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Support to National REDD+ Action: Global Programme Framework 2011-2015 Work Plan and Budget Revision 2015 Call for SNA 2015 budget priorities: Comments received and responses

UN-REDD PROGRAMME TWELFTH POLICY BOARD MEETING

7-9 July 2014 Lima, Peru

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Support to National REDD+ Action: Global Programme Framework 2011-2105 (SNA)

Call for SNA 2015 budget priorities: Comments received and responses

10 March: Call for SNA 2015 budget priorities circulated to Policy Board members and observers

26 March: Follow-up e-mail reminder

31 March: Deadline for comments/inputs (80 days before the twelfth Policy Board meeting)

SNA Outcome	Comments received from Policy Board (from & date)	Response from UN-REDD participating UN agencies and Secretariat
Outcome 1: REDD+ countries have systems and capacities to develop and implement MRV and monitoring	 1.2 - MRV - No mention of programming as part of the capacity building for MRV/NFMS in countries that includes Indigenous Peoples and Local Communities where appropriate. Per the UNFCCC Cancun safeguards, they have a right to "full and effective" participation, which I interpret (and many others) that they need to be included in a meaning full way. FAO needs to do a better job of engaging them in this set of activities and there is budget there. <i>Comment from Chris Meyer, CSO Rep, e-mail, 31 March (10:21 pm, Geneva local time)</i> MRV: MRV is a very important delivery piece for the UNREDD as confirmed by Policy Board members. However, they must conform to the MRV requirements approved by the UNFCCC. Further, PNG believes it is important to coordinate with ongoing activities and again be based on country requests for consistency with the UNFCCC. Accordingly, we would appreciate those elements to be further elaborated on the forthcoming draft including a template of specific services, countries willing to participate, and per-country budgets. <i>Comment from PNG, e-mail sent by Federica Bietta, Attachment letter/comments signed by Kevin Conrad, 1 April 2014 (5:51 am Geneva local time)</i> 	 The inclusion of indigenous peoples in the forest monitoring activities taken into account while designing the National Forest Monitoring System (NFMS). In that regard when those activities are taking place in the indigenous peoples' lands they are fully informed and participate in the activities. This will be continued and enforced. As a recent example, indigenous peoples of Panama are full and effectively participating in the NFI activities that are taking place in their lands, including the development of special protocols for collection of additional information and treatement of material collected for botanical purposes Civil society and indigenous peoples' interests have been included and some representatives have attended some of the regional NFMS workshops (e.g. Tebtebba representative attended in Asia, training courses on AE attended by FAPI in Paraguay) The specific country allocations are made upon request and are associated to target support request as well as

Comments from the Policy Board and response per SNA Outcome:

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		backstopping support. Therefore it can only be specified a posteriori, but not a priori. A main priority is the alignments with UNFCCC provisions and IPCC guidelines and guidance. This is the reason for supporting the NFMS as one of the requirements of the Cancun Agreements is to allow such a system to produce carbon estimates suitable to be measured, reported and verified (MRVied)
Outcome 2. Credible, inclusive national governance systems are developed for REDD+ implementation	 2.1 – Participatory governance – There has been the request from southern CSOs and IPOs to be funded to do independent 3rd party parallel reporting or analysis once programs finish. If there are programs that are finishing in the fiscal year, piloting some type of independent reporting or analysis of a national program is needed. Comment from Chris Meyer, CSO Rep, e-mail, 31 March (10:21 pm, Geneva local time) 	Some dimension of this comment applies to National Programmes rather than to this specific outcome. In accordance with the rules and procedures of the three participating agencies, all National Programmes are subject to an external independent evaluation. The TORs clearly indicate CSOs and indigenous peoples as a main stakeholder group that the evaluators need to engage with in the absence of any other counterpart so as to avoid hindering their inputs and expression of opinions. The UN- REDD Programme Secretariat would be happy to review the TORs with the CSO representative to the Policy Board and to strengthen this dimension should there be any further scope for this. Furthermore, the annual reports as per previous Policy Board decision now provide for a space for CSO/ indigenous peoples members of the National Programme steering committees or programme executive boards to provide their inputs on the report in a fully separate section. The secretariat will also be happy to review this with the CSO/indigenous peoples members of the Policy Board and further strengthen it as necessary.

