Jamaica REDD+ Stakeholder Information Packet
Briefing Module 3: Components of a REDD+ Readiness Strategy

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Contents

Acronyms

ESMF	Environmental and Social Management Framework
FCPF	Forest Carbon Partnership Facility
FGRM	Feedback and Grievance Redress Mechanism
FPIC	Free Prior and Informed Consent
FREL	Forest Reference Emission
LFMC	Local Forest Management Committees
LULCF	Land Use and Land Use Change
NFI	National Forest Inventory
REDD+	Reducing Emissions from Deforestation and Forest Degradation and Conservation, Sustainable Management of Forests and Enhancement of Forest Carbon Stock
ESMF	Environmental and Social Management Framework
SESA	Strategic Environmental and Social Assessment
SIS	Safeguard Information System
SLMS	Satellite Land Monitoring System
UNFCCC	United Nations Framework Convention on Climate Change

Introduction

Jamaica is an Annex 2 party to the United Nations Convention on Climate Change and its 2015 Paris Agreement. Annex 2 countries may earn results-based payments for maintaining or improving carbon stocks in standing tropical forests through Reducing Emissions from Deforestation and Degradation Plus (REDD+) programmes. REDD+ involves reducing emissions from deforestation and degradation as well as conservation, sustainable management of standing forests, and enhancements of forest carbon stock through initiatives such as agroforestry, reforestation, and afforestation. REDD+ creates an incentive for protecting and restoring forests ecosystems by creating market value for the carbon they sequester.

The Government of Jamaica is desirous of developing a national REDD+ programme to earn results-based payments from forest protection. The International Institute of Environment and Development (IIED) is assisting the government with the development of the National REDD+ Strategy in what is known as Phase 1 of REDD+ programme development.

REDD+ offers Jamaica an opportunity to attract non-official development assistance finance not only for forest protection but also national development goals. Through participation in UN REDD+, Jamaica may have the opportunity to enrich carbon stocks by promoting agroforestry and sustainable timber production on unused agricultural land in a manner that addresses chronic development challenges such as providing greater access to lands for small farmers, especially youth and women, reducing the outflow of foreign currency by lowering the food import bill and producing timber for the construction sector where imports now fill the demand, and increasing economic activity in rural areas through community-based management of REDD+, agroforestry, value-added processing, and ecotourism linked to REDD+ and collaborative forest management. REDD+ also offers the country the opportunity to go beyond forests to brand Jamaica as a climate responsible destination with potential spin offs in tourism and to leverage its REDD+ efforts to attract finance for integrated national sustainable development.

In the last two years, research and analyses were conducted to help craft a REDD+ strategy that responds to international requirements and local social, economic, environmental, and cultural needs. These analyses were done in participatory manner with key stakeholder groups across Jamaica. The daft strategy is now ready for broader multi-stakeholder scrutiny and feedback and the conduct of a participatory Strategic Environmental and Social Assessment of the strategy to ensure that potential positive impacts are amplified, and negative impacts addressed.

This stakeholder information packet provides essential background information on REDD+ to help stakeholders understand the requirements of a REDD+ programme, situation in Jamaica, and how the proposed REDD+ strategy responds to requirements and local situational needs. During the last two years, essential information on REDD+ was provided on a rolling basis in all stakeholder engagements conducted. Feedback on findings were also shared in this manner. This packet documents that information and provides a background for stakeholders that are newly engaged. All planned engagement sessions will also provide explanations to reinforce the information provided here and give stakeholders an opportunity to clarify any matters.

The packet is organised into five Briefing Modules. Four of these are contained in this document, and the fifth on the is contained in a stand-alone accompanying document.

The modules herein are: The modules herein are:

(1) Briefing Module 1: UN REDD+ and how it is governed at the international and national levels

(2) Briefing Module 2: Required REDD+ Social and Environmental Safeguards

(3) Briefing Module 3. Components of a REDD+ Strategy; and

(4) Briefing Module 4: Summary of National Situation, Overview of Work in Progress REDD+ strategy, Stakeholder Engagement Process and Next steps.

