



Food and Agriculture Organization
of the United Nations

Annex 4.1

Due diligence report describing the extent to which the activities leading to the REDD+ results have been implemented in a manner consistent with the relevant GCF policies

For the GCF-FAO Project “GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock”

July 2026

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Abbreviations

Acronym	Full term
AE	Accredited Entity
ANP	Protected Natural Area
BTR	Biennial Transparency Report
CBD	Convention on Biological Diversity
CDI	National Commission for the Development of Indigenous Peoples
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEVMF	Virtual Center of Excellence for Forest Monitoring
CFE	Community Forest Enterprise
CICC	Inter-Secretariat Commission on Climate Change
CIDRS	Inter-Secretariat Commission for Sustainable Rural Development
CIF	Climate Investment Funds
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CN	Concept Note
CONABIO	National Commission for the Knowledge and Use of Biodiversity
CONAF	National Forestry Council
CONAFOR	National Forestry Commission
CONANP	National Commission of Natural Protected Areas
CONAPO	National Population Council
CONEVAL	National Council for the Evaluation of Social Development Policy
COP	Conference of the Parties
CTC-REDD+	Technical Advisory Committee for REDD+
DGM	Dedicated Grant Mechanism
EAP	Economically Active Population
ENAREDD+	National REDD+ Strategy
ENBioMex	National Biodiversity Strategy and Action Plan of Mexico
ENCC	National Climate Change Strategy
ER	Emission Reduction
ESA	Environmental and Social Assessment
ESG	Environmental, Social and Governance
ESMF	Environmental and Social Management Framework
ESMG	Environmental and Social Management Guidelines
ESOP	Environmental and Social Operational Pillar
ESS	Environmental and Social Standard
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FESM	Framework for Environmental and Social Management
FGRM	Feedback and Grievance Redress Mechanism

FIP	Forest Investment Program
FONAFOR	National Forestry Fund
FOSEFOR	Forest Sector Financial Inclusion Fund
FP	Funding Proposal
FPIC	Free, Prior and Informed Consent
FREL	Forest Reference Emission Level
FRL	Forest Reference Level
GBV	Gender-Based Violence
GCF	Green Climate Fund
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse Gas
GRM	Grievance Redress Mechanism
GT-REDD+	REDD+ Working Group
IBRD	International Bank for Reconstruction and Development
IDB	Inter-American Development Bank
IFC	International Finance Corporation
ILO	International Labour Organization
INAI	National Institute for Transparency, Access to Information and Personal Data Protection
INALI	National Institute of Indigenous Languages
INECC	National Institute of Ecology and Climate Change
INJUVE	Mexican Youth Institute
INMUJERES	National Institute for Women
INPI	National Institute of Indigenous Peoples
IP	Indigenous Peoples
IPCC	Intergovernmental Panel on Climate Change
IPLCs	Indigenous Peoples and Local Communities
IPM	Integrated Pest Management
IPP	Indigenous Peoples Plan
ISFL	Initiative for Sustainable Forest Landscapes
ISFM	Integrated Soil Fertility Management
IUCN	International Union for Conservation of Nature
LAIF	Latin America Investment Facility
LDRS	Sustainable Rural Development Law
LGCC	General Climate Change Law
LGDFS	General Law on Sustainable Forest Development
LGDS	General Law of Social Development
LGEEPA	General Law of Ecological Balance and Environmental Protection
LGVS	General Wildlife Law
LULUCF	Land Use, Land-Use Change and Forestry

MAC	Citizen Attention Mechanism
MIA	Environmental Impact Statement
MREDD+	Mexico REDD+ Alliance
MRV	Monitoring, Reporting and Verification
MSMEs	Micro, Small and Medium-sized Enterprises
NDC	Nationally Determined Contribution
NEAP	Non-Economically Active Population
NFMS	National Forest Monitoring System
NMX	Mexican Standard
NOM	Official Mexican Standard
NSS	National Safeguards System
OIC	Internal Control Body
PAMs	Policies and Measures
PBCC	Forests and Climate Change Project
PEC	Special Concurrent Program
PECC	Special Climate Change Program
PES	Payment for Environmental Services
PLR	Policy, Legal and Regulatory
PROFEPA	Federal Attorney for Environmental Protection
PROFOEM	Strengthening Entrepreneurship in Productive Forest Landscapes Project
PROFOR	Program on Forests
PROIGUALDAD	National Program for Equal Opportunities and Non-Discrimination against Women
PROMARNAT	Environment and Natural Resources Sectoral Program
PRONAFOR	National Forestry Program
PS	Performance Standard
RBP	Results-Based Payment
REDD+	Reducing Emissions from Deforestation and Forest Degradation, conservation of forest carbon stocks, sustainable management of forests, and enhancement of forest carbon stocks
ROP	Operating Rules
SADER	Ministry of Agriculture and Rural Development
SAGARPA	Ministry of Agriculture, Livestock, Rural Development, Fisheries and Food
SDGs	Sustainable Development Goals
SEAH	Sexual Exploitation, Abuse and Harassment
SEDATU	Secretariat of Agrarian, Territorial and Urban Development
SEMARNAT	Ministry of Environment and Natural Resources
SEP	Stakeholder Engagement Plan
SESA	Strategic Environmental and Social Assessment
SIAC	Citizen Information and Attention Service
SIDEC	Comprehensive Citizen Complaint System
SIL	Specific Investment Loan
SINACC	National Climate Change System

SIS	Safeguards Information System
SNMF	National Forest Monitoring System
SNMRV	National Monitoring, Reporting and Verification System
SNS	National Safeguards System
SOI	Summary of Information
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation
USAID	United States Agency for International Development
UT	Transparency Unit
WFR	Warsaw Framework for REDD+
WWF	World Wide Fund for Nature

1 Introduction and scope of the assessment

In October 2024, the Green Climate Fund (GCF) approved its Policy for Results-Based Payments (RBP) for REDD+1, formally integrating this payment modality into the Fund's regular activity cycle. This decision provides greater predictability of financing to support countries' efforts to reduce emissions from the forest sector. During the current programming cycle (2024–2027), countries could access results-based payments, based on emission reductions from deforestation officially reported to the United Nations Framework Convention on Climate Change (UNFCCC).