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Outcome 6. Green economy transformation and REDD+ strategies and investments are mutually reinforcing	 6.3 – Green Economy – Rather than supporting pure REDD "pilot projects", that would sell into a VCS market for example, let's shift the focus to a broader scope to highlight and support "community forestry enterprises." Unless we are understanding a "project" to be a jurisdiction or above, UNREDD program shouldn't be subsidizing nor promoting REDD "projects". Let's look for those activities, such as community forestry enterprises, that will provide the foundation for any REDD system to be successful in the long run. Not the business model for REDD "projects". I can provide more detail if needed. <i>Comment from Chris Meyer, CSO Rep, e-mail, 31 March (10:21 pm, Geneva local time)</i> 	 The focus of Output 6.3 of the Green Economy work is about transitions at the national level and on public policy, and not on REDD+ pilot projects. The wording of the indicator has been adjusted to better capture this linkage of REDD+ into transformational green economy policies at the national level.
	 Green Growth: Beyond a couple of PowerPoint presentations and meetings, PNG is not aware of a single REDD+ country that has endorsed plans under this program that effectively integrate REDD+ into a widely adopted plan for a Green Economy. Of course, PNG and the Dominican Republic, for example, have independently done so. Therefore, while we strongly support this concept, PNG does not believe that this program should be a priority until such time that previous efforts and financing are retooled and can demonstrate meaningful results. <i>Comment from PNG, e-mail sent by Federica Bietta, Attachment letter/comments signed by Kevin Conrad, 1 April 2014 (5:51 am Geneva local time)</i> 	 Green Growth: DRC, Indonesia and Viet Nam have demonstrated high level political commitment to green economy and in Indonesia especially, the government has demonstrated the cornerstone role that REDD+ plays in a national green economy transition. The recently published report "Building Natural Capital: How REDD+ can support a Green Economy", resulting from a collaboration between the UNEP International Resource Panel and the UN-REDD Programme, provides further evidence of these linkages, including examples of work in country and recommendations for further integration. Copies of the report will be available at Policy Board 12. Related to establishing a strong business case for REDD+, there is increased country demand for private sector engagement, and the Programme is responding by ensuring that more funds are available for the engagement of the private sector, both as a stakeholder and as a potential source of finance for REDD+, by way of a SNA budget reduction under work area 6 in 2015, and reallocation to output 4.5.

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Outcome 7. UN-REDD Programme knowledge is developed, managed, analyzed and shared to support REDD+ efforts at all levels	 The new activity "REDD+ Academy" was presented to the PB in the workplan and budget of the SNA at the 11th PB meeting in December 2013. The REDD+ Academy activities are included in Outcome 7, under output 7.2 with a budget line of approximately 1.9 million USD. During the last PB it was agreed that a revised concept of the REDD+ Academy would be presented to the PB at the next meeting (ref. Policy Board 11 report section 2d/vi). Norway believes that the success and value added of the REDD+ Academy is fully dependent on an expressed interest at the country level, preferably from those country institutions that are not typical REDD institutions (e.g. environment/forest departments). Getting other sectors - such as finance, planning, and agriculture – involved in the initiative, creates a stronger foundation for national REDD activities and is crucial to the success of the REDD+ agenda including the development of national strategies. <i>Above comments from Norway, Signed by Per Fredrik Ilsaas Pharo, Special Adviser, Emailed and written by Rannveig Knutsdatter Formo, Higher Executive Officer, and Morten Nordskag, 31 March (3:59 pm Geneva local time)</i> 	 In order to ensure that the REDD+ Academy meets the needs of countries and is designed in the most effective way possible – one-day design workshops are being held in each of the regions (7 May for Asia-Pacific, 13 May for Africa, and 29 May for Latin America and the Caribbean). These design workshops will provide feedback on substantive information needed as well as the most effective methodology and design for the Academy. A report from the workshops will be provided to the Policy Board. Until the completion of the design process, no additional budget for 2015 for the REDD+ Academy is being requested. The initial responses from participants attending the regional consultations on the REDD+ Academy in Asia-Pacific and Africa has been very positive and supportive of the idea. Constructive suggestions on the course content were received and are being considered when developing the course structure and content. The regional design workshops echoed the call made by Norway for strong cross-sectoral integration, and for inviting participants from relevant economic sectors.
	• REDD+ Academy: At the 11th Policy Board Meeting, there was a request for a more bottom-up approach to the institution of the REDD+ Academy. In fact, this again seemed another top-down recommendation that was not broadly requested or supported by REDD+ countries. Therefore, we recommend that further inputs are sought at the next Board meeting (PB12) on this issue before any expenditure of funding. <i>Comment from PNG, e-mail sent by Federica Bietta, Attachment letter/comments signed by Kevin Conrad, 1 April 2014 (5:51 am Geneva local time)</i>	 REDD+ Academy: See comments above in response to Norway's comments about the regional design workshops to ensure that this is designed from the 'bottom-up'.