This is the third in the sequence of modules. It provides information on the components of a REDD+ strategy that is required from each country participating in the UNFCCC REDD+ programme. These include a national strategy document, National forest Reference Level form which changes in carbon mass will be monitored for results-based payments, a National Forest Monitoring System to monitor those changes, a Safeguard Information System to monitor and report on adherence to social and environmental safeguards and a Social and Environmental framework, gender strategy and Feedback and Grievance Mechanism to guide and support safeguards work.

The Warsaw Framework and more

Parties to the UNFCCC decided at the 19ᵗʰ meeting of Conference of Parties in December 2013 in Warsaw, Poland to the 'Warsaw Framework', which provides methodological guidance that countries must meet to access results-based finance.

The Framework is comprised of four elements: (1) A national REDD+ strategy/action plan; (2) A national Forest Monitoring System, (3) A Forest Reference Level, and (4) a Safeguards Information System, which is intended to provide information to prove that the country programme is meeting UNFCCC's Cancun safeguards.

In addition, countries receiving World Bank Forest Carbon Partnership Facility (FCPF)'s support for REDD+ Readiness are required to ensure compliance with the FCPF's Common Approach to Environmental and Social Safeguards for Multiple Delivery Partners (Common Approach). Jamaica may wish to approach FCPF for REDD+ support in the future and to comply with these safeguards would be required to conduct a Strategic Environmental and Social Assessment (SESA). SESA's help to identify potential social and environmental risks associated with REDD+ projects and ensure that projects do not violate any of the Delivery Partner's social and environmental policies and procedures. Countries also need to develop an Environmental and Social Management Framework (ESMF) based on the results of SESA. An ESMF addresses strategies and means for addressing potential social and environmental impacts of REDD+ activities.

In addition to an ESMF, a Gender Strategy aids with ensuring that safeguards related to gender are explicitly addressed and a Feedback and Grievance Mechanism ensure that stakeholders' concerns are addressed in a timely manner.

Figure 1: Main Elements of Phase 1 REDD+ Readiness (Image Source: Simone Mangal-Joly, adapted from UN REDD)

REDD+ National Strategy &/or Action Plan Document

- All countries participating in REDD+ must have a main REDD+ Strategy Document which lays out the vision, principles, objectives, activities of the country's REDD+ programme and the indicators for monitoring progress.

- In Jamaica, the process for developing the national strategy started in July 2020 with analytical studies and participatory engagement of key groups of stakeholders to gather information as well as build an understanding among stakeholders of REDD+ and the process Jamaica was undertaking.

- This process involved several studies to understand the national situation and critical issues to devise a strategy that could work for the country given the unique situation, constraints, and needs nationally, within the forestry sector, and among forest dependent communities.

- The studies that were conducted include a stakeholder assessment, national level and forest level social and environmental safeguard assessment, a governance and institutional assessment, a communication and training needs assessment, an assessment of types of grievances in the forestry sector, a gender assessment, and a geospatial analysis using satellite data of forest cover change over the last 20 years to identify trends, extent of existing forests, and causes of forest loss.

- These studies involved reviews of technical reports, published studies, data gathered directly from organisations and through combined assessments in rapid participatory appraisals conducted with stakeholders in interviews, focus groups, and round tables.

- The information gathered was analysed to feed the development of the REDD+ Strategy and various other safeguard elements.

Forest Reference Level (FRL) or Forest Reference Emissions Level (FREL)

- Each country must conduct research on the rate of forest cover change over the past twenty years and establish a carbon emission 'reference level' which is a benchmark or baseline of emissions level.

- The country's performance is assessed against this level at time zero – start of REDD+ programme results-based phase. If the country's emissions stay below this level, it will earn payments referred to 'results-based payments.' However, if the country does not stay below this level of carbon emissions it will earn nothing, and all the costs of running REDD+ will be uncompensated. This is one reason why the development of the REDD+ programme must be done through careful study and stakeholder engagement with attention to social and environmental safeguards.

- The FREL is developed in country but usually submitted to the UNFCCC where it is subject to technical assessment and verification.

