



National Programme Submission Form - Bolivia

UN-REDD PROGRAMME

17-19 March 2010





**National Joint Programme (NJP)
Submission Form to the UN-REDD Programme Policy Board**

1. Policy Board Submission

Policy Board Meeting <input checked="" type="checkbox"/> No. 4	Inter-sessional Meeting <input type="checkbox"/>
Date of Meeting: 17-19 March 2010	Date of Inter-sessional Decision:

2. National Joint Programme Summary

<i>Details of National Joint Programme</i>	
Country	Bolivia
Programme ¹ Title	UN-REDD Programme-Bolivia
Implementing Partner(s) ²	Ministry of Environment and Water / Vice Ministry of Environment, Biodiversity and Climate Change.
<i>Details of Participating UN Organizations' Representatives</i>	
UN Resident Coordinator: Name: Yoriko Yasukawa	Contact details Telephone: +591 2795544 Email: yoriko.yasukawa@undp.org
FAO: Name: Elisa Panadés Title: Resident Representative	Contact details: Telephone: Email: elisa.panades@fao.org
UNDP: Name: Cielo Morales Title: Deputy Resident Representative	Contact details: Telephone: +591 2795544 Email: cielo.morales@undp.org
UNEP: Name: Angela Cropper Title: Deputy Executive Director	Contact details: Telephone: Email: angela.cropper@unep.org
<i>Type of National Joint Programme</i>	
Full NJP:	Initial NJP
<input checked="" type="checkbox"/> New Full NJP	<input type="checkbox"/> New Initial NJP
<input type="checkbox"/> Continuation from an Initial NJP	<input type="checkbox"/> Continuation from previous funding
<input type="checkbox"/> Other (explain)	<input type="checkbox"/> Other (explain)

¹ The term "programme" is used for projects, programmes and joint programmes.

² Refers to National counterparts. List the lead entity first.

3. Executive Summary

Bolivia is a country with an important extension of forest land, as approximately 50% of its territory is covered by forests. Bolivia is also vulnerable to climate change. Such vulnerability becomes evident in the increase of droughts threatening food security in the highlands, as well as in the rise of floods in the lowlands. For decades, the country has experienced important changes in its forest land – mainly due to changes in land use. Nowadays, it is estimated that 330,000³ ha of forests are lost every year.

There are several causes for deforestation and forest degradation in the country, which vary according to region. The most important are agricultural expansion for the supply of agro- industries and an increase in the number of small farmers who migrate to the lowlands due to droughts and lack of opportunities in the highlands. Unsustainable logging, as well as wood trade has a crucial role in forest degradation and – even more – in deforestation.

The Bolivian Government has been carrying out efforts to improve its policies in different sectors (such as Environment and Forestry); it has also sought to improve development strategies and plans, and regulations within the Forestry Sector. Several barriers hindering the implementation of REDD mechanisms in Bolivia have been identified. The UN-REDD National Joint Programme will support Bolivia in its efforts to overcome such obstacles and will ensure national REDD+ readiness. In order to achieve this goal, the Programme will support capacity building at a national and local level with the purpose of achieving the following outcomes and outputs:

Outcome 1: “Improving capacity among national government institutions for implementing REDD+ activities, and monitoring and assessing carbon stock in forests”.

Output 1.1: Forest and Land Use Monitoring System

Output 1.2: Emission Benchmarks

Output 1.3: Proposal of Adjustments to the Legal and Normative Framework related to REDD+ issues

Output 1.4: System for transferring and distributing REDD+ resources

Output 1.5: A stronger Climate Change National Programme with enough resources

Output 1.6: Action Plan for Reducing Emissions from DD (REDD+ Plan)

Outcome 2: “Improving civil society’s capacity for implementing REDD+ activities”

Output 2.1: Training Programme and dissemination of REDD+ activities

Output 2.2: Programme for Social Participation in REDD+

Output 2.3: Strengthening Programme for REDD+ Management and Applied Research

Outcome 3. “Generating REDD+-related experience at a local level, with the participation of territorial bodies and the civil society”

Output 3.1: Standard Methodological Framework for implementing pilot projects.