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	 7.2 – information sharing – All for it, but we need to rationalize the medium. UNFCCC went paperless, I'd like to see the UNREDD program go paperless at the international level. I understand you need "hard" or paper copies at the national level because people don't have the manners to receive information digitally or electronically. However, the stacks of brochures, reports, etc found outside at UNREDD meetings/side events should be replaced by a QR and budget needed to make that change found or moved from global printing. Comment from Chris Meyer, CSO rep, e-mail, 31 March (10:21 pm, Geneva local time) 	 The Policy Board official documents are uploaded on the UN-REDD Workspace and Website prior to the meetings and flash drives are delivered with electronic versions. The Secretariat has, however, experienced that hard copies are frequently being requested by Policy Board attendees at the meetings, hence a set of the key documents in the three language versions are made available in limited numbers. This refers especially to the documents for which decisions will be taken. There are also countries and other attendees who see the meetings as opportunities to display and share printed material. Having said that, the comment received is very well highlighting the commitment to limit the papers and minimize the environmental impact and contribute to climate neutrality. A QR code will be made available. We welcome any further suggestions.
Outcome 8. Timely and effective UN-REDD Programme Secretariat services provided to the UN-REDD partner countries, Policy Board and the UN agencies	fundamental tool, as mentioned by Norway, to produce budgets that are	 The support for Assessments was made possible by the budget revision of the SNA approved by the UN-REDD Policy Board at its eleventh meeting in December 2013. The UN- REDD Programme has developed a new process and additional opportunity for Country Needs Assessments to directly involve countries and a call and guidelines for submissions was sent out on 22 April 2014 and is due by 25 June 2014. It aims at enhancing leadership by countries in developing and implementing national REDD+ strategies and will also better scope the provision of support from different sources according to specific country needs, contexts and progress on implementation of REDD+. In sum, it is foreseen that the country needs assessments will contribute to maximize impact and improve the efficiency and focus of support to national REDD+ readiness. The number of assessments depends on the number of

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	budgets. Comment from PNG, e-mail sent by Federica Bietta, Attachment letter/comments signed by Kevin Conrad, 1 April 2014 (5:51 am Geneva local time)	 incoming requests from countries or regions and the amount being requested in each proposal. There will be a better picture on the total number that can be conducted in 2014 after the deadline for proposals (25 June). Country Needs Assessments should be developed based on the specific country circumstances and stages of REDD+ implementation. The guidelines for submission of requests for Country Needs Assessments include main elements according to which the requests should be structured. The assessments are country-driven with support from the participating UN agencies.

General comments with responses

General comment (in addition to the ones in above table)	Response from UN-REDD participating UN agencies and
(from & date)	Secretariat
Resource allocation <u>General comments.</u> Being a donor to the UN-REDD Programme, Norway believes that the draft budget and workplan should first and foremost reflect the activities and focus areas expressed as a demand by the countries. The draft findings of the external evaluation of the UN-REDD Programme criticized the technical assistance components of the Programme to be too supply driven. This is a critical finding and Norway would ask that the Programme find ways to engage and identify the key demands and needs of partner countries. The joint FCPF UN-REDD country needs assessment is one such tool that could be used for this purpose. At the same time, Norway also acknowledges the importance of budgeting for activities exclusively undertaken by the UN agencies. This is particularly relevant to activities that involve development of new concepts and ideas relevant to the global REDD+ agenda. Examples are the development of technical guidance documents and briefings, such as those related to FPIC. In these instances it is essential that the UN agencies have the opportunity and resources available to develop these before they are implemented at national level. Similarly, there are activities and thematic issues that civil society groups have specific interest and use of, and budget allocations should likewise be considered	• The Draft Evaluation Report was released on 12 May and the findings and recommendations could not be included in the SNA 2015 workplan and budget. The budget submitted to the Policy Board in its twelfth meeting aims at ensuring continuity of support currently provided to countries and at securing the infrastructure of the UN- REDD Programme from the beginning of 2015. Budget allocation per outcomes and outputs focus on continuous backstopping to countries with National Programmes, continuous development of approaches to areas of critical importance to implement the UNFCCC decisions, such as MRV and National Forest Monitoring System, reference

for such issues and interests. Nevertheless, Norway underlines the importance of a well developed rationale and justification for all proposed budget allocations, to allow for an informed discussion in the Policy Board.

