

15. **Sub-component 3.1 – Development and Implementation of an integrated M&E system to track key marine and coastal environmental and biodiversity indicators.** Assessment of impact (or outcomes) of PAs management efforts in terms of biodiversity conservation and ecosystem protection needs complemented by monitoring the status of biodiversity and key habitats, allowing the on-the-ground impact of conservation and management measures to be evaluated, and biodiversity responses to environmental and human disturbance detected. Currently monitoring of coastal and marine biodiversity comprises of independent, poorly coordinated initiatives focusing on specific ecosystems (specifically, coral reef systems) and species (marine turtles, marine mammals, avifauna, etc.). The data is collected and managed through diverse institutions using different data management systems with little or no communication between them. Hence, using the existing initiatives as a starting point, this sub-component will focus on the design and launch of an integrated M&E system to track key marine and coastal environmental and biodiversity indicators in individual PAs and the MCPA system over the long-term. This information in turn will enable the adoption of an adaptive management approach, enabling the effectiveness of conservation efforts in the individual PAs and the MCPA mosaic system to be improved over time. Activities to be supported under this sub-component will include inter alia: development of a biodiversity and environmental monitoring strategy; refinement of indicators and monitoring protocols for key ecosystems and species, e.g., coral reefs, rocky coastline, migratory birds, sea turtles, selected species of commercial value and/or aquatic mammals; developing data management tools; design of the associated institutional arrangements; and establishment of a baseline followed by execution of on-going

monitoring activities. In addition, the component would support awareness raising and knowledge/data sharing activities targeting local, national and international stakeholders.

16. **Sub-component 3.2 – An Assessment of the Marine Biodiversity Conservation Status and Conservation Requirements of the MCPA system.** This sub-component will promote the assessment of the efficiency of the biodiversity conservation. The outcome of this analysis will support the improvement of the management plans and the proposal for new PAs. All marine vertebrate species and relevant invertebrate species will be assessed using the IUCN criteria for extinction risk, the strategic measures to their conservation will be identified, and the level of protection provided by the MCPA will be evaluated.

17. Under this component GEF financing would cover consultancy services, non-consultancy services (e.g., publications, boat rental, etc.), goods and equipment, public consultations, workshops and training, and operating costs (including travel and per diems).

18. **Component 4 - Project Coordination and Management (GEF: \$0.91 million, co-financing: \$7.24 million):** This component supports cross-cutting activities designed to strengthen coordination, communication, management and monitoring of implementation for all components. It aims to ensure project efficiency and efficacy through the establishment of a satisfactory management system and the maintenance of the Project's participatory structures. .

19. This component will finance the costs associated with the day-to-day management and supervision of overall project implementation. Specifically it will support the operation of the Project Coordination Unit in MMA, responsible for ensuring project implementation and monitoring; and the project implementation unit in FUNBIO (PMU-FUNBIO), responsible for the satisfactory management of project funds and procurement processes. It also includes preparation and implementation of an overarching project communication strategy.

20. In addition, this component will support coordination, protected area management effectiveness monitoring and communication activities, including the establishment and functioning of the various project inter-institutional structures including the: (i) Project Operational Committee, the project decision-making body comprised of each of the key executing agencies; (ii) multi-stakeholder Project Council, comprised of government, private sector, NGO and civil society, and academia representatives, responsible for technical, strategic and policy guidance and advice; and (iii) ad hoc Technical Working Groups focused on specific issues as necessary; (iv) monitoring of management effectiveness in and financial sustainability of new and existing PAs supported under the project (this will be achieved through the adaptation and annual implementation of the GEF's Protected Area Management Effectiveness Tracking Tools (METT Scorecard)¹⁵.

¹⁵ This standardized tool is designed to measure management effectiveness through a series of questions linked to core Protected Area issues (e.g., legal status, surveillance, communications, etc.). Analysis of the scoring associated with each issue will provide directional trends and patterns to inform the development of work plan activities to increase the effectiveness of Protected Area management activities in individual PAs. The sub-component will also support the preparation of associated national reports.

21. Under this component GEF financing would cover consultant and audit services; non-consultant services (e.g., publication of dissemination materials); goods and equipment; workshops, meetings and training; and operating costs (including travel and per diems).



The METT scorecard will be translated into Portuguese and adapted to the context of Brazilian PAs. Scorecard questions that represent milestones in Marine Protected Area implementation under the project were identified.

Annex 3: Implementation Arrangements

I. Overview and Management Arrangements

1. **Overview/Executing partners:** Overall political responsibility for the Project lies with the Biodiversity and Forest Secretariat (SBF) at MMA, however, its day-to-day execution will be undertaken in partnership with:

- (i) **MMA's Biodiversity and Forest Secretariat (SBF) at MMA** – the lead government implementing agency, housing the Project Coordination Unit (PCU) responsible for coordination, supervision and monitoring of project implementation;
- (ii) **Brazilian Biodiversity Fund (FUNBIO)** – is a non-profit private entity, qualified by the Ministry of Justice of Brazil as of public interest since 2004. FUNBIO operates under the rules of private law, in special the Brazilian Civil Code;
- (iii) **Chico Mendes Institute for Biodiversity Conservation (ICMBio)** – a government agency responsible for management of federal PAs and threatened species in Brazil;
- (iv) **Petróleo Brasileiro S.A. (Petrobras)** – public-private company linked to the Ministry of Mines and Energy, a leader in the Brazilian oil and gas industry; Petrobras will support Mines and Energy Ministry (MME) in technical and scientific issues, and co-finance the Project; and
- (v) **State and municipal agencies**, where appropriate, according to the PAs supported by the Project – responsible for the implementation of project activities in specific PAs under their jurisdiction.

2. The working relationships and roles and responsibilities of each of the Project's key executing agencies and institutional structures is summarized in Section II below, and will be spelled out in detail in the Project Operational Manual (POM), as well as in a series of technical cooperation agreements to be signed between the executing partners.

3. **Co-financing Partners:** The Project's main parallel co-financing partners are the Federal Government (GOB)(US\$8.4 million) and MME/Petrobras (US\$90 million):

- (i) **GOB** will provide US\$8.4 million in federal fiscal resources to support MMA and ICMBio's participation in project implementation at large and for the implementation of activities under Components 1, 2, 3 and 4.
- (ii) **MME/Petrobras** will provide a grant in an amount of US\$20 million ("MME/Petrobras Grant"), to be converted to its equivalent in *Reais* at the date of the signature of the legal agreement dealing with these resources, as parallel financing for Components 1, 3, and 4. In addition, MME/Petrobras will sign an agreement with the GOB, through MMA, for the provision of BRL\$127 million of Brazilian *Reais* of in-kind support to Components 1, 3 and 4 of the Project ("Separate Agreement"). This in-kind contribution consists of data that will be made available, work hours of Petrobras staff as consultancy and scientific support to the Project under supervision of the MME, not including logistic support or any of any other nature (such as helicopters, boats,

monitoring campaigns). The Separate Agreement will define *inter alia* the objectives, form, and rules for provision of such support.



4. **Financial arrangements:** The GOB has selected FUNBIO to manage GEF's and Petrobras grant resources. To this end, FUNBIO will sign two separate grant agreements, one with the World Bank ("GEF Grant Agreement") and specific agreements jointly with MME/Petrobras and MMA (Cofinancing Agreements"), to carry out the implementation of the Project. Each Grant Agreement shall set forth the specific terms and agreements for grant management, and shall include the following responsibilities *inter alia*: (a) procuring goods and contracting services needed for project execution with grant resources; (b) carrying out disbursements and the financial execution and accounting of the project. In addition, FUNBIO will lead implementation of the GEF-financed Component 2 activities aimed at identifying and designing financial and legal instruments for long-term sustainability of PAs.

5. Technical Cooperation Agreements will be signed between FUNBIO, MMA and ICMBio. These legal agreements are expected to be developed along similar lines to those governing ARPA Phases 1 and 2 projects (P058503, P114810), and will define each institution's responsibilities and obligations under the Project. Technical Cooperation Agreements will also be signed with relevant States and/or Municipalities for the PAs sites under the jurisdiction of the respective State or Municipality. A model technical cooperation agreement between the representatives of States and/or Municipalities (environmental secretariats and agencies), the GOB, through MMA, and FUNBIO will be included in the POM.

6. **Legal Framework:** The following legal agreements, national legislation and other documents are of relevance for Project implementation:

- Grant Agreement between FUNBIO and the World Bank (acting as an implementation agency of the GEF);
- Cofinancing Agreements" between MMA and MME/Petrobras; and FUNBIO.
- Technical Cooperation Agreements between FUNBIO and each of the Brazilian Governmental federal executing agencies (i.e. MMA and ICMBio);
- Technical Cooperation Agreements between FUNBIO and State or Municipalities where applicable;
- Applicable national legislation, including: Law N° 9,985 of 18 July 2000; Law N° 9,478 of 6 August 1997; Decree N° 2,745 of 24 August 1998; Decree N° 4,340 of 22 August, 2002; Decree N° 4,339 of 22 August, 2002; Decree N° 5,746 of 5 April, 2006; and
- Legal Charter and Operations Manual of FUNBIO.

7. **Effectiveness Conditions:** To this end, the following are the required conditions for effectiveness for the GEF Grant:

- a. The execution and delivery of the Grant Agreement (between the World Bank, acting as an implementing agency of the Global Environment Facility and Fundo Brasileiro para a Biodiversidad – FUNBIO) on behalf of the Recipient have been duly authorized or ratified by all necessary governmental and corporate action with the World Bank by FUNBIO;

- b. The MMA Technical Cooperation Agreement and the ICMBio Technical Cooperation Agreement have been executed on behalf of the Recipient and MMA and ICMBio, respectively;
- c. The Project Operational Manual, in form and substance satisfactory to the World Bank, has been prepared and adopted by the Recipient, MMA and ICMBio.

II. Organizational Structure and Roles and Responsibilities

8. **Overview:** The Biodiversity and Forest Secretariat (SBF) at MMA has the overarching policy level responsibility for carrying out the overall institutional coordination required to implement project activities, while the SBF's DAP will be charged with leading project execution. A Project Operational Committee (POC), an executive and decision-making body chaired by MMA and comprised of representatives of the key executing agencies, will oversee project implementation. The POC will be supported by (a) a Project Coordination Unit (PCU) based in MMA, responsible for the day-to-day coordination and supervision of implementation activities being undertaken by the executing agencies, and (b) a Project Implementation Unit (PMU) based in FUNBIO, responsible for the day-to-day financial management and procurement activities.

9. In addition, a Project Council (PC) comprised of at least 11 representatives drawn from the federal government, private sector, academic sector and NGOs/civil society will be established, to provide overarching strategic and technical guidance, and to provide a forum for problem resolution as needed. Lastly, *ad hoc* Technical Working Groups will be established by the POC, as needed, to provide in-depth guidance upon specific issues related to project implementation.

10. The POM will detail the roles and responsibilities of each of these institutional structures as well as the agencies involved in project implementation. A summary is presented below.

