UN-REDD
PROGRAMME

INFO BRIEF
AFRICA REGION

Jurisdictional Approaches to REDD+ in Africa: Emerging Lessons

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CONTENTS

1. Acronyms
2. Introduction
3. State of Jurisdictional Approaches to REDD+ in Africa
4. Financing Jurisdictional Approaches to REDD+9
5. Forest Reference Emission Level/Forest Reference Level and Jurisdictional Approaches
6. REDD+ Safeguards: Linking National and Jurisdictional Frameworks and Processes

THIS INFO BRIEF CAPTURES...

the UN-REDD Africa Regional Knowledge Exchange 2018 "REDD+ Implementation at Scale: Emerging Lessons on Jurisdictional Approaches and Linkages with National Policy Frameworks" that was held on 2–3 October 2018 at the United Nations Office in Nairobi, Kenya

1. ACRONYMS

CBR+
community-based REDD+

CRS
Cross River State

FCPF CF
Forest Carbon Partnership Facility Carbon Fund

FREL/FRL
forest reference emission level/forest reference level

GHG
greenhouse gas

JA
jurisdictional approach

MRV
measurement, reporting and verification

NDC
nationally determined contribution

NFMS
national forest monitoring system

REDD+
Reducing emissions from deforestation and forest degradation, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries

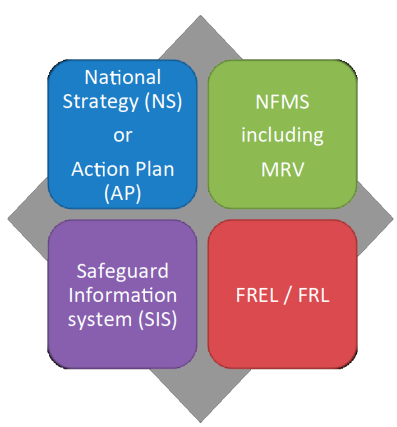
SESA
Strategic Environmental and Social Assessment

SIS
Safeguards Information System

UNFCCC
United Nations Framework Convention on Climate Change

2. INTRODUCTION

In recent years, there has been increased interest in, and international support for, low emissions and green development initiatives aimed at putting countries on sustainable pathways. REDD+ ("**Reducing emissions from deforestation and forest degradation**, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries") is one such initiative, which has the potential to reduce greenhouse gas (GHG) emissions at a lower cost, while improving people's livelihoods. The 28 African partner countries of the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD) are developing building blocks for REDD+ under the Warsaw Framework. These include a national REDD+ strategy, a national forest monitoring system (NFMS) including MRV, a Safeguards Information System (SIS) and a forest reference emission level/forest reference level (FREL/FRL). These preparations are paving the way for countries to implement REDD+ through JAs.



There is no agreed definition of the JA. However, it generally refers to a Government-led, comprehensive and integrated approach under which REDD+ is implemented across one or more legally defined territories such as

KEY MESSAGES

1. There is growing support for countries to implement REDD+ programmes using a subnational jurisdictional approach (JA), as it is strategic for countries to implement activities and achieve reduced emissions from forests at the subnational scale, in order to support successful national REDD+ approaches. In contrast to projects, a JA has the potential to be transformational and larger scale.

2. It is important to focus the JA on the role of public-private partnerships in reducing commodity-driven deforestation and avoiding financial leakages, as the successful implementation of the JA in Africa critically depends on these strategic partnerships and effective collaboration with various stakeholders, institutions and sectors for which the Government is responsible.

3. When the JA is subnational, its REDD+ measurement, reporting and verification (MRV) must be aligned with the national REDD+ MRV to ensure consistency in reporting.

4. The United Nations Framework Convention on Climate Change (UNFCCC) safeguards are an all-encompassing framework that entails a national response directly connected with subnational approaches, while a country approach to safeguards can provide a framework for implementing subnational safeguards.

provinces, districts or other administrative divisions to facilitate sustainable economic development and advance environmental commitments to reducing deforestation and avoiding leakages.[1] As per UNFCCC REDD+ implementation requirements, these administrative divisions need to demonstrate low-emission development objectives that are aligned with national climate change and sustainable development objectives. In some instances, ecologically similar landscapes are used to determine the scale of jurisdiction.

