

REDD-Plus

Briefing paper

**UN Copenhagen Climate Change Conference
7-18 December 2009**

FIELD has prepared this briefing paper to assist developing country negotiators working on REDD-plus. It is available in English, French and Spanish at <http://www.field.org.uk/workareas/climate-change-and-energy/climate-change/redd>.

For background about the REDD-plus negotiations please see the briefing papers prepared by FIELD for previous negotiating sessions, also available at the website above.

FIELD provides this information on a neutral, non partisan basis. All documents are available in English, French and Spanish.

1 Introduction

At the time of writing it is expected that the UN Copenhagen Climate Change Conference will make limited progress, with a legally binding outcome very unlikely. Important decisions regarding REDD-plus may still be adopted at Copenhagen.

Six negotiating bodies will meet in Copenhagen:

- Fifteenth session of the Conference of the Parties to the UNFCCC (COP15)
- Fifth session of the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP 5)
- Thirty-first session of the Subsidiary Body for Scientific and Technological Advice (SBSTA)
- Thirty-first session of the Subsidiary Body for Implementation (SBI)
- Eighth session of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA)
- Tenth session of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP)

This briefing paper provides a summary overview of REDD-plus in the different agendas. It considers REDD-plus and interactions with other agenda items. The briefing paper considers the AWG-LCA, including non paper No 39 on REDD-plus and other non papers with references to REDD-plus or related issues.

The paper then considers: the SBSTA; the AWG-KP; the COP; and the CMP, before brief concluding notes. An annex to the briefing paper contains a table with references to REDD-plus in AWG-LCA non papers that deal with other issues than REDD-plus.

2 REDD-plus in the agendas

REDD-plus comes up in several places on the agendas of the bodies that meet in Copenhagen:

- The AWG-LCA is the main body for REDD-plus negotiations.
- SBSTA is working on a draft COP decision on methodological REDD-plus issues.
- COP 15 will consider the report of the AWG-LCA and the draft decision being produced by SBSTA. COP 15 also has a separate REDD item on its agenda.
- CMP 5 will consider the report of the AWG-KP. The AWG-KP negotiations have links to the REDD-plus negotiations.
- COP 15 and CMP 5 will also consider proposals for protocols to the UNFCCC and amendments to the Kyoto Protocol. Some of these include references to REDD-plus or related issues.

3 REDD-plus and interactions with other agenda items

REDD-plus has links to many other agenda items.

For example, one of the questions to be resolved in the AWG-LCA negotiations is if REDD-plus actions should be considered to be Nationally Appropriate Mitigation Actions (NAMAs). This means that references to NAMAs, in particular non paper No 51 from Barcelona which addresses NAMAs, may be very relevant to REDD-plus.

Another example is the proposal for national schedules by Australia, which would require all Parties (except Least Developed Countries) to put in place a national schedule.

According to the proposal, actions listed in national schedules are to have outcomes that are measureable, reportable and verifiable in quantitative terms and they may include for example national forest emissions levels (see Article 3 (a)(f) of Australia's proposal for protocol to the UNFCCC, available at <http://unfccc.int/resource/docs/2009/cop15/eng/05.pdf>. Australia has also submitted the same proposal as a proposed amendment to the Kyoto Protocol, see <http://unfccc.int/resource/docs/2009/cmp5/eng/10.pdf>).

In the AWG-KP negotiations on emissions reduction targets for Annex I Parties one of the crucial questions is to what extent Annex I Parties will be able to rely on the mechanisms and potentially REDD-plus to reach their targets.

4 The Ad Hoc Working Group on Long-term Cooperative Action under the Convention

At the final negotiating session before Copenhagen, which took place in Barcelona from 2-6 November, Parties made some progress on REDD-plus in the limited time available. This was reflected in non paper No 39, below.

All AWG-LCA non papers produced in Barcelona are available at

http://unfccc.int/meetings/ad_hoc_working_groups/lca/items/5012.php

Other AWG-LCA documents are available at <http://unfccc.int/meetings/items/4381.php>

It is important to note that the non papers are not agreed text and the revised negotiating text (FCCC/AWGLCA/2009/INF.1, at <http://unfccc.int/resource/docs/2009/awglca6/eng/inf01.pdf>) and other documents, such as submissions by Parties, remain 'on the table'.

4.1 Non paper No 39 on paragraph 1(b)(iii) of the Bali Action Plan

In Barcelona meetings and informal consultations with Parties resulted in non paper No 39 on paragraph 1(b) (iii) of the Bali Action Plan (REDD-plus), which is available at

http://unfccc.int/files/meetings/ad_hoc_working_groups/lca/application/pdf/awglca1biiinp39051109.pdf

The non paper covers text on: objectives, scope and guiding principles; means of implementation; measurement, reporting and verification of actions or measurement and monitoring systems; measurement, reporting and verification of support; and institutional arrangements.