In this context, the Government of Mexico and the FAO, acting as accredited entity (**AE**), are submitting a funding proposal (FP) regarding emissions reductions resulting from the implementation of REDD+ results-based actions from deforestation in the period 2018 - 2019 (hereinafter, the 'Results Period'). As established in the GCF's REDD+ policy, by the time of submission of its Concept Note (**CN**) or its Funding Proposal (FP), countries should have in place and made publicly available a Summary of Information (**SOI**) providing information on how all REDD+ safeguards had been addressed and respected over the results period. Moreover, and also as established in section II of the Policy, the funding proposal should ensure compliance with the relevant GCF policies, applicable to the regular project and programme activity cycle. Standalone due diligence assessments are required for (i) payments for ERs resulting from underlying activities and (ii) the reinvestment of the proceeds.

Accordingly, this environmental and social due-diligence assessment report constitutes FAO's 'diligence report describing the extent to which the activities undertaken in the past, leading to the REDD+ results for which the result-based payments are requested, have been implemented in a manner consistent with the relevant GCF policies. Consistent with Appendix III of the policy, 'Compliance with GCF policies and procedures', this report examines:

- i) the extent to which the measures undertaken to identify, assess, and manage environmental and social risks and impacts, in the context of the REDD+ RBP proposal, were consistent with the requirements of the applicable GCF Environmental and Social Safeguards (ESS) standards, the IP and the Gender Policies.
- ii) how the stakeholders were identified, informed, and consulted, including Indigenous Peoples, women and other vulnerable groups; how engagement took place and how they participated in the activities.
- iii) grievance redress mechanisms or analogous systems whether established as part of the REDD+ activities or as integral to the system of the country, and specify whether the mechanisms were accessed, complaints have been received, and how these were resolved. This includes in relation to Indigenous Peoples and women.

The results of the due diligence assessment are presented in section 4.2 and supporting analytical matrices are included as annexes to this report.

A more detailed account on past stakeholder engagement and consultations, including highlights and concerns and issues put forward by stakeholders and responses provided, can be found in the standalone

1 Link to policy: <https://www.greenclimate.fund/document/policy-results-based-payments-redd>

Summary of Stakeholders' Engagement and Consultations and Stakeholder Engagement Plan (the SEP, Annex 5 to the RBP proposal). Similarly, issues on gender equality and gender-based violence are examined in more detail in standalone Annex 6 to the RBP proposal.

This due diligence report, along with the country's self-assessment on how Cancun Safeguards had been addressed and respected as per its respective summary of information – hereon, the SOI, will be subject to further second-level due diligence by the GCF Secretariat as part of the overall consideration of the funding proposal against the scorecard, and will provide the basis for recommendation for Board approval.

1.1 Scope of the assessment and structure of the document

Mexico's forests play a critical role in the national economy and environmental sustainability by providing ecosystem services, raw materials, biodiversity habitats, and livelihoods for approximately 12 million people. As such, forests have long been a national priority, reflected in Mexico's sustained commitment to forest management and rural development. Despite this, **deforestation and forest degradation have remained key drivers of natural capital loss, largely associated with agricultural expansion and unsustainable land-use practices** (see section 2.3 below). While significant progress has been achieved through public policies led by CONAFOR, these pressures persisted due to their structural nature and origins beyond the forestry sector.

In response, Mexico adopted an integrated landscape approach aimed at addressing deforestation through cross-sectoral coordination and alignment of public policies. This approach seeks to increase the economic value of forests through sustainable management while promoting coordinated interventions that generate income and sustain rural livelihoods. It emphasizes policy coherence, improved public expenditure efficiency, and stronger intersectoral coordination. Within this framework, **REDD+ emerged as a central mechanism to operationalize this vision, providing a platform to address both direct and underlying drivers of forest loss.**

From 2010 onwards, Mexico operationalized REDD+ through the development of a national framework, which includes the National REDD+ Strategy (ENAREDD+). This strategy positioned REDD+ as a vehicle for sustainable rural development while contributing to climate change mitigation and adaptation. It emphasized territorial-level interventions and was later integrated into Mexico's Nationally Determined Contribution (NDC), reinforcing REDD+ as a key instrument to achieve net-zero deforestation and promote landscape-based management.

Importantly, REDD+ built upon existing government programs rather than replacing them. **At the territorial level, implementation has been primarily carried out through CONAFOR's public incentive programs, governed by annual Operating Rules. These programs are voluntary, demand-driven, and constitute the main mechanism for delivering REDD+ actions on the ground.** Since the creation of CONAFOR in 2001, these incentive programs have been implemented continuously and have progressively evolved to integrate environmental and social criteria such as inclusion, participation, and risk management.

Also, as part of REDD+ readiness efforts and informed by lessons from on-the-ground implementation, Mexico ensured that key information, monitoring and reporting systems were in place and operational.

This includes the National Forest Monitoring System (NFMS), the National Monitoring, Reporting and Verification System for REDD+ (MRV), the Safeguards Information System (SIS), and the GRM through the Citizen Attention Mechanism (MAC).

Notably, the REDD+ process in Mexico has been done in a participatory and inclusive way, actively involving a series of key stakeholders in the forestry sector and beyond, including government agencies at national and subnational levels, non-profit organizations, Indigenous Peoples, Afro-Mexican peoples, ejidos and communities, civil society, and academia. This process built on the comprehensive, multi-level architecture for stakeholder engagement established in Mexico, that combines national, regional and subnational platforms that enabled continuous dialogue.

