

UN-REDD
PROGRAMME

On the Road to REDD+

The UN-REDD Programme's Support
to REDD+ Readiness 2008-2013



The UN-REDD Programme is the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD+) in developing countries. The Programme was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP).

The UN-REDD Programme supports nationally led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including indigenous people and other forest dependent communities, in national and international REDD+ implementation.

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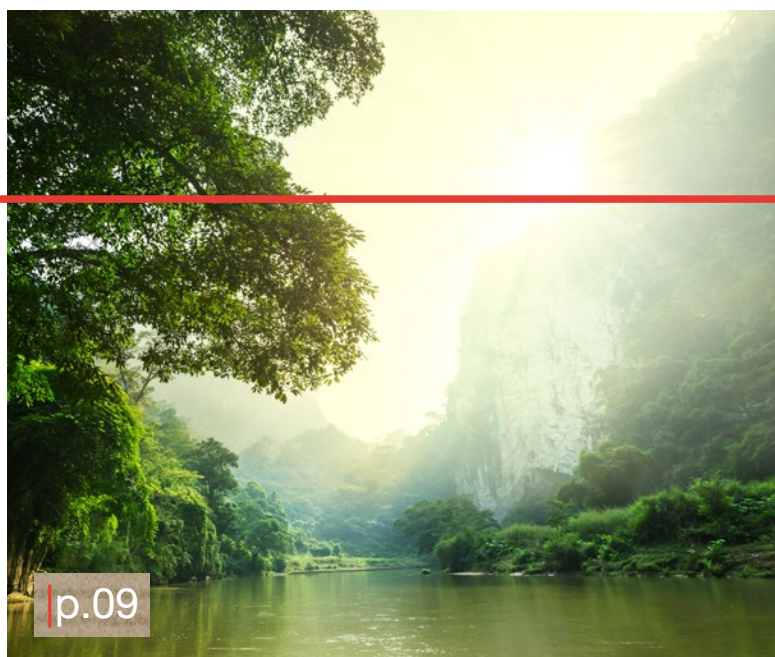
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ON THE ROAD TO REDD+

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FOREWORD

We can remember the day in September, 2008, when the UN Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme) was launched at UN Headquarters as a collaboration of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP). Together with UN Secretary-General Ban Ki-moon who launched the Programme, Norwegian Prime Minister Jens Stoltenberg, UNEP Executive Director Achim Steiner, and others around the globe, we welcomed with great pleasure and anticipation this important initiative.

Then as now, reducing deforestation and forest degradation in developing countries was seen as a key element in addressing the global climate change challenge. We are no less convinced now than we were then that the challenge of mitigating climate change cannot be met successfully without the world's forests. REDD+ continues to have the potential to be one of the best large-scale investments we can make against climate change and one that could result in an equally large-scale dividend.

The Bali Action Plan, agreed in 2007, provided important impetus to the development of incentives for forest-based climate change mitigation in a post-2012 framework. It also called on the international community to provide the institutional, capacity-building and technical support needed by developing countries to make progress on deforestation. Through the UN-REDD Programme, the United Nations has come together with bilateral partners—including Denmark, the European Union, Japan, Luxembourg, Norway and Spain—to meet this crucial responsibility, and support post-2015 Sustainable Development Goals.

The UN-REDD Programme's efforts began with support to nine countries—Bolivia, Democratic Republic of Congo, Indonesia, Panama, Papua New Guinea, Paraguay, Tanzania, Viet Nam and Zambia—and has since extended to a total of 51⁽¹⁾ partner countries. UN-REDD Programme support has ranged from capacity building, to designing national strategies and to developing financing approaches and institutional arrangements needed to monitor and

verify reductions in deforestation and degradation more effectively.

An important reason for the success of the UN-REDD Programme has been its ability to cement a successful partnership among FAO, UNDP and UNEP. In line with the principles of the Delivering as One initiative, these three UN organizations have established integrated national-level co-operation to address the wide and complex range of issues associated with building REDD+ readiness.

As we celebrate this great start, it is important to remind ourselves that truly tackling deforestation and forest degradation will require a commitment at a much larger and longer scale. This will be crucial as countries move beyond the initial phase of designing national REDD+ strategies to the more demanding and longer-term phase of managing existing forests in ways that sustain their ecosystem services, maximize their carbon sink functions and deliver enhanced community and livelihood benefits. The past five years of UN-REDD Programme experience has clearly demonstrated that all of the above are eminently achievable.

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THE CHALLENGE OF REDD+ READINESS

Deforestation and forest degradation have long been recognized as major sources of greenhouse gas emissions, with the first “avoided deforestation” projects dating back to the 1990s. However, a watershed moment came in December 2007 on the island of Bali, in Indonesia. Here, at the 13th annual Conference of Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC), decisions were taken that would have major and ongoing ramifications for forests around the world and, it is hoped, for the success of efforts to mitigate climate change. The so-called “Bali Action Plan,” together with a COP decision entitled “Reducing emissions from deforestation in developing countries: approaches to stimulate action,” would serve to propel rapidly forward the concept of REDD+.

Before considering the nature of the response by governments and international organizations to the challenges raised by decisions taken at Bali, it is crucial first to consider just what those challenges entail. This depends, in turn, on the definition of REDD+, which has both shifted and come into clearer focus over time. Moving roughly in parallel with the evolving concept of REDD+ have been two central questions: what did being “ready for REDD+” mean, and what would developing countries in particular need to do in order to get ready?

At the carbon-centred core of REDD+, where the concept was at first predominantly focused, being ready for REDD+ implies having various systems, capacities and economic incentives in place. These systems and incentives should be capable of dramatically reducing carbon emissions due to deforestation and forest degradation, while encouraging the three carbon-sequestering “+” elements of conservation of forest carbon stocks, sustainable forest management and enhancement of forest carbon stocks. Technical capacities and systems for the measurement, reporting and verification (MRV) of REDD+ engendered levels of forest carbon stocks and flows are necessary, along with agreed baseline scenarios with which these can be compared. Without these techniques, technologies, systems and capacities for MRV, carbon benefits, also known as “additionality,” would be uncertain, making REDD+ a nonstarter.

Closely related to the MRV issue is that of finance and benefit distribution. An approach like REDD+, based as it is on the principle of financial incentives for reduced emissions and

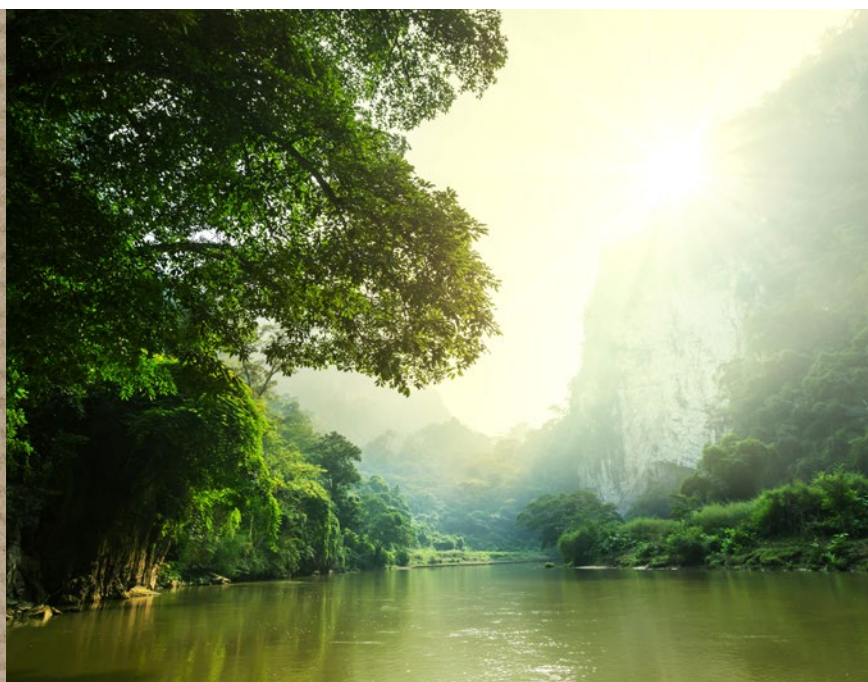
enhanced carbon sequestration, will at some point need to come to terms with myriad thorny financial issues. At the risk of over-simplification, multiple technical issues of finance can be summed up as follows: to whom and from whom will REDD+ payments be made, how much will be paid out and what mechanisms for payment will be employed? This is one area where the urgency of developing technical solutions and capacities has declined somewhat since Bali, as vast imagined investment sums, once believed imminent, have consistently and dramatically receded from view.

The above issues of MRV and REDD+ finance are closely linked. Not only is each of them fully additional, or incremental to REDD+, i.e. it would not be an issue were it not for REDD+, but verified measurement represents the fundamental basis on which most REDD+ payments would be made. Together, MRV and REDD+ finance require potentially complex new national-level mechanisms that must somehow be grafted onto existing governance structures.

While discussions of REDD+ at Bali focused on technical issues associated with MRV and benefit distribution mechanisms, subsequent COPs—including those that took place at Poznan in 2008 and at Copenhagen in 2009—served to broaden the conversation. When the international community stepped back to take in the broader perspective, it became increasingly clear that REDD+ would involve a great deal more than carbon and associated payments.



Strengthening analytical and decision-making systems and capacities to manage REDD+ within the broader context of sustainable forest management, in order to maximize co-benefits while minimizing trade-offs, began to emerge as an important element of REDD+ readiness



The effects of REDD+ on biodiversity, ecosystem services and indigenous peoples and local communities were likely to be significant. In a bid to address concerns related to possible negative effects of REDD+, UNFCCC discussions on the concept began to focus more on issues such as environmental and social safeguards.

The broadening concept of REDD+ had multiple implications for defining the readiness challenge. Most importantly perhaps, the rights, views and concerns of indigenous peoples and local communities would need to be fully accounted for. Strong social and environmental safeguards would be critical to ensuring equity and fairness in the process.

At a more fundamental level, the multiple shortcomings of existing, pre-REDD+ forest sector management, which had helped to enable deforestation and forest degradation in the first place, would need to be addressed. Strengthening analytical and decision-making systems and capacities to manage REDD+ within the broader context of sustainable forest management, in order to maximize co-benefits while minimizing trade-offs, began to emerge as an important element of REDD+ readiness.

In time, the implications of REDD+ were seen to extend well beyond the forest sector into the broader landscape, with implications for issues such as land tenure, food security, international trade and other aspects of sustainable

development. The ability to design and build national consensus on REDD+ strategies and associated institutional and legal changes within a multi-sectoral decision-making and planning process is now widely acknowledged as an essential prerequisite for achieving transformational change through REDD+.

The above are some of the central challenges facing implementation of REDD+ at scale. At the time of the Bali conference, few developing countries had significant human, technical or institutional capacities related to MRV and payment systems. Following Bali, the list of challenges only grew in line with the expanding concept. In nearly all cases, weighing these challenges against the existing, or 'baseline' capacities of developing countries in 2008 would have generated a lengthy list of fundamental systemic, institutional, policy, legal and human capacity gaps. Building REDD+ readiness may be defined as the art and science of filling those gaps.

ORGANIZING A RESPONSE

CREATING, GOVERNING AND MANAGING THE UN-REDD PROGRAMME

Milestones

2008: THE UN-REDD PROGRAMME IS LAUNCHED BY THE UN SECRETARY-GENERAL AND THE PRIME MINISTER OF NORWAY

2008: MEMORANDUM OF UNDERSTANDING AMONG PARTICIPATING UN ORGANIZATIONS AND UNDP'S MULTI-PARTNER TRUST FUND

2009: FIRST MEETING OF THE UN-REDD POLICY BOARD, INCLUDING NINE PILOT COUNTRIES, DONOR AND CIVIL SOCIETY REPRESENTATIVES

2009: UN-REDD PROGRAMME SECRETARIAT ESTABLISHED IN GENEVA

efforts to get ready for REDD+.

In many ways, the United Nations was a logical choice to play a major role in supporting countries' efforts to demonstrate the feasibility of REDD+. Its neutral character, decades of experience with supporting countries' capacity development needs, and convening role in the UNFCCC negotiating process, all speak to its suitability.

Given that the REDD+ concept has several dimensions and touches upon multiple sectors, it is not surprising that relevant skills and capacities for supporting the different elements of REDD+ readiness would extend across more than one UN organization. Indeed, each of the three UN organizations participating in the UN-REDD Programme—FAO, UNDP and UNEP—brings with it a unique set of assets: UNDP enjoys a comparative advantage, and corresponding responsibilities, with respect to capacity development, stakeholder relations and governance, which is strengthened by the organization's on-the-ground presence within nearly all tropical forest countries; FAO has a longstanding mandate and experience related to the forest sector, including the technical capacity and in-depth

While the task of getting ready for REDD+ may have appeared daunting at times, the global significance of the climate change threat and the widespread enthusiasm and momentum associated with the REDD+ concept have created enormous incentives to develop workable approaches to the challenge.