The term **"Jurisdictional REDD+"** was first used in the context of carbon accounting. However, the JA goes beyond GHG measurement to position REDD+ as a central element of green development. Although JA may apply to both the subnational and national levels, in this info brief it refers to the subnational level, which most of the discussions during the exchange event focused on. The predominant focus on the subnational level is based on the fact that many countries, states, provinces, districts, counties and municipalities have mandates for land-use and forest management and, therefore, governance devolved at these levels is in closer contact with the communities who manage the land and often have the power to shape land-use decisions.[2] In addition, subnational-level REDD+ may offer opportunities to reduce the implementation cost and promote policy innovation where stakeholders' goals are aligned and partnership with the supply chain actors is fostered.

Potential advantages of the JA are:

- Compared to the REDD+ project, **JA mitigates the risk of "leakage"** – whereby emission-generating activities spread to areas outside the project boundaries – by monitoring emissions across an entire jurisdictional area and working across land-use types with multiple stakeholders to create models for national implementation.[3] However, leakage still needs to be addressed, as it can occur outside the jurisdiction, resulting in emissions spreading elsewhere at the national level.
- JA may deliver **significant reductions in forest-related emissions over the long term and at scale**, whereas individual projects aimed at protecting forests, reducing emissions and enhancing livelihoods may struggle, as they tend to be limited in terms of area coverage and duration.[4] A recent study (Stickler et al, 2018)[5] of 39 jurisdictions across the tropics observed a decline in deforestation after 2005, reaching its lowest point in 2012 and remaining stable since. The study described several factors contributing to progress in these jurisdictions. These included strong commitment, setting time-bound quantitative performance targets, actors across the sectors striving towards the same goals, realizing that subnational commitments can bridge the gap between nationally determined contributions (NDCs) and emission reduction trajectories, and leveraging direct funding.
- Actors may have the ability to **access and integrate a range of financial streams**, including carbon finance, leading to more sustainable outcomes.[6]
- JA can help implement **corporate commitments** to remove deforestation from commodity supply chains.[7]
- JA can provide an important **platform for dialogue** on fostering partnerships and meaningful engagement with indigenous people and local communities.[8]

To facilitate an informed discussion on REDD+ JA in Africa that allowed countries to learn from each other's experiences, UN-REDD organized a **Knowledge Exchange** in Nairobi, held on 2–3 October 2018. The meeting brought together 11 African countries: Cote d'Ivoire, the Democratic Republic of Congo (DRC), Ethiopia, Ghana, Kenya, Liberia, Madagascar, Nigeria, Republic of Congo, Uganda and Zambia.

This information brief covers the key issues that emerged from the in-depth discussions related to emerging lessons, opportunities and challenges associated with the jurisdictional approaches to REDD+, with the ultimate goal of strengthening ongoing processes within countries.

1 Umunay, P., Lujan, B., Meyer, C., & Cobián, J. *Trifecta of Success for Reducing Commodity-Driven Deforestation: Assessing the Intersection of REDD+ Programs, Jurisdictional Approaches, and Private Sector Commitments.* Forests, 9(10), 609. (Molecular Diversity Preservation International and Multidisciplinary Digital Publishing Institute, 2018).

2 Stickler, C., M. DiGiano, D. Nepstad, J. Hyvarinen, R. Vidal, J. Montero, A. Alencar, E. Mendoza, M. Benavides, M. Osorio, E. Castro, C. Mwangi, S. Irawan, O. Carvalho Jr., M. Becerra, D. McGrath, C. Chan, B. Swette, J. Setiawan, T. Bezerra, M. McGrath-Horn, and J. Horowitz. Fostering *Low-Emission Rural Development from the Ground Up.* (Sustainable Tropics Alliance, San Francisco, CA, 2014).

