

**UN-REDD**  
PROGRAMME



Food and Agriculture  
Organization of the  
United Nations



# Experiences and Challenges in Latin America and the Caribbean towards the Implementation of REDD+

**SOUTH-SOUTH EXCHANGE REPORT**

Guadalajara, Mexico, August 11 to 13, 2015

## SOUTH-SOUTH EXCHANGE REPORT

# Experiences and Challenges in Latin America and the Caribbean towards the Implementation of REDD+

### Presenters:

**BRAZIL:** Alexandre Santos Avelino,  
*Ministry of the Environment, Brazil*

**CHILE:** Osvaldo Quintanilla, *National Forestry  
Commission of Chile, CONAF*

**COSTA RICA:** Alexandra Saézn, María Elena Herrera, *FONAFIFO*

**COLOMBIA:** Edersson Cabrera, *IDEAM*  
Rubén Darío Guerrero, *Ministry of the Environment  
and Sustainable Development*

**ECUADOR:** María del Carmen García,  
*Ministry of the Environment*

**GUATEMALA:** Jorge Lu, *National Council for Protected Areas*

**HONDURAS:** Melania Durán, *Programa ONU-REDD Honduras*;  
Jorge Luis Santos, *Institute for Forestry Conservation*

**MÉXICO:** Ana Karla Perea, Jorge Morfín and  
Jaime Severino, *CONAFOR*

**PARAGUAY:** Damiana Mann, *INFONA*  
Dania Moreno, *Ministry of the Environment*

**PERU:** José Luis Capella,  
*Peruvian Society for Environmental Law*  
Claudia Ochoa y Jorge Torres Padilla,  
*Ministry of the Environment*

### Guest Experts:

María Dolores Almeida (*Consultant*); Josefina Braña (*WWF*), Walter Oyarzabal (*Ministry of the Environment of Uruguay and Expert at the UNFCCC*); Zenia Salinas (*FCPF*), Gmelina Ramírez (*BID-FIP*), Daniela Rey (*Climate Law & Policy*).

### Editing of the report:

Patricia Toquica, *UN-REDD Programme*

### Photographs:

Guadalupe Pérez Estrada, *Alsain Soluciones Audiovisuales, México*

### Rapporteurs and presenters on behalf of the UN-REDD Programme Agencies:

**FAO:** Serena Fortuna, Angel Parra, Lucio Santos.

**UNDP:** Marco Chiu, Bruno Guay, Pierre Guedez,  
Clea Paz, Kimberly Todd.

**UNEP:** Daniela Carrión, Jacinto Coello,  
Gabriel Labatte, Thais Narciso, Steven Swan,  
Judith Walcott.

### About the [UN-REDD Programme](#):

The UN-REDD Programme is the United Nations collaborative initiative 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 Peoples and other forest-dependent communities, in national and international REDD+ implementation.

### About [CONAFOR](#):

The National Forestry Commission of Mexico (CONAFOR), created by presidential decree on 14 April 2001, is a Decentralized Public Agency whose objective is to develop, promote and foster activities relating to production, conservation and restoration with regard to forestry resources, as well as participating in the formulation of plans, programmes, and in the implementation of policies relating to sustainable forest development.

# Table of contents

<b>Introduction</b>	5
<b>Session 1. Opening</b>	6
<b>Session 2. Possible Relationships between the Elements of the Warsaw Framework for REDD+</b>	7
BRAZIL. Alexandre Santos Avelino, Ministry of the Environment	7
ECUADOR. María del Carmen García, Ministry of the Environment	8
MEXICO. Ana Karla Perea, CONAFOR	8
GUEST EXPERT: Kimberly Todd, UN-REDD Programme, UNDP	9
<b>Session 3. Integration of policies and measures in the context of national policies</b>	10
CHILE. Osvaldo Quintanilla, CONAF	10
ECUADOR. María del Carmen García, Ministry of the Environment	11
COSTA RICA. María Elena Herrera, FONAFIFO	11
MEXICO. Jaime Severino, CONAFOR	11
GUEST EXPERT: Dolores Almeida, Former Vice-Minister of Finance in Ecuador	12
CHALLENGES	13
<b>Session 4. Legal aspects of REDD+</b>	14
GUATEMALA. Jorge Lu, National Council for Protected Areas, CONAP	14
HONDURAS. Melania Durán, UN-REDD National Programme	15
PARAGUAY. Dania Moreno, UN-REDD National Programme	15
PERU, Jose Luis Capella, Peruvian Society for Environmental Law	15
<b>Session 5. Financial challenges for REDD+ policies and measures and the management of various results-based payment mechanisms</b>	16
PANEL PRESENTATIONS	16
COLOMBIA, Rubén Guerrero, Ministry of the Environment and Sustainable Development	16
COSTA RICA. Maria Elena Herrera, FONAFIFO	17

BRAZIL, Alexandre Santos Avelino, Ministry of the Environment	18
PERU, Jorge Torres Padilla, Ministry of the Environment	18
WORK GROUPS	19
Group 1: Challenges for the financing of REDD+ PAMS	19
Group 2: Results-based payments for REDD+ and challenges for harmonization	20
<b>Session 6. Lessons learned regarding the preparation of Forest Reference Emission Levels and the technical annex for access to financing</b>	21
BRAZIL, Alexandre Santos Avelino. Ministry of the Environment	21
COLOMBIA, Edersson Cabrera, IDEAM	22
MEXICO, Jorge Morfín, CONAFOR	22
PERU, Claudia Ochoa, Ministry of the Environment	23
GUEST EXPERT: Walter Oyarzabal (Technical Reviewer for Brazil)	23
GUEST EXPERT: Marieke Sandker (FAO)	24
<b>Session 7. Safeguard Information System</b>	25
Presentation by Steven Swan, Global Safeguards Expert, UN-REDD Programme	25
Work groups, Key points and considerations	26
Legal/institutional issues to be addressed in approaching and complying with the Cancun Safeguards	26
Technical and financial considerations for preparing and implementing the SIS	26
Preparing information summaries in accordance with the SBSTA 42 decision	27
Perspectives of civil society and indigenous peoples relating to safeguards	27
<b>Session 8. Progress in the implementation of the Warsaw Framework regarding the National Forest Monitoring System (NFMS)</b>	29
CHILE. Osvaldo Quintanilla, CONAF	29
COLOMBIA. Edersson Cabrera, IDEAM	30
HONDURAS. Jorge Luis Santos, Forestry Monitoring Institute	30
PARAGUAY. Damiana Mann, INFONA	30
<b>Session 9. Analysis of challenges for the implementation of the Warsaw Framework for REDD+</b>	32
Challenges concerning the relationship and sequence of components and progress	32
Implications of various NREF options	32
How to maintain consistency with regard to results-based payments	32
Financing	33
Participatory processes in relation to the Warsaw Framework	33
<b>Session 10. Conclusions</b>	34
<b>ANNEXES</b>	36
ANNEX I Additional workshop documentation	36
ANNEX II Acronyms and Abbreviations	36

# Practical Experiences towards the Implementation of the Warsaw Framework for REDD+: Opportunities and Challenges

Countries in Latin America and the Caribbean have made significant progress in preparing for the implementation of REDD+ with various degrees of progress in their alignment with existing guidelines of the UNFCCC, particularly with regard to the guidelines of the Warsaw Framework for obtaining results-based payment mechanisms.

In August 2014, an [initial exchange](#) was held in Quito, Ecuador, relating to the experiences between countries in the region regarding the development of their National Strategies and REDD+ Action Plans. This event witnessed the sharing of experiences between countries in preparing for the future implementation of REDD+. As part of the follow up done after the meeting between participating countries, participants recognized the need for carrying out additional exchanges concerning the implementation of the four pillars of the Warsaw Framework as well as possible options for suitable coordination with other results-based payment mechanisms.

Taking into account the various opinions expressed by countries relating to priority issues, stakeholders identified the need to discuss practical issues relating to the implementation of the [Warsaw Framework for REDD+](#) and in particular, the exchange of experiences relating to the approaches and ideas of countries for tackling challenges and opportunities for putting this framework into practice.

The need to discuss these experiences in the region has become even more urgent when taking into account that:

- Brazil, Colombia, Ecuador, Mexico and Guyana presented their National Forest Reference Emission Levels to the UNFCCC and have gained in experience through their review process.

- Progress has been witnessed in defining the legal conditions of the various pilot agreements for results-based payment of REDD+ in which countries in the region are involved.
- Many countries have made significant progress over the last year in the development of their National Strategies and/or Action Plans.

In this context, the UN-REDD Programme and the National Forestry Commission of Mexico (CONAFOR) have made a decision to provide a forum for learning and the practical exchange of experiences among the countries in the region, based on the following specific objectives:

- Provide a framework for learning and obtaining lessons learned from countries in the region regarding progress and challenges towards the implementation of the Warsaw Framework for REDD+
- Familiarization with the practical experiences of countries when it comes to relationships between the four preparatory pillars of REDD+, including technical and legal issues
- Identify possible solutions to challenges encountered by countries in making progress in the preparation and subsequent implementation of REDD+.