On 24 September 2008, the United Nations system, in partnership with Norway, stepped up to help meet the challenge with the establishment of the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (henceforth referred to as "the UN-REDD Programme" or simply "the Programme"). Launched by the UN Secretary-General, Ban Ki-moon, together with the Prime Minister of Norway, Jens Stoltenberg, the UN-REDD Programme began to prove itself almost immediately as an innovative and collaborative way to support national-level



Leading example of a One UN approach at global and country levels

An important challenge for the UN-REDD Programme and its three participating UN organizations has been to harness and channel the organizations' dispersed skills and capacities in an integrated way, while minimizing the bureaucratic burdens borne by beneficiary countries. In this, the Programme has benefited greatly from a broader process of UN reform known as "Delivering as One," which has proven an essential mechanism for enabling a coordinated UN system response to the complex, multi-sectoral challenges of implementing REDD+. Launched as a pilot initiative by United Nations Secretary-General Ban Ki-moon in 2007, the approach capitalizes on the strengths and comparative advantages of the various members of the UN family, enabling the UN system to respond to national priorities by drawing on all of its parts, whether based in the country or not.

A "Delivering as One" or simply "One UN" approach aims to increase the UN system's impact through more coherent programmes, reduced transaction costs for governments, lower overhead costs for the UN system and strengthened government leadership and ownership.

From its inception, the UN-REDD Programme has sought to take guidance from, and be a premier example of, the One UN approach. In operational terms, the model is inherent in the UN-REDD Programme's reliance on a Geneva-based Secretariat, whose staff service the Programme as a whole, and in the close inter-agency coordination, including joint missions, that characterizes the design and implementation of national-level support.

UN-REDD Programme national programmes, which have been developed in 18 partner countries, represent the central challenges, as well as important success stories, of the UN-REDD Programme's integrated, One UN approach. Finally, the Programme's practice of designating leadership within thematic areas according to the comparative advantage of the participating organizations, while also finding and nurturing the many points of interface and linkages among these themes, is a further sign of the success of the One UN approach.

understanding of issues related to forest measurement and monitoring; and UNEP, as the leading UN organization for environmental issues, has a unique ability to help place REDD+ efforts within the broader political, economic and social context of sustainable development.

Much of the success of the UN-REDD Programme has been driven by tapping into the extensive capacities and skills within the Programme's three partner organizations while maintaining an integrated approach. Management

and governance arrangements have both been important in this respect. In June 2008, FAO, UNDP and UNEP, together with UNDP's Multi-Partner Trust Fund, signed a Memorandum of Understanding (MoU) establishing the UN-REDD Programme Fund and setting out arrangements to govern their collaboration. Underlying this MoU is the UN-REDD Programme Framework document, which represents the Programme's foundational text.

We felt that it was necessary to utilize the convening power of the UN system, that the UN has great legitimacy for their work in developing countries and that the competence of several of the UN actors, if combined, could deliver a targeted and meaningful response to our call for enhanced action to establish REDD+. As a result, establishment of the UN-REDD Programme became part of the policy of Norway.

Mr. Morten Nordskog, Deputy Director General, Norway International Climate and Forest Initiative

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As agreed in the MoU, in 2009, the UN-REDD Programme Secretariat was established in Geneva, Switzerland as a joint unit of the three participating UN organizations. The Secretariat, which is composed of staff from all three organizations, facilitates inter-agency collaboration and communication and provides leadership in strategic planning and the development and management of reporting, monitoring and evaluation frameworks for the Programme. In addition to the Secretariat staff, the Programme depends on staff located at the Headquarters of each participating UN organization, as well as international and national staff and other experts working out of regional hubs and within participating countries.

Governance of the UN-REDD Programme reflects the Programme's inclusive and participatory nature. The UN-REDD Programme Policy Board first met in March 2009 and has convened on a semi-annual basis ever since. It is

responsible for oversight, strategic direction and financial allocations. Full members of the board, with decision-making rights, include representatives from member countries, donors to the Multi-Partner Trust Fund, civil society organizations, the Chair of the UN Permanent Forum on Indigenous Issues and representatives of the participating UN organizations. In addition, a representative from a civil society organization and an indigenous peoples' representative from each of the three regions, act as observers and contribute to board deliberations. Policy Board meetings are intensive two-day affairs, during which agency staff and board members work to address areas of mutual concern. The nature of the Policy Board's membership and decision-making process is emblematic of the participatory approach that has characterized the UN-REDD Programme's efforts (see Box).

A place at the table: Civil society, indigenous peoples and UN-REDD Programme decision-making

Including civil society and indigenous peoples in decision-making at both the international and national level is a priority for the UN-REDD Programme. In March 2009, during the first meeting of the Programme's Policy Board, full member seats were established for both civil society organizations and indigenous peoples respectively.

Self-selected civil society and indigenous peoples' representatives from Latin America and the Caribbean, Africa and the Asia-Pacific region, as well as a civil society representative from an industrialized country, represent the interests of these stakeholders on the Policy Board.

The civil society and indigenous peoples' full members and observers play an important role in bringing the independent voice of indigenous peoples and other forest-dependent communities to decisions made by the Policy Board. This model of inclusive decision-making provides lessons to other REDD+ and climate change related decision-making as well as to countries managing other kinds of national-level decision-making processes.



CONCEPTUALIZING AN APPROACH

THE NATURE AND EVOLUTION OF UN-REDD PROGRAMME SUPPORT TO REDD+ READINESS

The first meeting of the UN-REDD Programme Policy Board in March 2009 included, among other stakeholders, representatives of the nine pilot countries selected to receive so-called “Quick Start support” under the Programme. Co-operation with pilot countries was in the form of National Programmes (NPs), which represented integrated, multi-agency packages of REDD+ readiness support.

The goals, objectives, outputs and activities of each NP were described in national programme documents presented to the Policy Board for approval. NP documents were developed in close co-operation with each recipient country, typically following joint missions of the participating UN organizations and national-level consultations. These NPs were generally designed to last 36 months and had budgets ranging from US\$ 3.5 – 6.5 million each.

In 2010, with many of the pilot country NPs beginning implementation, the UN-REDD Programme developed a five-year strategy. The strategy, which incorporated initial lessons learned, provided a more detailed conceptual framework to guide the Programme’s support of REDD+ readiness over the 2011-2015 period. It defined both a vision and a mission for the Programme, as well as specific Programme objectives for 2011-2015. Finally, the strategy reaffirmed the Programme’s role in supporting the implementation of UNFCCC decisions related to REDD+.

The strategy includes three innovations designed to guide the UN-REDD Programme’s work in coming years: i) a thematic breakdown of Programme support into “work areas”; ii) identification of several distinct mechanisms for delivering co-operation, and; iii) specific details regarding the nature and extent of the Programme’s global-level work.

In thematic terms, the 2011-2015 strategy defined six work areas of REDD+ readiness to be supported through the Programme. In addition to “MRV and monitoring” and “Management of REDD+ payments” (the latter of which was later subsumed under the governance work area—thereby reducing the number of work areas to five), the work areas covered all of the broader themes that were emerging more prominently in post-Bali COPs, namely governance, stakeholder engagement, multiple benefits and safeguards, and green economy (which had earlier been referred to as

“sector transformation”). Together, the work areas represent a fairly comprehensive approach to issues associated with REDD+ readiness, with each area playing an essential role in the development and implementation of national REDD+ strategies. The Programme’s 2011-2015 Strategy also identified “lead agencies” for each work area, based on comparative advantage. For example, FAO would take the lead on issues related to MRV, UNDP on governance, UNEP on green economy, etc.

While useful for organizing thinking, implementation and analysis, the work areas are also closely connected, with multiple linkages among them. For example, enhanced participation is both an element of, and positively reflected in, efforts to strengthen governance. Safeguards are relevant in several areas, including participation, multiple benefits and MRV. Likewise, a better understanding of multiple benefits represents an essential element of green economy strategies. Together, achievements and progress in all thematic areas serve as connectable building blocks within national REDD+ strategies.

The second innovation presented in the 2011-2015 strategy involved expanding the number of national-level delivery mechanisms available through the Programme from one to three. NPs had initially been the sole mechanism for support and would continue to play a leading role in Programme implementation. However, by 2011, the Programme was able to provide smaller scale, more narrowly focused co-operation under a new mechanism known as “Targeted Support.” This shift in implementation strategy enabled a much larger group of countries to be supported. It also took into account the fact that some countries had already begun working on REDD+ readiness with other donors and therefore could benefit more from cooperation in specific areas rather than from a comprehensive initial support package.

REDD+ readiness themes

Area	Target outcome	Related guidance documents
MRV AND MONITORING	REDD+ countries have systems and capacities to develop and implement measurement, reporting and verification (MRV) and monitoring	National Forest Monitoring Systems: Monitoring and Measurement, Reporting and Verification (M & MRV) in the context of REDD+ Activities
GOVERNANCE	Nationally owned, credible and inclusive national governance systems are developed for REDD+ implementation	Guidance on Conducting REDD+ Corruption Risk Assessments Guidance Note on Gender Sensitive REDD+ Business Case on Mainstreaming Gender in REDD+
STAKEHOLDER ENGAGEMENT	Indigenous peoples, local communities, civil society organizations and other stakeholders participate effectively in national and international REDD+ decision-making, strategy development and implementation	Joint FCPF/UN-REDD Programme Stakeholder Engagement Guidelines
SAFEGUARDS AND MULTIPLE BENEFITS	Safeguards are addressed and respected and multiple benefits of REDD+ are realized	Conceptual framework for UN-REDD Programme support related to safeguards Social and Environmental Principles and Criteria (SEPC) and Benefits and Risk Tool (BeRT) Guidelines on Free, Prior and Informed Consent
GREEN ECONOMY	Green economy transformation and REDD+ strategies and investments are mutually reinforcing	

The Programme's strategy also defined a third mechanism, known as "Tier 2," which enables activities funded outside of the UN-REDD Programme Fund to be associated with the Programme. Under Tier 2, countries working in collaboration with donors who did not contribute to the UN-REDD Programme Fund can still make use of UN-REDD Programme guidance, methodologies and approaches, thereby benefiting from the overall quality assurance that the Programme provides.

With NPs, targeted support and Tier 2 in place, the UN-REDD Programme was positioned as a technical platform with flexible arrangements to meet the national support needs of participating countries. To complement these mechanisms at the regional and global levels, the Programme's strategy described a "Global Programme," also organized largely around the thematic work areas. The Global Programme provides a platform through which countries can interact with one another and learn from one another's experiences. A key function of the Global Programme is the development and testing of methodologies and approaches, along with the dissemination of lessons learned within thematic areas

through both National Programmes and targeted support. The Global Programme is aimed at creating a fertile environment for generating and sharing information. By developing methodologies and voluntary guidelines, and working closely with partner countries through direct piloting as well as regional and global exchanges, the UN-REDD Programme helps nations advance towards a truly country-driven REDD+.

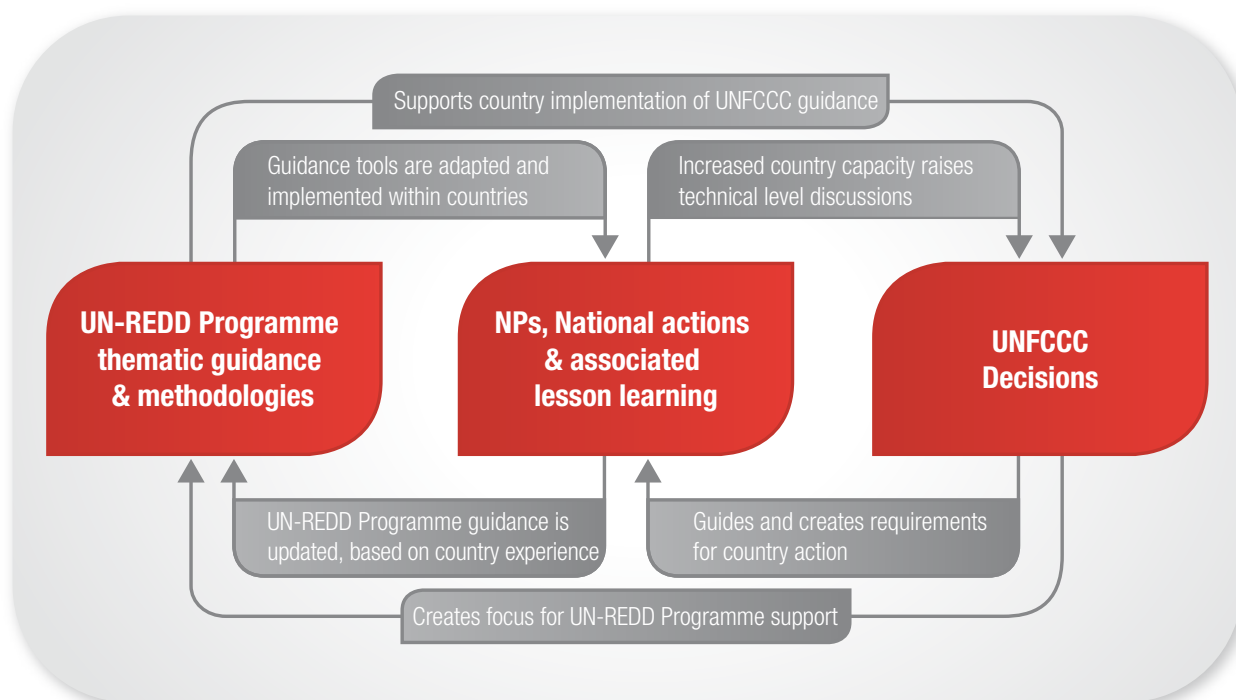
The innovations described in the Programme's strategy quickly became operational, in large part through a Support to National Actions document (2011-15). What emerged was a UN-REDD Programme that combines multiple methods of delivering co-operation with the thematic consistency necessary for ensuring cross-fertilization between said methods. This rich ecosystem of support has enabled substantial methodological advances to take place, without losing sight of the fact that readiness is ultimately required and applied at the country level.