4.2 Other non papers with references to REDD-plus or related issues

Several non papers that deal with other issues than REDD-plus contain references to REDD-plus or related issues. These references are compiled in a table in an annex to this briefing paper.

Non papers that do not contain specific references to REDD-plus or related issues may also be relevant, such as non paper No 51 on NAMAs, as noted above.

5 The Subsidiary for Scientific and Technological Advice (SBSTA)

COP 13 in 2007 adopted decision 1/CP.13, the Bali Action Plan, which addresses REDD-plus in paragraph 1(b)(iii). This forms the basis for the AWG-LCA's consideration of REDD-plus.

COP 13 also adopted decision 2/CP.13, which focuses specifically on REDD-plus. Decision 2/CP.13 requested SBSTA to undertake a programme of work on methodological issues, such as: assessments of changes in forest cover and associated carbon stocks and emissions; implications of national and sub national approaches; and criteria for evaluating actions (see paragraphs 7(a) -(c)). Paragraph 11 of the decision makes a link with decision 1/CP.13.

Decision 2/CP.13 is available by clicking on the following link and scrolling down:

<http://unfccc.int/documentation/decisions/items/3597.php?dec=j&such=j&cp=/CP#beg>

SBSTA is developing a draft COP 15 decision on methodological guidance for the implementation of activities related to decision 2/CP.13. The report of SBSTA 30, which took place in Bonn in June, is

available at the link below. REDD-plus is addressed on pages 8-10, with the draft decision as Annex I to the report.

<http://unfccc.int/resource/docs/2009/sbsta/eng/03.pdf>

SBSTA 31 in Copenhagen will continue work on the draft decision, with the expectation that it will complement the AWG-LCA discussions on paragraph 1(b)(iii) of the Bali Action Plan.

6 The Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol

As noted previously, there are links between REDD-plus and the AWG-KP negotiations, in particular regarding the extent to which Annex I Parties may be able to rely on REDD-plus to reach their emissions reduction targets in the future. Other links relate to the rules for land use, land-use change and forestry (LULUCF).

The documentation for the AWG-KP is available at

http://unfccc.int/kyoto_protocol/items/4577.php

Document FCCC/KP/AWG/2009/10/Add.3/Rev.3 'Draft decisions on other issues identified in paragraph 49(c) of document FCCC/KP/AWG/2008/8', which is a compilation of proposals from Parties, includes:

- A proposal that REDD and a number of related activities would be eligible activities under the CDM in paragraph 2 on page 2.
- Annex II on 'Options and proposals on how to address definitions, modalities, rules and guidelines for the treatment of land use, land-use change and forestry', which sets out two main options for new rules for LULUCF in the second commitment period. These include for example proposed definitions for 'forest', 'forest management' and similar terms that are relevant to REDD-plus.

The document also includes proposals for a NAMA crediting mechanism in paragraphs 13-15 on pages 4-5, which could be relevant if it is decided that REDD-plus actions should be considered to be NAMAs.

7 The Conference of the Parties

The COP, which is the decision making body for issues related to the UNFCCC, will consider the results of the AWG-LCA negotiations (as agenda item 4). The expectation at the time of writing is that non legally binding decisions will be adopted in Copenhagen in follow-up of the AWG-LCA's work.

The COP will also consider a separate agenda item on 'reducing emissions from deforestation in developing countries: approaches to stimulate action' (item 7(e)). This was included at the request of Switzerland. Switzerland has argued on behalf of the Environmental Integrity Group that important issues related to REDD require that all UNFCCC bodies are coordinated, which calls for a separate agenda item at the COP level. If the AWG-LCA negotiations do not lead to adoption of decisions at COP 15, a decision on REDD-plus could be adopted under this agenda item.

The COP's agenda (item 5) includes consideration of proposed protocols to the UNFCCC. This may only be a formality. Five proposals for protocols were submitted before a deadline in June 2009.

Some of the proposals include REDD-plus or related provisions: for example, Tuvalu's protocol proposal includes REDD-plus actions as NAMAs . The negotiations have aimed to reach agreement on a joint text or texts, and the substance of Parties protocol proposals have been reflected in proposals related to these texts.

The proposed protocols are available at <http://unfccc.int/documentation/items/4898.php>

8 The Conference of the Parties serving as the Meeting of the Parties

The CMP will consider the report of the AWG-KP (agenda item 4). At the time of writing it seems very unlikely that agreement will be reached on further commitments for Annex I Parties.

The CMP's agenda includes consideration of 12 proposed amendments to the Kyoto Protocol, submitted before the June deadline (item 5). Some of the proposed amendments, for example Japan's, include provisions related to REDD-plus. As with proposed protocols, the substance of Parties amendment proposals have been reflected in proposals related to the texts under consideration in the AWG-LCA and the AWG-KP.

The proposed amendments are available at <http://unfccc.int/documentation/items/4899.php>

9 Concluding notes

It is not clear if one or two negotiating processes will continue the negotiations after Copenhagen. While the AWG-LCA's mandate ends with COP 15, unless it is renewed, the AWG-KP is not time bound and can continue its work (the AWG-KP's mandate is contained in decision 1/CMP.1).

