

A man with a mustache, wearing a green t-shirt, blue jeans, and a red baseball cap, stands on a large, stacked log. He is pointing his right arm towards the left. The background is a dense forest of tall pine trees under a clear blue sky.

REVIEW OF REDD+ IMPLEMENTATION IN MEXICO

ANALYSIS OF THE SPECIAL PROGRAMS IN REDD+ EARLY ACTION AREAS

APRIL 2015



CREDITS

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(CCMSS) is a non-profit civil society organization comprised of individuals and organizations that work jointly in order to improve the living conditions and capacity for participation among rural communities located in Mexico's forested regions. The CCMSS works to achieve these objectives by carrying out effective advocacy through the design and implementation of equitable public policy; the strengthening and promotion of locally and regionally managed initiatives that increase the sustainability and resilience of rural areas; and the strengthening of local institutions and governance.

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ACRONYMS AND ABBREVIATIONS

AMUSUR	Municipal Environmental Association of Southern Quintana Roo
APDT	Public Agent for Territorial Development
ATREDD+	Early REDD+ Actions
CCRB	Mesoamerican Biological Corridor CONABIO
CDI	National Indigenous Peoples Development Commission
CONABIO	National Knowledge and Use of Biodiversity Commission
CONAFOR	National Forestry Commission
CONANP	National Natural Protected Areas Commission
DECOFOS	Community Forestry Development Project in Southern States
DTU	Unified technical document on timber logging
FIP	Forest Investment Program
JIMA	Inter-municipal Environment Board
JIRA	Inter-municipal Environment Board for Integrated Management in the Lower Ayuquila River

LAIF	Latin American Investment Fund of the European Union
LDA	Local Development Agency
LR	Lacandon Rainforest
OTC	Community land use planning document
PEATREDD+	Special Programs in REDD+ Early Action Areas
PECCJ	Jalisco Coastal Watersheds Special Program
PEPY	Special Program for the Conservation, Restoration and Sustainable Management of Forest Resources of the Yucatan Peninsula
PESL	Special Program for the Conservation, Restoration and Sustainable Use of the Lacandon Rainforest in Chiapas
P-PREDIAL	Medium Term Program for the Integral Development at the Plot Level
PROGAN	Program for Sustainable Livestock Production, Animal Husbandry, and Beekeeping (formerly Livestock Productivity Incentives Program)
PRONAFOR	National Forestry Program
PES	Payment for Ecosystem Services
REDD+	Reducing emissions from deforestation and forest degradation, which also includes conserving carbon stocks in forests, sustainable forest management and enhancement of preexisting carbon stocks
SAGARPA	Department of Agriculture, Livestock, Rural Development, Fishing and Food
SEMARNAT	Department of the Environment and Natural Resources
SIL	Specific Investment Loan
SMAAS	Campeche State Government Department of Environment and Sustainable Use
SRD	Sustainable rural development
TA	Technical Advisor



EXECUTIVE SUMMARY

The **PEATREDD+**¹ are implemented by CONAFOR to direct subsidies, incentives and actions to promote SRD, to manage forest ecosystem resource diversity in an integrated manner, and reduce deforestation and forest degradation². This paper presents a review of the PEATREDD+ based on its institutional design and objectives described in its operating guidelines in order to identify progress in achieving its objectives and opportunities for improvement.

Upon review of the PEATREDD+ for the 2010-2014 period, it appears the Programs have promoted innovations in institutional frameworks and implemented more sustainable productive schemes that, according to local actor's opinions, have represented a valuable instrument to stop deforestation in forests and rainforests, but not degradation. It was found, however, that during this period of implementation, the Programs have not put in practice the intervention program conceptually proposed in the Forests and Climate Change Project and its operating guidelines.

Furthermore, this review provides evidence that to ensure the long term forest cover permanence it is necessary to implement the PEATREDD+ through improvements in investments' orientation, effective coordination among institutions, APDT and LDA operation, community and *ejido*³ empowerment and increased support for innovative productive schemes in coordination with other actors such as SAGARPA.

If PEATREDD+ do not make the changes needed to strengthen its operation, the programs risk replicating the traditional operational model of Conafor, squandering their ability to innovate, and over time losing much of their achievements in terms of forest and rainforest conservation through sustainable usage of forest lands and resources.

WHAT WERE THE MAIN FINDINGS OF THIS STUDY?

The PEATREDD+ have temporarily reduced deforestation, but still need to develop interventions that ensure the long term permanence of forest cover. The information available and the perception of local actors indicate that PES implementation along with other subsidies intended to strengthen landscape governance and implement innovative production schemes have in some regions helped to temporarily reduce deforestation (but not degradation). However, long-term forest cover permanence depends on the development of attractive economic alternatives that address land use change dynamics.

The PEATREDD+ have promoted the creation of APDT and LDA as fundamental elements to strengthen forest lands governance, but until now the role of these actors has been weak. The Programs recognize that the formalization of the JIMA legal concept and the establishment of the LDA are crucial to establishing effective governance models. However, lack of funding and agreements with CONAFOR have limited APDT's participation in the Program's operations. Also, the few LDA incorporated into PEATREDD+ schemes still need to establish comprehensive interventions in the area.

The PEATREDD+ represent a unique opportunity to improve forest policy and better regional level public policy coordination, however many barriers have prevented this. One objective of PEATREDD+ is to promote the harmonization of public policies to boost SRD, conservation and sustainable use of forest resources. However, lack of interest and political will to implement the intervention model designed for the Programs perpetuates the traditional form of labor within CONAFOR and other institutions.

The PEATREDD+ consider the implementation of multiple activities to have high potential to meet the objectives, however the activities financed until now have been implemented in isolation and have little institutional followup. This is mainly due to limited staff to monitor the PEATREDD+, the lack of mechanisms to incorporate the lessons learned and the lack of integration of APDT and LDA in the work scheme.

The PEATREDD+ still need to strengthen capacity building among forest resource owners and empower such groups on the management of their territories. It is still necessary that the Programs are translated into intervention strategies to strengthen capacities, rights over usage and community control over forest resources. TA's role is a limiting factor for this objective because sometimes the land management decisions are based on their interests, neglecting community needs.

The PEATREDD+ have the potential to maximize resource additionality through the proposed governance model. The investment the Programs represent should complement and enhance the results of other CONAFOR funded projects in focus regions, taking care to avoid directly supplementing the funding for other programs (*see Section “How do PEATREDD+ resources complement other CONAFOR Programs at the regional level?”*). It is necessary to implement the Programs’ proposed governance scheme to ensure that the Programs’ investments maximize their results, and ensure additionality and complementarity with other CONAFOR investments in the region.

The lack of interest in the PEATREDD+ is detrimental to Mexico’s unique opportunity to share its REDD+ experiences internationally. The international community has increased interest and support to establish the short and medium term REDD+ schemes at national and sub-national levels in order to test models and generate learning. In this context it is necessary to position and share Mexico’s accumulated experiences from preparation for REDD+ and, in particular, PEATREDD+ operations as valuable lessons that will support successful international level REDD+ model implementation.

Key **SUCCESS FACTORS** identified in the operation of PEATREDD +

1. Innovation in the operation of government resources at the regional level
2. Operation of APDT and LDA to boost coordination and governance
3. Trust among actors
4. Previous experience in interagency coordination
5. Development of interagency agreements
6. Design of PEATREDD + with a strategic focus
7. Inclusion of recommendations from local actors

Main **BARRIERS** identified in the operation of PEATREDD +

1. Lack of knowledge of the PEATREDD+ objectives and commitments on reducing emissions in the federal government
2. Lack of interest among institutional actors and political will on the part of government bodies
3. Prevalence of sectoral views
4. Inertia of traditional work patterns in CONAFOR and the rural sector
5. Lack of knowledge about the multiple causes of deforestation and forest degradation
6. Little recognition and support to the figure of APDT and charges
7. Little impetus for the recruitment and development of LDA
8. Lack of capacities
9. Scarce monitoring and evaluation of financed activities

PROPOSALS TO HELP PEATREDD+ IMPLEMENTATION MEET ITS OBJECTIVES

SUBSIDY CONCEPTS

- Condition the renewal of PES agreements on implementation of best management practices for the territory, active forest management, and sustainable development of productive activities to advance to the next Programs stage that achieve long term emissions reduction and rural development goals.
- Maintain and review the different subsidy concepts that form the PEATREDD+, mainly those pushing productive restoration, agroforestry systems, silvopasture, social capital development in the *ejidos* and communities, sustainable forest management for timber and non-timber forest products, and community forestry, among others.
- Increase the proportion of resources aimed at subsidy concepts that promote productive reconversion.
- Condition the PES to the identification and delimitation of a forested preserve within the plot, and to the commitment to not use that zone for uses other than conservation and sustainable forest products uses.
- Monitor the total conservation of the forest zone identified within the plot, instead of only monitoring the polygon incorporated to the PES scheme.
- Identify the financed activities effectiveness towards halting deforestation and forest degradation and to promote SRD.

COMMUNICATING PEATREDD+

- Generate a communication strategy towards rural sector governmental actors and stakeholders implementing the PEATREDD+, including forestland owners, to disseminate and promote national emissions reduction goals, REDD+ objectives, the PEATREDD+, and the proposed PEATREDD+ intervention model.
- Publish and facilitate understanding of regional deforestation and forest degradation diagnostics that were accounted for in the PEATREDD+

CAPACITY BUILDING

- Train beneficiaries, forestry promoters, TA, LDA, APDT, PEATREDD+ officials⁴, CONAFOR state officials, CONAFOR headquarters and others who know or have been involved in the process of PEATREDD+ to improve performance, ensuring the model's proper operation, and guarantee emissions reduction in the long run.
- Review productive technological packages for agroforestry modules, silvopastures, and others to improve and adapt them to different forest regions characteristics.

INSTITUTIONAL ARRANGEMENTS AND PUBLIC POLICY ALIGNMENT

- Ensure operation and endow economic resources to the APDT to fulfill the functions assigned to them in the PEATREDD+ operating guidelines.

- Ensure that other institutions recognize the APDT's function, the early action REDD+ objectives, and the benefits of aligning public policies.
- Remove barriers to working relationships between the APDT and other actors with whom they regularly interact in order to strengthen the regional governance schemes and generate patterns of cooperation.
- Consolidate the LDAs' participation in the PEATREDD+s' operation to fulfill the objectives that were set in the Programs.
- Set high performance standards for the LDA so they function like local level strategic project developers.
- Establish performance indicators that facilitate coordination and teamwork between divisions in CONAFOR implementing the PEATREDD+.
- Strengthen the role that PEATREDD+ officials play to promote coordination within CONAFOR.
- Strengthen the role that state governments play so as to harmonize the public policy affecting their regions.