The UN-REDD Programme's approach to, and impact on, REDD+ readiness as involving three interdependent components (Figure 1). The first, external component—

UNFCCC decisions—consists of the global negotiating framework that surrounds and, to a large extent, defines the REDD+ concept. As noted previously, the process of creating a global REDD+ framework has been underway for several years as part of the UNFCCC negotiations. Intermittent, yet ultimately substantial, progress has been made during these annual negotiations in reaching consensus on technical and

other aspects of REDD+. At each point along the way, as conclusions have been reached, the UN-REDD Programme has taken these on board and refined its approach accordingly. By adhering to agreed-upon UNFCCC norms, UN-REDD Programme co-operation has remained on the cutting edge.

Figure 1. UN-REDD Programme REDD+ readiness process



The second component shown in the figure represents the national actions and associated lesson learning that are delivered primarily through NPs, targeted supported and Tier 2. National-level readiness support, provided through the Programme's various delivery methods, is both the primary end as well as a critical means through which the Programme achieves its greatest impact. Methodologies and tools are tested and capacities are built at the level of beneficiary countries, both in an integrated sense and according to the Programme's themes. In return, country-level experience provides real-world lessons without which no guidance can be fully effective. National-level experiences both inform and are informed by, UNFCCC decisions; the quality and outcomes of UNFCCC negotiations are significantly enhanced by the increased capacities available within UN-REDD Programme partner countries.

The figure's third and final component consists of the thematic guidance and methodologies that are developed mainly at the global level and with the support of the Global Programme. The close connection between the UN-REDD Programme's country-level implementation and its global work is critical: Global Programme methodologies and guidance are based on extensive stakeholder consultations and also reflect thematic lessons learned at the country level. Countries can get a solid head start by basing their initial efforts on framework approaches pioneered by the Programme, while enjoying the flexibility to adapt this guidance to suit their particular national circumstances. The ability to combine simultaneous, on-the-ground piloting in multiple countries with a sharp analytical capacity to learn lessons and adapt principles accordingly have been hallmarks of the UN-REDD Programme's approach.

ACTIVITIES AND IMPACTS BY THEMATIC WORK AREA

MEASUREMENT, REPORTING AND VERIFICATION (MRV) AND MONITORING

Milestones

2010: GEOWEB PLATFORM FOR FOREST MONITORING DEVELOPED IN SEVERAL COUNTRIES (E.G. [DRC](#), PARAGUAY, ECUADOR, PNG)

2012: UN-REDD PROGRAMME FRAMEWORK FOR NATIONAL FOREST MONITORING SYSTEMS FRAMEWORK

2013: UN-REDD PROGRAMME SUPPORT TO THE LAUNCH OF THE ONLINE ALLOMETRIC EQUATIONS
WWW.GLOBALLOMETREE.ORG

Target outcome

REDD+ COUNTRIES HAVE SYSTEMS AND CAPACITIES TO DEVELOP AND IMPLEMENT MEASUREMENT, REPORTING AND VERIFICATION (MRV) AND MONITORING

The establishment of effective, transparent forest monitoring systems is of central importance for REDD+ countries. Forest carbon is fundamental among monitoring issues. Increases in carbon stocks and reductions in CO₂ emissions represent the “performance” for which REDD+ payments would ultimately flow. Systems for measuring, reporting on and verifying forest carbon changes must be both reliable and accurate and based on an in-depth understanding of emission factors, activity data, reference levels and other physical characteristics of a country’s forests. Improved MRV systems can lead to reduced uncertainties in forest carbon stock and flow estimates and possibly to increased value of eventual REDD+ credits.

Yet REDD+ monitoring also needs to go well beyond carbon. Mitigation actions that alter deforestation and forest degradation trajectories will, by definition, have a serious effect on the flow of ecosystem goods and services, ranging from biodiversity to timber and other forest products. There may also be significant distributional impacts on various economic sectors and local stakeholders. By monitoring such changes, critical data can be generated that could help to optimize national REDD+ strategies. In particular, multiple benefits accruing from forest lands and ecosystems could be maximized, while trade-offs associated with land-use changes due to REDD+ are minimized.

Decisions taken in Copenhagen (COP15: 2009), Cancun (COP16: 2011) and Warsaw (COP19: 2013) have all provided

South-South co-operation for National Forest Inventories in the Pacific

National Forest Inventories (NFIs) play an essential role in a country’s National Forest Monitoring System (NFMS) for REDD+ as sources of data on changes in forest carbon stocks and carbon emissions. As is the case for many aspects of REDD+, steadily increasing national capacities to conduct NFIs are creating opportunities for south-south co-operation and the UN-REDD Programme is actively supporting this trend. For example, in 2013, four officers from Fiji’s Department of Forest and Fisheries shared their newly enhanced NFI skills and knowledge at a forestry field training course in South Choiseul, in the northern Solomon Islands. During the course, some 35 Solomon Island forestry officers worked in teams to establish 18 forest inventory plots in a variety of forest types which will be used to measure the carbon content of different forest types. Training included team building and leadership skills on allocating personnel and other resources to meet project goals. Knowledge gained through this training course will feed into the formulation of the Solomon Island’s NFI methodology, which will eventually be rolled out across the entire country.

important methodological guidance for REDD+ MRV. Central to this guidance was a request—as one of four required REDD+ elements under the Cancun Agreements—for Parties to establish national forest monitoring systems (NFMS) and, where appropriate, sub-national systems. These systems would enable: *monitoring and measurement*, through remote sensing and ground-based forest inventories and following the methodologies and formats developed by the Intergovernmental Panel on Climate Change (IPCC); *reporting* (through “estimates that are transparent, consistent, [and] as far as possible accurate”), and; *verification* (through NFMS that are “transparent” and whose “results are available and suitable for review”).

Working with REDD+ countries to meet the challenge of creating national systems and capacities for MRV and monitoring has been a top priority of the UN-REDD Programme since its inception and has accounted for a substantial portion of the Programme’s spending. Early UN-REDD Programme support included a review of carbon measurement methodologies and country-level support as well as work on defining emissions factors associated with specific forest types. Strategic thinking on the subject was presented in the Programme’s 2011-2015 Strategy and elaborated further in its 2011-2015 Global Programme Framework. Subsequently, development and initial implementation of broader MRV and monitoring strategies became key components of national REDD+ strategies, supported through the UN-REDD Programme’s NPs and targeted support alike. By the end of 2013, NFMS components and capacity had been built through relevant support to 13 NPs and in seven additional partner countries.

Country-level efforts to raise capacities for MRV have focused on technical training and forest inventory field implementation in some countries to improve capacities and expand the “information base”. Training and capacity development have covered a wide range of themes, such as forest inventories in Cambodia and Bolivia, allometric equations for volume and biomass in Tanzania and Viet Nam, GHG inventories in Bangladesh and Ecuador, remote sensing in DRC and Mexico, and land classification systems in Indonesia and Zambia. Overall, the Programme has contributed greatly to widespread country-level progress, particularly in the area of developing approaches to implementing NFMS with UNFCCC guidance.

South-south co-operation has also been an important aspect of UN-REDD Programme support to MRV and monitoring. Strong partnerships have been established with related technical co-operation initiatives at both national and global levels. A Memorandum of Understanding (MoU), signed in December 2009 between FAO and Brazil’s Space Agency

(INPE), resulted in extensive collaboration in the development of national-level land monitoring systems that employ remote sensing data and training of other country’s staff on the Brazilian TerraAmazon system for monitoring deforestation. More recently, south-south co-operation has contributed to the development of National Forest Inventories in the Pacific (see *South-South co-operation for National Forest Inventories in the Pacific*).

In 2013, taking into account its experience to date, along with the latest UNFCCC guidance, the Programme launched a standard framework offering methodological guidance to country efforts to develop an NFMS. The framework helps countries to better understand and develop strategies to meet the complex reporting requirements and systems needed to participate in REDD+. Developed through a combination of technical assessment and multi-stakeholder co-operation, consultative elaboration of principles, norms and country-level piloting, it is a good example of the UN-REDD Programme’s approach at work.

Key subjects of the framework include the monitoring of REDD+ activities as well as a summary of methodological approaches from the IPCC. It also presents a set of guiding principles and three fundamental pillars needed for MRV. These are: (i) a satellite land monitoring system, (ii) a National Forest Inventory, and (iii) a national greenhouse gas inventory as a reporting tool.

Examples of monitoring functions described in the framework include remote sensing, community monitoring and web-based forest monitoring platforms (see Web-based forest monitoring platform). In the case of community monitoring—also known as “participatory forest monitoring”—key factors underlying its utility will include: reliability and costs of local monitoring compared to “expert-based” monitoring; the existence of niches where resulting data can fit within overall national REDD+ data requirements, and; the potential for value to be added at the local level, in addition to any national-level value.

The Warsaw Framework for REDD+, adopted at COP19 in November 2013, provides definitive guidance concerning key aspects of MRV and monitoring, including NFMS, forest reference emission levels (RELs) and overall approaches to MRV. Looking ahead, these decisions will form the framework for ongoing UN-REDD Programme support in these areas.

Web-based forest monitoring platforms

Web-based platforms are increasingly important tools for disseminating information regarding forest monitoring and ensuring the transparency of NFMS. Brazil is seen as a pioneer in this area; its success in sharply reducing deforestation rates has been attributed in part to its willingness to make deforestation data available online.

Brazil's TerraAmazon Platform was developed by its National Institute for Space Research (INPE) for national satellite monitoring and is being adapted to the national circumstances of REDD+ countries. The INPE system is free-of-charge and supported by analysis and programming teams in Brazil to ensure long-term delivery of services. In addition, a set of open source tools developed by FAO (Open Foris Toolkit) is used for advanced processing of satellite images.

Working in co-operation with INPE, the UN-REDD Programme has supported the development of web-based platforms in DRC, PNG, Viet Nam and Paraguay. In the case of Paraguay, tools were developed and applied by teams at FAO and at INPE. The system builds on existing capacities within Paraguay's Ministry of Environment (ME), National Forestry Institute (NAFOIN) and Federation for the Self-Determination of Indigenous Peoples (Spanish acronym is FAPI). Paraguay's NFMS system is linked to the TerraAmazon platform and combines GIS, image processing, database management and data access functions.

The first phase of development and implementation of the beta version of Paraguay's NFMS was carried out during a training workshop on Land Representation via Satellite Images in Asuncion and at FAO headquarters in early 2012. Guided and supported by the ME and NAFOIN, FAO subsequently helped develop and operationalize the system at the national level, ensuring that required adaptations were made to reflect Paraguay's national circumstances.

Following Brazil's example, Paraguay's NFMS allows the verification of results through a free, online and transparent system. Data can be openly viewed and cross-checked by the international community. In this way, the system allows users to check possible areas of deforestation online and provides feedback as to whether or not the image and interpretation are correct. This is helping to create a transparent monitoring and verification system at the national and international level, which will greatly enhance the participation of local communities and other users in the implementation of national REDD+ policies and measures in Paraguay.



ACTIVITIES AND IMPACTS BY THEMATIC WORK AREA

GOVERNANCE

Milestones

2012: UN-REDD PROGRAMME GUIDANCE ON CONDUCTING CORRUPTION RISK ASSESSMENTS

2012: ADOPTION OF THE FIRST INTERNATIONAL VOLUNTARY GUIDELINES ON THE RESPONSIBLE GOVERNANCE OF TENURE

2013: FIRST PARTICIPATORY GOVERNANCE ASSESSMENT LAUNCHED (INDONESIA)

2013: VIET NAM FINALIZES GENDER ANALYSIS STUDY FOR PHASE II

2013: KENYA - FIRST GOVERNMENT-OWNED REDD+ CORRUPTION RISK ASSESSMENT RELEASED

2013: DRC MINISTERS OF FINANCE AND ENVIRONMENT ESTABLISH NATIONAL REDD+ FUND

Target outcome

NATIONALLY OWNED, CREDIBLE AND INCLUSIVE NATIONAL GOVERNANCE SYSTEMS ARE DEVELOPED FOR REDD+ IMPLEMENTATION

Good governance of forest resources and effective, transparent management of REDD+ funding and payments for performance are essential to the success of REDD+. The challenge of ensuring good governance encompasses a wide range of issues. At one level is the legal, policy and institutional framework associated with a country's forest sector and, more broadly, with land-use planning and land tenure as a whole. There are often major shortcomings in these areas, including capacity problems and institutional corruption. These can be among the key underlying elements that allow the drivers of deforestation and forest degradation to proceed unchecked. In such cases, raising the baseline of forest and land-use management can greatly contribute to the success of REDD+ efforts.

