



PERÚ

Ministerio
del Ambiente

Peru REDD+ Readiness Package (R-Package)

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I. LIST OF ACRONYMS

AIDSESP	Interethnic Association for the Development of the Peruvian Amazon
ANP	Natural protected area
ARAs	Regional Environmental Authorities
BAU	Business-as-usual
CAF	CAF Development Bank of Latin America
CARs	Regional Environmental Commissions
CO ₂ e	Carbon dioxide equivalent
COFIDE	Financial Corporation for Development
CONAP	Peruvian Confederation of Amazonian Nation
CT-CUM	Regulation of Land Categorization by Greater Use Capacity
DCI	Norway, Germany and Peru Joint Declaration of Intent
DGAAA	General Directorate for Agrarian Environmental Affairs
DGCCD	General Directorate for Climate Change and Desertification
ENBCC	National Strategy on Forests and Climate Change
ENCC	National Climate Change Strategy
ERP	Emissions Reduction Program
ERPA	Emission Reductions Purchase Agreement
ER-PD	Emissions Reduction Project Design
ER-PIN	Emissions Reduction Project Idea Note
ESMF	Environmental and Social Management Framework
FCPF	Forest Carbon Partnership Facility
FIP-Peru	Climate Investment Fund's Forest Investment Program for Peru
FONAM	National Fund for the Environment
FONDAM	Fund for the Americas of Peru
GCF	Green Climate Fund
GEOBOSQUES	Forest Cover Change Monitoring Platform
GEOSERFOR	SERFOR's Web Portal for Spatial Data Infrastructure
GHG	Greenhouse gases
GIZ	German Agency for Technical Cooperation
GOP	Government of Peru
GORE	Regional Government
GRRNGMAs	Natural Resources and Environmental Management Regional Departments
IADB	Inter-American Development Bank
INFOCARBONO	National Inventory of Greenhouse Gases
iNDCs	Intended Nationally Determined Contributions
IPCC	Intergovernmental Panel on Climate Change
JICA	Japan International Cooperation Agency
KfW	German Development Bank
LFWS	Forest and Wildlife Law
LMCC	Framework Law on Climate Change
LULUCF	Land use, land use change, and forestry
M&E	Monitoring and evaluation
MDE-Saweto	Dedicated Mechanism for Indigenous Peoples and Local Communities
MEF	Ministry of Economy and Finance

MMCB	Forest Cover Monitoring Module
MINAGRI	Ministry of Agriculture and Irrigation
MINAM	Ministry of the Environment
MINCU	Ministry of Culture
MRE	Ministry of Foreign Affairs
MRV	Measuring, reporting, and verification
MtCO _{2e}	Millions of tons of carbon dioxide equivalents
MTR	Peru REDD+ Readiness Preparation Mid-term Report
MTC	Ministry of Transport and Communications
NDCs	Nationally Determined Contributions
NFCMS	National Forest Cover Monitoring System
NICFI	Norway's International Climate and Forest Initiative
NREF	Forest Reference Emissions Level
NRMM	National Registry of Mitigation Measures
ONAMIAP	National Organization of Indigenous Andean and Amazonian Women of Peru
OSINFOR	Forest Resources Oversight Agency
PCM	Presidency of the Council of Ministers
PNCBMCC	National Program for Forest Conservation for Climate Change Mitigation
PPIA	Stakeholder Participation and Involvement Plan
REDD+	Reduction of Emissions from Deforestation and Forest Degradation
REDD+ MAC	Citizen Attention Mechanism for REDD+
REL/RL	Reference emission level/reference level
RIA	Amazonian Indigenous REDD+
R-PIN	Readiness Plan Idea Note
R-Package	REDD+ Readiness Package
R-PP	REDD+ Readiness Preparation Proposal
SERFOR	National Forestry and Wildlife Service
SERNANP	National Service of Natural Protected Areas
SESA	Strategic Environmental and Social Assessment
SFM	Sustainable forest management
SINANPE	National Service for Protected Natural Areas
SINIA	National Environmental Information System
SIS	Safeguard Information System
SRMRES	Single Registry of Retribution Mechanisms for Ecosystem Services
tCO _{2e}	Tons of carbon dioxide equivalents
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNFCCC	United Nations Framework Convention on Climate Change
UNREDD+	United Nations Program to Reduce Emissions from Deforestation and Forest Degradation
WCMC	World Conservation Monitoring Centre
WB	World Bank

II. INTRODUCTION

According to United Nations Framework Convention on Climate Change (UNFCCC), Reduced Emissions from Deforestation and Forest Degradation (REDD+) is defined as "positive policy approaches and incentives for issues related to reducing of 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".

As for Peru, REDD+ is the result of the implementation of policies and approaches aimed at: 1) reduction of emissions from deforestation, 2) reduction of emissions from forest degradation, 3) conservation of forest carbon stocks, 4) sustainable management of forests; and 5) increase in forest carbon reserves. These actions are proposed both at national and subnational levels, taking into consideration the vision of different levels of government and civil society actors and indigenous peoples, in order to facilitate the implementation, by both public and private actors, of concrete measures to reduce greenhouse gas emissions (GHGs) in the Land Use, Land-Use Change and Forestry sector (LULUCF). The effective implementation of these actions allows for the engagement of countries in results-based financing.

At the national level, Peru is engaged in the Preparation phase for REDD+, developing actions associated to the four pillars of REDD+ according to the provisions of UNFCCC:

- 1) Formulation of a REDD+ Strategy: Approved in 2016 under the name of National Forests and Climate Change Strategy¹ (ENBCC);
- 2) Forest Cover Monitoring Module² (MMCB): Fully established and producing periodic reports on deforestation and land use change;
- 3) National Forest Reference Emissions Level³ (NREF): Final version presented in 2016 to the UNFCCC, reflects the expected emissions from deforestation in the Amazon biome. Currently in the process of formulating its extension to cover emissions from forest degradation in the same biome, and deforestation emissions in the tropical dry forest and Andean forest biomes;
- 4) Information system on safeguards: Currently under design.

The Forest Carbon Partnership Fund (FCPF) is a global alliance that supports the reduction of emissions caused by deforestation and forest degradation, sustainable management of forests, conservation of forest carbon stocks and enhancement of forest carbon stocks. FCPF helps countries with tropical and subtropical forests to develop systems and policies conducive to REDD+ and provides them with performance-based payments for emission reductions.

The fund operates through the World Bank (WB) as a fiduciary entity for the Readiness Fund, which finances changes in policies, incentives and procedures and institutional capacities in order to reduce emissions, and the Carbon Fund, which finances payments for reductions in GHG in national, subnational or bi-national jurisdictions, provides Secretariat services and implements the FCPF, through technical support for participating

¹ http://www.bosques.gob.pe/archivo/ff3f54 ESTRATEGIACAMBIOCLIMATICO2016_ok.pdf

² <http://www.bosques.gob.pe/redd+/modulo-de-monitoreo-de-la-cobertura-forestal>

³ <https://redd.unfccc.int/submissions.html?country=per>

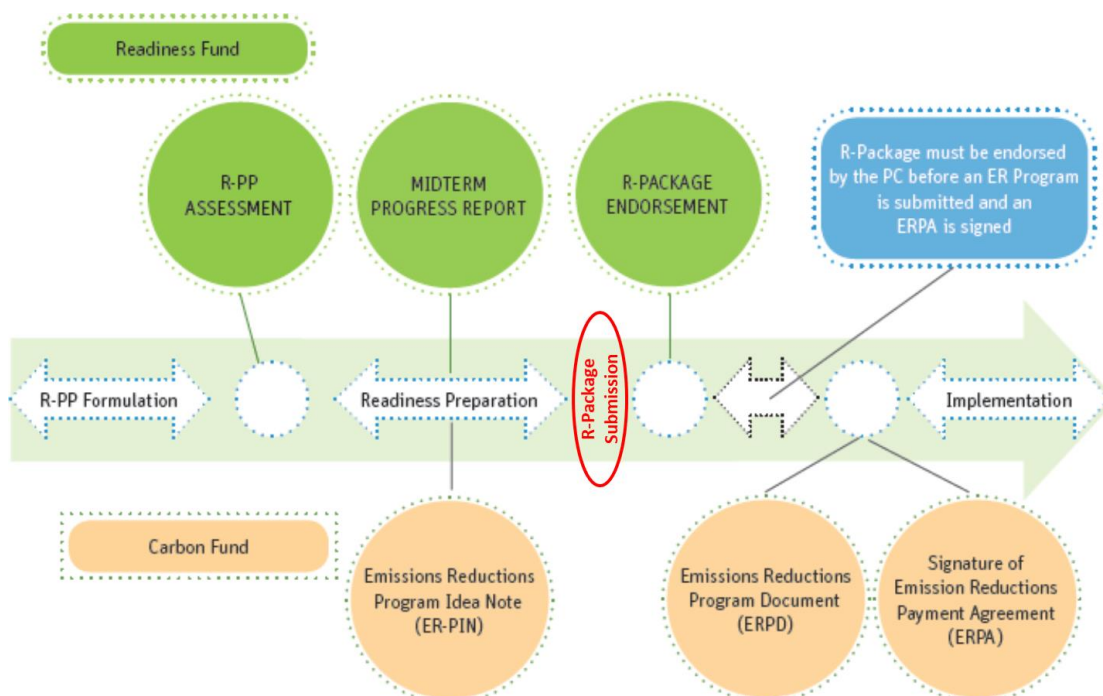
REDD+ countries and conducting due process in fiduciary policies and environmental and social safeguards. Although Peru started its REDD+ Readiness Preparation Proposal (R-PP) request process with the WB as delivery partner, in 2011 the role was taken, to date, by the Inter-American Development Bank (IADB).

Peru's engagement with FCPF began in 2008, when it was included in the list of FCPF beneficiary countries. At that time, an Idea Note was submitted for the REDD+ Readiness Plan (R-PIN) that was approved the same year. Due to different situations in the country, as well as changes in the functioning of FCPF, the formulation and approval of the R-PP and its financing was finalized in May 2014. In that year, Peru prepared and presented the Idea Note of the Emissions Reductions Program (ER-PIN) to the Carbon Fund of the FCPF, which was approved in October 2014.

With the approval of the ER-PIN, the WB was authorized to negotiate with the country the letter of intent (LOI) to develop the Emissions Reduction Program Document (ER-PD), which was signed in March 2016.

Currently, Peru is completing the preparation of the ER-PD documents to request the signing of an agreement with FCPF's Carbon Fund, in order to acquire carbon credits for avoided deforestation in the regions of San Martín and Ucayali. One of the requisites for the approval of the aforementioned operation is the sending and approval by FCPF of the REDD+ Readiness Package (R-Package), which provides a self-evaluation and specific evidence of the levels of progress in the REDD+ Preparation Phase, as shown in Figure 1.

Figure 1. The R-Package in the context of the Readiness Preparation and Carbon Finance processes⁴



⁴ Forest Carbon Partnership Facility, 2013. A Guide to the FCPF Readiness Assessment Framework.

III. OBJECTIVES AND SCOPE OF THE EVALUATION

The general objective of the present evaluation is to determine the level of progress of Peru in the REDD+ Preparation Phase, using the guidelines of FCPF's Readiness Assessment Framework for the Preparation of REDD+.

The specific objectives of the evaluation are:

- a) Identify and analyze the main advances, lessons learned and pending issues for Peru's effective compliance with the REDD+ Preparation Phase;
- b) Provide specific recommendations for the attention of pending issues to complete the REDD+ Preparation Phase;
- c) Support the establishment of commitments and the appropriation of the REDD+ Preparation Phase process by the parties interested in the subject in Peru;
- d) Provide information and receive feedback from national and international actors regarding the progress of the REDD+ Preparation Phase in Peru and the transition to the following stages;
- e) Allow Peru to advance to the stage of presentation of a Program to Reduce Emissions to FCPF's Carbon Fund.

The geographical scope of the evaluation is national but includes information regarding processes that had taken place at the regional and local levels. It analyzes actions performed by national and regional government institutions, civil society and indigenous people's organizations, international cooperation agencies, as well as the private sector.

The current evaluation was performed following the directives of the Guide to the FCPF Readiness Assessment Framework, as portrayed in Table 1.

Table 1. FCPF's REDD+ Readiness Assessment Framework

Component	Sub-Component	Indicators
1. Organization and consultation	1.a REDD+ management at the national level	1. Accountability and transparency
		2. Operating mandate and budget
		3. Mechanisms of multi-sectoral coordination and collaboration
		4. Technical supervision capacity
		5. Capacity to manage funds
		6. Feedback and grievance redress mechanisms
	1.b Consultation and participation	7. Participation and engagement of key stakeholders
		8. Consultation process
		9. Information access and sharing of information
		10. Implementation and public disclosure of key outcomes
2. REDD+ Strategy	2.a Evaluation of drivers of deforestation, governance, and legal and policy framework	11. Assessment and analysis of land use trends, rights, tenure, forestry laws, policies, and governance
		12. Prioritization of direct and indirect drivers/barriers to forest carbon stock enhancement
		13. Links between drivers/barriers and REDD+ activities
		14. Action plans to address natural resource rights, land tenure, and governance
		15. Implications for forest laws and policies

	2.b REDD+ strategic options	16. Selection and prioritization of REDD+ strategy options
		17. Feasibility assessment of the options
		18. Implications of strategy options on existing sectoral policies
	2.c Implementation framework	19. Adoption and implementation of legislation/regulations
		20. Guidelines for implementation
		21. Benefit sharing mechanisms
		22. National REDD+ registry and system for monitoring REDD+ activities
	2.d Social and environmental impacts	23. Analysis of social and environmental safeguard issues
		24. REDD+ strategy design with respect to impacts
25. Social and environmental management framework		
3. Reference level	26. Demonstration of methodology	
	27. Use of historical data and adjustment for national circumstances	
	28. Technical feasibility of the methodological approach, and consistency with UNFCCC/IPCC guidance and guidelines	
4. Forest and safeguards monitoring system	4.a National forest monitoring system	29. Documentation of monitoring approach
		30. Demonstration of early system implementation
		31. Institutional arrangements and capacities
	4.b Information system for benefits, other impacts, governance, and safeguards	32. Identification of relevant non-carbon aspects and social and environmental issues
		33. Monitoring, reporting, and information sharing
		34. Institutional arrangements and capacities

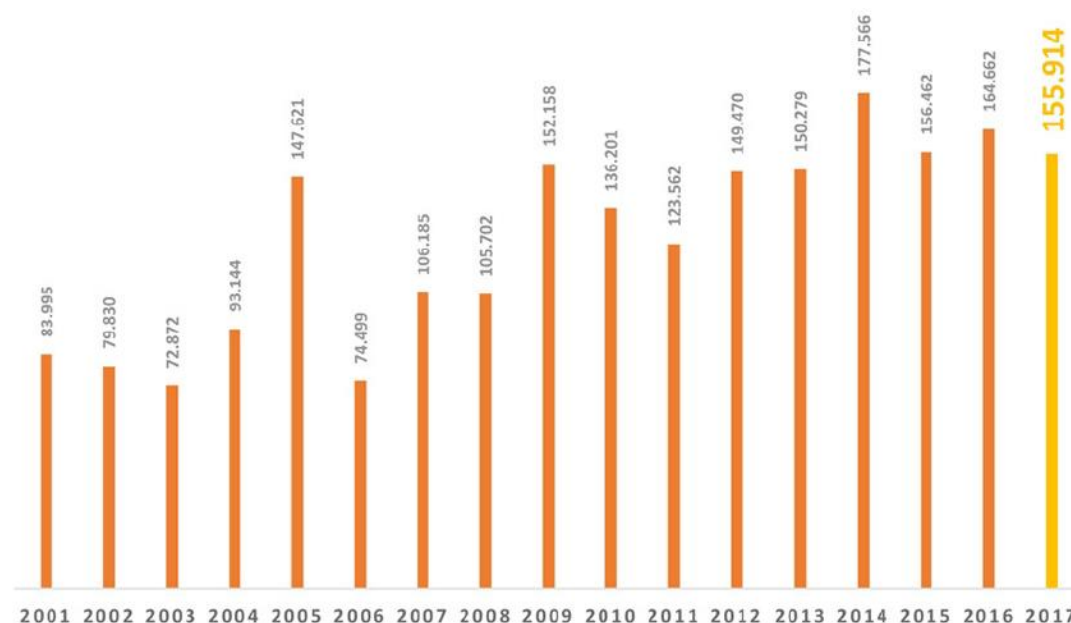
Due the fact that in January 2017 Peru submitted to FCPF its REDD+ Readiness Preparation Mid-Term Report (MTR), the analysis of the current evaluation is focused mainly in those processes and decisions that have taken place between January 2017 and December 2018.