The event counted on the participation of 83 individuals (48 men and 35 women) from 15 countries in the region, including Argentina, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Panama, Paraguay, Peru, the Dominican Republic and Surinam. The event took place over three days and consisted of 10 thematic sessions in which the countries themselves were the main protagonists through their experiences in specialized panels and working groups.

SESSION

01

## Opening

## KEY MESSAGES

**MAURICIO RAMÍREZ,**

*UNDP Mexico Country Director (Representing the Resident Coordinator of the United Nations in Mexico)*

- As reflected in the Peru COP (UN Summit on Climate Change), countries in Latin America and the Caribbean are making significant progress with regard to the implementation of REDD+, building capacities and developing instruments to meet the requirements established in the Warsaw Framework for results-based payment mechanisms, an increasing expectation which has not yet been translated into the required flows.
- Countries recognize the need to continue making progress and expedite the completion of preparatory mechanisms, particularly with the presentation of the Reference Levels, the definition of the legal conditions applicable to the various arrangements for results-based payment and progress in the National Strategy, as well as in the National Forest Monitoring Systems and the Safeguard Information System.
- Notwithstanding the fact that the guidelines of the Warsaw Framework have been definitive, challenges still exist that impede their implementation and this workshop is the opportunity for sharing experiences and learning best practices, especially at a watershed moment

entailing the establishment of a new global agenda for sustainable development for which the mainstreaming of climate change issues is vital.

**ARTURO BELTRÁN RETIS,**

*Deputy General Director of the National Forestry Commission of Mexico, CONAFOR*

- The exchange of experiences is of vital importance for achieving common goals following the recent decisions relating to the Warsaw Framework and UNFCCC negotiations.
- Mexico and other countries in Latin America and the Caribbean are making decisive progress towards the successful implementation of the strategy for the Reduction of Emissions derived from Deforestation and Forest Degradation (REDD+).
- In December 2014, Mexico submitted its National Forest Reference Emission Levels to the UNFCCC, which are still being reviewed by its experts; as part of the Mexico-Norway Programme, the National Forest Monitoring System was completed and at this writing we are carrying out an extensive process of public consultation for our REDD+ National Strategy.

## SESSION 02

# Possible Relationships between the Elements of the Warsaw Framework for REDD+

Panel including representatives from Brazil, Ecuador and Mexico  
Moderated by Angel Parra, UN-REDD Programme

### GUIDING QUESTIONS

1. How are the four pillars being coordinated in the REDD+ preparatory process?
2. In your experience, is there a sequence for generating inputs and the flow of information between the four pillars and the UNFCCC?
3. Are there any considerations with regard to time-frames?

### KEY MESSAGES EMERGING FROM PANEL PRESENTATIONS

 Brazil

**ALEXANDRE SANTOS AVELINO**

*Ministry of the Environment*

Brazil has extensive and successful experience in REDD+ and describes how it has developed and coordinated the four pillars of the Warsaw Framework:

- We begin with the REDD+ National Strategy, which seeks to support policy convergence and coordination, integrate governmental structures and existing instruments and mobilize international resources for mitigation.

- Furthermore, since 1988, Brazil has had in place a forest monitoring system for Amazonian biomass with consistent results, thereby laying the groundwork for progress made with regard to policies against deforestation.
- In 2014, Brazil presented its Forest Reference Emission Levels to the UNFCCC and the review process yielded conclusions regarding consistency between the various components (GHG Inventories, INDC).
- Finally, safeguards have been a more recent concern which still calls for greater coordination between government and civil society.



- As a lesson learned, the involvement of Brazil in international climate change activities has contributed to strengthening the political commitment that was already in evidence domestically.

See presentation [📡 Session 2 Brazil here.](#)

#### Ecuador

### MARÍA DEL CARMEN GARCÍA

*Ministry of the Environment*

Initially, after the Cancun COP, the four preparatory elements were separately seen in Ecuador and were worked in a parallel manner. The Warsaw Framework made it possible to expedite coordination between these elements and to regard them more as an overall process. “The National Strategy or Action Plan is an umbrella, where the three other components can be pillars for implementation”.

- Faced with the presentation of a FREL, the country now has a greater understanding about requirements and time considerations.
- There is clarity concerning the reporting of the BUR technical annex and the summary of the information about safeguards, with a link to the National Strategy.
- The National Strategy should have clarity concerning causes/drivers of deforestation and degradation.
- The ways in which safeguards are complied are different, depending on the focus of projects or policies. For

Ecuador, the integration of technical studies was important in expediting the National Strategy process which analyzed drivers (analysis of causes, economic, political and social feasibility as well as measures and actions for tackling causes).

See presentation [📡 Session 2 Ecuador here.](#)

#### Mexico

### ANA KARLA PEREA

*CONAFOR*

Mexico described the interrelationships between the components of the Warsaw Framework for REDD+ in accordance with its own experiences and with the following results:

- The draft for the REDD+ National Strategy, presented in early 2015, is currently at the consultation stage.
- Mexico will work on a national FREL, within an internally consistent, coherent, and transparent approach to mitigation efforts in the forestry sector.
- A National Forest Monitoring System (NFMS) will be developed to monitor the effectiveness of mitigation policies; this system will be transparent and robust, and it will promote grass-roots participation.
- In the area of safeguards, action will be taken to establish the Safeguards Information System (SIS) on the basis of the UNFCCC and drawing upon aspects of Mexico’s national constitution and other safeguards-related laws.



## South-South Exchange Report

The country sees links between the four pillars, beginning with the FRELs which are inextricably linked to the preparation of the technical annex. In terms of sequencing, in Mexico's opinion the technical annex cannot be prepared unless the FREL is published. The presentation of the FREL and its validation is a process that takes between six months and one year due to the evaluations. With regard to the SIS, the link is published at the UNFCCC information hub, and Mexico expects that the link will be published in 2016—the year in which there will also be a national communication and an update of the GHG Inventory. By 2016, Mexico's goal is to present the technical annex, the safeguards summary, and the updated GHG.

See presentation [Session 2 Mexico here](#).

Comments by Guest Expert:

**KIMBERLY TODD**

*UN-REDD Programme, UNDP*

- Between Cancun and Warsaw, an evolution was observed in the manner in which countries regarded the main elements of REDD+, from isolated pillars to components that can be viewed in a more integrated manner.
- The National Strategy can be regarded as an umbrella for framing and integrating the four elements. The national strategy document can help to strengthen the links between these components and show the general consistency in the country-led approach to REDD+.
- The decisions taken in each of the four elements of REDD+ can have implications for others. It is important to ensure regular communication and cross-fertilization in the development and implementation of the design of the elements in order to contribute to a more efficient preparatory process.
- There are various interconnections through which the pillars can be considered, in particular, the decisions that are taken with regard to scope, scale and priority areas



to be addressed in the countries concerned and which will have implications for each of the components of the Warsaw Framework.

- There is some flexibility with regard to the sequence of work in the Warsaw Framework, for example, the FRELs should be developed and evaluated before the outcomes can be reported. But, in general, there is no linear sequence; instead, iterative flexible processes are at work.
- With regard to design considerations for the SIS, it is important for a country to identify REDD+ policies and the measures proposed for implementation before the country is in a position to identify what information is needed for demonstrating that the REDD+ safeguards are being addressed and respected. The types of REDD+ actions, and their potential benefits and risks, will determine what types of information should be provided through the SIS as well as the manner of compiling and coordinating such information.

## KEY MESSAGES

- › The Warsaw Framework decisions clarify the interactions between the REDD+ preparatory pillars: these define clear and coordinated mechanisms that will be critical for requesting results-based payments under the Convention.
- › In the process of defining the links between the REDD+ pillars, countries agree that the ENREDD+ is the umbrella that encompasses the other pillars although

important relationships are identified between the four components.

- › The decisions that each country takes with regard to the scope (REDD+ eligible activities), scale of implementation and priority causes of deforestation have important implications in terms of the development of the four preparatory pillars for REDD+ and the subsequent implementation of measures and actions.

## SESSION 03

# Integration of Policies and Measures in the Context of National Policies

Panel with the participation of Chile, Ecuador, Costa Rica and Mexico  
Moderated by Pierre Guedez, UN-REDD Programme

### GUIDING QUESTIONS

1. What opportunities exist for integrating REDD+ in the design/implementation of national policies and measures?
2. What technical inputs were used and how were these used, in defining policies and measures?
3. What legal considerations and inter-institutional coordination were taken into account when integrating PAMs into national policies?
4. What is the potential role of the private sector and other key stakeholders in implementing PAMs and supporting REDD+ national policies?

### KEY MESSAGES FROM THE PANEL PRESENTATIONS

 Chile

**OSVALDO QUINTANILLA**

CONAF

The degradation of Chile's native forests determines the approach adopted by the National Strategy for Climate Change and Vegetational Resources (ENCCRV) within which action is taken to coordinate REDD+, desertification and other national objectives.

Through inter-institutional coordination (Agriculture Ministry, Treasury Ministry and Foreign Affairs Ministry) and inter-sectoral coordination (including regional organizations and the private sector) Chile seeks to promote and improve policies for the management of forests. Alliances with academia and research centers have been key in terms of generating technical inputs for the development of policies and measures while serving to build capacities in national agencies.