EMPOWERING *EJIDOS* AND FOREST COMMUNITIES

- Create incentives that promote implementation and appropriation of local governance instruments such as the P-Predial, OTC, and internal regulations.
- Ensure beneficiaries' participation in the Technical Councils⁵ and their contribution to discussions by word and vote in order to incorporate their needs to the PEATREDD+.
- Strengthen forestry promoters who can serve as mediators between CONAFOR and TA, as well as serve as spokespeople for community needs and interests.





INTRODUCTION

As part of Mexico's efforts in preparing for REDD+, CONAFOR designed the PEATREDD+ and initiated implementation beginning in 2010, aiming to reduce deforestation and forest ecosystem degradation in specific regions, using as basis the **REDD+ Vision for Mexico** and the **National REDD+ Strategy**.⁶

CONAFOR implements and operates PEATREDD+ with financing from Mexico's federal budget and a Specific Investment Loan (SIL) and the Forest Investment Program (FIP) of the World Bank that constitute the Forests and Climate Change Project⁷. This project aims to support forest communities in Mexico so they can manage their forests sustainably, create social capital around forest protection and sustainable use, and generate additional revenue from forest products and services, including REDD+.⁸

As part of the component named "National level support for priority community programs," the Forests and Climate Change Project created the PEATREDD+ with the following objectives:⁹

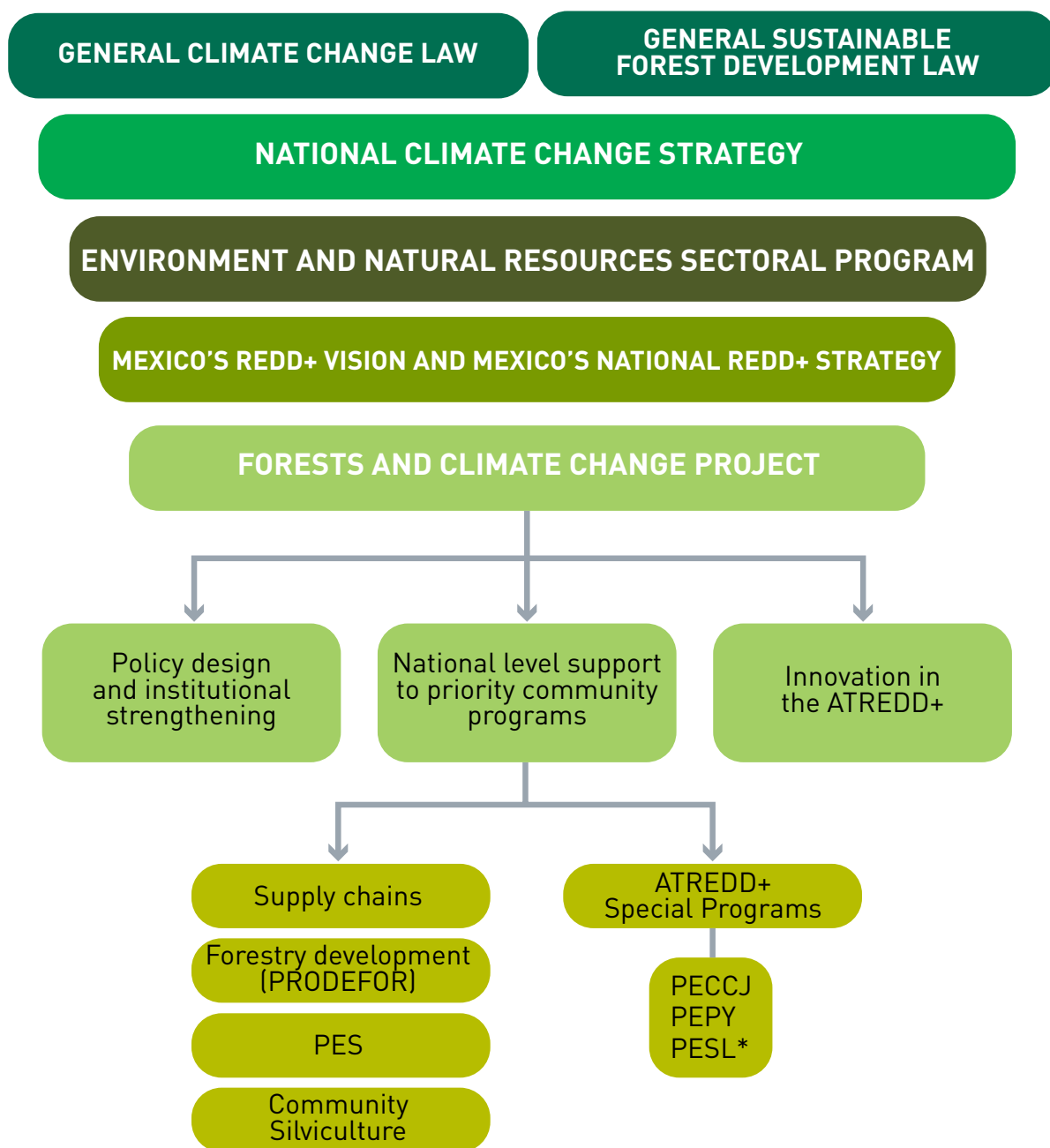
- Customize the Special Programs' operational guidelines in response to regional specificities.
- Implement diverse programs in an integrated manner based on a spatial analysis at the municipal or watershed level (rather than responding to individual demands).

- Promote territorial governance mechanisms (e.g. inter-municipal boards).
- Ensure the harmonization of public policies (e.g. PROCAMPO, PROGAN and SAGARPA's other incentive programs).
- Promote integrated municipal or regional level interventions, where forest management activities, soil restoration, reforestation, watershed protection, and pasture management are combined.
- Develop and test new models and tools that require field tests such as increasing access to credit for agroforestry and silvopastoral modules that improve forest cover; management of degraded forests with little commercial value, and support to communities with land tenure problems.

The goals described above are detailed in the PEATREDD+ operational guidelines **(see Annex 1)**.

Importantly, the development of PEATREDD+ is inserted into a framework of commitments and policies that the federal government has taken to achieve climate change targets **(see Figure 1)**.

Figure 1. Context of the PEATREDD+



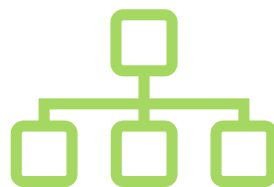
***The PESL does not receive financing from the Forests and Climate Change Project. Nevertheless, the PESL shares the same objectives and operation model as PEATREDD+.**



OBJECTIVES

This paper aims to review the PEATREDD+ to:

1. Identify the consistency of and response to the framework of federal government commitments;
2. Elucidate the functionality of the proposed Programs model and the results;
3. Identify opportunities and areas in need of improvement.



METHODOLOGY

For this study the operation of the three PEATREDD+ are analyzed: the PESL, PECCJ and the PEPY. In the case of PEPY only the states of Campeche and Quintana Roo were considered because they share the largest proportion of funds disbursed in the Yucatan Peninsula. The PEATREDD+ subsidy concepts catalog is in **Annex 2. Annexes 3-5** have profiles which identify the main challenges and opportunities for improvement in each region analyzed.

The study comprises two types of analysis: one on PEATREDD+ resource distribution and another on its operation in each region.



ANALYSIS OF PEATREDD+ SUBSIDY ALLOCATION

Resource distribution for each PEATREDD+ was analyzed geographically and between subsidy types. PEATREDD+ resource distribution in conjunction with the PRONAFOR were also analyzed to identify resource additionality and complementarity between financed actions. The results of this analysis are presented in the infographic “Analysis of PEATREDD+ subsidy allocation”.

ANALYSIS OF PEATREDD+ OPERATIONS

Forty-six semi-structured interviews were conducted with respondents involved in the PEATREDD+ implementation process. Respondents were actors at all levels and types of responsibility:¹⁰ beneficiaries, forestry promoters, TA, LDA, APDT, PEATREDD+ officials, CONAFOR state officials, officials at CONAFOR’s headquarters, academics and others who know about or have been involved in the process. Once the information was collected, seven themes emerged that distinguish PEATREDD+ from other CONAFOR programs. The discussion topics are:

- Addressing local conditions and causes of deforestation and forest degradation.
- Inter-institutional coordination, coordination within CONAFOR and public policy harmonization.
- Promotion of integrated interventions that combine forest management, soil restoration, reforestation, watershed protection and pasture management activities.
- Learning approach through documenting experiences and incorporating changes for continuous PEATREDD+ improvement.
- Development of territorial governance mechanisms (APDT and LDA).

- Empowerment of forest communities for decision-making and territorial management.
- Promotion of innovative production investments (agroforestry and silvopasture management modules, and secondary forest management / *manejo de acahuales*).