IV. THE CONTEXT OF REDD+ IN PERU

With approximately 68 million hectares, Peru is the second country with the largest area of rainforest in Latin America and the Caribbean, the fourth in the world in terms of tropical forest and the eight in terms of total forest cover. However, accelerating deforestation and forest degradation are threatening its ecosystems and the important goods and services associated to them such as carbon sequestration, climate regulation, biodiversity and watershed protection.

Between 2008 and 2017, deforestation of Peru's Amazon ecoregion, which includes about 95% of the country's forests, was an average of 147,198 ha/yr, a 56% increase compared to the average annual deforestation rate of 94,021 ha/yr measured between 2000 and 2007 (Figure 2). Since 2015, however, annual deforestation has decreased compared to its highest value of 177,566 ha in 2014 and has fluctuated around a value of about 159,000 ha/yr.

Deforestation is the consequence of small-scale interventions, mainly agricultural ones, with 78% of them taking place in areas smaller than 5 ha. In terms of geographic concentration, five departments (Ucayali, Madre de Dios, Huánuco, Loreto and San Martín) represent approximately 59% of the total deforestation in the Peruvian Amazon.

Figure 2. Annual deforestation of Amazon rainforest in Peru, 2001-2017⁵

PNCBMCC-SERFOR, 2017

Deforestation and its reduction play a major role in Peru's strategy to reduce greenhouse gas emissions. During 2018 Peru underwent a review of its Nationally Determined Contributions (NDCs), from the original version submitted to UNFCCC in 2015, determining that eight mitigation measures identified for the LULUCF sector have a potential for GHG emissions reduction of 43.1 MtCO₂eq by 2030⁶, approximately 62.1% of the country's total expected GHG emission reductions. By 2030, another 2.77 million deforested hectares are projected⁷ to be added to the 7.7 million hectares deforested until 2017, resulting in an increase of more than 50% in both national as well as LULUCF sector emissions.

Throughout the REDD+ Preparation Phase, the country has advanced a series of important regulatory, institutional and technical processes, with the purpose of moving towards an effective management of climate change, as a key element to ensure the sustainability of its development in the long term. Among these processes, the following stand out: 1) the approval in 2015 of the National Climate Change Strategy (ENCC), which made it possible to define the scope of the climate change issue in Peru, proposing specific definitions and approaches to explicitly incorporate this topic in the decision-making processes oriented to the development of the country and 2) the formulation of the Intended Nationally Determined Contributions (iNDCs) in 2015, which allowed to configure a certain level of commitment of the country to solve the problem of climate

⁵ Programa Nacional de Conservación de Bosques para la Mitigación del Cambio Climático y Servicio Nacional Forestal y de Fauna Silvestre, 2018. Cobertura y Deforestación en los Bosques Húmedos Amazónicos 2017.

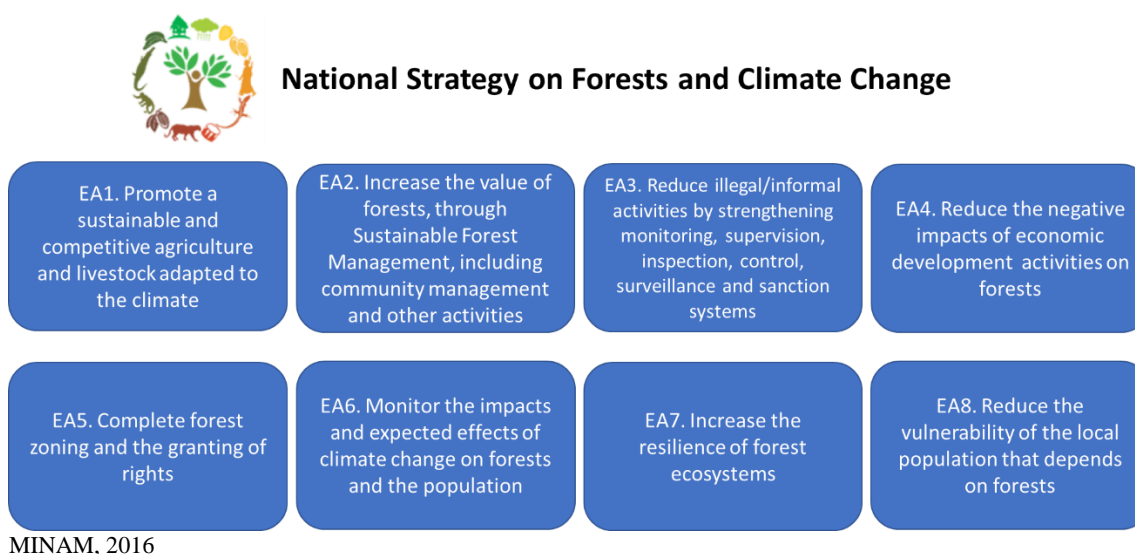
⁶ MINAM, 2018. Informe Final Grupo de Trabajo Multisectorial de naturaleza temporal encargado de generar información técnica para orientar la implementación de las Contribuciones Nacionalmente Determinadas (GTM-NDC). Available in: http://www.minam.gob.pe/cambioclimatico/wp-content/uploads/sites/127/2018/12/Informe-final-GTM-NDC_v17dic18.pdf

⁷ Value corresponding to the sum of the expected annual deforestation in the period 2018-2030, estimated based on the linear projection of deforestation as a function of time, as it was developed in the Forest Reference Emissions Level (NREF) for deforestation in the Amazon.

change and its effects, at the same time to do a first dimensioning of the level of effort that this would imply in terms of the transition to more sustainable development models.

Specifically regarding REDD+, the approval of the ENBCC in 2016 made it possible to identify the lines of action (Figure 3) that the country should take to ensure that forests, being the most extensive terrestrial biome, contribute in a higher degree to national development, to the well-being of the population that inhabits and/or depends on them and to the provision of concrete solutions to the challenges posed by climate change at local, regional, national and even global levels, an aspect clearly reflected in the weight of the LULUCF theme in the generation of greenhouse gas emissions, as well as its enormous potential for reducing them.

Figure 3. Strategic Actions of the National Forests and Climate Change Strategy



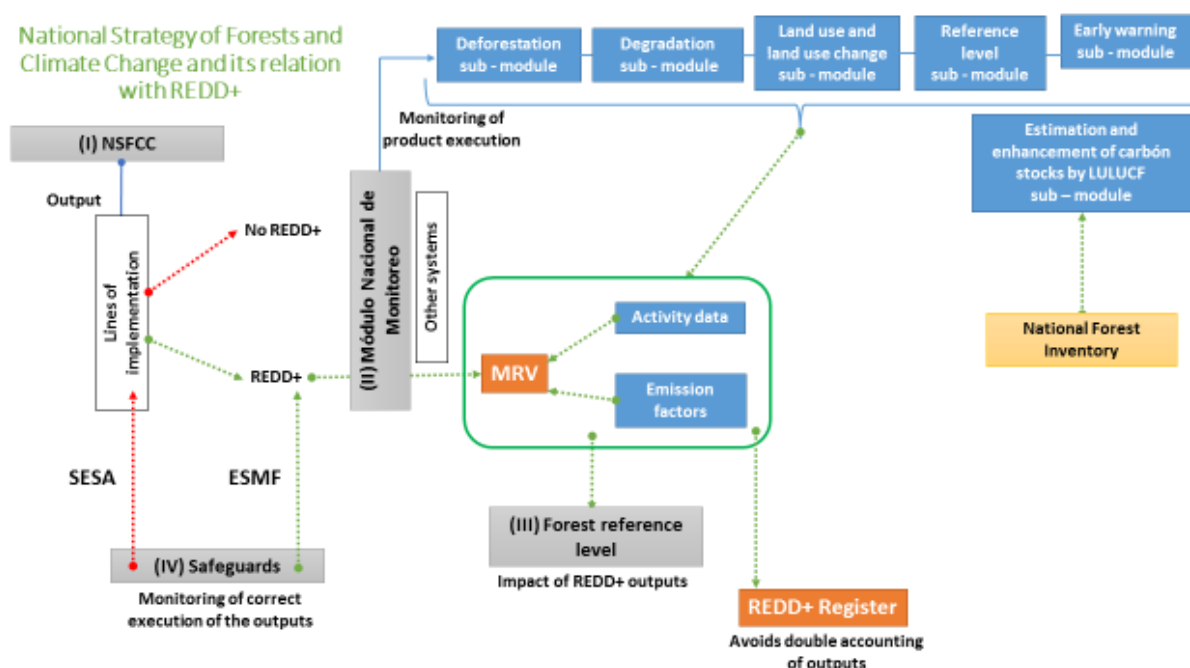
The overall objective of the ENBCC is to reduce deforestation and forest degradation, and thereby the GHG emissions of the LULUCF sector, and improve the resilience of the forest landscape and human populations dependent on these ecosystems, with special emphasis on indigenous peoples and rural dwellers, in order to reduce their vulnerability to climate change. The overall objective translates into two specific objectives: the mitigation of GHG emissions from the LULUCF sector and an increase in adaptation and resilience to climate change.

Within the ENBCC, REDD+ is a principal mechanism of GHG emission mitigation by contributing to efforts to reduce deforestation and forest degradation via five eligible activities related to Strategic Actions 1.2-1.5 as well as the transversal actions: 1) the reduction of emissions derived from deforestation, 2) the reduction of forest degradation, 3) the conservation of forest carbon stocks, 4) sustainable forest management, and 5) the increase of forest carbon stocks. These measures are oriented towards the indirect and direct drivers of deforestation, form part of an integrated forest landscape approach and are aimed at low emissions rural development. In this context, REDD+ is viewed as an instrument that stimulates the application of public policies and civil society actions that reduce deforestation via financial transfers that form the basis for results-based payments.

Since its approval the ENBCC has become the guiding framework for the planning and implementation of REDD+ activities in Peru, although there is still the need for the establishment of a monitoring mechanism to evaluate the advance and challenges for its implementation.

Currently, Peru is pursuing a phased approach for the development and implementation of REDD+ requirements (Figure 4), in which some activities are in a preparatory stage while others are being implemented. Strategic elements (e.g. reference levels or carbon measurement methodologies) are gradually being improved as national capacities increase.

Figure 4. Articulation of the four pillars of REDD+ within the ENBCC



MINAM, 2017

In the same line, the approval, after a complex process of coordination between the Executive and the Congress, of the Framework Law on Climate Change⁸ in April 2018 (LMCC) has allowed the establishment and consolidation of certain principles and approaches, which have resulted in a clear strengthening of public institutions and coordination bodies regarding the issues of climate change and REDD+, placing Peru as the first South American country in having approved such legal instrument. To date the LMCC have being translated in at least five different local languages: Quechua, Aymara, Shipibo-Conibo, Awajún and Asháninka

Also, during 2018, the formulation of NDCs was carried out, after a technical and participatory process, allowing for the definition of 62 measures for greenhouse gases mitigation and 91 adaptation measures, which would allow the country to achieve its goal of 20% emissions reduction, expandable to 30%, subject to additional financial support. In the context of this exercise, 8 mitigation measures linked to the LULUCF sector were identified, as well as 12 adaptation measures associated with forest ecosystems.

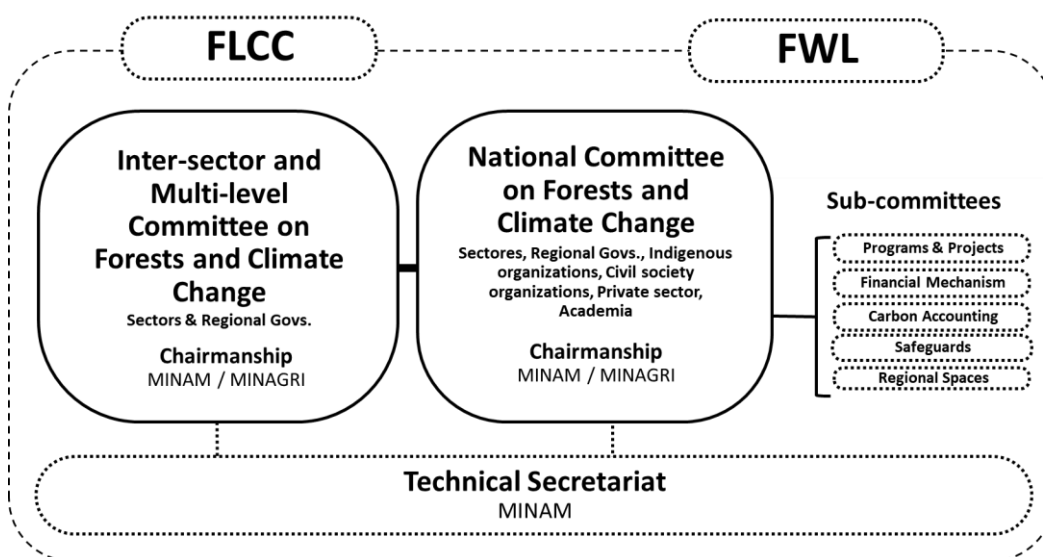
⁸ <https://busquedas.elperuano.pe/download/url/ley-marco-sobre-cambio-climatico-ley-n-30754-1638161-1>

More recently, a series of decisions have made the overall landscape for the development of REDD + actions in Peru look more favorable, as forests have begun to enter explicitly into discussions and decision-making processes regarding national development, especially in the Amazonian realm.

Among the decisions that need to be highlighted are the establishment, by Supreme Resolution N° 154-2018-PCM in August 2018, of the Multisector and Intergovernmental Commission for the Establishment of Priority Public Actions for the Promotion of the Sustainable Development of the Territories of the Amazon, which aims to identify public actions highly relevant for the promotion of sustainable development of the Amazonian Territories, as well as an Action Plan 2018-2021. This commission has five specific working groups: a) Policies, programs and activities for sustainable productive development, b) Comprehensive review of forest policy instruments, c) Models of provision of social services for the territories of the Amazon; d) Land titling of indigenous communities and e) Consolidation of funding sources to promote the sustainable development of the Amazon.

Another important process is the start of the discussion with multiple stakeholders on a Forest and Climate Change Governance, launched in November 2018, which seeks to establish a definitive multi-level, multi-stakeholder and multi-sector coordination and articulation body for forest management and climate change, so as to reduce emissions from deforestation and forest degradation, promote sustainable development and improve the quality of life of local populations. Figure 5 shows the proposed institutional arrangement under discussion.

Figure 5. REDD+ Governance proposal currently under discussion



MINAM, 2018

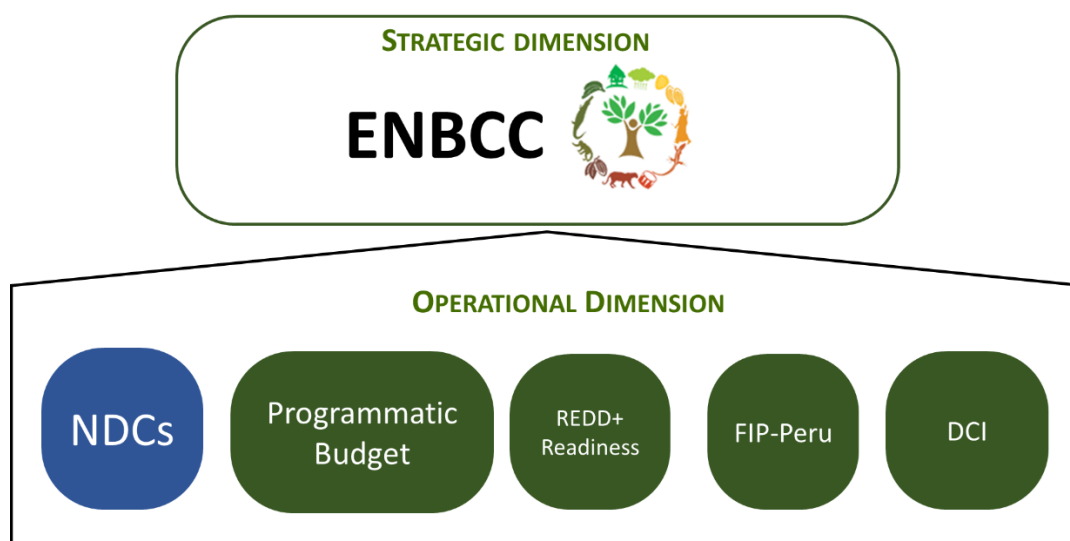
Additionally, it is necessary to highlight the proposal called "Priority Axes to Combat Deforestation", presented during the month of December 2018, in the framework of the last Executive GORE⁹ of the year, which seeks to value forest as natural capital, through

⁹ The Executive GORE, according to the Presidency of the Council of Ministers (PCM), is a coordination space in which the Ministers have a bilateral dialogue with the Regional Governors and their respective technical teams, thus

the impulse of actions in four areas: 1) Institution-building and governance, 2) Integral territorial management, 3) Sustainable production and 4) Fight against illegal economic activities. The proposal has been jointly prepared by the Ministries of the Environment (MINAM), of Agriculture and Irrigation (MINAGRI) and of Energy and Mines (MINEM). The proposal defines targets to be achieved by 2021 in the different dimensions of each area, as well as the responsibility of different stakeholders in the achievement of them.