Another important area is governance of the REDD+ process itself. Considering the novelty of many aspects of REDD+, participating countries generally need to establish a variety of new policies, processes, mechanisms, regulations and, in some cases, laws and institutions to ensure its effective governance. Systems for governing MRV and benefits distribution—along with REDD+ roadmaps and strategies and participatory processes for their development—are important examples. These and other new systems must be carefully integrated with the kinds of upgraded systems described above.

For many pilot countries, UN-REDD Programme NPs were among the first steps taken in building REDD+ readiness. As such, they impelled governments to establish new units or sections, typically within forestry ministries, in order to manage and implement the NPs. In some cases, the same governmental structures were also given broader responsibility for managing REDD+ co-operation and for

The [UN-REDD Programme] support was targeted at strengthening our capacity to address corruption risks, support stakeholder consultations on carbon rights and benefit sharing and ensure an enabling policy and legal regime for REDD+ implementation. A number of findings and recommendations have been made that are crucial to a successful strategy formulation process.

Alfred Gichu, National REDD+ Coordinator, Kenya's Ministry of Environment, Water and Natural Resources

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co-ordinating readiness efforts as a whole. Concentrating these responsibilities institutionally was helpful in ensuring the co-ordination of potentially overlapping projects.

Through NPs and, later, through targeted support, the UN-REDD Programme has provided critical assistance to national and sub-national efforts to build the kinds of institutional and human capacities described above. This has involved support for establishing frameworks for implementing REDD+, including REDD+ Task Forces and other governmental structures, along with REDD+ management units. Depending on the scale of REDD+ in a specific country, the magnitude of governing changes could be substantial. Perhaps the most dramatic example to date is Indonesia, which has established an entire new

government agency for management of REDD+. Viet Nam has also developed a policy and institutional framework for Phase 2 of REDD+, supported through the Programme's Tier 2 window, while also conducting a study on how Phase 2 could strengthen women's role in REDD+.

As noted previously, the issue of governance extends beyond the management of REDD+ co-operation programmes to the overall intersection of REDD+ and forest governance as a whole. An important task at this broader level is to identify legal gaps and constraints, including those related to land tenure systems, law enforcement, etc. In some cases, ongoing reforms in the areas of forest and environmental laws offer significant opportunities to incorporate specific REDD+ measures.

Regional REDD+ diplomacy and governance in the Congo Basin

The issue of governance is a critical one facing implementation of REDD+ in the Congo Basin. With this in mind, in 2011, the UN-REDD Programme co-hosted a negotiating process involving 15 Central African and donor countries. On 7 December 2011, at COP17 in Durban, South Africa, the resulting Joint Declaration of Intent for REDD+ in the Congo Basin was publicly announced. In the Declaration, Central African countries acknowledge the need to "develop policies, strategies and programs for sustainable development (green economy) for all key sectors including forests, agriculture, energy, mining and transportation," including "REDD+ strategies." Importantly, they also acknowledge their readiness to "strengthen forest governance" including through "adherence to applicable international fiduciary, social and environmental standards" and to "pursue land-use planning and zoning processes that are participatory and holistic."

For their part, partner countries committed to "increasing and scaling up the total overall level of technical and financial support available for the development and implementation of the REDD+ strategies of Central African countries." The declaration represents an important, high-level political commitment to improved governance within the context of scaled-up financial and technical support for REDD+ in the Congo Basin.

Central African Countries: Burundi, Cameroon, Central African Republic, Chad, Democratic Republic of Congo, Republic of Congo, and Rwanda

Donor Partner Countries: Australia, Canada, France, Germany, Norway, United Kingdom, United States of America, and the European Commission

The UN-REDD Programme has offered legal advisory services to countries, helping them to develop legal frameworks that support REDD+ implementation. Since each country's legal system is different, tailored assistance has been provided to review existing laws and regulations, identify gaps and inconsistencies, suggest possible amendments and draft new legislation as needed. Although legal reform tends to be a lengthy process, subsidiary legislation for REDD+ has already been adopted in a number of countries. Indonesia, for example, has adopted more than 10 REDD+ related decrees and regulations since 2008. In 2009, DRC passed a

regulation establishing institutional arrangements for REDD+, while in 2013 it established a National REDD+ Fund. DRC was also among seven Central African countries, together with eight donor countries, to sign a Joint Declaration for REDD+ in the Congo Basin (see *Regional REDD+ diplomacy and governance in the Congo Basin*). In 2013, Paraguay's National Mitigation Strategy was submitted to the National Environmental Council for implementation, and a number of resolutions linked to the implementation of the Law on Environmental Services were generated under the UN-REDD

Participatory Governance Assessment in Indonesia

Development of Indonesia's Participatory Governance Assessment (PGA) involved extensive stakeholder involvement and inputs. From the onset, stakeholders from the national government, civil society, academia and the private sector at national, provincial and district levels were brought in to discuss and agree on the scope of the PGA, to develop an indicator set and to decide on data collection methods. Raw data and preliminary analysis were validated by the same stakeholders, and recommendations were developed by them for how to overcome governance-related shortcomings. Bahasa and English versions of the report were **launched** in May 2013, including a road map with recommended follow-up actions. The report has been shared with counterparts in Nigeria in an effort to strengthen south-south cooperation and sharing lessons learned.

The PGA process in Indonesia has helped to generate credible and legitimate governance information, and is seen as valuable in policy-making and implementation. It has helped lead to increased openness and willingness to discuss and tackle governance. Identified governance shortcomings are being addressed, particularly corrupt practices and corruption risks, in collaboration with the National Corruption Eradication Commission (KPK) and the Forest Concession Holders Association (APHI).

One of the ten PGA provinces, Jambi, has requested a province-specific forest governance index, building on the PGA work to date. An Expert Panel, mirroring the stakeholders at the provincial level (similar to the national level PGA Expert Panel) has been set up to take this work forward. This province-specific index will act as a basis for planning and monitoring forest governance for the local government. Work will also continue to ensure that PGA data is available at national and provincial levels at regular intervals throughout Indonesia's REDD+ implementation and that the findings continue to feed into planning and policy-making.

Finally, the PGA integrated gender-equality considerations, including gender-sensitive indicators and reviewed information on the gender dimensions of forests and peat lands, land-use planning, land tenure and local governance issues. Gender equality was also considered when deciding on the composition of groups of stakeholders.

Programme NP. In 2014, Ecuador approved guidance on requirements and procedures for consultations or negotiations involving REDD+ projects on indigenous or community lands.

The UN-REDD Programme has supported Participatory Governance Assessments (PGAs) in order to gain perspective on REDD+ governance issues at the country level, including baseline situations, gaps and specific needs. PGAs are inclusive processes—involving stakeholders from government, civil society, private sector and academia—designed to help identify governance challenges and strategies to improve associated systems, structures and performance. PGAs have produced robust and credible information as a first step in strengthening governance. In the longer term, they can also serve as a basis for policy reform and increased accountability, particularly if used strategically by civil society actors. PGAs have been conducted in four pilot countries—Indonesia, Ecuador, Viet Nam and Nigeria—with plans to scale up based on lessons learned through these initial experiences. Changes in governance that arise within a REDD+ context represent an important area for information gathering on policy

and institutional changes, impacts on indigenous peoples and local communities and management of REDD+ related financial transfers. Since these aspects may form a basis for incentive payments under Phase 2 of REDD+, tracking their progress is particularly relevant.

In addition to its continued support for *analysing* governance challenges and opportunities associated with REDD+, the Programme is now also supporting countries in *acting* upon the resulting recommendations. For example, following the recommendation of its 2012 PGA, Indonesia has requested an evaluation of the transparency and hidden costs of its forest permit system. In Kenya, a Task Force has been created, comprised of the Ministry of Environment and the Anti-Corruption Commission, to follow up. Finally, following Peru's corruption risk assessment, capacities of indigenous organizations to monitor REDD+ and forest activities are being strengthened considerably. Complementing the PGAs, the UN-REDD Programme has supported anti-corruption work in eight countries, two of which have already completed nationally-owned corruption risk assessments. These assessments will

Tenure & REDD+

Tenure rights in many countries remain uncertain and contested, with many cases where multiple rights holders having different rights, or shared rights, over the same resources. Both the UNFCCC (Cancun Agreements) and the Convention on Biological Diversity refer to the need for developing country parties to address land tenure issues. In addition, the “Voluntary guidelines on the responsible governance of land, fisheries and forests in the context of national food security”, agreed by the UN General Assembly in December 2012, give further impetus to these efforts.

Legal frameworks to support the implementation of REDD+ and to resolve land tenure and carbon rights issues in the REDD+ context are needed in virtually all REDD+ country strategies. Such frameworks can also help countries develop incentive-based models that will lead to improved stewardship over forests and wooded landscapes.

Clarifying tenure under REDD+ would mean gaining a solid understanding of local tenure systems and ways in which REDD+ could build on these systems. An early step is to analyse the types of tenure systems and relevant reform processes underway, in order to understand whether indigenous and local people's rights are being recognized and protected. This baseline understanding is critical to deciding what aspects will need to be addressed in a REDD+ context and how.

Tenure was clearly identified as a priority area in a Country Needs Assessment, conducted jointly with the World Bank's Forest Carbon Partnership Facility (FCPF) in 2012. A background paper on options for addressing tenure was used as the basis for a UN-REDD Programme Expert Meeting on Tenure in the REDD+ Context in February 2013. In a 2013 Policy Brief entitled *Tenure and REDD+: Developing enabling tenure conditions for REDD+*, the Programme reviewed the role of tenure in successful implementation of REDD+. The brief noted that tenure clarity is needed to identify REDD+ stakeholders and is often necessary to establish equitable benefit-sharing systems, and that tenure security is also key to achieving long-term success in sustainable forest management and improved livelihoods. The importance of recognizing and protecting customary rights of local communities and indigenous peoples through participatory mechanisms has also been highlighted, together with the need to understand multiple and overlapping tenure rights. Recognizing that tenure reforms are long-term processes, the Programme intends to help countries develop both short-term and long-term measures to create enabling tenure conditions for REDD+.

Should it be requested by countries, there is a possibility of including tenure more systematically in future National Programmes and targeted support.

inform key elements of national REDD+ strategies, including addressing specific drivers of deforestation and forest degradation, realizing safeguards and designing effective and transparent benefit distribution mechanisms. They will also serve as inputs to capacity development plans for national-level REDD+ and anti-corruption actors in order to mitigate priority corruption risks.

gender considerations are taken into account where benefit sharing and other outcomes are concerned. In late 2013, the Programme developed and released a *Guidance Note on Gender Sensitive REDD+* to help further promote and support UN-REDD Programme partner countries and stakeholders in the preparation, development and implementation of gender-sensitive national REDD+ processes and strategies.

Finally, governance intersects with a number of cross-cutting issues, including tenure (see Tenure & REDD+) and also gender equality and women's participation. As noted in its *Programme Strategy 2011-2015*, gender equality is one of the UN-REDD Programmes' guiding principles, as well as one of the identified social standards in its national governance work. Key elements of the Programme's work on transparent, equitable and accountable management involve ensuring that

ACTIVITIES AND IMPACTS BY THEMATIC WORK AREA

STAKEHOLDER ENGAGEMENT

Milestones

2008-2012: FIRST GLOBAL CONSULTATION WITH INDIGENOUS PEOPLES ON REDD+ (2008) LEADS TO JOINT FCPF/ UN-REDD PROGRAMME GUIDELINES ON STAKEHOLDER ENGAGEMENT (2012)

2010-2013: THREE REGIONAL CONSULTATIONS (2010-2011) AND AN EXPERT WORKSHOP (2012) LEAD TO THE DEVELOPMENT OF UN-REDD PROGRAMME *GUIDELINES ON FREE, PRIOR AND INFORMED CONSENT (FPIC)* AND ASSOCIATED *LEGAL COMPANION* (2013)

2010-PRESENT: SUPPORT TO VIET NAM, INDONESIA AND PAPUA NEW GUINEA ON NATIONAL OR SUB-NATIONAL FPIC GUIDELINES

2013: FCPF/UN-REDD PROGRAMME *GUIDANCE NOTE FOR REDD+ COUNTRIES: ESTABLISHING AND STRENGTHENING GRIEVANCE REDRESS MECHANISMS*

2013: SUPPORT TO *CAMBODIA, HONDURAS* AND *SURINAME* TO ASSESS POTENTIAL SOURCES OF CONFLICT AND EXISTING SYSTEMS TO ADDRESS GRIEVANCES

2013: SUPPORT TO COMMUNITY-BASED REDD+ APPROVED BY POLICY BOARD

Target outcome

INDIGENOUS PEOPLES, LOCAL COMMUNITIES, CIVIL SOCIETY ORGANIZATIONS AND OTHER STAKEHOLDERS PARTICIPATE EFFECTIVELY IN NATIONAL AND INTERNATIONAL REDD+ DECISION-MAKING, STRATEGY DEVELOPMENT AND IMPLEMENTATION

Some 70 million indigenous people depend on forests for their livelihoods and another 350 million rural people live in or near forests. Many communities have long histories of using these forests and, as a result, have become customary rights holders with respect to local forest resources. Such communities have often historically contributed to the protection of forests through their stewardship. Yet these stakeholders often lack political power, and are disproportionately affected by ecosystem degradation.