Specific comments

One of the missing components of previous budgets and workplans has been a more detailed and specific overview of the resource allocation to countries. In the last SNA workplan and budget there was a general overview of this distribution (p. 11), but it would be interesting to see how much resources are used at country level. More specifically, what would be good to include in the next draft budget and workplan is a tabular overview of what each of the 50 member countries have received of support from the SNA Programme as well as the expected support in the proposed budget and workplan.

In the same vein, it would be good if the budget and workplan could specify the resources allocated to core support at the agencies headquarters. In the past budgets and workplans, only resources specifically going to the Secretariat has been highlighted. It is expected that a considerable amount is spent on activities at headquarters level, and it would be good if a general overview of this was included in the information. This would then address one of the critical comments made by the Evaluation Team in the draft findings of the Programme Evaluation – namely that it is not clear how resources are used by each of the agencies (2.3.1/F10).

Norway would also like to stress the importance of assessing activity level according to available human resources. The current workplan and budget is quite ambitious and will require substantial human resources for implementation. We therefore encourage the Secretariat to assess how feasible it is that activities will be completed given the available funds and human resources when drafting the workplan for 2015.

Finally, Norway would like to offer more additional comments on how the structuring of the budget and workplan can be improved in advance of the next PB.

All above comments from Norway, Signed by Per Fredrik Ilsaas Pharo, Special Adviser, Emailed and written by Rannveig Knutsdatter Formo, Higher Executive Officer, and Morten Nordskag, 31 March

and support to national REDD+ strategies, such as governance, tenure and national funds. In order to make sure the results of the evaluation will be addressed by the SNA work plan in 2015, adjustments to the work plan and a revision of the 2015 budget might be proposed at the thirteenth Policy Board meeting.

- The allocation of resources between HQ and regional/country is possible and the data on backstopping and targeted support partially reflects this allocation. There are technical teams in the headquarters that works on normative functions but also serves countries and regions. These technical teams spend time in the regions and countries. The SNA also covers for the regional technical advisors and their activities in the region. The presentation at the information session before the twelfth Policy Board meeting will include data on the share of HQ and regions on the SNA budget.
- The SNA 2015 work plan and budget is based on the recent level of delivery and the minimum level for continuing support underway, i.e. it reflects recent efforts by the Programme to put together human resources capacity to provide adequate support to countries with and without National Programmes. The assessment of the human resources capacity for delivery will be provided in more detail at the information session before the twelfth Policy Board meet.
- The detailed information of recent achievements within the SNA is found in the semi annual and annual report of the UN-REDD Programme.
- Please refer to Annex 1 which outlines the SNA backstopping expenses and approved targeted support amount to each country in 2013. The total amount of country specific support in 2013 from the SNA budget was

(3:59 pm Geneva local time)	US\$ 7,044,500. It includes US\$ 5,977,600 in backstopping expenses referring to support from HQ and regional and country offices, and US\$ 1,066,900 in approved targeted support, corresponding to 14 approvals <u>in 2013</u> . The Annex also presents the backstopping per region and per agency. There are some notable differences across the regions. Both Africa (US\$ 2.1 million) and Asia and the Pacific (US\$ 2.3 million) have been supported with more backstopping than Latin America (US\$ 1.5 million). The total backstopping expenses per agency show a higher amount for FAO (US\$ 3.2 million) with similar levels for UNDP (US\$ 1.4 million) and UNEP (1.3 million). It should be noted that by 31 December 2013, 28 countries were supported through targeted support for a total approved amount of US\$ 3.8 million. By May 2014 the total amount has reached US\$ 6.8 million.
Papua New Guinea would like to thank the UN-REDD Secretariat for the opportunity to present preliminary comments on the prioritizations in the SNA workplan and the 2015 budget. As we have been requesting for the past several Policy Board meetings, we feel this new intermediate stage in the budget process will lead to increased transparency and effectiveness that will lead to improved outcomes that are based on developing country needs.	
• Clearly, over 60% of funding to the agencies and less than 40% divided between all REDD+ countries suggests something is seriously wrong with the budgetary process. We would like to highlight that the very useful initial findings of the external evaluation of the UN-REDD Programme have affirmed PNG's repeated request that Programme assistance be more demand driven as defined by recipient developing countries. In fact, we find that \$125 million requested and spent by the UN Agencies is highly suspect with regard to any justifiable impact and outcomes achieved by the UN-REDD Programme to date.	• See comment on the Programme Evaluation above.
PNG would therefore like to offer the following comments as initial feedback for the forthcoming draft 2015 budget and workplan of the Support to National Action:	

