FCPF Technical Advisory Panel

Mexico Draft R-PP: Comments by the TAP

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FCPF Participants Committee
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Strengths of the RPP Document:

- Forms part of the coherent National Climate Change Policy (PECC)

- Takes a holistic approach to REDD+, including agriculture, infrastructure, and regulatory policies, and investments in forestry and conservation.

- Forestry commission (CONAFOR) consulted key NGOs, agencies, and academics in preparation of the proposal.

- About half of the forest land belongs to ejidos or local communities. Proposal thus emphasizes active community management of forests; not just of protected areas and conservation–offsets.

- Builds on many successful programs in the forestry sector such as existing community forestry (PROCYMAF) and Plan Vivo, and payment for environmental services programs (PSA / CABSA).

- Has a clear strategy for monitoring forest cover at national level.

Issues of Concern from the TAP:

- Deforestation due to agriculture is the larger problem in Central and Nothern Mexico, while degradation prevails in tropical forests elsewhere. The former problem needs more detailed coverage.
- The role of state and municipal governments and their interaction with national governments is noted but how this might be successfully explored is lacking.

- Some R-PP sections imply the REDD+ strategies would involve little more than an expanded / modified Pro-Arbol Program. However, it is not holistic. Focus should be on selected successful program components.
- The R-PP says tenure, conflict, and illegal activities are the most common problems in DD areas, but not much about how they will be addressed.

Major Recommendations by the TAP:

- Develop more fully the REDD+ strategies related to agricultural, infrastructure, regulatory, tenure, and procurement policies.
- Develop distinct strategies to address deforestation and degradation and for coniferous and broad-leaf forests and emphasize more strategies to enhance forest carbon stocks.
- Give greater attention to the specific needs and rights of Indigenous Peoples.
- Ensure that all relevant groups are appropriately consulted and increase civil society and community participation in Monitoring, Reporting, and Verification.
- Explain better the role and content of proposed pilot projects.
- Re-assess whether such a large portion of the budget should go to improving the National Forest Inventory data.

R-PP Component 1: Organize and consult

Standard 1a	National Readiness Management Arrangements

Assesment:

- Having a REDD Working Group within an Inter-Ministerial Climate Change Commission (CICC) that works with a REDD Task Force, which also includes some NGOs, makes sense.

- The work to-date has largely been limited to the National Forestry Commission (CONAFOR), and groups within the Ministry of Environment (SEMARNAT) and the National Institute of Ecology (INE). The agencies responsible for agriculture, infrastructure, tenure, environmental regulation, indigenous peoples, protected areas, and social welfare have not been sufficiently involved.

- The role of state and municipal governments remains unclear.

Recommendations:

- Explain more clearly how the agencies besides CONAFOR, SEMARNAT, and INE will be effectively incorporated into the REDD Readiness process in practice.

- Clarify the composition and respective roles of the REDD+ Working Group and the REDD+ Task Force.

Standard 1a: Cross-cutting nature of design and workings of readiness arrangements

R-PP Component 1: Organize and consult

Standard 1b	Stakeholder Consultation and Participation

Assessment:

- So far, it seems only a few national NGOs, academics, and others have been consulted; mostly through CONAFOR's REDD Task Force.

- CONAFOR has established consultation mechanisms and the R-PP includes a clear consultation plan.

- Those mechanisms and plans don't pay enough attention to Indigenous Peoples, agricultural groups, and others involved in deforestation and degradation that don't regularly interact with CONAFOR.

Recommendations:

- Map out in more detail what groups will be consulted and why and how the individuals consulted will be selected.

- Broaden the REDD Task Force.

- Ensure Indigenous Peoples, farmers, and the private sector are well consulted.

Standard 1b: Ownership, transparency, and dissemination of the R-PP by the government and relevant stakeholders: Inclusiveness of effective and informed consultation and participation

R-PP Component 2: Prepare the REDD Strategy

Standard 2a	Assessment of Land Use, Forest Policy, and Governance

Assessment

• The R-PP describes the magnitude and main direct causes of deforestation and degradation and discusses a little forestry and agriculture policies that affect forest cover. It says little about migration, market trends, opportunity costs, or the problems facing national producers of forest products.

• Mexico has reasonable national forest cover spatial data.

• The data and analysis for degradation is much weaker than for deforestation.

• Discussion of the successes and failures of previous government forestry policies and programs is largely lacking.

Recommendations:

• The analysis should distinguish more between deforestation and degradation and between forest types and focus more on degradation and enhancing forest carbon stocks.

• The R-PP should present the major lessons from implementing previous forest policies.

Standard 2a: identify major land use trends, direct and indirect DD drivers in the most relevant sectors in the context of REDD, and major land tenure and natural resource rights and relevant governance issues. Document past successes and failures

R-PP Component 2: Prepare the REDD Strategy

Standard 2b	REDD Strategy Options

Assessment:

• The proposal represents a good start at designing relevant REDD+ strategies, but much remains to be done.