As the concept of REDD+ first began to emerge in international negotiations, concerns were raised by indigenous peoples and forest-dependent communities. They argued that inadequate mechanisms for equitable and effective participation of indigenous peoples, forest-dependent communities and marginalized populations such as women and the poor in natural resource management and land-use decisions could compromise the delivery of local, national and global benefits and the long-term sustainability of REDD+ investments. It is not an overstatement to say that, in many cases, deep-seated cynicism clouded what appeared to many observers to be a unique opportunity for these stakeholders.

For REDD+ to be successful and an important part of the solution to issues of marginalization, inequality and inadequate respect for the rights of indigenous peoples and forest-dependent communities, it is crucial for these groups to have the opportunity to participate in and influence national and international decision making on REDD+. The process begins with engagement.

Ironically perhaps, the backlog of unmet demands and unaddressed concerns of many groups has created tremendous opportunities for REDD+ to have positive and real impacts that may both precede and go well beyond the carbon-related benefits of REDD+. Engaging indigenous peoples, local communities and other stakeholders can also greatly strengthen the REDD+ readiness process itself—increasing the sustainability and effectiveness of REDD+, while contributing to progress related to governance, safeguards, MRV and the development of national REDD+ strategies.

Stakeholder engagement is an important element of the

The UN-REDD Programme has managed to draw on the important legitimacy that the UN has in many countries to play a convening role and essentially push the boundaries on consultation and participation, thereby creating spaces that didn't exist before for civil society and IPs.

Frances Seymour, Senior Fellow, Center for Global Development and Senior Advisor, David and Lucille Packard Foundation

Participation by indigenous peoples in Paraguay

The UN-REDD Programme's work in Paraguay provides an excellent example of how the Programme has ensured the participation of indigenous peoples in an effective and open REDD+ process. This has included the participation of the national indigenous peoples' coordination group in developing the country's national programme, with a component related to indigenous peoples coordination written in the local language.

More broadly, the Federation for the Self-Determination of Indigenous Peoples of Paraguay (FAPI) has been a member of the National REDD+ Steering Committee since 2009, actively participating and contributing to discussions on the role of indigenous peoples in national REDD+ processes. FAPI has led a process of analysis of the rights of indigenous peoples in Paraguay and the right to consultation and FPIC. This has led to a proposal for consultation that has been discussed among indigenous peoples and presented to the government for approval. A key result of FAPI's participation in these processes has been the development of guidelines related to implementation of the FPIC process in indigenous lands. FAPI has consulted with indigenous peoples to draft the guidelines, which are currently being evaluated among various government entities, in order to develop the country's national FPIC protocol. It is expected that by the end of 2014, there will be a national protocol regarding FPIC for REDD+, the first of its kind in a UN-REDD Programme partner country.

safeguards agreed at COP16 in Cancun. These require "respect for the knowledge and rights of indigenous peoples and local communities", as well as "the full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities" in REDD+.

An initial step in this effort came with the establishment of the Programme's pioneering management arrangements, which have been crucial in enabling the voices of civil society and indigenous peoples to be heard and taken into account within the Programme's decision-making processes.

Another example of the Programme's emphasis on engagement and participation at the global level involved the process of developing global guidelines, including joint FCPF/UN-REDD Programme *Guidelines on Stakeholder Engagement*, UN-REDD Programme *Guidelines on Free, Prior and Informed Consent (FPIC)* and the joint FCPF/UN-

REDD Programme *Guidance Note for REDD+ Countries: Establishing and Strengthening Grievance Redress Mechanisms*. All of these guidelines strongly endorse the representation of all customary and formal rights-holders in the decision-making process, especially women. Appropriately enough, the guidelines have themselves been developed through extensive consultations at local, national, regional and global levels.

While the above global efforts are important in and of themselves, they also represent a means to an end, namely to advance national-level readiness for REDD+. Here, the UN-REDD Programme has pioneered the creation of national-level structures for civil society and for indigenous peoples' direct engagement in REDD+ decision making. The integration of human rights principles into country work has been a strong element of the Programme's innovation and ongoing commitment, leading to important achievements over the past five years.

Broader uses of FPIC in Central Sulawesi

In 2011-2012, the Provincial Government in Central Sulawesi, Indonesia, supported the development of FPIC Guidelines for REDD+ activities. After testing the draft guidelines in a number of villages engaged in forest rehabilitation activities in the Province, the governor of Central Sulawesi adopted the guidelines as an FPIC Regulation (Regulation No. 37/2012) and decreed that all REDD+ activities in the province must follow the guidelines.

Following the adoption of the FPIC Regulation, a private development company approached some villages in the sub-district of Kulawi, in Central Sulawesi province, with a proposal to develop over 400 hectares of their forests. During the awareness raising process conducted by the development company, it did not disclose its intention to construct a sawmill in the area. This was later discovered by some members of the provincial Working Group that had helped to develop the FPIC Guidelines for REDD+. Based on the fact that the development company did not fully disclose all the necessary information, the villagers referred to Regulation No. 37/2012 as a basis for objection, and consequently the company was prevented from proceeding with its sawmill project.

The FPIC regulation has thus moved beyond its original application to REDD+ activities and is being applied to other forestry activities that could affect the villages, becoming an important social safeguard for communities in Central Sulawesi province.

The Programme has supported a wide range of activities, including the development of national-level grievance mechanisms, national-level FPIC guidelines, roadmaps and implementation, and representation of indigenous peoples and local communities in national-level REDD+ decision-making bodies. The Programme has also supported broad and extensive stakeholder participation in national-level REDD+ processes, including the development or strengthening of multi-stakeholder platforms in 26 countries. Examples include Cambodia's Consultative Group (see Cambodia Consultative Group) as well as engagement of local communities, the private sector and indigenous peoples within Ecuador's national REDD+ platform.

These multi-stakeholder platforms have provided input on every aspect of national programme implementation. Indeed, most of the decision-making bodies for national REDD+ processes, as well as for national programme steering committees, include representatives of indigenous peoples and/or civil society organizations.

The UN-REDD Programme's efforts appear to be contributing in a significant way to a marked increase in the level of empowerment of civil society and indigenous peoples, helping to build trust between them and established government institutions, including government ministries. Many communities around the world are becoming eager partners in the REDD+ process. At the same time, stakeholder engagement principles have



been firmly embedded within national REDD+ strategies. Stakeholder engagement processes are creating opportunities for indigenous and other local peoples to engage with governments on issues that go well beyond REDD+, with many local communities having their views heard and taken into account for the first time.

These positive outcomes are set to increase with the recent approval of support to community-based REDD+, which is being implemented in partnership with the Global Environment Facility's Small Grants Programme (GEF-SGP). This new effort will provide grants directly to the local level to empower indigenous peoples and local communities to participate in the design, implementation and monitoring of REDD+ readiness activities and to contribute to national REDD+ processes.

Cambodia Consultative Group

In Cambodia, groundbreaking steps have been taken to create a democratic forum that represents the needs, interests and ideas of the various stakeholder groups directly involved in the REDD+ readiness process. The establishment of a REDD+ Consultation Group, as proposed in Cambodia's REDD+ Readiness Roadmap, enables broad-based participation in the nation's sustainability and green economy initiatives, including REDD+. Two representatives from each of nine stakeholder groups—academia, international organizations, civil service organizations, national NGOs, indigenous peoples, the private sector and community forest, fishery, and protected area groups—make up the consultation group. Each member is selected by the stakeholders they specifically represent, mainly through observable election processes. A nine-member Voluntary Facilitation Committee has also been established to provide oversight, review candidate submissions, ensure that selection procedures are fair and efficient, and to address any possible concerns that the process is being unduly influenced by the government.

In late 2013, the Cambodian government hosted a three-day conference to share their experiences with the consultation group approach to ensuring full participation of all relevant stakeholders in REDD+ readiness. This south-south symposium was attended by official representatives from Myanmar, Papua New Guinea, Sri Lanka, and Viet Nam, as well as civil society organization and indigenous peoples' representatives to the UN-REDD Programme Policy Board for Asia Pacific. It provided a valuable opportunity for exchanges of ideas and experiences to strengthen future REDD+ programmes and objectives throughout Southeast Asia.

The UN-REDD Programme has pioneered the creation of national-level structures for civil society and for indigenous peoples' direct engagement in REDD+ decision making.



ACTIVITIES AND IMPACTS BY THEMATIC WORK AREA

SAFEGUARDS AND MULTIPLE BENEFITS

Milestones

2010: ENHANCED COLLABORATION BETWEEN THE UN-REDD PROGRAMME AND CBD DURING INTERNATIONAL YEAR OF BIODIVERSITY

2012: MULTIPLE BENEFITS GIS TOOLKIT LAUNCHED

2012: SOCIAL AND ENVIRONMENTAL PRINCIPLES AND CRITERIA LAUNCHED, ALONG WITH DRAFT BENEFITS AND RISK TOOL

2013: CONCEPTUAL APPROACH FOR UN-REDD PROGRAMME APPROACH TO SAFEGUARDS

2013: UN-REDD PROGRAMME FRAMEWORK FOR SUPPORTING THE DEVELOPMENT OF COUNTRY APPROACHES TO SAFEGUARDS

Target outcome

SAFEGUARDS ARE ADDRESSED AND RESPECTED; MULTIPLE BENEFITS OF REDD+ ARE REALIZED

Forests provide much more than carbon-related benefits; they provide multiple benefits. They harbour extensive ecosystem, species and genetic diversity while providing a wide range of wood and non-wood forest products. They serve protective functions benefitting soil, hydrological and aquatic systems, while reducing the risks and impacts of floods and other natural disasters. And they generate a wide range of economic and socio-economic benefits to agricultural and rural livelihoods, to employment and incomes and to cultural, spiritual and recreational values.

By definition, all of the above goods, services and benefits have value to society, but not all are marketed or have had their worth monetized or even quantified. Their magnitude and their allocation among stakeholders are affected by changes in the extent, health, vitality and management of forests. Alternative forest management strategies—including a REDD+ approach—can lead to sharp alterations in these benefit streams.

Though initially carbon-focused as a concept, REDD+ requires thinking well beyond carbon in order to be effectively implemented. The fact that REDD+ is designed to generate a wide range of changes in land and forest use means that its strategies cannot be complete without careful analysis of their likely impacts on the generation and distribution of forest ecosystem goods and services.

Concerns have been expressed over the potential negative impacts REDD+ could have on indigenous peoples and local communities in terms of reduced availability and/or access to forest ecosystem goods and services. The concept of REDD+ safeguards, while broader than multiple benefits alone—it also extends to UN-REDD Programme work areas such as MRV and participation—relates here to efforts to ensure the fair and equitable allocation of the multiple values and benefits associated with the REDD+ process.

Opportunities and risks related to REDD+ are among the key underlying factors in the development of environmental and social safeguards. Safeguards include procedures and approaches designed to minimize any social or environmental risks associated with REDD+ activities while at the same time enhancing any potential benefits. Safeguards have been the subject of extensive debate at various UNFCCC COP meetings. At COP16 in Cancun, agreement was reached on seven specific safeguards of concern—together known as the Cancun Safeguards. As a result, and together with later decisions related to so-called safeguard information systems (SIS), countries wishing to pursue REDD+ strategies need to put in place systems to generate and share information on how these safeguards are being addressed and respected.

Early on, the UN-REDD Programme set out to develop a tool to identify, assess and manage the social and environmental risks of REDD+ in general and of associated programmes. The Programme's *Social and Environmental Principles and Criteria*

(SEPC) provide a framework, consistent with the Cancun agreements, for addressing social and environmental issues related to UN-REDD Programme national programmes and other REDD+ efforts. In line with UNFCCC guidance, SEPC represents an important tool for helping countries develop their national approaches to safeguards.

Overall, the UN-REDD Programme has implemented a multi-pronged effort to help countries take full advantage of the social and environmental opportunities offered by REDD+ while minimizing associated risks. This has included supporting regional and national-level workshops and establishing and convening national-level working groups. Capacity building efforts have included the development of various tools, resources and guidance related to safeguards and multiple benefits.

