



BRIEFING PAPER

Resumed seventh session of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) and resumed ninth session of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP) 2-6 November 2009, Barcelona

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/work-areas/climate-change-and-energy/climate-change/redd>.

A related paper on legal issues is available at the same website. For more background about REDD-plus, please see the briefing paper prepared by FIELD for the previous negotiating sessions, also available at this website, together with a short document with 'Quick tips for new REDD-plus negotiators from developing countries and others'. FIELD provides this information on a neutral, non partisan basis. All documents are available in English, French and Spanish.

1 Introduction

This briefing paper provides a summary overview of the recent REDD-plus negotiations in Bangkok. The briefing paper then considers the resumed seventh session of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA7) in Barcelona, followed by a section on references to REDD-plus in non papers that deal with other issues than REDD-plus. In conclusion the briefing paper provides a short section on the resumed ninth session of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP9) in Barcelona.

The negotiations in Barcelona are a direct continuation of the AWG-LCA and AWG-KP sessions that took place in Bangkok from 28 September – 9 October 2009. REDD-plus is considered in the AWG-LCA, but the negotiations on REDD-plus have implications for the negotiations in the AWG-KP and vice versa.

2 REDD-plus negotiations in Bangkok

In Bangkok the REDD-plus negotiations advanced quickly compared with other issues, but many questions still need to be resolved. These include whether REDD-plus actions should be seen as Nationally Appropriate Mitigation Actions (NAMAs), addressed in paragraph 1(b)(ii) of the Bali Action Plan. For example, the EU and Brazil stated that REDD-plus actions should be considered to be NAMAs, while Papua New Guinea and others emphasised that the REDD-plus negotiations are advanced compared with the negotiations on NAMAs and that the two should be kept separate.

Parties had differing views regarding the involvement of Indigenous Peoples and local communities. Bolivia emphasised Indigenous Peoples rights, as did for example Norway. Tuvalu and Bolivia highlighted the need to incorporate reference to the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). Indonesia suggested reference to consistency with national legislation and relevant international agreements. Colombia also highlighted the need to respect national legislation, as did Venezuela. Gabon expressed concerns about provisions that would require full consent, highlighting that development is the most important national priority.

The Philippines, Mexico, Brazil and others argued for the inclusion of a clear safeguard against the conversion of native forests to plantations. The Democratic Republic of Congo, Cameroon, the Republic of Congo and Equatorial Guinea emphasised the need to exploit forests to combat poverty in their countries and argued against including safeguards against the conversion of native forests.

India, supported by China and Malawi on behalf of the Least Developed Countries (LDC) Group argued for defining which REDD-plus actions will be eligible for support, but the Facilitator Tony La Viña (the Philippines) felt that it was too early to try to achieve consensus on this point in Bangkok.

Several countries spoke in favour of a phased approach to REDD-plus - starting with a readiness phase and moving on to implementation - for example Guyana, Norway, Papua New Guinea and Brazil. Brazil would like to avoid linkages to the market, but said that carbon offsets could potentially be discussed in the third phase of a phased approach.

3 Resumed seventh session of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA)

In Barcelona non paper No 18 (08/10/09 @ 11:00) will form the starting point for negotiations. The non paper is available (in English) at

http://unfccc.int/files/meetings/ad_hoc_working_groups/lca/application/pdf/mitigation1biiinp18081009.pdf

Parties agreed that the paper is not to be viewed as a negotiating text (i.e. a single text that Parties would focus on) or as agreed text. The 'revised negotiating text' FCCC/AWGLCA/2009/INF.1) is still the main formal document (see FIELD briefing paper for the Bangkok sessions for an overview of the revised negotiating text and related documentation), but Parties are expected to focus on non paper 18 and other non papers in Barcelona.

Non paper No 18 covers: objectives, scope and guiding principles; means of implementation; measurement, reporting and verification of actions or measurement and reporting systems; measurement, reporting and verification of support; and institutional arrangements.

It is expected that two 1.5 hour meetings on REDD-plus will take place in Barcelona. In addition, the Facilitator will lead consultations on safeguards and informals on other issues will also take place.

Issues to be resolved include: if REDD-plus should be limited to forests only or include other land use; if REDD-plus actions should be implemented at a national or sub-national scale; how

to address non-permanence; displacement ('leakage'); determining reference emission levels and reference levels; measurability, reporting and verification ('MRV' as referred to in the Bali Action Plan); whether finance for REDD-plus actions should come from public funds or markets and related institutional arrangements; and to what extent developed countries might be able to rely on REDD-plus to meet their emission reduction targets.

Another question Parties have considered is which issues should be decided in Copenhagen and which could wait until later. There seems to be emerging consensus that many issues can wait until later - and/or require more time - and that a general, overall framework should be agreed in Copenhagen.

In Bangkok Brazil for example argued for a very concise REDD text, emphasising principles, including means of implementation (financing) and provisions related to MRV. China suggested a framework that sets out the scope of REDD-plus and key principles. Australia highlighted a list of principles such as effectiveness, simplicity and fairness.

An overall REDD-plus framework could be included in a legally binding agreement. For example, New Zealand has suggested that Kyoto Protocol Article 12 on the Clean Development Mechanism could serve as a model for REDD-plus. A similar provision on REDD-plus could be part of a new legally binding agreement.

This could be complemented by a COP decision, which could for example include a mandate (framework) for continued negotiations on issues such as reference emission levels and reference levels, MRV and various implementation issues. The decision could also request the Subsidiary Body for Scientific and Technological Advice (SBSTA) to consider certain issues.

