

Paraguay UN-REDD Programme

1 REVIEW POINTS

1.1 Ownership of the NPD by government and non-government stakeholders:

1.1.1 Government ownership

The Paraguayan government has participated fully in the international discussions on REDD under the UNFCCC, Paraguay is also part of the FCPF, presenting the RPIN 2008. The process to develop the NPD and the RPIN before has included a variety of actors that probe the ownership of the process not only by the **sectorial** institutions but the indigenous sector and civil society.

Nevertheless, a high level of political commitment is required to implement REDD at a National level, therefore the full participation of other ministries will be required, for example the participation of the Ministry of Agriculture and Cattle Raising MAG and the Ministry of Hacienda as well as the Ministry of International Affairs will be key to include REDD strategy as part of the development plans of Paraguay and the Climate Change international policy.

1.1.1.1 Coherence with national strategies, policies and development planning processes

The objective of the UN-REDD Paraguay programme is directly linked to the national objectives proposed in the **Political Proposal for Social Development 2010-2020** of the Paraguayan government and also presents similarities with the objectives proposed in the Forestry Law (422/73) and the Law of Development of Forestation and Restoration (536/95). Combating poverty in the most vulnerable sectors of society is the principal vision shared by the NPD and the development planning of the country.

The UN-REDD Programme includes support and strengthening of institutions involved in rural and forest development such as INFONA, MAG, INDI and SEAM etc., thus aiming to support specific activities of these institutions, such as the issue of changes in land use, the situation of forests, forest cover and carbon reserves, the use of forest resources, the design of policies for environmental sustainability and forest planning, amongst others.

Similarly, the demonstrative REDD project corresponds to the objectives proposed in the strategic axes of the social planning of Paraguay. However, in order for it to fully correspond to these objectives, it must be carried out in a participative and systematic way, strengthening community participation and including the most vulnerable sectors, and strengthening capacities for horizontal and vertical management and coordination at different levels of the Paraguayan state. Institutional and technical capacity building in government and civil society organizations for the management of REDD activities could be coordinated within the government programme denominated “Capacity generation with focus on vulnerable and excluded sectors of the population”, which includes Indigenous Peoples.

A key transversal theme in the social development planning in the country is focused on indigenous peoples and the promotion of their participation in planning processes. The protection of their culture, the defence of their constitutional rights, food security and the improvement of life conditions, etc. are vital in Paraguayan development policies. The integration of all relevant actors within the national REDD process is vital to ensure coherence with government strategies.

1.1.1.2 Coherence with the UN Country Programme or other donor assistance framework approved by the Government

The **Action Plan for the Country Programme 2007-2011** between the Government of Paraguay and the **PNUD** is focused on three main areas: 1) Poverty Reduction and Sustainable Human Development, 2)

Governance and Modernization of the State and 3) Environment Management. The REDD programme clearly is most strongly aligned with the third area, but also contributes to the first, given that the programme includes elements of training and capacity development with low-income groups and indigenous peoples, such that it will improve social inclusion of these groups whilst also contributing to the establishment of a future economic opportunity for them.

With respect to this third area, the programme strongly contributes to the UNDAF 2007-2011 result of strengthening national capacities for integrated environmental management and promotion and management of sustainable and equitable development. The awareness-raising components of the programme will also contribute to the mainstreaming of environmental issues in the political and government agenda.

The programme is aligned with the PNUD line of intervention denominated “Support for the development of policies and programmes of conservation and sustainable use of biological and cultural resources”, and the planned implementation activities are aligned with those mentioned, especially capacity development, participation of civil society and empowerment of citizens in solving environmental problems.

With respect to the Results and Resources Framework, the NPD specifically relates to the products 3.2.2 Biological and cultural resources conserved and 3.2.3 Inter-institutional and inter-sectorial coordination instances supported for the conservation and sustainable use of biological and cultural resources. The NPD contributes to the aims of conserving biological resources, carrying out environmental management in an integral and participative way, and the participation of Indigenous Peoples in sustainable management.

However, the NPD could take into account more specifically some of the corresponding indicators. Under product 3.2.2, the framework mentions the strengthening or creation of a National Protected Wild Areas System and a national unified environmental information system, integrated with the national sustainable development indicators. These systems are not mentioned in the NPD; it would be appropriate to coordinate REDD activities and systems with these initiatives in order to create aligned activities that complement each other at national level. Under product 3.2.3 the framework mentions organized local entities of peasant and indigenous women and public-civil local entities for natural resource management. It would be appropriate to also coordinate local actions and initiatives with these entities.

The **EU Country Strategy Document for Paraguay 2007-2013** establishes the education sector and economic integration as its two priority sectors, while the environment is designated a transversal axis of high priority. It is stated that special attention will be paid to the strengthening of the institutional and legal framework in general and to the formation of agents responsible for the environment. At this level, it appears that the NPD is coherent with the EU strategy. However, the EU document does not cite any specific objectives, results, indicators or activities related to the environment so it is not possible to assess the coherence between the NPD and the EU framework at a more specific level.

1.1.2 UN-REDD Programme Operational Guidance: Engagement of Indigenous Peoples and Other Forest Dependent Communities

The NPD explicitly states the principles and guidelines of the “UN-REDD Programme Operational Guidance: Engagement of Indigenous Peoples & other Forest Dependent Communities (October 2009-UN-REDD/PB3/SP)” shall be recognized and respected by the Government and Others and shall be incorporated in practical terms in the design and implementation of REDD Activities. Is important to include and detail the legal aspect for the implementation of the Guidelines and how the existent legal

framework will need to be changed. The document includes an entire section dedicated to the guidelines for the implementation of the NJP of indigenous territories, as proposed by CAPI, the organisation that represents indigenous peoples in these processes. Also, one of the three programme outcomes is specifically aimed at increasing knowledge and capacities amongst forest dependent communities, especially indigenous peoples. The following section explains in more detail the issue of consultation, participation and engagement of Indigenous Peoples.