11. **Project Council (PC):** An advisory PC comprised of representatives of key governmental and non-governmental stakeholders will be established with a view to providing policy level and strategic guidance, ensuring linkages to relevant sectorial policies and programs, assisting in the resolution of any inter-sectorial, debating and suggesting improvements for the SNUC regarding coastal and seascape management challenges, and other problems. The PC will meet at least twice a year, and more frequently on an *ad hoc* basis as needed. It will be chaired by MMA, and will comprise at least the following 12 members in addition to the executors of the project:

Table 1: Members of the Project Council

<i>Government</i>	<i>Civil Society</i>
<i>1 representative of MMA (Chair)</i>	<i>1 representative of State environmental agencies</i>
<i>1 representative of Ministry of Mining and Energy</i>	<i>1 representative of Academia</i>
<i>1 representative of Ministry of Science, Technology and Innovation</i>	<i>2 representatives of environmental NGO (CNEA) – 1 from North/Northeast and 1 from South/Southeast</i>
<i>1 representative of Ministry of Defense/SECIRM</i>	<i>1 representative of private sector (CNI)</i>
<i>1 representante da SEP (Secretaria de Portos)</i>	<i>1 representative of Artisanal Fishers</i>
<i>1 representative of Ministry of Fisheries</i>	

12. Federal Government representatives will be appointed by their relevant Ministers through a specific administrative act. The State representative will be appointed by the Brazilian Association of State Environmental Agencies (*Associação Brasileira de Entidades Estaduais de Meio Ambiente* - ABEMA). The academic representative and alternate shall be appointed by the academic community, for example through the Brazilian Society for Scientific Progress (*Sociedade Brasileira para o Progresso da Ciência* - SBPC). Environmental and social NGOs shall have their representatives and alternates appointed by *Rede MangueMar* and *Fórum do Mar*. The private sector shall appoint its representatives and alternates from leading private sector associations, such as the National Industrial Confederation (*Confederação Nacional da Indústria* - CNI) and others. The representative from Artisanal fishers will be appointed by the Association of Marine Extractivist Reserves (*Associação das Reservas Extrativistas Marinhas*). ICMBio and FUNBIO will participate as observers in the Project Council.



13. **Project Operational Committee (POC):** The POC is an administrative unit, and functions to ensure compliance with proposed PDO considering PC guidance. To this end the POC will: (a) approve action strategies; define procedures and guidelines; (b) establish criteria for the signing of agreements and contracts envisioned under the Project; (c) analyze and approve the Project's Annual Operating Plans and Procurement Plans; (d) review implementation progress and budgets for each component on a quarterly basis, and resolve any problems and bottlenecks that are identified; and (e) analyse and issue opinions on technical and financial reports, as well as on strategic recommendations made by the other project groups. The POC will meet at least once every three months. It will be chaired by a representative from SBF/MMA and will comprise the following four members:

Table 2: Members of the Project Operational Committee

<i>Project Operational committee members:</i>	
1 representative of SBF	1 representative of FUNBIO
1 representative of ICMBio	

14. **Technical Working Groups:** In addition to seeking guidance from the Program Council, the Project Operational Committee may periodically establish specific Technical Working Groups to analyze and provide technical guidance on particular issues that may arise with respect to implementation. These Technical Working Groups will typically include a subset of the members of the Program Council, complemented by additional technical experts drawn from *inter alia* government, universities, research institutions, NGOs and/or stakeholders relevant to the question at hand.

15. **Project Coordination Unit (PCU):** The PCU is the executive implementing body under the SBF within MMA. The PCU serves as link between the Project Operational Committee and the different executors. The PCU is responsible for the day-to-day coordination and management of project implementation. This includes: (a) coordinating, supporting, executing, and supervising the implementation of activities under each component by the executing agencies; (b) monitoring the Project's physical and financial activities both within and outside PAs (including GEF Tracking Tools updated based on the information provided by the Protected Area coordinators) according to the agreed targets and budgets and, as needed, discussing and proposing

adjustments to operations, project reference documents and methodologies to achieve objectives; (c) guiding project executors on the technical, administrative, and financial procedures accepted by the World Bank; (d) formulating and systematizing documents for analysis and approval by the Project Operational Committee; (e) receiving Annual Operating Plans (*Plano Operativo Anual* - POAs); (f) collating and consolidating the physical and financial execution reports from all executors; (g) preparing quarterly progress and financial reports as well as annual project M&E reports; and (h) preparing the consolidated POA for the Project and the general progress report to be reviewed and approved by the Project Operational Committee. The PCU will also act as the chair for the Project Operational Committee and executive secretariat for the Project Council. The unit will be headed by a National Project Coordinator and supported by at least two technical specialists and administrative staff.

16. **Project Implementation Unit (PMU-FUNBIO).** A PMU will be established within FUNBIO to ensure sound fiduciary management of project resources. Its responsibilities will include *inter alia* financial management, procurement, implementation, M&E of the Project, as described in detail in the POM. FUNBIO will ensure that the PMU is staffed with qualified staff in adequate numbers to ensure sound fiduciary management of project resources until completion of the Project in agreement with the terms set forth in the POMI. The National Project Coordinator in the PCU will work closely with the PMU in FUNBIO to ensure smooth coordination on questions related to finances and procurement.

III. Key Project Executing Agencies.

17. The roles and responsibilities attributed to each of the key executing agencies will be described in detail in the POM. Table 3 provides an overview of the key execution agencies and partners for each of the four components.

Table 3. Execution and administration responsibilities

Components	Executors	Administrator	Potential Partners
1. Creation and implementation of MCPAs	ICMBio and MMA, where relevant, States and Municipalities	FUNBIO	Sectoral Ministries (Federal/State), NGOs, research institutes, academic institutions, grass roots organizations, private sector
2. Design of financial mechanisms to support M CPA system	MMA, ICMBio, FUNBIO	FUNBIO	NGOs, research institutes, academic institutions, grass roots organizations, private sector,
3. Monitoring and evaluation	ICMBio, MMA and, where relevant, States and Municipalities	FUNBIO	Sectoral Ministries, States, NGOs, research institutes, academic institutions, grass roots organizations, private sector
4. Project coordination and management	MMA	FUNBIO	ICMBio, FUNBIO, MME/Petrobras

18. **MMA - Ministry of the Environment:** MMA would carry out overall project management and communication activities at the strategic level, evaluating and updating, as needed, project objectives and targets in the project results matrix; monitoring performance against project goals; and supervising FUNBIO. Partnerships with research institutions will be critical for carrying out the biodiversity and environmental monitoring. In addition, the Project will work, through close supervision and timely actions, to improve the implementation capacity that already exists in both institutions. The monitoring of project progress in the MCPAs will be carried out by MMA in close coordination with the ICMBio and FUNBIO.

19. **ICMBio – Chico Mendes Institute for Biodiversity Conservation:** ICMBio is responsible for all aspects of federal PAs ranging from preparing proposals for the creation of new federal PAs, managing the consolidation process for existing and newly created PAs, preparing the Annual Operating Plans for federal PAs, ensuring implementation of management actions (including surveillance and control) in federal PAs, and providing the counterpart resources, and the implementation of biodiversity and environmental monitoring. The Department of Biodiversity Monitoring, Evaluation and Research (Diretoria de Pesquisa, Avaliação e Monitoramento da Biodiversidade – DIBIO) together with the Department of Creation and Management of PAs (Diretoria de Criação e Manejo de Unidades de Conservação - DIMAN) within ICMBio will oversee the project actions by the Institute and will coordinate with the Project Coordination Unit (UCP), in MMA, and the Project Management Unit (PMU) in FUNBIO. Also, pertaining to the financial sustainability of MPAS, ICMBio will provide elements (cost modelling, projections, etc) to support the development of public policies under Project objectives.

20. **FUNBIO - Brazilian Biodiversity Fund:** FUNBIO, the Grant Recipient, has extensive experience in implementing World Bank-financed projects. Financial monitoring and procurement functions will be carried out by FUNBIO, which is responsible for approving and tracking the distribution of funds.

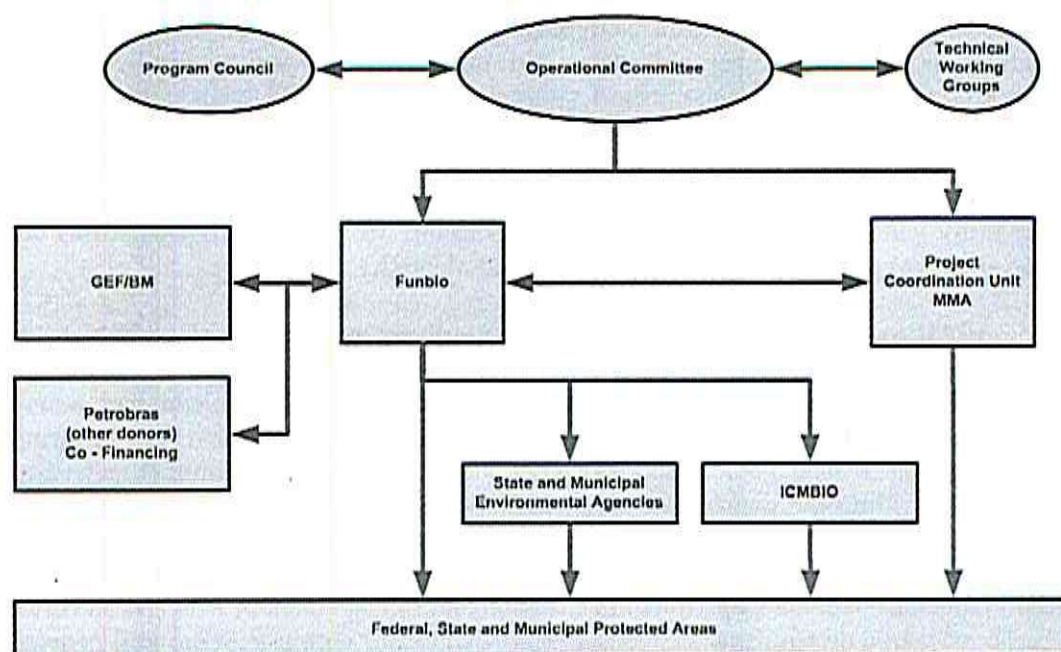
21. **MME/Petrobras:** MME/Petrobras is both a partner and an implementing agency. Its US\$ 20 million¹⁶ grant will also be managed by FUNBIO. In addition, MME/Petrobras will support the Project with BRL\$127 million of Brazilian *Reais* in kind. This in kind contribution consists of data that will be made available, (according to Petrobras information policy) work hours of MME/Petrobras staff as consultancy and scientific support to the Project under supervision of the MME, not including logistic support or any of any other nature (such as helicopters, boats, monitoring campaigns).

22. **State and Municipalities (Environmental Secretariats and Agencies):** The State and Municipal environmental secretariats and agencies are responsible for: (a) preparing proposals for the creation of state/municipal PAs within its territorial jurisdiction; (b) managing the process of consolidating new and existing state/municipal PAs; (c) preparing the Annual Operating Plans (POA) for participating state/municipal PAs; (d) ensuring implementation of management actions (including surveillance and control) in state/municipal PAs; and (e) ensuring the prompt availability of counterpart resources for the carrying out of the State/Municipality's parts of the Project.

¹⁶ This will be converted to Brazilian *Reais* at the date of the signature of the legal agreement dealing with these funds.



Figure 1: Project's Organizational Structure



IV. Financial Management, Disbursement and Procurement

23. The Project's administrative and financial procedures will be detailed in the Project Operational Manual (POM).

Annual Operating Plans (POAs)

24. ICMBio, FUNBIO, and State and Municipal environmental agencies, where appropriate, and under the scope of their respective responsibilities, will prepare POAs (*Planos Operativos Anuais*, Annual Operating Plans) and send them to the PCU. The POAs direct the application of financial resources allocated to the Project. The PCU reviews and consolidates the different POAs into a single Project's POA and sends it to the POC for approval. The Project's POA is then sent to the World Bank for "no objection". The PCU forwards the final POA to FUNBIO and other agencies and administrative authorities in charge of POA execution. These agencies, in turn, implement the POA through their internal procedures, strictly observing the terms approved by the World Bank, donors and POC and the contractual rules assumed with the World Bank through the grant agreements and the POM.

