PERU *(R-PP dated 7 March 2011)*

	GOVERNANCE OF REDD+
	To what extent does the R-PP promote good governance within REDD+ systems and processes?

	Stakeholder participation in REDD+ planning and implementation
+	*Identifies relevant stakeholders for REDD+*
+	*Specifically considers how to engage local stakeholders*
+	*Proposes a transparent process for stakeholder participation*
	Proposes a process to ensure accountability for stakeholder input
	Proposes a grievance / dispute resolution mechanism
	Considers how to learn and build from other relevant participatory processes

The RPP recognizes that a variety of stakeholders, including indigenous peoples, NGOs, non-forest sector government actors and the private sector, need to be involved in REDD+ readiness activities (p. 18-24). The R-PP states that National and Regional REDD Roundtables have been established to facilitate civil society engagement in the REDD+ process and to promote dialogue between public and private institutions (p. 22, 37, 85). The need for dedicated mechanisms and processes for engaging indigenous peoples is noted, and the R-PP proposes that an Indigenous REDD+ Roundtable will be established (p. 22). In addition, the R-PP notes the importance of engaging indigenous groups according to their own organization and customs, and that the consultation process will attempt to engage indigenous groups across their four levels of hierarchy of indigenous organizations in Peru (p. 42).

The consultation plan as elaborated in the R-PP consists of three phases: initial information gathering, planning the consultation process, and execution (p44-45). The plan includes development of appropriate materials for target audiences, pilot level and eventually national scale consultation, sharing of results and feedback steps. However, although the R-PP notes the diversity of perspectives and lack of consensus in some of the working group discussions held with stakeholders thus far (p36), no details are provided as to how decisions will be made given the variety of perspectives or how the feedback will be incorporated into future engagement activities (p46).

The R-PP states that conflict management mechanisms should be provided in the Environmental and Social Management Framework (ESMF) (p103, 107), but no details are provided as to when a conflict resolution mechanism will be created or how conflicts arising during consultation will be dealt with. The R-PP also notes that Peru has conducted participatory process in the formulation of a variety of national policies and strategies that have provided lessons showing that the mechanisms for involvement of indigenous communities in decision-making processes need review (p36), but does not provide further detail.

Recommendations:
- Clarify how stakeholder feedback received during the consultation process will be transparently addressed
- Propose a clear process for developing the conflict resolution mechanism

	Government coordination in REDD+ planning and implementation
+	*Considers REDD+ in the context of other sector policies, land use plans, and national development plans*
+	*Proposes mechanisms to coordinate REDD+ across sectors*
+	*Proposes mechanisms to coordinate REDD+ across levels of government*

The R-PP recognizes that REDD+ implementation requires coordination with related national policies and plans (p. 26, 28, 123), and also notes that institutional coordination and integration of policies across sectors are underlying challenges in Peru that in some cases drive deforestation and forest degradation (p. 60). In addition, the R-PP proposes further analysis of how other development plans and strategies may impact deforestation and forest degradation (p64). The National REDD+ Strategy will be situated under the umbrella of the National Forest Conservation Program for the Mitigation of Climate change (PNCBMCC), an existing initiative designed to protect 54 million hectares of forest (p. 19). The R-PP acknowledges that REDD+ will involve engaging many agencies across sectors of government, such as those overseeing infrastructure development, mining, and foreign trade and tourism (p. 18-23, 86). In order to coordinate across sectors, the R-PP states that a Forest and REDD+ Coordination Agency (OCBR) will be created. The OCBR will reportedly be responsible for coordinating activities between the national and regional levels of government (p. 26, 96).

(+ *) – The R-PP or NPD has, in our view, discussed the issue in some detail and/or has provided a process for further investigation of the issues.*

(*) – The document has mentioned the issue but not discussed it in detail and has not provided concrete next steps.*

(− *) – The issue has not been identified or discussed in the R-PP or NPD.*

PERU   *(R-PP dated 7 March 2011)*

The R-PP recognizes that resources need to be mobilized in order to strengthen the technical and administrative capacities of regional governments (p. 28), particularly considering the ongoing process of decentralization of forest management. Regional REDD+ roundtables will be established and play a key role in integrating the REDD+ strategy across levels of government (p. 82).