At the time of writing media reports suggest that prospects for a legally binding outcome in Copenhagen are fading. This could postpone agreement on REDD-plus, but if COP decisions are taken in Copenhagen, a general REDD-plus framework could be adopted in the form of a COP decision.

The section below considers other non papers for the Bangkok session. An updated list of proposed institutional arrangements is also available at

http://unfccc.int/files/kyoto_protocol/application/pdf/instarrangfurtherupdated091009.pdf.

3.1 REDD-plus in non papers on other issues

It is important to note that in Bangkok REDD-plus was mentioned in many non papers that dealt with other issues than REDD-plus. A list of non papers is available on the UNFCCC website at

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

Following the order of the list, references related to REDD-plus include the following:

- Non paper No 19 on a shared vision refers to:
 - Agriculture, and forestry and other land use, in para 1 of Annex I on page 11
 - REDD as a NAMA in para 8 of Annex I on page 12

- A REDD window of a proposed multilateral climate change fund in para 9(b) on page 12
- A 'long-term REDD process' under a proposed facilitative mechanism of the Convention in para 9(c) on page 12
- At the time of writing non paper No 33 on a shared vision is not yet available.
- Non paper 28 on mitigation contains references to:
 - REDD as a proposed new section of the mitigation chapter, in para 3 of a section on structural proposals on page 2
 - protection and enhancement of sinks and reservoirs, promotion of sustainable forest management practices, afforestation and reforestation, as examples of proposed policies and measure to be implemented by all Parties, in para 22 (a)(ii) on page 4
 - promotion of REDD in para 22(a)(iii) as a further example of policies and measures that could be implemented by all Parties
 - also, promotion of sustainable forms of agriculture, as another example, in para 22(a) (iv)
 - emissions thresholds aimed at protecting and enhancing sinks and reservoirs in para 33 (f) on page 7 as an example of proposed possible commitments and actions related to a proposal that each Party (except LDCs) maintain a national schedule
- Non paper 26 on NAMAs, paragraph 1(b)(ii) of the Bali Action Plan, includes references to:
 - Protecting and enhancing sinks and reservoirs in a measurable way, quantified to the extent possible, in para 14 on page 3
 - A list of NAMAs including REDD-plus activities and actions in other sectors, including agriculture in para 7(g) on page 3
- Non paper No 17 on cooperative sectoral approaches and sector-specific actions, paragraph 1(b)(iv) of the Bali Action Plan, contains references to:
 - Agriculture and forestry in para 1(a) on page 1 in connection with proposed actions related to Article 4.1(c)
 - Abatement of increases in emissions and enhancement of and removal by sinks in para 1 (c) in connection with the proposal above
 - Proposed paragraphs related to agriculture on page 4
- Non paper No 30 on approaches to enhance cost effectiveness and related actions, paragraph 1(b)(v) of the Bali Action Plan, contains references to:
 - No units generated by reducing emissions from deforestation and forest degradation being used or converted into other units in para 8 (d) on page 3 (this relates to developed country Parties)
 - The same proposal repeated in para 9 (f) on page 3 (this relates to developing country Parties)
- Non paper No 32 on economic and social consequences of response measures, paragraph 1(b)(vi) of the Bali Action Plan, includes references to:
 - Ensuring that mitigation action, including inter alia the use of biofuels, does not

contribute to deforestation and forest degradation, with a reference to emissions displacement, and possible actions such as forest law enforcement, governance and trade measures and demand side measures, in para 5 on page 4

- Non paper No 34 on financial resources includes references to:
 - A proposed REDD fund in para 17(c) on page 8
 - A technical panel on REDD in relation to proposed new funds in para 20 on page 9
 - Disbursements of funds for REDD-plus from a proposed Mitigation Fund in para 7(e) on page 16
 - Financial and technical support for preparation of REDD-plus activities in para 7(f) on page 16
 - A technical panel on REDD plus to support a proposed Executive Body on Finance and Technology for Mitigation in para 8 on page 16
 - A proposal that the Technical Panel referred to immediately above would inter alia determine methodologies for reference levels and support REDD-plus projects in para 9(e) on page 17
 - A REDD window of a proposed Multilateral Fund for Climate Change in para 7(b) on page 18
 - A mechanism to provide finance for, among other things, REDD in para 5(b) on page 27
- Non paper 29 on development and transfer of technology includes references to:
 - A technical panel on REDD+ under proposed new Convention bodies in Option 3 on page 10
 - Disbursements of funds for REDD+ from a proposed Mitigation Fund in para (c) of Option 3 on page 14
 - Financial and technical support for REDD+ activities in para (d) of the option above
 - Measurable, reportable and verifiable enhancements of removals by sinks in para (c) under Annex IV on page 17
 - A technical panel on REDD+ in para 5 under Annex VI on page 19

4 Resumed ninth session of the Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol (AWG-KP)

The AWG-KP will continue to focus on its main agenda item, further commitments for Annex I Parties under the Kyoto Protocol. Little progress was made in Bangkok on the scale of emissions reductions of Annex I Parties.

As noted earlier the REDD-plus negotiations have implications for the negotiations in the AWG-KP, and vice versa, even though REDD-plus is considered in the AWG-LCA. A key question is to what extent Annex I countries may be permitted to rely on emissions trading, the project based mechanisms (Joint Implementation and the CDM), Land Use, Land-use Change and Forestry (LULUCF) and potentially REDD-plus to reach their emissions reduction targets.

The updated AWG-KP documentation is available at

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

Document FCCC/KP/AWG/2009/10/Add.3/Rev.2 '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
- '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 is available at <http://unfccc.int/resource/docs/2009/awg9/eng/10a03r02.pdf>

This project is funded by the Gordon and Betty Moore Foundation.



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