- Jamaica has done the groundwork, which includes training, and will be able to identify its FREL in REDD+ Readiness Phase 2.
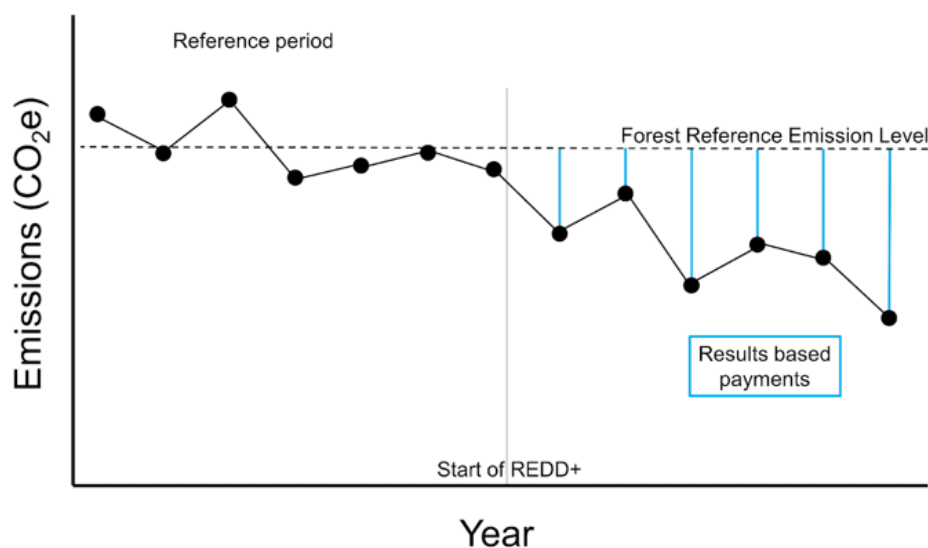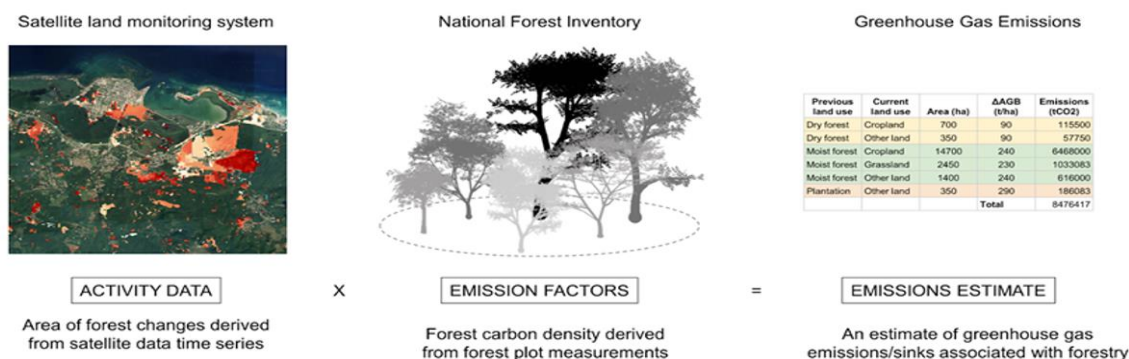

Figure 2: Payments based on Forest Reference Emission Level (Image Source: Sam Bowers)

National Forest Monitoring System

- The National Forest Monitoring System (**NFMS**) is the set of methods and procedures used by countries to measure forest resources and their change.

- The objective of a NFMS is to produce reliable information for planning, management, and forest policy development. One of the main applications of a NFMS is in the production of a Forest Reference Emissions Level (FREL).

- The NFMS also has the role of 'Measurement, Reporting and Verification' (MRV), which is a process that must happen during the implementation of REDD+ to prove that the country is meeting the reference emission level to qualify for results-based payments.

- The NFMS can also improve forest management through systematic collection of data, it can help with the country's reporting to the UNFCCC on Nationally Determined Contributions (the national pledge to reduce greenhouse gases), can lead to development of new skills in the country in forest measurement and monitoring.

- The production and management of satellite data is a technically challenging task, and one that requires specialised technical staff to manage. This work must be done with field level on-the-ground forest work that also requires time to develop the in-country capacity. This usually takes time and is completed in REDD+ Readiness Phase 2.