## South-South Exchange Report

With regard to financing, Chile has elected to rely on three sources: international funds, and going forward, the Green Climate Fund and the private sector. Convincing the Treasury Ministry and the Finance Ministry is one of the greatest challenges for CONAF as it seeks to mobilize national resources and allow for the future implementation of the ENCCRV strategy.

With regard to opportunities, Chile identifies the improvement of legal instruments and the development of new laws; the improvement of forests through monitoring and supervision systems; and the development of a safeguards plan for public policies.

[See presentation](#)  [Session 3 Chile here.](#)

 Ecuador

### MARÍA DEL CARMEN GARCÍA

*Ministry of the Environment*

At the beginning of the UN-REDD Joint National Programme in Ecuador, many challenges existed that made it necessary to define the REDD+ approach, and opportunities were sought for mainstreaming REDD+ into clearly defined national policies regarding climate change.



Ecuador's Presentation. Policies and Measures. August 2015.

In summary, this process included the identification and analysis of causes of deforestation, the identification of policy measures and actions for tackling these causes, the creation of economic studies for assessing the feasibility of implementing policies and measures in addition to a subsequent process of validation and prioritization of the PAMs.

In tandem, for Ecuador a number of important legal considerations existed, including the legal framework with regard to carbon, policies with regard to the causes of deforestation, as well as those concerning individual and collective rights.

In the case of Ecuador, based on the exhaustive analysis of

the causes of deforestation and the analysis of opportunity costs, seven measures relating to the REDD+ Action Plan were identified and implemented in the field.

One important lesson learned is that is key to engage high government institutions from the outset to build a strategy that can be implemented in practice. In the case of Ecuador, REDD+ was identified as a tool for mainstreaming climate change into other sectors.

[See presentation](#)  [Session 3 Ecuador.](#)

 Costa Rica

### MARÍA ELENA HERRERA

*FONAFIFO*

In Costa Rica, the main causes of deforestation include structural factors related to the economic model, including migration.

The umbrella framework in Costa Rica is the forestry law that prohibits changes in land use, with compensations through Payments for Environmental Services (PES). The framework is also based on the National Forestry Development Plan and the National Programme for Forests and Rural Development. "It was not necessary to invent a REDD+ strategy, the national forestry development plan had already established the necessary basis."

For the country, REDD+ is a complex of six inter-related policies anchored in the Forests and Rural Development Programme and action plans are derived from it.

[See presentation](#)  [Session 3 Costa Rica.](#)

 México

### JAIME SEVERINO

*CONAFOR*

As in other countries, the causes of deforestation in Mexico are many and various, and are not simply to be found in the forestry sector; as a result, Mexico has decided to tackle these



Mexico's Presentation. Policies and Measures. August 2015.



causes on various fronts and in a coordinated manner. In this framework, the strategy is a document that brings together existing policies through a participatory process. At the same time, important progress has been made in incorporating elements within the existing laws and the country has in place a solid legal and institutional framework for integrating components into sectoral plans.

Mexico has a clear vision of REDD+ which seeks to: 1) integrate public policies that promote sustainable rural development, 2) strengthen community-based management of forests and their conservation and 3) ensure the integrated management of the territory.

In the strategy, the causes of deforestation and degradation are approached from four angles: Actions designed to meet the needs of regions; promoting a model of regional governance that fosters participation; promoting institutional arrangements for bolstering coordination across sectors while galvanizing sustainable rural development; and last but not least, coordination in sectoral policies.

The ENREDD in Mexico does not establish specific actions but rather generates the necessary inter-institutional arrangements to ensure more effective coordination towards a common vision of sustainable rural development through broad-based efforts to deal with the direct causes of deforestation and forest degradation.

See presentation  [Session 3 Mexico](#).

#### Invited Expert

#### **DOLORES ALMEIDA**

*Former Vice-Minister of Finance in Ecuador*

- As a point of departure, the country should define why, where and with what aim in mind it is implementing REDD+.
- In order to ensure sustainable production, it is necessary to act not only through the public and private domains but also to involve elements of innovation through academia.
- It is important to speak the language of financiers regarding benefits and links with State policies and to specify the benefits in the short- term, mid-term and long-term.
- It is important that various government institutions manage financing projects jointly.
- Studies of opportunity costs are key when speaking about economic benefits and also about costs of implementation and very useful for involving other Ministries.
- It is necessary that the Treasury Ministry and internal revenue offices are present at the meetings as these agencies are powerful instruments for motivating and deterring consumption and production and public policy measures.

See  [presentation by Dolores Almeida](#)



## CHALLENGES

- How to be successful in attracting the attention of other Ministries regarding environmental policies?
- How to monitor the efficiency of policies and measures in order to introduce corrective measures in a timely manner?
- How to articulate long-term results and short-term outcomes? In this regard, Jaime Severino from Mexico argued that the planning of public policies for climate change takes place over the long-term and it is important to take this fact into account in short-term projects and financing. Countries should establish how to coordinate steps and short-term projects so that a scenario encompassing x number of years leads to a reduction in deforestation.

## KEY MESSAGES

- › The causes of deforestation are various and manifold and do not arise only in the forestry sector, and therefore the design of the PAMs should be managed jointly by various State institutions, calling for political will at the highest level. In this regard, REDD+ should strengthen and/or build on efforts that pertain to already existing investment policies and programmes.
- › The policies and measures can be designed with a grass-roots focus with greater importance given to local concerns as opposed to national dimensions, and with various and complementary operations among the policies and measures, that contribute to well-defined national policies and objectives, with REDD+ being not an end in itself but a means of achieving these objectives.
- › The countries that have been successful in clarifying the strategic vision regarding REDD+ have also been successful in more clearly linking REDD+ strategies with existing policies or programmes. Some noteworthy cases in point are Mexico in the area of sustainable rural development and livestock, and Ecuador in the area of the transformation of production.
- › It is crucial to prioritize measures and actions in tandem with other institutions and stakeholders that play a key role in implementation, such as the Ministries of Agriculture and Treasury, regional and local governments, and the private sector and academia, and to align economic and fiscal policies with REDD+ objectives, seeking to complement or incentivize public-private actions.
- › Acknowledgment was made regarding the difficulties faced by Environment Ministries in working with the Treasury Ministry and other relevant stakeholders when generating proposals for “bankable” policies, co-financed with national resources, and entailing the possibility of implementation on a national scale, in an effort to promote a real change in deforestation practices.
- › In order to maintain a dialogue with other sectors it is necessary to have access to information that facilitates understanding between parties with different interests and “to speak the language of financiers”.

## SESSION

## 04

# Legal Aspects of REDD+

Panel with the participation of Guatemala, Honduras, Paraguay and Peru  
Moderated by Thais Narciso, UN-REDD Programme

## GUIDING QUESTIONS

1. What legal arrangements have been adopted/identified to deal with challenges in the implementation of REDD+?
2. How is the legal framework instrumental to the Warsaw Framework and the implementation of policies and measures?

## KEY MESSAGES OF THE PANEL PRESENTATIONS

### Guatemala

#### JORGE LU

*National Council for Protected Areas, CONAP*

The experience of Guatecarbon was important in order to learn and understand needs. If the starting point is the UNFCCC framework, REDD+ at the national level signifies incentives that may or may not be translated into market mechanisms. Nonetheless, 'It is necessary to have a clearer vision of the nature of REDD+. Is it a mechanism for the sale of carbon? Is it a mitigation measure? Is there results-based payment for actions against deforestation?'

Guatemala has in place a robust legal framework through the national act for regulating the reduction of vulnerability to the effects of climate change as well as through Decree

7-2013 which states that projects are the property of the owners/owners of the land, which in turn has implications for interpreting REDD+.

Another question that arises concerns the nature of the Emission Reduction Units (ERUs). Is this a financial activity? Are these "securities"? The issue of ownership entails an immense responsibility on the part of the owner.

In summary, it is also essential to have clarity regarding mechanisms for the inflow and administration of resources that can be captured via REDD+, specifically when dealing with public projects as well as regarding how to ensure that these benefits reach the communities in which REDD+ is implemented.

## South-South Exchange Report

### Honduras

#### MELANIA DURÁN

*UN-REDD National Programme*

In Honduras a legal analysis of REDD+ has taken place, in which 31 international conventions and 48 national laws exist that support the REDD+ framework; nonetheless, various legal loopholes and laws with conflicting objectives have been identified. The analysis identified duplication of efforts in government organizations and has been useful in embarking on a process of the restructuring of the government cabinet, focusing on the need to promote inter-institutional dialogue.

A priority issue for Honduras is to secure the participation of indigenous peoples. A draft law relating to Free, Prior and Informed Consent (CLPI) exists and, within the framework of the UN-REDD National Programme, consultations will continue to take place between government agencies and indigenous peoples.