• It has a useful matrix linking proposed solutions with drivers of deforestation and degradation but it focuses mostly on factors limiting the competitiveness of sustainable forest management, which is only one relevant aspect.

• Natural regeneration and enhance of forest carbon stocks don't get enough attention.

• The R-PP does not address the REDD+ strategies' costs and benefits, trade-offs between objectives, or leakage, and says little about how federal, state, and local efforts will interact.

Recommendations

• Discuss more the lessons from Mexico's Payment for Environmental Services schemes.

• Include TORs for the state and local pilots, to make it clearer what their role is.

Standard 2b: Alignment of the proposed REDD strategy with the identified drivers of deforestation and forest degradation, and with existing national and sectoral strategies: the R-PP should also includes a summary of the emerging REDD strategy .

R-PP Component 2: Prepare the REDD Strategy

Standard 2c	REDD Implementation Framework

Assessment

- This chapter is poorly developed and adds little to previous sections.

Recommendations:

- Make sure the R-PP covers all the material that this section was supposed to include.

Standard 2c: Elaborate institutional arrangements and issues relevant to REDD in the country setting that identifies key issues, and explores potential arrangements

R-PP Component 2: Prepare the REDD Strategy

Standard 2d	Assessment of Social and Environmental Impacts

Assessment

- The proposal commits the government to preparing a SESA that meets World Bank standards and discusses objectives, a time table, and methodology, but lacks sufficient detail.

- It is unclear how the SESA will relate to the consultation and how safeguards will be monitored over time.

Recommendations:

- Explain how the SESA will address indigenous issues and rights.

- The Readiness Process should include the development of an ESA management plan.

Standard 2d: A Program of work for due diligence for strategic environmental and social impact assessment (SESAs)in compliance with the World Bank's safeguard policies

R-PP Component 3: Develop a Reference Scenario

Standard 3	Reference scenario

Assessment

- This component is well developed and represents a good start. The main gaps relate to how major social trends are likely to influence deforestation and to capacity building.
- Mexico has good spatial data, although less so for degradation.
- It is unclear how the reference scenarios will treat areas where carbon stocks are increasing.
- The proposed approach to deforestation risk maps could be improved.

Recommendations:

- The reference scenarios should take into account long-term social trends.
- The R-PP should explain what levels of accuracy they hope / expect to achieve.

Standard 3: Work plan for how the reference scenario for REDD will be developed, including early ideas on feasibility of which methods to use; major data requirements and capacity needs, and linkages to the monitoring system design

R-PP Component 4: Design a monitoring system

Standard 4	Design a monitoring system

Assessment
- The section does a good job related to monitoring land use change, although it says little about monitoring standards.
- It does not discuss enough: the proposed methods' cost – effectiveness, forest degradation and regeneration, co-benefits, independent verification, and the participation of communities and civil society.

Recommendations:
- Consult civil society about how to make monitoring transparent and credible.
- Include more on monitoring what happens in individual states and municipalities.
- Explain methods to be used to monitor degradation and regeneration.
- Propose participatory monitoring approaches or explain why not.
- Clarify who will coordinate this work and the role of other actors.

Standard 4: Initial design of an integrated monitoring system of measurement, reporting and verification of changes in deforestation and/or forest degradation. Include early ideas on including capability to monitor other benefits and impacts, and to assess the impacts of the REDD strategy in the forest sector

R-PP Component 5: Schedule and Budget

Standard 5	Completeness of information and resource requirements

Assessment

- Budgets and their sources are fairly clear and detailed, although not much information on funds from "other development partners".
- Mexican government's large contribution to the budget demonstrates a strong country commitment.
- Improving the National Forestry Inventory (NFI) represents 75% of the total budget. It is not clear that is the best use of those funds.

Recommendations:

- Reassess the use of such a large portion of the budget to improve the NFI.
- Provide more information on funds from "other development partners".
- Budget for stakeholder consultations beyond 2011.

Standard 5: identifies capacity building and financial resources needed to accomplish the R-PP. A budget and schedule for funding and technical support requested from the FCPF, as well as from other international sources needs to be elaborated

R-PP Component 6: Design Program Monitoring and Evaluation Framework

Standard	Design a Program Monitoring and Evaluation Framework

Assessment

- The R-PP did not include this. It was optional.

Recommendations:

- The proposal should either include this or explain why it does not.

Standard 6: Describe the indicators that will be used to monitor program performance of the Readiness process and R-PP activities

Overall Summary

Component   1 a)   Standard partially met
            1 b)   Standard partially met

Component   2 a)   Standard largely met
            2 b)   Standard partially met
            2 c)   Standard not met (Implementation Framework)
            2 d)   Standard largely met

Component   3   Standard largely met

Component   4   Standard largely met

Component   5   Standard met

Component   6   Standard not met (But optional)