Overall, the REDD+ preparation and implementation that happened between 2010 and 2019 enabled a transition from a sectoral forestry approach toward a more integrated and inclusive, territorial model, improving the effectiveness of public policies in addressing deforestation drivers. This transition, combined with sustained public investment and international support, contributed to emissions reductions observed during the 2018–2019 period. The achievement of REDD+ results in Mexico is the outcome of a combined effort between national policies, domestic public investment, international financing, and sustained technical support. REDD+ readiness initiatives did not act in isolation; rather, they strengthened existing government programs, improved coordination across sectors, and built the institutional and technical foundations required for effective implementation. **Accordingly, this Environmental and Social Assessment (ESA) focuses on the period from the initiation of REDD+ readiness activities in 2010 through the conclusion of the 2018–2019 results period.**

This ESA is structured in the following sections. **Section 2** provides an overview of the country's environmental and socio-economic background including a GHG profile and vulnerability analysis on climate change, an overview of forest in the country and drivers of deforestation and forest degradation, and a summary of the relevant policy, legal and regulatory (PLR) framework in Mexico. **Section 3** describes the environmental and social safeguards applicable to Mexico's FP including the UNFCCC Cancun Safeguards, the GCF's environmental and social standards (ESS) and applicable policies, and FAO's Framework for environmental and Social Management (FAO's FESM). **Section 4** gives an overview of policies and measures that altogether contributed to achieving the REDD+ results in the results period, including an overview of the state of the art of REDD+ readiness and implementation in the country. The results of the due diligence assessment are presented in this section. Lastly, **section 5** presents findings and conclusions.

2 Mexico: environmental and socio-economic background

2.1 Environmental and socio-economic profile

Mexico is a federal, representative, democratic, and secular republic composed of 32 federal entities (states) including 31 estates and Mexico City. The states are divided into 2,457 municipalities, each governed by a municipal council, while Mexico City is subdivided into 16 political districts (alcaldías). Mexico has a continental area of 1.96 million km²—44.7 percent of which consists of mountainous and volcanic regions—and a maritime area of 3.1 million km².

Mexico's topography is dominated by a vast plateau that rises gradually from north to south, reaching elevations above 2,000m above sea level. This plateau is flanked by two major mountain ranges that run roughly in parallel. The Sierra Madre Occidental extends southward from the border with the United States through the state of Sonora and continues as the Sierra Tarahumara and Sierra de Nayarit, culminating in the Anáhuac volcanic belt, a region characterized by significant volcanic activity. The Sierra Madre Oriental, in turn, is an extension of the Rocky Mountains and converges with the Sierra Madre Occidental in a large volcanic massif. Mexico has an extensive coastline of nearly 9,000 kilometres. Major rivers draining into the Pacific Ocean include the Lerma, Santiago, Balsas, Yaqui, and Fuerte rivers, while the Bravo del Norte (Rio Grande), Pánuco, Usumacinta, Papaloapan, Mezcalapa, Coatzacoalcos, Grijalva, and San Fernando rivers flow toward the Gulf of Mexico. The country's largest lake is Lake Chapala, located east of the state of Jalisco and northwest of the state of Michoacán.²

Approximately 46 percent of the continental territory is designated as protected natural areas (ANP), comprising 183 protected areas that cover 90.9 million hectares, while marine protected areas encompass 69.4 million hectares, equivalent to 22.4 percent of the total maritime area. Mexico's territory encompasses two major biogeographic regions: the Nearctic, which contributes a high representation of temperate species, and the Neotropical, which includes numerous tropical elements originating from the Amazon Basin. Owing to its wide range of climates, complex geology, and highly varied topography, Mexico supports the full diversity of terrestrial forest ecosystems found worldwide (see section 2.3 below for more information). Due to its large variety of ecosystems, the high number of species, the enormous wealth of endemisms and genetic variability of wild and cultivated species, Mexico ranks fourth globally among megadiverse countries.³

Regarding demographics, in 2023, Mexico had a population of 129 million people. Although the population growth rate was 1.2 percent in 2020, a decline was observed to 0.9 percent during the 2015–2020 period, compared to 2010–2015. Population projections indicate that Mexico's population will reach approximately 147 million people by 2052, according to the National Population Council (CONAPO). Women represented 52 percent of the population in 2023, while men accounted for 48 percent. The age structure reflects an ongoing population ageing process. In 2020, approximately 79 percent of the population resided in urban areas, reflecting a continued trend toward urbanization. An estimated 11.8 million people lived in Indigenous households, and 18.4 percent of the population self-identified as

2 BTR: https://unfccc.int/sites/default/files/resource/IBT1_libro_29ENE2025.pdf

3 Comisión Nacional Forestal (2024). Segundo resumen de información sobre abordaje y respeto de las Salvaguardas REDD+ en México. México. 278 p. https://redd.unfccc.int/media/ris_ii_mexico.pdf

Indigenous, with women representing 51.4 percent of this group. States with the highest proportions of Indigenous language speakers included Oaxaca, Chiapas, Yucatán, Guerrero, Hidalgo, Quintana Roo, and Campeche. In addition, in 2023, the Afro-descendant population was estimated at 2,576,213 people, of whom 50.4 percent were women.⁴

According to the World Bank's 2023 report, Mexico ranked among the world's fifteen largest economies and was the second largest economy in Latin America (World Bank, 2024). The country benefits from solid macroeconomic institutions, openness to international trade, and a diversified manufacturing base integrated into global value chains. However, high levels of economic inequality translate into relatively low living standards for a significant share of the population. For 2024, Mexico's Gross Domestic Product (GDP) is estimated at MXN 25,266,808.8 million. In terms of GDP per capita, Mexico ranked 66th out of 196 countries in 2023, with a level of USD 13,926.1 per capita.