### Paraguay

#### DANIA MORENO

*UN-REDD National Programme*

Paraguay has identified the following challenges that must be addressed if the four pillars are to be incorporated legally and in a binding manner:

- The first challenge relates to the legal nature of carbon and then defining to whom it belongs, who enjoys the eventual benefits accruing therefrom, and where

the responsibility lies for distributing those benefits. Paraguay still does not have in place a legal framework to define legal nature or ownership of carbon.

- An additional challenge is the ownership of the land and issues associated with land for which no title deed exists, or for which overlapping title deeds are on record.
- A third challenge relates to institutional governance; and
- A final challenge concerns the financial mechanism for channeling results-based payments.

### Peru

#### JOSE LUIS CAPELLA

*Peruvian Society for Environmental Law*

In the Peruvian legal framework, the law on compensation for ecosystemic services and the forestry law are of particular importance. For REDD+ specifically, some main points to be taken into account are: To whom will be entrusted ownership of emission reductions, and where will the responsibilities be established, including who will lead the process in institutional terms, and how to take national governance to the sub-national level.

Peru has extensive experience in early initiatives and now the challenge is that these processes and protocols should be formalized in the framework of national legislation. The current main challenge is to generate a formal mechanism that is sufficiently flexible to accommodate these new undertakings on an ongoing basis.

## KEY MESSAGES

- › Countries are seeking to clarify the legal framework for REDD+. There are challenges involved in establishing linkages between the Warsaw decisions and the legal frameworks of countries, including how to implement inter-institutional agreements.
- › Some of the common challenges are the legal status of the ownership of carbon and land ownership; through which financial architecture will results-based payments be channeled; and what will be the underlying institution or mechanism entrusted with the distribution of benefits.
- › There are several components of REDD+ implementation that require legal security. This legal backing is also necessary for facilitating investments for the preparation and implementation of policies and measures.
- › There are aspects of REDD+ implementation whose legal implications are defined according to the financing framework, for example the trading of emission reduction

units. Depending on the financing source, it is necessary to clarify the legal issues that should be tackled in the countries.

- › It is necessary to bring about a sound coordination of national and sub-national legal frameworks, particularly in countries that have a high level of decentralization.
- › With regard to the institutional status of REDD+, the legal framework can support institutional arrangements for guaranteeing the participation of key stakeholders, including institutions and civil society.
- › The legal understanding regarding results-based payments versus the purchase of Emission Reduction Units (ERUs) should be refined, as the purchase of ERUs is linked to an approach that was originally designed to be market-oriented.

See  additional documentation here

SESSION  
**05**

# Financial Challenges for REDD+ Policies and Measures and the Management of Various Results-Based Payment Mechanisms

Panel with presentations from Colombia, Costa Rica, Brazil and Peru and working groups  
Moderated by Jacinto Coello, UN-REDD Programme

## PANEL PRESENTATIONS

 Colombia

**Rubén Guerrero**

*Ministry of the Environment and Sustainable Development*

In Colombia most of the forests are in the Amazon region, which also accounts for the greatest degree of deforestation. The commitment undertaken by the government is to reach zero deforestation in the Amazon by 2030.

In addition to efforts made in terms of conservation and land titling for indigenous communities and afro-colombians, many elements of REDD+ have been prioritized in the Amazonian Vision (Visión Amazonía) programme, an early REDD+ initiative linked to the Colombian Low Carbon Development Strategy that sets out to coordinate management processes and a vision based on five pillars (forestry governance, sectoral agreements, agro-environment, indigenous governance and MRV). Amazonian Vision encompasses investment needs to the tune of USD 450 million and combines financing sources for national

resources, international cooperation (GEF and REM), and the private sector.

With regard to international cooperation, this includes a performance payment agreement with the REM in the amount of USD 64.9 million, GEF resources through the Heart of the Amazon programme in the amount of USD 40 million and an agreement is being negotiated with the United Kingdom (USD 50 million) as well as a memorandum of understanding with Norway.

Main challenges:

- Clear identification of financial resources needed for complying with deforestation objectives and development of cost benefit analysis.
- Coordination of investments of national and regional governments.
- Coordination of regional programmes for results-based payments in connection with voluntary market projects.





- The requirements of certain results-based payment mechanisms are highly stringent in methodological terms and limit the possibilities for participation, (e.g.; Colombia declined to participate in the FCPF for these reasons).
- The management of expectations of local stakeholders in regard to results-based payments is a delicate matter and, as a result, communication strategies and work in the field on safeguards is of the utmost importance.
- Coordination: As has been pointed out, the issues of financing are bound up with policy, legal, as well as technical issues pertaining to the REDD+ and cannot be viewed in isolation.

See presentation [📡 Session 5 Colombia](#).

 Costa Rica

**MARIA ELENA HERRERA**

FONAFIFO

The objective of Costa Rica's programme for reducing emissions is to contribute to the carbon neutrality goal and to the National Programme for Forests and Rural Development.

Costa Rica signed a letter of intent with the World Bank in which the country can opt for the sale of up to USD 63 million in carbon emissions or a maximum of 12.6 metric

tons of CO<sub>2</sub>, on terms including a sales period 2010-2020 (this can vary and be negotiable), compliance with safeguards of the World Bank (in addition to the Cancun Safeguards), the FREL and the NFMS, the programme document and due diligence.

In Costa Rica, strategic options have been addressed in terms of six policies as part of the REDD+ strategy with a cross-cutting link throughout the private sector as a fundamental funding source. The country included forest conservation in the ERPD but this was not recognized. Emphasis will also be placed on areas and activities in which compliance can be achieved with property rights and ownership of emission reductions.

The financing plan includes both costs and diversified income such as:

- **Costs:** administration, implementation, development and operation of the NFMS/FREL, MIRI (grievance mechanism), safeguards and consultations.
- **Income:** 25 per cent of the user fee for water, in addition to resources from the tax on fuel, relating to the PES programme (private agreements with airlines, national companies, hydroelectric plants, etc.) and income from the agro-forestry programme and results-based payments.

The involvement of the private sector is envisioned through 1) **goods** linked to pineapple, as an indirect cause of

## South-South Exchange Report

deforestation, and businesses relating to wood and housing and 2) **services** related to carbon through the FCPF and JNR (domestic markets for the reduction of emissions) and corporate social responsibility programmes.

Finally, Costa Rica established four types of Carbon Emission Reductions, whether or not recognized under a market mechanism to be used domestically and to maintain methodological consistency:

- **A:** verified, paid and sold (ERPA, FCPF)
- **B:** verified, paid but without transfer of ownership
- **C:** national units of the country that can be verified, not paid and not sold
- **D:** verified to cover risks, offsets and reversals.

Finally, Costa Rica intends to present a reference level with various credit lines for the JNR, the methodological framework of the World Bank and accounting standards.

[See presentation](#)  [Session 5 Costa Rica.](#)

 Brazil

### ALEXANDRE SANTOS AVELINO

*Ministry of the Environment*

The presentation focused on the experiences of the Amazonian Fund as a pilot fund for results-based payments for REDD+, the end-product of an agreement between Brazil and Norway, with grants from Germany and companies such as Petrobras.

After the explanation of the structure, financing and governance of the Amazonian Fund, which has been functioning for five years, Brazil highlighted the following lessons learned:

- The NFMS has to be robust, efficient and transparent.
- The MRV system should be linked/integrated with operations of the Amazonian Fund.
- It is vital to foster stakeholder participation.
- It is necessary to revise periodically guidelines and criteria for investment.
- It is necessary to invest in transparency.

As next steps, Brazil is working on a proposal relating to the Green Climate Fund developed by the Ministries of the Environment, Treasury, and Foreign Affairs to carry out activities along the same lines as the Amazonian Fund.

[See presentation](#)  [Session 5 Brazil.](#)

 Peru

### JORGE TORRES PADILLA

*Ministry of the Environment*

From Peru's vantage point, financing needs are established based on activities to be financed in the National Strategy: PES, improving forests and agriculture, empowering conditions and governance, inter alia. Various financing sources are available for these activities that include credit, donations and results-based payments.

The National Strategy for Forests and Climate Change transcends the focus of the environmental sector and should be a commitment undertaken by the various relevant stakeholders, transcending government, including the private sector, civil society, communities etc. The resources come from various sources and address various needs: public resources for governance and empowering conditions; rural credit for improving forestry and agriculture; and private resources for carbon markets and payment for ecosystemic services.



Peru's Presentation. REDD + financing. August 2015.

With regard to results-based payments, the agreements with Norway, Germany, the Carbon Fund and the Green Climate Fund are cross-cutting to complement the financial strategy, and it should be made clear that these resources do not exist in isolation and should function in a coordinated manner and without crowding out already existing public and private resources.

Peru is creating a flexible financial mechanism for progressive implementation (private funds, public funds, market and non-market funds, local funds and international funds) and at the same time it is managing the creation of a domestic market for forestry carbon. This fund can be of a private nature and operate as a trust, a process that is being defined.

[See presentation](#)  [Session 5 Peru.](#)



## WORK GROUPS

### Group 1: Challenges for the financing of REDD+ PAMs

**POINTS FOR DISCUSSION:** What plans are being made for financing the implementation of PAMs? Challenges, risks, opportunities and legal issues to be considered.