25. The MME/Petrobras grant resources, will finance purchases and contracting of goods and services for project activities included in POAs approved by the POC, as parallel co-financing.

V. Monitoring and Evaluation of Project Results

26. A Project M&E Unit will be established within the PCU at MMA to implement M&E activities. The M&E indicators have been agreed and are presented in Annex 1.

M&E of Project implementation will be conducted through: (a) activities of the PCU and the FUNBIO PMU; (b) bi-annual progress reviews by the POC; (c) bi-annual progress reviews during World Bank implementation support missions; and (d) mid-term review of project implementation to be conducted jointly by the GOB, the POC, the PCU, FUNBIO, and the World Bank. Under Component 3, biological and/or socio-economic monitoring will be carried out as well as studies and activities to capture lessons learned, disseminate results, and promote replication elsewhere in Brazil and globally. Every six months, the PCU will transmit to the Bank bi-annual progress reports on Project implementation and outcomes (Project Reports) (these Project Reports shall be furnished to the World Bank not later than one month after the end of the period covered by said report). An Implementation Completion Report will be prepared within six months after closing of the GEF Grant.



VI. Financial Management Arrangements

27. A Financial Management (FM) assessment was carried out in accordance with World Bank guidelines. The financial management risk associated with the Project has been assessed as "Moderate" mainly due to the following factors: (a) decentralization of funds to the PAs and (b) the relatively new field of the Project: development and implementation of coastal and MRPA (MCPAs). FUNBIO has assumed fiduciary management responsibilities for previous and ongoing World Bank-financed projects under similar arrangements. The assessment considered FUNBIO's FM arrangements satisfactory, due to FUNBIO's adequate staffing, accounting and financial management systems and lack of any important audit findings in the previous years' audit reports, as detailed below. Issues include adequate internal controls to monitor decentralized funds. Mitigation measures include: (i) preparation of a user friendly and detailed operational manual by negotiations, (ii) preparation of the audit Terms of Reference (TOR); and (iii) close monitoring and follow up by the PCU staff, assuring proper field supervision missions to provide training on the *Cerebro* system, FM and disbursements procedures throughout implementation. The FM Missions are expected to be undertaken on an annual basis.

28. RM - the accounting system - and *Cerebro II*¹⁷ - the monitoring system - are fully operational and capable of running the agreed Interim Unaudited Financial Reports (IFRs) and satisfy World Bank requirements. FUNBIO maintains and manages the RM system that has been used to manage other donor-financed projects, and as such, the system is considered acceptable for the Project as well. Annual budget (POA) amounts approved by the POC are updated in the *Cerebro* system that is accessible to the PCU for budget execution and project monitoring.

29. **Decentralized Execution of GEF Funds:** Funds may be administered and expended directly by PAs, withdrawn from the designated account and transferred to a '*Conta Vinculada*', a bank account held in the name of FUNBIO. These accounts are

¹⁷ Under previous projects an internet-based system (*Cerebro*), a full service financial management system created by FUNBIO that enables all annual budget planning, review and approval, execution, and monitoring to occur in a secure, efficient, and transparent online environment was developed and implemented. Under the Project an updated version, *Cerebro II*, is being adopted which will resolve minor problems encountered in the first phase.

reserved for the receipt of GEF grant funds. FUNBIO reviews, monitors (through *Cérebro* and field visits) and approves the requests for new advances and keeps a copy of the support documentation, and the Internal Control is made a posteriori. No cash or petty cash payments will be allowed. The FUNBIO financial council staff are experienced and trained in World Bank project requirements.

30. Interim Unaudited Financial Reports IFRs (1-A and 1-B) will be prepared on a cash-basis and will show expenditure figures by quarter, accumulated for the year and accumulated for the Project. A specific ledger will be created in the system to record all grant transactions, and will be aligned with the structures of the grant cost and disbursement tables to record transactions by category and component/activity. The IFRs will cover a calendar quarter and will be sent to the World Bank not later than 45 days after each calendar quarter. Any counterpart contribution (in-kind or cash contributions) supporting the grant's activities will be reflected in the IFRs.

31. An audit of the Project's financial statements will be conducted by an independent audit firm acceptable to the World Bank, carried out in accordance with terms of reference acceptable to the World Bank and the World Bank's audit policy. The Audit's TOR will be subject to an annual review that will require the respective "No Objection" by the World Bank. The audit will be due no later than six months after the end of the fiscal year. The audit report will contain a single opinion on the project financial statements and the designated account and a management letter (report on internal controls). The audit report will be subject to the World Bank Policy on Access to Information. FUNBIO publishes its annual financial statements by posting them on the Internet.

VII. Flow of Funds

32. **Designated Account (DA).** FUNBIO will open a segregated designated account (DA), in Brazilian *Reais*, in the Banco do Brasil, with a Fixed Ceiling of BRL\$3 million. Disbursements will be made based on Withdrawal Applications supported by statements of expenditure (SOEs), except for payments made under contracts for: (a) goods, works and non-consulting services above US\$500,000 equivalent, (b) contracts with consulting firms above US\$100,000 equivalent, and (c) contracts with individuals above US\$50,000 equivalent. In these cases, records must be attached to a Summary Sheet (SS). The information required for the compilation of statements of expenditure is maintained by the financial management unit in the *Cérebro II*/RM database.

33. **Other accounts:** MME/Petrobras funds will be channeled through a specific arrangement. The disbursement procedures for MME/Petrobras funds will be specified in the MME/Petrobras Grant Agreement.

VIII. Disbursements

34. FUNBIO will open a segregated designated account (DA), in Brazilian *Reais*, at Banco do Brasil in Rio de Janeiro to receive grant funds and make payments in local currency.

35. FUNBIO will be responsible for processing all payments for works, goods and services. Payments will be made directly from the DA. Such arrangements are

considered appropriate. This arrangement has the necessary segregation and level of approvals and can speed up implementation.

36. The following disbursement methods will be used: Advance, Reimbursement and Direct Payment. The Minimum Application Size with respect to Direct Payments and Reimbursements (not Advances) will be US\$300,000 equivalent. Applications documenting expenditure paid from the DA should be submitted by FUNBIO ideally once a month but not later than once every three months, and must include reconciled bank statements as well as other appropriate supporting documents. The Project will also have a four-month Grace Period.

37. All payments will be made through electronic deposits at each beneficiary/consultant bank account. Records, Summary Sheets and SOE's will be used to document eligible expenditures. Original support documentation will be available at FUNBIO's headquarters.

38. The Recipient may withdraw the proceeds of the Grant in accordance with the provisions of: (a) Article III of the Standard Conditions; (b) this Section; and (c) such additional instructions as the World Bank may specify by notice to the Recipient (including the "World Bank Disbursement Guidelines for Projects" dated May 2006, as revised from time to time by the World Bank and as made applicable to this Agreement pursuant to such instructions), to finance 100% Eligible Expenditures consisting of goods, works, services, Operating Costs, Surveillance Activities and Training (inclusive of Taxes). No withdrawal shall be made for payments made prior to the date of the GEF Grant Agreement, except that withdrawals up to an aggregate amount not to exceed US\$1,820,000 may be made for payments made on or after December 3, 2013 for Eligible Expenditures under the Project.

IX. Procurement Arrangements

39. **General.** Procurement for the proposed Project would be carried out in accordance with the World Bank's "Guidelines: Procurement of Goods, Works and Non-Consulting Services under IBRD Loans and IDA Credits & Grants by World Bank Borrowers", dated January 2011 (Procurement Guidelines); and "Guidelines: Selection and Employment of Consultant under IBRD Loans and IDA Credits & Grants by World Bank Borrowers", dated January 2011 (Consultant Guidelines); and the provisions stipulated in the GEF Grant Agreement. The general description of various items under different expenditure categories is provided below. For each contract to be financed by the GEF Grant, the different procurement methods or consultant selection methods, the need for prequalification, estimated costs, prior review requirements, and time frame are agreed between FUNBIO and the World Bank in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

40. **Procurement of Works.** Works procured under the Project would include the construction or extension of small head offices in PAs. Procurement methods for works are International Competitive Bidding – ICB, National Competitive Bidding – NCB and shopping and their respective thresholds will be defined in the procurement plan. It is

anticipated that works under the Project are likely to fit below the threshold for shopping.

41. **Procurement of Goods.** Goods procured under the Project would include *inter alia* vehicles, boats, satellite images, IT and electronic equipment, household supplies. Procurement methods for goods are International Competitive Bidding – ICB, National Competitive Bidding – NCB, shopping and Direct Contracting. Their respective thresholds will be defined in the Procurement Plan. The method known as “pregão eletrônico”, as provided in the Member Country’s Law No. 10520, of July 17, 2002, under “COMPRASNET”, the Member Country’s procurement portal or any other e-procurement system approved by the World Bank, may be used in replacement for National Competitive Bidding and Shopping, when procuring off-the-shelf goods, subject to the following additional procedure, namely, that the bidding documents shall be acceptable to the World Bank.

42. **Procurement of Non-consulting Services.** “Non-consulting Services” means services which are of non-intellectual nature and that can be procured on the basis of performance of measurable physical outputs, including *inter alia* the cost of, installation of equipment, repairs and/or maintenance services, and demarcation surveys. Procurement methods for non-consulting services are International Competitive Bidding – ICB, National Competitive Bidding – NCB and shopping and their respective thresholds will be defined in the Procurement Plan. The method known as “pregão eletrônico”, as provided in the Government’s Law No. 10520, of July 17, 2002, under “COMPRASNET”, the Government’s procurement portal or any other e-procurement system approved by the World Bank, may be used in replacement for National Competitive Bidding and Shopping, when procuring readily available services, subject to the following additional procedure, namely, that the bidding documents shall be acceptable to the World Bank.

43. **Selection of Consultants.** Consulting services from firms and individuals selected under the Project would include *inter alia* preparation of 10 Protected Area management plans, land tenure studies, works supervision, engineering designs, communication and marketing plans, asset management, conservation finance studies, development of conservation financing mechanisms, legal advice, and preliminary studies to create PAs. Individual consultants would be selected following the procedures set forth in Section V of the Guidelines, including sole-source selection procedures, whereas consulting firms would be selected following Quality and Cost Based Selection (QCBS), Least-Cost Selection (LCS), Selection under a Fixed Budget (FBS), Selection Based on Consultant’s Qualifications (CQS), Selection of consultants under Indefinite Delivery Contract or Price Agreement, or Single-Source Selection (SSS). Short lists of consultants for services estimated to cost less than \$500,000 equivalent per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultant Guidelines.

44. **Surveillance.** Surveillance costs refer to the costs associated with the carrying out of supervisory and quality control activities in Marine and Coastal PAs under Components 1 and 3 of the Project, including: (a) travel and per diem for technical staff; (b) rental of aircraft, helicopter or vessels; and (c) fuel and maintenance of vehicles and vessels.

45. **Training.** Training costs refer to costs associated with the delivery of training and capacity building activities under the Project, including: (a) logistics; (b) equipment rental; (c) training materials; (d) stationary for workshops and meetings; (e) lodging; (f) catering services for coffee breaks; (g) rental for training facilities; and (h) reasonable fees, travel, transportation and per diem of trainers and trainees.