The sectors with the greatest contribution to GDP include manufacturing (21%), wholesale and retail trade (20%) and transportation. By the end of 2023, the economically active population (EAP) reached 59.8 million people aged 15 years and older, corresponding to a labour force participation rate of 61 percent. This represented an increase of 827,000 people compared to 2022 (59 million). Disaggregated by sex, the participation rate was 76.4 percent for men and 47.3 percent for women. The non-economically active population (NEAP) was 38.3 million people in total, an increase of 234,000 persons compared to November 2022. In 2020, the economic value of unpaid domestic and care work was estimated at MXN 6.4 trillion, equivalent to 27.6 percent of national GDP, with the majority of this work carried out by women and girls. By the end of 2023, 31.8 million people were employed in the informal labour sector, representing 54.7 percent of the employed population.

Mexico has made substantial progress in reducing poverty over the past two decades; however, poverty and inequality remain significant challenges. The national poverty rate declined sharply from over 80 percent in 2000 to 35.8 percent in 2022, while extreme poverty decreased only marginally from 7.2 percent to 7.1 percent over the same period. Despite these improvements, progress has been uneven across key dimensions of well-being. Indicators of social deprivation, which account for a large share of people living in poverty and extreme poverty, worsened in two critical areas: access to health services and educational attainment, underscoring persistent structural vulnerabilities.

Poverty in Mexico displays a strong territorial and regional dimension. Southern states concentrate a disproportionate share of poverty, with approximately 69 percent of the population living in extreme poverty residing in six southern states.⁴ While around 68 percent of people living in poverty are located in urban areas, poverty incidence remains significantly higher in rural regions, where economic opportunities are constrained by low productivity, limited investment in physical and human capital, and restricted access to services.⁵ Rural poverty continues to be nearly twice as high as urban poverty (35.8 percent compared to 17.3 percent in 2022) and accounts for roughly 40 percent of total poverty, despite rural areas representing a smaller share of the national population. These disparities are particularly pronounced in

4 Mexico - Country Partnership Framework <https://documentos.bancomundial.org/es/publication/documents-reports/documentdetail/927991583031630169>

5 World Bank. Mexico - Poverty and Equity Assessment (English). Washington, D.C. : World Bank Group. <http://documents.worldbank.org/curated/en/099021925181518988>

states such as Chiapas, Guerrero, and Oaxaca, where poverty rates remain between 40 and 50 percent, compared to rates below 10 percent in northern and more urbanized regions.⁶

Gender and ethnicity further exacerbate poverty and inequality, particularly in rural areas. Indigenous populations—who represent approximately 20 percent of the rural population, with nearly half living in rural areas—experience significantly higher poverty rates and multiple deprivations, reflecting long-standing patterns of social exclusion and heightened exposure to climate and development risks.⁷ Poverty disproportionately affects women: for every 100 men living in poverty, there are 136 women in the same condition, resulting in 2.8 million more women than men living in poverty in 2022. Female-headed households, which increased from 25 percent in 2010 to 33 percent in 2020, face higher food insecurity (21.8 percent) than male-headed households (19.2 percent), and women living in poverty exhibit substantially lower labour force participation (47.4 percent) than men (84 percent).⁸ These inequalities are reinforced by structural barriers, including limited access to land and forest resources—only 19.8 percent of ejidatarios and comuneros are women—which restrict women’s access to credit, subsidies, and public programmes; consequently, less than 25 percent of beneficiaries of rural and forest-related development programmes are women.⁹

2.2 GHG profile and vulnerability to climate change

According to Mexico’s First Biennial Transparency Report (BTR) to the UNFCCC, over the past 50 years, Mexico’s average temperature has increased by approximately 0.85°C, consistent with global trends reported by the IPCC. Due to its geographic location, the country has high climatic diversity and is exposed to a wide range of atmospheric phenomena. In recent decades, Mexico has experienced more frequent extreme heat days and fewer cold days and frost events, with winter temperatures rising even faster (around 1.3°C).

Rainfall patterns vary significantly across the country, ranging from over 4,000 mm annually in some regions to less than 400 mm in arid northern areas. The national average is approximately 747 mm per year, although variability has increased in recent years.

Climate change has intensified the frequency and severity of extreme hydrometeorological events:

- Droughts have become more severe and widespread, with large portions of the country affected during hotter months, and recent years ranking among the hottest and driest on record.
- Tropical cyclones pose a major risk, with hundreds of events recorded over recent decades, causing significant economic damage.
- Other extreme events include hailstorms and tornadoes in certain regions.

Rising temperatures, prolonged droughts, and shifting precipitation patterns have also increased the incidence of forest fires, affecting hundreds of thousands of hectares annually.

6 World Bank. Mexico - Poverty and Equity Assessment (English). Washington, D.C. : World Bank Group.
<https://documents.worldbank.org/curated/en/099021925181518988>