3 Fishbein, Greg, and Donna Lee, *Early Lessons from Jurisdictional REDD+ and Low Emissions Development Programs.* (Rep. Arlington: n.p., 2015).

4 Nepstad, D., S. Irawan, T. Bezerra, W. Boyd, C. Stickler, J. Shimada, O. Carvalho Jr., K. MacIntyre, A. Dohong, A. Alencar, A. Azevedo, D. Tepper, and S. Lowery. *More Food, More Forest, Few Emissions, Better Livelihoods: Linking REDD+, Sustainable Supply Chains and Domestic Policy in Brazil, Indonesia and Colombia.* Carbon Management 4 (6): 639–58. (Future Science Limited, San Francisco, CA, 2013).

5 Stickler et al. "The State of Jurisdictional Sustainability".(2018). Available at https://earthinnovation.org/state-of-jurisdictional-sustainability/

6 Donna Lee, Pablo Llopis, Rob Waterworth, Geoff Roberts, Tim Pearson, *Approaches to REDD+ Nesting. Lessons Learned from Country Experiences: Main report (English).* 38pp. (World Bank, Washington, D.C., 2018).

7 Boyd, W., Stickler, C., Duchelle, A.E., Seymour, F., Nepstad, D., Bahar, N.H.A; and Rodriguez-Ward, D. *Jurisdictional Approaches to REDD+ and Low Emissions Development: Progress and Prospects* (World Resources Institute, Washington, D.C.,2018).

8 DiGiano, M., C. Stickler, D. Nepstad, J. Ardila, M. Becerra, M. Benavides, S. Bernadinus et al. *Increasing REDD+ Benefits to Indigenous Peoples & Traditional Communities through a Jurisdictional Approach.* Earth Innovation Institute, San Francisco CA, 2016).

3. STATE OF JURISDICTIONAL APPROACHES TO REDD+ IN AFRICA

In Africa, there are multiple country strategies that incorporate subnational and national JAs. These include **Liberia**'s efforts to develop a national jurisdiction for sustainable palm oil, **Ghana**'s Cocoa Forest REDD+ Programme, **DRC**'s Mai Ndombe Emission Reduction Programme, Nigeria's approach to REDD+ implementation with a major focus on Cross River State (CRS), **Zambia**'s Initiative for Sustainable Forest Landscapes Programme in its eastern Province and **Ethiopia**'s Oromia Forested Landscape Programme. Most countries are at an early stage of jurisdictional REDD+ design and have made good progress, but they are also facing a series of implementation challenges.

The planning and implementation discussions focused on how countries have been able to align their JA planning with national policy objectives and work towards a coordinated approach to deliver REDD+ results at scale while leveraging partnership and resource mobilization opportunities. Most countries are currently laying the foundations for national-level REDD+ implementation on various scales – as required by various international frameworks and cascading jurisdictional interventions – based on individual strategy, financing mechanisms and subnational or landscape requirements. The general approach adopted by

SUBNATIONAL JA IN CROSS RIVER STATE, NIGERIA

The Nigeria REDD+ Programme commenced with (subnational) Cross River State (CRS) as a pilot and as the first JA. CRS is home to the largest portion of the remaining forests in the country – approximately 1.7 million ha. Cocoa, cassava and fruits such as mangoes are the main agricultural commodities on which communities rely for their livelihoods. The JA is required because REDD+ needs to be directly implemented in the geo-political areas that have greater tenure rights and responsibility for governing forestry and forest-related activities. CRS was also selected as the pilot region based on its strong political will, previous experience in collaborative and community forestry and strong institutional arrangements. Therefore, the JA is built on a two-pronged approach to REDD+ implementation at both the federal and state level. Using these foundations, Nigeria developed a framework strategy to help various states implement REDD+, with a complementary focus on a REDD+ Strategy for CRS.