1.2 Level of consultation, participation and engagement

Throughout the activities planned, elements of participation, engagement and coordination with indigenous peoples are taken into account; however it is only in Outcome 3 that this appears to be a main focus. In Outcomes 1 and 2, the participation and engagement with indigenous peoples at times appears to be an “add-on” to the main activity rather than fully incorporated.

Given that Output 3.2 includes the development of a plan for the participation of indigenous peoples in the REDD process, it is important that this activity is initiated as a first step at the very beginning of the process to ensure that the plan created is able to be put into practice in a timely manner. This issue relates to the recommendation in the “UN-REDD Programme Operational Guidance: Engagement of Indigenous Peoples & other Forest Dependent Communities (October 2009-UN-REDD/PB3/SP)” that it is important to ensure that the timeline for the consultation is aligned with the project cycle. The planning of these activities must take into account that Indigenous Peoples rely on their own institutions, mechanisms and processes to make decisions and reach a consensus. Given that the NPD does not include a detailed timeline, it is difficult to assess whether this is the case in the current programme.

A key component of the UN-REDD Guidance that is not taken into account is the recommendation to include women and youth in all stages of activities.

Also, the representation of forest dependent communities should be considered in all stages of activities including policy development, conception of activities, programme and project design, implementation, oversight and monitoring mechanisms, outreach and communication, closure, and evaluation. While the NPD includes the participation of Indigenous Peoples in the planning and design of activities, there is little mention of their participation in other components.

Similarly, there is no mention of how these participatory processes will be carried out. In order to guarantee the success of these elements as an integral part of the programme, it is important that the working plan be developed according to the UN-REDD Guidance.

With respect to the participation of Indigenous Peoples in the preparation of the NPD, it is clear that there has been some level of consultation and that their recommendations have been taken into account. However, the document does not mention the processes of consultation carried out, but establish that the consultation process will continue. The Validation Meeting minutes have been changed into Pre Approval meeting minutes due to a request of the Indigenous Peoples of Paraguay, which implies that in a later day the NPD document after more consultation will be approve.

1.3 Programme effectiveness and cost-efficiency

The allocation of the budget among the proposed outcomes seems reasonable, nevertheless the allocation for the REDD demonstration project seems low taking into consideration the enormous amount of technical information that will be require and the need to establish general guidelines for REDD pilot project implementation in the country by other actors.

1.4 Management of risks and likelihood of success

The NPD document includes a risk assessment which provides adequate risk management measures in the majority of cases. However, it does not take into account three of the risks mentioned in the logical framework: i) Lack of political consensus for the establishment of the Committee, ii) Lack of installed capacity and political support at local level, and iii) No agreement on REDD reached in COP17. Also, the management measure cited for the extreme weather conditions risk is “Inter-institutional coordination with early warning systems”. However, in other parts of the document, the lack of efficient early warning systems is cited as a barrier and there is no evidence of any activity to improve this situation within the programme proposed.

A key indicator of success is the sustainability of results after the programme end date. While the NPD gives a strong justification of the reasons that it will be sustainable at institutional level, this could be improved with respect to participation and engagement elements. In order for the engagement of Indigenous Peoples and other stakeholders to be effective during the project and be sustainable afterwards, it is important that participation and awareness-raising activities are incorporated as an integral part of the programme through a long-term, continuous process.

1.5 Consistency with the UN-REDD Programme Framework Document

With respect to the rationale established for the UN Collaborative Programme, the NPD takes into account the component of experience with payment structures but does not include elements to enable experience with risk management formulae.

Of the five inter-related principles of the UN Development Group, the NPD takes into account three but neglects two: gender equality and results-based management.

With respect to the two key components established for collaborative programmes, according to the “Programme Outline” section, the NPS is directed towards the first: i) assisting developing countries prepare and implement national REDD strategies and mechanisms.

The NPD covers the following areas of support: REDD Readiness for Monitoring and Assessment, REDD Dialogue, REDD Payment Structuring and Distribution, Monitoring Systems, Accounting Methods and Verification of Reduced Emissions and REDD Awareness. However, there are some deficiencies in the following areas: Scoping and Alliance Building, National REDD Strategy, Support for implementing the REDD measures, Co-benefit and Trade-Off Tools. In relation to these four categories, the deficiencies mainly stem from **a lack of: integration of the REDD strategy with national development planning processes and policies, improving and strengthening current forest governance arrangements, tools and policies, identification of co-benefits and use of risk management mechanisms.**

1.6 Compliance with UN-REDD operational guidance and the UN-REDD National Programme format

In general the NPD complies with the requirements of the UN-REDD operational guidance, except for the following two points:

- There is no mention of the National Readiness Plan or planning processes.
- There is no evidence of in-country consultation or validation (no minutes annexed).

With respect to the Joint Programme format, the structure of the NPD is consistent with the framework document, with the exception of the addition of a section entitled “Guidelines of the Coordination for Self Determination of the Indigenous Peoples (CAPI) for implementation of the National Joint Programme in

Indigenous Peoples' Territories"; this is an appropriate addition given that it gives added emphasis to the issue of participation and engagement with the Indigenous Peoples.

However, there is a lack of consistency with the recommended numbers of pages per section, such that the total length of the document is more than double the recommendation. Also, section 10 (Work Plans and Budgets) of the standard format has not been completed. The lack of this information limits the possibility to review the methods of implementation of the activities planned.