7 Idem

8 Idem

9 Country forest note

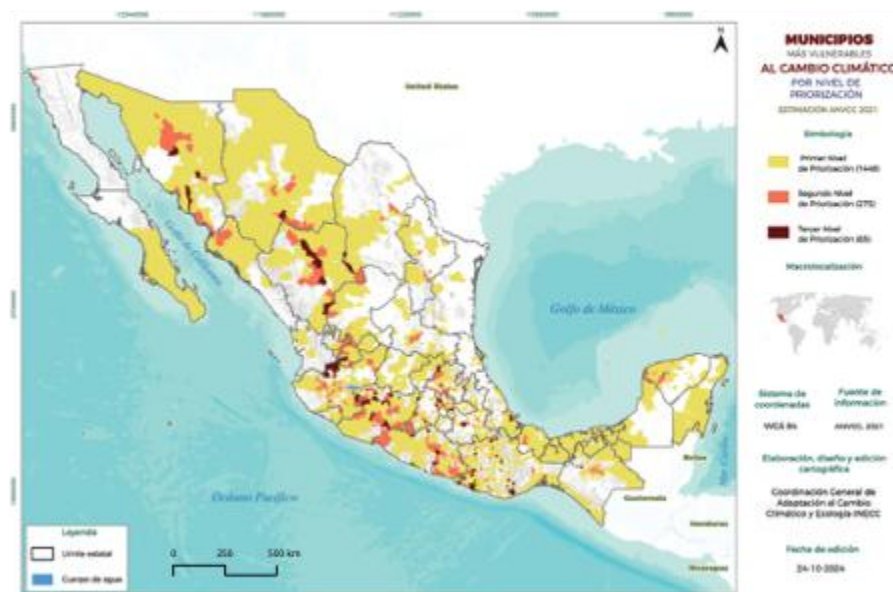
Mexico hosts a wide range of ecosystems, including shrublands, temperate forests, dry and humid tropical forests, grasslands, cloud forests, mangroves, and aquatic systems. However, many of these ecosystems have experienced significant degradation and loss. For instance, nearly half of mangroves and substantial portions of cloud forests and tropical rainforests have disappeared (see section 3.2 below). Despite this, Mexico has established an extensive conservation system, including 232 protected natural areas covering over 90 million hectares (mostly marine), as well as 142 Ramsar sites.

Water resources are under growing pressure: out of 653 aquifers, a significant number are overexploited or affected by saline intrusion. Water use is heavily concentrated in agriculture, which accounts for about three-quarters of total consumption.

Mexico's geographic location, combined with its climatic and topographic diversity, increases its exposure to extreme hydro-meteorological events such as droughts, floods, and tropical storms and to the spread of climate-sensitive diseases such as dengue. According to national assessments, more than half of municipalities show high or very high vulnerability, with hundreds identified as priority areas.

Overall, the combination of increasing temperatures, ecosystem degradation, water stress, and exposure to extreme events makes Mexico particularly vulnerable to climate change, especially in regions with high socio-economic fragility. Figure 1 shows the distribution of municipalities most vulnerable to climate change across the country.

Figura 1.2. **Municipios vulnerables**



Fuente: Atlas de vulnerabilidad al Cambio Climático.

Figure 1. Municipalities most vulnerable to climate change by level of prioritization. Source: Mexico's First Biennial Transparency Report (BTR) to the UNFCCC.

Climate change is expected to intensify poverty dynamics through increasing temperatures and changes in precipitation patterns, further affecting ecosystems and human populations, particularly in rural areas. The impacts of climate change disproportionately affect vulnerable populations by reducing agricultural productivity, increasing food insecurity, and intensifying migration pressures. Environmental degradation, including soil erosion, water scarcity, and forest loss, further compounds these impacts. Droughts weaken

forest resilience, increase susceptibility to pests and fires, and negatively affect productive activities such as agriculture and livestock, thereby exacerbating poverty conditions.

Regarding gender, women are more vulnerable to climate change impacts due to lower adaptive capacity and existing inequalities. Limited access to economic resources, education, and decision-making structures reduces their ability to respond to environmental shocks. Evidence indicates that women are disproportionately affected by climate-related hazards and may face higher risks in disaster contexts¹⁰.

2.3 Forests, drivers of forest loss and degradation

Forests cover approximately 45% of the national territory and are critical for ecosystem services, biodiversity conservation, and economic activities. Forests in Mexico cover a surface area of 88,078,158 hectares (ha), in accordance with the types of vegetation classified as forestlands under the FREL. This definition of forests covers low dry deciduous forests, coniferous forests, and some types of xeric shrublands.

Forests play a fundamental role in both climate change mitigation and adaptation. Forest ecosystems contribute to carbon sequestration, regulate water cycles, stabilize soils, and reduce disaster risks such as floods and landslides. Healthy forest ecosystems therefore enhance resilience and adaptive capacity while contributing to climate change mitigation. Furthermore, ecosystem-based approaches to climate change adaptation, including sustainable forest management, offer significant opportunities to simultaneously enhance resilience, improve livelihoods, and conserve biodiversity.

Given this, the forestry sector in Mexico is a priority for climate strategies and actions due to its strong mitigation and adaptation potential. The Land Use, Land Use Change and Forestry (LULUCF) sector stands out in Mexico's NDC, as it combines a relatively high mitigation capacity with the potential to strengthen environmental and social resilience to climate change. The LULUCF sector in Mexico has a net absorption effect; in other words, it sequesters more carbon dioxide than it emits.

The forest sector accounts for approximately 96 percent of total carbon sequestration within LULUCF, making it the primary contributor to this net absorption. Consequently, forest conservation and sustainable management are central to climate change mitigation efforts and provide important co-benefits for rural communities. Mexico's NDC emphasizes adaptation as a priority, promoting an ecosystem-based approach aimed at strengthening resilience and reducing vulnerability among both populations and ecosystems. Key targets include achieving net zero deforestation by 2030 and enhancing measures for ecosystem protection and restoration.

Conserving, restoring, and sustainably managing forests are therefore critical actions for achieving Mexico's climate commitments. Forests play a crucial role in national mitigation efforts: forestry sector removals represent around 24% of Mexico's total emissions. According to Mexico's BTR, total national emissions in 2022 amounted to 757,286 kt CO₂e, while forest removals reached -178,950 kt CO₂e (with the broader LULUCF sector absorbing -188,784 kt CO₂e). Removals in the forest sector are primarily driven by two sources: forest land remaining as forest land, which accounts for 98.87% of total forest sequestration, and land converted to forest land through afforestation and reforestation.

