

Independent Technical Review: Peru

UN-REDD PROGRAMME

Reviewer: Elsa Tsioumani

Date: 25 October 2015



General comments on the submission document of Peru (maximum 200 words):

Peru's revised Readiness Preparation Proposal (R-PP) addresses the recommendations in the FCPF Resolution PC/8/2011/7, including on strengthening the inclusiveness of the readiness preparation phase, integrating the views of indigenous peoples' representatives in implementation, making progress on land-related issues and rights, strengthening links between the R-PP and the investment strategy for the Forest Investment Program, and strengthening means of information sharing and registration of ongoing REDD+ initiatives. It also includes additional information of relevance, resulting from the participatory process of development of its Forest Investment Plan (Plan de Inversión Forestal), to shed further light on the specific circumstances of Peru as a megadiverse, densely forested and multicultural country, with many indigenous peoples and forest-dependent communities.

Peru's R-PP is a rich and well-organized document, which rightly reflects the country's complex realities. The country takes a nested approach, and acknowledges challenges related to intersectoral and interinstitutional coordination, building capacities for implementation at different levels, engagement of indigenous peoples and stakeholders, and clarity regarding land and forest rights and tenure. On the basis of the reviewer's expertise, this assessment of its potential to enable progress on readiness focuses mostly on developments related to forest governance reform, land rights, involvement of indigenous peoples and stakeholders, and safeguards.

Assessing the submission document against review criteria

(Please refer to the TORs and supporting documents)

1. Ownership of the Programme (maximum 150 words):

The R-PP indicates a high level of government ownership, with a clear conceptual framework and a sustained commitment to inclusive development and implementation built around the National Climate Change Strategy, under the leadership of the Ministry of Environment (MINAM). The institutional framework is clearly described, and mechanisms for inter-institutional coordination are provided for, including the National Forest Conservation Programme for Climate Change Mitigation (PNCBMCC), which is stated to be under reform to lead the implementation of both REDD+ initiatives and projects under the Forest Investment Plan; the reformed forest framework under the lead of the Ministry of Agriculture; and the Vice-Ministry of Intercultural Issues, which coordinates consultations with indigenous peoples. The functions of the regional governments are described; less detail is offered with regard to government entities related to sectors that contribute to deforestation (other than agriculture), such as mining, transport and trade.

2. Level of consultation, participation and engagement (maximum 150 words):

The R-PP includes a clear plan for consultation and participation of indigenous peoples and stakeholders to ensure the inclusiveness and transparency of the readiness process (p. 41), on the basis of five principles: access to information and transparency; participation in good faith; respect for rights and cultural diversity; inclusiveness and representativeness; and effective governance. It proposes activities, including for technical and financial support for REDD roundtables (mesas), with final aim the effective participation in the REDD+ Strategy, reference levels and MRV system.

Participation of indigenous peoples with full respect of their internationally recognized rights is critical for the acceptability, legitimacy and success of the initiative. The R-PP includes in its annexes workshops' conclusions, reference to national legislation and international instruments related to the right to participation, prior consultation and prior informed consent, information on indigenous peoples' self-organization, and importantly, the consensus act signed by representatives of indigenous organizations AIDSEP and CONAP.

3. Programme effectiveness and cost efficiency (maximum 100 words):

The programme is thoughtfully organized, and the nested approach chosen seems to reflect the country's realities. Its effectiveness would depend on ensuring coordination of relevant initiatives; maintaining active dialogue channels among government entities, different sectors and indigenous peoples; as well as on the success of the capacity-building initiatives provided for in the R-PP. Given that a principal aim of the document is also to address the broader environmental and social impacts of deforestation (p. 8), additional funding may be required to address social and environmental impacts during preparation of the REDD+ strategy and to design a governance and safeguards system.