With regard to implementation, Peru has been one of the most favored countries in terms of receiving international technical and/or financial cooperation aimed at supporting the actions of the REDD + Preparation phase and the transition to the subsequent stages of Implementation and Results-Based-Payments. The support has come from official bilateral cooperation sources such as Germany, Norway or Japan; from multilateral sources such as the World Bank (WB), the Inter-American Development Bank (IADB) or the United Nations Programs for Development (UNDP) and for the Environment (UNEP) and even private international foundations such as the Gordon and Betty Moore Foundation. All these projects represent approximately US \$ 515 million of investment in different aspects of forest management in Peru until the year 2020. Figure 6. shows how different policies, programs and policies jointly support the implementation of the ENBCC.

Figure 6. Relationship between ENBCC and climate change interventions



For instance, in the case of the Peru-Norway-Germany Joint Declaration of Intent (DCI), during its first phase, a series of tools for the implementation of REDD+ in Peru have been developed, as shown in Table 2.

Table 2. Level of compliance of deliverables for DCI's first phase

Deliverable	Level of compliance	Mean(s) of verification
-------------	---------------------	-------------------------

enabling the strengthening of trust relationships and improving mutual knowledge of the responsibilities they have in charge.

a) Implementation of MRV for gross deforestation	Achieved	1. Road map for the institutionalization and operation of the MMCB and its complementarity with GEOBOSQUES; 2. Road map for the integration of the indigenous approach in the el MMCB.
b) Design and implement a funding mechanism	In process	Road map for the establishment of a financial mechanism, currently under review
c) Political endorsement of a national strategy for reducing deforestation	Achieved	National Strategy for Forests and Climate Change (ENBCC), approved.
d) Establish the key instruments to implement the Forest and Wildlife Law	In process	1. Regulation of the LFFS, approved; 2. Installation and operation of the National Forest and Wildlife System (SINAFOR), pending.
e) Define Forest Reference Emissions Level/Forest Reference Level	Achieved	Forest Reference Emission Level (NREF) for reducing emissions from deforestation in the Peruvian Amazon submitted to UNFCCC.
f) Establish a Safeguards Information System	In process	Road map for REDD+ Safeguards ¹⁰ .

In order to provide information to verify the fulfillment of the commitments of the DCI, MINAM prepares an Annual Report of Compliance¹¹.

On the other hand, many private and for-profit organizations have been involved in the early stage of REDD +, generating commitments to reduce local emissions that have been negotiated under the voluntary carbon markets. Several of these experiences have been pioneering in the application of monitoring methodologies or benefit sharing schemes, both at national and international levels. In order to effectively control the scope and nature of emissions reduction commitments and their effect on the availability of emissions reductions and to ensure respect for the rights of the local actors, on all native communities, involved in these initiatives, the MINAM is currently designing a National Registry of Mitigation Measures (NRMM).

As a consequence of the approval by the UNFCCC of the national reference level of forest emissions for the Amazon in 2016, there is a significant divergence with the estimates of deforestation estimated in the specific area covered by these early initiatives, which is why a discussion process is underway between MINAM and the entities promoting the early initiatives to find a solution to the issue.

Due to the highly cross-cutting nature of the actions leading to control deforestation, the management of REDD+ in Peru has been characterized by an intense need for coordination, consultation and participation, which has led for REDD+ implementation measures and/or initiatives to take longer than originally planned, but also that they have also ended up with higher levels of legitimacy and solidity technique.

As noted in a previous section, inter-institutional coordination processes have been intense, both in the context of the implementation of REDD+, and in other processes such as the approval of the LFFS and its regulations and more recently the *Dialoguemos* processes referred to the formulation of the NDC, the Forests and Climate Change

¹⁰ <http://www.minam.gob.pe/cambioclimatico/wp-content/uploads/sites/127/2019/01/Hoja-Ruta-Salvaguadas-para-REDD-2017.pdf>

¹¹ The first report, as to October 2017 is available on https://drive.google.com/open?id=1XtfYbkIX9-ZekWV_WZdY6Dq5xe_iW8x4

Governance and the proposed Regulation of the Framework Law on Climate Change or the discussion of the Regulation of Land Categorization by Greater Use Capacity (CT-CUM), currently in a very advanced process of discussion.

Participation in these instances has allowed to generate close cooperation links between different public-sector institutions and between them and civil society actors and indigenous organizations. The effective and permanent incorporation of for-profit sector representatives in these processes continues to be the biggest pending challenge.

Regarding the participation of indigenous organizations, this has taken place since the first moments of the implementation of REDD+ and at various levels, becoming more intense as progress was made in the implementation of specific initiatives such as RPP or UN-REDD. The involvement has included both the National Federations such as AIDSESEP, CONAP and ONAMIAP, as well as their regional bases, which were particularly involved in the design processes of the projects that are part of the Climate Investment Fund's Forest Investment Program for Peru (FIP-Peru), as well as specific discussions on the environmental and social management framework and the REDD+ safeguards scheme. The process has also included the so-called regional indigenous REDD+ Roundtables, which have been constituted as a legitimate space for discussion and establishment of agreements regarding the implementation of REDD+ at the level of specific jurisdictions.

In the case of civil society organizations, the National and Regional REDD+ Roundtables have played an important role in the dissemination of information and capacity building regarding REDD+ issues, both at the level of its members, as well as the national and regional authorities of the public sector. Specific support in aspects of forest monitoring and the formulation of a preliminary REDD+ Environmental and Social Management Framework (ESMF) have been particularly important to date. Main pending actions in this area are the closing of the development process of an ESMF, an Information System on Safeguards (SIS) and a Redress Mechanism, which will make it possible to institutionalize Permanent management of the aspects of participation and consultation within the framework of REDD+.

The development of national capacities for forest monitoring and land use change in Peru has had a huge advance over the last ten years, evolving to the current capacity to provide periodic reports with a precision of one tenth of a hectare. The transit has involved the consolidation of a series of monitoring initiatives that were originally dispersed among different units within MINAM and their articulation with the Forest Cover Change Monitoring Platform (GEOBOSQUES), as well as the search for their interoperability with other monitoring mechanisms such as SERFOR's Web Portal for Spatial Data Infrastructure (GEOSERFOR).

The last report, corresponding to 2017, determines deforestation by regions, the main drivers producing it, the specific zones with the highest deforestation pressure up to the district level and the average size of the deforestation polygons. Although the most recent data show a reduction of deforestation with respect to the level reported for 2016: 164,662 hectares compared to 155,914 hectares, it is still insufficient to determine a trend. On the other hand, in 2017 the country-maintained deforestation levels 24% higher than the average level of deforestation experienced in the last sixteen years (2001-2017).

In parallel with the process of consolidating monitoring capacities in public institutions both national and regional, civil society organizations have also significantly improved their capacity to analyze forest monitoring information and change land use, allowing the development of a technical exchange aimed at improving the precision of monitoring and advancing its application to control activities of the drivers of deforestation.

V. EVALUATION OF THE REDD+ READINESS PHASE IN PERU

Despite an extremely complex scenario, characterized by high levels of political instability that even led to the resignation, in April 2018, of the country's President just 21 months after starting his administration, Peru has made interesting progress in developing and/or consolidating several of the actions of the REDD+ Preparation Phase and establish basic conditions for the country's transition to the Implementation and Payment for Results stages.

A summary of results of the current self-assessment in relation to the indicators of FCPF's REDD+ Readiness Assessment Framework and a comparison with those of the MTR is shown in Table 4, followed by a discussion on the results for each individual indicator.

Table 4. Results at Indicator Level between Mid-term Review and R-Package

Indicator	Mid-term Review 2008-2016	R-Package Self-assessment 2017-2018
1. Accountability and transparency	Yellow	Green
2. Operating mandate and budget	Yellow	Yellow
3. Multi-sector coordination mechanisms and cross-sector collaboration	Green	Yellow
4. Technical supervision capacity	Yellow	Yellow
5. Funds management capacity	Yellow	Orange
6. Feedback and grievance redress mechanism	Orange	Orange
7. Participation and engagement of key stakeholders	Green	Yellow
8. Consultation processes	Green	Yellow
9. Information sharing and accessibility of information	Green	Yellow
10. Implementation and public disclosure of consultation outcomes	Orange	Orange
11. Assessment and analysis	Green	Green
12. Prioritization of direct and indirect drivers/barriers to forest carbon stock enhancement	Green	Green
13. Links between drivers/barriers and REDD+ activities	Yellow	Yellow
14. Action plans to address natural resource rights, land tenure, governance	Yellow	Yellow
15. Implications for forest law and policy	Yellow	Yellow
16. Selection and prioritization of REDD+ strategy options	Yellow	Yellow
17. Feasibility assessment	Yellow	Yellow
18. Implications of strategy options on existing sectoral policies	Orange	Orange
19. Adoption and implementation of legislation/regulations	Yellow	Orange
20. Guidelines for implementation	Orange	Red
21. Benefit sharing mechanism	Orange	Red
22. National REDD+ registry and system monitoring REDD+ activities	Yellow	Red
23. Analysis of social and environmental safeguard issues	Orange	Yellow
24. REDD+ strategy design with respect to impacts	Orange	Yellow
25. Environmental and Social Management Framework	Orange	Orange
26. Demonstration of methodology	Green	Green

27. Use of historical data, and adjusted for national circumstances		
28. Technical feasibility of the methodological approach, and consistency with UNFCCC/IPCC guidance and guidelines		
29. Documentation of monitoring approach		
30. Demonstration of early system implementation		
31. Institutional arrangements and capacities		
32. Identification of relevant non-carbon aspects, and social and environmental issues		
33. Monitoring, reporting and information sharing		
34. Institutional arrangements and capacities		

The score assigned to each of the indicators in the current evaluation represent not the position of the Ministry of the Environment or the Government of Peru regarding the advance of the REDD+ Preparation Phase, but the agreed result of the discussions held between different stakeholders, in the context of the self-assessment workshop that took place in Lima during January 2019.

The assessment covers the progress made during 2017 and 2018 in all the different indicators. Therefore, the achievements identified in the MTR were not accounted for but, instead, the analysis was made in a participatory meeting with stakeholders, based on the FCPF Guidelines, which considered the desired final status for each indicator as a reference during qualification.

As in the case of the MTR, Component 3 (Reference Emissions Level) and Sub-components 2.a (Assessment of Land Use, Land-Use Change Drivers, Forest Law, Policy and Governance) and 4.a (National Forest Monitoring System) are those in which the highest results are obtained, mainly due to the important consolidation of technical skills recently experienced, both at the level of public sector entities responsible for monitoring and providing official information on deforestation, as well as at the level of civil society organizations and academia that also do this type of analysis, either using data generated by public bodies for more detailed complementary analyzes or generating alternative analyzes to be contrasted with official information.

Component 2 (REDD+ Strategy Preparation) receives intermediate scores, due to the recent progress in the implementation of specific activities that will help in the compliance of the eight Strategic Lines of Action defined by the ENBCC, both at the institutional level as well as of technical processes such as forest zoning or land titling, which recently had important advances in several regions of the Amazon.

Finally, Component 1 (Readiness Organization and Consultation) and Component 4 (Monitoring Systems for Forests, and Safeguards) present different levels of advancement, with partial compliance rating in those aspects related to participation in formulation and implementation processes in the context of concrete initiatives, but at the same time showing low-level evaluations with respect to the establishment and institutionalization of permanent instruments such as the environmental and social management framework (ESMF), the redress or the benefit-sharing mechanisms.

5.1 Component 1: Readiness Organization and Consultation

5.1.1 Sub-component 1.a - National REDD+ Management Arrangements

5.1.1.1 Indicator 1 - Accountability and transparency

Significant progress	Partially Achieved	Further development required	No or very little progress
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Accountability and transparency have had relatively acceptable levels throughout the REDD+ Preparation Phase in Peru, both in the context of the formulation of the ENBCC and in the formulation and implementation of specific initiatives such as R-PP, FIP-Peru, the Peru-Norway-Germany Joint Declaration of Intent (DCI) or UN-REDD+. The same has happened in the case of most early REDD+ local-level initiatives, although claims about asymmetry of information have been expressed by indigenous organizations.

Transparency portals of both national and regional government institutions, as required by the Law for Transparency and Access to Information (Laws N° 27806 and N° 27927) have been the main source of information about REDD+ in general and of public sector activities regarding the issue in particular. In parallel, civil society organizations have displayed great effort in the production and dissemination of information on the institutional, technical, social and economic aspects of REDD+.

In spite of the above, there are still challenges linked to mainstreaming of coordination and accountability, especially with regard to cross-sectoral (horizontal) and intergovernmental (vertical) coordination mechanisms; the definition of the specific role of the REDD+ and Indigenous REDD+ Roundtables in planning and management of REDD+ actions, and the involvement of actors whose participation is fundamental but still is not sufficiently structured, as with the Ministry of Economy and Finance (MEF), or clearly insufficient, as in the cases of the Ministry of Transport and Communications (MTC) or the business sector.

During the consultation workshop, additional issues arose that would require greater attention in the future, such as improving access to transparency portals and/or periodic accountability reports from public entities involved in REDD+ and the development and use of alternative accountability and communication mechanisms, that allow reaching local actors, who in many cases lack access to modern means, such as the internet.

The approval of the LMCC, in April 2018, has brought a new scenario, as it adopted transparency, accountability, participation and climate governance as the guiding principles for all efforts to address climate change in Peru. The LMCC also sets forth a series of management approaches, including mitigation and adaptation based on conservation of carbon stocks and traditional knowledge, intergenerational equity, interculturality, human rights and equality.

5.1.1.2 Indicator 2 - Operating mandate and budget

Significant progress	Partially achieved	Further development required	No or very little progress
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As national authority on climate change, MINAM has a clear mandate regarding the implementation of REDD+ issues in general and of the ENBCC in particular, something

that has been reinforced with the approval of the LMCC and its regulation proposal¹², currently under discussion.

Coordination and collaboration with other key actors in the public sector such as the Forestry and Wildlife Service (SERFOR), the Ministry of Culture (MINCU) and even MEF has been good, although it has never been without complexity, especially in the decision-making aspects. This coordination process has been accompanied by a progressive increase in the understanding and ownership of the REDD+ issue by these entities.

During the REDD+ Preparation Phase, the public financing gaps for REDD+ were partially covered by bilateral and multilateral international donors, interested in the development of capacities for the management of REDD+ in Peru, which makes it one of the countries that has greater number of support initiatives. The coordination between different funding sources which support REDD+ implementation has progressively improved, allowing a complementarity in the use of resources and an expansion of the potential for impact. In spite of the above, there are some activities that still have insufficient resources to guarantee the effective fulfillment of the goals, especially in relation to strengthening the capacities of regional governments to exercise their forestry competences, promotion of deforestation-free productive activities and monitoring and control at the local level of the processes of land use change and its effects.