Output 3.2: Pilot REDD+ programmes and projects

¹ Former *Super Intendencia Forestal*, 2008.

3. Executive Summary

These activities will allow integrating and deploying REDD+ components in plans, programmes and budgets of the involved institutions. In parallel, relevant actors will be trained to ensure that Bolivia achieves REDD+ readiness within the established deadlines and in a sustainable manner. The future contribution of the NJP, through its components for implementing policies to fight poverty and promote human rights, is considered of particular importance. The REDD+ Programme will be included in the policies that are relevant to forest degradation and deforestation. Through all its phases, the NJP will emphasize the involvement and participation of all actors – especially forest-dependent indigenous peoples – with the aim of ensuring an adequate assimilation and sustainability of REDD+ topics and the instruments to be developed within the Programme’s framework.

Furthermore, the UN-REDD NJP includes important coordination efforts and cooperation actions for Bolivia. Such efforts for reducing emissions from deforestation and forest degradation are being carried out with the assistance of the World Bank and the German Cooperation.

4. National Programme Budget (UN-REDD Fund Source only)*

Support to National Counterparts					
Outcomes	National Total (\$)	National Counterparts			
		FAO	UNDP		
			FAO	UNDP	UNEP
1. Capacity building for the national governmental organizations to implement REDD+ actions and to monitor and to evaluate the carbon stocks in forests.	2,605,000	1,400,000	200,000	300,000	705,000
2. Capacity building program and replication of REDD+ actions	695,000	-	-	603,000	92,000
3. Consolidation of REDD+ field experiences at the local level, with the participation of territorial entities and civil society.	1,100,000	300,000	-	800,000	-
Totals	4,400,000	1,900,000		1,703,000	797,000

MDTF Fund Distribution			
Agency		FAO	UNDP
Pass-Through Totals	4,400,000	1,700,000	2,700,000
Indirect Costs	308,000	119,000	189,000
Grand Total (\$)	4,708,000	1,819,000	2,889,000

NOTE: A breakdown of the budget allocations using the UNDG “harmonized input budget categories” must be provided to the UN-REDD Secretariat (for onward transmission to the Administrative Agent) with the signed NJP document. Please see Annex 1.

*At the time the National Joint Programme was submitted to the Secretariat, Table 4 did not disaggregate the pass-through allocations to reflect the pooling of some funds. The Secretariat received the above revised table on March 3rd. This table will be included in the National Joint Programme Document before it is signed.

UNDP will manage funds on behalf of UNEP (\$797,000) and FAO (\$200,000) in order to minimise transaction costs, with the result that national counterparts only have a financial interface with UNDP and FAO.

5. Secretariat Review

Submission Criteria

(a)	Is the NJP consistent with the UN-REDD Programme Framework Document?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(b)	Has the UN Resident Coordinator been involved in submitting the NJP?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(c)	Is documentation of the in-country validation meeting(s) included?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(d)	Did the validation include the national government counterpart (or designate)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(e)	Did the validation include civil society/Indigenous Peoples representation as per the UN-REDD Operational Guidance ⁴ ?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(f)	Does the NJP comply with the required format (<i>incl., cover page, results framework, etc.</i>)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(g)	Does the NJP comply with UN-REDD Rules of Procedure and relevant Operational Guidance?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(h)	Is the required budget allocation provided (see section 3 above)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input checked="" type="checkbox"/>
(i)	Are the Indirect Support Costs within the approved rate?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(j)	Is the Programme Summary completed? (<i>for posting on website</i>)	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(k)	Is the Progress Report included? (<i>for supplementary funding only</i>)	Yes <input type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>

⁴ In this context the representative(s) will be determined in one of the following ways:

i. Self-determined representative(s) meeting the following requirements:

