UNREDD/PB5/2010/10

UN-REDD
PROGRAMME

National Programme Submission Form - Paraguay

UN-REDD PROGRAMME 5TH POLICY BOARD MEETING

4-5November 2010
Washington D.C., USA

In accordance with the decision of the Policy Board this document is printed in limited numbers to minimize the environmental impact of the UN-REDD Programme processes and contribute to climate neutrality. Participants are kindly requested to bring their copies to meetings. Most of the UN-REDD Programmes meeting documents are available on the internet at: www.unredd.net.

20/10/2010

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

1. Policy Board Submission	
Policy Board Meeting ☒ No. 5	Inter-sessional Meeting ☐
Date of Meeting: 4-5 November 2010	Date of Inter-sessional Decision:

2. National Joint Programme Summary	
Details of National Joint Programme	
Country	Paraguay
Programme[1] Title	Paraguay UN-REDD Programme
Implementing Partner(s)[2]	Secretaría del Ambiente- Paraguay Instituto Forestal Nacional- Paraguay Coordinadora por la Autodeterminación de los Pueblos Indígenas- Paraguay
Details of Participating UN Organizations' Representatives	
UN Resident Coordinator and UNDP Resident Representative: *Name*: Lorenzo Jiménez de Luis	Contact details *Telephone:* +595-21-611980 *Email:* lorenzo.jimenez.de.luis@undp.org
FAO: *Name:* Jorge Meza *Title:* Resident Representative	Contact details: *Telephone:* + 595 21 574 342 *Email:* Jorge.Meza@fao.org
UNEP: *Name:* Angela Cropper *Title:* Deputy Executive Director	Contact details: *Telephone:* +254 20 762 4020 *Email:* angela.cropper@unep.org
Type of National Joint Programme	
Full NJP: ☒ New Full NJP ☐ Continuation from an Initial NJP ☐ Other (explain)	Initial NJP ☐ New Initial NJP ☐ Continuation from previous funding ☐ 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

Paraguay has experienced important changes in its forest cover over the last several decades mainly due to land use change. The forest cover of the Eastern Region has been reduced from 55% of the surface area in the 1940s to 24% in the 2000s, that is, some 6.7 million hectares. The Western Region or Chaco on the other hand has suffered a reduction of 7% of its forest cover or 1.15 million hectares between the 1990s and 2000s. These are factors that have increased Paraguay´s status as a country vulnerable to the impacts of Climate Change.

Several causes underlie the deforestation and degradation of forests, among them those causes related with insufficiencies and weaknesses of the agricultural policies that promote extensive and intensive production of export crops, the lack of land zoning as well as the lack of compliance, gaps in the legal framework and institutional capacities. The Government of Paraguay has been making efforts to improve the reference frameworks by developing sector policies such as the environmental and forest policies, plans and strategies, and regulations. These frameworks will serve as the basis to implement the REDD National Joint Programme, which will support the Government of Paraguay in its efforts to overcome the drivers of deforestation and degradation of forests, ensuring that the country is REDD-ready. To achieve the proposed objective the Joint Programme will pursue the following three Outcomes and respective Outputs:

Outcome 1: Improved institutional and technical capacity of Government and Civil Society organizations to manage REDD activities in Paraguay

- Output 1.1: National Action Plan for Reduction of Emissions due to Deforestation and Degradation of Forests (REDD-Plan)
- Output 1.2: National Environmental (SEAM) and Forest (INFONA) Information System to measure and evaluate reduction of emissions from deforestation and degradation of forests
- Output 1.3 National system of carbon accounting and data management
- Output 1.4 Equitable and transparent system of payments and benefit sharing

Outcome 2: Capacity established to implement REDD at local level

- Output 2.1 REDD Demonstration project
- Output 2.2: REDD project proposals designed for other forest areas

Outcome 3: Increased knowledge and capacity building on REDD for forest dependent communities, especially indigenous peoples and other relevant stakeholders in the country

- Output 3.1 National awareness campaign on REDD
- Output 3.2 Training and consultation on REDD with Indigenous Peoples
- Output 3.3 Training and consultation on REDD with small, medium and large producers and other stakeholders