Although the available financing, both from public and international cooperation sources, has been sufficient to cover a large part of the activities of the REDD+ Preparation phase, it is expected that the transit to the Implementation and Payment for Results phases will bring new financing needs, in orders of magnitude far higher than those required to date, so that in the future, strategies and actions will be required to ensure a sufficient, timely and stable flow of financing, while mechanisms for efficient channeling of such resources are developed, including a permanent financial mechanism, which still needs to be established.

5.1.1.3 Indicator 3: Multi-sector coordination mechanisms and cross-sector collaboration

Significant progress	Partially achieved	Further development required	No or very little progress
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From the onset of the REDD+ Preparation activities in 2008 and due to the multi-sectoral nature of the actions needed to control deforestation, REDD+ management in Peru has been characterized by an intense need for coordination and collaboration between different public and private organizations, having as a result longer-than-planned design and implementation processes of REDD+ measures and/or initiatives, but also stronger in terms of legitimacy and technical aspects. Instances such as the Multisector Committee for the Coordination of Policies and the Coordinating Group for the Implementation of REDD+ at the national level, the REDD+ and indigenous REDD+ roundtables at the national level, the Regional Environmental Commissions (CARs) and the regional-level REDD+ and indigenous REDD+ roundtables have played an important role for enhanced coordination and cooperation across agencies, levels of government, and organizations of

¹² <http://www.minam.gob.pe/wp-content/uploads/2018/10/DS-APROBACION-DE-REGLAMENTO-CC-1.pdf>

various legal status. Effective coordination between different levels of government, especially in the case of local governments, remains a challenge, mainly when it comes to align specific policies and projects.

Recently, during the second half of 2018, interesting discussion processes have been initiated to establish specific coordination and collaboration mechanisms and to prioritize actions to improve forest management in a context of climate change, as mentioned before: a) the Commission for Multisector and Intergovernmental Priority Public Actions to Promote the Sustainable Development of the Amazonian Territories, b) Priority Axes to Combat Deforestation, which seeks to identify forests as assets for development, by identifying their value as natural capital and c) the proposal for Forest Governance and Climate Change, which seeks to foster coordination and multilevel links, involving multiple actors and agencies to manage forests and address climate change issues, reduce emissions from deforestation and forest degradation, foster sustainable development, and improve people's quality of living.

Additionally, the Ministry of the Environment has pre-published a draft Supreme Decree to set up the High-Level Commission on Climate Change, under the provisions of the LMCC, as a coordination platform, at the decision level of Ministers/Vice Ministers which will define Peru's NDCs for mitigation and adaptation, including those for the LULUCF sector. In spite of the seemingly positive prospects resulting from these recent decisions, it is also necessary to point at the relative risk of creating too many instances that end up wearing out institutions involved in a series of parallel coordination efforts.

5.1.1.4 Indicator 4: Technical supervision capacity

Significant progress	Partially achieved	Further development required	No or very little progress
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Pursuant to its Organization and Functions Regulations¹³, MINAM is in charge of implementing REDD+, the National Carbon Inventory of Greenhouse Gases (INFOCARBONO) and gathering data for the NRMM, in coordination with other competent entities. Additionally, the LMCC mandates MINAM to monitor and assess the reduction of emissions from deforestation and forest degradation and to report on progress made to UNFCCC.

MINAM's responsibilities are distributed between the General Directorate of Climate Change and Desertification, responsible for preparing and enforcing REDD+ policies, and the National Program for Forest Conservation for Climate Change Mitigation (PNCBMCC), that implements field activities in the context of several REDD+ projects and conducts the Forest Cover Monitoring Module (MCCB). Progress in implementing activities in the four pillars of REDD+, mainly through specific initiatives such as R-PP, DCI or the national program UN-REDD, have led to a significant expansion of the technical team in charge.

At present a team of 10 people is in charge of a range of topics, including governance, project implementation, safeguards and participation. Although the expanded technical

¹³ <http://www.minam.gob.pe/wp-content/uploads/2017/04/D.S.-Nº-002-2017-MINAM1.pdf>

team has made it possible to strengthen MINAM's efforts in REDD+, the high level of dependence on international cooperation resources creates a sustainability risk in the medium term, once the initiatives currently underway conclude. In the face of such situation, MINAM should launch measures to ensure a greater government budget allocation for the long-term contracting of a basic REDD+ team.

At present, MINAM's capacities to manage REDD+ and provide technical assistance to the regional authorities seem adequate, but to date it has not been possible to set up a monitoring and evaluation system to identify and systematize lessons learned for future potential replication at the national or regional level.

At the regional level, the Regional Environmental Authorities (ARAs) and the Regional Natural Resources and Environment Management Departments (GRRNGMAs) play the same role, with the support of the regional REDD+ Roundtables. While it is too early to evaluate the impact of regional governors' reelection ban, in effect since the October 2018 regional government elections, an immediate consequence may be the loss of institutional memory that nonetheless could be counteracted by stronger the role in REDD+ of the ARAs or the REDD+ Roundtables, to the extent that they are forums gathering various players and as such they could allow avoiding major setbacks.

5.1.1.5 Indicator 5: Funds management capacity

Significant progress	Partially achieved	Further development required	No or very little progress
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Since the beginning of REDD+ efforts in Peru, the Peruvian government has benefitted from important support through international technical and/or financial cooperation aimed at executing actions in the REDD+ Preparation phase and the transition to the later stages of Implementation and Results-based Payments. Support has been provided by official bilateral cooperation sources such as from Germany, Norway or Japan; multilateral sources, including the WB, IADB or the UNDP and UNEP and UN Food and Agriculture (FAO) programs, and even private international charities, such as Gordon and Betty Moore Foundation.

The great number of projects and cooperation sources has generated the need for MINAM to deploy efforts for the alignment and coordination of project activities, in order to increase their combined impact potential for the advancement of REDD+ in Peru. In spite of improved coordination during the last two years, still there is the need to increase the information exchange among different cooperation agencies. Table 3 shows for instance the complementarity of different REDD+ on-going projects with the components of the upcoming R-PP II.

Table 3. R-PP and its correspondence with activities by on-going REDD+ projects

Proyectos	Components R-PP II			
	Organization & consultation	Implementation of the ENBCC	Consolidation of the MMCB	Safeguards Information System
DCI – 2º Phase	X	X	X	X
UNREDD	X	X	X	X
FIP-Peru	X	X	X	X
JICA-REDD+		X	X	
MDE-Saweto	X	X		X
PPS-GEF	X	X		

The flow of resources has been linked to other lines of investment in forestry and the development of sustainable agricultural activities, which has spurred the interest of cooperation sources compared to previous periods. In spite of the above, government financing for the aforementioned initiatives, through financial organizations such as AGROBANCO or COFIDE (Peru's development second tier bank) has not been successful and is being completely restructured.

The total amount of financing for REDD+ and other initiatives aimed at the adequate management of forest ecosystems currently stands at approximately US\$ 524 million (Table 5) to be implemented through 2022, without counting the resources committed to different REDD+ local-level early interventions.

Table 5. Main international donor supported REDD+ projects 2010-2030

#	Name	Donor/Implementer	Amount (\$)	Dates
Completed Projects				
1	Conservation of community forests - First Phase	BMU/GIZ	4,140,000	2010-2014
2	Strengthening of technical, scientific, and institutional capacities for REDD+	KfW/Moore Foundation/FONAM	9,701,878	2011-2016
3	Forest conservation in indigenous communities	FONDAM	1,068,760	2012-2013
4	Strengthening of capacities of indigenous peoples for the design and implementation of REDD+	UNDP/UNREDD+/Hatoyama Initiative	295,150	2012-2013
5	National Forest Inventory and Sustainable Forest Management of Peru in the face of Climate Change	Finland/FAO	4,550,000	2014-2015
6	Promotion of private sector involvement in forest conservation and REDD+	UNEP	370,000	2015-2016
7	National preparation for the future implementation of REDD+	UNREDD/UNDP	544,050	2015-2016
8	Implementation of the R-PP	FCPF/IADB	3,800,000	2015-2017
9	Support for the Joint Declaration of Intent Germany/Norway	NICFI/NORAD/WWF	5,696,000	2016-2017
10	Preparation of the ER-PD	FCPF	650,000	2016-2019
11	Conservation of Community Forests – Second Phase	BMU/GIZ	6,895,026	2014-2018
12	Implementation for the Joint Declaration of Intent Germany/Norway (by UNDP)	NORAD/NICFI/UNDP	6,156,000	2016-2018
13	Mitigation of Deforestation in Brazil Nut Concessions in Madre de Dios	GEF/PROFONANPE	1,561,557	2015-2018
	Sub-total		45,428,421	

On-going Projects for REDD+ preparation				
14	Dedicated Mechanism for Indigenous Peoples and Local Communities	CIF/World Bank/WWF	5,500,000	2015-2020
15	Development of capacities for forest conservation and REDD+	JICA	2,120,000	2016-2020
16	Preparation for REDD+	UNREDD/UNDP/FAO	3,800,000	2017-2020
17	FIP-Peru (including grant for design for US\$ 1.5 million)	CIF/IADB/World Bank	50,000,000	2017-2021
18	Implementation of the R-PP II	FCPF/IADB	5,000,000	2019-2021
	Sub-total		66,420,000	
On-going Projects related to REDD+				
19	Sustainable Forest Development in the Peruvian Amazon	CAF/SERFOR	73,208,000	2016-2021
20	Building the Resilience of Wetlands in the Province of Datem del Marañón	GCF/PROFONANPE	6,200,000	2016-2021
21	Sustainable Productive Landscapes in the Peruvian Amazon	GEF/UNDP	19,998,150	2017-2023
	Sub-total		99,406,150	
Projects being designed/planned				
22	NPFCCC in Amazonas, Lambayeque, Loreto, Madre de Dios, Piura, San Martín, Tumbes, and Ucayali	JICA	63,000,000	2010-2020
23	Joint Declaration of Intent Germany/Norway, results-based payments (Phases II and III)	NICFI/NORAD/UNDP	250,000,000	2017-2030
	Sub-total		313,000,000	
	TOTAL		524,254,571	

Although to date, resources have been adequately managed, the future prospect of attracting new investments, based on the results-based payment mechanism, used by FCPF's Carbon Fund or the Green Climate Fund (GCF), will require a significant improvement of management, channeling and monitoring capacities to better use such resources. As stated upwards, MINAM is planning to resume the discussion that would help define a financial mechanism for improved future performance.

5.1.1.6 Indicator 6: Feedback and grievance redress mechanism

Significant progress	Partially achieved	Further development required	No or very little progress
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Despite the time elapsed, and major technical inputs prepared with the support of civil society organizations with experience in the subject, including Conservation International, Helvetas or Proetica, and other instruments such as the Plan for Stakeholder Participation and Engagement (PPIA), the National Gender and Climate Change Action Plan, AIDSESEP's Gender Plan or the experience of MDE-Saweto, Peru still does not have a formal grievance redress mechanism or Citizen Attention Mechanism for REDD+ (REDD+ MAC), which should take shape this year.

Based on previous inputs, and experiences described above, MINAM has prepared a concept note (that will allow for the design of the REDD+ MAC in a short period during the last semester of 2019.

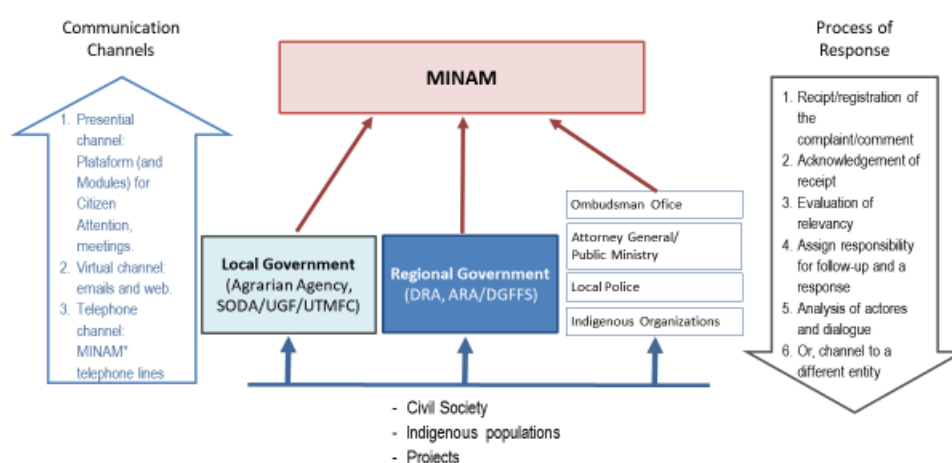
The REDD+ MAC is a mechanisms intended to facilitate timely citizen attention to doubts, consultations and/or complaints in the design and implementation of activities related to the REDD+ approach, including benefit-sharing issues and the application of socio-environmental safeguards. It's based on: a) Legitimacy, respect for rights, transparency and fairness to address a broad spectrum of complaints, and b) Access to the institutional capacity and resources of the State for its functioning.

Furthermore, the proposal of the MAC REDD+ incorporates considerations like ensuring equal accessibility and understanding by all citizens, interculturality, national focus (to be implemented throughout the national territory, with emphasis on where REDD+ interventions are being developed) and a stepwise approach, to flexibly incorporate REDD+ advances in the country.

The proposed MAC REDD+, which requires formalization and some previous inter-institutional arrangements by MINAM, aims to facilitate the reception of comments, suggestions, opinions or complaints through the establishment of receptive channels, which are currently managed through MINAM's citizen service platform¹⁴, which not only contains the channels for presenting cases, defines the steps for access to public information, and keeps a complaints registry for MINAM and all the organizations of the environmental sector.

Channels formally established for communication with MINAM include: a face-to-face channel, via a citizen service platform and its modules, a documentation center, and for REDD+, the minutes of meetings and workshops where relevant information is collected directly; a virtual channel, based on emails and institutional Internet portals, and includes the email for complaints regarding access to information; and a telephone channel, through the use of MINAM's contact center (Figure 6).

Figure 6. Proposal of REDD+ Mechanism for Citizen Attention (MAC-REDD+)



* <http://www.minam.gob.pe/atencion-al-ciudadano/>

In the case of local and rural issues, the inclusion of a complaints book for REDD+ issues in the offices of local, regional governments, indigenous organizations, or other local

¹⁴ <http://www.minam.gob.pe/atencion-al-ciudadano/>

public entities is being evaluated.

The design of the MAC REDD+ will be aligned with the National Policy for Government Modernization by 2021, which seeks to establish a results-based management model focusing on citizens, with a cross-cutting open government approach, with decision-making based on dialog with citizens, and learning of their needs and preferences to foster collaboration between officials and citizens in developing the services they provide and communicating their decisions openly and transparently. The participative process to develop the MAC REDD+ will be closely linked to the safeguards national process.

5.1.2 Subcomponent 1b: Consultation and participation

5.1.2.1 Indicator 7: Participation and engagement of key stakeholders

Significant progress	Partially Achieved	Further development required	No or very little progress
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Since its inception in 2008, the REDD+ Preparation process in Peru has actively involved a large and diverse range of actors at the national and subnational levels, from government, civil society, indigenous peoples and even the private sector. In order to adequately conduct this process, the Plan for Stakeholders Participation and Engagement (PPIA) was prepared as a working document to provide inputs for the identification and prioritization of actors, draft guidelines to ensure their informed and effective participation, specifically in the fundamental elements of REDD+.

The (PPIA) is designed to ensure effective participation and the incorporation of civil society priorities in three key processes: 1) The formulation of the ENBCC; 2) The design of the implementation framework of the Strategy, and 3) The approval of the reference level, and the design of the MRV system.

The PPIA identifies and characterizes the actors in five categories according to their involvement with forestry issues, and their potential roles within REDD+, in order to better define the strategy of their participation:

- 1) Actors whose livelihoods depend directly or indirectly on forests;
- 2) Actors with specific competencies in governance, administration, management and control over forests, and their goods and services;
- 3) Private sector actors, and their associations, whose economic activity is directly or indirectly related to forests and REDD+;
- 4) National and international cooperation, and
- 5) Academic and/or research institutions related to forest conservation and REDD+.

Pending issues include the participative validation and formal approval of the PPIA, the drafting of the PPIA communications plan, the adoption of gender and intercultural approaches, and creating mechanisms to raise the participation of the business sector in REDD+ consultation and planning processes.