46. **Operating Costs.** These costs means recurrent incremental costs associated with the coordination and implementation of the Project, including: (a) operation and maintenance of vehicles, repairs, fuel and spare parts (except those covered under surveillance activities); (b) equipment and computer maintenance; (c) shipment costs (whenever these costs are not included in the costs of goods); (d) office supplies; (e) rent for office facilities; (f) utilities; (g) travel and per diem costs for technical staff carrying out supervisory and quality control activities (except those covered under surveillance activities); (h) communication costs, including advertisement for procurement proposals; (i) salaries for the Recipient's operational staff; and (j) all costs associated with audits.

47. **"Contas Vinculadas".** The "*contas vinculadas*" are mechanisms for distribution of funds that allow for more autonomy of PA administrators to spend small amounts of their budgets on daily operation and maintenance of PA offices. These items are considered operating costs and would be procured using FUNBIO's administrative procedures, which were reviewed and found acceptable to the World Bank. A detailed list of expenditures to be paid out of "*contas vinculadas*" would be included in the POM.

48. **Assessment of FUNBIO's capacity to implement procurement.** As a private entity, its regulations allow enough flexibility to apply the World Bank's Guidelines, so no special provisions are required. A full assessment of FUNBIO's capacity to implement procurement under the World Bank's procurement guidelines has been carried out and no major risks were identified. FUNBIO has implemented other World Bank-financed projects and has acquired good familiarity with the procurement rules, including using bidding documents, requesting prior and post reviews, and preparing procurement plans. Due to the nature of the Project, and because only few selection processes might have a higher complexity, selecting them for prior review is an adequate measure to mitigate this residual risk. Some findings to be highlighted are: (i) FUNBIO uses a management system named *Cerebro*, which has a full procurement module. This system deals with procurement responsibilities and formalizes the decision making process; (ii) FUNBIO has a bidding and contracting manual, which was reviewed by the World Bank and their procedures were considered acceptable; (iii) FUNBIO has an excellent filing system; and (iv) the procurement unit is currently staffed with six experienced people, and it can be expanded if needed.

49. The overall project risk for procurement is Low.

50. **Procurement Plan.** FUNBIO prepared a Procurement Plan for the first 18 months of project implementation, which provides the basis for the procurement methods. It will also be available in the Project's database and in the World Bank's external website. The Procurement Plan will be updated in agreement with the World Bank annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.



51. **Frequency of Procurement Supervision.** In addition to the prior review supervision to be carried out from World Bank offices, the capacity assessment of the Implementing Agency has recommended yearly supervision missions to visit the field to carry out post review of procurement actions.

52. **Prior and Post Reviews.** Thresholds for procurement prior review will be established by the Procurement Plan.

X. Environmental and Social Safeguards

53. **Safeguard Policy Issues.** The Brazilian coastal and marine environment is globally recognized for the importance of its rich biodiversity, and increasingly for the contribution of its extensive mangroves to carbon storage. The Project, which is classified as safeguards category B, is essentially a conservation initiative, generating long-lasting benefits to the environment through the significant expansion of coastal and marine areas under effective protection. This will result in improved biodiversity protection and reduced coastal degradation, improving environmental capacity to adapt to climate changes. It is also expected to bring about social benefits as it moves towards putting the management of these economically valuable coastal and marine resources onto a more sustainable footing. Nevertheless, it is recognized that the construction of essential managerial infrastructure (such as field base, monitoring trails, basic visitor center with sanitary facilities) and the use of natural resources in sustainable use PAs might give rise to localized and reversible negative environmental impacts and that the process of creating new MCPAs might give rise to social issues. In addition, there are indigenous peoples present in one of the existing PAs to be potentially supported under the Project. To ensure that any such issues are appropriately addressed, the MMA prepared consulted and disclosed both in country and on the Bank's website, the following safeguard documents: (i) an Environmental and Social Assessment of the Project as a whole; (ii) an ESMF; (iii) a PF; and (iv) an IPP.

54. **Safeguards Triggered. Environmental Assessment (OP/BP 4.01).** Given the essentially environmental conservation characteristic of the Project, a category B is proposed. The Project is expected to have a significantly positive environmental outcome, as it will improve the conservation and management of ecologically important areas through the creation and implementation of MCPAs, and the establishment of the Marine and Coastal PAs (MCPA) system, to be comprised of new and existing PAs. The Project may support small-scale investments in the PAs to be created or existing PAs that will integrate the MCPA system, such as demarcation, possibly interpretative centers, trails, preparation of management plans, etc. Possible negative impacts from these small-scale investments are expected to be small, localized and reversible. Some of the existing PAs include historical sites and, although project actions as planned should not interfere with those sites, eventual additional historical and/or archeological findings (chance finds) may occur during project implementation. As such, project preparation included the preparation of an Environmental and Social Management Framework (ESMF) by MMA, which assessed potential environmental and social impacts and proposed a framework for preventing or mitigating them. The ESMF will also be integrated into the operating rules of the financing mechanisms envisaged as part of Component 2. Furthermore, project-financed studies for the creation of new PAs

envisaged as part of Component 1 will be consistent with, and pay due attention to, relevant World Bank Safeguard Policies.

55. **Forests OP/BP 4.36.** This safeguard policy is triggered as Project actions for strengthening PAs may include existing coastal PAs that can contain mangroves, *restinga* or portions of Atlantic Forest and the sustainable use of non-timber forest resources can be allowed in sustainable use PAs. All impacts on forest systems are expected to be positive. The ESMF ensures the policy is addressed appropriately through the application of a precautionary approach to the management of non-timber resources in forested areas in sustainable use PAs(UCs), and by complying with strict protection guidance when recommended by the existing studies on Priority Areas for Conservation. The Project will not involve the conversion or degradation of forested areas.

56. **Natural Habitats OP/BP 4.04.** This policy is triggered as the Project is expected to have positive impacts on the quality of critical natural habitats. The ESMF ensures the policy is addressed appropriately by identifying the criteria for prioritizing the most biologically valuable and/or threatened areas to be protected and through the application of a precautionary approach to natural resource management in sustainable use PAs, among other measures and guidance. Even though the Project will not finance natural resource use subprojects, the ESMF also provides guidance on ensuring that provisions for sustainable NRM are included in the management plans that will be prepared or revised for sustainable use PAs.

57. **Physical Cultural Resources OP/ BP 4.11.** The specific management actions to be supported under the Project will be defined during project implementation as part of the update or preparation of new management plans. The impact of these actions on physical cultural resources is therefore unknown *a priori*. To address this concern the impacts and procedures for "chance findings" from specific investments under Component 1 (if applicable) were assessed within the Environmental Assessment, and the resulting ESMF includes relevant provisions to mitigate any potentially adverse impacts. Such provisions include compliance with the guidelines defined by the National Institute for Historical and Cultural Heritage (IPHAN) regarding historical sites and/or archaeological findings.

58. **Indigenous Peoples OP/BP 4.10.** During project preparation it was determined that Indigenous peoples with the four characteristics called for in OP 4.10 are present within one of the PAs to be supported by the Project. A Social Assessment and IPP was prepared, consulted in August 18, 2012 and disclosed from February 15 to March 15, 2013, per the requirements of OP 4.10 (prior to Appraisal).

59. **Involuntary Resettlement OP/BP 4.12.** The Project will not require the involuntary taking of land. However, the creation and consolidation of PAs could potentially lead to restrictions in access to PAs leading to impacts on peoples' livelihoods. A Process Framework was prepared, consulted in August 18, 2012 and disclosed from February 15 to March 15, 2013 prior to appraisal to ensure that affected people and communities have an opportunity to participate in the definition and design of alternative livelihood activities or other compensation/mitigation measures.



60. Key stakeholders have been consulted during project preparation on the potential risks and impacts of the Project and the proposed mitigation measures. In addition to the face-to-face consultation of safeguard documents held at the protected area where indigenous peoples are present and described in the Project's IPP, FUNBIO published a Public Consulting call in its website, inviting public society to download and comment on the socio-environmental safeguards document from February 15 to March 15, 2013. The comments/suggestions were made through an on-line form. Interested people could identify themselves or remain anonymous to ensure no-restraints to participation. Nearly 5,700 people have taken part on the public consultation process carried out between February 15 and March 15, 2013. The comments and suggestions received have focused on the potential impact of the creation of PAs over the traditional livelihood strategies of non-commercial, traditional and artisanal fishermen. Considering these concerns, two key principles have been incorporated in the Project for guiding the creation and/or consolidation of coastal and MRPA – namely: (a) the assessment of social implications for communities and other stakeholders in the areas who depend on fisheries resources for a livelihood and (b) the empowerment of indigenous and local fishing communities to progressively share the responsibility of managing coastal and fisheries resources.

61. These concerns have been incorporated in project design in compliance with both the World Bank safeguard policies – a PF and an IPP have been prepared – and the Brazilian environmental legislation, which requires that: (i) free and informed public consultations with the affected population and the civil society in general are held prior to the creation of PAs; (ii) the inception of multi-stakeholder management committee and the participatory elaboration and implementation a participatory management plan for each protected area; and, (iii) the involvement of non-commercial, traditional and artisanal fishermen communities from the planning to the implementation phases of each coastal and marine protected area.

62. Nowadays, non-commercial traditional and artisanal fishermen communities are important allies in the conservation process. When the National System of Conservation Units (SNUC) legislation came into force in Brazil (under Law 9,985/2000), it included new categories of coastal and MRPA such as marine extractive reserves (MERs) and reserves for sustainable development (RSDs), many combining no-take zones with a sustainable use of resources that helps to conserve biodiversity and, simultaneously, to improve the living standards of those within them. The changes introduced by SNUC include the creation of consultative and management multi-stakeholders committees and the promotion of sustainable development of fishermen communities. In consequence of this new regulatory framework and the pressures that these non-commercial fishermen have been facing and to which they have become increasingly vulnerable, more and more of these communities have been demanding such PAs to be created in recent years.

63. Given the empowering, participatory and consultative processes of creation and/or consolidation as well as co-management strategies of coastal and MRPA, the Project will undoubtedly contribute to meet the goals of environmental conservation, poverty reduction and shared prosperity insofar as marine and coastal PAs have been proven to contribute to (a) protecting biodiversity, (b) managing conflict, enhancing economic well-being and improving the quality of life, and (c) fostering the resilience of artisanal fishing communities. The Project's impacts tend to be mostly positive and

some recent social assessments have shown that the most positive examples in the world of livelihood-sensitive conservation come from Brazil, where non-commercial fishermen communities are in the forefront of demanding, and setting up, sustainable-use marine extractive reserves (MERs) and other coastal and MRPA to safeguard their livelihoods against diverse pressures upon the natural resources they need.¹⁸

64. Grievance-handling processes and conflict resolution are key tasks to be carried by the participatory and multi-stakeholder management committees created for each coastal and marine PA. The Corumbau's Management Committee will be the first mode by which affected people (including Indigenous Peoples) and citizens in general will be able to submit their complaints. The MMA and ICMBio – which are responsible for the institutional and legal actions for the creation of coastal and MRPA – have an array modes by which citizens can submit their complaints – including hotlines, web site, mail and e-mail, and ombudsman office – which are suitable for project purposes and will be also utilized. Finally, affected people also have access to national judiciary to be referred to by unsatisfied complainants. The MMA and ICMBio will inform the project-affected communities – through their participation in the PAs Management Committees – about this array of modes for submission of complaints. The use of these existing formal grievance mechanisms will avoid the inefficacious duplication of institutional structures and strengthen the Borrower's system.