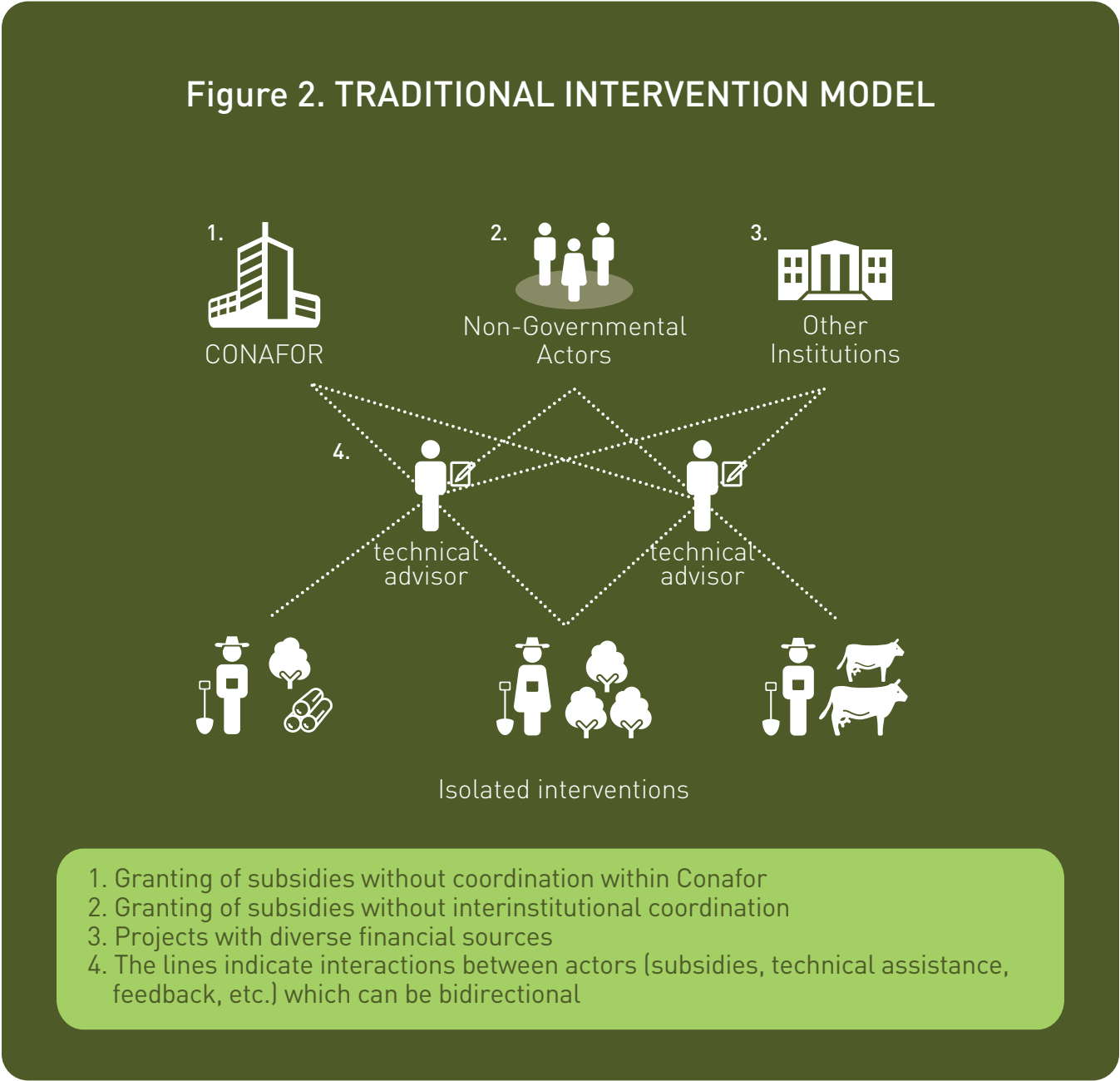
These seven themes were identified by analyzing the objectives set out in the Forests and Climate Change Project, in the PEATREDD+ guidelines¹¹ and the comparison between CONAFOR’s traditional model and the one proposed by the PEATREDD+ model presented in **Figure 2 and 3**.

This study’s findings respond to three questions:

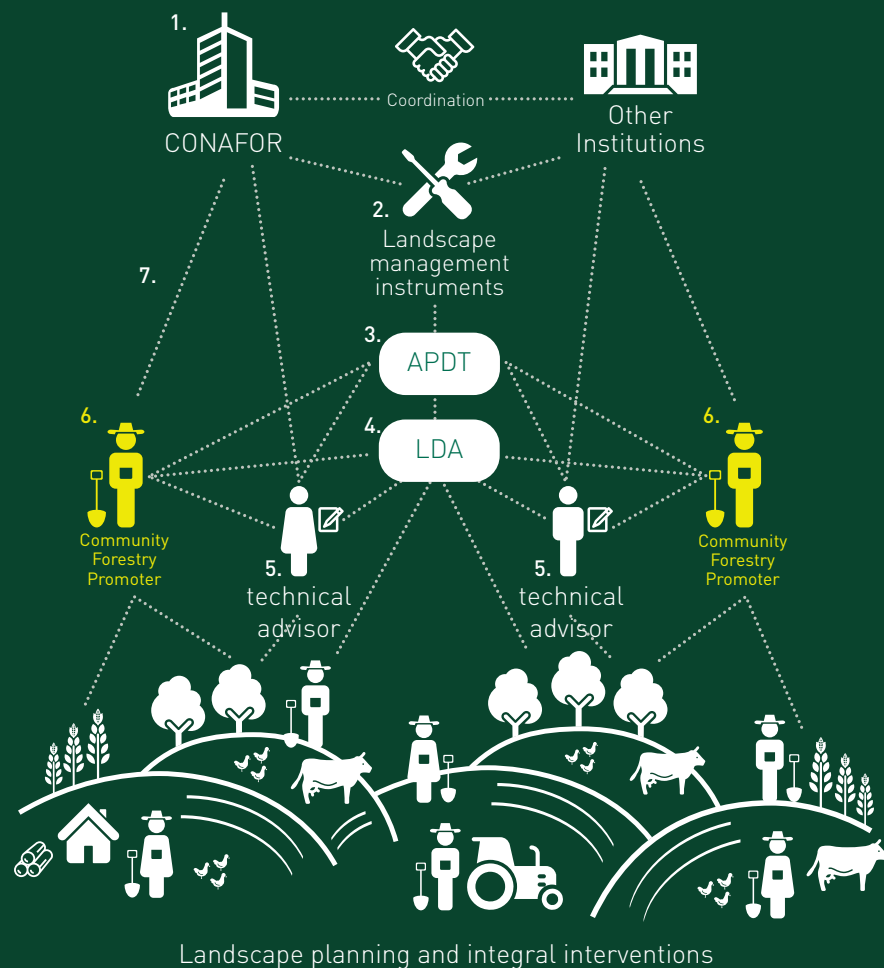
- 1. Has CONAFOR adopted changes in its approach due to PEATREDD+ implementation?**
- 2. Have the PEATREDD+ been implemented with a regional vision?**
- 3. Are we seizing the opportunity to innovate the focus of forest policies?**

It is important to note that interviews for this study did not incorporate all of the actors involved in PEATREDD+ design and operation. Nor does the study seek to exhaustively analyze each of the identified issues. However, it represents a first review of PEATREDD+ that takes into account subsidy distribution and the different perspectives of the actors involved.

Figures 2 and 3. Diagrams comparing the traditional intervention model in the rural sector and the one proposed by PEATREDD+



**Figure 3. OPERATIONAL MODEL
PROPOSED BY THE PEATREDD+**

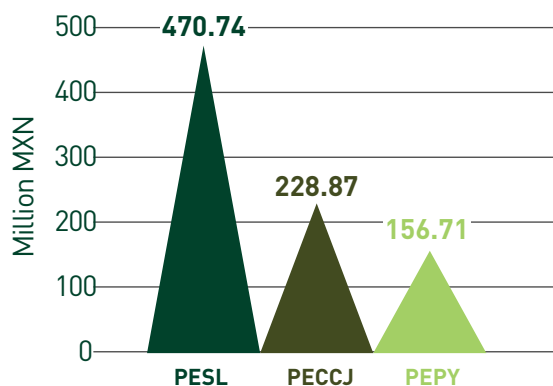


1. Coordination within Conafor for subsidy allocation
2. Effective use of instruments for community landscape planning
3. Integral financing for SRD at regional level
4. Regional level strategic projects planning and execution
5. Services for applying to financial resources and technical assistance based on the beneficiary needs
6. Spokesperson for community needs and interests to liaise with the other actors
7. The lines indicate interactions between actors (subsidies, technical assistance, feedback, etc.) which can be bidirectional

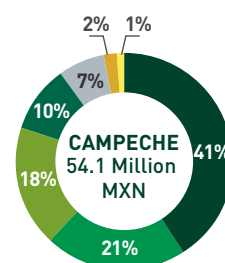
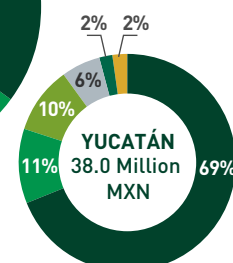
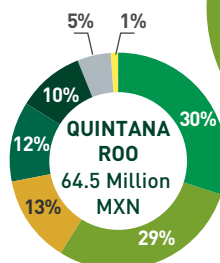
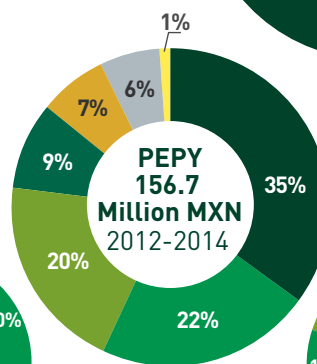
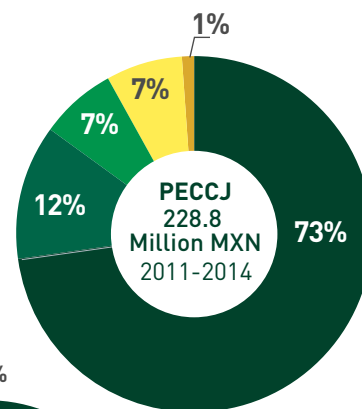
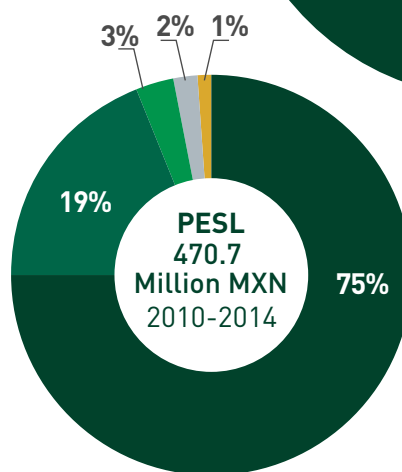
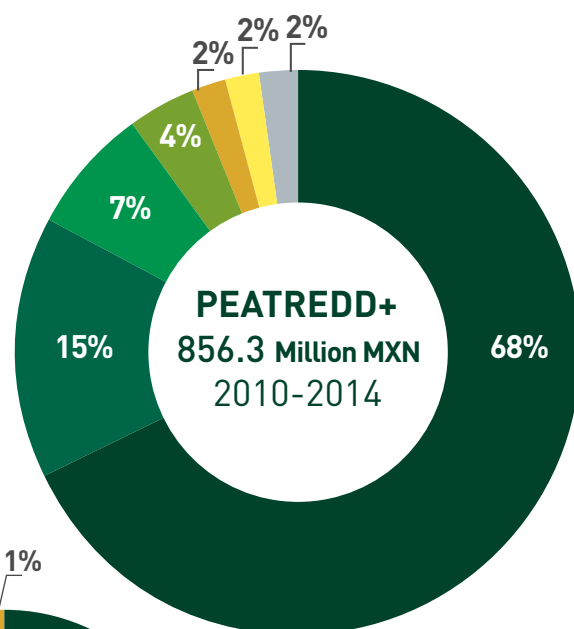
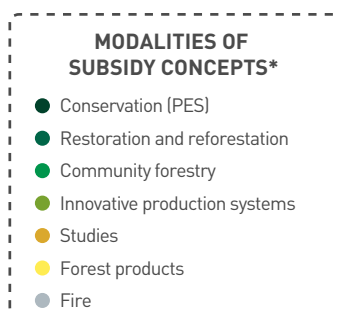
ANALYSIS OF PEATREDD+ SUBSIDY ALLOCATION (INFOGRAPHIC)

GENERAL ANALYSIS

RESOURCES SPENT BY
PEATREDD+, 2010- 2014



RESOURCE DISTRIBUTION AMONG PEATREDD+
SUBSIDY CONCEPTS, 2010-2014










The PEATREDD+ have funded MXN 856 million from 2010 to 2014. 55% of the resources have been directed to PESL, 26% to PECCJ and 18% to PEPY. This distribution is influenced by the duration of each program: PESL from 2010-2014, PECCJ from 2011-2014, and PEPY from 2012-2014. However, it is also important to consider the extension of the eligible area since the PEPY covers regions in three states while the PESL only one region of Chiapas.