With the recent approval of the LMCC, participatory mechanisms have been institutionalized, which is a significant improvement for the REDD+ process in Peru.

5.1.2.2 Indicator 8: Consultation processes

Significant progress	Partially¹⁵ achieved	Further development required	No or very little progress
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The REDD+ consultation process has been guided by the Stakeholders' Engagement Plan (PPIA). PPIA was initially formulated in 2013 and used in the FIP design process and was subsequently adapted and actualized for the implementation of REDD+ Readiness in 2014. The current version was used during the design and implementation of the ENBCC and continues to evolve and be used in the context of major initiatives related to the reduction of emissions.

The PPIA, currently under the responsibility of the Climate Change and Desertification General Directorate of MINAM, guides the participation and involvement of the different stakeholders in REDD+, with particular emphasis on representatives of indigenous peoples.

The PPIA includes four mechanisms for consulting and sharing information with stakeholders at both the regional and national levels, with special emphasis afforded to indigenous groups: 1) public workshops, which include representatives of the national, regional, and local governments, the productive sectors, Protected Natural Areas (ANPs), local and international NGOs, the private sector, academia, and national and regional indigenous organizations; 2) REDD+ Roundtables, composed of around 70 public and private institutions; 3) coordination with AIDSESEP, the Confederation of Amazonian Nationalities of Peru (CONAP), other local indigenous organizations, and the Indigenous REDD+ Roundtable; and 4) a web page for receiving public inputs.

Participation has mainly been implemented through public workshops, sessions of the national and/or regional REDD+ roundtables, direct coordination with indigenous people's organizations and the use of electronic media to accept comments and inquiries from the population at large. Consultation processes with regional indigenous organizations, have been closely coordinated and co-organized with national-level indigenous confederations, and whenever possible have resorted to local interpreters and used materials in local languages to facilitate effective participation.

¹⁵ During the auto evaluation workshop indicators 8 and 9 were evaluated as "further development required". However, the TAP recommended as follow: - The ratings for indicator 8 and 9 could be 'partially achieved', a lot of work on consultation and enhancing participation of IPs and CSOs has been done in the past not only with readiness grant but with other funders such as the UNREDD. Furthermore, the IPs benefited from FCPF IP CB program both phase one and two. This needs to be included as support to enhance consultations and capacity building on REDD+ for IPs and forest communities in Peru

Recently, MINAM has established *Dialoguemos*¹⁶, as the main consultation mechanism for climate change issues. *Dialoguemos* uses a participatory, multi-stakeholder and multi-level approach aimed to contribute to the implementation and socialization of climate change management through permanent interaction, alliance-building and establishment of agreements between different stakeholders. Its goals are: i) involve State and non-State actors in the implementation of the NDCs, ii) incorporate initiatives que contribute to the management of climate change, iii) consolidate strategic alliances among diverse actors, and iv) contribute to the formation of a critical, informed, mass of actors involved in the implementation and monitoring of the NDCs.

At present MINAM is conducting *Dialoguemos* to support:

1. NDCs formulation process;
2. Discussion of the draft of the regulation of the LMCC;
3. Forests and Climate Change, for DCI implementation and the establishment of REDD+ safeguards.
4. Desertification

Within the context of *Dialoguemos* 26 events have been held as of November, 2018: 11 related to programming and 15 related to the thematic aspects mentioned above. These events have been held at the national or macro-regional levels and include meetings, working sessions, and executive breakfasts. They have covered all regions of the country and have included more than 1,500 key actors from the national, regional, and local levels who represent the public sector, business groups, businesses, producers, cooperation agencies, NGOs, research institutions, and indigenous peoples.

A national meeting about NDCs in the LULUCF sector, with participation of representatives of indigenous peoples, was held on September 19-20, 2018 to discuss the implementation of the NDCs. Participants in the meeting included 50 women and 40 men from AIDSESEP, the Campesino Confederation of Peru, the National Agriculture Confederation, the Confederation of Amazon Nationalities of Peru, the National Federation of Artisan, Native Indigenous, and Wage-Earning Campesino Women of Peru, the National Organization of Andean and Amazon Indigenous Women of Peru, and the National Union of Aymara Communities. As a result of this meeting, LULUCF, agriculture, land classification, zoning, and titling, and consideration of traditional and local customs of indigenous peoples were identified as priority areas.

5.1.2.3 Indicator 9: Information sharing and accessibility of information

Significant progress	Partially Achieved	Further development required	No or very little progress
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¹⁶ Information regarding Dialoguemos methodology and its reports see link https://drive.google.com/open?id=1stcAHmacHoUcCyTHty_COVJUnUVur-4j

Numerous mechanisms are available to date to access the abundant information on implementation progress of REDD+ in Peru, with emphasis on its four central aspects. These mechanisms have been prepared and are managed by government, civil society, academic and indigenous organizations.

Additionally, Peru's REDD+ Preparation phase has been under intense scrutiny, resulting in a significant number of studies and articles, published in scientific and dissemination journals, addressing issues such as governance, participation, monitoring of forest cover or financing.

Regarding technical information, Peru has made major strides in the past 10 years in the building of national capacities for forest and land use change monitoring, leading to the current capacity to provide periodic reports accurate to 1/10 of a hectare, allowing to produce important instruments to support forest management such as land use and land use change maps and issuing of deforestation early warnings. This process has also allowed for the integration of a series of monitoring initiatives that were originally dispersed among different units within MINAM and to articulate them in the GEOBOSQUES platform.

In parallel to the consolidation process of monitoring capacities within public sector institutions, both from the national and regional levels, civil society organizations have also significantly improved their capacity to analyze forest dynamics and land use change, conducive to technical data sharing that improves the accuracy of monitoring and permits enhanced oversight of deforestation drivers, both by forestry and environmental authorities, and entities such as prosecutors and environmental courts.

As for indigenous organizations and other local actors, it is still necessary to develop information dissemination methods that go beyond the use of transparency portals or web pages, appealing to more "traditional" means of written or audio-visual communication using straightforward native languages. These issues should be addressed when preparing the PPIA communications plan.

All consultation and information sharing activities had been done following the mandate of Peru's National Constitution, ILO's Convention N° 169, and the United Nations Declaration on the Rights of Indigenous Peoples, as well as the guidance of Law N° 29785 - Informed Prior Consultation (LCP) and its regulation (Supreme Decree N° 001-2012-MC), which establish the rights of indigenous peoples to be consulted regarding activities that affect their lands or natural resources.

5.1.2.4 Indicator 10: Implementation and public disclosure of consultation outcomes

Significant progress	Partially achieved	Further development required	No or very little progress
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Despite the large amount of information available regarding the different aspects of the implementation of activities linked to REDD+ Preparation phase and the many means to channel such information, information asymmetry exists between the different actors involved in the process, resulting in an imbalance in the capacity to participate in and/or influence planning and decision making on REDD+ in across Peru.

It is necessary to validate and disseminate the main results to date and build capacities among a range of actors for the use of such information, so that the effectiveness and efficiency of interventions will improve gradually, and to ensure respect for the rights of all those involved, especially those most directly involved in forest management. A plan for capacity building should be designed and implemented.

Testing and mainstreaming of the PPIA and the design and implementation of the Redress Mechanism (MAC), SIS and ESMF should take into account this specific situation and provide specific mechanisms to address the issue in the future.

5.2 Component 2: REDD+ Strategy Preparation

5.2.1 Subcomponent 2a: Assessment of Land Use, Land-Use Change Drivers, Forest Law, Policy and Governance

5.2.1.1 Indicator 11: Assessment and analysis

Significant progress	Partially achieved	Further development required	No or very little progress
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Approving the ENBCC in 2016 allowed Peru to identify the lines of action needed to ensure that forests, the country's most extensive land ecosystem, make a significant contribution to national development, the welfare of the peoples living there and/or that depend on them, and to contribute concrete solutions to the challenges posed by climate change at local, regional, national and even global levels.

The ENBCC is based on the "sustainable forest landscape management" approach, which allows it to integrate elements for the mitigation of greenhouse gas emissions from land use change, including REDD+, as well as those related to the role of forests in actions to adapt to the effects of climate change.

The strategy clearly characterizes Peru's forests, particularly those in the Amazon, as well as the actors involved, the direct and indirect deforestation drivers and the legal, political, institutional and economic frameworks that determine the evolution of the forest cover. On the other hand, characterization and measurement of forest degradation, which requires a more detailed analysis, is planned to be developed during 2019.

With regards of the Andean and the dry tropical forests, progress is expected throughout 2019 to perform a more detailed characterization of deforestation there, with support from projects whose scope of intervention includes this type of ecosystems.

Some examples of REDD+ actions considered by the ENBCC are shown below. However, these actions need to be prioritized for target areas by incorporating results of social and environmental impacts identified as part of the Social and Environmental Strategic Assessment (SESA) process:

- 1) The development and access to “green” markets that value and adequately compensate sustainable forest-based products and zero net deforestation agricultural products;
- 2) Agroforestry systems;
- 3) Technologies for eco-efficient and climate smart agriculture;
- 4) Sustainable forest management and low impact logging;
- 5) Community forestry management in line with community aspirations;
- 6) Sustainable non-timber forest products, bio-commerce, and ecotourism;
- 7) Incentives for forest conservation, such as direct conditional transfers, especially those associated with payments for ecosystem services;
- 8) Strengthening of national and regional forest conservation programs;
- 9) Strengthening of enabling conditions related to land use (zoning, planning, assignment of rights, monitoring, enforcement).

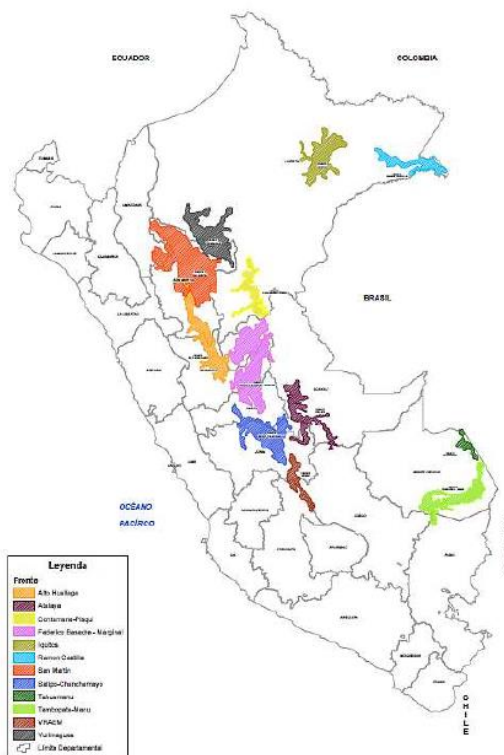
In parallel with the above, Peru has made significant strides in preparing a diagnosis for land use planning and forest zoning in several regions, as well as for land titling and the use of remote sensing as a support tool for decision making oriented to development and/or conservation. The review of the NDCs has also helped to determine the nature and scope of the proposed measures to reduce emissions from the LULUCF sector.

5.2.1.2 Indicator 12: Prioritization of direct and indirect drivers/barriers to forest carbon stock enhancement

Significant progress	Partially achieved	Further development required	No or very little progress
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ENBCC includes a detailed analysis of direct and indirect drivers of deforestation, and determines the relative importance of the direct causes of deforestation stemming from their relative contribution to the problem. It identifies twelve fronts of deforestation that together account for about 77.1% of deforestation in the Amazon for the period 2001-2013 (Figure 7). These fronts are particularly concentrated in montane tropical forest ecosystems, which are more accessible due to expanding land transportation infrastructure since the 1960s, although recently fronts have also opened in the Amazon plain in Loreto and Madre de Dios regions.

Figure 7. Deforestation fronts in Peru



MINAM, 2012

The analysis identifies three direct causes of deforestation:

- 1) Expansion of the agricultural frontier;
- 2) Illegal and informal extractive activities, and
- 3) Expanded communication, energy and extractive industries. These causes normally act combined with other indirect drivers, which are much more difficult to characterize.

It is expected that in the context of the implementation of activities of the projects of the REDD+ Implementation phase, more detailed information may be gathered for specific geographic areas in the Amazon, as well as for the Andean forest and tropical dry forest ecosystems.

A project to support ENBCC implementation at the regional level is underway, including an analysis of drivers of deforestation at the regional level, and an update on their current dynamics, as well as a greater level of detail.

5.2.1.3 Indicator 13: Links between drivers/barriers and REDD+ activities

Significant progress	Partially achieved	Further development required	No or very little progress
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Within the framework of the ENBCC, REDD+ represents a fundamental mechanism in the effort to reduce deforestation. The strategy describes quite thoroughly the processes

needed to meet REDD+ requirements in Peru, assuming a business-as-usual scenario (BAU) of deforestation, based on the projection of historical data pursuant to the NREF, formally submitted to the UNFCCC in 2015 and validated by it in 2016.

The strategic actions to meet the specific objectives of the ENBCC are prepared on the basis of the analysis of the direct and indirect causes of deforestation, within the framework of the theory of change of the ENBCC and aim at proposing concrete answers to them.

Identified REDD+ activities include:

- 1) Consolidation of the conservation system and lifestyles of indigenous peoples and other forest dwellers;
- 2) Promotion of the efficient use of deforested areas incorporating the most productive agriculture styles and low carbon emissions;
- 3) Increasing the efficiency and sustainability of timber and non-timber products extraction;
- 4) Establishing and/or consolidating markets for forest ecosystem services;
- 5) Increasing investments in ecologically sustainable, inclusive and competitive agricultural value chains that replace those with a strong "deforestation footprint";
- 6) Establishing or consolidating enabling conditions to ensure adequate tenure and use of land and a fair distribution of the rights and usufruct of the forest, and
- 7) Improved governance and transparency, as well as enhance public and industry involvement in processes to determine access to the forest and its resources.

These actions must be prioritized taking account of existing conditions in each of the priority geographical areas identified and in the framework of the design and execution of specific interventions, such as FIP-Peru or DCI.

5.2.1.4 Indicator 14: Action plans to address natural resource rights, land tenure, governance

Significant progress	Partially achieved	Further development required	No or very little progress
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Specific actions included in the ENBCC aim at removing existing barriers for the allocation of rights over natural resources, land tenure, and definition and the exercise of effective forest governance. Numerous efforts have been started with regard to land titling, carried out by different institutions but not sufficiently coordinated among themselves and thus with a reduced potential for positive impact.

Despite significant financial support from entities such as IADB, available resources are seemingly insufficient to provide a definitive and long-term solution to the problem of land tenure and due that efforts will be necessary to raise additional resources and thus complete the process.

Added to this is the lack of detailed analyses on the ownership and overlapping of existing rights to land and natural resources, the identification and characterization of gaps and

inconsistencies in the legal framework, the identification of conflict zones or the effectiveness of the strategies and instruments used so far.

In terms of governance, recent efforts to discuss a new Forest and Climate Change Governance proposal, as well as the identification of Priority Axes to Combat Deforestation, seem to be the start of a more favorable scenario for specific interventions by the various actors involved in REDD+, as well as for mutual coordination and collaboration.

5.2.1.5 Indicator 15: Implications for forest law and policy

Significant progress	Partially achieved	Further development required	No or very little progress
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The ENBCC has identified certain laws and policies related to rights to natural resources, land tenure and governance that should be amended or removed to mitigate the incentives to deforestation and forest degradation. Additionally, the quality of and access to information, planning and institutional coordination related to the use of land must be enhanced, and the transfer of forestry-related functions to the regions must be completed while improving the latter's capacities for forest management and agricultural development planning.

A recent case of progress in the alignment of policies from different sectors, although not resulting from REDD+ implementation, is the passing of Supreme Decree N° 005-2018-MTC, which established that MTC should amend the Classification of Roads in the National Highway System to exclude the routes and/or projected road sections cutting across Natural Protected Areas (ANPs) of Indirect Use, Territorial Indigenous Reserves or Natural Protected Areas of Direct Use and Buffer Zones that have not been awarded a compatibility certification by the national protected areas authority. Still, a "mismatch" remains between planning and decision-making regarding actions in the framework of REDD+ and those comprised in the Amazon infrastructure development or extractive activities agendas, which do not sufficiently take into account the potential adverse consequences of such projects regarding the use of land and the associated dynamics of land use and change of use.