65. Project M&E will be carried out in three broad areas: (i) financial monitoring, (ii) monitoring of implementation and management of the PAs, and (iii) environmental and biodiversity monitoring. The Ministry of Environment and ICMBio will be responsible for the institutional and legal actions for PA creation, and for the implementation of biodiversity and environmental monitoring – including the monitoring of the IPP for the Corumbau Marine Extractive Reserve – and some partnerships with research institutions have been envisaged.

¹⁸ There are few studies on the social and cultural implications of MPAs, particularly in developing countries. This social analysis is based on the following outstanding works: Antonio Carlos Diegues, *Marine PAs and Artisanal Fisheries in Brazil*. Chennai, India: International Collective in Support of Fishworkers, 2008; Cordell, John. *A Sea of Dreams: Valuing Culture in Marine Conservation*. Berkeley: The Ethnographic Institute, 2007; Cordell, J. "Dynamics and challenges of MPA Development and coastal protection" (in *Taking Marine Management to Scale: Connecting Societies, Coastal Landscapes and the Sea*. Washington: World Bank, 2006, The World Bank); "Brazil: Dynamics and Challenges of Marine Protected Area Development and Coastal Protection" (in *Scaling Up Marine Management: The Role of Marine PAs*, Report No. 36635, Washington DC: Environment Department and Sustainable Development Network, 2006).



Annex 4: Operational Risk Assessment Framework (ORAF)
Brazil: Marine Protected Areas Project (P128968)

Project Stakeholder Risks						
Stakeholder Risk	Rating	Moderate				
Risk Description: There is a risk that some stakeholders will resist the creation of additional PAs due to perceived potential economic losses, poor past experiences with land tenure regularization or resettlement.	Risk Management: To mitigate these risks, the creation of PAs will follow all Government and World Bank procedures related to involuntary resettlement. In addition, consultations on traditional communities issues, resettlement, and the complete environmental assessment was carried out. The Project will utilize a highly participatory approach during the process of MCPA creation that emphasizes consensus and community participation in MCPA management, improving MCPA design to create mosaics of protection that avoid conflict with local people while maximizing conservation benefits.					
	Resp: Client	Status: Not Yet Due	Stage: Implementation	Recurrent: <input type="checkbox"/>	Due Date:	Frequency:
Implementing Agency (IA) Risks (including Fiduciary Risks)						
Capacity	Rating	Moderate				
Risk Description: The Government of Brazil has been making substantial progress on the expansion of the system of PAs. However, this expansion is often constrained by the lack of financial resources and limited staffing and implementation capacity at the MMA and ICMBio..	Risk Management: MMA and ICMBio's limited capacity will be addressed through close supervision and timely actions to improve implementation capacity and through partnerships with research institutions to help strengthening institutional capacity on MCPAs. Furthermore, FUNBIO's previous experience with World Bank-financed projects helps mitigates this risk.					
	Resp: World Bank	Status: In Progress	Stage: Implementation	Recurrent: <input type="checkbox"/>	Due Date:	Frequency:

	Risk Management: Close supervision will be undertaken, especially in the first year of project implementation.							
	Resp: World Bank	Status: Not Yet Due	Stage: Implementation	Recurrent: <input type="checkbox"/>	Frequency:			
	Rating	Moderate						
Governance Risk Description: Changing Government priorities throughout project implementation may divert attention from project activities. Weak coordination capacity and decision making authority by the PCU may undermine project implementation.	Risk Management: The Project focuses on key MMA objectives around which there is a consensus within government. Nonetheless, necessary changes could be addressed in a mid-term review.							
	Resp: Client	Status: Not Yet Due	Stage: Implementation	Recurrent: <input type="checkbox"/>	Frequency:			
	Risk Management: The Project's coordination arrangements will be based on the existing central government agencies that control budget allocations and key decision-making.							
	Resp: Client	Status: In Progress	Stage: Implementation	Recurrent: <input type="checkbox"/>	Frequency:			
	Risk Management: Strong supervision of procurement processes.							
	Resp: World Bank	Status: Not Yet Due	Stage: Implementation	Recurrent: <input type="checkbox"/>	Frequency:			
Project Risks								
Design		Rating	Low					



Risk Description: Successful project implementation will require close collaboration between the MME, FUNBIO, the private sector partners, the scientific community and the stakeholders in the Project areas. The Project includes cross-sectoral and multi-stakeholder committees (project coordination unit) to help coordinate activities and ensure a smooth integration of the marine areas into the country's national PAs system.	Risk Management: The Project design builds on previous experience and lessons learned from other biodiversity protection projects and particularly from ARPA (P058503, P114810) and PROBIO II (P094715) Projects, which have similar objectives and successful results. Therefore, studies and consultations have been carried out in order to assure different stakeholders integrated participation.
Social and Environmental	Rating Moderate
Risk Description: Brazilian economic and population growth, especially in the coastal area cities, will increase pressure on natural resources.	Risk Management: The Project will be implemented in close coordination with other governmental policies and sectors and will also seek the engagement of different actors to ensure political support for the conservation actions and adequate financing for timely implementation. Clear responsibilities for safeguard implementation and monitoring have been defined during project preparation. In addition, close supervision will be undertaken all along project implementation.
Program and Donor	Rating Substantial
Risk Description: Donor withdraws funding or support for the Project.	Risk Management: The Project will continue to be developed and implemented within the context of the World Bank strategic dialogue with Project partners (GOB, Petrobras) and implementing agencies (MMA, ICMBio, FUNBIO). A letter confirming parallel co-financing from Petrobras was received and MMA is preparing with MME and Petrobras the Petrobras Grant Agreement and Separate Agreement.
	Resp: Bank
	Status: In Progress
	Stage: Implementation
	Recurrent: <input type="checkbox"/>
	Due Date:
	Frequency:
	Resp: Client
	Status: Not Yet Due
	Stage: Implementation
	Recurrent: <input type="checkbox"/>
	Due Date:
	Frequency:

	Client	In Progress	Implementation	<input type="checkbox"/>	
Delivery Monitoring and Sustainability	Rating	Moderate			
Risk Description:	Risk Management:				
Delays in the establishment of adequate coordination and monitoring arrangements may undermine project implementation and monitoring.	Support to the definition of monitoring arrangements is underway and additional support will be provided during project implementation if necessary.				
	Resp: Client	Status: In Progress	Stage: Implementation	Recurrent: <input type="checkbox"/>	Due Date:
					Frequency:
Overall Risk					
Overall Implementation Risk:	Rating	Moderate			
Risk Description:					
There is a potential risk of social conflicts regarding the loss of access to land with the creation of new Protected Areas. To mitigate this risk, the Project will utilize a participatory approach that emphasizes consensus and community participation in MCPA management, improving MCPA design to create mosaics that avoid conflict with local people while maximizing conservation benefits. The Project will be implemented in close coordination with other governmental policies and sectors and will seek engagement of different actors at the local, state and national level to ensure political support for conservation actions and adequate financing for timely implementation.					



Annex 5: Implementation Support Plan

1. The Project Implementation Support Plan (ISP) describes how the World Bank, public entities and other development partners will address the risk mitigation measures (identified in the ORAF) and provide the technical advice necessary to facilitate achieving the PDO (linked to results/outcomes identified in the result framework). The ISP below also identifies the minimum requirements to meet the Bank's fiduciary obligations.

2. The Ministry of Environment (MMA) in Brazil has reasonable capacity, and performed well in previous GEF-financed projects. State Governments have varying capacities and will need to be engaged and supported. FUNBIO and the Chico Mendes Institute for Biological Diversity (ICMBio) are relatively new institutions and can benefit from technical assistance. The World Bank and MME/Petrobras will provide guidance in accordance with each institution's comparative advantage.

I. Implementation Strategy - Potential Risks

3. As described in the ORAF, there are moderate risks to some stakeholders, especially because the social safeguards of Indigenous Peoples (OP/BP 4.10) and Involuntary Resettlement (OP/BP 4.12) have been triggered. Although the public perception of the Project is likely to be positive, people's livelihoods could be disrupted by the creation of new PAs so perceptions of the Project could change. Between February 15 and March 15, 2013, face-to-face consultations on safeguard documents were held at the Protected Area (UC) where Indigenous peoples are present (as described in the Project's IPP). Furthermore, to mitigate any potential risk of social conflict during project implementation FUNBIO issued a call for public consultation on its website, inviting members of civil society to download and comment on the socio-environmental safeguards document. The public was invited to make comments or suggestions through an on-line form and interested people could identify themselves or remain anonymous to reduce self-censuring by participants.

4. The relationship between the World Bank and MME/Petrobras, the other donor, is expected to be strengthened during implementation, and the risk to partner relations is moderate. This is the first project in which the World Bank is partnering with MME/Petrobras.

5. There are some risks related to the implementation agencies. There are many organizations at different levels involved in implementation, and the coordination of these will be a challenge. Additionally, some of the institutions involved are relatively new, and are still establishing their relationships with relevant partners. This is particularly the case for MME/Petrobras, which although having a long-standing participation in national conservation dialogue, has not partnered with MMA in a project of this nature previously.

6. Selecting areas to be designated as PAs will be technically challenging and may be controversial. Selecting PAs to both achieve the maximum possible conservation benefits and to establish flagship projects for MPCA system will be challenging. If done well, this process will take time. While there are not expected to be significant safeguard risks associated with the Project, these risks will nevertheless need to be

managed carefully, particularly those associated with implementing the Indigenous Peoples Plan and Process Framework.

II. Administrative and Fiduciary Flexibility

7. Disbursement categories are aligned with components, allowing flexibility in the use of funds to reach specific targets. The annual operating plans (POAs) and annual Procurement Plans will allow the GOB, Petrobras and World Bank to plan the use of funds based on actual opportunities and needs.

8. The initial disbursement size and reimbursement amounts have been determined based on the Project scope and expected disbursement profile. For procurement, appropriate streamlining and thresholds for prior and post review have been established. An audit of annual project financial statements will be conducted by an independent auditing firm and in accordance with terms of reference acceptable to the World Bank.

9. Tables 1 and 2 provide the main activities to be carried out and respective skills/resources required for the project implementation.

Table 1: Implementation Support Plan.

