

**Forest Carbon Partnership Facility (FCPF):
Readiness Plan Idea Note (R-PIN) – External Review Form**

May 28, 2008

Guidelines for Reviewers:

- 1) *This review form is a record of your review, which may be disclosed for transparency. Please bear that in mind when filling it out.*
- 2) *Please summarize your comments-- address whatever you feel is important.*
- 3) *Please evaluate and mark (score) each of the 5 Summary Assessment review criteria from the FCPF Information Memorandum, the Participants Committee Selection Criteria, and the numbered R-PIN major topics, as requested in the right-hand column. Select a mark from the following scale: NA: Not Addressed. 1: Inadequately addresses criterion. 2: Barely addresses criterion. 3: Average, or adequately addresses criterion. 4: Good job of addressing criterion. 5: Excellent job of addressing criterion.*

<p>1) Country submitting the R-PIN: El Salvador 2) Date of Review: 31 January 2009 3) Name and affiliation of R-PIN Reviewer: TAP Review Synthesis</p>	
<p>I. Summary Assessment of the Quality and Completeness of the R-PIN: <i>Note with value of 1 – 5</i></p>	<p>Mark (score):</p>
<p>Criterion (i): Ownership of the proposal by both the government and relevant stakeholders:</p> <p>Clearly the ownership at this stage is within the MARN, but at the same time the R-PIN recognizes the need for a “cross-sectoral” REDD strategy (please refer to further sections for comments on the cross-sectoral approach). The Ministry itself has signed the PIN. A long list of 16 different individuals who participated in the preparation is submitted. In some instances the complete name of the organization to which these persons belong is provided, in other only the acronym, besides there is no list with the key to these acronyms. It prevents the possibility of further appreciating the qualification or the pertinence of the institution. A few universities may be identified but not NGOs or ENGOS.</p>	
<p>Criterion (ii): Consistency between national and sectoral strategies and proposed REDD Strategy:</p> <p>The R-PIN recognizes that “cross sectoral planning and coordination is probably one of the areas where more efforts should be done when dealing with REDD strategies”. It will be necessary to have “close coordination relationship among Ministries of Agriculture, Energy and Environment and other public institutions dealing with problems related to the drivers of deforestation”.</p> <p>Cross – sectoral planning and coordination is probably one of the areas where more efforts should be done when dealing with REDD strategies since there is not much concrete experience in the country. Clearly this is an opportunity for institutional and human strengthening in the country in these regard.</p>	
<p>Criterion (iii): Completeness of information and data provided:</p> <p>The information presented, sometimes is quite general. More information is needed specially regarding the policies, programs and actions already in place and/or planned and how a REDD strategy could be build upon.</p> <p>In general terms answers do not provide precise levels of activity, investment, budgets. Geographical areas where forest deforestation and forest degradation occur are not indicated. Only mangroves. Furthermore it indicates that forest deforestation and forest degradation affect equally protected and non-protected forest without indicating the area where these forests are located.</p>	

<p>Criterion (iv): Clarity of responsibilities for the execution of REDD activities to be financed:</p> <p>The PIN does not indicate clearly the responsibilities for the execution of REDD. No dates or estimated budget is presented. Eight different programs are mentioned at the State (Federal level) and at the municipal (subnational) level, without indicating who will be responsible for the activity. Furthermore all of the indicated activities are not strictly related to REDD but linked to it in some way.</p>	
<p>Criterion (v): Feasibility of proposal and likelihood of success:</p> <p>It'll depend heavily in the "cross-sectoral planning and coordination" and "cross-sectoral mechanism" that will be created.</p> <p>Since there is no monitoring system for REDD activities (the only monitoring system in place is for forest fires detection, which is too specific and has no common specifications with REDD monitoring procedures); a complete monitoring system for REDD activities in the country has to be developed.</p> <p>Therefore the likelihood of success for REDD activities and even the feasibility of proposed activities is uncertain.</p>	
<p>SUMMARY SCORE: <i>add scores above and enter sum into box on right</i></p>	<p>SUM:</p>
<p>How well do proposed activities fit into existing Bank-supported or other country development plans?</p>	
<p>Improvements the country could make to R-PIN, and any TA needs for it:</p> <p>In general, the country should make an effort to further properly diagnose its present situation regarding REDD activities, either with its own resources and a deeper analysis or with the assistance of an expert. Please refer to sub-items for specific suggestions.</p>	
<p align="center">II. Participants Committee Selection Criteria: Information</p> <p>Relevance of country in REDD context: Priority to countries with: (i) substantial forest area and forest carbon stocks; and (ii) relevance of forests in economy, including livelihoods of forest dwellers and Indigenous Peoples:</p> <p>El Salvador is a small country with a very small forest area (265 thousand hectares). According to the PIN, the forest area of the country accounts for just 13% of the national territory. The relevance of the forest economy is nil. There aren't relevant indigenous groups in the country. Forest dwellers and poor people mostly collect firewood from the forests what is driving deforestation and forest degradation.</p>	