- **Budget Process:** Formulation of the budget should be based on a country-driven process. PNG supports Norway's suggestion of a table detailing how much "country specific support" actually reaches countries from the SNA Programme, as well as the expected support in the proposed budget and workplan. Of course, to have credibility, the recipient countries themselves should verify all funding received. Further, we again request that future budgets are first supported by full details on expenditures in the past year. As Policy Board members, we again are concerned that we are fulfilling our fiduciary duties by approving new budgets without understanding how past budgets were actually expended. Again, as highlighted by the external review, we perceive the financial governance of approved budgets a 'black hole' without accurate and timely reporting to the Policy Board on how approved funds have been spent.
- **Process of Budget approval:** Papua New Guinea has long been concerned with how previous UN-REDD Programme budgets were presented on a "take it or leave it basis." This is not conducive to effective budgeting and the necessary accountability. As PNG has long been requesting, we would recommend that a reasonable amount of time be devoted to discussing any and all parts of the budget and that approved portions only be permitted to move forward.
- Again, Papua New Guinea is grateful to the Secretariat for this opportunity to provide preliminary input. As always, we continue to advocate a process that is actively needs-driven. We look forward to discussing any subsequent drafts that are to be circulated 80-days in advance of the PB 12 in July 2014. We strongly support a more participatory and transparent process that will result in a more country-driven and therefore effective, REDD+ mechanisms in the developing world.

Above comments from PNG, e-mail sent by Federica Bietta, Attachment letter/comments signed by Kevin Conrad, 1 April 2014 (5:51 am Geneva local time)

• Please refer to the Annex 1 which outlines the SNA backstopping expenses and approved targeted support amount to each country in 2013. See also above response to Norway's comment.

- The decision taken at the eleventh Policy Board meeting of sharing the draft SNA workplan and budgets 35 working days before the Policy Board meeting will allow more time to review the proposal for informed discussions and decisions. Also the information sessions prior to the official Policy Board meetings are a way to dig into some of the issues with more time for questions and answers.
- The comment is acknowledged with an update on the number of days. The PB11 decision (VI) tells: "Policy Board members are to be invited to provide guidance on priorities to consider in preparing the draft work plan and budget for the SNA. The guidance will be sent to the Secretariat 80 working days prior to the Policy Board meeting when the SNA funding allocation decision is expected". "The draft SNA work plan and budget, with a response matrix explaining how inputs received from Policy Board have been considered, will be circulated by the Secretariat to the Policy Board at least 35 working days

before the Policy Board meeting that will consider the
proposed budget for decision".