Most resources were granted as PES leaving little room for implementing other investments. The distribution of resources in Quintana Roo is the exception since there is higher concentration on the Forest products and Innovative production systems categories.

*See Annex 2 for each subsidy concept category's components

PEATREDD+ allocation of resources by year, 2010-2014 (PESL, PECCJ, PEPY)

									
	Forest Products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community Forestry	Total MXN	%
2010	-	\$61,378,385	-	-	-	-	-	\$61,378,385	7%
2011	\$685,188	\$101,743,585	\$1,080,000	\$2,624,500	\$268,140	\$38,527,207	\$3,949,647	\$148,878,267	17%
2012	\$1,815,563	\$57,280,443	\$720,000	\$5,021,701	-	\$29,611,938	\$18,048,498	\$112,498,143	13%
2013	\$9,841,841	\$199,297,257	\$1,283,062	\$11,341,784	\$11,692,423	\$49,457,842	\$22,561,619	\$305,475,828	36%
2014	\$4,151,791	\$155,770,040	\$14,670,123	\$1,031,681	\$20,477,258	\$13,005,098	\$18,991,831	\$228,097,821	27%
TOTAL MXN	\$16,494,383	\$575,469,709	\$17,753,185	\$20,019,666	\$32,437,821	\$130,602,085	\$63,551,595	\$856,328,443	100%
%	2%	67%	2%	2%	4%	15%	7%	100%	

Allocation of resources in each PEATREDD+ according to subsidy modalities, 2010-2014

									
	Forest Products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community Forestry	Total MXN	%
PESL	\$123,165	\$353,428,124	\$5,716,124	\$9,783,565	-	\$89,433,187	\$12,260,274	\$470,744,439	55%
PECCJ	\$15,325,014	\$167,131,894	\$1,588,026	\$1,143,500	\$268,140	\$27,094,208	\$16,320,111	\$228,870,893	27%
PEPY	\$1,046,204	\$54,909,691	\$10,449,035	\$9,092,601	\$32,169,681	\$14,074,690	\$34,971,210	\$156,713,112	18%
TOTAL MXN	\$16,494,383	\$575,469,709	\$17,753,185	\$20,019,666	\$32,437,821	\$130,602,085	\$63,551,595	\$856,328,443	100%
%	2%	67%	2%	2%	4%	15%	7%	100%	

How do PEATREDD+ resources complement other CONAFOR programs at the regional level?

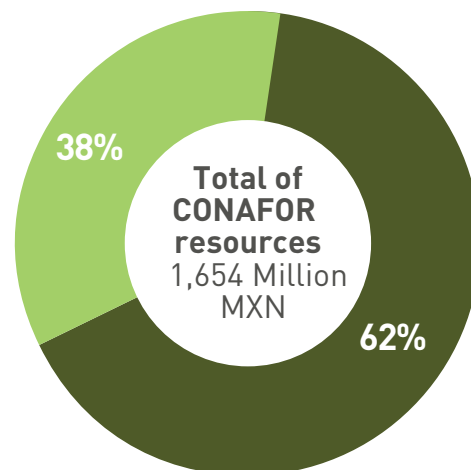
The information available** does not allow a conclusion on whether PEATREDD+ generate additional results for other CONAFOR investments. However, the graphics for PECCJ and PESL indicate that their distribution behaves similar to other CONAFOR programs. In both there is a majority focus on PES and Restoration and Reforestation and fewer resources to other categories such as Community forestry, Fire management and Research.

In the case of PEPY, it is observed that the PEATREDD+ investments are minimal compared with other programs operating in the region. For the PEATREDD+ to generate an impact it is necessary to operate the governance model incorporating other CONAFOR programs.

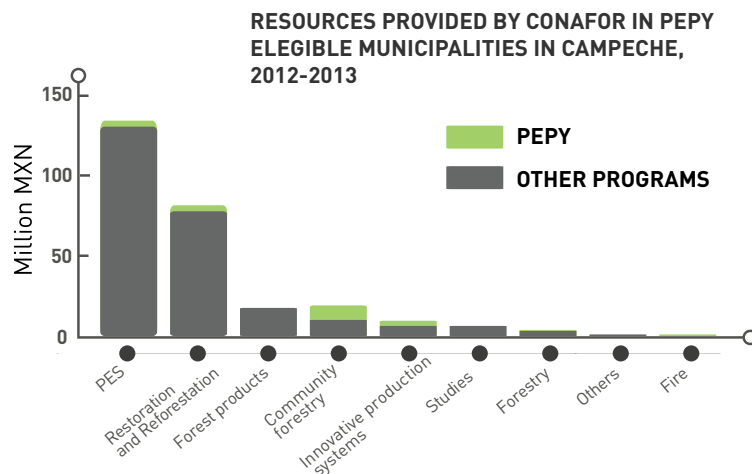
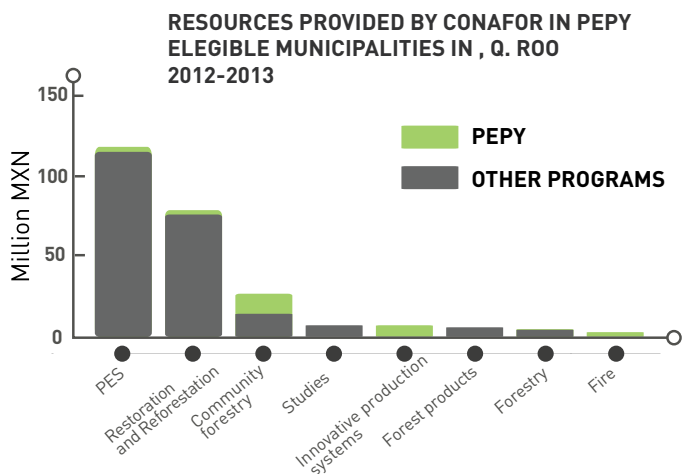
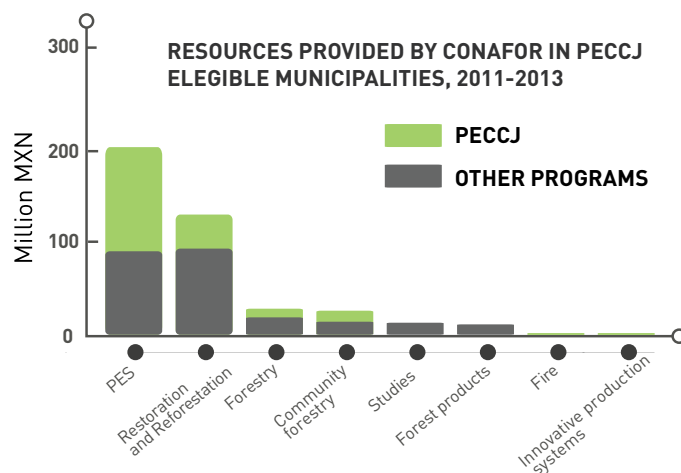
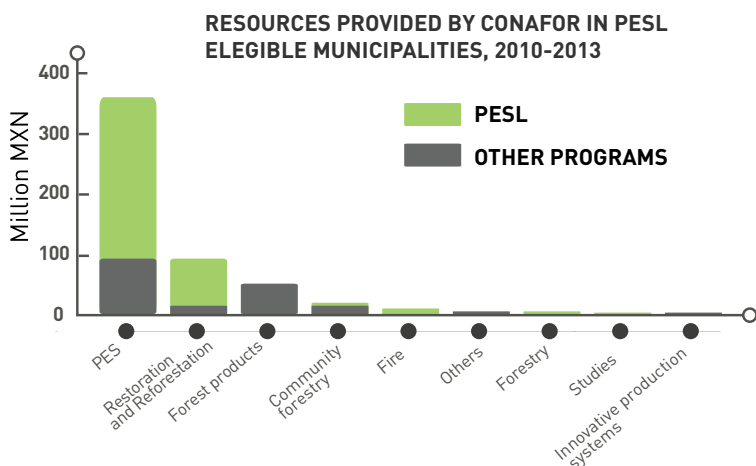
*** In some cases the subsidy information is incomplete so this infographic analyzes approximately 95% of the information published by CONAFOR of 2010-2013.*

General note: Some amounts are not representative in the scale of graphs below. To see in detail the amounts allocated by each PEATREDD+ see annexes 3 to 5.

DISTRIBUTION OF INVESTMENTS MADE BY CONAFOR IN THE PEATREDD+ REGIONS, 2010-2013



- PEATREDD+
- Other Conafor programs

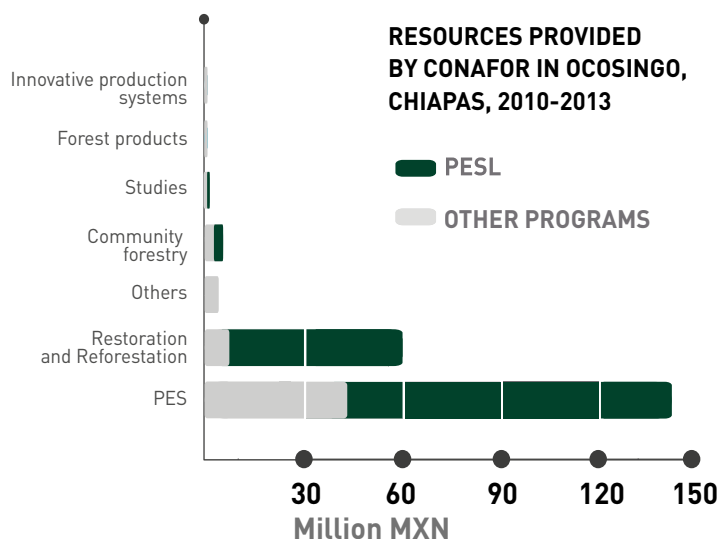


How do PEATREDD+ resources complement other CONAFOR programs at the local level?