There are expectations that a deadline of some kind will be set for reaching agreement on the issues that will not be resolved in Copenhagen, probably with the aim of concluding negotiations in 2010.

The REDD-plus negotiations have progressed better than negotiations on many other issues and there is strong interest in achieving a REDD-plus decision or decisions in Copenhagen.

Whatever might be agreed in Copenhagen it is clear that many REDD-plus issues will still need to be resolved in continuing negotiations next year and beyond.

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Annex

REDD-plus related references in AWG-LCA non papers

REDD-plus related references in non papers other than non paper No 39, which addresses REDD-plus specifically, are set out in the table below.

No 52 Shared vision	No 28 Mitigation	No 49 Bali Action Plan 1(b)(v)	No 42 Bali Action Plan 1(b)(v)	No 54 Financial resources	No 47 Technology
<p>An early and enhanced role of forestry in carbon markets, with increased access and deeper cuts creating demand in para 12 page 4</p>	<p>A proposal for a new section on REDD (a structural proposal for the text) on page 2</p>	<p>Technologies, practices and processes related to agriculture and forestry in para 1 (a) on page 1</p>	<p>Promotion of co-benefits, particularly in relation to Indigenous Peoples and local communities, including respecting their rights, in para (h) (i)-(iii) on page 3</p>	<p>Support for REDD through a mechanism for auctioning allowances under <u>Option 2</u> on page 2</p>	<p>A technical panel on REDD+ to support proposed executive bodies in para 5 on page 8</p>
<p>REDD as a possible NAMA under the heading 'issues under consideration in the contact group on financing' in the context of a proposed new institutional arrangement that would provide technical and financial support for developing countries in para 11 (a) on page 13</p>	<p>Proposals that each Party implement policies and measures, such as:</p> <p>protection and enhancement of sinks and reservoirs; promotion of sustainable forest management practices, afforestation and reforestation in para 22 (a)(ii) on page 4</p> <p>promotion of REDD in para 22 (a)(iii) on page 4</p> <p>promotion of sustainable forms of agriculture in para 22(a) (iv) on page 5</p>	<p>Technologies for enhancement and removal by sinks in para 1(c) on page 1</p>	<p>No units generated by REDD being used or converted to other units in para 15 (d) on page 4</p>	<p>A REDD fund in para 17(c) on page 13</p>	<p>Coordination of disbursements from a proposed Mitigation Fund for REDD+ activities by the proposed REDD+ panel in para 5 (b) on page 8</p>

<p>A REDD window under a multilateral climate change fund to support a multi phase process for positive forest incentives in para 12 (b) (e) under the same heading as above on page 14</p>	<p>Emissions thresholds aimed at protecting and enhancing sinks and reservoirs as an example of possible commitments and actions to be included in proposed national schedules for each Party (for LDCs at their discretion) in para 33(f) on page 7</p>	<p>Proposals related to agriculture in para 12, including reference to avoiding carbon offsets and approaches that adversely impact on forest lands in para 12(d), on pages 3-4</p>	<p>No units generated by REDD being used or converted to other units in para 16(f) on page 4</p>	<p>A technical panel on REDD-plus which would support an expert group or committee which would advise proposed funds in para 20 on page 14</p>	<p>provision of financial and technical support for preparation of REDD+ activities by the proposed panel in para 5(c) on page 8</p>
<p>A 'long term REDD process' in para 12 (c) (b) in the context of a proposed facilitative mechanism of the Convention, under the same heading as above on page 14</p>		<p>A request to SBSTA to establish a programme of work on agriculture in para 13 on page 4</p>	<p>A section (C) regarding NAMA or sectoral mechanisms which include references to reference levels and removals on pages 5 – 8</p>	<p>An Executive Body on Finance and Technology for Mitigation (EBFTM) in para 7 on page 21 which would:</p> <p>coordinate disbursements from a proposed Mitigation Fund for REDD-plus activities (para 7(e))</p> <p>provide financial and technical support for preparation of REDD-plus activities (para 7(f))</p>	<p>Measurable, reportable and verifiable reductions of emissions including by enhancement of removals by sinks in relation to a proposed incentive mechanism for technology development and transfer in para 2 (c) on page 22</p>
			<p>Developed countries supporting development and enhancement of endogenous capacities and technologies of developing country Parties through a program of action in all sectors, including</p>	<p>A technical panel on REDD-plus to support the EBFTM in para 8 on page 21</p> <p>That the technical panel on REDD-plus (TPREDD plus) shall determine methodologies for reference levels, support enhancement of REDD-plus project activities</p>	

			agriculture and forestry in para 75 on page 11	and other methodological issues in para 9(e) on page 22	
				A REDD Window under a Multilateral Fund for Climate Change in para 7(b) on page 23	
				A mechanism that would provide financial resources for REDD through auctioning emissions allowances in para 5(b) on page 32	