A number of countries have benefitted from the Programme's support related to multiple benefits and/or safeguards. In countries like Ecuador, DRC and Nigeria, the Programme has helped to define, quantify and promote the multiple benefits of REDD+. In terms of methodology, emphasis was initially placed on tools of spatial analysis and, in particular, mapping. By 2010, following initial demonstration work in Tanzania (see *Mapping multiple benefits in Tanzania*), several countries had

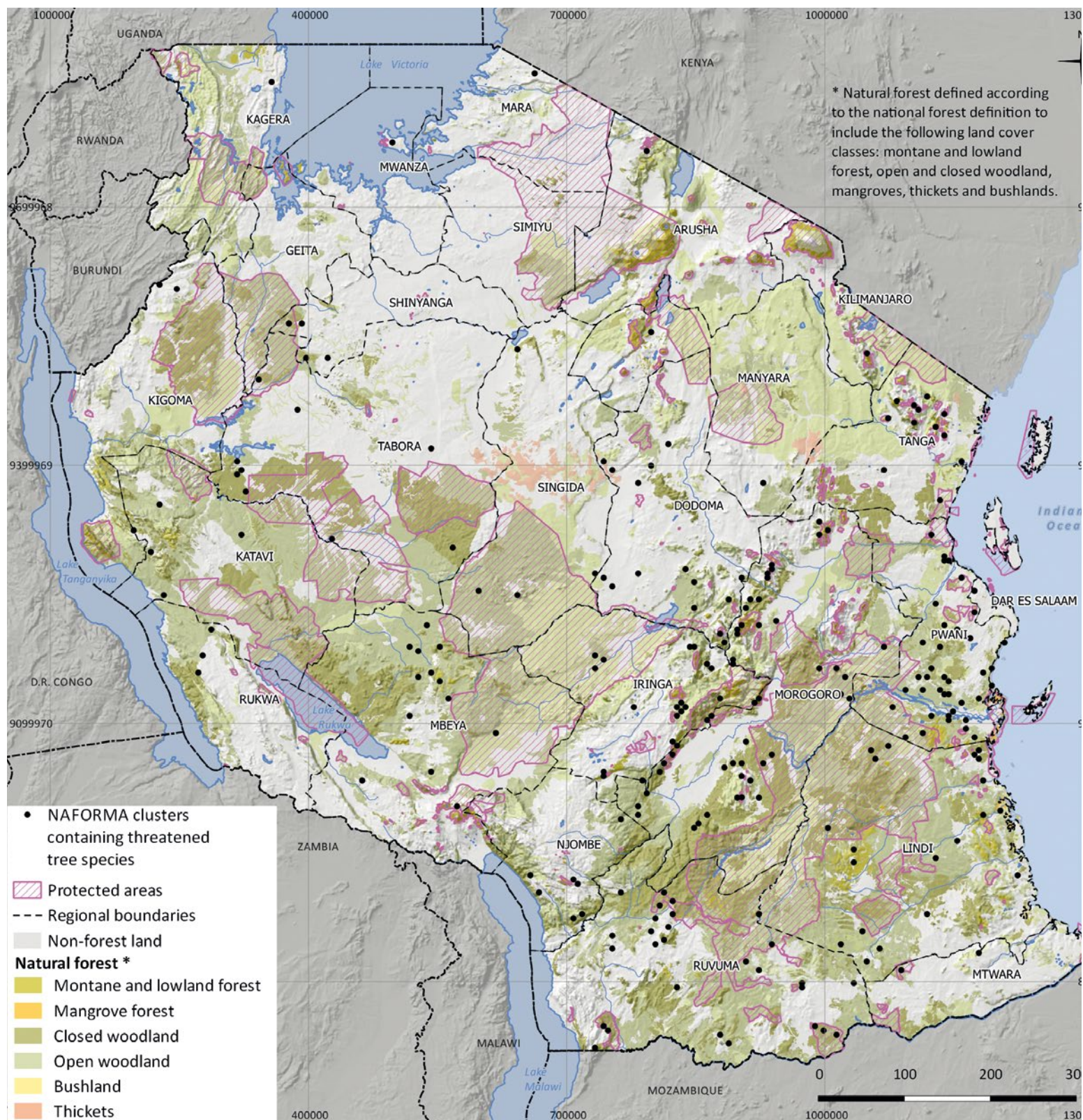
allocated a portion of their national programme budgets for the mapping of multiple benefits.

In Costa Rica and Argentina, among others, the UN-REDD Programme is providing technical support for the design of SIS to collect and provide information on how safeguards are being addressed. This work has also involved ensuring that country-level approaches to safeguards fully reflect national contexts. In DRC, the Programme provided inputs to the framework strategy on REDD+ safeguards, along with feedback on the country's national standards, using the SEPC as a guiding framework, while also supporting the development of an SIS. In Tanzania, the Programme has supported efforts to identify and create linkages between the national forest inventory and the development of spatial analyses to inform REDD+ environmental safeguards and an SIS.

Mapping multiple benefits in Tanzania

Beginning in 2009, the UN-REDD Programme, in cooperation with the Tanzania Forest Service, Sokoine University of Agriculture and the Forestry Training Institute, developed a series of maps presenting the multiple benefits of REDD+ in Tanzania. These maps are helping to support identification of the most suitable areas for REDD+ projects. The data collected can also be used to assist in the monitoring of social and environmental safeguards for REDD+ projects in Tanzania.

The initiative made use of newly released data collected under the National Forest Resources Monitoring and Assessment project. Thanks to a capacity development component, the mapping unit at the Tanzania Forest Service is able to update maps as and when new data becomes available.



Throughout 2010, the International Year of Biodiversity, there were numerous opportunities for the UN-REDD+ Programme to highlight the importance of the biodiversity benefits of REDD+. Capacity building and information sharing events were organized, with the aim of disseminating important data and creating a better understanding of the potential synergies, as well as the possible risks, associated with forest carbon finance. At the CBD COP10 in Nagoya, Japan, discussions continued as the UN-REDD Programme launched a series of publications on multiple benefits.

At the country level, enhanced cooperation with the Global Environment Facility (GEF) has contributed to the development of GEF projects that explore ways of maximizing carbon, biodiversity and other global and national benefits associated with sustainable forest

management, in protected areas and across the broader production landscape. On Sulawesi island in Indonesia for example, a UNDP-GEF project for improving the sustainability of the island's protected area system was designed to build on pilot work supported by the UN-REDD Programme in Central Sulawesi province, so that biodiversity and carbon values could be jointly taken into account in protected areas management.

Integrated national approach to REDD+ safeguards in the Republic of Congo

The National REDD+ coordination unit in the Republic of Congo is working on the development of an integrated national approach to REDD+ safeguards that would address both the Cancun safeguards and the requirements of the World Bank Social and Environmental Strategic Assessment, while accounting for the specificities of the national context. The UN-REDD Programme's *Social and Environmental Principles and Criteria* are also being used as a guiding framework for the development of this national approach. A review of existing policies, laws and regulations that could support safeguards implementation is planned as well. Stakeholder consultations are currently ongoing in the country to provide feedback on a draft version of the proposed approach, which will be finalized at a national validation workshop.

The UN-REDD Programme has implemented a multi-pronged effort to help countries take full advantage of the social and environmental opportunities offered by REDD+ while minimizing associated risks.



ACTIVITIES AND IMPACTS BY THEMATIC WORK AREA

GREEN ECONOMY

Milestones

2013: GLOBAL SYMPOSIUM ON REDD+ AND THE GREEN ECONOMY CONVENED IN INDONESIA

2013: DRC INTEGRATES REDD+ AND GREEN ECONOMY GOALS IN ITS FRAMEWORK STRATEGY AND INVESTMENT PLAN

2013: THE UN-REDD PROGRAMME DEVELOPS A STRATEGY ON PRIVATE SECTOR ENGAGEMENT

Target outcome

GREEN ECONOMY TRANSFORMATION AND REDD+ STRATEGIES AND INVESTMENTS ARE MUTUALLY REINFORCING

While recognition and eventual monetization of forest carbon value—particularly the value of reduced emissions—is a key goal of REDD+, capturing carbon value alone may not always be sufficient to alter land use, budgetary and management decisions and practices. As a result, a better understanding and incorporation of other ecosystem service values can help to tip the balance in favour of conservation. In such cases, a green economy approach can be an essential adjunct for countries seeking to take full advantage of the opportunities provided by REDD+. Conversely, REDD+ has the potential in many cases to serve as a key example and catalyst for a broader green economy approach.

The Cancun Agreements adopted by the UNFCCC in 2010 sounded a highly relevant note referring to the need for “a paradigm shift towards building a low-carbon society that offers substantial opportunities and ensures continued high growth and sustainable development.” The broader context and wider goals set forward at Cancun represent the overall framework within which REDD+ may be most successful: that of a broader paradigm shift towards a green economy. Most green economy approaches emphasize the importance of investing in natural capital, based, where possible, on an explicit acknowledgement of the economic values of ecosystem services and biodiversity. REDD+ as a concept,

DRC: Modelling REDD+ in a green economy

Modelling tools such as Threshold-21 (T-21) are becoming increasingly useful for evaluating the impacts of policy changes, including those associated with a green economy approach. In the DRC, T-21 has been used to evaluate the potential impacts of REDD+, together with conditions required to achieve the goals and objectives of the national REDD+ strategy. Using a participatory approach, the study created and analysed four environmental, social and economic scenarios. These compared weak versus strong governance, together with the presence or absence of payments for ecosystem services (PES). Under T-21, the REDD+ and green economy scenario was assumed to combine strong governance along with PES policies.

According to the model, the strong governance scenarios contributed positively to a wealth of social, economic and environmental benefits. However, the most positive results could be achieved through the successful implementation of the “REDD+ and green economy” scenario, which combines strong governance with PES. The presence of a REDD+ national strategy in the DRC was also predicted to have positive effects on life expectancy, employment and poverty levels.

Importantly, the kinds of linkages identified by the study were highlighted in the framework strategy and investment plan developed there in 2012-2013 and are already having a direct impact on policy and planning.

Linking REDD+ and green economy

Country	Links between REDD+ and green economy
DRC	DRC produced a roadmap in 2013 towards a National Strategy for Sustainable Development. “Sustainable environmental management” is a pillar of DRC’s vision for sustainable development and a green economy, and REDD+ contributes directly to many subcomponents of this, including land reform, eco-agricultural practices, and low carbon energy development.
Ethiopia	Ethiopia’s vision is to build climate resilience and a carbon-neutral and sustainable economy by 2025. One of the four pillars of the green economy focuses on forests, and REDD+ is seen as an opportunity to support forestry development activities.
Indonesia	Sustainability is one of eight “missions” in Indonesia’s long-term development visions (2005-2025). The focus is currently on institutional strengthening and building capacity in environmental management. With forests and peat land being a huge component of Indonesia’s environment and its degradation of its emissions, REDD+ is an integral part of the country’s development strategy.
Kenya	Vision 2030 is the country’s new development blueprint. It has three pillars, economic, social and political. Forests contribute to different sectors within these, for example tourism, agriculture and manufacturing. Recent studies have highlighted the costs to other sectors from deforestation, and REDD+ activities in Kenya are key to reduce these.
Republic of Congo	REDD+ is described by the National Forum on Sustainable Development as “a tool for sustainable development” and “a base for the green economy.” The country’s REDD+ strategy encourages investments in the green economy, improves efficiency of resource use and reduces poverty levels.
Viet Nam	The Green Growth Strategy is approved and being initiated through the development of a national action plan. Viet Nam will start using “green GDP” as an overall socio-economic development indicator. The strategy has a focus on restoring forest, building existing PES policies, and investigating market-based instruments. The domestic importance of REDD+ is highlighted, as well as its role as an international financing mechanism.

Source: REDD+ in a Green Economy: Global Symposium Report, Jakarta, 19-21 June 2013

Kenya's water towers

In Kenya, as in many countries around the world, the value-added to national economies by forest-related ecosystem services is consistently undervalued or ignored when calculating economic statistics such as Gross Domestic Product (GDP). This fact has a direct impact on decisions related to land-use planning, including forest conversion, and also on budgetary allocations for land-use management. Quantifying the economic benefits of forests can thus represent an integral part of a REDD+ strategy and one which clearly shows the benefits, beyond carbon, of forest protection.

With support from the UN-REDD Programme and UNEP, the economic benefits of Kenya’s five “water towers”, representing the primary catchment areas arising in montane forests, were estimated. Deforestation in the water towers was estimated to be depriving the Kenyan economy of 6 billion Kenyan shillings annually and threatening over 70 per cent of the country’s water supply. Overall, Kenya’s water towers and forests were estimated to provide 3.6 per cent of the country’s GDP. In addition, economic benefits of forest ecosystem services were found to be *four times higher* than the short-term gains of deforestation.

Following discussion of the results of the study at a high-level national dialogue in November 2012, the Kenya Forest Service had the analysis at hand needed to argue successfully for a substantial increase in their domestic budgetary allocation.

falls squarely within this logic: it is focused on retaining and enhancing natural capital while correcting market failures that have contributed to persisting deforestation and forest degradation. Its implementation to date, while still at an early stage, may be seen as perhaps the most advanced example globally of mainstreaming natural capital into national-level decision making processes.