Case studies

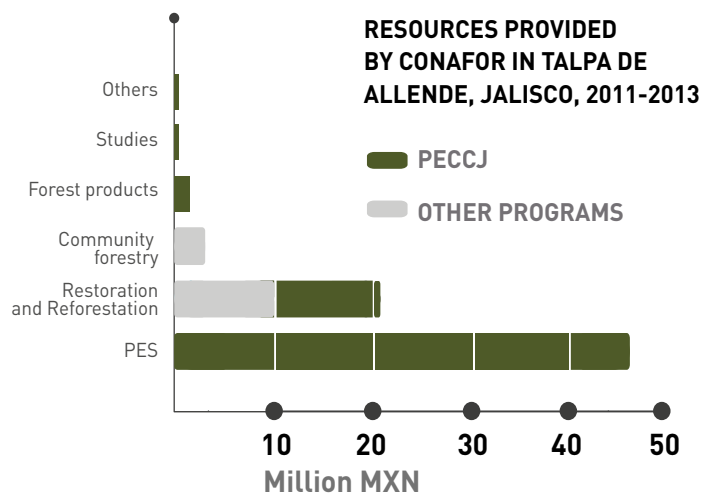
IN OCOSINGO

Observations in Ocosingo show there is a similar distribution to the general PESL.



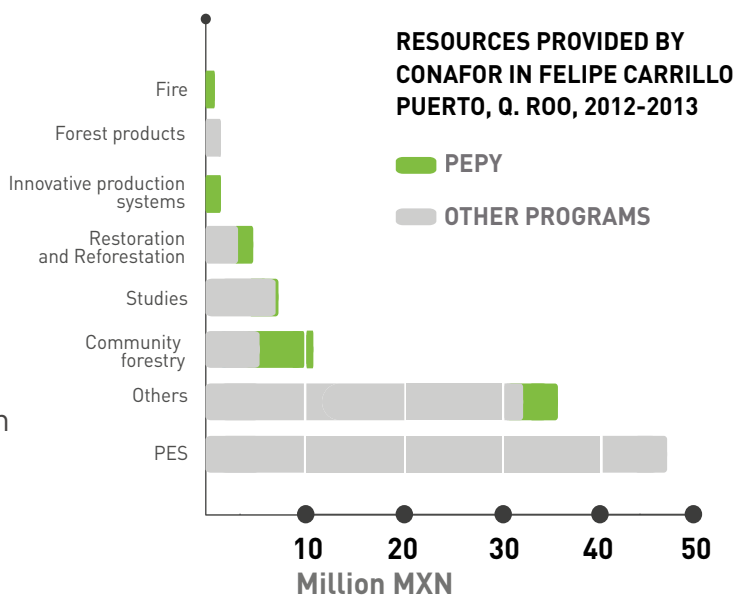
IN TALPA DE ALLENDE

In Talpa de Allende, it is observed that the PECCJ subsidies are complementary to other programs, except for support for restoration and reforestation.



IN FELIPE CARRILLO PUERTO

In Felipe Carrillo Puerto it is observed that the PEPY provides support in Fire management and Innovative production systems that are not covered by other CONAFOR programs in the region.



LOCAL AND NATIONAL ACTORS' PERCEPTIONS OF PEATREDD+

LOCAL AND NATIONAL ACTORS’ PERCEPTIONS OF PEATREDD+

Information from the interviews was analyzed based on the seven analysis themes as detailed in the Methodology section. Below is a table summarizing the most frequent interview responses.

OBJECTIVE	Addressing local conditions and causes of deforestation and forest degradation
PESL	<ul style="list-style-type: none">• Beneficiaries and actors do not consider that the PESL promote a SRD approach• PES has contributed to temporarily halt deforestation in some areas but does not address deforestation’s causes through capacity building and developing economic alternatives• PES is not considered as the best strategy to address deforestation in the LR• Limited knowledge about forest degradation’s causes
PECCJ	<ul style="list-style-type: none">• The PECCJ stopped deforestation in oak forests through PES which in some cases is granted in association with fire management activities• The PECCJ has not stopped deforestation from farming, mining, pests, and fire and has not responded to border conflicts and lack of governance• There is only one published deforestation study to guide the PECCJ attentions in the JIRA watershed
PEPY	<div>CAMPECHE<ul style="list-style-type: none">• More research that validates the PEPY’s subsidy application is needed and should be taken into account• The PES in <i>cenotes</i>¹² and permanent water bodies takes regional particularities into account, but it is unknown whether land use change in those areas is a risk• PEPY does not address deforestation’s root causes in the region (agribusiness, preference for private investment and private tourism)• Scarce knowledge about forest degradation’s causes</div> <div>QUINTANA ROO<ul style="list-style-type: none">• In Quintana Roo, the PEPY is tending to degradation caused by isolated cases of biodiversity loss, but is not addressing changes of forest land to mechanized agriculture• A study on deforestation in Quintana Roo has not been developed or employed to guide PEPY implementation• The PEPY has not addressed the lack of policy alignment and other issues important to rural producers</div>

OBJECTIVE

Inter-institutional coordination, coordination within CONAFOR and public policy harmonization

PESL

- The Technical Council and the PESL Operating Group only work to validate CONAFOR's decisions to grant subsidies
- The lack of coordination between the offices of General Coordinations at CONAFOR's headquarters prevents PESL's adequate and transversal operation
- The PESL official has limited functional reach because CONABIO and CONAFOR (headquarters) relegate its importance
- The lack of integration between APDT (CONABIO) and CONAFOR work schemes generates two divergent PESL operating processes

PECCJ

- CONAFOR headquarters directs PECCJ implementation without the involvement of Conafor's managerial office in Jalisco
- Some actors in the PECCJ Technical Council participate at limited levels
- PROGAN's grants are more attractive than the subsidies offered by the PECCJ
- The JIMA are not actively implementing the PECCJ due to the lack of funding and the lack of a formal agreement with CONAFOR

PEPY

CAMPECHE

- Other actors that are important for PEPY (e.g CONAGUA and watershed authorities) are not sufficiently involved in the implementation of the program
- CCRB's limited participation in implementing PEPY prevents better results
- SMAAS and CONAFOR have coordinated to avoid duplicate subsidies
- The PEPY has not achieved intersectoral policy alignment and its alignment with the needs of *ejidos* and communities in the region

QUINTANA ROO

- CONAFOR at the federal and state level coordinate to allocate subsidies
- PEPY participants' political will has contributed to strategic vision and innovation in the Program
- CONABIO has facilitated coordination between participants and has focused the Program
- There is a scarce SAGARPA involvement in PEPY implementation
- The state government is committed to the Program due to a climate agreement signed by Yucatan Peninsula's states

OBJECTIVE

Promotion of integrated interventions that combine forest management, soil restoration, reforestation, watershed protection and pasture management activities

PESL

- The PESL subsidies do not result in synergistic and integrative activities in the territory due to the weight given to the PES, the lack of a comprehensive long-term strategy, and the lack of leadership and coordination among actors

PECCJ

- The PECCJ has allocated most of its resources as PES, reflecting a lack of diversification and integration of the activities promoted

PEPY

CAMPECHE

- PEPY has failed to manage—in an orderly fashion—subsidies that promote integrated landscape level interventions

QUINTANA ROO

- The PEPY subsidies provided have been integrated over time since planning subsidies were promoted at the Program's beginning and subsidies for productive investment were promoted in subsequent years
- The low presence of *cenotes* in Quintana Roo has limited the prominence of PES for water bodies and *cenotes* in the state



OBJECTIVE

Learning approach through documenting experiences and incorporating changes for continuous PEATREDD+ improvement

PESL

- It is necessary that evaluations are undertaken to learn the activities' effectiveness and the fulfillment of objectives in the Program's four year experience
- The PESL verifications are not exhaustive, constant nor sufficient given the short availability of CONAFOR staff and lack of coordination between CONAFOR and CONABIO
- CONAFOR at the state level has little room to generate recommendations and observations to the PESL given the control that CONAFOR headquarters exercises, which dictate the content of the Program's guidelines and resource allocation
- The role of the PESL's Technical Council and Operating Group is limited to auditing and resource allocation decisions, rather than to provide feedback for Program improvement

PECCJ

- The verifications have not been thorough
- CONAFOR headquarters has received little feedback for continuous Program improvement, except for rare cases where the JIMA have included new vegetation and polygons to the PECCJ and modified the Program's guidelines

PEPY

CAMPECHE

- CONAFOR's PEPY verifications are insufficient and not comprehensive
- Actor generated comments are not incorporated in to the guidelines by CONAFOR headquarters
- Some recommendations are not adopted due to lack of political will, such as the promotion of secondary forest management (*manejo de acahuales*)

QUINTANA ROO

- The learning process for PEPY's development is dominated by CONAFOR's headquarters, however local actors (CONAFOR at state level, the Technical Council and CCRB) have been able to incorporate Program improvements
- Agroforestry module subsidies have been enhanced over time thanks to feedback, stakeholder discussions, and the calculation of the adequate costs associated with establishing modules

OBJECTIVE

Development of territorial governance mechanisms (APDT and LDA)

PESL

- Regional organizations, communities and TA capacities have been strengthened and the communication between CONABIO and rural development agencies is strong
- The local and landscape governance in the PESL is weak due to the lack of agreements between PESL actors, the difficulty of developing JIMA, conflicts between indigenous groups and land grabbing processes
- There is a tense relation between the APDT (CONABIO) and TA which prevents the establishment of joint work plans

PECCJ

- The JIMA have not promoted landscape governance due to the lack of funding and the lack of agreements with CONAFOR

PEPY

CAMPECHE

- The forest land owners identified the PEPY as a source of temporary employment and not as a program that fosters SRD
- TA lack the capacity to integrate and manage the support and subsidies granted by various institutions in the region in order to meet beneficiary needs, develop skills and generate productive processes
- The PEPY has not contributed to solving local governance issues, the *ejido* internal organization, private investment pressure, and land grabbing processes

QUINTANA ROO

- AMUSUR's creation sets the first steps for the development of PEPY governance schemes, however it has to be consolidated through agreements with CONAFOR and financing
- Local actors do not have incentives to work under AMUSUR's proposed governance scheme
- The LDA have not contributed to strengthening PEPY's proposed governance scheme.