The selected intervention strategy will allow mainstreaming the REDD components into the plans, programmes and budgets of the concerned institutions while at the same time their capacities are strengthened to ensure that Paraguay is REDD ready within the expected time frame and the results are sustainable in time. The contribution that the Programme may make through its components to improve the implementation of policies in regard to human rights and poverty alleviation is of particular importance. During all its stages the Joint Programme will emphasize engagement and participation of all stakeholders, especially the forest-dependent stakeholders, in order to ensure an adequate ownership and the sustainability of REDD as well as of the instruments to be developed within the framework of the programme.

4. National Programme Budget (UN-REDD Fund Source only)*					
Outcomes	**National Total ($)**		**FAO ($)**	**UNDP ($)**	**UNEP ($)**
Outcome 1: Improved institutional and technical capacity of Government and Civil Society organizations to manage REDD activities in Paraguay	$ 2,915,888	**Pass-Through Allocations**	$ 1,766,355	$ 598,131	$ 551,402
Outcome 2: Capacity established to implement REDD at local level	$ 747,664		$ 280,374	$ 186,916	$ 280,374
Outcome 3: Increased knowledge and capacity building on REDD for forest dependent communities, especially indigenous peoples and other relevant stakeholders in the country	$ 747,664		$ -	$ 607,477	$ 140,187
Sub-total	$ 4,411,215		$ 2,046,729	$ 1,392,524	$ 971,963
Indirect Support Costs	$ 308,785		$ 143,271	$ 97,478	$ 68,037
Grand Total ($)	$ 4,720,001		$ 2,190,000	$ 1,490,001	$ 1,040,000

NOTES: 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.

5. Secretariat Review		
Submission Criteria		
(a)	Is the NJP consistent with the UN-REDD Programme Framework Document?	Yes ☒ No ☐ Unclear ☐
(b)	Has the UN Resident Coordinator been involved in submitting the NJP?	Yes ☒ No ☐ Unclear ☐
(c)	Is documentation of the in-country validation meeting(s) included?	Yes ☒ No ☐ Unclear ☐
(d)	Did the validation include the national government counterpart (or designate)?	Yes ☒ No ☐ Unclear ☐
(e)	Did the validation include civil society/Indigenous Peoples representation as per the UN-REDD Operational Guidance[3]?	Yes ☒ No ☐ Unclear ☐
(f)	Does the NJP comply with the required format *(incl., cover page, results framework, etc.)*?	Yes ☒ No ☐ Unclear ☐
(g)	Does the NJP comply with UN-REDD Rules of Procedure and relevant Operational Guidance?	Yes ☒ No ☐ Unclear ☐
(h)	Is the required budget allocation provided (see section 3 above)?	Yes ☒ No ☐ Unclear ☐
(i)	Are the Indirect Support Costs within the approved rate?	Yes ☒ No ☐ Unclear ☐
(j)	Is the Programme Summary completed? *(for posting on website)*	Yes ☒ No ☐ Unclear ☐
(k)	Is the Progress Report included? *(for supplementary funding only)*	Yes ☐ No ☐ Unclear ☐
If the answer is 'No' or 'Unclear' to any question, or further explanation is required, please provide here:		

[3] 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

Review Issues

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

The document demonstrates clear ownership by relevant Government sectors (INFONA and SEAM) and the organization representing indigenous peoples in Paraguay. It also explains sufficiently the linkages with national plans and strategies. There is also clear ownership by the Commission for the Self-determination of the Indigenous Peoples (CAPI), as evidenced by the intention for CAPI to sign the National Programme document.

The Secretariat recommends that details on how other development ministries would be incorporated in the process, as well as other civil society stakeholders relevant for REDD+ process in the country is included in the document prior signature.

(m)	Level of consultation, participation and engagement

Paraguay initially drafted its National Programme in 2009. As the Paraguay representative informed the Policy Board in October 2009, it was decided to withhold submission until a more comprehensive process of consultation, participation and engagement was undertaken. As a result, it is now clear from the document that the CAPI has participated in the development of the proposal and provided guidance on how to design a consultation process specifically adapted to Paraguay's circumstances. CAPI has signed the pre-approval meeting minutes and requested this name instead of "validation meeting" to reflect the on-going nature of consultation processes that need to be implemented in the country. The document states that consultation with other stakeholders will be carried out as part of implementing Outcome 3.