As a UN-REDD Programme work area, green economy is most closely linked to the previous theme of multiple benefits. Achieving the green economy paradigm requires the full integration of multiple, beyond carbon benefits into REDD+ strategy development and implementation. Success at this level would deliver carbon benefits, conservation, growth, poverty reduction and other components of sustainable development.

With support from the UN-REDD Programme and other partners, several countries have taken steps to advance on both REDD+ and green economy approaches in parallel. These and other national-level efforts to reform policy and planning in a green economy direction were highlighted at the *Global Symposium on REDD+ in a Green Economy* co-sponsored by the UN-REDD Programme in Indonesia in 2013.

The UN-REDD Programme has supported pioneering efforts to advance REDD+ in a green economy context while exploring the catalytic potential of REDD+. Valuation of forest ecosystem

services—an important underpinning of many green economy approaches—has been estimated for Kenya's "water towers", with further case studies underway in Indonesia, Panama, Tanzania and Zambia.

Modelling of green economy scenarios plays an important role in helping countries assess the potential benefits and trade-offs associated with a green economy approach. For countries like the DRC, which are considering major REDD+ efforts, models like Threshold 21 – a dynamic simulation tool designed to support comprehensive, integrated long-term national development planning – allow comparison of contrasting scenarios depending on implementation of policy reforms required for REDD+ and related investments (see *DRC: Modelling REDD+ in a green economy*). This analysis is also part of the UN-REDD Programme's efforts to support countries as they develop investment options and strategies for REDD+.

A key part of any green economy strategy relates to financing, and this is the same case for REDD+. Attracting financing, though, depends in large part on making a strong business case for REDD+. Following a 2013 meeting on REDD+ and private sector engagement, the UN-REDD Programme developed a strategy in this area. Initial steps towards implementation of the strategy have taken place in Latin America (see *Engaging the private sector in Latin America*).

Engaging the private sector in Latin America

The active engagement of the private sector will be critical to the success of REDD+. It represents a potentially critical source of finance and investment for REDD+ and associated sustainable land-use activities and can deploy the technologies and innovation necessary to decouple resource use from economic development.

As part of its effort to engage the private sector in REDD+, the UN-REDD Programme, working in collaboration with the UNEP Finance Initiative, has been working to engage the private sector in REDD+ at the national level in Latin America and the Caribbean.

In Ecuador, the Programme has facilitated dialogues between the government and key private sector stakeholders, which enabled joint exploration of global sources of demand for REDD+ verified emissions reductions from market and non-market mechanisms. Discussion also covered the potential role of the private sector in REDD+ implementation and financing under different REDD+ scenarios (national and nested), along with the importance of enabling conditions or "investment grade policy" in fostering private sector participation. Finally, discussions have considered REDD+ business models that go beyond carbon and that can diversify sources of income derived from REDD+ activities in the short to medium term.

The Programme will continue collaborating with Ecuador's Ministry of Environment to explore different scenarios of private sector participation in the context of the country's national REDD+ programme and also to explore institutional arrangements that could be compatible with private sector participation in the financing and implementation of REDD+.

PUTTING THE PIECES TOGETHER

UN-REDD PROGRAMME SUPPORT TO BUILDING NATIONAL LEVEL REDD+ READINESS

The preceding sections have examined the UN-REDD Programme's five work areas. Each area represents a key element of REDD+ readiness, with a focus within each on the interplay among evolving UNFCCC guidance, country-level piloting and lesson learning, and the UN-REDD Programme's thematic guidance. This process has been illustrated throughout with the help of country-level examples.

REDD+ readiness will ultimately have to be achieved at the country level. The Programme's overall contribution to enhanced REDD+ readiness is, therefore, best viewed from a national-level perspective, where the multiple thematic and cross-cutting threads of readiness are woven together. A national-level perspective on REDD+ readiness brings a new set of issues and achievements into focus. Important linkages among the various thematic work areas become clearer. Issues such as the need for country-level coordination and opportunities for country-level south-south cooperation become relevant. And national REDD+ strategies—themselves based on an integration of progress under the various work areas—begin to emerge.

As discussed above, the UN-REDD Programme began with a group of nine pilot countries, each of which developed a national programme (NP) of integrated REDD+ readiness support. The NP process has proven itself an effective means of implementing support from the UN-REDD Programme at a country-level, as evidenced by the continuous demand from countries wishing to undertake similar programmes. In its first five years, the UN-REDD Programme experienced substantial growth and rapid expansion; in addition to a rapid increase in the number of countries requesting support, the donor base has also grown, allowing the Programme to expand its work. New NPs have been approved as additional funding has become available; by the end of 2013, 18 had been approved, four of which had been completed.

In addition to supporting the design and implementation of NPs, the UN-REDD Programme has provided a range of thematically-defined assistance to national REDD+ actions, including both targeted and global programme support on common approaches, analyses, methodologies, tools, data and best practices. In countries undertaking NPs, this support has served various complementary functions. For example, it has helped to increase countries' understanding of each other's experiences through south-south cooperation and

exchange. It has also encouraged countries to go deeper into certain areas of thematic interest than was possible or even envisaged at the time their NP was first formulated. For example, Indonesia, a UN-REDD Programme pilot country, completed its NP in 2010, and later benefitted from targeted support that enabled the development of a Participatory Governance Assessment (PGA).

Through targeted and global programme support, the UN-REDD Programme has reached a much larger contingent of nations than would have been possible through NPs alone. For some countries, cooperation with the Programme has represented the first, and sometimes only, cooperation to date for building REDD+ readiness. For others, it has served as an important adjunct, filling gaps in national efforts and other bilateral or multilateral support. Through targeted support in particular, the Programme has helped countries identify and address outstanding weaknesses in terms of readiness. The efforts of nationally and regionally focused staff have helped to ensure a consistency and harmonization of support among the Programme's different national and global delivery mechanisms.

In each country where it has worked, particularly those where it has implemented NPs, the UN-REDD Programme has encountered a distinct set of circumstances directly related to the challenges of building REDD+ readiness, including a unique set of risks and opportunities. Understanding the national-level baseline situation with respect to these factors has been an important early step, one greatly enabled by the process and tools associated with NP formulation. Such tools, including the NP document, and later the Readiness Preparation Proposal (R-PP), have served as a first step for many countries in terms of analysis and open consultation concerning national needs and objectives related to REDD+ readiness and strategy.

Pilot country NP documents described the national baseline situation while presenting a preliminary outline of the country's planned approach to building REDD+ readiness. Later, as part of an effort to standardize the UN-REDD Programme and FCPF processes, the Programme adopted the R-PP template. The R-PP document now serves as a unique, national-level statement on REDD+ readiness prepared in cooperation with all participating countries and utilizing a common template (see *Planning and coordinating readiness efforts*).

While the R-PP represents an important early step for most countries in developing a strategy for REDD+, it is not the last time that overall REDD+ strategic and policy elements will need to be considered. The importance of national REDD+ strategies is reflected in the overall objective of the UN-REDD Programme's 2011-2015 strategy, namely, "To promote the

elaboration and implementation of National REDD+ Strategies to achieve REDD+ readiness, including the transformation of land use and sustainable forest management and performance-based payments."

Planning and coordinating readiness efforts

By 2010, it was becoming clear that the two major multilateral supporters of REDD+ readiness—the UN-REDD Programme and the World Bank's Forest Carbon Partnership Facility (FCPF)—would be more effective and better able to support their country partners if they could coordinate certain aspects of their support. This realization led to the integration of guidance documents, such as the Joint *FCPF/UN-REDD Stakeholder Engagement Guidelines*. It also led to the adoption of a common framework document covering REDD+ readiness strategy, known as the Readiness Preparation Proposal (R-PP).

The significance of the R-PP template is that it provides a structure for conceptualizing and organizing REDD+ readiness support efforts. This has enabled inter-country comparisons as well as enhanced donor cooperation within individual countries. The R-PP also provides a structure that aims to enhance clarity about the role of multiple donors in its implementation. In short, it represents a programmatic framework, based on a model of what REDD+ readiness means and requires.

Mongolia REDD+ Strategy

Mongolia is a country known for its open spaces, vast plains and grassy steppes. Yet it also boasts significant forest acreage covering approximately 12 per cent of the total land area. Historically, these woodlands have been seriously undervalued, from both an economic as well as an environmental standpoint. But recently the government of Mongolia, with the support of the UN-REDD Programme, has been actively engaged in the development of a national REDD+ programme to protect and better utilize this vital natural resource.

A National REDD+ Readiness Roadmap has been formulated for Mongolia, setting forward the procedures by which the government can develop and implement comprehensive nationwide REDD+ strategies. While the roadmap undergoes official governmental review, targeted support has been requested through FAO, and through UNDP to focus on strengthening Mongolia's institutional capacity to manage the REDD+ readiness and implementation processes.

The challenge lies in changing perceptions and promoting a better understanding of the true value of healthy forest lands in a growing green economy. Previously, the Mongolian forest was considered by the government to be a lower priority when compared to other natural resource sectors, despite the woodlands' essential role in any national green development agenda and its potential for a larger contribution to the GDP. The true worth of the forest goes far beyond the monetary value of the products it provides, such as timber and firewood. The forest is an integral part of the natural infrastructure, offering watershed protection, climate change mitigation, and other services essential to the growth of the national economy. Proper forest maintenance is as much an economic issue as a biological or ecological one in Mongolia, as in the rest of the world.

The approval and incorporation of the REDD+ Readiness Roadmap into the Mongolian ministerial action plan and budget will be a major step forward in the nation's pursuit of sustainable forest management and the resultant high development returns.

UN-REDD PROGRAMME PARTNER COUNTRIES

World map presents big picture overview of where the UN-REDD Programme works, color coded to identify:

- Pilot countries
- Other national programme countries
- Other partner countries
- Targeted support recipients

List of UN-REDD Partner Countries as of 31 December 2013

PILOT COUNTRIES (9)

1. Plurinational State of Bolivia
2. Democratic Republic of the Congo (DRC)
3. Indonesia
4. Panama
5. Papua New Guinea
6. Paraguay
7. The United Republic of Tanzania
8. Viet Nam
9. Zambia

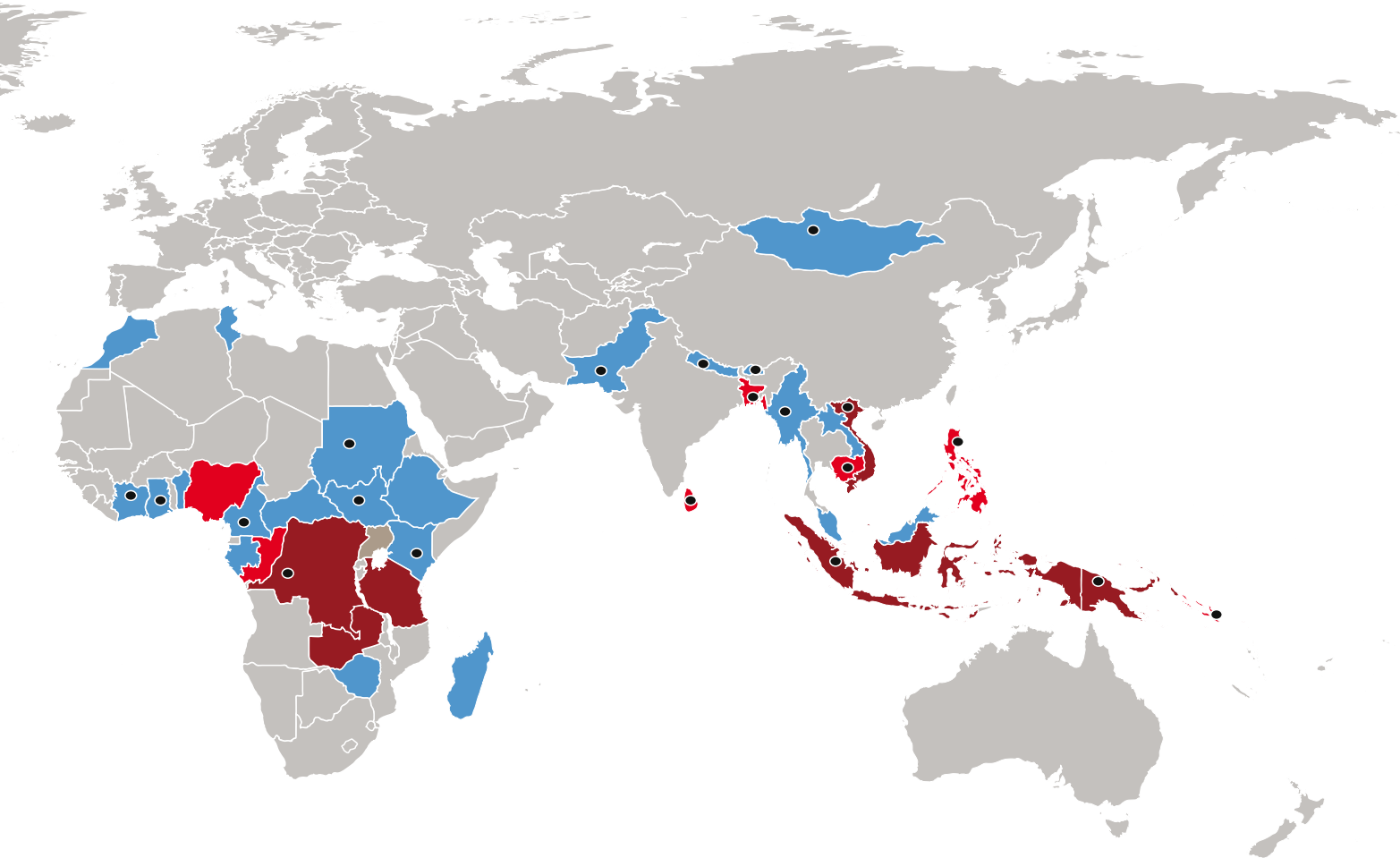
OTHER NATIONAL PROGRAMME COUNTRIES (9)