Time	Focus	Skills Needed	Resource Estimate	Partner Role
First twelve months	Establishing fiduciary systems in FUNBIO;	Procurement and FM Expertise	Included in project annual operating plan (\$60,000).	FUNBIO to provide staff, space and equipment.
	Communications strategy development and implementation	Communications specialists	\$30,000 (in annual operating plan)	MMA/ UCP to identify, host
	Environmental-Social Management Framework in place	Social/ indigenous peoples specialist; environmental impact evaluation experts	\$30,000	MMA/ICMBio staff to monitor Indigenous Peoples Plan, overall ESMF
	Establishment of Committees/Units and Project Council (and <i>ad hoc</i> working groups as needed)	Organization of regular high level meetings	No cost to Project	MMA leadership



	Sign Technical Cooperation agreements	Legal expertise and political support to engage relevant agencies and partners	No cost to Project	MMA leadership
12-48 months	<p>Project's investments and bidding process adequately operating</p> <p>Carry out prioritization and identification studies for PA creation.</p> <p>Environmental-Social Management Framework in place. Establish priority investments for existing PA consolidation.</p> <p>Capacity building plans implementation</p> <p>Frequent update of the project M&E system.</p>	<p>Procurement and FM expertise.</p> <p>Environment and social specialists.</p> <p>Social, indigenous peoples' specialist; environmental impact mitigation experts.</p> <p>Technical expertise in selected sectors.</p> <p>M&E specialists.</p>		<p>FUNBIO leadership</p> <p>MMA/ ICMBio leadership</p> <p>MMA/ ICMBio leadership</p> <p>MMA/ICMBio leadership</p> <p>MMA/ICMBio leadership</p>
Project Completion	Impact evaluation and sustainability planning.	Impact evaluation experts		

Table 2: Skills Mix Required

Skills Needed	Number of StaffWeeks	Number of Trips	Comments
Safeguards (social, indigenous peoples, and environment; other safeguards per project documents)	Bank supervision will require 6 SWs per FY (mainly senior technical staff)	Two trips per fiscal year	

Institutional Capacity strengthening (FM, procurement, disbursement.)	14 SWs per FY (Mix of junior and senior technical staff)	One trip per fiscal year	
Technical Expertise Enhancement (MPA, M&E, Knowledge sharing, technical support)	5 SWs per FY (Mix of junior and senior technical staff)	Two trips per fiscal year	



Annex 6: Economic and Financial Analysis

I. Introduction

1. **The Project's Global Environmental Objective (GEO) is the same as the Project's Development Objective (PDO),** namely, (a) to support the expansion of globally significant, representative and effective Marine and Coastal Protected Area system in Brazil, and (b) to identify mechanisms for its financial sustainability.
2. By so doing, the Project will contribute to the conservation of trans-boundary ocean life, including migrating species, through the protection of important areas where these species feed, rest and/or breed along the Brazilian Coast. Additionally, protected ecosystems will maintain their capacity to produce food, maintain good water quality, and increase their capacity to recover from disturbances, bringing far-reaching social and economic benefits.
3. Among other criteria for site selection, the potential to offset climate change and generate revenues through the carbon market (Blue Carbon), establishment of community or individual access privileges (such as fish quotas) within MCPA and surrounding areas, or payment for ecosystem services mechanisms could also be considered.
4. The Project will directly benefit local populations living inside and around MCPAs, which depend upon the associated resources, including local fishers, fishing communities - including some indigenous communities - and the tourism industry. Other stakeholders likely to benefit more indirectly from the Project are: communities living within and around the PAs, people involved with the fishing industry (artisanal and commercial), and the tourism sector. It is estimated that fishery activities account for 800,000 jobs in Brazil, involving about 4 million people directly and indirectly.
5. This Project will be funded by a US\$18.2 million GEF Grant and US\$99.65 million in parallel co-financing (cash and in kind)¹⁹. The partnership among the GEF, the Government of Brazil, MME/Petrobras and potentially other private sector players is an innovative and exciting approach to coastal zone management and mainstreaming of biodiversity in Brazil.

II. The Impact of MCPAs on Fishery and Tourism Sectors

6. In Brazil, 43 million inhabitants live in the coastal zone, concentrating 18% of the national population, and 16 of the country's 28 metropolitan regions (MMA, 2008). Coastal economic activities account for roughly 70% of the Brazilian GDP (MMA, 2007). Coastal zones can be considered one of the most environmentally threatened regions in the country. Coastal zones are the main geographic area for economic growth for many industries, including the tourism industry and the oil and gas industry, which engages in significant off-shore drilling. As well, the waters off the Brazilian coast

¹⁹ The US dollar amount for the counterpart funding are indicative. The project will be implemented in Brazilian Reals

have traditionally been rich with fisheries. The creation of PAs is considered an important measure to protect maintain productivity, especially of fish stocks.

III. Incremental Benefits of MCPAs

7. The creation and consolidation of MCPAs provide tangible goals and outputs that will help to conserve globally significant biodiversity and mitigate climate change within marine coastal zones. Also, the improvement of mechanisms to ensure the long-term sustainability of MCPAs will provide the Brazilian government with the opportunity and means to actively involve multiple partners in common conservation goals. Other key gains enabled by the GEF support would include:

- Partnerships to leverage GEF financing to further ensure the generation of global benefits, including the private sector;
- Enhancement of the decentralization process through participation in MCPA management by the state and municipal governments, with a view for long-term MCPA accountability at the local level;
- Coordination mechanisms to mainstream lessons and actions (Project Coordination Unit); and financial resources from the government of Brazil and from multilateral, bilateral, and private donors, to support PAs in Marine Coastal Zone. These mechanisms enable the progressive decrease of GEF support;
- An integrated approach for PA management that responds to social, economic, and political realities and a regional long-term vision of the system of MCPA;
- Definition of long-term management needs, management plans, and agreements to share MCPA management responsibility with private sector organizations; and
- Pilot projects based on the sustainable use of biodiversity to provide economic incentives for conservation.

While difficult to value, these incremental benefits are the key to ensuring the sustainability of conservation efforts and tangible benefits over the long term.

IV. Incremental Benefits of the GEF Alternative

8. GEF financing is necessary to support the GOB in protecting globally significant biodiversity through the protection of key sites in the coastal and marine ecosystem. Given the complexity involved in the management of marine ecosystems, without GEF's support Brazil would likely continue to prioritize and focus on the management of terrestrial PAs, not making a concerted effort to invest resources in conservation actions for PAs in the Brazilian Coastal and Marine Region. Conservation of globally important and highly endangered marine species would continue to be a second-order priority. GEF financing, along with the sizeable parallel co-financing secured for the Project, will provide the conditions to develop the necessary institutional capabilities,



set up the legal and policy frameworks for the sustainable management of the country's marine ecosystems, and develop mechanisms for the participatory management.

9. Regarding long-term social and financial sustainability, the already existing financial instruments, such as tourism entrance fees and environmental compensation, might develop in a few MCPAs, but additional income generating activities (based on international experiences) would likely not take place without the Project. Without the Project, the budget forecast to be allocated for MCPAs conservation by the GOB (the baseline scenario) is about US\$8.0 million over the life of Project. The \$18.2m GEF investment would leverage an additional US\$90 million from other partners over the same period.

10. The GEF incremental support would assist the GOB in effectively expanding the representation of MPAs, identifying sustainable financing options for these areas, and involving new actors at the national and sub-national levels. While this might happen over the next 10 years in Brazil without the Project, GEF financing would accelerate the implementation of urgently needed actions to save at-risk coastal and marine resources.

11. The support from the GEF will also catalyze an important contribution from MME/Petrobras, both in cash and in kind. The in kind contribution will be very significant, as such an investment in biodiversity information gathering for PAs management is seldom made.

12. The following matrix summarizes the incremental costs and benefits, detailing the incremental costs for achieving global environmental benefits. The Baseline Scenario would generate limited short-term gains in marine and coastal biodiversity conservation, while the GEF Alternative would constitute a concerted effort to mainstream conservation actions and resources for MCPAs, focusing on long-term social and financial sustainability.

Cost Category	US\$ Million	Domestic Benefit	Global Benefit
Component 1: Creation and Consolidation of Marine and Coastal PAs			
Baseline	US\$5.6 million	Consultation and planning are likely to be limited by scarce resources restraining the creation/implementation of MCPAs.	Global benefit in the long term, yet the creation of the PAs is not guaranteed.
With GEF Alternative	US\$62.93 million	175,000 km ² of Marine Area brought under biodiversity protection (equivalent to 5% of Brazil's marine territory). At least 9,300 km ² of marine and coastal area brought under enhanced biodiversity protection. Protected Area Management Plans prepared or updated	Protection of globally significant biodiversity.
<i>Incremental</i>	US\$ 57.29 million		
Component 2: Identification and Design of financial mechanisms to support Marine and Coastal PAs system			
Baseline	US\$1.09 million	Limited resources for PA creation and consolidation. Limited and uncertain resources for PA maintenance and investments.	The consolidation of MCPAs would be achieved at a slow rate and over a considerably long period of time.

			Reduced impact of PAs on the Marine and Coastal Zone conservation.
With GEF Alternative	US\$3.59 million	Improve the financial sustainability of the MCPAs created and consolidated through: (i) identification, design, and preparation of at least two financial mechanisms able to contribute to the long-term sustainability of MCPAs; (ii) at least 4 technical studies completed; (iii) 100% of the MCPA classification system defined and costed.	Establishment of a solid foundation for the effective financial sustainability and management of PAs.
Incremental	US\$2.50 million		
Component 3: Monitoring and Evaluation (GEF: US\$2.50 million, co-financing: US\$39.00 million)²⁰			
Baseline	US\$1.68 million	Limited resources for PA monitoring.	MCPA consolidation and sustainability indicators are not tracked in a satisfactory manner.
With GEF Alternative	US\$43.18 million	Improved Marine Biodiversity Monitoring System developed and under implementation in project sites. Managerial Effectiveness Monitoring Systems adopted and implemented in all project sites	Streamlined protection of globally important biodiversity
Incremental	US\$41.50 million		
Component 4: Project Coordination and Management (GEF: US\$0.91 million, co-financing: US\$7.24 million):			
Baseline	US\$7.24 million	Lack of coordination of government, private sector and civil society initiatives.	Reduced impact of investments and initiatives carried out.
With GEF Alternative	US\$8.15 million	Management systems (including fiduciary systems) in place and operational, producing satisfactory annual and quarterly reports. Communication strategy prepared and implemented.	Efficient execution of the project Enhanced knowledge sharing among local, national and international partners.
Incremental	US\$0.91 million		
Total Baseline: US\$9.66 million			
Total GEF Alternative: US\$117.86 million			
Total Incremental Costs: US\$108.20 million, of which US\$18.20 million is being requested from the GEF			

²⁰ The US dollar amount for the counterpart funding are indicative. The project will be implemented in Brazilian Reals

approaches and tools are widely promoted by the CBD to address a multitude of threats to biodiversity conservation and sustainable use. These tools include MRPAs and the establishment of no take zones. At the 9th Conference of the Parties (COP) of the CBD in 2008 in Bonn, Germany, the Parties to the Convention adopted a set of seven scientific criteria (Table 2) to identify ecologically or biologically significant areas (EBSAs) in the global marine realm (see CBD COP 9 Decision IX/20). Compiled at a CBD Expert Workshop, which took place in the Azores in 2007, the criteria identify specific ocean areas that require enhanced protection, thus helping to achieve a variety of conservation and management objectives. These criteria – listed on Table 02 – were further developed and discussed in a series of regional workshops, ultimately resulting in the recognition of seven EBSAs sites for South America. The information provided by the EBSAs effort was used to select project sites for the Project.

Table 2: Scientific criteria to identify ecologically or biologically significant and/or vulnerable marine areas in need of protection.

