

Colombia

20 November 2012

**Taking steps to facilitating the full, effective and sustained implementation of REDD+ through subnational level actions**

**Submission by Colombia to the AWG-LCA – Agenda Item 3. (b) (iii)**

Colombia wishes to supplement its joint submission to the AWG-LCA with Mexico, Costa Rica and Honduras ([FCCC/AWGLCA/2012/MISC.3](http://FCCC/AWGLCA/2012/MISC.3)) on *Views on modalities and procedures for financing results-based actions and considering activities related to decision 1/CP.16, paragraphs 68-70 and 72*, with this national submission, in advance of the AWG-LCA discussions at the 18<sup>th</sup> Conference of the Parties in Doha, Qatar, 26 November – 7 December 2012. This submission is complemented by a submission on technical issues on REDD+ to SBSTA 37 – Agenda Item 5.

***With reference to decisions 2/CP.13, 4/CP.15, 1/CP.16, 2/CP.17 and 12/CP.17***

**Consideration: Securing the environmental integrity and equitable implementation of 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 (REDD+) offers an important mitigation opportunity to achieve the ultimate objective of the Convention.** The full, effective and sustained implementation of REDD+ in the context of the Convention depends on timely and broad country participation in all phases described in paragraph 73 of decision 1/CP.16. Parties should collectively aim to slow, halt and reverse forest cover and carbon loss, in accordance with national circumstances, consistent with the ultimate objective of the Convention (decision 2/CP.17).

**The urgent, effective, and sustained reduction of emissions from forests and the enhancement of forest carbon stocks depend on a broad participation of countries in REDD+.** It is essential to establish immediate incentives for emission reductions, conservation, and enhancements of forest carbon stocks measured against registered national and, as an interim step, subnational reference emission levels and reference levels (REL/RL) to achieve the target of holding the increase in global average temperature below 2°C above pre-industrial levels, noted in decision 1/CP.16 para 71(b).

**To maintain the positive momentum in REDD+ implementation, Parties to the UNFCCC should agree to the modalities and procedures for financing results-based actions without further delay, supporting several approaches to implementation.** The scaled-up provision of REDD+ finance is essential to ensure the continued and enhanced implementation of all three phases of REDD+. COP-18 is called up to adopt, at a minimum, a basic set of modalities and procedures for REDD+ finance.

**Subnational implementation of REDD+ and the development of subnational REDD+ approaches at significant scale allow governments to gradually build full national capacities and systems for REDD+.** Within developing country Parties, effective implementation of REDD+ depends on a joint and coordinated multi-level effort of national and subnational, local and municipal, public and private, for profit and non-for-profit, actors. By developing subnational REL/RLs and respective policy programs that cover an area of significant scale, a government can build national experience and capacities, rely on data and expertise where it is available, target areas of high forest carbon loss as a matter of priority, and involve proactive and environmentally committed local governments, agencies and actors in early REDD+ implementation. **Areas of significant scale include administrative jurisdictions of a critical size, and biomes or ecoregions, depending on what is determined by each country.**

**The registration of subnational REL/RLs enhances equity, equal distribution and access to REDD+ incentives.** Developing country Parties with large forest areas, different forest types, widespread degradation, different social or developmental conditions or multiple drivers of deforestation require more time to develop national REL/RLs (including through the combination of subnational REL/RL as indicated in para. 71 b) of decision 1/CP.16) due to the costs of analyzing drivers to make informed and accurate projections of deforestation with relatively low uncertainty. These countries would be excluded from the participation of REDD+ while incurring additional costs and their continuing deforestation would affect the global goal we are all aiming for. Requiring that developing country Parties have registered national REL/RLs before they can participate in results-based finance for actions implemented in the third phase referred to in paragraph 73 of decision 1/CP.16 would have negative equity implications. The global environmental benefit of a flexible, but environmentally robust, approach that includes incentives and results-based payments against subnational results-based actions with a national forest monitoring system in place (as indicated in para. 77 of decision 1/CP.16) is likely to be larger than that of a scheme based on national-level actions limited to a handful of countries with comparatively simple forest systems and the required capacities in place.

**With respect to a decision prepared under the auspices of the AWG-LCA, Colombia proposes the following:**

### **1. Guiding principles**

**Colombia supports the principles of environmental integrity, transparency, national sovereignty, and broad and voluntary participation in the context of REDD+.**

**Rationale:** Recognizing that, in accordance with the decisions 1/CP.16 para.72 and 12/CP.17 para.10, developing country Parties should implement REDD+ in phases reflecting their respective capabilities and national circumstances and that a step-wise approach towards national REL/RLs may be useful, Colombia supports a flexible approach towards REDD+ in line with the guiding principles of environmental integrity, national sovereignty, voluntary participation and transparency.

The principle of environmental integrity (paragraph 1 (d) of Appendix 1 of decision 1/CP.16) is paramount for the effective implementation of REDD+ and its contribution to achieving the ultimate objective of the Convention. Broad country participation in all phases of REDD+ implementation in accordance with paragraph 73 of decision 1/CP.16 is essential to achieve this

goal and ensure an equitable, accessible and effective implementation of REDD+. REDD+ shall be implemented in a transparent manner with full respect for national sovereignty.

## **2. Financing modalities**

### **Colombia supports the inclusion of subnational results-based actions as a financing modality for REDD+:**

- Results-based demonstration activities in the second phase as referred to in paragraph 73 of decision 1/CP.16 may include actions at a subnational scale, which can evolve into fully measured, reported and verified results-based actions in the third phase at the same scale.
- Subnational results-based actions should be eligible to receive international support as a financing modality. To be eligible for results-based finance, subnational results-based actions have to generate emission reductions or removals that are fully measured, reported and verified at a subnational scale and against a subnational REL/RL, while implemented in tandem with a national forest monitoring system, including monitoring and reporting of emissions displacement at the national level (para. 71 (c) of Decision 1/CP.16.), and a system for providing information on how the safeguards referred to in decision 1/CP.16, appendix I are addressed and respected. This latter system shall include information on actions to reduce displacement of emissions.
- Subnational implementation of REDD+ should be considered a step towards the full national implementation of REDD+, in both the second and third phases referred to in paragraph 73 of decision 1/CP.16. There should be a recognition that result-based demonstration activities and actions at the subnational level, under the supervision and responsibility of the developing country Party (the national level), can pioneer the benefit-sharing, institutional, safeguard and MRV systems for full national REDD+ implementation,

**Rationale:** Developing countries that support a phased and step-wise approach towards REDD+ may choose to start implementing REDD+ in areas or jurisdictions with greatest urgency and environmental benefit, or with greatest capacities to implement early mitigation action without being delayed by the parallel building of full and permanent national MRV and institutional capacities throughout the entire national territory. Such activities would meet the full requirements of results-based actions.

Subnational results-based REDD+ actions should therefore be eligible to receive international support provided that the requirements identified in para. 71 of decision 1/CP.16 are met.

## **3. Signal and enabling conditions**

### **Colombia stresses the need for**

- Scaled-up support after the fast-start finance period for (i) the implementation of REDD+ strategies and action plans, policies and measures at the national and, as an interim step, at the subnational level; and (ii) results-based demonstration activities at the national and subnational level, (iii) the building of technical capacities for the elements indicated in paragraph 71 of decision 1/P.16, at a national and if appropriate, subnational level.

**Rationale:** Developed country nations are called upon to make available sufficient resources to provide viable incentives for the development of policies and the implementation of results-based actions. The support of results-based demonstration activities at significant subnational levels is a first step towards scaling up action and support to the national level.