As a pilot region, CRS will serve as a model for other states – a learning and structural-planning platform designed to facilitate REDD+ preparedness and implementation in other parts of Nigeria. In addition to a CRS REDD+ Strategy, the State has also developed and submitted an FREL and has started developing a NFMS and a strategic approach to addressing safeguards.

To integrate the work in CRS into the JA, the state has also been implementing the Community-based REDD+ (CBR+) programme, with 21 projects currently under way. The CBR+ programme has provided a platform for community engagement and facilitated active participation in the national REDD+ processes, particularly in the development of the REDD+ strategy for CRS.

The above-mentioned achievements were due to institutional and technical capacity-building for REDD+ in CRS, where various trained experts and stakeholders interested in key REDD+ issues completed the readiness phase. The REDD+ readiness process laid the foundations for a REDD+ Centre of Excellence and learning, designed to be a knowledge platform and research hub enabling other states in Nigeria to learn from evidence-based experiences and innovations. States such as Ondo and Nasarawa that are currently implementing their REDD+ readiness processes are already building on lessons and experiences from CRS. The JA is also providing a strong basis for potential and actual resource mobilization and investments from the Green Climate Fund, the Governors' Climate and Forests Task Force (GCF) initiative, the private sector and multilateral sources of funding, as well as domestic funding sources.

Lessons learned

- The **subnational JA decentralizes REDD+ implementation** and enables those more affected by the programme to assume responsibility and feel its impact.
- **Government ownership** and leadership of the strategy development process, along with consistent and broad **stakeholder participation**, have been critical to ensuring REDD+ readiness.
- **Mobilization of financing** and provision of incentives, including for community-based initiatives, should be part of the full implementation of REDD+ and the achievement of results-based objectives.
- The REDD+ readiness phase has facilitated effective **stakeholder participation**, with a comprehensive stakeholder forum bringing together representatives from communities, the Government, civil society, the private sector, academia and the media.

various countries (including Ghana, Liberia, Nigeria and Zambia) involves **using the national REDD+ framework as guidance and a reference for formulating the jurisdictional-level interventions**. The Warsaw Framework elements were deemed to be crucial to supporting JA in countries such as Nigeria, where subnational projects such as CRS relied heavily on informing the national-level strategy, and Cote d'Ivoire, where a number of projects are feeding into the national strategy that is reviewed twice a year.

Participants discussed the importance of the JA offering incentives to a variety of actors across defined landscapes to encourage them to work towards the desired objectives. The discussions highlighted several key focus areas to facilitate progress in the JA, including governance, building the capacity of individuals and institutions and implementing collective goals agreed upon by multiple stakeholders. Having champions who remain responsible for the planning and implementation processes, even when the political leadership changes, remains a priority.

The key message emerging from the event was that the **national process remains of paramount importance and guides the implementation at various scales**. Countries discussed the importance of aligning subnational JAs with REDD+ efforts at the national level and national processes such as the countries' NDCs and Sustainable Development Goals (SDGs).

Countries face various ongoing and potential challenges in planning and implementing JAs, as follows:

- Much like other REDD+ processes, there are concerns regarding avoiding leakages to other localities, with most participants stressing the need to put in place proper land-use options, safeguarding systems and national strategies.
- Partnerships and engagement with the private sector or supply chain actors was outlined as one of the prospects for advancing the JA agenda. However, there is still a lack of understanding regarding their respective needs, and the overall feasibility, risks and timelines for achieving various outputs.
- Sustainability and success can be hampered by a lack of coordination and cooperation among actors if outstanding issues surrounding land-use change and other policies tackling integrated development are not streamlined.
- Various opportunities have been identified for successful JA implementation in countries that are currently implementing jurisdictional programmes or are ready to do so: (i) ensuring subnational JAs are aligned with national REDD+ strategies, FRL and safeguards; (ii) minimizing risk through strong coordination between actors that also participate in the design and implementation of land-use planning and Warsaw Framework key elements. In the investment planning processes, there are opportunities for countries to identify the most effective jurisdiction and scale required to achieve national REDD+ objectives and maximize benefits.