## KEY MESSAGES

- › **Engaging in outreach efforts to the “rural” financial sector.** Countries see this as pivotal and have initiated strategies to enhance access to the financial sector associated with agricultural activities, aware as they are that some of their instruments call for changes in land use. However, in the search for mutual areas of interest, challenges are to be faced in managing a common language, including in terms of maintaining an ongoing dialogue.
- › **Various types of financing for various “users”.** It is essential to envisage various sources of financing for diverse users and needs, as well as to identify stakeholders from the perspective of supply and demand. The instruments used for mobilizing resources should be flexible and tailored to the characteristics of each sector.
- › **Role of the State as the catalyst for consistent financing.** The State can improve public investment through intra-sectoral coordination with a view to generating investments consistent with REDD+ objectives; and, moreover, the State can act as a source of financing to harmonize the use of resources with REDD+ objectives.
- › **Credit lines and the private sector as key agents.** A considerable part of financing linked to changes in land use is related to activities that cause emissions. These activities may or may not be related to the private sector. In any case, it is imperative to be aware of this relationship and verify possible financing alternatives.

## Group 2: Results-based payments for REDD+ and challenges for harmonization

**POINTS OF DISCUSSION:** What strategy for ensuring a sufficient volume of funds for results-based payments is being considered by countries? Challenges, risks and opportunities and legal issues to be considered (harmonization of mechanisms, ownership, accounting for emissions).

### KEY MESSAGES

#### Two main problems were identified:

- › **Results-based payment is a new tool.** It is clear that Official Development Assistance (ODA) has thus far not been functioning in accordance with the same principles. What we have at present is the “worst of both worlds” where besides the customary demands placed on traditional ODA there is the demand for results. The emerging result-based payments options are very demanding and it is not clear that these are attractive.
- › **The coordination of support for the Decision of the CP19 is not being achieved.** The current scheme is fragmented with various donors with their own demands and that are often different from the Warsaw Framework under the UNFCCC. The UNFCCC states that the PF REDD+ should designate entities for receiving results based payments, the Green Climate Fund opens up a path for accreditation and these two processes should be coordinated but there are many other financing sources such as FCPF-CF and REM.

#### Possible policies for facilitating solutions:

- › **Countries should create efficient structures for safeguarding national and international funds.** Financing from national resources is key to ensuring sustainability. The use of a single tool at the national level can be more efficient but the challenge is to comply with the requirements of the various financing sources. It should also be ensured that this tool facilitates the channeling of resources towards activities in the field.
- › **Achieving coordination of support within the emerging framework is the responsibility of REDD+ countries.** This consideration includes setting clear objectives and creating a functional structure. The countries should spell out their needs, and take into account which options are cost-effective and which are not. In this regard, the importance of a general financing framework is paramount, and for many countries this is defined in the REDD+ strategy.
- › Faced with the challenge of how to initiate the process and ensure necessary investment for achieving results or passing through “death valley” without access to ex ante financing, **the UNFCCC has established that there has to be ex ante support.** There can be an advance payment, not all the funds should come at the end. Some examples are the agreement with Norway with the associated policy milestones (Peru) and the FCPF with its advance payments of up to 20 per cent.

## SESSION 06

# Lessons Learned Regarding the Preparation of Forest Reference Emission Levels and the Technical Annex for Access to Financing

Panel with delegates from Brazil, Mexico and Peru  
Moderated by Lucio Santos, UN-REDD Programme

### GUIDING QUESTIONS

1. What lessons have been learned during the preparation and presentation of the FREL proposal?
2. What technical challenges have been identified regarding the inclusion of new areas, activities?
3. What steps and what challenges are taken into account in preparing the technical annex for facilitating access to results-based payments?

### KEY MESSAGES OF THE PANEL PRESENTATIONS

 Brazil

**ALEXANDRE SANTOS AVELINO**

*Ministry of the Environment*

Brazil submitted its FREL to the UNFCCC in June 2014 followed by what they termed “a very intense but fruitful process of technical revision and dialogue.” The main lesson learned was that technical coordination and institutional coordination should go hand-in-hand to obtain better results.

With regard to additional activities, the Amazonian and Cerrado biomass make up 90 per cent of emissions. In addition to the FREL for deforestation, Brazil will make a Reference Level for degradation for the Amazon. The main challenge identified is technology for monitoring by satellite.

With regard to the technical annex, the first step is the formulation of the FREL. While Brazil does not perceive considerable challenges in this connection, it recognizes that the BUR has called for significant institutional coordination.

 Colombia

**EDERSSON CABRERA**

IDEAM

The FREL was submitted on December 15, 2014. Among the main lessons learned, Colombia wishes to draw attention to the following:

1. The importance of consistency between reports, GHG communications and BUR, through a unified strategy for generating data through the NFMS as a unique source of data for all these reports.
2. Colombia incorporated national circumstances and political decisions (including those potentially deriving from the signing of a peace process) that could affect deforestation and as a result “it is possible to incorporate national circumstances into the formulation of the FRELs”.

For Colombia, the main challenge has been institutional coordination and links between the REDD+ strategy, the Colombian Strategy for Low Carbon Development, national policies for reducing deforestation and institutions relating to each of these strategies.

The sub-national approach with five biomasses will allow Colombia to continue to take steps with regard to the national FREL. The UN-REDD Programme will work on preparing the roadmap for the integration of the reference levels. The FREL that has been submitted only includes deforestation but this year it intends to incorporate forestry degradation. Regarding other gases, the issue of forest fires has also been considered important and its inclusion is a priority.

With regard to these points, the main challenges are related to processes for quality control and the evaluation of results which will be key in results-based payment mechanisms. An additional challenge is the definition of forests: many experts are calling for making a change to an approach based on “use” rather than based on cover, and this could have an impact on all reports that have been drawn up until now, for FRA, BUR, national communications, FRELs etc.

At the end of 2015, Colombia aims to formally present the first BUR and it is anticipated that in 2017 it will present the technical annex with the second BUR.

 Mexico

**JORGE MORFÍN**

CONAFOR

Mexico presented its reference levels in December 2014 and highlights that “the revision process has been very interactive and gave valuable commentaries for improving and preparing the technical annex.”

Among the main lessons learned, Mexico wishes to draw attention to the following:

1. The experience of the last five national communications has shown that it is key that the capacities regarding the NFMS and the construction of reference levels are situated in the same institutions.
2. Much effort has been invested in inter-institutional dialogue and coordination in order to replicate processes, agree on inputs, and carry out quality control, both for the NFMS and the FREL.
3. Consistency between the NFMS and the FREL is essential as is coordination with the BUR. “It is important not to view the reports in isolation”.

In preparing the FRELs, existing data were analyzed and after the review process, participants identified challenges regarding the definition of “forest” that was to be presented—in addition, any modification to the FREL would have to be reviewed again in agreement with the institutions involved and if, in the process of the recalculation, the figures were to change substantially, a justification would have to be provided, and it would be necessary to update all the reports that are interconnected.

In 2016, Mexico hopes to have an initial assessment of the results of the FREL evaluation. It is still being evaluated whether at the end of 2016 in the BUR, both the FREL and the technical annex will be presented.





## Peru

### CLAUDIA OCHOA

*Ministry of the Environment*

Peru is currently preparing the proposal and methodology for presenting FRELs in the COP 21 for the Amazonian biomass and which will be updated in some years for the Coast and the Sierra regions. In this process the main lessons have indicated that coordination should include technical and political dimensions and that coherence and consistency is important when various reports are involved. In the case of Peru, the FREL is the point of departure and generates inputs for the National Strategy, INDCs, BUR, etc.

The greatest challenge identified has been to institutionalize MRV processes to ensure that they are maintained over time and in a manner consistent with political changes given that they also support information for results-based payment arrangements.

In terms of building upon these efforts, the country authorities have identified a further challenge in terms of integrating degradation, a state of affairs which is attributable not only to methodological considerations but

also to the data required, not to mention the incorporation of additional areas beyond the Amazonian biomass, which raises important political issues. An additional challenge has to do with the task of integrating reductions that have been taken into account with other methodologies, and maintaining consistency.

With regard to the technical annex, Peru recognizes that it will take a couple of years to present this: however, Peru has a results-based payments mechanism in place with Norway and Germany and should demonstrate reductions while preparing the FREL, which are preparatory steps for the annex.

### Guest Expert

#### WALTER OYARZABAL,

*UNFCCC Technical Reviewer for Brazil*

The expert summarized the main points taken into account during the review of Brazil's FREL, such as:

- The degree of information sent, the consistency of the FREL and the GHG Inventories; and how the historic data was used for the FREL;

- It is important that the information be transparent, consistent and as accurate as possible; and it is also important that all the necessary information for the reconstruction of the FREL be available;
- The countries that present the FRELs have to be mindful of the fact that political decisions will be kept out of the technical evaluation;
- In the event of significant activities and pools that have not been included, Brazil should justify their omission.
- The use of the country's own definition of forests; and if there is a different definition (for REDD+) then this needs to be indicated from the technical point of view. It is important to have the same definition for the FREL and for the inventory, and if that is not the case, then any differences need to be accounted for.