The proposal of Priority Axes to Combat Deforestation, incorporating a multi-sectoral mandate, could be an important step in the right direction, as it sets concrete goals for 2020, including an improved regulatory framework to ensure adequate access to natural resources, although key actors, such as the MTC, did not join the drafting exercise.

5.2.2 Subcomponent 2b: REDD+ Strategy Options

5.2.2.1 Indicator 16: Selection and prioritization of REDD+ strategy options

Significant progress	Partially achieved	Further development required	No or very little progress
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The ENBCC prioritizes REDD+ strategic options, based on the analysis of the causes of deforestation, as well as the feedback received from a range of stakeholders during public hearings. Nonetheless, implementing many of these actions requires prior action plans that take account of their impact at the national, regional or local levels, their specific shape in different priority geographical areas, and the most effective and efficient implementation schemes in each case. The specific actions in the different regions are still pending, and they are expected to be included in the framework of initiatives such as the DCI or FIP.

In this regard, the recent process to identify the Nationally Determined Contributions has allowed, after a technical and participatory process, to list eight mitigation measures linked to the LULUCF sector, which would represent a potential reduction of GHG emissions from 43.1 MtCO₂eq to 2030, approximately 62.1% of the total. Added to this would be a ninth NDC, currently being drafted by the Ministry of Agriculture, to improve road infrastructure planning in the Amazon.

5.2.2.2 Indicator 17: Feasibility assessment

Significant progress	Partially achieved	Further development required	No or very little progress
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In the context of processes such as PlanCC or the formulation of the iNDCs, both concluded in 2015, the potential impacts of some forest-based mitigation measures were analyzed, including their potential for reducing emissions and the related costs.

More recently, the review of the NDCs has resulted in an updated and clearer picture, although civil society and indigenous organizations hold this analysis is still insufficient to determine the social feasibility of the measures.

The identified measures include:

- 1) Sustainable forest management in forest concessions;
- 2) Community forest management;
- 3) Mechanisms for forest conservation in native communities
- 4) Ensuring the future of Peru Heritage Protected Natural Areas
- 5) Assignment of rights in non-classified Amazon lands;
- 6) Commercial forest plantations;
- 7) Forest plantations for protection and / or restoration purposes, and
- 8) Agroforestry systems.

It is expected that in the SESA development framework, additional relevant information may be gathered to improve the feasibility analysis of REDD+ options.

5.2.2.3 Indicator 18: Implications of strategy options on existing sectoral policies

Significant progress	Partially achieved	Further development required	No or very little progress
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The ENBCC has great potential to support achieving national and regional development objectives, as it identifies and characterizes conservation and management actions of forest ecosystems with significant potential for creating economic and social benefits.

Although there have been good advances in the establishment of coordination and cooperation actions between public institutions and civil society and indigenous peoples organizations, there is still the need to work in the alignment of policies and interventions, incorporating approaches that could improve not only the environmental performance but also economic competitiveness, such as the development of deforestation-free value chains, the reduction of the carbon footprint or the increase of climate resilience.

Recent positive policy decisions, mentioned upwards, include the establishment of a Multisector and Intergovernmental Commission to Determine Priority Public Actions for the Promotion of Sustainable Development of Amazonian Territories the proposed Priority Axes to Combat Deforestation, both of which could become important spaces to perform the review and redesign of policies under a deforestation reduction approach.

5.2.3 Subcomponent 2c: Implementation Framework

5.2.3.1 Indicator 19: Adoption and implementation of legislation/regulations

Significant progress	Partially achieved	Further development required	No or very little progress
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In recent years, the Peruvian legal framework related to REDD+ has made steady progress, but it has also become more complex as interconnections and the need for coordination and collaboration among responsible entities have both increased.

Increased understanding and ownership of the REDD+ issue by organizations such as MINAGRI or SERFOR have allowed to sponsor complex and ambitious public policy making that in a context would have been very difficult to move forward.

Concrete examples of this new scenario are the discussion, currently underway, of the Regulation for Land Classification by Greater Use Capacity or the promotion of Regional Productive Roundtables aimed at promoting deforestation-free value chains, both of them closely related with the potential future evolution of deforestation drivers.

Another example in this regard is the approval at the beginning of 2018 of the guidelines for the Ministry of Transport to exclude from land road planning highway projects that affect heavily protected areas or indigenous peoples' reserves.

Pending challenges continue to be:

- 1) The management of the intergovernmental component, to align public policies at different levels of government;

- 2) The development of an integrated approach against deforestation when planning and executing major development initiatives, especially those related to large-scale infrastructure and extractive industries
- 3) The adoption of more effective measures to control illegal activities, such as land trafficking, illegal logging and mining, or irregular allocation of forest land for agricultural purposes.

5.2.3.2 Indicator 20: Guidelines for implementation

Significant progress	Partially achieved	Further development required	No or very little progress
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Although elements of participation, capacity building, management of environmental and social impacts or future distribution of benefits have been explicitly incorporated when preparing REDD+ interventions, a greater effort is still required to mainstream these approaches and put into effect specific mechanisms for their efficient implementation. Some of the advances reported in the Mid-term review show a setback due the time that has passed without definitive decisions being taken such as the ones regarding safeguards or the financial mechanism.

It is expected that, starting with the establishment and operationalization of the Environmental and Social Management Framework, the Safeguards Information System, the Redress Mechanism or the benefit distribution schemes, we can move forward to a new stage, less characterized by ad hoc responses and more predictable in terms of processes and expected results.

It must be mentioned that the Regulation of the Framework Law for Climate Change is currently being consulted and is pending the Free, Previous and Consent Consultation. This law will regulate different issues regarding REDD+ as governance, roles of different institutions, among others.

5.2.3.3 Indicator 21: Benefit sharing mechanism

Significant progress	Partially achieved	Further development required	No or very little progress
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To date, the mechanisms for the distribution of benefits are still in the formulation stage, so gaps remain regarding the way in which the different participants in REDD+ processes could derive economic benefits as a consequence of actions to mitigate deforestation.

More debate is needed to define issues such as the concrete form of expected benefits of REDD+. Some of the questions that require deeper discussion include if the benefits will be wholly channeled as cash or if they could include non-monetary components? Will they always be distributed to individuals or may they be aggregated to a certain extent at least at community level?

MINAM expects to advance in the design and establishment of the benefit-sharing mechanism during 2019, for it to be operational in 2020, as long as the country manages to produce enough emissions reductions to generate results-based payments needing distribution among different types of actors. Table 6 summarizes the main milestones of the participatory process of development of the proposal.

Table 6. Milestones for the establishment and implementation of the benefit-sharing mechanism

Term	Milestone
First quarter 2019	First draft of the final proposal for the benefit-sharing mechanism developed
Second quarter 2019	Socialization of proposal among key stakeholders
Third quarter 2019	Establishment of working groups by type of beneficiaries to agree specific arrangements for the implementation of the mechanism among beneficiaries of each group
Fourth quarter 2019	Formalization of the final proposal for the distribution of benefits

Taking the specific benefit-sharing mechanism proposed for the ER-PD recently submitted to FCFP's Carbon Fund as a reference, the national proposal would contain the following elements, as shown in Table 7.

Table 7. Key elements for the design of a benefit-sharing mechanism

Element	Description
Type of Beneficiaries	<p>Four types of beneficiaries are considered:</p> <ul style="list-style-type: none"> • Forest rights holders who implement actions aimed at improving forest management and conservation; • Agricultural producers that apply good productive practices and seek to transition to climate-smart agriculture (zero deforestation); • Indigenous peoples who carry out actions aimed at improving the management of communal territories; • Public entities with responsibilities and functions, both direct and indirect, related to the management of the territory and the rural landscape.
Aspects needing further discussion	<ul style="list-style-type: none"> • Governance of the mechanism; • Methodological framework for the determination of the benefits that correspond to each type of beneficiary, including the determination of the buffer; • Financial instruments for the administration and channeling of financial resources for each type of beneficiary; • Modalities for the execution of benefits (monetary, non-monetary); • Eligible activities for the use of benefits; • Monitoring, report y verification

A very important emerging issue will be the nesting process of the early REDD+ initiatives within the framework defined by the Reference Level of Forest Emissions presented by Peru in 2015, which has created a significant divergence compared to the deforestation calculations and projections estimated from the specific scope covered by these initiatives. Discussions are underway between MINAM and the organizations that promoted REDD+ early initiatives to address discrepancies.

A working group, comprising of MINAM and the current REDD+ Early Initiatives, is currently working to establish agreements on nesting. This process includes the analysis of different scenarios to nest REDD projects within the NREF. Three preliminary options

are currently under consideration: i) allocating emissions reductions as a proportion of forest land affected by the initiative; ii) allocation based on geographical modelling of NREF; and iii) allocation based on mapping of different levels of deforestation risk. A definitive proposal, expected for the end of 2019, would allow these institutions to use their own reference levels up to 2020, when they are expected to be nested in the NREF.

5.2.3.4 Indicator 22: National REDD+ registry and system monitoring REDD+ activities

Significant progress	Partially achieved	Further development required	No or very little progress
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In July 2016, Ministerial Resolution No. 197-2016-MINAM created the national REDD+ registry and approved the provisions to create and manage the National REDD+ Registry. The Registry would contain and disseminate information related to the reduction of greenhouse gas emissions due to the implementation of REDD+ activities. It was expected that the Registry would include links to reference levels, MRV, the rights to reduced emissions and the national GHG inventory, to avoid double counting of emission reductions, ambiguous ownership status, inconsistencies between the National GHG Inventory and the REDD+ Registry, and social and environmental safeguards. The pilot version of the Registry was open to the public until mid-2017, when it was removed from MINAM's website in order to avoid distortions due to the incorporation of information generated by REDD+ early initiatives which are not yet nested in the NREF.

To overcome the situation described, the proposal for the regulation of the LMCC establishes the creation of the National Registry of Mitigation Measures (NRMM), with the objective of collecting and managing information on the progress level of emission reductions and the increase of GHG removals from mitigation measures. NRMM will provide information on the measures of mitigation referred to carbon sequestration and storage to the Single Registry of Retribution Mechanisms for Ecosystem Services (SRMRES), created by Decree Supreme No. 009-2016-MINAM¹⁷ in July 2016.

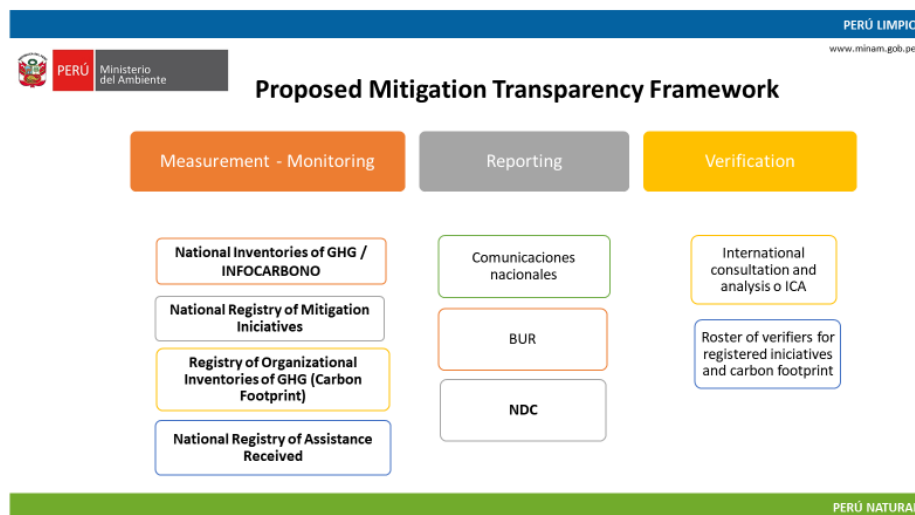
The NRMM is presently being designed by IHS Markit, under a contract with MINAM and is expected to be completed by April 2019. After a period of testing, the NRMM will be implemented in February 2020. The preliminary proposal is aimed at providing an integrated registry that will consolidate all mitigation measures and reductions of emissions achieved in Peru in a central platform, as well as the capacity to emit reports and provide transparent access to the public.

NRMM is one of a number of registries related to MRV in Peru, as portrayed in Figure 8, below. It includes REDD+ projects, NAMAs, NDCs, ITMO, and other GHG mitigation initiatives. Its purpose is to assure quality, transparency, and traceability of the registration, approval, transfer and retirement of emission reductions, and avoid double accounting. The NRMM will contribute to the bottom up compliance of the NDCs as well as the monitoring of progress of NAMAs. MINAM, through DGCCD, will be responsible for the management of the NRMM and will validate the contents of the registry and manage and make public information on the reductions of GHG emissions. Information

¹⁷ www.minam.gob.pe/disposiciones/decreto-supremo-n-009-2016-minam.

contained in the Registry will be used by MINAM to prepare National Communications and Biennial Reports.

Figure 8. Arrangement of registries for GHG mitigation and MRV activities



The central component of the NRMM will register projects, emission reductions, and transactions of the same. It will enable the monitoring of mitigation projects or activities during their life cycle, from the design and registration of the project, the approval of the emissions reduction credits (including the steps of the approval process), and the transfer and eventual retirement of the credits, thus enabling traceability. It also includes the capacity to indicate if the project/emission reduction credit has a commercial purpose, including eventual transfer or retirement, or is solely for monitoring purposes (e.g. the NDCs).

The information accessible to the public will include general information on mitigation measures in Peru, reductions of emissions achieved, general information related to the program or projects, documents, a list of eligible entities, and a registry page containing information related to the creation, transfer, and retirement of emissions reductions credits, as well as associated documentation.

5.2.4 Subcomponent 2d: Social and Environmental Impacts

5.2.4.1 Indicator 23: Analysis of social and environmental safeguard issues

Significant progress	Partially achieved	Further development required	No or very little progress
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Over the past two years, the evaluation of environmental and social safeguards applicable to REED+ in Peru has been progressing through a participatory process aimed at generating a National Safeguards Approach, which allows for harmonized responses to Peru's various safeguards commitments. To comply with these requirements, a preliminary Strategic Environmental and Social Assessment (SESA) of ENBCC's strategic actions has

been developed. The SESA is preliminary in the sense that the national validation of REDD+ actions is still on-going. In 2016 and 2017, the prototype of a national ENBCC/REDD+ safeguards system (SESA, ESMF, and SIS) was formulated via an external consultancy, and is being fleshed out, improved, and updated.

As part of this process, 4 regional workshops and 3 presentation meeting workshops were carried out in San Martín, Ucayali, and Madre de Dios in order to evaluate environmental impacts of related REDD+ activities, further define interventions, and formulate a prototype design of the SIS. About 400 participants were involved in these workshops. In addition, the SESA was developed through participatory consultations at the national and regional levels, including 2 regional workshops and 2 training sessions with more than 50 participants, during March to June, 2017¹⁸.

Important conclusions resulting from this process are: 1) Many of the environmental and social risks and threats related to the implementation of the ENBCC have been mitigated by actions within the Strategy, 2) the Strategy's actions and lines of implementation are consistent with REDD+'s strategic objectives, and 3) Weaknesses in inter-sector articulation and institutional arrangements for the implementation of the ENBCC are being addressed by MINAM's proposal on Forest Governance and Climate Change, with the intention of creating a common multi-sectorial and complementary vision to overcome the challenges of coordinating public and private actors. This vision would be applicable to all projects and programs arising from the ENBCC. Other important risks or threats to the implementation of the ENBCC include: weak governance, corruption, discontinuity due to government transitions, lack of participation and social conflicts, and difficulty of financing¹⁹.

Documents available to date for public consultation are:

- 1) A methodology for the national interpretation of safeguards for REDD+, which aims to specify how the principles foreseen in the REDD+ safeguards of the UNFCCC translate into concrete principles or objectives in the Peruvian context, and
- 2) Minimum content for the preparation of the first summary of information on how to address and respect the safeguards for REDD + in Peru²⁰

Both documents still need to be discussed and validated together with civil society and indigenous organizations.

The final design and initial implementation of the ESMF and SIS are foreseen in December, 2019. Similarly, the PPIA is being modified and updated with assistance from

¹⁸ For information about the outcomes of the SESA participation process with key stakeholders: <http://www.minam.gob.pe/cambioclimatico/wp-content/uploads/sites/127/2019/02/ARCADIS-Resumen-del-Proceso-de-Consulta-y-Participaci%C3%B3n-EESA-MGAS-SIS-documento-de-trabajo.pdf>.