Socio-economic context of forests

Forest areas are inhabited by some of the most vulnerable populations. It is estimated that 11.8 million (9.3 percent of total population) live in forest areas, many of whom live in conditions of poverty and marginalization. Of this population, approximately 5.9 million are women—representing more than half of the total—while 5.7 million are men. States accounting for 54 percent of the population living within forest areas include Chiapas (12.3 percent), Oaxaca (10.6 percent), Veracruz (7.1 percent), Guerrero (7.0 percent), the State of Mexico (5.8 percent), Puebla (5.8 percent), and Michoacán (5.3 percent).¹⁰ A large proportion of forest areas are located in municipalities with high and very high levels of marginalization, where communities face limited access to basic services such as water, sanitation, education, and infrastructure.

Forest resources contribute modestly to national GDP (around 0.6 percent)¹¹, but play a critical role at the local level. Forest resources constitute a form of natural heritage that not only meets basic needs and provides livelihoods for communities residing in forest ecosystems but also plays a central role in sustaining their social and cultural reproduction, underpinning identity, traditions, and community cohesion.

In 2023 approximately 51 percent of forest land was under collective ownership¹² (managed by ejidos and communities), forming one of the largest systems of community forest management in the world. While this structure provides opportunities for local development, it also requires strong governance, technical capacity, and access to markets to ensure sustainability. The social, economic, and cultural activities of these ejidos and forest communities are directly or indirectly linked to forest ecosystems. As a result, conservation and sustainable forest management actions not only contribute to the preservation of biodiversity and the provision of environmental services, but also play a critical role in sustaining livelihoods and improving the well-being of the populations that depend on these ecosystems.

Forest-based social enterprises established by ejidos and communities are characterized by the management of permanent forest areas under approved forest management programs. These enterprises support production, diversification, and value-added processing, combining agrarian governance with entrepreneurial capacity. They benefit directly from the sustainable use of forest resources and bear responsibility for ensuring their long-term conservation, while at the same time promoting local economic development and community well-being.

Deforestation and forest degradation in Mexico

Despite their high environmental and social value and their critical role in climate change mitigation and adaptation, Mexico's forest resources continue to face significant pressures. Deforestation and forest degradation remain among the principal environmental and climate challenges in Mexico, generating significant impacts on biodiversity, ecosystem resilience, water regulation, soil conservation and carbon storage capacity. These processes are closely linked to land-use change dynamics driven by agricultural expansion, cattle ranching, infrastructure development, extractive activities and unsustainable forest use. At the national level, Mexico has recognized forests as strategic ecosystems for climate change mitigation and adaptation, and REDD+ has therefore become a key component of the country's climate and sustainable rural development agenda.

¹⁰ Second SOI: https://redd.unfccc.int/media/ris_ii_mexico.pdf

¹¹ Country forest note

¹² Second SOI

Mexico's National REDD+ Strategy (ENAREDD+) identifies deforestation and forest degradation as multidimensional processes resulting from the interaction of direct and underlying drivers operating across territorial, economic and governance scales. ENAREDD+ emphasizes that reducing emissions from the forest sector requires integrated territorial approaches that simultaneously address sustainable production systems, community governance, conservation, restoration and rural livelihoods. The strategy also recognizes the critical role of ejidos and indigenous and local communities, which collectively manage a large proportion of the country's forest resources.

Mexico's First Biennial Transparency Report (BTR), submitted to the UNFCCC under the Enhanced Transparency Framework of the Paris Agreement, highlights the importance of the LULUCF sector both as a source of emissions and as a strategic mitigation opportunity. The report notes that forest-related mitigation actions — including sustainable forest management, conservation, restoration, payment for environmental services and REDD+ implementation — are essential for achieving Mexico's climate commitments and strengthening resilience in rural landscapes. The BTR further recognizes the importance of strengthening forest monitoring systems and improving the consistency of land-use change data to support decision-making and climate reporting.

CONAFOR's [National Forest Monitoring System \(NFMS\)](#) provides the institutional and technical framework used by Mexico to monitor forest cover dynamics, estimate emissions and removals, and identify deforestation and degradation hotspots. CONAFOR has identified persistent and regionally concentrated patterns of forest loss associated with agricultural expansion, cattle ranching and degradation processes in tropical and temperate forests. These analyses indicate that several of the project states continue to experience significant pressures on forest ecosystems, although the intensity and drivers vary according to ecological and socioeconomic conditions.

At the national level, the principal direct drivers of deforestation include the expansion of extensive cattle ranching systems, conversion of forest areas to agricultural land, commercial crop expansion, infrastructure development, urban growth and tourism-related land-use change. Extensive cattle ranching has historically been one of the most important drivers of forest conversion, particularly in tropical forest regions where forests are converted into induced or cultivated pastures. Agricultural expansion occurs through both subsistence systems — including milpa and hillside agriculture — and commercial production systems linked to high-value commodities such as avocado, agave, oil palm and sugarcane.

Forest degradation processes are more diffuse and cumulative, but equally significant in terms of carbon emissions and ecosystem impacts. The main degradation drivers include selective and illegal logging, extraction of fuelwood and charcoal, overgrazing, recurrent fires, unsustainable forest management practices, pests and diseases, and fragmentation associated with roads and infrastructure. In many regions, degradation acts as a precursor to deforestation by progressively reducing biomass, weakening ecosystem structure and increasing vulnerability to land-use conversion.

The dynamics observed in the project states reflect these broader national trends. In Jalisco, forest loss is associated with cattle ranching, expansion of agave and avocado production, forest fires, illegal timber extraction and tourism-related urban growth, particularly in coastal landscapes and tropical dry forest ecosystems. In Chiapas, the dominant drivers include extensive cattle ranching, hillside agriculture, traditional maize cultivation, oil palm expansion, illegal timber extraction and degradation of shade coffee systems. In Quintana Roo and Yucatán — forest conversion is linked to cattle ranching, mechanized agriculture, tourism expansion, urban growth and recurrent fire dynamics, while degradation is also influenced by hurricanes, charcoal production and extraction of forest resources. In Oaxaca and Guerrero,

deforestation and degradation dynamics are similarly shaped by hillside agriculture, slash-and-burn systems and pressures on temperate and cloud forest ecosystems are particularly relevant, while in Michoacán the rapid expansion of avocado production has become one of the most important drivers of forest conversion and degradation in pine-oak forests. Table 1 provides an overview of the direct causes of deforestation and forest degradation and the relevance to specific states.