In summary, Oyarzabal emphasized that Brazil constructed its FREL on the basis of robust technical installed capacities (it had in place carbon maps, allometric equations, information about changes in land use, etc.). For countries lacking this wherewithal, internal and technical capacities need to be strengthened so that they can prepare their reference levels.

Moreover, he praised Brazil's FRELs for being simple, transparent, well structured, with a document that is concise but complete (including information that was necessary for the main text and annexes); and termed as excellent the exchange, the mechanism for consultation

with the various technical units and the revision of successive drafts. The interaction generated a new version of the FREL of an even higher standard.

"The decisions of the COP are wise as they allow countries to take one step at a time, for example beginning with a subnational/biomass—one activity, and they need not even include all the pools, and just one gas (CO<sub>2</sub>) while setting out in the FREL how in the future improvements will take place and encompassing the whole of the national territory and other activities," said Oyarzabal.

#### Guest Expert

**MARIEKE SANDKER,**

FAO

The expert set out the main challenges that are likely to be faced in preparing the technical annex of the BUR and its relationship with the FREL, including the following:

- It is important to obtain accurate data (with a sufficiently acceptable level of uncertainty) for the results presented in the annex; in addition it is also necessary to have accurate data on degradation in particular.
- It is important to be able to maintain consistency with results and the FREL as pointed out by Mexico, in passing from an external consultative process to a more institutionalized process, which helps to maintain consistency.

## KEY MESSAGES

- › It is of the essence to construct the FREL with domestic technical installed capacities. It is imperative to create/strengthen capacities in institutions with responsibility for monitoring forests and reference levels which will enable the country to respond to technical reviews and improve the FREL by stages, and with a vision that encompasses short-term, medium-term and long-term needs.
- › Inter-institutional coordination should take place both at technical unit level and in political decision-making.
- › There should be cohesion between the FREL, NFMS (National Forest Monitoring System) and GHG Inventories given that the data for the construction of the FREL comes from the NFMS.
- › Some additional challenges include the integration of the sub-national FREL in a national FREL and the inclusion of activities transcending deforestation (degradation and others) as well as national agreements concerning the definition of forests and the internal synchronization with the various reports.
- › In order to give institutional status to Measurement, Reporting and Verification processes, and to ensure their continuity, it is necessary to establish clear and consensus-based regulations and protocols between institutions linked at the governmental level.

 Additional information concerning decisions that are relevant for the UNFCCC regarding the NREFs.



# SESSION 07

# Safeguard Information Systems

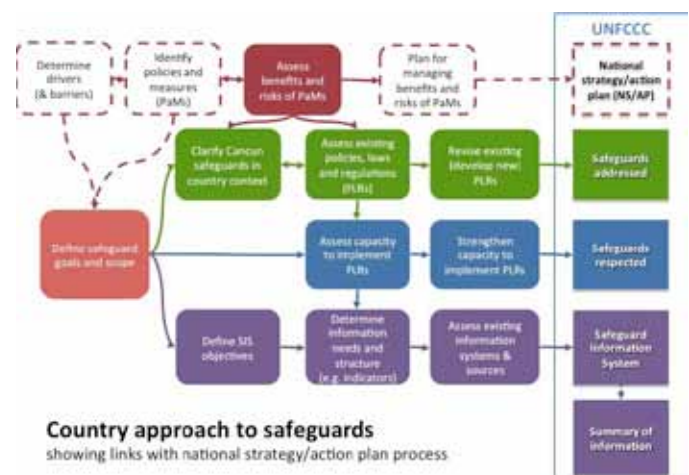
Introductory presentation and thematic work group  
Moderated by Daniela Rey, Global Expert, Climate Law & Policy

Presentation by  
**STEVEN SWAN,**  
*Safeguards Global Expert, UN-REDD Programme*

The presentation emphasized how the safeguards under the Convention encompass an extensive spectrum ranging from matters relating to governance and social and environmental concerns to the mitigation of risks. However, there are three main points that countries need to take into account regarding UNFCCC requirements:

1. Promoting and supporting the Cancun safeguards throughout the entire process of REDD+ implementation.
2. Having Safeguard Information Systems (SIS) that offers information about how the country is tackling and complying with the Cancun Safeguards.
3. Presenting a summary of information concerning the approach to and compliance with safeguards with a view to gaining access to results-based payments.

In order to support countries with these requirements, the UN-REDD Programme has developed the Country-Led Approach to REDD+ safeguards (see diagram) which indicates in a general manner the necessary steps and



SOURCE: UN-REDD

components, including evaluations of the country's approach to and outlook on safeguards. In summary, these include 1) existing policies, laws and regulations (green colour) 2) institutional capacities and arrangements for implementing and complying with safeguards (blue) and 3) information systems and sources (purple).

See presentation [🔗 Session 7. Safeguards, Steven Swan.](#)



## WORK GROUPS, KEY POINTS AND CONSIDERATIONS

### Legal/institutional issues to be addressed in approaching and complying with the Cancun Safeguards

- The main objective should be the cross-cutting application of the safeguards in the REDD+ action plan or national strategy.
- The legal framework is the first element that should be analyzed and it is also important to clarify the concept of safeguards and the meaning of each of these safeguards for the country in question.
- It should be borne in mind that the measurement, evaluation and reporting of certain safeguards is very complicated and at the initial stage it may be advisable to have in place a few indicators of the general structure.
- With regard to the SIS, it is necessary that this be a flexible system. With regard to the response mechanism, should this be a component of the SIS or part of another mechanism and linked?

- Inter-institutional coordination is key for the construction of the SIS although it poses a challenge due to the mandates and roles of the institutions involved.
- The key steps in the construction of the SIS should be participatory and transparent, incorporating relevant stakeholders and mainstreaming gender perspectives.
- Finally, safeguards should be linked to communications strategies and tailored to the national context in order to enhance comprehension of the underlying issues involved.

### Technical and financial considerations for preparing and implementing the SIS

- Countries in Latin America and the Caribbean are going through different stages: before moving ahead, it is important to understand that there is no uniform consensus regarding safeguards.

## South-South Exchange Report

- The current challenge is to have in place clear information regarding what kinds of data should be reported; and how safeguards provide information to the REDD+ national strategy, and vice versa.
- It is very important to decide if the approach is national or sub-national and to contrast national objectives with the SIS. What are the precise objectives for monitoring and reporting?
- The UNFCCC insists on the safeguards system, which poses a challenge in terms of consistency when faced with the task of harmonizing the requirements associated with the safeguards entailed by other initiatives.
- An additional challenge is how to optimize existing information in various countries; Will countries develop existing systems or create a new safeguards system? In this regard, the conclusion was reached that it is vital to have in place just one system for providing such information instead of creating a separate mechanism for each system. This system should be flexible and allow for gradual improvements.
- The SIS generates many expectations, especially in civil society and consequently it is important to conduct an analysis of what needs this safeguards system is intended to meet.
- The participatory process in the design and compilation of information for the SIS is crucial.
- With particular reference to the structure of this information system, participants considered it essential to analyze what types of information can be generated by other existing initiatives or processes such as the NFMS.
- With regard to financing, it is crucial to ensure the sustainability of the SIS in accordance with its structure.

### Preparing information summaries in accordance with the SBSTA 42 decision

- Many countries in the region are studying the decision and thinking how to prepare their summaries.
- In the first instance, it is necessary to evaluate the national legal framework as well as specifying REDD+ activities and subsequently evaluating how these are linked with the safeguards.
- At the same time, an analysis of policies, laws and regulations is required, as is defining the scope for the

summary, and considering what types of information are in place, which requirements must be met and what implications this has for the future.

- It is worth noting that the summaries continue to improve over time with a gradual approach.
- In accordance with the experience of Brazil, it is necessary to identify what information goes into the SIS and what information might or not be in the SIS, in order to include necessary information in the summary.
- The validation and dissemination of safeguards among the various stakeholders is a key concern.
- Finally, countries consider that many challenges must be addressed regarding how to use and include information from various initiatives (eg, SESA) for the safeguards summary.

### Perspectives of civil society and indigenous peoples relating to safeguards

- While there is undoubtedly a legal umbrella in terms of international conventions, the degree of progress and recognition of indigenous peoples is far from being uniform in countries throughout the region.



- However, a consensus does exist regarding the importance of participatory processes and consultations with indigenous peoples and civil society at all stages of REDD+ (design, implementation, and decision-making).
  - Opportunities are available for strengthening capacities with regard to rights, organization and participation so that indigenous peoples can address REDD+ issues on an equal footing.
  - The biocultural and universal relationship can be brought to bear on the safeguards in a more context-sensitive manner.
  - An important opportunity exists whereby current community strategies and activities regarding forestry can be strengthened through REDD+ strategies.
- In presenting REDD+, there is a disconnect between the forestry technical aspect and how the latter aspect generates social benefits for indigenous communities.
  - In indigenous communities, forestry safeguards have been developed over the last 500 years but it is not clear how these activities are translated or taken up at the national or international levels.
  - Social organizations and indigenous communities should be encouraged throughout to engage in extensive participation in REDD+ activities and decision-making in REDD+ projects.