- Selected through a participatory, consultative process
- Having national coverage or networks
- Previous experience working with the Government and UN system
- Demonstrated experience serving as a representative, receiving input from, consulting with, and providing feedback to, a wide scope of civil society/Indigenous Peoples organizations

ii. Representative(s) who participated in a UN-REDD Programme scoping and/or formulation mission and sit(s) on a UN-REDD Programme consultative body established as a result of the mission

iii. Individual(s) recognized as legitimate representative(s) of a national network of civil society and/or Indigenous Peoples organizations (e.g. the GEF Small Grants National Steering Committee or National Forest Programme Steering Committee)

5. Secretariat Review

If the answer is 'No' or 'Unclear' to any question, or further explanation is required, please provide here:

5. Secretariat Review

Review Issues

(l) Ownership of the NJP by government and non-government stakeholders

The NJP document was developed under the leadership of the National Climate Change Program of the Ministry of Water and Environment, showing clear ownership of the process by this sector within the Government. The document mentions that close coordination with other sectors within the Government will be necessary to implement the NJP. The Secretariat recommends to progressively include such sectors (especially financial and agriculture sectors) to the process, to ensure REDD+ is mainstreamed into their development plans. The independent technical review also recommends incorporation of sub-national organizations (municipalities and indigenous lands) to the design of the REDD+ readiness as they will be key stakeholders for implementing REDD+ actions.

From the NJP document and the validation meeting minutes it is clear that Bolivia's Government has a strong coordination mechanism with representatives of Indigenous Peoples and Social Organizations. These stakeholders represent a big proportion of Bolivia's population, therefore it is positive to see that a systematic consultation process is in place to ensure ownership of the Programme.

There is a number of other civil society and state-stakeholders (i.e. municipalities and universities) mentioned in the document as sources of technical information, but the coordination mechanism with them is unclear. The Secretariat recommends that the coordination mechanism is amplified to include the participation of these stakeholders.

(m) Level of consultation, participation and engagement

For the NJP preparation the level of consultation was consistent with the government policies on engagement and participation of indigenous peoples and social movements, as well as with some other sectors within the Government. The Secretariat recommends that other key stakeholders, including the climate change negotiation team that is in charge of REDD negotiations under the UNFCCC, development Viceministries, municipalities, and NGOs are incorporated in future consultation mechanisms and participate in subsequent activities.

5. Secretariat Review

Review Issues

(n) Programme effectiveness, coherence with country strategies and other relevant initiatives, and cost-efficiency

The NJP makes clear connections with the National Development Plan, and sectoral environmental policies being applied in Bolivia. There is a very detailed analysis of the current legal and regulatory framework. However, there is no mention of the potential implications of new laws and regulations, as well as new government officials after the election in December 2009.

Bolivia's R-PP is about to be finalized, and the national REDD group is planning to define specific coordination mechanisms with the FCPF, as well as co-financing of activities under the UN –REDD Programme. The German cooperation has committed 10 million Euros for REDD in Bolivia, becoming the largest investor for the readiness phase, as the project is still under design, they are only mentioned briefly in the document. The Secretariat understands the three initiatives are currently under coordination and recommends close coordination of activities and a clear definition of complementary roles is developed in more depth for the implementation phase.

Finally, the Secretariat confirms that it is not possible to fund a complete national forest inventory under outcome 1. The incremental contribution that the UN-REDD National Programme can make to the national forest inventory should be clarified in the National Programme Document before it is signed. Potential co-financing from other sources should also be clarified and included. The Government should also try to build upon existing initiatives that can provide elements for a national forest inventory.

(o) Management of risks and likelihood of success

The Document has a detailed risk assessment matrix specifying means of addressing those. The independent technical review recommends that the following aspects are incorporated in the risk assessment and means of addressing are taken into account for the implementation phase:

- Address the gap between the rhetoric of the countries' current policies and the practice regarding land and forest administration.
- Consideration of some contradicting positions in the central government, and between the central government and the regions, regarding the ways to enhance the role of forests in climate change mitigation and adaptation.
- Incorporating an analysis of changes undergone in the forest public sector and the implications for REDD+ actions.