Criteria	Definition	Rationale
Uniqueness or rarity	Area contains either (i) unique ("the only one of its kind"), rare (occurs only in few locations) or endemic species, populations or communities, and/or (ii) unique, rare or distinct, habitats or ecosystems; and/or (iii) unique or unusual geomorphological or oceanographic features	<ul style="list-style-type: none"> • Irreplaceable • Loss would mean the probable permanent disappearance of diversity or a feature, or reduction of the diversity at any level
Special importance for life-history stages of species	Areas that are required for a population to survive and thrive	<ul style="list-style-type: none"> • Various biotic and abiotic conditions coupled with species-specific physiological constraints and preferences tend to make some parts of marine regions more suitable to particular life-stages and functions than other parts.
Importance for threatened, endangered or declining species and/or habitats	Area containing habitat for the survival and recovery of endangered, threatened, declining species or area with significant assemblages of such species	<ul style="list-style-type: none"> • To ensure the restoration and recovery of such species and habitats
Vulnerability, fragility, sensitivity, or slow recovery	Areas that contain a relatively high proportion of sensitive habitats, biotopes or species that are functionally fragile (highly susceptible to degradation or depletion by human activity or by natural events) or with slow recovery	<ul style="list-style-type: none"> • The criteria indicate the degree of risk that will be incurred if human activities or natural events in the area or component cannot be managed effectively, or are pursued at an unsustainable rate.
Biological productivity	Area containing species, populations or communities with comparatively higher natural biological productivity	<ul style="list-style-type: none"> • Important role in fuelling ecosystems and increasing the growth rates of organisms and their capacity for reproduction.
Biological diversity	Area contains comparatively higher diversity of ecosystems, habitats, communities, or species, or has higher genetic diversity	<ul style="list-style-type: none"> • Important for evolution and maintaining the resilience of marine species and ecosystems.
Naturalness	Area with a comparatively higher degree of naturalness as a result of the lack of or low level of human-induced disturbance or degradation	<ul style="list-style-type: none"> • To protect areas with near natural structure, processes and functions • To maintain these areas as reference sites

Criteria	Definition	Rationale
		• To safeguard and enhance ecosystem resilience



II. PAs to be supported under the Project.

6. The Project seeks to generate long-lasting benefits to the global, national and local environment through the expansion of marine and coastal areas under effective protection. This will be achieved through the creation of new MRPA, and strengthening the implementation of selected existing PAs. The Project is expected to be the first phase of a long-term initiative to strengthen the conservation and sustainable use of the country's marine and coastal biodiversity and natural resources. Given the financial resources available and the magnitude of the marine and coastal challenge, a transparent scientific and consultative process was adopted to select the areas to be supported under the project during this initial phase. The identification and selection process (described below) resulted in the establishment of a list of potential new PAs as well as existing PAs eligible for support under the project. During project implementation these areas will undergo further assessment and analysis to establish the specific project sites and actions to be financed by the project.

III. Selection of territories for the creation of new MRPA

7. To ensure the representation of Brazilian ecosystems within the SNUC, maintain biodiversity and its ecosystem services, promote direct and indirect use of natural resources within PAs and insert the SNUC on the political socioeconomic development agenda sought by Brazil, the Chico Mendes Institute for Biodiversity Conservation (*Instituto Chico Mendes de Conservação da Biodiversidade - ICMBio*) has prepared a National Strategy for Conservation and Sustainable Use of Brazilian Biodiversity: Expansion and Consolidation of the National System of Conservation Units 2012-2020 (*Estratégia Nacional para Conservação e Uso Sustentável da Biodiversidade Brasileira: Ampliação e Consolidação do Sistema Nacional de Unidades de Conservação da Natureza 2012-2020*). The Strategy is structured in six thematic areas, one of which seeks to expand the SNUC and integrate it with wider landscapes and seascapes. This involves working towards the achievement of Target 11 of the CBD's Strategic Plan for Biodiversity 2011-2020, aimed at enhancing protection of terrestrial and marine ecosystems through the establishment of PAs and their effective management.

8. To implement the expansion the SNUC and integrate it with wider landscapes and seascapes, territories of importance for each of the biomes (Amazon, *Caatinga*, *Cerrado*, Atlantic Forest, *Pantanal*, Pampa and the marine area) were selected. The selection process was based on the map of Priority Areas for the Conservation, Sustainable Use and Benefit Sharing of Brazilian Biological Diversity (MMA, 2007), the occurrence of endemism and conservation gaps of endangered species, the presence of remnants of native vegetation, social demands for the creation of PAs, and the sustainable use of resources (ICMBio 2012). A total of five marine territories were identified.

9. For the purposes of the Project, a further selection process was conducted to identify the specific sites within these five marine territories to be supported under the project. A workshop held in April 2012 in Brasília brought together the Working Group

of technical specialists that attended the MRPA Workshop convened by FUNBIO in March 2009 in Paraty, and who were responsible for the initial elaboration of the project, as well as representatives from the MMA, ICMBio, and FUNBIO. During the workshop, the participants discussed the pertinence of the five marine territories and identified the following five additional criteria for the selection of MRPA to be created under the Project:

- Consideration of biogeographic limits (Large Marine Ecosystems and MEOWs)²¹
- Areas listed as a Priority Area for the Conservation, Sustainable Use and Benefit Sharing of Brazilian Biological Diversity according to MMA's Ordinance no. 09 from 23 January 2007
- Areas located within one of the 7 proposed EBSAs²²;
- Political opportunity; and
- Threats.

IV. Selection of existing PAs to be supported by the Project

10. The inclusion of a set of existing PAs to receive support from the Project aims to strengthen the system of MCPAs, by ensuring that PAs representing distinct habitats and ecosystems of global importance (Marine Ecoregions of the World - MEOW) are consolidated.

11. At the specialist workshop held in Brasília on April 2012 participants defined criteria for selection of existing areas as follows:

- Areas listed as a Priority Area for the Conservation, Sustainable Use and Benefit Sharing of Brazilian Biological Diversity according to MMA's Ordinance no. 09 from 23 January 2007;
- Sites of recognized international importance (Ramsar Sites, World Heritage Sites); and
- Areas of importance for the maintenance of ecosystem services.

12. In addition, to ensure that project resources are most effectively and efficiently applied, areas for which one or more of the following criteria apply were excluded:

- PAs receiving GEF support through other projects (e.g. UNDP's Effective Conservation and Sustainable Use of Mangrove Ecosystems in

²¹ MEOW is a biogeographic classification of the world's coasts and shelves. It is the first ever comprehensive marine classification system with clearly defined boundaries and definitions and was developed to closely link to existing regional systems. MEOW represents broad-scale patterns of species and communities in the ocean, and was designed as a tool for planning conservation across a range of scales and assessing conservation efforts and gaps worldwide. For methodological details see Spalding, M.D.; Fox, H.E.; Allen, G.R.; Davidson, N.; Ferdaña, Z.A.; Finlayson, M.; Halpern, B.S.; Jorge, M.A.; Lombana, A.; Lourie, S.A.; Martin, K.D.; Memanus, E.; Molnar, J.; Reecchia, C.A. & Robertson, J. (2007) Marine Ecoregions of the World: A Bioregionalization of Coastal and Shelf Areas. *BioScience* 57(7): 573-583.

²² The selection of project sites was based upon the seven proposed EBSAs submitted to the 16th CBD Subsidiary Body on Scientific, Technical and Technological Advice held in Montreal, 30 May-5 April, 2012.

Brazil; IBRD's Amazon Region PAs Program – ARPA- P058503, P114810); and

- Coastal PAs that are exclusively terrestrial.

13. Based on the inclusion and exclusion criteria outlined above, Table 3 presents the shortlist of existing PAs eligible for support under the Project.

Table 3: Existing Marine and Coastal PAs selected for inclusion in the Project.

Conservation Unit	Jurisdiction	Location	Area (ha)
Parque Estadual Marinho do Parcel de Manuel Luis	State	Maranhão	45,131
Reserva Biológica do Atol das Roças	Federal	Rio Grande do Norte	35,186
Parque Nacional Marinho de Fernando de Noronha	Federal	Pernambuco	10,928
Área de Proteção Ambiental de Fernando de Noronha	Federal	Pernambuco	884
Área de Proteção Ambiental da Costa dos Corais	Federal	Pernambuco	404,280
Área de Proteção Ambiental da Plataforma Continental do Litoral Norte	State	Bahia	352,764
Reserva Extrativista de Canavieiras	Federal	Bahia	100,726
Parque Nacional Marinho dos Abrolhos	Federal	Bahia	87,942
Reserva Extrativista de Cassurubá	Federal	Bahia	100,768
Reserva Extrativista Marinha do Corumbau	Federal	Bahia	89,597
Área de Proteção Ambiental Estadual da Ponta da Baleia / Abrolhos	State	Bahia	345,543
Parque Municipal do Recife de Fora	Municipal	Bahia	1,750
Área de Proteção Ambiental da Baleia Franca	Federal	Santa Catarina	154,866
Refúgio de Vida Silvestre da Ilha dos Lobos	Federal	Rio Grande do Sul	142
Parque Nacional da Lagoa do Peixe	Federal	Rio Grande do Sul	36,722
Total			1,767,229

14. During project implementation a further exercise will be completed to prioritize the specific sites on this short list and identify the actions to be supported by the Project. Criteria for this prioritization exercise will include *inter alia*:

- Flagship – areas exhibiting greater probability of success, taking into account their respective needs;
- Areas of global importance in terms of threatened species;
- Areas exhibiting opportunities for long term sustainability;
- Areas exhibiting potential synergies/ impact within a “system” (including mosaics and no take areas); and
- Areas in which management bodies commit qualified staff (requirement).



Annex 8: Petrobras's Corporate Responsibility and Environmental Commitment

1. Petrobras is a state-run, publicly traded company controlled by the Brazilian government by means of the Ministry of Mines and Energy. It is the third largest energy company in the world, with a presence in 30 countries on all continents, and the oil and gas industry leader in Brazil. Its operations range from exploration and production, refining, oil and natural gas trade and transportation, petrochemicals, oil product distribution, electricity, biofuels, to other sources of renewable energy.

1. Corporate Responsibility

2. Environmental responsibility is deeply embedded in Petrobras' mission, with a focus on eco-efficiency. The company aims not only to produce, refine and distribute oil within the strictest safety standards, but to reduce impact on the environment through rational water and energy use, and minimizing the waste and emissions at all units. Nearly all of the company's units in Brazil and abroad are ISO 14001 (relative to the environment) and BS 8800 (relative to safety and health) certified. Petrobras has been listed for eight years in the Dow Jones Sustainability Indexes (World and Emerging Markets), and its management practices are aligned to the ten principles of the United Nations Global Compact.

3. Since 2014, the company has a new Challenge for Social Responsibility, recently published in the Strategic Plan 2030: "Ensure alignment and integration of social responsibility in decision making processes and business management".

4. The Social Responsibility Policy also has been an important reference since the policy's creation in 2007. The policy is based on permanent dialogue, reduction of risks, avoidance of negative social impacts, and generation of positive social results through the company's relationship with the communities that neighbour its operations.

5. The Petrobras Development and Citizenship Program had invested R\$1.6 billion since 2007 till 2013 on projects that contribute to reducing poverty and social inequality and encourage income generation and work opportunities through professional qualification.

6. In 2013, we launched the new Petrobras Social and Environmental Program, which seeks to invest R\$ 1.5 billion (2014 to 2018) in social, environmental and sports projects. Bringing together the experiences of Petrobras Development & Citizenship and Petrobras Environmental Programs, the new program is going to act on relevant environmental issues, articulating initiatives distributed between seven lines of action: inclusive and sustainable production, biodiversity and social diversity; rights of children and adolescents; forests and climate, education, water, and sports. The initiatives must also address gender equity, race and inclusion of people with disabilities.

7. The Petrobras Social and Environmental Program will also allocate R\$ 51 million over two years to develop social projects around our units in more than 15 states of Brazil, as part of the expansion of Petrobras Integration Communities Program (IPC). Through action, the company reinforces its commitment to contribute to the development of the regions where we operate.

8. Petrobras wants to actively contribute to society and the surrounding communities where it operates. It considers an ethical, transparent relationship with society to be essential to the company's strategy of promoting development in regions where it operates. Before beginning an activity, the company assesses the possible operation's impacts on the surrounding communities and identify both mitigation and compensation actions for the negative impacts, as well as multiplication efforts for the positive ones to provide social, environmental, and economic benefits to these areas. The company seeks to generate income and jobs for people living near the operations, and endeavors to strengthen relationships with local suppliers, promoting professional qualification initiatives and efforts to insert small and medium enterprises into the industry's production network. Furthermore, it supports programs and projects conceived to promote citizenship and foster the creation of Local Agenda 21s.