## KEY MESSAGES

- › The interpretation of the concept of safeguards and each of the Cancun Safeguards is critical in order to make progress in providing responses for the requirements of the UNFCCC safeguards.
- › With regard to the relationships between the pillars of the Warsaw Framework, there is a clear link between the national strategy and safeguards in three areas: 1) in defining the scope of the safeguards, it is necessary to consider the country-led REDD+ approach as formulated in the national strategy; 2) in the development and design of the SIS that should provide information in the context of the implementation of REDD+ activities; and 3) in the information summary that will explain the approach taken with respect to, and compliance with, safeguards in REDD+ activities.
- › Finally, the involvement of civil society and indigenous peoples is vital to the formulation of the safeguards, the design and implementation of the SIS and the information summary.

SESSION  
**08**

# Progress in the Implementation of the Warsaw Framework Regarding the National Forest Monitoring System (NFMS)

Panel with delegates from Chile, Colombia, Honduras and Paraguay  
Moderated by Serena Fortuna, UN-REDD Programme

## GUIDING QUESTIONS

1. What is the contribution of the NFMS to other components of the Warsaw Framework?
2. What data and inputs are necessary?
3. What challenges confront countries with regard to the NFMS?

## KEY MESSAGES FROM PANEL PRESENTATIONS

 Chile

**OSVALDO QUINTANILLA**

CONAF

- In relation to the links between the NFMS and other components of the Warsaw Framework, Chile's National Climate Change and Vegetational Resources Strategy (ENCCRV) encompasses the system for accounting for carbon and metrics for environmental services.
- The emphasis of the REDD+ strategy and the FREL is on

degradation and this entails technical challenges on account of geographical and technological factors.

- It is expected that the NFMS will also play a role in monitoring performance in factors that are not only environmental but also social, and related to safeguards.
- Regarding inputs required the main are the forestry inventories in implementation led by various institutions and that require additional analysis, in addition to information relating to national inventories and the AFOLU sector as conducted by the Ministry of Agriculture.

- Some of the main challenges are related to improving systemic interoperability both among and within institutions.
- In addition, the NFMS operation should be formulated in a regulation that includes processes, roles and governance so that this exercise can take a permanent form and be financed over time.

[See presentation](#)  [Sesison 8. Chile](#)

## Colombia

### **EDERSSON CABRERA**

*IDEAM*

- Colombia's Forests and Carbon Monitoring System was established formally in 2012 and has involved early warning systems for reducing deforestation and associated emissions.
- The National Strategy establishes the roadmap for the MRV System in the country with three pillars: the NFMS, the forestry inventory and the inventory for greenhouse gases.
- The definition of forests is fundamental as it allows for consistency among various reporting systems (for Colombia this definition has many exclusions).
- The NFMS is built primarily on remote-sensing systems but with a semi-automated methodology, and annual reports are being produced.
- The FRELs are prepared primarily on the basis of information generated by the NFMS.

## Honduras

### **JORGE LUIS SANTOS,**

*Forestry Monitoring Institute*

- Honduras is seeking to create a sustainable NFMS that generates methodologies and information for decision-making.
- With regard to the various components of the Warsaw Framework, the NFMS is a component of the system and contributes the main inputs for the FREL and for generating planning inputs for the national strategy or Action Plan.

- Equally, for data collection in the field, steps are being taken to engage communities; whereas in regard to safeguards, efforts are being made to embody respect for the rights and knowledge of indigenous people, while generating information required for maintaining and improving the multiple functions of forests.

- Municipal forestry atlases are being created for the purpose of helping with strategic planning at the local level, and from the point of view of dissemination, a public information geoportal is being created.

- Coordination in institutional planning in the short-term and long-term in identified as the main challenge, as well as ensuring that financial resources are available for making the system operational.

[See presentation](#)  [Sesison 8. Honduras](#)

## Paraguay

### **DAMIANA MANN**

*INFONA*

- The NFMS provides primary information regarding activity data and emission factors required for the construction of the FREL, the GHG Inventory (USCUSS sector), for the Third National Communication and the BUR.
- In Paraguay the NFMS will be included as a tool for Political Actions and Measures for the REDD+ National Strategy.
- Furthermore, the NFMS, through the National Forestry Information System, which includes the National Forestry Inventory and the Satellite System for Land Monitoring, can provide information for the SIS.
- With regard to the National Forestry Inventory (IFN), the collection of field data is a challenge that must be addressed when determining national emission factors.
- Legal issues related to jurisdictions also pose challenges in terms of the institutionalization of the IFN for providing sustainability for the process.

[See presentation](#)  [Sesison 8. Paraguay](#)

## KEY MESSAGES

- › In summary, it should be emphasized that the preparation and implementation of the NFMS is a continuous process of improvement that has to be sustainable over time in order to continue to show REDD+ performance in the country.
- › **Functions and important points of the NFMS with regard to REDD+:**
  - Supporting decision-making and the preparation of the REDD+ strategy (e.g., identifying priority areas);
  - Demonstrating the performance of the REDD+ strategy (and/or national forestry policies) so that this represents a basis for obtaining results-based payments, with data that is both robust and transparent;
  - Generating data necessary for constructing National Forest Reference Emission Levels (GHG Inventories and others) and contributing to maintaining consistency among reports (National Communications, BUR, FRA etc).
- › **Possible points of relationship between the NFMS and the SIS:**
  - Supporting reporting data regarding safeguards on reversion and displacement of emissions;
  - Contributing to achieving the support of communities and small producers in decision-making;
  - Improving access to information for the public and decision-makers (geoportals).
- › **Pending challenges**
  - Technical challenges and the importance of continuing to strengthen national monitoring capacities and ensuring a permanent pool of trained human resources within governments/stakeholders.
  - Inter and intra-institutional coordination to improve the interoperability of existing systems and allowing for the exchange and use of data.
  - Financial sustainability that necessitates the coordination of monitoring activities with budgetary planning and institutional operational plans to achieve national financing.
  - Participation and outreach with the owners of forests through community monitoring and the dissemination of the NFMS and its relevance to the various sectors.

## SESSION 09

# Analysis of Challenges for the Implementation of the Warsaw Framework for REDD+

Conclusions of thematic work groups summarizing the main challenges faced by countries

### Challenges concerning the relationship and sequence of components and progress

- The UNFCCC guidelines should be contextualized in each country and, according to emerging challenges, the solutions posed will be different.
- It is the countries that should define their vision of REDD+ and demonstrate benefits that transcend forestry concerns. The National Strategy is the umbrella group for the various pillars of the REDD+ process.
- There is no single way of sequencing the various components given that countries display various levels of progress in the various pillars.
- It is necessary to institutionalize preparatory processes and define the legal framework for REDD+.
- An additional challenge is to achieve the sustainability of REDD+ processes with national and international resources.

### Implications of various NREF options

- In some cases, the various options of results-based payment can be more demanding than the UNFCCC in a number of requirements and this is a disincentive to participation by countries.

- The rules in general are imposed more than agreed, (eg, review mechanisms, calculation or construction of the NREFs).
- Countries should have joint discussions and positions for discussions with donors instead of this process heading in the opposite direction.
- It is necessary to define how to articulate market and non-market mechanisms and the potential implications for the development of Reference Levels.

### How to maintain consistency with regard to results-based payments

- Not all of the components of the various mechanisms are coherent and consistent. Transcending the issue of Reference Levels, the greatest inconsistencies found by countries are as follows:
  - › The methods and mechanisms for the transfer of resources<sup>1</sup> are various and not all of these are aligned with the UNFCCC; under the UNFCCC, matters pertaining to price, accounting rules (uncertainty, risk of reversions), timeframes/payment schedules (percentage ante versus ex post) still have to be defined.



- › The FCPF introduces the requirement of transferring ownership regarding reductions of emissions while the UNFCCC does not have this requirement and mentions explicitly that the results report in the information hub does not create rights or obligations of any kind<sup>2</sup>.
- › There is a duplication of reports and MRV for the various financing systems (eg, UNFCCC and REM)
- › There are inconsistencies regarding safeguards and differences with the FCPF and also regarding the distribution mechanism for benefits that is voluntary under some systems and obligatory under others.
- › While the UNFCCC talks about working together to channel resources in a manner that is appropriate, predictable, equitable and balanced<sup>3</sup>, bilateral agreements have been negotiated without clear or transparent rules equally applicable to all countries.
- › Nor does clarity exist regarding phases combining preparatory requirements with results-based payments.
- These inconsistencies have consequences: 1) Increasing transaction costs in such a way as to complicate countries' efforts to participate in results-based payment schemes; 2) Reducing the credibility of REDD+ as an international mechanism and lowering trust in the UNFCCC process which in its turn reduces the incentive to participate.
- As one possible solution for eliminating these inconsistencies, participants considered the idea of aligning the requirements and processes of all results-based payments with the processes and criteria for the Green Climate Fund. Proposals have been made for attempting to establish regional positions for sending to the Green Fund and approaching experts to resolve these discrepancies. With this objective in mind, conducting a study for dealing with such inconsistencies was deemed to be a helpful course of action.