Recommendations:
- Provide additional information on how identified past weaknesses with institutional coordination will be dealt with when developing coordination mechanisms for REDD+

Transparent and accountable REDD+ revenue management & benefit sharing

	Proposes a transparent system to track and coordinate international financing of activities related to REDD+
-	*Considers measures to promote fiscal transparency and accountability for REDD+ revenue management*
	Proposes a participatory process to develop systems for REDD+ revenue distribution, including benefit-sharing mechanisms
-	*Reviews lessons from past and/or existing systems for managing and distributing forest revenues*

The R-PP notes that Peru is receiving funds from a variety of international donors and states that the OCBR will play a key role in managing REDD+ funds, although additional detail about developing a system to manage revenues is not provided (p. 30). The R-PP also notes a potential Donor Coordination Board has been discussed with several key international donors, but that the idea still needs to be shared with other international donors and high level government officials (p. 79).

In terms of benefits sharing, the R-PP states that the "direct users of forests should be the principal beneficiaries" of REDD+ (p. 98), and that "fair, just mechanisms for the distribution of costs and benefits" will be implemented (p. 99). It also notes payment for ecosystem services (PES) as a potentially valuable tool in combating deforestation (p. 84), and that a Draft Environmental Services and Promotion and Compensation Law is under discussion which is meant to, among other things, clarify rights in relation to sequestered carbon (p. 24). Few details are provided as to how benefits will be distributed and the degree to which the process of developing benefit-sharing systems will be participatory. The R-PP does not review lessons learned from existing or past systems for distributing forest revenues or indicate a plan to do so.

Recommendations:
- Propose a clear and participatory process for developing systems for REDD+ revenue management and benefit-sharing
- Discuss existing systems for sharing forest revenue, including capacity to manage revenues in a transparent and accountable manner

Transparent monitoring and oversight of REDD+

	Proposes to establish information management systems for REDD+ that guarantee public access to information
-	*Proposes mechanisms for independent oversight of the implementation of REDD+ activities*
	Proposes mechanisms to monitor efforts to address governance challenges

The R-PP includes broad statements about developing a database of relevant REDD+ information (p. 31), as well as developing a forest information system that includes a "database for direct service to users" (p. 120). However, the R-PP does not elaborate on these proposed systems in detail. Nor does it propose an independent oversight mechanism for REDD+ implementation, since according to the R-PP the Technical Group for the Reduction of Greenhouse Gases Stemming from Deforestation and Forest Degradation (GTREDD) will be responsible for evaluating progress achieved and keeping stakeholders informed (p. 137). The independence of the GTREDD is unclear, given that its membership includes several government ministries that will play a key role in REDD+, such as the Ministry of the Environment (MINAM) and the Ministry of Agriculture (MINAG) (p. 22).

In relation to governance monitoring, the R-PP states that the status of decentralization (i.e. regions with powers that have been transferred) can be used as an indicator to monitor governance factors and improvement of institutional capacity in early phases (p. 130). It also states that during the readiness phase more specific indicators to monitor governance will be defined, related to issues such as greater institutional capacity, fewer indicators of corruption, and increased transparency (p. 131). Monitoring will be done at the decentralized level with the Regional REDD+ Roundtables. The R-PP also notes that OCBR will compile the data and make

(■) – *The R-PP or NPD has, in our view, discussed the issue in some detail and/or has provided a process for further investigation of the issues.*

(■) – *The document has mentioned the issue but not discussed it in detail and has not provided concrete next steps.*

(■) – *The issue has not been identified or discussed in the R-PP or NPD.*

it available to interested parties. However, the R-PP does not provide a clear process or timeline for developing the indicators and monitoring system

Recommendations:
- Provide additional detail on the types of information that will be made available in the proposed database and how it will be made publicly available
- Propose a mechanism or independent entity that will be responsible for oversight of REDD+ implementation

GOVERNANCE CHALLENGES FOR ADDRESSING DEFORESTATION DRIVERS
To what extent does the R-PP consider key forest governance challenges for achieving REDD+?

Land and forest tenure

+	*Discusses the situation regarding land and forest tenure, including for indigenous peoples*
-	*Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens*
	Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The R-PP's discussion of land tenure provides a descriptive analysis of the tenure situation and some of the underlying weaknesses, although it generally does not link these identified challenges to concrete solutions, as has been noted by some in-country civil society.[1] The R-PP describes the major types of ownership and use rights inscribed in Peruvian law, but notes that there are overlapping rights to land that have been granted by different institutions (p. 51-52). In particular, land areas lacking specific use classifications tend to have multiple claims, including some by native communities. Lack of monitoring and the absence of a cadastre are cited in the R-PP as factors that contribute to conflicting claims to land. While the R-PP mentions that efforts are being made by the government to map conflict areas—specifically "socio-environmental conflicts," the types of conflicts alluded to are not clear and further detail on potential conflicts over land is not provided(p. 104).