Geographic and biome balance: across the world's main forest biomes.

Forests of El Salvador rank low in the geographic and biome balance of the world, maybe with the exception of its mangroves. The forest is part of the Mesoamerican Biological Corridor.

Variety of approaches: Proposed innovative approaches to tackling deforestation and degradation; methods; testing new mechanisms and distribution of REDD revenues; and/or regionally important leadership.

Several initiatives are mentioned in the PIN most of them conventional. Among them, the one in which a great deal of weight is posed is the Millennium Development Goals that has been embraced by the Government. There are two other initiatives based in market mechanisms that could be termed innovative

in the country context. There is a mix of short and long reach initiatives.

III. Detailed Review of R-PIN Responses to Template Questions:

Please review the R-PIN quality and completeness in terms of addressing the major questions in the FCPF R-PIN template.

1. Government focal point, and ownership and consultation in producing the R-PIN:

The focal point will be at the Ministry of Environment and Natural Resource (MARN), specific with Director of Natural Heritage and Spatial Planning Manager.

The consultation was done with many others ministries (at the level of the Minister). Government officials participation has been numerous. The minister of agriculture himself has signed the R-PIN form.

A list of persons and their respective affiliation was presented, but since only the acronym was informed it's not possible to know what kind of institution was involved in the R-PIN consultation (which of them are from civil society, private sector, among others).

Clearly the ownership at this stage is within the MARN, but at the same time the R-PIN recognizes the need for a "cross-sectoral" REDD strategy (please refer for further sections for comments on the cross-sectoral approach).

2. Identification of institutions responsible for: forest monitoring, law enforcement, conservation, and coordination across forest, agriculture and rural development:

Basically the Ministry of Agriculture and Animal Husbandry (forest for productive purpose) and the MARN (policy design on conservation) are responsible for forest issues, such as monitoring, inventories, law enforcement and conservation.

Forest monitoring: The Department of Forestry within the Ministry of Agriculture and Animal husbandry is responsible for the forestry monitoring. The Ministry of Environment and Natural Resources has the responsibility to monitor wild forest. This ministry has also the responsibility of law enforcement and compliance by all other public entities which have legal competencies and responsibilities regarding forestry and environmental related issues.

Forest law enforcement: The Ministry of Agriculture and Animal husbandry has the main responsibility for forestry law enforcement working together with the national civil police. The Ministry of Environment and Natural Resources also has responsibilities related to the application the National Wild Life conservation Law.

From the description regarding the division of duties, it's not clear how the REDD strategy will be tackle by the two ministries.

It appears that regarding funds the Technical Secretary of the Presidency is the coordinating body.

3. Current country situation:

Where do deforestation and forest degradation occur, main causes, estimates of greenhouse gas emissions, data available? Key issues in forest law enforcement and forest sector governance?

"In El Salvador there is a growing socioeconomic pressure on forestry resources due to the high population density rate (+ 300 inhabitants/Km²) and a high demand of firewood for cooking as well as land use change for increasing pasturelands and crops for food security and urban housing as well as related public services development. All these factors combined result in an increasing and sustained deforestation rate which is currently calculated (but not duly confirmed) at 4.500 Ha per year (MARN)".