OBJECTIVE

Empowerment of forest communities for decision-making and territorial management

PESL

- The PESL has failed to create and develop SRD capabilities due to the paternalistic view that governmental programs encourage, and CONAFOR's and TA's lack of capacity and vision of to go beyond the PES
- TA and LDA have not had the capacity to promote process ownership by *ejidos* and communities related to integrated landscape management

PECCJ

- The PECCJ has been insufficient to develop the capacities of forestry promoters, *ejidos* and communities to manage their forests, seize business opportunities or apply PECCJ in an integrative manner
- The TA, due to lack of skills and commitment to the *ejidos*, have failed to make use of PECCJ to build capacities and empower beneficiaries
- LAIF's funding has managed to promote *ejido* and community organizations while the PECCJ has failed to accomplish these goals

PEPY

CAMPECHE

- Forestry promoters sometimes follow TA instructions which undermines the promoters' potential to strengthen their decision-making capabilities and community/*ejido* empowerment
- The productive opportunities that PEPY offers are not well known to beneficiaries

QUINTANA ROO

- Regional alliances formed by forest producers have contributed to strengthening local governance
- The PEPY has strengthened *ejido* and community capacities by promoting: 1) forestry promoters, 2) forums to socialize PEPY, 3) agroforestry modules and, 4) direct payments to beneficiaries without TA intervention
- Some barriers that impede PEPY's ability to strengthen local governance are private investor influence, the failure in paperwork design and TA intervention quality

OBJECTIVE

Promotion of innovative production investments (agroforestry and silvopasture management modules, and secondary forest management / *manejo de acahuales*)

PESL

- The PESL is perceived as a PRONAFOR program at scale which leaves little room for innovation
- PESL resource allocation is defined in CONAFOR headquarters and is mostly intended for PES
- The TA lack capacity to promote innovative SRD projects with a landscape approach

PECCJ

- The lack of capacity in the Program's different actors, particularly the TA, to support innovative approaches such as agroforestry and silvopastoral modules has limited the development of these activities through PECCJ

PEPY

CAMPECHE

- The national legislation and insufficient knowledge about secondary forest dynamics within some authorities are barriers to promote the management of these systems (*manejo de acahuales*)
- It is recognized that agroforestry modules can generate social, environmental and economic benefits
- There are several reasons for low adoption of agroforestry modules: lack of state level promotion from CONAFOR, TA lack of interest, technical difficulties associated with the activity and inadequate incentives to ensure their maintenance over time

QUINTANA ROO

- It is recognized that agroforestry modules have contributed to innovation in Quintana Roo
- The following factors explain agroforestry module adoption: inter-agency coordination, the Program's productive approach, agroforestry module's cultural roots in the region, capacity building and empowerment of beneficiaries
- PEPY does not consider other regionally important value chains such as coal production





CONCLUSIONS

1. HAS CONAFOR ADOPTED CHANGES IN ITS APPROACH DUE TO PEATREDD+ IMPLEMENTATION?

The PEATREDD+ have great potential to innovate forest policy implementation but face barriers to advance an intervention scheme in forest regions based on intersectoral coordination, public policy harmonization, and joint action of ADPT, LDA and TA. PEATREDD+ operations fail to consider that inter-agency coordination represents a new way of working which, to break with sectoral visions, requires capacity building and establishing cross-cutting objectives.

There is weak intersectoral coordination, within CONAFOR and between CONAFOR's management levels (headquarters and state-level divisions) which has hindered the achievement of PEATREDD+ objectives for consolidated integrated interventions. Among the foremost reasons there is a lack of political will to implement the PEATREDD+ model and insufficient coordination strategies between CONAFOR, other government agencies, APDT, LDA and TA.

It is still necessary to develop the proposed PEATREDD+ operational model and thus change the work plan that guides the CONAFOR actions and other stakeholders in the process. While there are coordination achievements in the regions where PEATREDD+ is in operation, a greater commitment is required from CONAFOR and government institutions to recognize, adopt and implement the proposed operational model. In this sense, the APDT have facilitated interagency coordination in some regions, like in Quintana Roo. However, in other regions the APDT have faced various obstacles to coordination or have not had the capacity to incite change so their role as agents responsible for articulating the strategic planning processes in the landscape is significantly constrained to the operation model's detriment. Furthermore, given the sparse application of subsidies that characterizes the traditional CONAFOR mode of operation, it is necessary to ensure the success of PEATREDD+ and drive its development towards strengthening comprehensive interventions.

2. HAVE THE PEATREDD+ BEEN IMPLEMENTED WITH A REGIONAL VISION?

It is necessary to develop PEATREDD+ potential to implement comprehensive intervention strategies based on local and regional problems. The PEATREDD+ are based on the principle of being “tailored” and respond to priority area particularities in the ATREDD+ regions. However, existing challenges for the consolidation proposed by the PEATREDD+ operation model and, specifically, the lack of capacity that hinders the development of cooperation schemes between APDT, LDA, TA and CONAFOR negatively affect the identification and integration of appropriate policies and technical activities at the regional and local levels.

Subsidy distribution so far indicates that the PEATREDD+ are largely focused on PES provision rather than on other subsidy concepts. The PES has contributed in some regions to curb deforestation and gain time to create favorable conditions for sustainable landscape management. However, it is now necessary to transcend the contracts of limited duration and focus the PEATREDD+ subsidies into productive alternatives that guarantee forest cover permanence and the achievement of both emissions reductions goals and SRD objectives, considering each region’s needs and potential.

It is essential to address the beneficiaries’ priority needs and interests and incorporate their feedback in the PEATREDD+. In this regard it is necessary that the Programs generate capacity in forest communities and *ejidos* to strengthen decision-making concerning landscape management activities. In this sense, PEATREDD+ must also support forestry promoters due to its great potential to communicate landowners’ needs to TA and CONAFOR, thus ensuring that the PEATREDD+ meet the specific local and regional needs.



3. ARE WE SEIZING THE OPPORTUNITY TO INNOVATE THE FOCUS OF FOREST POLICIES?

The development of the PEATREDD+ offers the opportunity to efficiently spend public funding, fulfill agreed upon commitments and generate economic returns. The Programs contribute to meeting the goals linked to the development of forest communities and *ejidos* and REDD+ under the national climate and SRD policy framework. Furthermore, this investment attempts to implement long-term actions to improve government institution performance since it is linked to a public credit with the World Bank that transcends the limits of national governmental administrations.

CONAFOR has untapped innovation potential offered by the proposed PEATREDD+ operating model. The Programs' proposed governance model is not yet operational, preventing progress on coordinated actions in the territory and that other CONAFOR programs are incorporated under the model. Thus, the PEATREDD+ have not innovated CONAFOR's operation, which then continues to implement activities in isolation. CONAFOR's work remains misaligned with other institutions, particularly with SAGARPA. This is explained by the lack of promotion and negotiation regarding the proposed PEATREDD+ model which has prevented its adoption by other institutions.

It is still possible to take advantage of this investment, for which it is necessary to prioritize PEATREDD+, document and correct the errors found and eliminate the barriers identified. This investment aims to create experiences that lead to a new way of working in the REDD+ context. Therefore, it is necessary to identify and document the resulting challenges and achievements. The adequacy of the Programs based on this learning may facilitate compliance with nationally agreed climate change mitigation and adaptation goals and with SRD objectives. Also, the PEATREDD+ represent a unique opportunity to enrich the international discussion with lessons on how to implement REDD+ successfully on national and subnational scales.





ANNEX 1.

PEATREDD+ SPECIFIC OBJECTIVES ACCORDING TO THE 2014 OPERATING GUIDELINES

- Promote technical studies to identify alternative production techniques and management methods for natural resource conservation and deforested and degraded areas recovery.
- Promote capacity building in *ejidos* and communities to foster organization, management, conservation, restoration and sustainable use of natural resources.
- Develop, strengthen and consolidate rural development processes based on social and economic valuation of forest biodiversity and forest ecosystem resources using local knowledge and traditional management.
- Promote forest resource production systems by utilizing technical and scientific information, as well as local knowledge and traditional forest management techniques.
- Encourage payments for ecosystem services in different ways to incentivize natural resource preservation.
- Promote productive diversification through project management and sustainable wildlife, timber, and non-timber forest product uses.
- Train *ejidos* and communities in wildfire prevention, protection, and management.
- Promote the establishment of agroforestry systems, silvopasture and other innovative production schemes that simultaneously guarantee food security to people who inhabit the forests and comprehensively, complementarily, and specifically restore degraded areas.
- Promote and encourage community plans for prevention, protection and fire management.
- Promote sustainable development schemes through improved forest harvesting techniques serving as best practices for sustainable natural resource management.
- Promote, support and guide efforts to conserve and restore regional ecosystems.
- Promote the protection, restoration and conservation of the PEATREDD+ ecosystems by inducing natural regeneration, reforestation, riparian restoration and activities focused on forest protection.

ANNEX 2.

CATALOG OF PEATREDD+ SUBSIDY CONCEPTS

The clustering of subsidy concepts changes sometimes with the release of new operating guidelines. This paper organized the various subsidy concepts in the following seven categories based on the ways in which they are offered:

1. **COMMUNITY FORESTRY**

Participatory rural evaluation

OTC

P-Predial

Component of the Integral Intervention and Technical Assistance Project

Workshops for the development or modification of internal regulations or communal statutes

Workshops and training courses

Community Forestry Promoter

Seminars from community to community

Didactic workshops for environmental education

Local Development Agency

Community forest nurseries

Committees for participatory vigilance

2. **STUDIES**

Environmental impact assessment

Forest management program for timber extraction

Wildlife management plan

DTU

Specialized Technical Studies for: the recovery of degraded areas, use of non-timber forest resources, forest germplasm collection, establishment of silvopastoral and /or agroforestry modules, establishment and management of areas of high conservation value, productive alternatives in forest ecosystems, establishment and management of community conservation areas

3. **FIRE MANAGEMENT**

Preparation and implementation of a community plan for the prevention, protection and management of fire

4.

INNOVATIVE PRODUCTION SYSTEMS ¹³

- Establishment of agroforestry modules
- Establishment of silvopastoral modules
- Modules for secondary forest management (*manejo de acahuales*) with productive reforestation
- Maintenance of agroforestry modules

5.