Key lessons from the planning and implementation session include:

- Most countries are employing the **JA in different forms** and with various partners. They continue to maintain the national REDD+ framework, the national strategy, FRL, NFMS and SIS as crucial outputs and processes to support JAs.
- The JA should include **multi-stakeholder consultation processes** for a variety of actors across a landscape to effectively plan, work towards and provide opportunities for benefit-sharing, to incentivize results. Incentives and benefits for key actors have been seen as an indicator of success within jurisdictions in some countries (see examples in the Governors' Climate and Forests Task Force Knowledge Database (http://www.gcftaskforce-database.org/) which compiles experiences from 32 jurisdictions.[9])
- With REDD+ activities implemented at multiple scales, results may also be measured and accounted at multiple scales – reconciling these results may be challenging.
- Links between REDD+ results and NDCs would need to be made, particularly those concerning how REDD+ is contributing to emission reductions, financing and reporting.

9 The GCF Knowledge Database provides an open, web-based source of information from individual GCF member states and provinces on the status and trends of land use and deforestation; forest carbon accounting efforts and methodologies; REDD implementation activities; and REDD-related financial flows. The database, which will be updated on a regular basis as new information becomes available, seeks to be fully transparent about the sources of information used.

4. FINANCING JURISDICTIONAL APPROACHES TO REDD+

Irrespective of the scale of intervention – national, jurisdictional or project – financing needs to be secured for all three phases of REDD+: readiness, implementation and results. The discussion on financing JAs was primarily focused on the sources of investment that are available for the REDD+ implementation phase and how they can be secured.

Countries in Africa are currently putting in place conducive policy environments and are **exploring how the private sector can invest in them**. Bankable projects that offer increased yields, forest protection and improved livelihoods – as well as a reasonable rate of return on investment – are data-intensive (for example, the number and location of smallholder producers). Elements need to be put in place to help smaller-scale actors access this investment, as many producers are part of the informal smallholder sector and do not have bank accounts or loan collateral. For example, smallholder farmers transitioning to more sustainable production models such as agroforestry and climate-smart agriculture may require upfront financing for these activities. Having experienced many defaults on agricultural loans, banks still perceive investing in sustainable agriculture as a relatively high-risk proposition, particularly when the potential impacts of a changing climate are factored in.

Nevertheless, opportunities have been identified – first and foremost, the significant existing **private sector investment in agricultural production**, such as cocoa, palm oil and shea in West Africa. Historically a driver of deforestation, the agricultural sector – with its commitment to sustainable sourcing – presents a huge opportunity to redirect private investment in line with REDD+ objectives. Indeed, REDD+ investment plans – serving as a costed menu of options for investors to choose from – are an important means of attracting private sector finance for REDD+ implementation. The public sector also presents financing opportunities by adopting innovative domestic fiscal incentives such as domestic carbon taxes, national and subnational fiscal transfers and green bonds, as piloted in other regions.

However, financing zero-deforestation agriculture requires a **departure from business as usual**. Longer tailored loans, with grace periods on repayments in the first few, yield-free, years of plantation, should be considered. Interplanting shorter-term rotation cash crops (such as fruits, nuts and fuelwood) with the main commodity (for example, cocoa) could also contribute to covering the costs of transitioning to more sustainable

REDD+ PROGRAMME IN GHANA

As part of REDD+ Readiness processes, Ghana developed a REDD+ Strategy that prioritized five subnational jurisdictional programmes, which were delineated by Ecological Zones defined by key commodities.