- Thus far in Jamaica a series of remote training workshops have been conducted with geospatial staff in the Forestry Department to familiarize technical staff with the data requirements for a NFMS, The Forestry Department now has access to a historical time series of forest cover and change at annual time steps. This has been used to identify the activities associated with forest cover change, including both losses and gains. Methods have been reviewed to produce emissions estimates that are consistent with current best practice for REDD+. The methods eventually used in the NFMS will depend on the chosen REDD+ strategy.

More about a National Forest Monitoring System

- An NFMS consists of two main components, which are managed nationally:
  (1) A satellite land monitoring system (SLMS)
  (2) A national forest inventory (NFI)

- The satellite land monitoring system (SLMS) SLMS uses satellite data to produce estimates of land use and its change (LULCF). The output is generally a series of maps (e.g., locations of deforestation), and/or statistical estimates of areas (e.g., annual deforestation areas). The statistical estimates produced are known as activity data. Activity data is a quantitative measure of the level of an activity that results in emissions/removals (e.g., deforestation, forest regrowth).

- The NFI uses a network of forest inventory field plots to measure the state of forest cover in a country in a systematic fashion. There are many applications of such data (e.g., calculating sustainable harvest rates, monitoring biodiversity), but these data are also suitable for the generation of emission factors. These are estimates of the carbon density of forests, which are used to calculate carbon emissions in the case of deforestation, or removals for afforestation.

- Greenhouse gas emission/removal rates are calculated from the combination of activity data and emission factors:

Satellite land monitoring system	National Forest Inventory	Greenhouse Gas Emissions
ACTIVITY DATA	× **EMISSION FACTORS**	= **EMISSIONS ESTIMATE**
Area of forest changes derived from satellite data time series	Forest carbon density derived from forest plot measurements	An estimate of greenhouse gas emissions/sinks associated with forestry

- Jamaica is currently designing its NFI, and this plan has been reviewed for consistency with the requirements of a NFMS. Broadly it is expected that this data will be suitable for the NFMS, although the 5-year time horizon for completion of the NFI will require use of default emission factors until the NFI is complete. Training has been conducted with field staff on the data requirements of an NFMS, including methods for production of emission factors.

Source: Sam Bowers, Geospatial Specialist, IIED-Led Team, University of Edinburgh

Safeguard Information System

- To receive results-based payments, countries must present a summary of information demonstrating how the safeguards have been addressed and respected (subsequently referred to as the summary of information or SOI). The UNFCCC also requires that the summary of information should be provided periodically and be included in national communications. There is also a UNFCCC REDD+ web platform, which is an additional and voluntary format for providing information to the UNFCCC.

- The United Nations Framework Convention on Climate Change (UNFCCC) requires participating countries to develop a 'system for providing information on how the 'Cancun' safeguards are being addressed and respected throughout the implementation of REDD+ activities. This is referred to as a Safeguard Information System.

- A SIS is comprised of:

  o An online database capable of regular reporting and verification; and

  o A field level and national institutional structure for collecting, analysing, verifying the accuracy of data, and producing regular reports.

- The system is designed around the specifics of a country's REDD+ strategy. It covers the objectives that must be met for the country to adhere to each of the Cancun safeguards.

- The system must:

  o Regularly measure the success with meeting safeguards in a consistent and credible manner that can be independently verified;

  o Produce reports as required to satisfy financiers for results-based payments;

  o Have the capability of producing information as required to demonstrate to stakeholders that the safeguard objectives of REDD+ are being met thereby meeting transparency and accountability standards;

  o Consistently collect data under proper quality assurance and quality control to track management results and improve effectiveness; and

  Streamline research, monitoring, and evaluation to focus on answering the critical questions - cost savings and best use of national human resource talents.

- Other Benefits of a SIS:

  o Creates information at the national geospatial scale that is useful for many other national policies, planning and management processes, and supports integrated land management at the national level;

  o Allows a wide range of stakeholders of different skill levels to participate in research, data collection, analysis – provides jobs at local community levels for monitoring and verification as well as opportunities for learning and gaining certification. Community members with only a primary school education can

be properly trained to collect information to monitor social and environmental safeguards; and

o Improves inter-agency coordination around shared data and information.