1. Bangladesh
2. Cambodia
3. Colombia
4. Ecuador
5. Nigeria
6. Philippines (the)
7. Republic of Congo (the)
8. Solomon Islands
9. Sri Lanka

OTHER PARTNER COUNTRIES (31)

- | | |
|--|-----------------|
| 1. Argentina | 22. Myanmar |
| 2. Benin | 23. Nepal |
| 3. Bhutan | 24. Pakistan |
| 4. Cameroon | 25. Peru |
| 5. Central African Republic (the) | 26. South Sudan |
| 6. Chile | 27. Sudan (the) |
| 7. Costa Rica | 28. Suriname |
| 8. Côte d'Ivoire | 29. Tunisia |
| 9. Ethiopia | 30. Uganda |
| 10. Gabon | 31. Zimbabwe |
| 11. Ghana | |
| 12. Guatemala | |
| 13. Guyana | |
| 14. Honduras | |
| 15. Kenya | |
| 16. Lao Peoples' Democratic Republic (the) | |
| 17. Madagascar | |
| 18. Malaysia | |
| 19. Mexico | |
| 20. Mongolia | |
| 21. Morocco | |





TARGETED SUPPORT RECIPIENTS (29)

- | | | |
|---|----------------------|-----------------------|
| 1. Argentina | 10. Ghana | 22. Philippines (the) |
| 2. Bangladesh | 11. Guatemala | 23. Solomon Islands |
| 3. Bhutan | 12. Honduras | 24. South Sudan |
| 4. Cambodia | 13. Indonesia | 25. Sudan (the) |
| 5. Cameroon | 14. Kenya | 26. Sri Lanka |
| 6. Colombia | 15. Mongolia | 27. Suriname |
| 7. Costa Rica | 16. Myanmar | 28. Viet Nam |
| 8. Côte d'Ivoire | 17. Nepal | |
| 9. Democratic Republic of the Congo (the) | 18. Pakistan | |
| | 19. Papua New Guinea | |
| | 20. Paraguay | |
| | 21. Peru | |

Snapshot case study: The Road to REDD+ and steps taken in Viet Nam

2009

2013

MRV & monitoring

National Forest Inventory (NFI) implemented in two pilot provinces to test methodologies and approaches and to explore local stakeholder involvement in forest monitoring.

Review of Participatory Carbon Monitoring (PCM) approach, including possible expansion beyond carbon to engage communities in wider monitoring of REDD+ implementation.

Review of methodologies for establishing RELs/RLs and RS in light of national circumstances.

Study on ecological stratification—through which Viet Nam's territory is divided into two areas, eight regions and 40 sub-regions—helps to develop REL and further implement MRV.

Measurement, reporting and verification (MRV) framework document developed by the sub-technical working group on MRV in consultation with other stakeholders.

An MRV framework document developed through the National REDD Network is endorsed by the National REDD+ Office.

Governance

National REDD+ Network established, with one Technical Working Group and its first two Sub-Technical Working Groups (STWG) - on **MRV and Local Implementation** - quickly up and running.

Comprehensive Benefits Distribution System (BDS) study completed, with 17 policy recommendations for consideration.

R-Factor discussed and designed in Lam Dong. **A framework for the assessment of R-factors** designed. Recommendations inform subsequent Decision on **Decree 99 on Payments for Forest Ecosystem Services**.

Research on the **Forest Protection Development Fund** and potential relevance for set-up of National REDD+ Fund.

Establishment of four new STWGs (i.e. **Benefit Distribution System, Private Sector Engagement, Safeguards, and Governance on REDD+**), which begin to develop policy recommendations for the National REDD+ Programme.

Report on the possible content of the National REDD+ Programme submitted to Viet Nam Forest Administration (VNFORD) as **background information for development of National REDD+ Programme**.

The Government of Viet Nam establishes both a Cross-Ministerial REDD+ Steering Committee and a National REDD+ Office.

The **National REDD+ Action Programme (NRAP)**, which includes features of a Benefit Distribution System that will be aligned with **Decree 99 on Payment for Forest Ecosystem Services**, is signed by the Prime Minister.

Stakeholder engagement

Safeguards, multiple benefits & green economy

South-south co-operation

National REDD Website upgraded
<http://www.vietnam-redd.org>

Exchange study tour for key Vietnamese government officials conducted in Mexico and Ecuador.

Communication materials developed and distributed to different stakeholders groups.

Provincial protection development master plan with REDD+ mainstreaming is initiated.

The Programme becomes known for its FPIC implementation. Organizations including JICA and FFI come to Viet Nam to learn about FPIC implementation.

Several trainings and awareness raising events conducted, including events for mass media people, technical staff and VNFOREST staff.

REDD+ has been mainstreamed into the draft **provincial forest protection development master plan 2011-2020**, awaiting approval from the Lam Dong Provincial People's Council.

A process is initiated to involve Cambodia, Lao PDR, Vietnam, Myanmar and Thailand in compiling information on law enforcement for trans-boundary movement of forest products.

Team of twenty village facilitators created to convey message on climate change, forests and REDD+ to local people through activities and meetings at village and commune level.

Delegations from Myanmar and Cambodia visited Vietnam early August to exchange experiences on REDD+ readiness preparation in particular the areas of institutional arrangement, FPIC, MRV and BDS.

FPIC tested in 73 villages of Lam Dong with the support of local interlocutors and active involvement of local communities. Lessons learnt from that exercise drawn for development of UN-REDD FPIC Guidelines and of National FPIC Guidelines.

A methodology for assessment of opportunity cost for REDD+ was finalized. It was subsequently recommended to use **opportunity cost analysis** as a tool when integrating REDD+ into the Forest Protection and Development Plans (FPDP).

International REDD+ Conference hosted by Vietnam, held in Lam Dong in March 2011 with the strong commitment of the Government of Vietnam, and the support of UN-REDD Vietnam Phase I and others.

Consultation with local communities and provincial stakeholders in Lam Dong and Bac Kan provinces on set-up of a BDS.

Many organizations interested in learning about REDD+ in Viet Nam (e.g. Regional Environmental Center for Central Asia (CAREC), in Kyrgyzstan; National REDD+ Programme of Vanuatu, the Laos Biodiversity Association.

Together with the RECOFTC Grassroots Capacity Building for REDD project, a capacity building needs assessment conducted in the pilot province and a proposal developed to raise capacity for the forest sector grassroots stakeholders.

A delegation from Viet Nam visited Cambodia to learn about best practices in stakeholder engagement and communications on REDD+.

Publication of ten articles on REDD+, UN-REDD Viet Nam activities monthly on "Forest and Environment" Magazine and regular radio and TV broadcasts about Climate Change, Forest, REDD+ and UN-REDD activities.

A comprehensive lessons learned report including lessons learned fact sheets on Free, Prior and Informed Consent (FPIC), Participatory Carbon Monitoring (PCM), Benefit Distribution System (BDS), National REDD+ Action Programme (NRAP).

Production of a series of posters explaining the impact of climate change on forest resources in Viet Nam, the need for REDD+, and UN-REDD activities in the pilot province.

Consultation activities with both local communities and provincial stakeholders in Lam Dong and Bac Kan provinces on the set-up of a BDS were conducted. R-coefficients were also developed.

Thus, the participatory development of a national strategy for building REDD+ readiness, as captured in the R-PP, leads directly to a national-level dialogue on the strategy for implementing REDD+ itself, i.e. for achieving measurable reductions in deforestation and forest degradation. A first step in developing such a strategy is often the preparation of a REDD+ Readiness Roadmap (see Mongolia REDD+ Strategy). By the end of 2013, the UN-REDD Programme had successfully supported the development of REDD+ roadmaps in several countries including Cambodia, Myanmar and Mongolia.

The development and approval of more comprehensive national REDD+ strategies—typically completed towards the final stages of an NP—represents a pulling together of the thematic strands of support described in previous sections. Here, the results of the various thematic efforts are combined into an integrated and coherent whole. Several countries, including Tanzania, Viet Nam and the DRC, have developed and approved detailed, national REDD+ strategies with support from the UN-REDD Programme (see *Tanzania's National REDD+ Strategy result areas*).

Another indicator of national-level progress towards readiness involves the conclusion of bilateral or multilateral agreements for REDD+ demonstration activities, which represent Phase 2 of the readiness process. Countries that have taken this step successfully, with varying degrees of support from the UN-REDD Programme, include Indonesia, the DRC, Viet Nam and Mexico. Viet Nam in particular has successfully completed Phase 1 of the REDD+ process and moved into Phase 2, which has led a number of neighbouring countries to express interest, taking valuable lessons from this singular achievement. Figure 2 illustrates some of the key steps on the road to REDD+ readiness

taken by Viet Nam, as a result of a UN-REDD Programme NP and targeted support.

The successful development of national systems needed to meet UNFCCC requirements for REDD+ represents yet another measure of national-level progress. These include Safeguard Information Systems (SIS), National Forest Management Systems (NFMS) and systems for Measurement, Reporting and Verification (MRV), all of which were discussed under the relevant thematic sections above. Examples here include the DRC, which has developed its NFMS and MRV systems, Zambia its NFMS, Costa Rica its SIS, and many others.



Tanzania's National REDD+ Strategy result areas

1. REDD+ baseline scenario, monitoring, reporting and verification systems are established
2. Financial mechanisms and incentive schemes for REDD+ are established
3. All stakeholders are engaged and actively participate in the REDD+ implementation process
4. All REDD+ schemes are well coordinated
5. All REDD+ financing options are well understood
6. Governance mechanism for REDD+ are in place
7. Training programmes and infrastructure for REDD+ are developed
8. Current knowledge and scientific understanding of REDD+ issues are improved through research
9. An effective information and knowledge communication system on REDD+ issues is developed
10. REDD+ strategy options for addressing drivers of deforestation and forest degradation are developed.



FURTHER DOWN THE ROAD

In just over five years, the REDD+ landscape has changed substantially. From an initial heavy focus on carbon, a more comprehensive and nuanced understanding of the role of REDD+ in sustainable development has emerged. From a fever pitch of excitement about carbon markets and even so-called carbon cowboys, a more methodical road to REDD+ has emerged. While progress may have been at times uneven, it has been, nonetheless, unmistakable. Important, clarifying steps have been taken under the umbrella of UNFCCC negotiations, including agreement in late 2013 on an overall REDD+ package.

Throughout this five-year period, the UN-REDD Programme has made significant contributions to advancing REDD+ readiness. In each of its five thematic work areas, it has worked closely with its country partners to interpret UNFCCC guidance, conceptualize challenges, assess needs, develop methodologies, and learn and share lessons and knowledge. Clear signs are emerging that results in areas like stakeholder engagement and governance are spilling over beyond the “boundaries”—however these are defined—of REDD+.

Coming together at the level of partner countries, these efforts have led to substantial progress in national REDD+ readiness. Several countries are either on the verge, or have already crossed over, into the next stage of the REDD+ readiness process.

Yet important and inevitable challenges remain to be met before REDD+ can begin to meet its initial promise.

Not least of these is the critical challenge of successfully addressing the drivers of deforestation. Substantial policy and institutional challenges remain as well. And for many countries, some of which may not have come as far down the road yet as others, there are opportunities to learn from and apply the many lessons learned to date.

As this report has found, a key to the UN-REDD Programme's success is its flexible and nimble delivery mechanisms, which encourage the sharing of experience and knowledge among countries through south-south cooperation, knowledge management and other means. Another key to the success of the Programme is the cooperative approach of the three participating UN organizations, whose capacities have been leveraged to address the complex inter-sectoral aspects of REDD+.

Looking forward, there will inevitably be further need for adaptation, as REDD+ continues to take shape. As it evolves, it will be the assets and strengths of the UN-REDD Programme and its partners built over the last five years, as highlighted in this report, that will continue to pave the road to REDD+ readiness, and on to REDD+ implementation.



UN-REDD

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