In terms of jurisdictional programmes, the first Ghana REDD+ Programme — dubbed the Ghana Cocoa Forest REDD+ Programme (GCFRP) — document was accepted into the World Bank FCPF Carbon Fund portfolio in June 2017. The jurisdictional or landscape approach to GCFRP was viewed as the most suitable mechanism to foster land-use decision-making and large-scale farming practices that bring together and coordinate various stakeholders to implement climate-smart practices. The key challenge in Ghana is that cocoa is a globally traded commodity: demand can fluctuate and put pressure on production based on its global market price. As increasing yields and cocoa farmers' income could fuel wider forest exploitation, activities must be accompanied by regulation and enforcement. Some of the **key opportunities include**: reforming tree tenure laws – which have created negative incentives to maintain trees on farms – looking at ways of improving millions of farmers' productivity, pro¬viding them with climate-smart production methods and institutionalizing cooperation among multi-stakeholders. In addition to the GCFRP, the country has also developed a jurisdictional programme for the Northern Savannah Zone called the Ghana Shea Landscape REDD+ Project, which is novel in that it is the first time that shea landscape has been addressed from a mitigation and REDD+ perspective.

Key achievements highlighted during the recent workshop include: the establishment of a national and subnational FREL; progress made on an NFMS, which is currently the subject of stakeholder consultations; the development of an SIS; and the REDD+ registry that has been developed.

Lessons learned

- REDD+ objectives can be achieved by identifying and engaging all relevant stakeholders, holding consultations and strengthening collaboration while leveraging existing initiatives.
- The Government should have strategies in place to sustain engagement with the private sector, while private sector companies need to develop a closer relationship with the Government.
- The private sector is willing and ready to invest in REDD+ and forest conservation if there are bankable project ideas that guarantee a return on investments.

production. Lastly, long-term purchase contracts with traders and manufacturers could provide smallholder producers with more constant incomes and livelihood security.

It is clear to African countries – as it is elsewhere in the world – that a sole source of financing cannot meet all jurisdictional REDD+ implementation needs; a judicious **mix of domestic fiscal incentives, international climate finance and private sector capital** will be needed to achieve carbon and non-carbon REDD+ results. There is nothing inherently unique to JAs that will guarantee such financing, but through public-private partnerships, such approaches have the potential to unlock financing that might otherwise remain elusive at the national and project scales of implementation.

5. FOREST REFERENCE EMISSION LEVEL/FOREST REFERENCE LEVEL AND JURISDICTIONAL APPROACHES

Thirty-eight countries around the world have submitted a forest reference (emission) level (FREL/FRL) to the UNFCCC, of which about one third (12) are African countries.[10] Of these 12 African countries, 11 submitted a national scale FREL/FRL and one initially submitted a subnational FREL/FRL, followed by a national submission. However, nine countries have prepared subnational jurisdictional FREL/FRLs as part of their participation in pilot programmes for REDD+ results-based payments, namely the Forest Carbon Partnership Facility Carbon Fund (FCPF CF) and the Initiative for Sustainable Forest Landscapes' Biocarbon Fund (ISFL BioCF). It may be easier for countries to start REDD+ implementation at the subnational scale if they have clear land tenure rights, subnational policy formulation processes, devolved governance and mobilized relevant stakeholders. These factors may make it easier for countries to attract finance at this level. On the other hand, countries may initiate REDD+ implementation through national policies, which would not limit the impact to one specific subnational area. Some countries may have concerns about geographic displacements of emissions, meaning they may prefer a national FREL/FRL over a subnational FREL/FRL. Therefore, countries may have good reasons to develop either subnational or national-level FREL/FRLs or both levels simultaneously.

One of the countries that has prepared a **subnational and national FREL/FRL simultaneously is the Democratic Republic of Congo** (DRC), which submitted an FREL to the UNFCCC in January 2016, while its final Emission Reduction Programme Document was submitted to the FCPF CF in April 2017. DRC's REDD+ focal point encouraged other countries in the region to keep these developments closely linked to **create consistent FREL/FRLs at both the subnational and national levels**. Maintaining this consistency is important, especially when countries request payments for REDD+ results, since at this stage they will need to reconcile REDD+ at various scales to avoid double counting (and double payment) of emission reductions. A summary of nesting issues is described in a recent World Bank publication.[11]