Table 1. Direct causes of deforestation and forest degradation in Mexico.

Direct cause of deforestation and forest degradation	EFFECTS Deforestation	EFFECTS Forest degradation
Extensive cattle farming with use of induced or cultivated grazing land.	Conversion of lowland or mid-height forest, oak forest and scrubland to induced grazing land	Other uses, such as foraging with intensities greater than the load capacity or grazing coefficient, generate a gradual degradation of forests and land. Fires from burning cleared material Demand for poles for fencing. Fragmentation of forest areas.
Extensive grazing on rough pastures	Does not cause direct change in forest cover. Over-grazing and ongoing degradation can lead to the loss of forest cover.	In situations of over-grazing, the underbrush biomass is reduced, harming renewal and leading to degradation of the land. Changes in vegetation composition and structure. Loss of forage productivity.
Hillside agriculture	Conversion of lowland forest, mid-height forest, pine-oak forest and scrub to cropland	Fragmentation of forest areas. Degradation of land due to reduced or abandoned fallow cycle, use of agrochemicals and over-burning. Outbreaks of fires caused by crop burning.
Cash-crop farming	Conversion of upper and mid-height forests to cash crops (palm oil, soy, Jatropha, sugarcane) Conversion of dry forest to agave crop farming. Conversion of temperate forest to avocado crop farming.	Reduction of forest biomass and soil degradation, forest fragmentation, changes in the composition and structure of vegetation, fires caused by agricultural burning.
Degradation of shade coffee varieties	Risk of land change use to grazing land, clearing new areas for coffee.	Reduced cover of shade-giving tree species
Tall grasslands reconverted to agriculture and grazing land	Forest cover converted to pastures for cattle grazing	Fragmentation of mid-height forest, degradation of land. Fires from burning cleared material and pasture
Deforestation due to traditional agriculture	Forests converted to grow corn when crop rotation comes to an end.	Fragmentation of forest. Land degradation due to inappropriate crop practices when the rest period is reduced (left fallow or allowed to go to grass). Land degradation (erosion and reduced nutrients and moisture). Burning.
Commercial irrigated agriculture	Conversion of riparian vegetation and wetlands to farmed crops. Risk of agricultural frontier being extended	Water diverted for irrigation and to dry out land, affecting riparian vegetation and wetlands Land degradation due to salination and contamination from agro-chemicals.

	by irrigated cash crops being extended.	
Illegal extraction of wood (various purposes)	Does not cause major changes in forest cover	Reduced biomass and density of canopy cover. Impact on species populations being exploited. Changes in vegetation composition and structure. Reduced wood stocks with commercial value (quantity, quality and value).
Reduced populations of species with commercial value in managed forests	With a low production level of commercially valuable wood and high production costs, logging loses its appeal. Preference for other land uses. Land-use change.	Other uses, such as foraging with intensities greater than the load capacity or grazing coefficient, generate a gradual degradation of forestland. Management can interfere with the regeneration of ecosystems when not undertaken sustainably.
Improper forestry practices in areas under forestry management.	Does not lead to changes in forest cover, but degradation of forest mass can lead to it being replaced by fruit crops.	Reduced biomass and density of canopy cover. Reduced wood stocks (quantity, quality and value). Mature stands and habitat components removed. Increased uniformity of forest mass. Reduced productivity (lower increases each year) Changes in composition and structure. Fragmentation caused by roads. Ecosystem affected by forest management and unsuitable management practices
Illegal logging (areas with no forest management)	Gradual risk of land use change due to process of degradation	Degradation of forest areas from illegal felling
Illegal extraction of firewood and charcoal in pine and tropical forests	Does not lead to changes in forest cover, but degradation of forest mass can lead to it being replaced by grazing land in the future.	Reduced biomass and density of canopy cover. Impact on species populations being exploited. Changes in vegetation composition and structure. Reduced wood stocks (quantity, quality and value).
Extraction of non-timber forest resources	Does not cause changes in forest cover.	Does not lead to significant reduction of biomass and density of canopy cover. Impact on species populations being exploited.
Frequent low-severity forest fires	Does not cause changes in forest cover. In fires replacing stands, the reduction in cover is temporary and is offset by regeneration.	Degradation only occurs when the historical rhythm of fires is altered due to: (1) increased frequency (with damage to stands in regeneration), (2) when fire is suppressed (accumulation of combustible material and increased danger of high-severity fires), or (3) synergetic effects from other factors exist (felling, over-grazing) that combine with the fire. Damage to wood quality.
Forest fires of a high or moderate severity.	The increased frequency of fires (associated with fragmentation, invasion of pastures, greater burn frequency) leads to the forest cover converting to savannah.	Reduced canopy cover and biomass. Changes in structure and make-up of species. Higher vulnerability to new fires. Replacement by other types of vegetation favored by fire.

