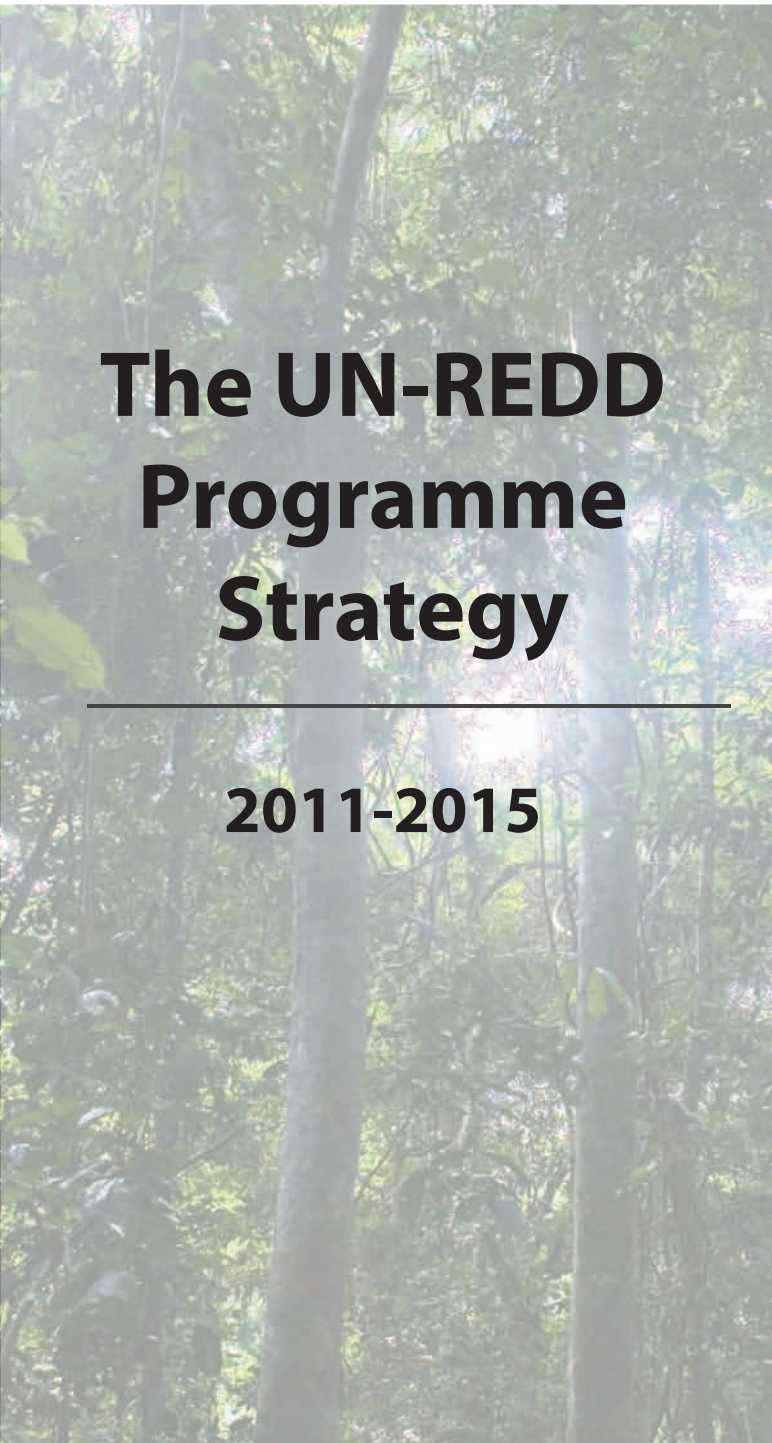


UN-REDD

P R O G R A M M E

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



The UN-REDD Programme Strategy

2011-2015



UN-REDD

P R O G R A M M E

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.



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Acronyms

CBD	Convention on Biological Diversity
CBFF	Congo Basin Forest Fund
CCBA	Climate, Community and Biodiversity Alliance
CG	Coordination Group of the UN-REDD Programme
CSO	Civil Society Organization
COP	Conference of the Parties, United Nations Climate Change Conference
DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FCPF FMT	The Facility Management Team of the Forest Carbon Partnership Facility
FIP	Forest Investment Program
FPIC	Free, Prior and Informed Consent
GEF	Global Environment Facility
GEO	Group on Earth Observation
GGCA	Global Gender and Climate Alliance
GHG	greenhouse gases
HACT	Harmonized Approach to Cash Transfers
IDESAM	Instituto de Conservação e Desenvolvimento Sustentável do Amazonas
INPE	National Institute of Space Research, Brazil
IPCC	Intergovernmental Panel on Climate Change
IP/CSO	Indigenous Peoples and Civil Society Organizations
ITTO	The International Tropical Timber Organization
IUCN	International Union for Conservation of Nature
MoU	Memorandum of Understanding
MDB	Multilateral Development Banks
MDTF	Multi-donor Trust Fund
MRV	Measurement, Reporting and Verification
NMFA	National Forest Monitoring and Assessment
NGO	Non-governmental Organization
PNG	Papua New Guinea
REDD+	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
SFM	sustainable forest management
TEEB	The Economics of Ecosystem and Biodiversity
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forum on Forests
UN-REDD	The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
UN-REDD PT	The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries Programme Team
USDA	United States Department of Agriculture
WCMC	World Conservation Monitoring Centre
WRI	World Resource Institute