The Secretariat recommends the programme ensures an independent MRV system with participation of civil society is put in place in Bolivia, promoting timely feedback for implementation of REDD+ activities.

The Secretariat recommends these elements are incorporated in the document before final signature.

Other points:

6. Independent Technical Review

(a)	Was an independent technical review undertaken?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
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If not, why not?

Synthesis of Independent Technical Review

The Secretariat sent Bolivia's NPD for independent technical review on February 2010, and recommends comments and suggestions from the reviewer are incorporated and addressed in the document after the Policy Board meeting along with the comments from the Policy Board and the Secretariat.

The reviewer highlighted the following points:

- The program is an important step taken by the Bolivian Government to delineate and implement a program aimed at reducing the emissions from deforestation and forest degradation (REDD+) through enhancing the capacities of both national state agencies and civil society to implement REDD+ actions.
- While the document suggest that its main objective is to reach a situation of readiness for the implementation of a REDD+ mechanism, it does not make explicit what is the framework and definitions which are adopted to propose the REDD program in Bolivia, and the priorities given to actions for avoiding deforestation and degradation vis-à-vis sustainable forest management, plantations and forest conservation.
- The document provides a quite comprehensive analysis of the situation in the forestry sector, and the drivers prompting deforestation and forest degradation, while reviewing the legal and institutional framework for land use, forest management and territorial planning. The latter leads to identify the institutional, legal and policy barriers to overcome in order to reach a situation of readiness for REDD+.
- The UN-REDD program has been formulated by the National Program of Climatic Change (PNCC), Viceministry of Environment, Biodiversity and Climate Change, Ministry of Environment and Water. A Joint National Program (PNC) with organizations of the United Nations have supported the formulation of the Program proposal in coordination with some other donors interested to contribute to implement REDD+ actions in Bolivia such as GTZ and the Forest Carbon Partnership Facility (FCPF).
- The Bolivian Government is calling to an international conference on climate change with social moments in April 2010, and it is uncertain the extent to which the outcomes of such conference will influence on shaping the mitigation strategies in Bolivia. Furthermore, its implementation needs to be adapted to the new constitution, particularly regarding the autonomic process, issue which is not made explicit in the Program.
- The program is consistent with the National Program of Development 2006-2011 (2006), the National Plan for Integrated Forest Management (2008), and the National Strategy for Forest and Climate Change (2009)

In terms of management of risk and likelihood of success, the reviewer pointed out:

- The need of assessing the gap between the rhetoric of the current policy and the practice regarding land and forest administration.
- Consideration of some contradicting positions in the central government, and between the central government and the regions, regarding the ways to enhance the role of forests in climate change mitigation and adaptation.

6. Independent Technical Review

- Incorporating an analysis of changes undergone the forest public sector and the implications for REDD+ actions.
- Take into account the lack of support to the forestry sector in practice, and the continuous institutional changes that may represent important risks to the implementation of the suggested actions.
- Finally, the Programme needs to formulate some mechanism that could facilitate the management of risk.

The reviewer made the following suggestions for improving technical design of the NPD