"It is estimated that more than 75% of existing conifer forests and 35% of mangroves are seriously degraded due to human intervention, including illegal harvesting, salt-production factories, crops and plantations. Of great concern is the

protection of nearly 40.000 Has. of mangroves, and 3% of natural ecosystem represented by the protected areas natural System”.

“According to current statistics, 30% of households continue to utilize firewood as the main energy source for cooking in urban areas and 63% in rural areas, but no precise studies have been carried out to determine to what extent the forested areas are providing this resource... As a direct result there is a critical fragmentation of natural habitats now becoming isolated patches without biological corridors that prevent exchanges and also a critical reduction of biological diversity and genetic resources as a result of uncontrolled extraction... Thus, deforestation and forest degradation affects equally protected and non-protected forests but particular concern is placed on the degradation of mangroves due to its vital functions”.

The estimation from GHG emissions is from 1994 “when emissions were estimated in a total of 3,930 Gg as per the first national communication to the UNFCCC”. Updating is expected to be “finalized by late 2009”.

The information regarding the forest cover are not precise with studies indicating 13% (265.000 hectares in 2002) or 9,6% (2004) of the national territory.

A very long list of causes (13 in total, including firewood, land use change, log extraction and forest fires) for deforestation and/or degradation is presented, but with no details and/or explanation about the rationality of each cause. There is no information about where the deforestation occurs.

4. Data available on indigenous peoples and forest dwellers?

No information was presented. According to the R-PIN “There are no major indigenous groups in the country that require a particular approach”.

El Salvador had a recent “forest consultation processes” that could have collected some information about ownership; but if this information exists, was not presented in the R-PIN.

5. Current strategy in place to address deforestation and forest degradation. What stakeholder process was used to arrive at it?

Many programs and actions are listed in the R-PIN, with some of them still in the stage of planning and/or discussion. From those that are already in place it's not clear what are the results, how they are being evaluated and how they can be inserted in a REDD strategy.

Special attention should be given to the Land Use and Development Plan (with “no major achievements have been obtained”), the Forestry Policy (result of a broad consultation process) that “has not yet been approved by the central government”, the National Forestry Strategy, the “Forestry Bonds”, and the National System of Biological Corridors.

Further information is required on how these could be used in a REDD strategy.

6. What would be needed to reduce deforestation and forest degradation?

Ten points are mentioned in the document. The list presented of action is a logical one, but once again is necessary understand how the activities listed could be done in synergy with the already or planned programs and policies in the context of the REDD strategy. Also, the enumeration is coherent but clearly indicates that the country is in a starting point regarding deforestation and forest degradation assessment and control.

1. In- depth analysis of causes of deforestation and forest degradation.
2. Building a national consensus on causes of deforestation (?) Deforestation is a real phenomenon and should be dealt with as that and remediation identified on light of technical tools.
3. Creating a permanent cross-sectoral mechanism for planning and implementation of integrated measures to address main causes of deforestation (?)
4. Building the reference scenario and projection of emission reductions from REDD as the primary step to engage all relevant stakeholders on commitments to support the design and implementation of programs.
5. Revision of national forestry and sustainable development policies.
6. Reorientation of national strategies for poverty alleviation.
7. Creation of long- term and attractive financial mechanisms to protect standing forests.

8. Broader outreach and awareness raising activities to highlight multiple values of forests ecosystems.
9. Develop a permanent monitoring system of deforestation.
10. Draft new or updated legal and policy.

As it can be appreciated, there is a naïve and beginners approach to deforestation and forest degradation.

Has country considered the potential relationship between REDD strategies and country's broader development agenda?

The R-PIN recognize that "cross-sectoral planning and coordination is probably one of the areas where more efforts should be done when dealing with REDD strategies". It will be necessary "close coordination relationship among Ministries of Agriculture, Energy and Environment and other public institutions dealing with problems related to the drivers of deforestation".

The R-PIN suggest the use of cross-sectoral mechanisms. More information regarding these mechanisms will be welcome. One possible example given by the R-PIN is hydroelectric power.

Has any technical assistance been received, or is planned on REDD?