Environmental and Social Management Framework

- A ESMF is a crucial tool for ensuring that REDD+ safeguards are met, primarily the main aims of "do no harm" to people, existing natural/intact forests, and the environment, and going beyond this point to enhance benefits to people, ecosystem functions, and biodiversity. It provides a roadmap for supporting socio-environmental goals of REDD+ and checking that these goals are not undermined by REDD+ activities themselves or external activities.

- Draws on the findings on potential impacts in the Strategic Social and Environmental Assessment and identifies ways to avoid or reduce negative impacts and ways to enhance positive impacts.

- Provides a structured way for addressing risks to forests and planning throughout the REDD+ Readiness process, as not all information would be available in Phase 1. A ESMF identifies gaps in and areas for closing gaps and strengthening the ESMF itself.

- The ESMF is developed together with stakeholders who get the opportunity to assess the policies and measures (PAMs) of the draft REDD+ strategy for potential impacts and provide their unique knowledge and insights into how to avoid negative impacts and enhance positive ones.

Feedback and Grievance Redress Mechanism

- A formal tool, which individuals can use to express their dissatisfaction with the delivery of services or activities conducted under REDD+, and to demand redress, and which the government can use to transparently manage and respond to grievances from affected people.

- **Feedback** refers to the opportunity for stakeholders to express both their satisfaction and dissatisfaction about the performance, outcomes, and impacts to policy makers and those responsible for implementing REDD+. The UN REDD programme broadly defines stakeholders as: "those groups that have a stake/interest/right in the forest and those that will be affected either negatively or positively by REDD+ activities."

- A **grievance** is any stakeholder concern or complaint about the actual or potential adverse impact that the REDD+ program is having or will have on the stakeholder. A grievance may result from an unintended outcome of REDD+ activities, in which case the FGRG system aids in monitoring and addressing impacts on stakeholders. A grievance may be due to inherent conflicts in REDD+. Conflicts refer to "a situation in which one or more party pursues goals and interests through behaviour or actions that impairs another party."[i] FGRMs must address matters related to how REDD+ is implemented and conflicts that may arise between different stakeholders.

- **Redress** refers to the remedy, including the actions that will be taken to right a wrong, compensation for a wrong, and action to monitor whether the issue was satisfactorily resolved.

- The primary aim of an FRGM is to ensure a real-time proactive feedback mechanism that prevents situations from escalating to outright conflicts by providing a clearly defined, transparent, fair, and accountable recourse mechanisms for receiving, recording, resolving, and monitoring remedies to individual or collective grievances, and to provide the same recourse where situations of conflict have arisen.

- FGRMs help to foster a collective and inclusive approach to managing REDD+, providing they are well structured and implemented faithfully. Support timely problem solving by helping to identify and solve problems early - for greater effectiveness and cost savings. Recurring and increasingly frequent grievances could help to identify underlying systemic issues related to country context, strategy oversights, and implementation issues. Important mechanism for transparency and accountability among different stakeholders who participate in REDD+ with different backgrounds, resources, power, and interests. Complements formal legal channels for managing grievances, including the court system, regulatory procedures, institutional compliance mechanisms etc.

- Not intended to replace courts or other rights-based mechanisms that exist to guarantee citizens of a country or other entities rights to which they are afforded under law. An FRGM must in no way prevent communities and individuals from pursuing their rights and interests in international, national, or local forums. Stakeholders must be encouraged, but not compelled to use the REDD+ FRGM. They do not have to demonstrate that they attempted to use an existing FRGM to pursue their rights in other forums.