4. Management of risks and likelihood of success (maximum 150 words):

The R-PP refers to political, institutional, implementation-related and leakage-related risks in the context of preparation of the REDD+ strategy (p. 81), and identifies mechanisms for their management, related mainly to actors' engagement, planning and coordination, inclusiveness of the

process, and addressing leakages as part of MRV. Challenges are mentioned, for instance regarding lack of financial resources for effective indigenous and community participation. While development of options for a REDD+ strategy includes an analysis of social and environmental risks of the options involved, the issue of land rights and tenure remains a major challenge and will likely be a main factor to determine success of the programme. The R-PP addresses the complexities of land use and tenure in detail, and proposed activities include joint work by Ministries, regional governments and sectors, including a pilot programme on land titles for indigenous lands. Success will depend on equitable and inclusive implementation, with continued engagement of indigenous peoples and coherency in international policies.

Assessing the submission documents by element of the Warsaw Framework

(Please refer to the TORs and supporting documents)

1. National REDD+ Strategy and/or Action Plan (maximum 300 words):

The R-PP component on preparation of the REDD+ strategy is well-developed and includes information on the status of forests and related rights, drivers of deforestation and forest degradation, land tenure, the reformed framework for forest governance, and safeguards. Proposed actions focus on the identification of the main sectoral and regional policies with impacts on forests; and joint work on land issues, rights and titles, as previously noted. Implementation of these actions however will require a high degree of interinstitutional and intersectoral coordination, requiring in turn building the capacity of regional governments, and legal clarity with regard to mandates, as well as possibly changing the mentality of different sectors of the economy with regard to forest uses. While these issues are mentioned in the document, and policy consistency is sought through a series of holistic visions, a clearer acknowledgement of implementation-related challenges would be useful.

The document states a series of principles to guide the design of the national REDD+ strategy, including equity and social inclusion, transparency and participation, competitiveness and productivity, equitable sharing of benefits, mainstreaming, and precaution. Specific activities are outlined to respond to drivers of deforestation; incentive systems hold a key place in activities aiming to reduce pressures on forests and support implementation; and a number of considerations are put forward, regarding for instance a cost-benefit assessment and the political and institutional feasibility of the strategy. In this regard, the need to strengthen the capacity of the Ministries of Environment and Agriculture and to work closely with regional governments to ensure coordination is specifically acknowledged, as well as the need to promote private sector involvement and investment.

2. National Forest Reference Emission Level and/or a Forest Reference Level (maximum 200 words):

Peru has opted for the nested approach to the development of reference levels, to respond to the country's various circumstances regarding capacity and allow for differentiated degree of implementation. Pilot sites have been identified, to develop regional baseline levels, which could help develop national reference levels. Coordination among different initiatives is the main challenge, and the R-PP draws attention to the establishment of a national information platform on REDD+ initiatives (p. 109) to allow for information-sharing and eventually registration of REDD+ initiatives, institutional and intersectoral organization, and clarity regarding levels of emissions and MRV. It is noted that development of a registry for all REDD+ initiatives in the country was also a claim of indigenous peoples, to ensure the protection of safeguards. Establishment of the platform is further supported by the proposed elaboration of a standardized conceptual and methodological framework for the development and registration of reference scenarios, through information gathering and workshop organization.

3. Systems for National Forest Monitoring (maximum 300 words):

The R-PP states that there are various initiatives of pilot projects associated with forest monitoring, including the National Forest Inventory (p. 113) and two capacity-building projects integrated under

the MINAM REDD+ Project. The recently approved Forest Investment Plan aims to contribute to the design and implementation of a national monitoring system. As development of the national forest monitoring system also follows the nested approach, the establishment of protocols for exchange of information and evaluation of results is vital. The need for high-level technical expertise and coordination is briefly mentioned (p. 119), however significant investment in training, technical capacities and access to data is required to bridge gaps in available information and ensure access to available one.

The R-PP takes a bottom-up approach to MRV, promoting the active role of indigenous peoples, local communities and the private sector, and specifically recognizing the fundamental role of indigenous peoples on the basis of their traditional knowledge of their territories. It is envisioned that MRV components will be integrated in the SESA, mentioned above, building on the REDD+ roundtables experience. No specific proposals are mentioned in this regard. The system of monitoring of co-benefits and safeguards will also be built gradually using a bottom-up approach, and be linked to the national forest monitoring system and the national platform of information (p. 122).