RESTORATION AND REFORESTATION

- Reforestation and re-vegetation
- Removal of unwanted vegetation
- Practices for the conservation of vegetation and soil restoration
- Practices for the recovery of natural vegetation
- Fences
- Protection of contiguous reforestation
- Maintenance of reforestation in restored areas
- Vigilance and fire protection
- Protection against pests and diseases
- Berms and soil tilling with machinery
- Fire breaks
- Terraces and dams
- Slope stabilization
- Opportunity cost
- Fertilization
- Technical assistance

6.

FOREST PRODUCTS

- Timber harvesting through forest management
- Non-timber and wildlife harvesting through forest management
- Promotion of regeneration in tropical areas under management
- Management practices for non-timber harvesting
- Management practices for utilization of wildlife
- Management practices on farms with timber production and biodiversity conservation
- Modernization of forestry

7.

CONSERVATION (PES)

- Payment for Ecosystem Services
- PES in *cenotes* and restored water bodies / permanent water bodies
- Best management practices on land with PES

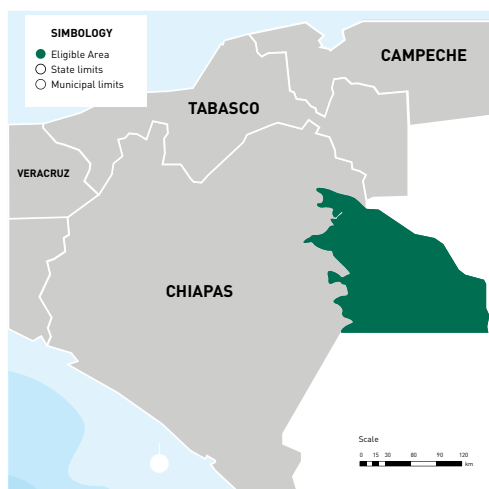
ANNEX 3.

PESL: CHALLENGES AND OPPORTUNITIES

APDT

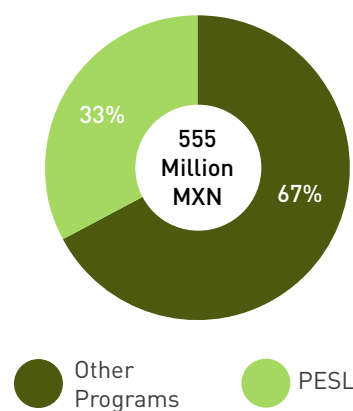
Mesoamerican Biological Corridor CONABIO

ELIGIBLE AREA TO PESL IN 2014¹⁴



Source: CCMSS with information from Conafor, 2014

Resources provided by CONAFOR in the **PESL region, 2010-2013**



CONAFOR programs operating in the region of PESL attention, 2010-2013

- Training, Technology Transfer and Adjustment
- Dendro-energy
- Community Development Forestry in the Southern States (DECOFOS)
- Community Forestry Development
- Commercial Forest Plantations
- Reforestation
- Restoration and Conservation of the Grijalva River Basin and Coastal Chiapas
- Forest Sanitation
- Environmental Services
- Nature Tourism

CHALLENGES

1. Resolve conflicts that hinder cooperation between CONABIO acting as APDT in Chiapas and other actors with whom they interact in order to strengthen the regional governance schemes and generate patterns of cooperation.
2. Ensure participation of Chiapas Conafor division in defining the PESL guidelines along with CONABIO-CCRB.
3. Encourage APDT to coordinate with agencies and actors mediating conflicts between communities in Chiapas.
4. Strengthen *ejido* and community ownership over comprehensive landscape management processes.
5. Develop TA and LDA capacity to promote innovative projects with a comprehensive landscape view of SRD.

OPPORTUNITIES

1. Incorporate the fostering of innovative production models as subsidy concepts in PESL.
2. Develop strategies that go beyond the PES and that will generate economic alternatives to halt forest land use change and ensure forest cover type permanence.
3. Incorporate lessons learned from interagency coordination achieved by federal government agencies (SAGARPA-SEMARNAT-CONANP and CONAFOR) in collaboration with the state government that have operated in the region with CONABIO through the CCRB.
4. Undertake assessments of the effectiveness of the subsidy concepts and fulfillment of objectives that consider all four years of Program operation.

Resources disbursed by the PESL, 2010-2014



Forest products



Conservation (PES)



Studies



Fire



Innovative production systems



Restoration and Reforestation



Community forestry

Total MXN

%

	Forest products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community forestry	Total MXN	%
2010	-	\$61,378,385	-	-	-	-	-	\$61,378,385	13%
2011	-	\$79,575,506	\$1,080,000	\$2,250,000	-	\$20,552,631	\$2,288,736	\$105,746,873	22%
2012	\$123,165	\$53,695,982	\$720,000	\$1,708,300	-	\$18,191,176	\$5,912,120	\$80,350,743	17%
2013	-	\$92,712,150	\$398,000	\$4,793,584	-	\$42,282,793	\$1,341,800	\$141,528,327	30%
2014	-	\$66,066,102	\$3,518,124	\$1,031,681	-	\$8,406,587	\$2,717,618	\$81,740,112	17%
Total MXN	\$123,165	\$353,428,124	\$5,716,124	\$9,783,565	-	\$89,433,187	\$12,260,274	\$470,744,439	100%
%	0%	75%	1%	2%	0%	19%	3%	100%	

ANNEX 4.

PECCJ: CHALLENGES AND OPPORTUNITIES

APDT

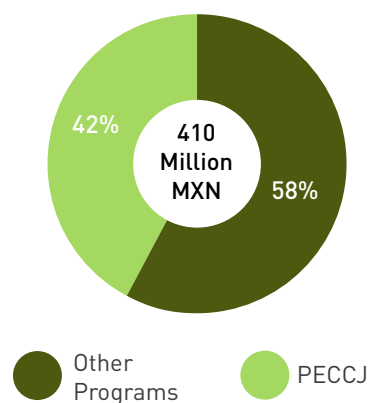
1. Inter-municipal Western Sierra and Coastal Environment Board (JISOC)
2. Inter-municipal Environment Board for Comprehensive Management of Lower Rio Ayuquila (JIRA)
3. Inter-municipal Southern Coast Environment Board (JICOSUR)
4. Inter-municipal Environment Board for Comprehensive Management of the Coahuayana River Basin (JIRCO)

ELIGIBLE AREA TO PECCJ IN 2014¹⁵



Source: CCMSS with Conafor information, 2014

Resources provided by CONAFOR in the PECCJ region, 2011-2013



CONAFOR programs operating in the region of PECCJ attention, 2011-2013

- Commercial Forest Plantations
- Compensation for Environmental Land Use Change on Forest Lands
- Community Forestry Development
- Soil Conservation and Restoration
- Forest Restoration Program Watershed Priority or Sub-watershed Special Restoration in Priority Areas
- Reforestation
- Forest Restoration
- Forest Sanitation
- Environmental Services

CHALLENGES

1. Effectively incorporate the JIMAs into the PECCJ governance scheme.
2. Offer competitive economic alternatives that encourage forest permanence.
3. Bring LDA with high technical capabilities into PECCJ governance scheme.
4. Change the technical advisers' vision to one that promotes forest community empowerment.
5. Make use of PECCJ to solve important problems in the region such as pests, forest fires and border conflicts.

OPPORTUNITIES

1. Promote public policy integration through coordination between JIMA and state government.
2. Strengthen ties with CONAFOR headquarters to promote coordination in the PECCJ implementation.
3. Develop studies on the causes of deforestation and forest degradation in each of the four JIMA territories to facilitate a regional approach to the PECCJ.
4. Develop capacity for establishing silvopasture modules for which the region has shown interest.
5. Strengthen the capacities of community forestry promoters to facilitate forest community participation in the PECCJ.

Resources disbursed by the PECCJ, 2011-2014



Forest products



Conservation (PES)



Studies



Fire



Innovative production systems



Restoration and Reforestation



Community forestry

Total MXN

%

	Forest products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community forestry	Total MXN	%
2011	\$685,188	\$22,168,079	-	\$374,500	\$268,140	\$17,974,576	\$1,660,911	\$43,131,394	19%
2012	\$689,500	-	-	\$420,800	-	\$9,119,632	\$35,500	\$10,265,432	4%
2013	\$9,798,535	\$77,950,281	\$442,000	\$348,200	-	-	\$9,331,200	\$97,870,216	43%
2014	\$4,151,791	\$67,013,534	\$1,146,026	-	-	-	\$5,292,500	\$77,603,851	34%
Total MXN	\$14,639,826	\$167,131,894	\$1,588,026	\$1,143,500	\$268,140	\$27,094,208	\$16,320,111	\$228,870,893	100%
%	6%	73%	1%	0%	0%	12%	7%	100%	

ANNEX 5.

PEPY: GENERAL INFORMATION

ELIGIBLE AREA TO PEPY IN 2014¹⁶



Source: CCMSS with Conafor information, 2014

Resources disbursed by the PEPY for the three states of the Yucatan Peninsula, 2012-2014



Forest products



Conservation (PES)



Studies



Fire



Innovative production systems



Restoration and Reforestation



Community forestry

Total MXN

%

	Forest products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community forestry	Total MXN	%
2012	\$1,002,898	\$3,584,461	-	\$2,892,601	-	\$2,301,130	\$12,100,878	\$21,881,968	14%
2013	\$43,306	\$28,634,826	\$443,062	\$6,200,000	\$11,692,423	\$7,175,049	\$11,888,619	\$66,077,285	42%
2014	-	\$22,690,404	\$10,005,973	-	\$20,477,258	\$4,598,511	\$10,981,713	\$68,753,858	44%
Total MXN	\$1,046,204	\$54,909,691	\$10,449,035	\$9,092,601	\$32,169,681	\$14,074,690	\$34,971,210	\$156,713,112	100%
%	1%	35%	7%	6%	21%	9%	22%	100%	

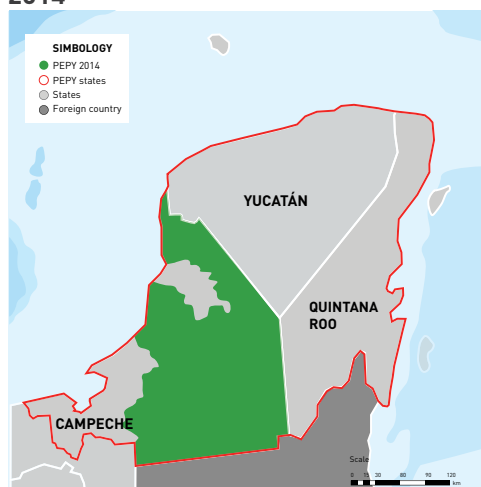
ANNEX 5.1

PEPY CAMPECHE: CHALLENGES AND OPPORTUNITIES

APDT:

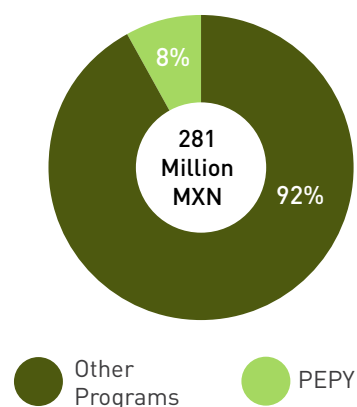
Mesoamerican Biological Corridor CONABIO

ELIGIBLE AREA TO PEPY IN CAMPECHE, 2014¹⁷



Source: CCMSS with Conafor information, 2014

Resources provided by CONAFOR in the PEPY region of Campeche , 2012-2013



CONAFOR programs operating in the region of PEPY attention in Campeche, 2012-2013

- Commercial Forest Plantations
- Community Forestry Development
- Soil Conservation and Restoration
- Community Development Forestry in the Southern States (DECOFOS)
- Special Environmental Compensation Program
- Reforestation
- Forest Restoration
- Forest Sanitation
- Environmental Services

CHALLENGES

1. Consolidate the PEPY in such a way that can deal with the main deforestation risks in the region.
2. Overcome the lack of political will from government agencies to support certain production schemes such as secondary forest management (*manejo de acahuales*).
3. Communicate knowledge among government institutions concerning environmental, social and economic benefits provided by secondary forest management (*manejo de acahuales*).
4. Consolidate strategies that go beyond the PES in *cenotes* and water bodies to ensure orderly management of activities in the territories that foster SRD.
5. Develop strategies that address local governance challenges such as *ejido* internal organization, private investment pressures, renting land, and *ejido* land-grabbing.

OPPORTUNITIES

1. Strengthen the role of CONABIO as ADPT to implement the PEPY in Campeche.
2. Build on experience and lessons learned from SMAAS in the "Multi-layer Agroforestry Systems" (2011-2013) to promote, train and establish agroforestry modules.
3. Energize and empower community forestry promoters for them to become a liaison between CONAFOR, TA and the beneficiaries.
4. Explore other production models that are committed to SRD and based on local needs, such as coal production.
5. Create or strengthen regional producer organizations to improve regional level activity planning, participation in program design and support conflict resolution.

Resources disbursed by the PEPY to Campeche, 2012-2014



Forest products



Conservation
(PES)



Studies



Fire



Innovative
production
systems



Restoration
and
Reforestation



Community
forestry

Total MXN

%

	Forest products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community forestry	Total MXN	%
2012	\$674,313	-	-	\$1,400,000	-	\$232,500	\$5,426,816	\$7,733,628	14%
2013	-	\$16,616,226	-	\$2,400,000	\$3,122,625	\$3,242,070	\$2,714,544	\$28,095,465	52%
2014	-	\$5,733,090	\$1,145,504	-	\$6,339,842	\$2,013,672	\$3,078,054	\$18,310,162	34%
Total MXN	\$674,313	\$22,349,316	\$1,145,504	\$3,800,000	\$9,462,467	\$5,488,242	\$11,219,413	\$54,139,254	100%
%	1%	41%	2%	7%	17%	10%	21%	100%	

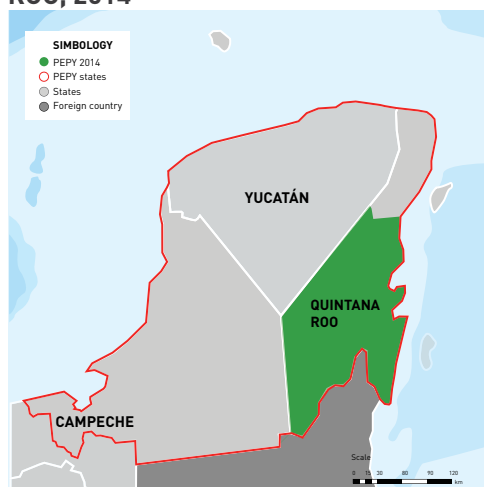
ANNEX 5.2

PEPY QUINTANA ROO: CHALLENGES AND OPPORTUNITIES

APDT:

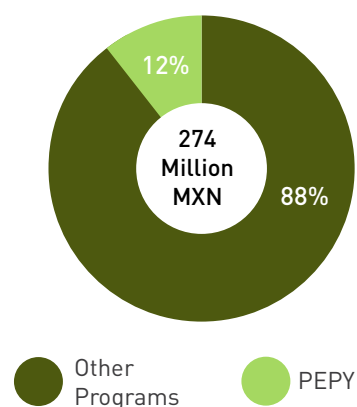
Mesoamerican Biological Corridor CONABIO

ELIGIBLE AREA TO PEPY IN QUINTANA ROO, 2014¹⁸



Source: CCMSS with Conafor information, 2014

Resources provided by CONAFOR in the PEPY region of Quintana Roo, 2012-2013



CONAFOR programs operating in the region of PEPY attention in Quintana Roo, 2012-2013

- Community Forestry Development
- Soil Conservation and Restoration
- Commercial Forest Plantations
- Special Environmental Compensation Program
- Reforestation
- Forest Restoration
- Forest Sanitation
- Environmental Services

CHALLENGES

1. Offer alternatives to mechanized agriculture and rented land, which are more competitive than the activities promoted by the PEPY.
2. Provide AMUSUR members incentives for active participation.
3. Change the TA intervention's approach from one that dominates the choice of subsidy concepts according to their interests to one that favors forest communities' interests to define the activities undertaken in their territories.
4. Ensure that the LDA participate in the PEPY as technical intervention agents and not just as promoters of CONAFOR activities.
5. Generate appropriate mechanisms so that CONAFOR headquarters incorporate recommendations offered by PEPY actors.

OPPORTUNITIES

1. Improve the targeting of PEPY resources so that productive activities are favored over PES.
2. Continue discussion spaces that have favored the strategic focus of PEPY.
3. Document and disseminate good practices and lessons arising from the PEPY operation in order to facilitate additional PEATREDD+ development.
4. Make use of PEPY socialization forums to further strengthen forest communities' capacities and participation in the Program.
5. Incorporate regional producer associations in PEPY governance schemes to facilitate identification and promotion of comprehensive interventions.

Resources disbursed by the PEPY to Quintana Roo, 2012-2014



Forest products



Conservation (PES)



Studies



Fire



Innovative production systems



Restoration and Reforestation



Community forestry

Total MXN

%

	Forest products	Conservation (PES)	Studies	Fire	Innovative production systems	Restoration and Reforestation	Community forestry	Total MXN	%
2012	\$328,585	\$3,548,461	-	\$1,492,601	-	\$2,068,630	\$5,436,357	\$12,874,634	20%
2013	-	\$323,400	\$181,562	\$1,400,000	\$7,812,448	\$3,272,379	\$7,288,109	\$20,277,898	31%
2014	-	\$2,600,400	\$8,391,868	-	\$11,177,672	\$2,293,471	\$6,923,180	\$31,386,591	49%
Total MXN	\$328,585	\$6,472,261	\$8,573,430	\$2,892,601	\$18,990,120	\$7,634,480	\$19,647,645	\$64,539,123	100%
%	1%	10%	13%	4%	29%	12%	30%	100%	

FOOT NOTES

¹ Until 2013 specific calls for proposals with specific operating guidelines for each Special Program were published. Beginning in 2014, the guidelines of operation recognize them as a single program. This document will call the Special Programs as PEATREDD+ or the Programs.

² CONAFOR, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+, 2014. Operating Guideline Special Areas Program Early Action REDD+, 2014.

³ Communities and ejidos are legally recognized forms of collective land ownership in Mexico and are made up of former landless laborers (ejidos) or legalized lands of indigenous groups with demonstrated long occupation of the land (communities)

⁴ CONAFOR employee responsible for promoting intra- and inter-linkages statewide (CONAFOR, state and municipal governments, NGOs and others) to implement the PEATREDD+.

⁵ Refers to the Technical Councils in each REDD+ Early Action Area. To view their functions see: CONAFOR, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+, 2014.

⁶ CONAFOR, Visión de México sobre REDD+, México, CONAFOR, 2010, available at: <http://www.CONAFOR.gob.mx:8080/documentos/ver.aspx?grupo=35&articulo=2521> and CONAFOR, Estrategia Nacional para REDD+ (for public consultation, noviembre 2014), available at: <http://www.CONAFOR.gob.mx/web/wp-content/uploads/2014/04/ENAREDD-consulta-final.pdf>

⁷ The Forests and Climate Change Project has funding of 392 million dollars. It was approved by the World Bank in late January 2012 and is valid through February 28, 2017.

⁸ World Bank, “Integrated Safeguards Datasheet Concept Stage”, March 22, 2011.

⁹ Ibid.

¹⁰ For a definition and functions of the actors, see: CONAFOR, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+, 2014.

¹¹ CONAFOR, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+, 2014

¹² A *cenote* is a natural pit, or sinkhole resulting from the collapse of limestone bedrock that exposes groundwater underneath. *Cenotes* primarily exist in Mexico’s Yucatán peninsula.

¹³ Due to the importance of the subsidies for “innovative production systems”, this study groups them into that category even though it does not appear as such in the operating guidelines of PEATREDD+. These subsidies have appeared under “Community Forestry” and “Restoration and Reforestation” in recent years.

¹⁴ Conafor, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+. Anexo 3 Península de Yucatán. Criterios de ejecución, resolución y prelación, 2014.

¹⁵ The map of the JIMA was is based on information obtained in <http://www.CONAFOR.gob.mx/web/temas-forestales/bycc/redd-en-mexico/acciones-tempranas-redd/cuencas-costeras-de-jalisco/> in the map of PECCJ eligible areas for 2014: CONAFOR, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+, 2014. Anexo 1 Cuencas costeras de Jalisco. Criterios de ejecución, resolución y prelación, 2014.

¹⁶ CONAFOR, Lineamiento de Operación del Programa Especial de Áreas de Acción Temprana REDD+. Anexo 3 Península de Yucatán. Criterios de ejecución, resolución y prelación, 2014.

¹⁷ Ibid

¹⁸ Ibid.