¹⁹ For more information about the preliminary SESA of ENBCC strategic actions: http://www.minam.gob.pe/cambioclimatico/wp-content/uploads/sites/127/2019/01/13753_Producto-Bloque-1_revisi%C3%B3n-espa%C3%B1ol.pdf.

²⁰ http://www.minam.gob.pe/cambioclimatico/wp-content/uploads/sites/127/2019/01/Indice-comentado_Resumen-de-Informaci%C3%B3n_10.01.19.pdf

the FAO/UN-REDD+ Program. This process is based on actions and feedback between the national and project (e.g. FIP-Peru, ER-PD) levels.

5.2.4.2 Indicator 24: REDD+ strategy design with respect to impacts

Significant progress	Partially achieved	Further development required	No or very little progress
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The progress in complying with this indicator depends on SESA's results, currently under review by MINAM. Results should provide inputs to prioritize REDD+ interventions. The resulting REDD+ strategic priorities roadmap includes a review of REDD+ to estimate risks and adverse and positive impacts; preparing a stakeholders and impacts matrix, and identified priority REDD+ interventions, taking into account their relevance to reduce deforestation in priority geographic areas.

The recently launched proposal of Priority Axes to Combat Deforestation seeks to give particular impulse to those specific ENBCC's lines of action with the greatest potential for impact on reducing deforestation.

SESA and ESMF were prepared in 2017 and, since the approval of a Safeguards Roadmap, both documents are being revisited to update in the appropriate moment of the whole process.

5.2.4.3 Indicator 25: Environmental and Social Management Framework

Significant progress	Partially achieved	Further development required	No or very little progress
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The Environmental and Social Management Framework (ESMF) main objective is to allow the implementation of the ENBCC, to ensure the maximum mitigation of impacts and risks, the greatest benefits and opportunities achievable through REDD+ actions, and the best possible outcomes, with full compliance with the Cancun Safeguards when implementing the REDD+ Action. This framework instrument outlines the applicable principles, measures and indicators that will accompany the implementation of future investments in REDD+ interventions within the framework of the ENBCC, in order to optimize the positive social and environmental impacts and manage the associated risks.

In 2017 a preliminary SESA evaluated the impacts of the ENBCC, which were incorporated into the prototype national ESMF, currently under further development. The final design of the ESMF is foreseen for the last semester of 2019. This model should also be sufficiently flexible to enable a stepwise approach for further development and improvement.

Given that ENBCC guides the policy for the implementation of REDD+ in the country following the sustainable forest landscape management approach, the actions of conservation, management and restoration will be implemented through its 8 strategic actions.

The analysis of the risks and benefits in the context of the preliminary version of SESA did not identify the need for the activation of safeguards related to involuntary resettlement, therefore its development as part of the design of the ESMF is not being considered.

5.3 Component 3: Reference Emissions Level/Reference Levels

5.3.1 Indicator 26: Demonstration of methodology

Significant progress	Partially achieved	Further development required	No or very little progress
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The approach adopted by Peru to develop its NREF for the Amazon²¹ is evidence-based and uses a step-wise approach, and is based in a linear projection of historical emissions (2001-2014) of GHG to estimate deforestation for the 2015-2020 period.

The projection of the NREF results in deforestation estimates of 168,672 ha for 2015, and foresees that by 2020 it would reach up to 202,400 ha (an average of 185,536 ha/year over the six FREL years). The estimated emissions for 2020 would represent 93,703,903 tCO₂eq.

Simultaneously, Peru has prepared specific thresholds for results-driven payment programs. Thus, in the framework of the DCI, a compensation baseline for the Amazonian biome will be applied based on the historical average of forest emissions from deforestation, while the proposed Emissions Reduction Program that is being developed under FCPF's Carbon Fund, will use the historical average of emissions from deforestation and degradation adjusted to 0.1% annually, as a compensation base line, to access resources from the Carbon Funds, in San Martín and Ucayali regions.

Peru's protocol for measuring forest cover changes has been successfully used in the Peruvian Amazon. Annual maps of forest loss were made for the period 2001 to 2014 by the time the NREF was developed.

The protocol is being adapted to be applied gradually in other Peruvian biomes such as Andean forests and tropical dry forests. In this sense, for this last biome, a methodological protocol has been developed to detect the forest and non-forest surface, which was implemented in the Lambayeque region for the preparation of the 2016 base map. During 2019 the protocol will be applied to the regions of Tumbes and Piura.

The protocol, called Methodological Manual for the Mapping of Dry Forest and Non-Dry Forest of the Department of Lambayeque (JICA-PNCBMCC), describes a classification of dry forests made by analyzing Sentinel 2A satellite images of the year 2016, corrected atmospherically below the atmosphere (BoA) to generate vegetation indices and with the application of decision thresholds a classification was made for 14 plant formations previously identified.

The validation was made by visual interpretation of the samples identified as anthropic activities, Dry Forest and No Dry Forest using high resolution satellite images based on the Google Earth platform. The confusion matrix and the Kappa index were made from the results. The definition of dry forest adopted for the study is an ecosystem consisting of trees in association with shrubs, bushes, cacti and ephemeral grasslands where the trees

²¹ https://redd.unfccc.int/files/frel_submission_peru_modified.pdf

have more than 10% canopy coverage, a height greater than 2 meters and an extension equal or higher to 1 ha.

Further analysis of the forest loss areas was achieved by the development of land use and use change maps for the Amazon that consider the 6 land use classes from IPCC. The assessed periods are 1995-2000, 2000-2005, 2005-2011, 2011-2013 and 2013-2016, the last four being available in the GEOBOSQUES platform²². The methodological protocol is being reviewed and will be officialized during the second semester of 2019. This information is crucial for the improvement of the LULUCF's GHG reports, which are currently being updated to reflect the emissions generated by the use of the land at a higher detail.

With regard to the estimation of forest degradation, the process has already started with the review of national and international experiences on the matter. Also, a methodological proposal to detect areas affected by forest degradation in the Amazon is underway and will be consistent with the progress made on detecting deforestation. The preliminary results should be ready by the end of 2019.

Regarding the generation of emission factors, it is important to note that the National Forest Inventory (INF) has just completed the evaluation of the first of five sample groups, called panels, and is working to complete the second. The report of Panel 1 results will be shared early in 2019 and will include estimations of carbon stocks in other carbon pools, such as dead wood and litter.

Further development is required for the estimation of tree biomass of the ecozones, using the results of the INF; of carbon stocks in non-forest lands, since up to now the default carbon content proposed by IPCC²³ is used and finally, the extension of the mapping methodologies for the Andean forests.

Similarly, the establishment of an appropriate and permanent funding source has been identified, in order to guarantee compliance with the objectives of the MNCB. With stable financing, the availability of personnel and sufficient equipment can be ensured to periodically generate monitoring products: maps of forest loss, current use and use change, degradation and early warnings, among others.

5.3.2 Indicator 27: Use of historical data, and adjusted for national circumstances

Significant progress	Partially achieved	Further development required	No or very little progress
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The establishment of the NREF for the Amazon is based on historical data for 2001-2014, analysis of satellite images and complemented with field level data from the National Forest Inventory.

The historical reference period chosen for the construction of the NREF is a good proxy for a scenario without improved mitigation measures for the post-2014 period, to the

²² <http://geobosques.minam.gob.pe/geobosque/view/descargas.php>

²³ <https://www.ipcc.ch/publication/good-practice-guidance-for-land-use-land-use-change-and-forestry>

extent that it is constructed within a period prior to the policy changes influenced national conditions evolving in Peru since 2015.

In addition, only the losses of the areas classified as "forest" in the 2000 reference year are included for 2001-2014. The forested, reforested or naturally regenerated areas from this base year onward, or the losses of forested, reforested or naturally regenerated areas after this base year are not included.

The NREF is valid until 2020. It is expected that its update will be available from 2021 on. It will use the forest loss data generated annually, as information is currently available until 2017. The relevance of incorporating information about forest gains is being discussed. Regarding this, the surface of the secondary forest cover is known, as a class of the land use and land use change maps. Using this information, a methodology and maps for the periods 2000-2005-2011-2013-2016 will be developed to allow the identification of the surface of the Amazonian secondary forest.

5.3.3 Indicator 28: Technical feasibility of the methodological approach, and consistency with UNFCCC/IPCC guidance and guidelines

Significant progress	Partially achieved	Further development required	No or very little progress
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Data used to prepare the NREF for the Amazon forests are transparent, complete, coherent and accurate, and allow a technical evaluation of the data set, approaches, methods and models. The estimation of emissions is built using the 2006 IPCC guidelines.

The data in the reference level report submitted to the UNFCCC, as well as technical reports produced by MINAM, are available for consultation by the general public. In addition, the basic information used to generate the FREL is also used to construct the compensation baselines of the results-driven payment programs and for the periodic inventory of greenhouse gases for LULUCF and the national inventory; which further assures methodological consistency.

5.4 Component 4: Monitoring Systems for Forests, and Safeguards

5.4.1 Sub-component 4.a National Forest Monitoring System

5.4.1.1 Indicator 29: Documentation of the monitoring approach

Significant progress	Partially achieved	Further development required	No or very little progress
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The monitoring approach of the MNCB resorts to a number of methods using internationally recognized remote sensing techniques and complements them with field-level data produced as part of the National Forest Inventory. The methods are

complementary and internally consistent, and are based on established protocols, all compatible with UNFCCC guidelines.

The system incorporates a step-by-step approach through which to the development of Amazonian forest monitoring - which started with the detection of deforestation, then covered use and land use change, and soon will develop activity data for forest degradation and secondary forest – the development of monitoring modules for coastal and mountain forests will follow as to complete the national monitoring system.

To date, it has been possible to generate methodological protocols to monitor forest cover and forest loss, land use and land use change and early warnings in the Amazon and forest cover and forest loss in coastal tropical dry forests:

- 1) Protocol for the classification of loss of coverage in the Amazonian rainforests between 2000 and 2011²⁴;
- 2) Technical Note - Early Warning of the loss of coverage of tropical moist forests of Peru²⁵;
- 3) Guide for the use and analysis of early warning information on deforestation²⁶, and;
- 4) Methodological Manual for the Mapping of Dry Forest and Non-Dry Forest of the Department of Lambayeque.

The methodological protocols for the land use and land use change of and early warnings will be developed during 2019. Similarly, forest degradation and secondary forest protocols will be available by the end of the year.

In order to monitor emissions from land use and land use changes, Peru is following the IPCC greenhouse gas inventory methodology of 2003 and soon will adopt the 2006 guidelines. Information related to emissions based on measurement and forest monitoring are reported in INFOCARBONO²⁷.

5.4.1.2 Indicator 30: Demonstration of early system implementation

Significant progress	Partially achieved	Further development required	No or very little progress
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Peru has made great strides in building capacities for forest and land use change monitoring over the last ten years. Now it can provide periodic reports accurate down to 1/10 of a hectare. This has allowed to devise major tools to manage forests, such as land use maps, identify changes in deforestation and issue deforestation alerts.

The transition has required consolidating a number of monitoring initiatives formerly dispersed among various divisions within MINAM and connecting them through the

²⁴ https://drive.google.com/open?id=1IhEQ_8yHlhd36EXNCnFPFXmsoTI5qML

²⁵ <https://drive.google.com/open?id=1EPGm8TEviB4Ayr5oQ6XZzYyf7HbbHXrt>

²⁶ https://drive.google.com/open?id=15D-o37_E5x6419mWkEHRFdbHeuLQMHPp

²⁷ Reporte Anual de Gases de Efecto Invernadero del sector USCUS, del año 2012. Available at: <http://infocarbono.minam.gob.pe/reportes-sectoriales/reporte-sectorial-de-gases-efecto-invernadero/uscuss>

GEOBOSQUES platform²⁸, as well as finding ways to operate them jointly with other monitoring mechanisms, such as GEOSERFOR.

In 2017, a report was published on deforestation by regions, including a general view of the main deforestation drivers, areas under greater deforestation pressure drilling down to local level and the average size of the deforestation polygons. Although the most recent data show a reduction of deforestation with respect to the level reported for 2016 (i.e. 164,662 hectares compared to 155,914 hectares), it is still too early to determine a trend.

The MNCB is in a consolidation phase, using validated methodologies and in the process of developing additional ones for other biomes and secondary forest monitoring, as described in Indicator 29.

5.4.1.3 Indicator 31: Institutional arrangements and capacities

Significant progress	Partially achieved	Further development required	No or very little progress
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Legislative Decree No. 1220 and Ministerial Resolution No. 324-2015-MINAM gave the Ministry of the Environment, through PNCBMCC, the responsibility to carry out the MNCB, in coordination with SERFOR. MNCB's design comprises the following sub-modules: a) Deforestation (annual frequency), b) Degradation of forests (currently in conceptual preparation stage), c) Use and change of use of forest cover; d) Early warning of deforestation (biweekly) and e) Reference scenarios (calculation of GHG emissions and reductions).

The information generated by the MNCB reaches a significant number of users, including regional governments, the National Service of Natural Protected Areas by the State (SERNANP), the Forest Resources Oversight Agency (OSINFOR) and even prosecutors and courts specializing in environmental crimes. In parallel to the consolidation process of monitoring capacities in public institutions, both national and regional, civil society organizations have also significantly improved their capacity to analyze forest and land use changes' monitoring information, allowing technical data sharing aimed at enhancing the accuracy of monitoring and using it to control deforestation drivers, both by forestry and environmental authorities, and entities such as prosecutors and environmental courts.

5.4.2 Sub-component 4.b Information System for Multiple Benefits, Other Impacts, Governance, and Safeguards

5.4.2.1 Indicator 32: Identification of relevant non-carbon aspects, and social and environmental issues

Significant progress	Partially achieved	Further development required	No or very little progress
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²⁸ <http://geobosques.minam.gob.pe/geobosque/view/descargas.php>

Included in the consultations for the R-PP, ER-PIN and FIP and preparations of the Peruvian iNDCs, the PNCBMCC performed a preliminary analysis of the potential benefits other than carbon resulting from the mitigation measures in LULUCF. In addition, in 2014, the PNCBMCC and UNEP's World Conservation and Monitoring Center (WCMC) carried out a spatial analysis of biodiversity, erosion control and water regulation of forests, and figured the respective opportunity costs at district level, and devised a set of spatial analysis tools to link co-benefits to emission reductions.

The identification of risks and benefits of issues related to social and environmental safeguards are the result of a recent consultancy to provide the initial inputs for the participatory construction of the SESA within the framework of the ENBCC.

Additionally, during the design of mitigation measures for LULUCF and agriculture NDCs, benefits beyond carbon of environmental, social and economic nature were identified, such as:

- 1) Biodiversity conservation and/or restoration in natural ecosystems, including wild flora and fauna, as well as water sources (quality and volume, which positively impact availability for agricultural production and human consumption), erosion reduction (with consequent improvement in soil quality and scenic landscapes;
- 2) Climate regulation, since forests and plants act as barriers to strong winds and stabilize climate;
- 3) Improvement of the quality of life of local populations, including native communities and rural producers), both through higher incomes resulting from better natural environments;
- 4) Stronger local associations and organization;
- 5) New sources of jobs and formal revenues for local households;
- 6) Less informal and illegal local economic dynamics;
- 7) More diverse sustainable local economic activities, such as ecotourism;
- 8) Increased forest productivity and;
- 9) Improved food security, mainly through production of agroforestry and non-timber goods).

Additionally, during the last quarter of 2018, the National Ecosystems Map was approved, with purpose of identifying and characterizing territories by the ecosystem services they could provide, including biodiversity or watershed protection. In order to build and disseminate capacities, already established spaces such as the Ecosystem Services Roundtable in Madre de Dios region may be used.

5.4.2.2 Indicator 33: Monitoring, reporting and information sharing

Significant progress	Partially Achieved	Further development required	No or very little progress
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Peru is currently designing its SIS. This instrument is one of the four elements that outline the structure for REDD+ implementation, pursuant to UNFCCC provisions.

The SIS is defined as the instrument that collects, processes, manages and provides periodical information on the way to approach and enforce the safeguards, through

REDD+ actions and pursuant to the guidelines set forth by the national authority on matters of climate change.