4. Safeguard Information System (maximum 300 words):

Effective social and environmental safeguards are vital to avoid negative impacts on the rights of indigenous peoples and local communities. Following reference to international safeguards, the R-PP details the strategic social and environmental assessment (SESA), including on implementation of free prior and informed consent requirements and a complaint mechanism.

5. Stakeholder engagement and consultation (maximum 300 words):

As noted above, ensuring the inclusiveness and transparency of the readiness process is central in the R-PP approach, particularly as participation of indigenous peoples is critical for the acceptability, legitimacy and success of the initiative. Clear steps for stakeholder engagement are proposed in all components, including in the REDD+ strategy, establishment of reference levels, forest and safeguards monitoring, and substantial progress has been made to ensure the acceptance and full participation of indigenous peoples. There are however long-term challenges to be addressed, including building trust in the process, creating incentives for participation of previously disengaged communities to ensure legitimacy, building capacities and ensuring financial resources to that regard, integrating traditional knowledge in otherwise highly technical MRV processes, and ensuring coordination while at the same time allowing for flexibility on the basis of different local circumstances. While achievement of all these goals seems extremely challenging in the complex forestry context, establishment of open and inclusive processes to ensure participation, as proposed in the document, is a prerequisite. Success will depend on their continuous inclusive operation, which needs to eventually result in both ownership of the process from the part of indigenous peoples and full recognition of their contribution by government authorities.

While participation of indigenous peoples is central in the document, the need for private sector engagement is less clearly acknowledged, particularly with regard to sectors of the economy that cause deforestation other than agriculture, such as energy, transport and mining.

6. Schedule and Budget (maximum 300 words):

The preparation phase is stated to have a duration of two years (p. 127), which is ambitious but not unrealistic given the long experience of the country. The largest percentage of the budget is

dedicated to the development of the national forest monitoring system, which is understandable given the technical capacity building required. A very limited percentage is however dedicated to the information system on governance and safeguards, which would be central also to the participation of indigenous peoples in the programme, and might need to be complemented by other funds.

7. Anticipated Monitoring and Evaluation Framework_(maximum 300 words):

In line with the nested approach, the full framework for monitoring and evaluation is expected to be elaborated in the first two months of implementation. A list of preliminary indicators with regard to all programme components is presented, the characteristics of which will be developed in a participatory manner during the first phase of implementation.

Suggestions for improving the technical design of the submission of Peru (maximum 400 words):

The document is considered to be of high quality, well-organized and ambitious. The following suggestions refer mostly to more clearly acknowledging the challenges ahead, particularly regarding implementation, as a first step towards solution building.

- While the institutional structure and legislative framework is clearly described, and it is stated that harmonization of sectoral policies is the basis of a coherent forest policy (p. 86), less detail is offered with regard to government entities related to sectors that contribute to deforestation other than agriculture, such as mining, transport and trade. Ensuring participation of these sectors in REDD-related decision-making however is considered crucial for policy coherence.

- Along the same line, the need for private sector engagement in the process should be more clearly acknowledged, particularly with regard to those sectors that contribute to deforestation.

- Given that the country has opted for a nested approach, ensuring coordination among relevant initiatives is crucial and should be further highlighted in all components, particularly with regard to dialogue building, information sharing and knowledge management to standardize reference frameworks and avoid inconsistencies.

- In this regard, strengthening the capacities of regional governments is crucial: this is acknowledged in the document, but activities to ensure such capacity building are yet to be developed.

- Given that Peru is a megadiverse and multicultural country with several indigenous peoples and local and farmer communities, the document gives prominence to REDD co-benefits, social and environmental safeguards and full engagement of indigenous peoples with recognition of their rights. This prominence is less reflected in the budget however, and additional funds may be required to achieve the programme's broader aims. The issue of land rights and a registry of forest uses remains a major challenge, and success depends mainly on ensuring full inclusiveness of any process established, maintaining open dialogue channels with indigenous peoples and ensuring consistency in non-forest- and climate-related international policies, in order not to undermine the trust already built in the process.

Finally, while the need for capacity building for implementation at different levels is acknowledged and systems of incentives established, obstacles to implementation may also need to refer to more structural problems such as corruption and power asymmetries at all levels.