The R-PP identifies some analytical studies to be done on tenure, including a diagnostic of current tenure and land use, an analysis of tenure conflicts, development of a program to categorize unallocated lands, and design of specific actions to resolve land titling problems (p. 64). In addition, the REDD+ implementation framework proposes to strengthen zoning and the capacity of land use planning committees as a means of improving coordination among institutions that grant land rights and to establish a unified cadastre system (p. 86). However, these activities are listed in the budget as being funded by the Peruvian government, thus it is not clear whether their implementation is currently funded or how this work will be integrated into the REDD+ strategy.

Recommendations:
- Clarify how efforts to address identified tenure issues will form part of the REDD+ strategy and be funded
- Discuss the capacity of judicial or other mechanisms to resolve the types of land conflicts referenced in the R-PP

Forest management

+	*Discusses the ability of forest agencies to plan and implement forest management activities*
	Considers the role of non-government stakeholders, including communities, in forest management
	Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The R-PP describes the current situation of forest management in Peru, noting that a process of decentralization of forest management that transfers management responsibilities from the federal to the regional level is ongoing (p. 17). In addition, the R-PP also states that development of a new forest law that establishes a new National Forestry and Wildlife Service reflects a changing institutional landscape of forest management in Peru (p. 17). It states that forest management activities are frequently led by the private sector as a part of the concession system, in addition to some NGO led projects—in many cases involving the participation of local communities and indigenous peoples (p. 63). The R-PP also notes a variety of governance challenges related

---

[1] http://www.bicusa.org/en/Article.12375.aspx

(+) – The R-PP or NPD has, in our view, discussed the issue in some detail and/or has provided a process for further investigation of the issues.

(   ) – The document has mentioned the issue but not discussed it in detail and has not provided concrete next steps.

(–) – The issue has not been identified or discussed in the R-PP or NPD.

to forest management, including poor understanding of forest management, lack of coordination, overlapping responsibilities for forests and lack of human and financial resources (p. 63-64).

The R-PP states that some existing training and work to build forest management capacity is being conducted as part of the decentralization process (p. 97). In general the R-PP proposes to analyze and potentially build on some of the existing plans in the forest sector in order to further develop REDD+ strategies. Analytical work to study existing programs related to reducing emissions from deforestation and forest degradation, as well as examining how REDD+ strategies can be developed under the framework of the existing National Forest Conservation Program for the Mitigation of Climate Change are proposed as preliminary aspects of the REDD+ strategy (p. 88).

Recommendations:
- Propose a concrete process or strategy for addressing identified challenges of forest management during readiness implementation

	Forest law enforcement
-	*Discusses the ability of law enforcement bodies to effectively enforce forest laws*
	Discusses efforts to combat corruption
-	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP does not explicitly discuss law enforcement efforts in Peru or existing capacity needs, except to note that in general forest governance weaknesses include the lack of a control and monitoring system and an unregulated domestic timber market (p. 63). Corruption and illegality are broadly cited as existing issues. A participatory process to develop an anti-corruption plan for the Forestry and Wildlife sector is stated as being under way (p. 79). This plan is related to a broader strategy to develop a National Anti-corruption Plan, which is being led by the Office of the President of the Council of Ministers (PCM).

Recommendations:
- Conduct a needs assessment of law enforcement capacity and implementation
- Clarify how efforts will be made to address illegality and corruption issues as part of readiness implementation

	Other forest governance issues relevant for REDD+
	Discusses other forest governance issues that are relevant for REDD+
-	*Links identified governance challenges to proposed REDD+ strategy and implementation framework*

Forest governance is cited throughout the document as an underlying driver of forest change in Peru and an important issue to address for REDD+ as well as other national strategies. The R-PP cites several principles for good governance in Peru: (i) the promotion of effective, decentralized and integrated participation by the various public and private stakeholders in decision making; (ii) the management of conflicts and the building of consensus, based on clearly defined responsibilities; and (iii) legal security and transparency (p. 54). There is also mention of development of projects and initiatives by other international donors to improve forest governance (p. 55); however, little concrete information is provided as to how forest governance principles will be implemented and financed in practice or how specific projects will be developed.

Recommendations:
- Provide additional information about ongoing initiatives to address forest governance weaknesses and how these programs link to current REDD+ strategies

(+) – *The R-PP or NPD has, in our view, discussed the issue in some detail and/or has provided a process for further investigation of the issues.*

( ) – *The document has mentioned the issue but not discussed it in detail and has not provided concrete next steps.*

(−) – *The issue has not been identified or discussed in the R-PP or NPD.*