Likewise, MINAM has uploaded a web-based mini-site on safeguards which provides relevant information on the national process to enhance transparency and make information accessible to all stakeholders. Further progress is needed to connect and jointly operate the numerous information management systems and mechanisms at national and regional levels (National System of Environmental Information, National Forest and Wildlife Information System, Regional Environmental Information Systems or Regional Spatial Data Infrastructure).

5.4.2.3 Indicator 34: Institutional arrangements and capacities

Significant progress	Partially achieved	Further development required	No or very little progress
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MINAM's DGCCD is responsible for preparing the national approach to safeguards. Specifically, DGCCD has competence to manage REDD+ safeguards to provide and monitor periodic information for the different sources and types of financing for the Results-based Payment mechanism.

Pursuant to the effective implementation of the ENBCC, the proposal to develop the SIS should be aligned with the National Environmental Information System (SINIA), in order to generate the national reports and summaries for the UNFCCC. Consequently, it will be necessary to determine the institutional arrangements to make it operational.

During the process of building the national safeguards approach, MINAM enjoyed the technical support of a team of safeguard experts, comprised of different civil society actors such as CI, DAR, SNV and international organizations such as UNEP; as well as the safeguards subgroup within the REDD+ group.

VI. REPORT ON THE SELF-ASSESSMENT OF THE REDD+ READINESS PHASE IN PERU

6.1 Methodology for the self-assessment

The self-assessment of the Readiness for REDD+ Phase went through the following five steps:

- 1) Secondary information review;
- 2) Interviews with selected stakeholders: Including officers from MINAM and MINAGRI and representatives of civil society and indigenous peoples organizations (Table 4 summarizes interviews performed);
- 3) Preparation of consultation document, which was submitted a week-in-advance to the self-assessment workshop;
- 4) Self-assessment Workshop (see section 6.2);
- 5) Preparation of the final report for submission to FCFP: The final version incorporated key information generated during the discussions of the work groups in the context of the self-assessment workshop.

Table 8. Interviews performed for the REDD+ self-assessment process

Name	Position	Institution
Ávila, Magaly	Climate Governance Programme Manager-	Proética
Castillo, Daniel	PNCBMCC	MINAM
Espinoza, Roberto	Technical Team-	AIDSESP
Fernández Baca, Jaime	Climate Change Specialist-	IADB
Huamaní, Suyana	DGCCD -DCI	MINAM
Huertas, Jéssica	DGCCD	MINAM
Lasheras, Tamara	DGCCD -Safeguards	MINAM
Mendoza, Karla	DGCCD Safeguards	MINAM
Morales, Rosa	DGCCD General Director	MINAM
Orrego, Roxana	DGAAA General Director	MINAGRI
Patrón, Patricia	DGCCD -DCI	MINAM
Quispe, Berioska	DGCCD	MINAM
Rojas, Josefa	DGCCD	MINAM
Rondón, María Angélica	DGCCD Legal Specialist	MINAM
Ruiz, Lucía	Vice Minister	MINAM
Saenz, Jorge	Chief of Staff	MINAGRI
Torres, Jorge	DGCCD	MINAM

The consultation document provided to the participants in the self-assessment workshop included:

- 1) The description of the objectives of the evaluation;
- 2) A brief account of the advance in the following issues: a) Normative-institutional context, b) Implementation of initiatives, c) Coordination, participation and management of social and environmental impacts and d) Forest monitoring, and
- 3) A preliminary evaluation of the results for each indicator using the color methodology of FCPF's Readiness Assessment Framework for the Preparation of REDD+ (as portrayed in Table 5).

Table 9. Preliminary comparative results between Mid-term Review and R-Package Self-Assessment

Indicator	Mid-term Review 2008-2016	R-Package Self-Assessment 2017-2018
1. Accountability and transparency	Yellow	Green
2. Operating mandate and budget	Yellow	Yellow
3. Mechanisms of multi-sectoral coordination and collaboration	Green	Green
4. Technical supervision capacity	Yellow	Yellow
5. Capacity to manage funds	Yellow	Yellow
6. Feedback and grievance redress mechanisms	Orange	Yellow
7. Participation and engagement of key stakeholders	Green	Green
8. Consultation process	Green	Green
9. Information access and sharing of information	Green	Green
10. Implementation and public disclosure of key outcomes	Orange	Orange
11. Assessment and analysis of land use trends, rights, tenure, forestry laws, policies, and governance	Green	Green
12. Prioritization of direct and indirect drivers/barriers to forest carbon stock enhancement	Green	Green
13. Links between drivers/barriers and REDD+ activities	Yellow	Yellow
14. Action plans to address natural resource rights, land tenure, and governance	Yellow	Green
15. Implications for forest laws and policies	Yellow	Green
16. Selection and prioritization of REDD+ strategy options	Yellow	Yellow
17. Feasibility assessment of the options	Yellow	Yellow
18. Implications of strategy options on existing sectoral policies	Orange	Yellow
19. Adoption and implementation of legislation/regulations	Yellow	Yellow
20. Guidelines for implementation	Orange	Green
21. Benefit sharing mechanisms	Orange	Orange
22. National REDD+ registry and system for monitoring REDD+ activities	Yellow	Yellow
23. Analysis of social and environmental safeguard issues	Orange	Yellow
24. REDD+ strategy design with respect to impacts	Orange	Yellow
25. Social and environmental management framework	Red	Orange
26. Demonstration of methodology	Green	Green
27. Use of historical data and adjustment for national circumstances	Green	Green
28. Technical feasibility of the methodological approach, and consistency with UNFCCC/IPCC guidance and guidelines	Green	Green
29. Documentation of monitoring approach	Green	Green
30. Demonstration of early system implementation	Yellow	Green
31. Institutional arrangements and capacities	Yellow	Green
32. Identification of relevant non-carbon aspects and social and environmental issues	Red	Orange
33. Monitoring, reporting, and information sharing	Orange	Yellow
34. Institutional arrangements and capacities	Orange	Yellow

6.2 Self-assessment workshop

The self-assessment workshop took place in Lima on January 17th, 2019, with the attendance of 65 participants, representing national and regional governmental entities, civil society and indigenous people organizations, international cooperation agencies and universities.

The selection of the list of invitees to the workshop was done using MINAM's databases of participants in previous REDD+ events and looked to ensure the participation of representatives of each of the five different types of stakeholders for REDD+ in Peru identified in the PPIA. Table 10 summarizes participation in the self-assessment workshop:

Table 10. Participants by type of stakeholder, according to PPIA

Type of stakeholder	Type of institution (Number of Representatives)
Actors whose livelihoods depend directly or indirectly on forests	Indigenous organizations (9) ²⁹
Actors with specific competencies in governance, administration, management and control over forests, and their goods and services	- National government (25) - Regional government (8)
Private sector actors, and their associations, whose economic activity is directly or indirectly related to forests and REDD+	None
National and international cooperation	- National NGOs (9) - International NGOs (6) - International cooperation agencies (5)
Academic and/or research institutions related to forest conservation and REDD+	National university (1)

Representatives from the national level government included officials of MINAM, both from DGCCD and PNCBMCC, MINAGRI, MEF, MINCU, Ministry of Foreign Affairs (MRE), SERNANP and SERFOR.

Despite the recent shift of regional governments in January 2019, the participation of representatives from Amazon regions was important, with the attendance of officials of the ARAs and GRRNGMAs of Loreto, San Martín, Ucayali, Madre de Dios and Junín, a region that also has some extension of Andean forests. Regardless of the fact that close and constant coordination with them is maintained, no representative from regions located in the coastal tropical dry forests biome attended the workshop.

Invitations were sent to private sector representatives, but none of them finally attended the workshop, confirming the need for government authorities to deploy further efforts in order to increase their involvement level in the whole REDD+ process. The same happened with international research institutions with work and presence in Peru, such as CIFOR, ICRAF or CIAT, whose analytical work still is not sufficiently translated into specific inputs for the formulation, implementation or evaluation of the impact of public policies regarding REDD+.

²⁹ Four of the indigenous representatives were women.

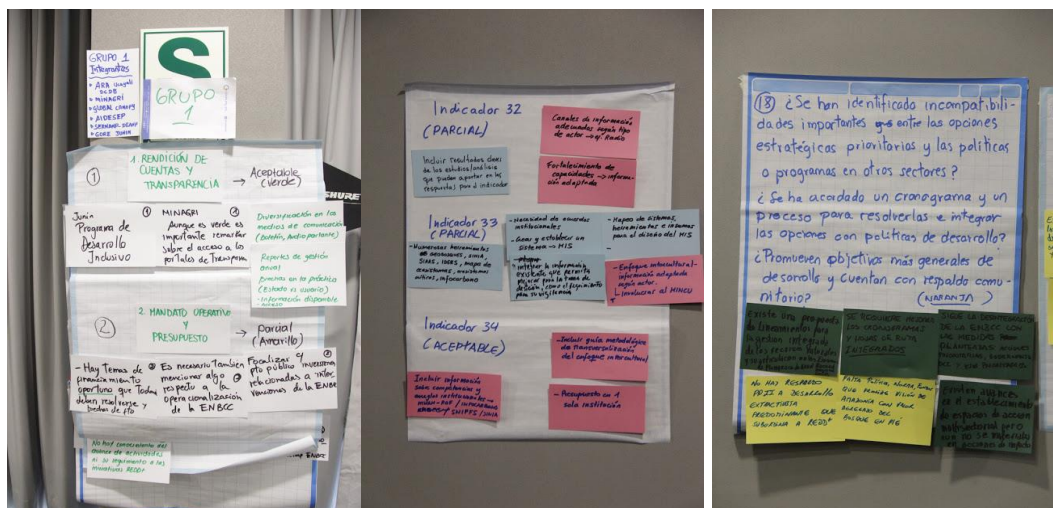
Figure 9. Participants of the REDD+ Preparation Phase Self-assessment Workshop



The work was organized in groups, corresponding to the 9 sub-components of FCPF’s Readiness Assessment Framework. Information briefs, including a preliminary grading of the achievement level of each of the indicators, were distributed to each work group to aid their discussions.

Working groups discussed and agreed in the grading of each one of the 34 indicators, provided information regarding main strengths, weaknesses and needs identified during the REDD+ Preparation phase, and proposed options for future solutions to the identified problems (Figure 10).

Figure 10. Results of groups work



The main outcome of the discussions was a general decline in the rating of the indicators, specially those related to safeguards, benefit-sharing or management of social and environmental issues. Both indigenous peoples and civil society organizations were the ones assigning the lowest ratings, mainly due the perception that decision-making processes by government authorities are very slow, even when most of the needed technical inputs are already available.

The lower rating in several of the indicators, compared with that of the MTR, is due a stricter application, by consulted stakeholders, of the guiding questions of the Guide for the application of FCPF's REDD+ Readiness Assessment Framework, especially in the case of those indicators requesting evidence of the establishment or functioning of specific mechanisms such as the benefit-sharing one or the safeguards information system. A lower rating does not necessarily mean a setback in national progress, but the need to make greater efforts to ensure compliance.

VI. CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

- The governance framework for REDD+ has worked but focused mainly in the planning and decision-making processes of specific projects or initiatives. This has led to the establishment of basic coordination and cooperation relations between public sector institutions and between them and other types of stakeholders, but there is still room for improvement by the establishment of cross-cutting institutional arrangements that allow for the management of the REDD+ issue as whole.
- Although the level of participation during the REDD+ Preparation phase has been adequate, it has been achieved in a project by project manner, multiplying the associated coordination costs and not allowing for the institutionalization of stable coordination and collaboration relationships between stakeholders engaged in REDD+.
- The level involvement of certain critical stakeholders such as the Ministry of Transportation, the business sector or academic and research institutions has been weak to date and needs to be increased in the future. Good signals about potentially improved engagement of such actors have been shown during 2018, such as the announcement of the design of a NDC measure to incorporate the deforestation-free approach in the roads planning and building processes in the Amazon, but they still need to be promoted.
- The approval of the ENBCC has been an important landmark in the establishment of a common view about the role of forests as an asset not yet properly used to promote development and the improvement of the economic, social and environmental condition of the whole country and the welfare of local dwellers. Its focus in both emissions mitigation and adaptation is a key strength that allows for the development of integral interventions that aim for the solution of both issues.
- The ENBCC lacks a monitoring and evaluation mechanism for the determination of the level of advance in the implementation of its strategic actions and in the achievement of its strategic objectives.
- There is the need to increase the diffusion of the scope, objectives and goals of the ENBCC and the REDD+ process among critical stakeholders, local ones in particular, using not only the means of transparency portals or internet-based

mechanisms, but more traditional ones such as radio or leaflets, which are still efficiently used in the context of rural development initiatives.

- Although the understanding and appropriation of REDD+ among different stakeholders has increased, it is still needed to build capacities at local, regional and national levels in order to increase understanding of the issue and its potential implications for development and ensure the participation of different types of stakeholders in the process and the adequate application of safeguards to protect their rights.
- Development of technical capacities regarding the establishment of reference emissions scenarios and forest monitoring has been solid and has happened both among public sector institutions and civil society and indigenous peoples organizations. The development of specific modules focused in forest degradation, Andean and tropical dry forests are expected to occur during 2019.
- Although they have being thoroughly discussed and analyzed, even in the context of the formulation of specific technical inputs, safeguards and social issues, such as the redress or the benefit-sharing mechanisms, have been the ones with less advancement along the REDD+ Preparation phase in Peru, mainly due the lack of decision of key institutions to advance participative validation processes and/or establish permanent mechanisms.
- There is a high level of dependence on international cooperation resources for the funding of MINAM's technical team in charge of REDD+ issues, a situation that creates a sustainability risk in the medium term, once the initiatives currently underway conclude.
- Limited advance has been evidenced to date in the compliance of the commitments agreed with AIDSESEP in the Aide Memoire signed by PNCBMCC after the submission of the RTM. Actions are being planned by MINAM to advance in issues of land titling and alignment of the land tenure legal framework with ILO's 169 Agreement during 2019 with resources from R-PP, while the incorporation of indigenous REDD+ as a valid approach for REDD+ implementation in Peru is being supported by the UNREDD and DCI projects. In the case of the one signed with Proética, most of the commitments have being complied.

6.2 Recommendations

- MINAM must give priority to comply the commitments agreed with AIDSESEP. R-PP's remaining resources could be used to finance the pilot land-titling initiative in Loreto, as well as the systematization of technical inputs for the update of the land tenure legal framework, according to the mandate of ILO's 169 Agreement. A close coordination between DGCCD and PNCBMCC regarding this issue is needed.
- MINAM should give priority, through the promotion of participative validation processes, to the definitive establishment of those mechanisms which are still in

progress: financial, benefit-sharing, redress and safeguards monitoring and information.

- The implementation of initiatives as the Strategic Axes to Combat Deforestation or the Forest and Climate Change Governance should help to incorporate new critical stakeholders that have not been sufficiently involved in the REDD+ process to date.
- National government institutions engaged in REDD+ should develop a capacity building plan aimed to ensure continuity of the regional and local level processes associated to REDD+, despite periodical changes in regional governments due the reelection ban in place. ARAs and REDD+ Roundtables should be the preferred coordination space, but to be effective they will have to be strengthened.
- The nesting process for REDD+ early interventions within the NREF should be agreed during 2019, to progressively reduce uncertainty about the real level of benefit these projects will generate in the future, especially in the case of those initiatives taking place in protected areas, which in some cases have a certain level dependence on those resources.
- MINAM needs to open a public consultation process aimed for the validation of the PPIA, as agreed in the Aide Memoire signed with Proética. In parallel it should include an update on the communications and capacity-building plans of the PPIA. MINAM needs to continue in its effort to engage civil society and indigenous representatives in order to incorporate different approaches as interculturality and gender.
- Given the fact that the implementation period of the PNCBMCC goes only to 2020, MINAM should initiate the discussion to identify and choose a definitive option for the future management of the MMCB. Options could include the extension of the PNCBMCC, transfer of the MMCB to any of the technical units within MINAM or to other institutions with remote-sensing capabilities.
- MINAM should start to analyze potential measures to ensure a greater government budget allocation for the long-term contracting of its basic REDD+ team.

[END]