Not directly, according to the R-PIN. Conservation International has "offered to technically support national efforts in this area according to needs and further development of the REDD strategy".

7. What stakeholder consultation process would country use for developing and implementing REDD under FCPF support?

A generic description is presented about stakeholder consultation, with limited information regarding which groups they would like to invite into the process.

The R-PIN mentions that the country "has a recent history of social consultation of forest related policies since the Forestry Strategy and a new legislation was developed in recent years". More information about this history could be presented. On-line information systems are being used.

A workshop was made as part of the R-PIN preparation (with participation of "near 40 representatives from both governmental and non governmental organizations"). Most agreed on the "need to address the issue in a cross-sectoral fashion".

Once again was stated that there are no relevant indigenous groups, "but some agrarian associations and particularly coffee producers and watershed boards ... would be of critical importance".

8. Implementing REDD strategies: challenges to introducing effective REDD strategies, and how might they be overcome? Would performance-based payments through REDD be a major incentive for implementing a more coherent strategy to tackle deforestation?

The challenges listed are:

1. Lack of understanding of the REDD strategy as a cross- sectoral issue
2. Lack of information on causes of deforestation and forest degradation
3. Lack of adequate long- term financial opportunities to forest land- owners
4. Lack of capacities within the government to implement identified measures and to monitor impact
5. Finalize the Forestry Inventory

There are many structural deficiencies in the country. The above are only and indication of how critically low is the country capacity in order to implement a REDD strategy.

According to the R-PIN "Performance- based payment could be an option for a second stage, since initial investments will require in advance payments in order to create the conditions required for the system to work and there is no certainty that the Government will have the ability to generate adequate funding sources to this purpose". Further clarification is needed

regarding the how the stages will work in practice.

9. REDD strategy monitoring and implementation:

How forest cover and land use change are monitored today, and any constraints in this approach?

General information is presented about the “complete monitoring system” that is needed. More information is welcome.

At present there is no permanent and systematic process to perform monitoring of REDD. The main constraint is the lack of financial resources to perform these activities. It is clear that institutional and human resources building capacity and strengthening are required.

“The only digital monitoring system working on a regular basis is for forest fires detection using SERVIR information database (located in Panama)”.

10. Additional benefits of potential REDD strategy, and how to monitor them: biodiversity and rural livelihood?

The PIN does not point out a complete set of social, environmental, economic, biodiversity elements related to the implementation of a REDD strategy.

Biodiversity and livelihood are not monitored on regular basis but they plan to use indicators to evaluate in the future.

“Biodiversity is monitored through the National Biodiversity Strategy but there is not a full monitoring system but case studies for particular purposes ... a basic monitoring system needs to be designed”.

Rural livelihood are not monitored in “a permanent and regular basis ... Specific criteria and indicators need to be designed”.

With regard to biodiversity conservation monitoring at present it is very limited way due to financial constraints. Regarding the way in which biodiversity conservation will be monitored it does not provide an idea in the way biodiversity conservation would be monitored.

11. What assistance is country likely to request from FCPF Readiness Mechanism?

A very general description is presented. It seems that there are four processes where the country would need assistance:

- a) At the national (internal process) level, an expert who could assist them in defining forest and forest degradation. This should include the preparation of a public participation process whereby proposal should be discussed and agreed upon.
- b) Hiring a special study by a consultant company to develop the baseline
- c) A consultancy to develop a coherent statistics collecting system, a data bank currently unavailable
- d) The full monitoring system needs to be built according to the results of b and c above. Technical as well as financial support will be also required for this purpose.

It's worth to highlight that “hiring a special study by a consultant company” is planned for the development of the baseline case.

12. Donors and international partners already cooperating with country on REDD.

According to the R-PIN, no.

13. Country's Potential Next Steps and Schedule:

A list of activities with the expected time necessary (in months) is presented. No explanation is given on how this will be made consistent with the list presented on section 6 "current thinking". The potential next steps and schedule for the country is very poor and its doesn't assure that if implemented they could work in for the best of the REDD strategies.

14. Attachments and their usefulness:

Only the list of participants of the workshop.

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