1. Introduction

The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme) was created in September 2008 to assist developing countries to build capacity to reduce emissions and to participate in a future REDD+ mechanism. For the purpose of this strategy, REDD+ refers 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.¹

The goal of significantly reducing emissions from deforestation and forest degradation can best be achieved through a strong global partnership to create a REDD+ mechanism under the United Nations Framework Convention on Climate Change (UNFCCC). Such a partnership must be based on a commitment, on one hand, by developing countries to embark on low-carbon, climate resilient development, and on the other hand, by developed countries to provide predictable and significant funding as an incentive for reduced forest-based carbon emissions.



Through its initial nine pilot country National Programmes in Africa, Asia-Pacific and Latin America and the Caribbean, and related global activities, the UN-REDD Programme is supporting governments to prepare national REDD+ strategies, build monitoring systems, engage stakeholders and assess multiple benefits. Building on the lessons learned and feedback from countries and other partners, the Programme has increased its funding base and the number of participating countries. The Programme is responsive to country needs, and is prepared to support the transformation in the forest sector and other sectors that impact land use in developing country economies needed to achieve

readiness for REDD+. The Programme is also responsive to the REDD+ decision at the UNFCCC COP16 on policy approaches and positive incentives on issues relating to REDD+ and stands ready to support, upon demand by countries, the implementation of the COP16 agreement on REDD+.

The UN-REDD Programme builds on the convening power and expertise of its three participating UN organizations (referred to in this document as “UN-REDD Programme agencies”): 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 works in close partnership with other REDD+ initiatives, especially those operated by the World Bank, and supports the implementation of UNFCCC decisions. In addition, during an interim phase, prior to the establishment of a REDD+ mechanism under UNFCCC, the UN-REDD Programme Team (UN-REDD PT), together with the Forest Carbon Partnership Facility Management Team (FCPF FMT), is providing secretariat services to the REDD+ Partnership established by countries in May 2010 in Oslo, Norway to scale up REDD+ actions and finance. As a multilateral, country demand-driven initiative, the UN-REDD Programme has a critical role to play both to support the emerging interim arrangements for REDD+ financing and coordination, and to support the incorporation of an effective REDD+ mechanism within a post-2012 climate change agreement.

In order to optimize the approach and effectiveness of the UN-REDD Programme, the three participating UN organizations embarked on the preparation of a Programme Strategy covering the period 2011-2015. This five-year strategy was adopted by the three UN-REDD Programme agencies and endorsed by the UN-REDD Programme’s Policy Board.²

The Strategy is a living document that will be adjusted as appropriate in response to the development of the REDD+ mechanism. In particular, in 2012 the Strategy will be reviewed by the three agencies in light of the outcomes of the UNFCCC process, allowing the Programme to adapt to changing needs and conditions in the global architecture for REDD+. The Strategy will be implemented through results-based joint programming, and periodic work programmes and budgets.

¹ UNFCCC Decisions 1/CP.13; 2/CP.13 and 4/CP.15

² The strategy was submitted to and endorsed by the UN-REDD Programme Policy Board at its fifth meeting, 4-5 November 2010.

Key elements of the Strategy include the following:

- Definition of six key work areas, on which an increasing majority of the UN-REDD Programme's support will focus: The defined work areas reflect both country demand as well as the comparative advantages of the UN-REDD Programme agencies, and of the Programme as a whole. The definition of these six work areas will enable the UN-REDD Programme to provide targeted, in-depth and strategic support to 20-40 individual countries in one or more of the defined work areas. Among other advantages, this will allow the UN-REDD Programme to continue to provide relevant support to countries far later within the REDD+ 'life cycle.'
- Support to up to an additional 20 countries for initial REDD+ readiness: This support will build on, and take account of lessons learned from Quick Start support to the Programme's nine initial pilot countries. The number of countries ultimately receiving support will depend on demand as well as on availability of funding, criteria that the Policy Board adopts and standards and guidance developed by the UN-REDD Programme.
- Creation of a new financial modality known as 'Tier 2³': This will include REDD+ activities undertaken by UN-REDD Programme agencies that are clearly contributing to the overall UN-REDD Programme Strategy and which are funded through various sources.
- Elaboration of existing commitments to coordinate and work with strategic partners. Key partners include the Forest Carbon Partnership Facility (FCPF), the Forest Investment Program (FIP), the Global Environment Facility (GEF) and the REDD+ Partnership. For example, in the context of piloting multiple delivery partners for the FCPF Readiness Fund, the World Bank and the UN-REDD Programme agencies are developing common social and environmental principles.