II. The Petrobras Environmental Program

9. Since its creation, in 2003, the Petrobras Environmental Program has worked in partnership with NGOs, state and federal governments and foundations, sponsoring hundreds of projects and reaching dozens of basins and ecosystems in six different Brazilian biomes: The Amazon, Atlantic Forest, Caatinga, the Cerrado, Pampa and the Pantanal. Its actions have involved 4 million people directly, and it has more than 820 established partnerships, delivered over 4,300 courses to the local population, and studied more than 5,000 native species. Between 2007 and 2013, the Petrobras Environmental Program invested a total of R\$ 782 million in environmental conservation initiatives across all Brazilian biomes.

Integrated Strategic Planning for Marine Biodiversity Projects

10. Petrobras has also long been a supporter of marine biodiversity conservation projects, such as the Humpback Whale, Coastal Lagoons, and Spinner Dolphin Projects. Since 2007, they have been implementing the Integrated Strategic Planning approach for marine biodiversity projects, which foresees multi-year reviews and aims to share knowledge, optimize efforts and enhance results to promote marine conservation in Brazil.

11. Other examples of environmental projects being implemented by Petrobras include the Arraial Sustainable Network, which has developed a model of co-management of the Cape Arraial Marine Extractive Reserve, in response to the need for novel methods of selection and resilience for sustainable management of such a protected area under the National System of Conservation Units (SNUC). The results from this initiative include, inter alia, increased biodiversity with an abundance of flora, fauna and their habitats, thus promoting fishing as a sustainable management activity practiced by 2,000 local professional fishermen.

12. The Tamar Project is yet another example. Petrobras is the official sponsor of the project since 1983, for which the objective is the conservation of sea turtles along the Brazilian coast. In collaboration with IBAMA, the Brazilian Institute of Environment and Renewable Natural Resources, the Tamar Project has 22 stations under protection over a thousand miles of seacoast. Since its conception, the project has protected and released to the sea more than 9 million juveniles, carrying out research and actions in order to stave off the threat of extinction. The project has become a global reference for the conservation of sea turtles. Over 1,300 people participate directly in the project.

including fishermen and residents of surrounding villages. Besides generating jobs for coastal communities, the Tamar Project develops an intense program of environmental education and social action, promoting the improvement in the quality of life of the population.

III. Integrated Environmental Management System

13. Petrobras seeks to minimize the impacts of its operations and products on the environment. This concern is featured both in the company's Business Plan and in its Corporate Strategy. Managing potential environmental risks inherent to the oil and gas industry –such as the consumption of natural resources, air emissions, impacts on biodiversity, and pollution caused by waste – requires integrated actions in the environmental area and involves all Petrobras system areas, units, and subsidiaries, from the strategic to the operational level. The company uses an Integrated Environmental Management System, known as SEEH (Safety, Environment, Energy Efficiency and Health), to ascertain, prevent and mitigate impacts derived from its operations and products. An Environment Committee, linked to the Board of Directors, a Business Committee, and four Integration Committees, ensures sound environmental governance. To manage risks and potential impacts, Petrobras also invests in new environmentally sound technologies, energy sources, in increasing process efficiency, and in ecosystem preservation and restoration. Environmental management is also integrated in the operational safety, energy efficiency, and health management approaches given the synergy between all of these issues

IV. Health, Safety, and Environment Guidelines

14. The company's Health, Safety, and Environment Guidelines include, among others, requirements for:

- (i) *Regional and Corporate Contingency Plans* as well as a *Contingency Plan for each unit*, to predict emergency scenarios and respond promptly and efficiently to reduce impacts. The Contingency Plans require that each unit's contingency plans are assessed, revised, and updated, adjustment of contingency plans to new identifiable risks, and consideration of social, economic, and environmental impacts resulting from possible accidents. The plans also comprise of *Environmental Defense Centers (EDCs)* that complement the existing local Contingency Plans at the terminals, refineries and other units to ensure maximum protection and flexibility in an emergency.
- (ii) *Accidents and Incidents Analyses*, which foresees that accidents and incidents caused by corporate activities shall be reviewed, investigated, and documented to prevent recurrence and minimize their effects, including mandatory and immediate notification of accidents and prompt response and registration of accidents on respective performance indicators; and
- (iii) *Risk Assessment and Management* procedures, which require that risks inherent to company activities be identified, assessed and managed to prevent accidents and/or minimize their effects, including adoption of measures to systematically identify and assess the frequency and results of undesirable events, implementation of mechanisms for prioritizing identified risks, and incorporation of risk assessment processes in all stages of projects and products.

15. From 2000 to 2013, Petrobras invested R\$ 54,3 billion (US\$ 28 billion) in Safety, Environment and Health. In 2013, Petrobras' total environmental protection costs and

expenditures, including environmental expenditures related to production/operations, degraded area restoration, and pollution control equipment and systems surpassed R\$5,7 billion (U.S.\$ 2,64 billion):

V. Accident Prevention

16. Recognized as the world's largest deep water operator, Petrobras is a reference in excellence in this area, which is based on modern technical and technological knowledge, always having safety as its main goal. The company follows strict operating procedures, complying with both domestic and international safety rules. It undertakes risk analyses for offshore drilling projects, and the equipment that is used – both in the Pre-Salt area and in other sites off the Brazilian coast – meet the requirements of the industry's most advanced safety standards, incorporating the Brazilian and international experience accumulated over the years in well drilling operations. All offshore drilling rigs are equipped with detection systems that ensure immediate and automatic well closure in case of an emergency, keeping the situation from spinning out of control

17. The company's spill prevention network counts with more than 500 trained workers available to respond to oil spills 24 hours a day, seven days a week, and we can mobilize additional trained workers for shoreline clean-ups on short notice from a large group of trained environmental agents in the country. While these workers are located in Brazil, they are also available to respond to an offshore oil spill outside of Brazil. We also have stockpiles of the equipment needed to quickly and effectively contain offshore spills or leaks, including over 234 miles of containment and absorbent booms, 500 different oil skimmers, around 60,000 gallons of oil dispersants and 453 oil pumps. Petrobras has 45 dedicated oil spill recovery vessels (OSRVs) fully equipped for oil spill control and fire fighting, as well as 271 additional support and recovery boats and barges available to fight offshore oil spills and leaks 24 hours a day, seven days a week. We created 10 environmental protection centres in strategic areas in which we operate throughout Brazil in order to ensure rapid and coordinated response to onshore or offshore oil spills. These regional facilities are supported by 14 local advanced bases dedicated to oil spill prevention, control and response.

18. Since 2012, Petrobras has been a participating member of the Oil Spill Response Limited – OSRL, an international organization that brings together over 160 corporations including oil major, national/independent oil companies; energy related companies as well as other companies operating elsewhere in the oil supply chain. OSRL is currently a major international spill response company, capable of fighting Level 3 emergencies. OSRL participates in the Global Response Network, an organization composed of several other companies dedicated to fighting oil spills. As a member of the OSRL, Petrobras has access to all the resources available through that network as well.

19. In 2013, we conducted 11 emergency drills of regional and national scope with the Brazilian navy, the civil defence, fire-fighters, the military police, environmental organizations and local governmental and community entities.





EM BRANCO

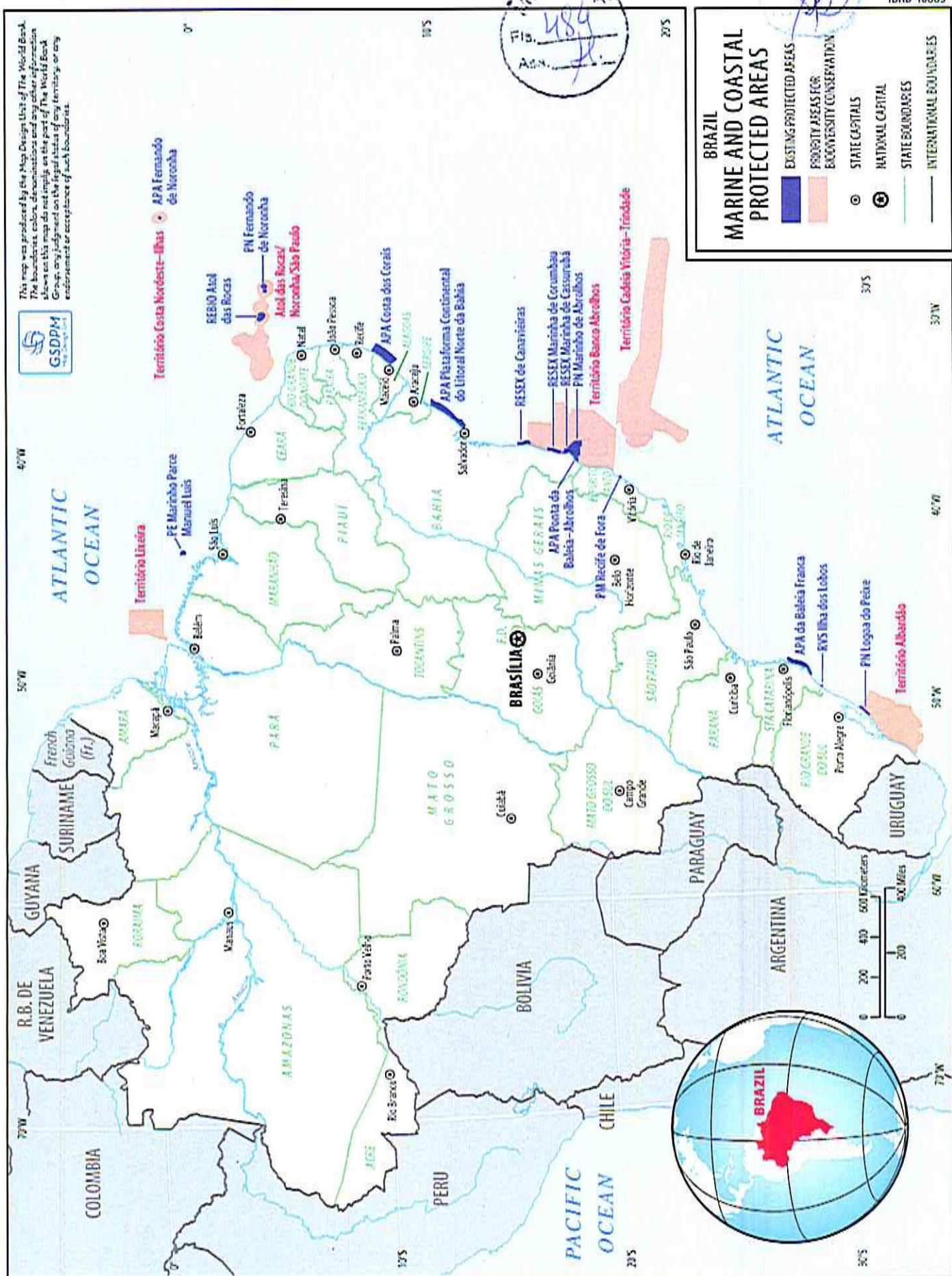
This map was produced by the Map Design Unit of The World Bank. The boundaries, colors, denominations and any other information shown on this map do not imply on the part of The World Bank Group any judgment on the legal status of any territory, or any endorsement or acceptance of such boundaries.



IBRD 40883

BRAZIL MARINE AND COASTAL PROTECTED AREAS

- EXISTING PROTECTED AREAS
- PRIORITY AREAS FOR BIODIVERSITY CONSERVATION
- STATE CAPITALS
- NATIONAL CAPITAL
- STATE BOUNDARIES
- INTERNATIONAL BOUNDARIES



APRIL 2014

EM BRANCO

EM BRANCO