- Diagnostic needs to be sharpened , incorporating: an assessment of disparate perspectives of the different actors about forest definitions, a clear path to connect the NPD with other sector's policies that will strongly shape their outcomes, and the causal relationships and critical drivers that have to be tackled in order to stimulate a process of change towards a new scenario
- Incorporate the analysis of main shortcomings that have driven deforestation and forest degradation
- Analyze capacities of actors and institutions to their available resources and decision-making powers can be linked to identify the levels of government and dimensions that need larger support, and thus to clarify the REDD+ actions
- Strengthen and document past and future consultation processes specifying degree of participation of the social organizations (mainly indigenous, smallholders, agro-extractivists) and from other actors of the civil society (for example, associations of NGOs, and environmental networks) and another public actors (such as the National Federation of Municipalities, FAM). The document needs to incorporate the different actor's perspectives about the REDD+ mechanism, and the way in which the Program is conciliating those views.
- The UN-REDD Program (linked to output 1) needs not only to build a system for carbon monitoring but to articulate more strongly with the decision-making and implementation processes of those policies. In addition, the creation of social capacities around REDD+ do not only depend on training about REDD+ (linked to output 2) but primarily of improving some of the REDD+ pre-conditions for it to work effectively such as the formalization of land rights, building the local institutions to manage them, and providing the incentives for the people to benefit from those rights. In addition more experimentation is needed when implementing REDD+ demonstration projects (linked to output 3), and learning mechanism need to be put in place. In this regard, the lack of strong linkages with other sector policies, the little emphasis in improving the pre-conditions for REDD+, and the lack of interest in learning may constitute factors limiting the effectiveness of the REDD+ Program in Bolivia.
- Strengthen the analysis of the regulatory framework and potential implications for REDD+ actions.

The reviewer provided additional detailed comments by outcome that will be forwarded to the Government by the Secretariat to be incorporated after the Policy Board meeting during the elaboration phase.

7. Secretariat Response

- Provide comments and request re-submission to a future Policy Board meeting
- Provide comments to be addressed before forwarding to the next immediate Policy Board meeting
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund specific portions or phases (including an inception phase) of the NJP
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund the NJP.

Explanation of Response:

8. Decision of the UN-REDD Policy Board

Decision of the UN-REDD Programme Policy Board:

- Full NJP approved, as per budget allocation in Section 4
- Initial NJP approved, as per budget allocation in Section 4
- Approved with a revised budget of \$
- Approved with modification/condition
- Deferred/returned with comments for further consideration

Comments:

8. Decision of the UN-REDD Policy Board

Vincent Kasulu
Director of Sustainable Development
Ministry of the Environment, Nature Conservation and Tourism, DRC
Co-Chair, UN-REDD Programme Policy Board

Signature
19 March 2010

Veerle Vandeweerd
Director, Environment and Energy Group, UNDP
Co-Chair, UN-REDD Programme Policy Board

Signature
19 March 2010

9. Administrative Agent Review

Action taken by the Administrative Agent: Multi-Donor Trust Fund Office, Bureau of Management, UNDP

Programme consistent with provisions of the UN-REDD Programme MDTF Memorandum of Understanding and Standard Administrative Arrangements with donors.

Administrative Agent:
Bisrat Aklilu, Executive Co-ordinator, Multi-Donor Trust Funds
Bureau of Management, United Nations Development Programme - MDTF Office

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Signature

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Date

Annex 1: Standard Joint Programme Budget

CATEGORY	ITEM DESCRIPTION	UNIT COST	NUMBER OF UNITS	AMOUNT**
1. Supplies, commodities, equipment and transport				
2. Personnel (staff, consultants and travel)				
3. Training of counterparts				
4. Contracts				
5. Other direct costs				
Total Programme Costs				
Indirect Support costs***				
GRAND TOTAL**				

** The AA requires only completion of 'AMOUNT,' 'Total Programme Costs,' Indirect Support Costs,' and 'GRAND TOTAL.' The Steering Committee may require additional details which can be included in this budget.

*** Indirect support cost should be in line with the rate or range specified in the Fund TOR (or Joint Programme Document) and MOU and SAA for the particular JP. Indirect costs of the Participating Organizations recovered through programme support costs is 7%.

All other costs incurred by each Participating UN Organization in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs, in accordance with the UN General Assembly resolution 62/209 (2008 Triennial Comprehensive Policy Review principle of full cost recovery).

Note: This budget format needs to be submitted for each Participating Organization's budget allocation within a National Joint Programme, in addition to the total budget for the entire Joint Programme.