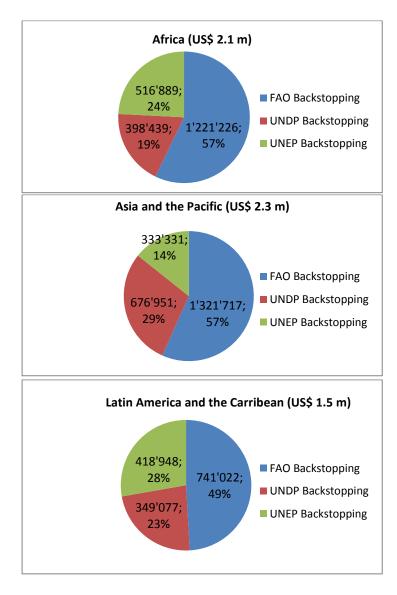
	PARTNER COUNTRY		BACKSTOPPING				APPROVED	COUNTRY
REGION		COUNTRY WITH NATIONAL PROGRAMME (Y/N)	FAO Backstopping	UNDP Backstopping	UNEP Backstopping	TOTAL BACKSTOPPING EXPENDITURE, 1 Jan-2013 - 31 Dec 2013 (US\$) (A)	TARGETED SUPPORT IN 2013, NEW COUNTRIES AND TOP UP REQUESTS (US\$) (B)	SPECIFIC SUPPORT IN 2013 (US\$) (A)+(B)
Africa	Cameroon	N					35'800	35'800
Africa	Cote d'Ivoire	N		32'295	26'269	58'564	60'000	118'564
Africa	DRC	Y	286'898	130'465	192'262	609'625		609'625
Africa	Ethiopia	N		7'730		7'730		7'730
Africa	Ghana	N					40'000	40'000
Africa	Kenya	N	85'209	52'947	9'213	147'369	250'000	397'369
Africa	Malawi	N		8'034		8'034		8'034
Africa	Nigeria	Y	256'745	74'082	52'119	382'946		382'946
Africa	Republic of Congo	Y	268'140	30'051	96'904	395'095		395'095
Africa	South Sudan	Ν		17'962		17'962	46'729	64'691
Africa	Sudan	N					27'900	27'900
Africa	Tanzania	Y	201'495	18'948	104'754	325'197		325'197
Africa	Uganda	N			13'929	13'929		13'929

Annex 1. SNA Country Specific Support in 2013 – backstopping costs and approved targeted support per country (Reference to comments from Norway and PNG).

Africa	Zambia	Y	122'739	25'927	21'438	170'104		170'104
Asia and the Pacific	Bangladesh	Y		36'931	9'969	46'900		46'900
Asia and the Pacific	Bhutan	N		27988	9887	37875		37875
Asia and the Pacific	Cambodia	Y	135'896	111'341	45609	292846	10000	302846
Asia and the Pacific	Indonesia	Y	196'534	73'964	75'503	346'001	196'729	542'730
Asia and the Pacific	Lao PDR	N		2'534		2'534		2'534
Asia and the Pacific	Malaysia	Ν		1'787		1'787		1'787
Asia and the Pacific	Mongolia	Ν		36'976	23'305	60'281		60'281
Asia and the Pacific	Myanmar	Ν		36'409	18'620	55'029	55'200	110'229
Asia and the Pacific	Nepal	Ν		71'108	3'550	74'659		74'659
Asia and the Pacific	Pakistan	N		2'534		2'534		2'534
Asia and the Pacific	Philippines	Y	151'115	9'264	5'326	165'705		165'705
Asia and the Pacific	PNG	Y	263'952	60'476	27'144	351'572		351'572
Asia and the Pacific	Solomon Islands	Y	137'167	15'623	1'775	154'565		154'565
Asia and the Pacific	Sri Lanka	Y	154'859	66'640	32'537	254'036		254'036
Asia and the Pacific	Viet Nam	Y	282'194	123'376	80'105	485'675		485'675
Latin America and the Caribbean	Argentina	N		25'508	68'706	94'214		94'214
Latin America and the Caribbean	Bolivia	Y	141'813	10'551		152'364		152'364
Latin America and the Caribbean	Colombia	Y	141'020	25'826	35'473	202'320	50'000	252'320

Latin America and the Caribbean	Costa Rica	N		12'967	31'390	44'357	138'500	182'857
Latin America and the Caribbean	Ecuador	Y	151'476	47'029	117'090	315'595		315'595
Latin America and the Caribbean	Guatemala	N					21'000	21'000
Latin America and the Caribbean	Guyana	N		6'355		6'355		6'355
Latin America and the Caribbean	Honduras	N		29'959		29'959	70'000	99'959
Latin America and the Caribbean	Panama	Y	143'074	87'237	73'887	304'199		304'199
Latin America and the Caribbean	Paraguay	Y	163'639	42'756	92'400	298'796		298'796
Latin America and the Caribbean	Peru	N		36'524		36'524		36'524
Latin America and the Caribbean	Suriname	N		24'364		24'364	65'000	89'364
	TOTAL		3'283'965	1'424'467	1'269'168	<u>5'977'601</u>	1'066'858	<u>7'044'459</u>

Backstopping expenses by region in 2013.



Backstopping expenses by agency in 2013.