The Programme Strategy consists of the following main sections:

- **Context** provides an overview of REDD+ in today's world and of the evolution of the UN-REDD Programme to date.
- **Lessons learned** describes key lessons learned since the inception of the UN-REDD Programme. These lessons help provide the foundation on which the programme strategy is built.
- **Programme vision, mission and 2011-2015 objective** present the overall structure on which the Programme Strategy is based.
- **Defining the Programme** describes six key work areas, including associated outcomes and targets that together define the thematic priorities of the Programme Strategy.
- **Delivering the Programme** presents the

implementation modalities foreseen under the strategy. This includes principles of support, modalities of support – including National Programmes and the Global Programme – and partnership strategies.

- **Managing the Programme** describes key aspects of Programme management/governance, including the role of the Policy Board, Agencies and Secretariat.
- **Financing the Programme** presents the strategy for mobilizing the resources needed to achieve the programme's objective while supporting its vision and mission.

2. Context

2.1. REDD+ in today's world

Abatement of forest-based emissions is critical to limiting global warming. The UN's Intergovernmental Panel on Climate Change (IPCC) estimated in 2007 that the forest sector and other sectors that impact land use – through deforestation, forest degradation and other changes in forests – contributes approximately 17 per cent of global greenhouse gas emissions,⁴ or approximately 5.8 Gt of carbon dioxide equivalent (CO₂-e), per year. These emissions are mainly taking place in tropical developing countries.

It is estimated that a 25 per cent reduction in annual global deforestation rates could be achieved by 2015 if financing of US\$22-38 billion were made available from 2010-2015 for results-based incentives and capacity building, complementing other bilateral and multilateral REDD+ efforts.⁵

REDD+ gained important momentum from COP-15, through a COP decision and references in the Copenhagen Accord. The interim and country-led REDD+ Partnership was established in May 2010, to ensure that momentum and support for REDD+ continues to grow while the mechanism is negotiated under the UNFCCC. In this context, over US\$4 billion was pledged as early finance to implement REDD+.

COP-16 in Cancun agreed on the REDD+ policy approaches and positive incentives, including guidance on activities and safeguards to be promoted and supported. UNFCCC continues to explore financing options for the full implementation of the results-based actions. In the meantime, many countries have called for immediate and significantly scaled-up action to build

³ See chapter 8.4.

⁴ IPCC, 2007. Fourth Assessment Report. <http://www1.ipcc.ch/>

⁵ Report of the Informal Working Group on Interim Finance for REDD+ (October, 2009)

capacity and readiness to address the multiple challenges associated with reducing emissions from deforestation and forest degradation as well as addressing conservation, sustainable management of forests and enhancement of forest carbon stocks.

REDD+ activities are broken down into the following three phases:

- Phase 1: Development of national strategies or action plans, policies and measures, and capacity building
- Phase 2: Implementation of national policies and measures and national strategies or action plans that could involve further capacity building, technology, development and transfer, and results-based demonstration activities
- Phase 3: Results-based actions that should be fully measured, reported and verified

The UN-REDD Programme is already active in phase 1 and has delivered technical support and funding for the development of national REDD+ strategies in pilot countries. While the phases are country-specific, and many countries are likely to remain at phase 1 for some time yet, there is also a clear role for the UN-REDD Programme in phase 2, in areas such as further capacity development and policy and institutional strengthening. Such a role would be consistent with the UN-REDD Programme agencies' function to be neutral, trusted partners of REDD+ countries. Performance-based payments of the nature and scale are new—especially compensation for proxy-based results—and require careful analyses and consultation. FAO, UNDP and UNEP are well-placed to facilitate such consultations and offer country-specific support.

“By providing this support through collaboration among donors, multilateral institutions and developing countries, the UN-REDD Programme aims to ensure international coherence on key technical and operational issues. We are certain that this collaborative effort will yield valuable inputs to the ongoing climate change negotiations.”

UN Secretary-General Ban Ki-moon, remarks at UN-REDD Programme press conference, 24 September 2008

2.2. Evolution of the UN-REDD Programme

Established in 2008, the UN-REDD Programme is one of the leading primary multilateral initiatives capable of providing early support to countries and strengthening the role of Indigenous Peoples, local communities, other forest-dependent communities and civil society organizations in REDD+ activities, and developing MRV systems. Norway is the founding donor of the Programme and has contributed significant

start-up funds. The Programme was officially launched in September 2008 by the Prime Minister of Norway, Jens Stoltenberg, and the UN Secretary-General, Ban Ki-moon. In 2009, Denmark became the second donor to the Programme, followed by Spain in 2010.