While the Secretariat acknowledges that a complete consultation process is part of the implementation of the Programme, it still considers necessary to explain further in the document the institutional framework that would be created (i.e. inter-ministerial committee, civil society advisory groups and others as appropriate) to implement the consultation processes in the country.

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

The objective of the Paraguay's National Programme is directly linked to the national objectives proposed in the Political Proposal for Social Development 2010-2020 of the Paraguayan government and also is coherent with the objectives proposed in the Forestry Law, and the Law of Development of Forestation and Restoration. The Programme is also consistent with the UN Development Assistance Framework (UNDAF).

Implications on the strategies and plans of the industrial agriculture and cattle sectors on REDD+ strategies should be better explained in the document prior signature.

5. Secretariat Review	
Review Issues	
(o)	Management of risks and likelihood of success
The document includes a risk management section; however more clarity on how to address specific risks, is needed as recommended in the independent technical review.	
Other points: The Secretariat recommends bringing the document up-to-date in terms of language and decisions by the UNFCCC. In particular use REDD+ concept instead of REDD, and update Output 1 in terms of monitoring, report and verification (MRV) and reference emissions levels (REL) according to the UNFCCC's SBSTA methodological guidance. It also recommends including gender and youth indicators in regards of promoting participation of women and youth in REDD+ processes and activities, as recommended in the UN-REDD Programme Operational Guidance for Engagement of Indigenous Peoples and Other Forest Dependent Communities. Outcomes should be rephrased reflecting results-based management guidelines in consistency with the UN-REDD Programme Framework Document.	

6. Independent Technical Review		
(a)	Was an independent technical review undertaken?	Yes ☒ No ☐
If not, why not?		

6. Independent Technical Review

Synthesis of Independent Technical Review

The Secretariat sent Paraguay's NPD for independent technical review on September 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 full report is posted in the UN-REDD Programme's workspace.

The reviewer highlighted the following points:

In terms of Government ownership:

- The process to develop the NPD and the RPIN before has included a variety of actors that demonstrate the ownership of the process not only by the sectoral institutions but the indigenous sector and civil society.

Regarding 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).

- 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.

- The NPD is aligned with "The Action Plan for the Country Programme 2007-2011" between the Government of Paraguay and the PNUD and strongly contributes to the UNDAF

- 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.

Regarding level of consultation, participation and engagement

- The NPD is coherent with the principles and guidelines of the "UN-REDD Programme Operational Guidance: Engagement of Indigenous Peoples & other Forest Dependent Communities, including 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.

- 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.

Regarding 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.

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.

6. Independent Technical Review

Consistency with the UN-REDD Programme Framework Document and the UN-REDD National Programme format

- In general, Paraguay's NPD is consistent with the Framework documents but risk management, gender and result based management components need to be sharpened.

- There is 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.

- National Readiness Plan or planning processes need to be mentioned in the document.

- Several sections of the document exceed the recommended numbers of pages per section, such that the total length of the document is more than double the recommendation.

The reviewer provided the following recommendations:

- 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.

- The demonstrative project should 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.

- Include and detail the legal aspects relevant to the implementation of the "UN-REDD Programme Operational Guidance: Engagement of Indigenous Peoples & other Forest Dependent Communities" and how the existent legal framework would be changed.

- 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.

- 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, as well as explanations on how these participatory processes will be carried out. .

- 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, need to be addressed in the risk management section.

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:

The Secretariat considers Paraguay's submission is consistent with the UN-REDD Programme framework documents and the rules of procedures and operational guidance. The proposal shows strong Government ownership and the beginning of a consultation process, as well as a comprehensive plan for REDD+ readiness in. We therefore recommend the Policy Board to approve the funding allocation request.

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

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Signature
5 November 2010

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

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Signature
5 November 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

…… ……..
Signature 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.