At the regional exchange, countries also discussed the links between FREL/FRL choices and REDD+ strategies. Since an FREL/FRL is a performance benchmark for a country's implementation of REDD+, countries need to ensure their FREL/FRL is constructed in such a way that it captures the full successful implementation of the REDD+ strategy. For example, if a country's REDD+ strategy focuses on reducing forest degradation, an FREL that only includes deforestation may "omit" most of the country's REDD+ performance. At the same time, the scope of activities in the FREL/FRL does not mean the country's REDD+ strategy is limited to only these activities. Countries may have difficulties accurately measuring one of the activities (for example, afforestation), while this activity may be addressed by the REDD+ strategy, so the country may be doing more than the results of the FREL/FRL performance assessment suggests.

Cote d'Ivoire and Ghana, which have experienced high rates of deforestation driven by the expansion of cash crops, especially cocoa, suggested turning one of these drivers into an opportunity by growing shade trees inside the cash crop areas: "greening the cocoa supply chain". For this activity to qualify as REDD+, the national forest definition needs to include agroforestry. The activity could be seen as enhancement where cropland (for example, monoculture cash crops) is converted into agroforestry (for example, cash crops with natural shade trees), but it would be considered degradation if the preceding land-use was natural forest, even if the carbon contents in the natural forest were lower (in view of the safeguard on the conversion of natural forest). The question as to whether donors are willing to pay for such enhancement remains. Some challenges discussed in this area include aligning the jurisdictions with NDCs, particularly in instances where there are inconsistences between NDC targets and commitments from selected jurisdictions. There are also potential methodological challenges in nesting the existing individual or clustered REDD+ projects commonly referred to as "legacy projects" into the subnational jurisdictions. This challenge is particularly relevant in countries such as Kenya that already have fully-fledged projects that need to be aligned with the larger jurisdictions.

The risk of double counting (whereby entities claim, sell or trade in resulting emission reductions) occurring at various levels is another challenge that can result from nesting in cases where

10 FAO. From reference levels to results reporting: REDD+ under the UNFCCC - 2018 update. (FAO, n.p.,2018). http://www.fao.org/3/CA0176EN/ca0176en.pdf

11 Donna Lee, Pablo Llopis, Rob Waterworth, Geoff Roberts, Tim Pearson. Approaches to REDD+ Nesting. Lessons Learned from Country Experiences: Main report (English). (World Bank, Washington, D.C., 2018). 38pp https://openknowledge.worldbank.org/handle/10986/29720

legacy projects and jurisdictions both claim for reductions. Considering that REDD+ activities may be implemented at multiple scales, GHG mitigation results may also be measured and accounted at multiple scales, which may make reconciling results from different jurisdictions challenging, as there are no agreed ways of measuring performance. Challenges associated with measuring and reporting the "plus" activities in REDD+ are summarized in a recent Climate and Land Use Alliance publication.[12]

6. REDD+ SAFEGUARDS: LINKING NATIONAL AND JURISDICTIONAL FRAMEWORKS AND PROCESSES

Developing countries participating in REDD+ should address and **respect the seven 'Cancun' safeguards throughout REDD+ implementation**, have an SIS to provide information on how safeguards are addressed and respected, and present a national report on safeguards called the "summary of information" before accessing results-based payments.

The efforts to address and respect safeguards during the implementation of policies and measures at the jurisdictional level are strengthened by the national REDD+ strategy and the national approach to safeguards. Therefore, relevant policies, laws and regulations play an important role in guiding and determining the procedures for addressing and respecting safeguards. An example of a safeguards framework and related procedures that apply to subnational programmes are the FCPF Emissions Reduction Programmes, which adopt the World Bank Operational Policies and develop specific procedures for conducting the Strategic Environmental and Social Assessment (SESA) and for elaborating an Environmental and Social Management Framework.