The 'Quick Start' phase was initiated in partnership with nine pilot countries:

In Africa: Democratic Republic of the Congo (DRC), Tanzania, Zambia

In Asia-Pacific: Indonesia, Papua New Guinea (PNG), Viet Nam

In Latin America and the Caribbean: Bolivia, Panama, Paraguay

Demand for the UN-REDD Programme's support has grown rapidly. The Programme now has 29 partner countries. These include the above listed nine pilot countries and 20 new partners. As of November 2010, all nine pilot countries had prepared, presented and had funding allocations approved for their National Programmes by the UN-REDD Programme Policy Board. Most of these National Programmes are now in the implementation phase, indicating a relatively rapid pace from development to implementation of programmed activities. In November 2010, Cambodia (full National Programme), the Philippines and Solomon Islands (initial National Programmes) became the first new countries to get funding approved by the Policy Board. Subject to availability of funding, the other 17 partner countries (Argentina, Bangladesh, Bhutan, Central African Republic (CAR), Colombia, Costa Rica, Ecuador, Gabon, Guatemala, Guyana, Kenya, Mexico, Nepal, Nigeria, Republic of Congo, Sri Lanka and Sudan) may also submit funding requests for National Programmes for the consideration of the UN-REDD Programme Policy Board.

In addition to National Programmes, the UN-REDD Programme supports REDD+ readiness efforts through a Global Programme, which develops common approaches, analyses, methodologies, tools, data and guidelines and convenes global and regional meetings to support countries in their REDD+ readiness work, while also providing overall programme support functions.

2.3. Strengths and challenges of the UN-REDD Programme

Feedback provided by countries and other partners point to both opportunities and challenges for the UN-REDD Programme. While it may be impossible to explicitly determine the share of work among the different REDD+ initiatives, the UN-REDD Programme will focus its activities on areas where the individual and collective strengths and expertise of the UN agencies distinguish it from other initiatives and give it a comparative advantage.

These strengths and comparative advantages include:

- UN presence in REDD+ countries and long-standing development partnerships with countries
- Regional and country-specific agency teams that are able to provide policy and advisory services
- A variety of relevant technical competencies, experience and capacities within the agencies
- Transparent, accountable fund administration through the Multi-donor Trust Fund (MDTF) and speedy and effective approval procedures
- Unique composition of the Policy Board, including REDD+ countries, donors, representatives of Indigenous Peoples and civil society organizations as well as the three UN-REDD Programme agencies
- Commitment to UN Declaration on the Rights of Indigenous Peoples and facilitating stakeholder engagement
- Commitment to “Delivering as One” UN through joint programming and national implementation modalities
- Focus on delivery at the country level
- Full support at the highest management level of the three UN-REDD Programme agencies (a flagship Programme)
- Close cooperation with other readiness initiatives, specifically FCPF, FIP and GEF
- Normative functions of the UN in building, managing and sharing knowledge
- Ability to draw on technical expertise from other sources and organizations including NGOs, international organizations, research and capacity-building institutes and private companies

Simultaneously, there are critical challenges—both within the collaborative Programme and for REDD+ countries—associated with the design and implementation of REDD+ that the UN-REDD Programme will need to take into account. These include the following:

UN-REDD Programme support is consistent with the overall REDD+ framework of the UNFCCC process, in particular the emerging REDD+ safeguards

- Adhering to social and environmental safeguards by UN-REDD Programme agencies.

Country challenges:

- Strengthening national governance structures so that REDD+ policies and regulatory frameworks can work for development
- Ensuring equitable and efficient benefit distribution mechanisms and subsidiarity at the various levels in a country
- Ability to secure effective, sustainable and predictable fast-start financing for REDD+
- Unpredictability of time span for reaching agreement on a new climate change pact

3. Assessment of lessons learned

The UN-REDD Programme approved the first funding allocations for Quick Start pilot programmes in March 2009, and as of November 2010, seven National Programmes (Bolivia, DRC, Indonesia, Panama, Tanzania, Viet Nam, Zambia⁸) as well as the Global Programme have entered into implementation phase. Early lessons gained during the design and implementation of the National and Global Programmes are summarized below.

The UN-REDD Programme’s relatively expeditious access to funds has been critical in allowing countries to rapidly set up their readiness activities and gain internal political support to move forward. This was particularly clear in DRC, where funds from an initial National Programme allowed the country to lay the groundwork for FCPF and the UN-REDD Programme full readiness programmes.

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