The highest goal of a FGRM is to resolve problems and avoid reaching the stage of conflict
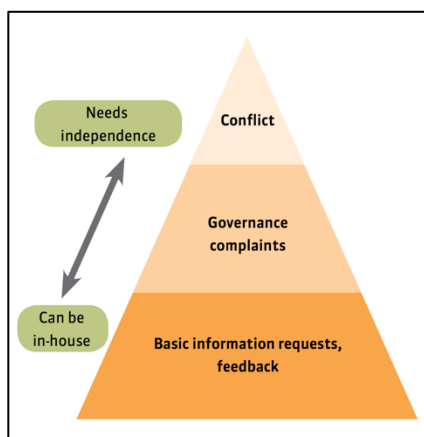
1. **Access to Information:** A means through which stakeholders can formally request information on relevant matters that affect them and be guaranteed that they will receive complete information in a timely manner

2. **Feedback:** A process of accessibility and openness to allow stakeholders opportunities for routine feedback/share information on issues and impacts to improve management and success and avoid the development of grievances

3. **Grievance**: A real or imagined wrong or other cause for complaint or protest, especially unfair treatment, or outcomes, whether intended or not

4. **Conflict:** A serious disagreement/dispute or argument arising from misunderstanding, incompatible or competing interests, violation of rights and reasonable expectation, and/or neglect of roles and responsibilities

5. **Concerns about Corruption and Illegality**: Such complaints must be recorded but cannot be addressed by FGRMs, they must be remedied by existing judicial and administrative procedures

- Not all complaints should be handled through a FGRM. For example, grievances that allege major and systematic violations of rights and/or policies, corruption, coercion, and any illegality must be recorded, but stakeholders must be referred to administrative and judicial bodies for formal investigation.

- Given that conflicts can be between stakeholders with different or competing interests and between the REDD+ programme managers and stakeholders, a FRGM is best designed to have both an internal response mechanism as well as a portion independent of the REDD+ management structure that is administered by a qualified entity

- Integration into the REDD+ Safeguards Information System is important to ensure that the operations of all other components of REDD+ are addressed in the FRGM and that the SIS tracks the degree, frequency, and nature of feedback and grievances as well as user satisfaction with redress.

A Gender Strategy

- The world's population is comprised of approximately equal numbers of males and females. Yet females do not enjoy the level of access to health care, education, earning potential, economic participation, security, personal freedom, or political leadership and decision-making as males. Female gender bias is prejudiced actions or thoughts based on the gender-based perception that women are not equal to men in rights and dignity.[ii] This bias can be shared by both males and females, and it results in the persistence of certain patterns of injustice and discrimination. Gender sensitivity concerns attention to fair and equitable treatment of males, females, and transgender persons.

- The purpose of the REDD+ Gender strategy is to move well beyond avoidance of discrimination to gender transformative change that respects and provides fair outcomes for all genders while moving beyond this to improve the conditions of women.

- A Gendered approach to REDD+ recognises that:

  o Men and women use forest and land resources differently;

  o Women and men are affected by climate disruptions and disasters differently; and

  o Male and Female and LBGTQ vulnerability results from the social and economic context and gender norms in their countries but there are intersectional issues such as economic status, ethnicity, skin colour, rural or urban origin etc.

- A gender strategy provides a roadmap for how to handle gender issues based on a common set of expectations among all stakeholders, agreed benefit and opportunities that should accrue to women, and commitments to avoidance of discrimination and conflicts.

- Key areas of examination and action involve:

  o **Recognition** – Whether gender related inequities and issues are recognised in existing policy instruments, codes of conduct, and practice – both in terms of information gathering and how men and women are engaged

  o **Rights** – Do equal and adequate rights exist and are they actively engaged and enforceable in policy and legal frameworks, land rights, ownership and access to land, social norms, and customs

  o **Procedural Equity** – Do planning and implementation processes nationally and particularly in forestry and land use areas integrate gender equity considerations, strategy, and track outcomes, concerns, the nature of participation, whether it is inclusive and involves affected men and women in decision making at all levels and all stages of activities from planning to evaluation of success as well as the level of power exercised in influencing outcomes; and

  o **Distributive Equity**: What is the return to men and women given the investments of their time and effort, the extent to which the initiative accords

rights to forests, forest products carbon held in the land men and women, the extent to which the initiative improves female wellbeing in accordance with the various international agreements and sustainable development goals.

- Many issues cannot be determined until implementation is underway – the strategy must be designed to include information gathering, monitoring, and regular updates.

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[i] (The Center for People and Forests, 2016).

[ii] IPS-Inter Press Service (2010). Gender and Development Glossary. A Tool for Journalists and Writers.