## Financing

- Discussions initially took place regarding the expectations of social stakeholders from the initial phases of REDD+ which reminded us that the REDD+ phases are not sequential but iterative, thereby adding complexity to the process and posing a challenge for the countries concerned.
- Ex ante support is required to channel actions that result in tangible benefits for local stakeholders.
- The REDD+ bubble must be broken in order to coordinate

a country's supply so as to mobilize funds and in order to make progress towards a jointly responsible relationship between donors.

- The national supply must be coordinated in order to facilitate a transition to a low-carbon economy, by integrating and linking policies.
- Negotiations should include stakeholders operating on the basis of a State policy agenda in order to enhance the political status of REDD+.
- The linkage with the private sector is a complex issue that calls for consideration in a separate workshop. Relevant stakeholders should be clarified as to their roles. It is vital to speak a language that is accessible to the private sector from the productivity standpoint.
- Given the complexity of the subject, a specific workshop on financing is considered necessary.

## Participatory processes in relation to the Warsaw Framework

### Challenges identified:

- How to ensure that stakeholders are truly representative in the eyes of their peoples and communities and how to ensure that information reaches the grass-roots.
- Participation costs and requirements.
- How to guarantee effective compliance with rights to participation.
- Intersectoral participation remains at technical unit level yet fails to reach the level of the ministers at other ministerial portfolios.

### Solutions and opportunities:

- A clear stakeholder engagement plan is necessary.
- Foster participatory laws.
- Anchor commitments at the local and regional levels.
- Timely back-up from United Nations agencies is advisable.
- The strengthening of the participatory legal framework is necessary.
- Work on consolidation from the grass-roots level.
- Participants called for a regional workshop regarding the participation of indigenous peoples.

1. Decision 9/CP.19 mentions "Ways and means to transfer payments for results-based actions as referred to in decision 1/CP.18, paragraph 29.

2. Decision 9/CP.19 "Notes that the insertion of results on the information hub does not create any rights or obligations for any Party or other entity".

3. Decision 9/CP.19 mentions "to collectively channel adequate and predictable results-based finance in a fair and balanced manner, taking into account different policy approaches, while working with a view to increasing the number of countries that are in a position to obtain and receive payments for results-based actions".

SESSION

## 10

## Conclusions

Countries in Latin America and the Caribbean acknowledge significant progress made in terms of acquiring expertise and recognize the importance of the exchanging of lessons learned and experiences. In particular, a group of countries, including those that have made significant progress, believe that sufficient maturity is now in place to work with block proposals, to be more proactive and to seek solutions to common challenges to be addressed in implementing the Warsaw Framework along with various results-based payment mechanisms.

Countries stressed the need, from the national point of view, to find consistency and coordination especially in the financial area and regarding the requirements of the various results-based payment mechanisms. In this area, emphasis was given to the importance of seeking common positions, formulating challenges, and working jointly with countries, civil society and organizations involved.

To this end, various participants considered the need to work on a South-South Cooperation strategy transcending issues of capacity-building and the exchanging of lessons learned, by working on joint positions that make it possible

to address existing challenges faced with organizations such as the UNFCCC and donors.

Participants identified the need to pursue exchanges, develop expertise, and embark upon strategies for addressing various specific issues: financing, legal aspects of REDD+ and securing the involvement of the private sector and the participation of indigenous peoples.

The challenge of coordinating the strategy of South-South cooperation was raised from the methodological standpoint with a view to meeting the needs of the countries that require greater capacity-building together with those that seek to work on joint positions to address challenges with agencies and international stakeholders. In this regard, the UN-REDD Programme is positioned to play a major coordinating and catalyzing role, thereby promoting the leadership of various interested countries.

With regard to countries undergoing the initial stages of REDD+, the schemes of cooperation could include work in differentiated groups and exchanges and systems of “mentoring” between countries concerning specific issues.

## KEY COMMENTARIES FROM PARTICIPANTS AT THE CONCLUSION SESSIONS

*“Working with block proposals is an option, and we have achieved the level of maturity required to work in this way”.*

*Jorge Torres, Peru*

*“The workshop has provided a level of information and participation, taking into account that significant uncertainty exists. There are very significant challenges ahead, we haven't yet found all the answers but at least the questions are now clear for us”.*

*Oswaldo Quintanilla, Chile*

*“More than sharing lessons learned is the fact that this is an important forum so that synergies regarding regional positions can focus on the common challenges that we are facing”.*

*María del Carmen García, Ecuador*

*“We require a South-South cooperation strategy for Latin America and the Caribbean that is more programmatic. It is important to have a workshop on financing, as this will be a key issue after Paris so that countries are really ready to implement REDD+”.*

*Leandro Fernández, Argentina*

*“I want to recognize the quality of the event as well as the exchange and to highlight two words that keep on coming up—namely, consistency and coordination, especially in the financial area as well as the importance of finding common ground”.*

*Zenia Salinas, FCPF*

*“This has been a true South-South dialogue that our teams have been able to follow thanks to the live broadcast. It is clear that we share problems in common, and logically therefore, we must endeavour to identify common solutions”.*

*Roberto Portillo, Honduras*

*“The Quito workshop was positive in terms of observing the progress made by the countries and this one to see the degree of coordination between the various pillars. The process is not easy but, provided we can coordinate challenges between countries, civil society and organizations involved, we can work together”.*

*Josefina Braña, WWF*

# Annexes

## **ANNEX 1**

### **Links to additional workshop documentation**

Additional workshop materials, including agenda, lists of participants and presentations, are available in the UN-REDD workspace ([www.unredd.net](http://www.unredd.net)) through the following link:

<http://bit.ly/1LWsRL1>

## **ANNEX II**

### **Acronyms and Abbreviations**

<b>ANAM</b>	National Environmental Authority (now Ministry for the Environment)
<b>ATPA</b>	Productive Transformation Agenda of the Amazonia (Ecuador)
<b>BID</b>	Inter-American Development Bank
<b>BM</b>	World Bank
<b>CC</b>	Climate Change
<b>CLPI</b>	Free, Prior and Informed Consent
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>CONAFOR</b>	National Forestry Commission (Mexico)
<b>CONAM</b>	National Council for the Environment (Peru)
<b>CONAP</b>	National Council for Protected Areas (Guatemala)
<b>COP</b>	Conference of the Parties
<b>CPI</b>	Climate Policy Initiative
<b>DyD</b>	Deforestation and Degradation of Forests

<b>EN REDD+</b>	REDD+ National Strategies
<b>ENCCRV</b>	National Strategy for Climate Change and Vegetational Resources in Chile
<b>FAO</b>	Food and Agricultural Organization of the United Nations
<b>FAPI</b>	Federation for the Self-Determination of Indigenous Peoples (Paraguay)
<b>FCPF</b>	World Bank's Forest Carbon Partnership Facility
<b>FIP</b>	Forest Investment Programme
<b>NREFs /FRELs</b>	Forest Reference Levels / Forest Reference Emission Levels
<b>GHG</b>	Greenhouse Gas
<b>GCP</b>	Green Commodities Programme
<b>INDCs</b>	Intended Nationally Determined Contributions
<b>INF</b>	National Forestry Inventory
<b>INFONA</b>	National Forestry Institute (Paraguay)
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>MADS</b>	Ministry of Environment and Sustainable Development (Colombia)
<b>MAE</b>	Ministry of Environment (Ecuador)
<b>MAGAP</b>	Ministry of Agriculture, Livestock, Aquaculture and Fisheries (Ecuador)
<b>MINAM</b>	Ministry of Environment (Peru)
<b>MIRI</b>	Mechanism for information and the response to inconsistencies (Costa Rica)
<b>MRV</b>	Measurement, Reporting, and Verification
<b>NAMAs</b>	Nationally Appropriate Mitigation Actions
<b>PNUD</b>	United Nations Development Programme
<b>PNUMA</b>	United Nations Environment Programme
<b>PSA</b>	Payment for Environmental Services
<b>REDD+</b>	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries.
<b>REM</b>	REDD+ Early Movers
<b>R-PP</b>	REDD+ Readiness Preparation Proposal
<b>SEAM</b>	Secretariat of Environment (Paraguay)
<b>SENPLADES</b>	National Secretariat of Planning and Development (Ecuador)
<b>SERNA</b>	Secretariat of Natural Resources and Environment (Honduras)
<b>SES</b>	Social and environmental standards
<b>SESA</b>	Strategic Environmental and Social Assessment
<b>SIS</b>	Safeguard Information System
<b>SNMB</b>	National System for the Monitoring of Forests
<b>tCO<sub>2</sub>eq</b>	Equivalent to a metric ton of CO <sub>2</sub>
<b>URE</b>	Emission Reduction Unit
<b>WWF</b>	World Wildlife Fund



# UN-REDD PROGRAMME



Food and Agriculture  
Organization of the  
United Nations



Empowered lives.  
Resilient nations.

The United Nations Collaborative Programme on Reducing  
Emissions from Deforestation and Forest Degradation  
(REDD+) in Developing Countries

[www.un-redd.org](http://www.un-redd.org)