Similarly, at the project level, different standards (such as the Climate, Community and Biodiversity Standards) can serve as tools to evaluate the environmental and social performance

MAI NDOMBE PROVINCE, DRC — REDD+ PROGRAMME

DRC has been working on its national REDD+ programme since 2008. Two kinds of programmes are being funded under DRC's REDD+ Investment Plan: enabling programmes with a sectoral or national-level focus (for example, on NFMS, FREL, governance, tenure or agriculture policy) and REDD-integrated jurisdictional programmes with a subnational or provincial focus (PIREDDs). Of its 26 provinces, eight are initiating – or will soon initiate – PIREDDs funded by the REDD+ National Fund: Mai Ndombe, Kwilu, Equateur, South Ubangi, Mongala, Tshopo, Ituri and Bas-Uele. In addition to these programmes, the PIREDD Plateau project – funded by the Forest Investment Programme – and the Mai Ndombe Emission Reduction Programme – funded by FCPF CF – will be launched soon.

Mai Ndombe Province covers an area of 99,641 km2 with 75 per cent forest cover (12.3 million ha in total, 9.8 million ha of which is forest, and home to approximately 1.8 million inhabitants). Emission reduction targets are set at 29 MtCO2 by 2020, aiming at achieving US$50 million in potential outcome-based payments. The project strategy is to develop capacity at different management levels (600 customary lands, 15 local development committees, four decentralized territorial entities) to formulate natural resource management plans. Jurisdictional programmes simultaneously engage various sectoral levers, in partnership with the private sector and local actors from the green economy. Multilevel investments need to be deployed in a coordinated and complementary manner at the various levels of territorial governance (provinces, territorial entities, territories or villages) to address the direct and underlying drivers of deforestation and forest degradation.

Beyond emissions reductions, the REDD+ programme seeks to maintain and enhance biodiversity and ecosystem services, improve rural development on a large scale and provide a model on which other jurisdictional programmes can be formulated. The challenges encountered include how to mobilize $1.1 billion by 2030 to finance the REDD+ Investment Plan, standardize the allometric equations for the accounting of carbon credits, develop a consortium of partners with the skills and implementation capacity to cover the seven pillars of the Framework Strategy, replicate the JA in other provinces of the country and in the region, and engage the private sector.

Lessons learned

- Jurisdictional programmes that consider the seven pillars of the national REDD+ strategy are better complemented and supported by sectoral programmes (national policies, standards, reforms) than the programmes that consider a single pillar.

12 Lee, D., Skutsch, M. and Sandker, M. Challenges with Measurement and Accounting of the Plus in REDD+ (2018). Available at: http://www.climateandlandusealliance.org/reports/plus-in-redd/

of these measures. A major concern raised in the exchange is the need to focus on activities at the local level to address indigenous people and local communities' priorities and risks, and on designing benefit-sharing mechanisms that channel resources and have a tangible impact at the local level.

During the South-South Knowledge Exchange, several countries shared their progress on topics including addressing the Cancun safeguards, designing their SIS and developing a grievance redress mechanism. Representative examples include: **Ghana**'s work on aligning the UNFCCC safeguards framework with the World Bank policies; **Madagascar**'s efforts to use differentiated indicators to gather safeguards information at the national, subnational and local level; **Cote d'Ivoire**'s initiation of its summary of information; among many other signs of progress on the African continent.

Some common challenges relating to safeguards were identified:

- There are too many tools and processes (for example, SIS, SESA, Summary of Information), so the question is how to integrate them using a holistic and comprehensive approach so that stakeholders are better equipped to adopt them in full.
- Despite the active and effective implementation of safeguards at the national level, there are evident resource and capacity constraints at the subnational level for their implementation.
- Complex technical processes and a multitude of approaches and tools may hinder the adoption and understanding of the vision and the original purpose of safeguards, which is to increase/promote benefits while reducing risks (+benefits/-risks) to people and the environment.

On the other hand, some opportunities were envisioned:

- It is essential to build a common understanding of the safeguards concept (for example, safeguarding people and the environment, donor requirements) so that all stakeholders are aligned with the same goals and objectives.
- A country's approach to safeguards can incorporate multiple frameworks: Cancun safeguards; national policies, laws and regulations; World Bank; among others.

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The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries