

REDD-plus

Briefing paper

The fourteenth session of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA14) (first part) and the sixteenth session of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP16) (first part)

5-8 April 2011, Bangkok

FIELD has prepared this briefing paper to assist developing country negotiators who are working on REDD-plus. This paper has been prepared with support from the Norwegian Agency for Development Cooperation (Norad).

FIELD's briefing papers and other documents are available in English, French and Spanish at <http://www.field.org.uk/focus-areas/meas/climate-change/redd-plus>

1. Background

1.1 The Ad Hoc Working Group on Long-term Cooperative Action at the Cancun Conference

At the Cancun Conference in December 2010 the sixteenth Conference of the Parties (COP 16) adopted a decision on "The Cancun Agreements: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention" (decision 1/CP.16, available by scrolling down at <http://unfccc.int/documentation/decisions/items/3597.php?dec=j&such=j&cp=/CP#beg>).

This decision includes a chapter on "Policy approaches and positive incentives on issues relating to 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" (Chapter III C). This text has many similarities with a draft text prepared, but not adopted, at the Copenhagen Climate Conference in 2009.

The decision encourages all Parties to find ways to reduce pressure on forests, including actions to address drivers of deforestation. It requests developing countries to develop: a national strategy or action plan; a national forest reference emission level and/or forest reference level (or as an interim measure subnational ones); a robust and transparent national forest monitoring system (possibly with subnational monitoring and reporting as an

interim measure); and a system for providing information on how safeguards that are described in appendix I of the decision are being addressed and respected.

It requests developing countries to address drivers of deforestation and degradation and issues such as land tenure and forest governance, ensuring the full and effective participation of relevant stakeholders, inter alia indigenous peoples and local communities.

The decision confirms that REDD-plus is to be implemented in phases, starting with readiness activities and evolving into results-based REDD-plus actions that are to be fully measured, reported and verified.

In the decision the COP requests the AWG-LCA to explore financing options for the full implementation of results-based REDD-plus actions and to report on progress, including any recommendations for draft decisions, to COP 17. COP 17 will take place in Durban, South Africa from 28 November – 9 December 2011.

Chapter III of decision 1/CP.16 refers to two important appendices. Appendix I sets out “Guidance and safeguards for policy approaches and positive incentives on issues relating to 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”.

These include broad principles, for example that REDD-plus activities should be consistent with Parties’ national sustainable development needs and goals. The appendix lists safeguards that should be promoted and supported when developing countries undertake REDD-plus activities, for example respect for the knowledge and rights of indigenous peoples and members of local communities.

Appendix II sets out a “Work Programme of the Subsidiary Body for Scientific and Technological Advice on policy approaches and positive incentives on issues relating to 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”.

SBSTA’s work programme will include identifying land use, land-use change and forestry (LULUCF) activities in developing countries, in particular those linked to drivers, identifying methodological issues related to estimating emissions and removals, assessing the potential contribution to mitigation, and reporting to COP 18.

SBSTA is also asked to develop modalities for the development of forest reference emission levels and reference levels and for forest monitoring systems, and to develop guidance for providing information on safeguards. This will be considered by COP 17.

In addition SBSTA is asked to develop modalities for measuring, reporting and verifying (“MRVing”) forest-related emissions and removals, forest carbon stocks, and forest carbon stock and forest areas changes. This is to be consistent with any COP guidance for MRV of Nationally Appropriate Mitigation Actions (NAMAs) by developing country Parties. This will be considered at COP 17 and SBSTA is to take into account methodological guidance contained in COP decision 4/CP.15, which was adopted in Copenhagen in 2009.

COP decision 4/CP.15 can be found in all UN languages by scrolling down at <http://unfccc.int/documentation/decisions/items/3597.php?dec=j&such=j&cp=/CP#beg>.

1.2 The Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol at the Cancun Conference

In Cancun the sixth Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP 6) adopted a decision on “The Cancun Agreements: Land Use, land-use Change and Forestry” (decision 2/CMP.6 available in English at <http://unfccc.int/resource/docs/2010/cmp6/eng/12a01.pdf#page=5>). This decision has implications for the negotiations on REDD-plus.

The decision confirms that the definitions of terms such as “forest”, “deforestation” and “forest management” will continue to be the same as under the first commitment period under the Kyoto Protocol (paragraph 2 of decision 2/CMP.6).

Appendix II of decision 2/CMP.6 contains “Guidelines for the submission and review of information on forest management reference levels/baselines”. These guidelines concern Annex I (developed) countries, but they may have implications for the REDD-plus negotiations.

Appendix II includes guidelines for submitting information on forest management reference levels and on how these have been constructed. The appendix also includes guidelines for the review of submissions on forest management reference levels. For example, each submission will be assigned a review team to perform the technical assessment (paragraph 19 appendix II).

Other links between the negotiations in the AWG-KP and the REDD-plus negotiations include potential for overlap between REDD-plus activities and afforestation and reforestation projects under the Clean Development Mechanism (CDM). There have been proposals to consider inclusion of additional LULUCF activities under the CDM (see section 3 below).

2. The Ad Hoc Working Group on Long-term Cooperative Action under the Convention in Bangkok

The Cancun Agreements left important issues about REDD-plus unresolved. For example how REDD-plus actions will be financed, if REDD-plus actions will be considered to be NAMAs or a different category of actions of their own, and how MRV of REDD-plus actions will take place, including how countries will provide information on safeguards.

The agenda for the fourteenth session of the AWG-LCA, which takes place in Bangkok from 5-8 April and continues in Bonn in June 2011, contains one agenda item specifically on REDD-plus.

“Financing options for the full implementation of mitigation action in the forest sector” are covered under agenda item 8. This is based on the COP’s request to the AWG-LCA to explore financing options for the full implementation of results-based REDD-plus actions and to report to COP 17 (paragraph 77 of decision 1/CP.16). No documents are listed for this agenda item and it is not yet clear how much time will be dedicated to it in Bangkok.

Several other items on the AWG-LCA agenda are relevant for REDD-plus, in particular ones that relate to unresolved issues from Cancun.

Agenda item 5 addresses the **work programme on enhanced MRV for Annex I Parties**, which was established by the COP in Cancun. The work programme includes modalities and procedures for international assessment and review of emissions and removals including the role of LULUCF and carbon credits from market-based mechanisms (paragraph 44 of decision 1/CP.16). As noted there are links between LULUCF and REDD-plus. The role of carbon credits from market-based mechanisms is relevant to REDD-plus if market-based approaches to financing REDD-plus are adopted.

In Cancun the COP also requested the secretariat to organise workshops to clarify assumptions and conditions related to attainment of targets for Annex I countries, including the use of carbon credits from the market-based mechanisms and LULUCF activities. The first workshop will take place on 3 April in Bangkok (information available at http://unfccc.int/files/meetings/ad_hoc_working_groups/lca/application/pdf/inf_note_ani.pdf).

Agenda item 6 addresses the **work programme on enhanced MRV for non-Annex I Parties**. As noted in section 1.1 above the SBSTA work programme on REDD-plus outlined in appendix II of decision 1/CP.16 includes development of modalities for MRV of forest-related emissions and removals, forest carbon stocks, and forest carbon stock and forest area changes. This is to be consistent with any guidance by the COP on MRV of developing country NAMAs.

In Cancun the COP also requested the secretariat to organise workshops to understand the diversity of mitigation actions submitted by developing country Parties, underlying assumptions and any support needed for implementation. The first of these workshops will take place on 4 April in Bangkok (information available at http://unfccc.int/files/meetings/ad_hoc_working_groups/lca/application/pdf/inf_note_non_ani.pdf).

Agenda item 7 addresses the **registry to record NAMAs seeking international support** established by the COP in Cancun (paragraph 53 of decision 1/CP.16). If the COP decides that REDD-plus actions will be considered to be NAMAs negotiations concerning the registry may become particularly relevant for REDD-plus.

Agenda item 9 of the AWG-LCA agenda for Bangkok will consider the **Standing Committee** established by the COP in Cancun to assist the COP with the financial mechanism of the Convention in terms of: improving coherence and coordination in delivery of climate change financing; rationalisation of the financial mechanism; mobilisation of financial resources and MRV of support to developing countries (paragraph 112 decision 1/CP.16). This could raise issues relevant to financing of REDD-plus.

A related issue concerns the negotiations about the new **Green Climate Fund**, which was established in Cancun and which may become important for REDD-plus. The Green Climate Fund is intended to support projects, programmes, policies and other activities in developing countries using thematic funding windows (paragraph 102 of decision 1/CP.16). REDD-plus could potentially have a thematic funding window.

The Green Climate Fund will be designed by a Transitional Committee, not by the AWG-LCA (see paragraph 109 of decision 1/CP.16). The first meeting of the Transitional Committee, which was due to take place in Mexico in March, has been postponed until late April (no dates are available at the time of writing).

Agenda item 10 addresses **market-based and non-market based mechanisms**. COP 17 in Durban is expected to consider the establishment of new market-based or non-market-based mechanisms. This includes a wide range of proposals. Proposals for market-based mechanisms include approaches based on sectors of the economy (for example trading or

crediting). Regarding non-market-based approaches, Switzerland for example has proposed that elaboration of ecological standards (e.g. energy efficiency for appliances) and development of global environmental labels through a multistakeholder process as a possible non-market approach. Both market- and non-market approaches to REDD-plus have been proposed in the past.

The AWG-LCA provisional agenda is available at http://unfccc.int/essential_background/library/items/3599.php?such=j&symbol=FCCC/AWGLCA/2011/1#beg

At the time of writing the AWG-LCA Chair's scenario note is not yet available.

3. The Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol in Bangkok

The agenda for the sixteenth session of the AWG-KP, which starts in Bangkok and continues in Bonn in June 2011, will focus on its main agenda item: "consideration of further commitments for Annex I Parties under the Kyoto Protocol".

The basis for the AWG-KP's deliberations will be "Revised proposal by the Chair" (document FCCC/KP/AWG/2010/18/Add.1), which is an updated version of the AWG-KP Chair's draft proposal to facilitate preparations for negotiation in Cancun (FCCC/KP/AWG/2010/CRP.4/Rev.4).

The updated revised proposal by the Chair (FCCC/KP/AWG/2010/18/Add.1) is available at http://unfccc.int/documentation/documents/advanced_search/items/3594.php?rec=j&preref=600006162#beg

The revised proposal includes several references that are potentially relevant to REDD-plus. For example, a request to SBSTA to initiate a work programme to consider and, as appropriate, develop and recommend modalities and procedures for possible additional LULUCF activities under the CDM (Chapter II, paragraph 8). Another proposed request to SBSTA involves initiating a work programme to develop and recommend modalities and procedures for applying the concept of additionality, which could also be relevant to REDD-plus (Chapter II, paragraph 19).

The AWG-KP provisional agenda is available at http://unfccc.int/documentation/documents/advanced_search/items/3594.php?rec=j&preref=600006167#beg

At the time of writing the AWG-KP Chair's scenario note is not yet available.

4. Next sessions: 6-17 June 2011, Bonn

AWG-LCA 14 and AWG-KP 16 will continue in Bonn in June, together with the thirty-fourth sessions of the Subsidiary Body for Implementation (SBI 34) and the Subsidiary Body for Scientific and Technological Advice (SBSTA 34).

As described in section 1.1 above COP 16 in Cancun established a SBSTA work programme on REDD-plus. It includes issues that will be considered by COP 17 in Durban, so SBSTA can be expected to start its new work programme in Bonn in June.

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