Open-cast mining	Forest cover converted to areas lacking vegetation.	Fragmentation of forest remaining following deforestation and by roads. Soil loss. Sedimentation and contamination of bodies of water. Landscape quality altered.
Increase of urban sprawl and establishment of unregulated human settlements	Conversion of areas of forest cover.	Fragmentation of forest (in neighboring residential areas or inside wooded areas). Accumulation of garbage in areas next to urban centers. Water diverted for urban use and to dry out land, affecting riparian vegetation and wetlands
Roads, tracks and infrastructure works	Conversion of areas of forest cover to roads. Indirect effects: change of land use to agriculture, livestock, urban centers and property speculation facilitated.	Fragmentation of forest. Increased risk of fires. Access to forest areas for extraction of resources facilitated.
Tourism	Areas of forest cover converted due to tourist developments.	Reduced cover in areas frequented by the public (including mangroves). Damage to vegetation and soil, and increased risk of fires in areas with high visitor density. Accumulation of garbage in areas frequented by the public.
Invasion of land due to agricultural conflicts and land tenure problems	Land-use change to establish agricultural parcels.	People without rights over the land (neighboring communities, landholders without agricultural rights, descendants of ejidos and settlers) exert pressure on forest resources. Fragmentation of the social ownership of the land with a process of dividing the land and the landscape into smaller parcels.
Hurricanes and others extreme climate events	Does not cause major changes in forest cover.	Damage to trees, and make-up of forest and abundance of species affected.
Plagues and tree diseases	Results in significant changes to forest cover, with the risk of a change in land use occurring	Factor causing forest degradation

Underlying these dynamics are structural factors that continue to limit sustainable landscape management, including weak enforcement capacity, insufficient cross-sectoral coordination, limited technical assistance, insecure or fragmented land governance arrangements, poverty and marginalization in rural communities, and economic incentives that frequently favor short-term agricultural expansion over long-term forest conservation. High market demand for agricultural commodities and livestock products further intensifies pressure on forest landscapes. These underlying conditions demonstrate that addressing deforestation and forest degradation in Mexico requires integrated territorial interventions that strengthen governance, promote sustainable livelihoods, improve forest management and increase the resilience of rural communities and forest ecosystems. Table 2 provides an overview of indirect causes of forest degradation and deforestation.

Table 2. Indirect causes of deforestation and forest degradation in Mexico

Indirect (underlying) cause of deforestation and forest degradation	EFFECTS Deforestation	EFFECTS Forest degradation
Lack of competitiveness of sustainable forest activities	Change of land use to more profitable activities than timber and logging	Degradation of forests and jungles from extensive grazing and illegal felling
Poor community organization /weakening of social capital	The shortage of local mechanisms to control land use, poor community governance and weak organization for production lead to unsustainable practices and land use change.	A lack of land governance capabilities and a weak organization for production lead to unsustainable land uses and practices, causing forest degradation.
Shortage of planning instruments to align public investments	Public subsidy programs create contradictory incentives and lead to the loss of forest areas	Public subsidy programs create contradictory incentives and lead to forest degradation
Economic incentives for production activities fail to take elements of sustainability into account	Agricultural sector funding programs do not take into account environmental and social risk assessment mechanisms and indirectly promote the increase of farmed land, particularly grazing land, leading to the loss of forest areas.	Agricultural sector funding programs do not take into account environmental and social risk assessment mechanisms and indirectly promote the increase of cattle herds in forest areas, leading to forest degradation. These incentives also focus on landowners and help to widen social differences between regions and within communities themselves.
Lack of institutional capacity to enforce the law	Limited operational capacity of inspection and protection agencies such as the Federal Attorney for Environmental Protection (PROFEPA) to sanction land use change.	Limited operational capacity of inspection and protection agencies such as the Federal Attorney for Environmental Protection (PROFEPA) to sanction the unregulated use of forest areas.
High commodity prices.	Commodities-led market incentive for land-use change.	Market incentives led by commodities (specifically meat) increase the demand for forage, leading to forest degradation through over-grazing.
Lack of local mentoring and assessment	Because the local mentoring and technical assessment is limited, it does not include the explicit promotion of sustainable practices and projects, leading to unsustainable practices.	Because the local mentoring and technical assessment is limited, it does not include the explicit promotion of sustainable practices and projects, leading to unsustainable practices.
Poverty and marginalization	Lack of job opportunities for young people and low family income increase the pressure on natural resources, deforestation due to larger surface area used for agriculture	Lack of job opportunities for young people and low family income increase the pressure on natural resources. Forest degradation due to increase unregulated use of forest resources, firewood, charcoal, etc.

2.4 Policy, legal and institutional framework

Legal and regulatory framework

Mexico's legal and regulatory framework for forest governance is grounded in the Constitution, which establishes the overarching human rights framework applicable to environmental and forest policy. Article 1 of the Constitution recognizes that all persons shall enjoy the human rights set forth in the Constitution and in international treaties to which Mexico is a party, and requires all authorities, within their respective mandates, to promote, respect, protect, and guarantee such rights. In addition, Article 4 recognizes the right of every person to a healthy environment for their development and well-being, establishing a constitutional basis for environmental protection, sustainable natural resource management, and State action to prevent environmental degradation.

Building on this constitutional framework, the main laws and regulations governing forest governance in Mexico are those established at the national level, that have incidence on forest areas. The core regulatory framework for forest in Mexico is centered on the General Law on Sustainable Forest Development (LGDFS).

The LGDFS pursues two objectives that are closely linked to REDD+: (i) to promote actions aimed at halting and reversing deforestation and forest ecosystem degradation, as well as expanding areas under vegetation cover; and (ii) to promote sustainable forest management in order to help maintain and enhance forest carbon stocks, reduce emissions from deforestation and forest degradation, and reduce vulnerability while strengthening resilience and adaptation to climate change. In particular, the LGDFS mandates states to design, in coordination with the federal government and in alignment with national policy planning instruments, strategies and programs that contribute to the reduction of emissions from deforestation and forest degradation.

At an equivalent hierarchical level to the LGDFS are several other key legal instruments, including the General Law of Ecological Balance and Environmental Protection (LGEEPA), the Sustainable Rural Development Law (LDRS), and the General Climate Change Law (LGCC), The General Wildlife Law, and their respective regulations. In particular, the interaction of the LGDFS with these four instruments in the areas of environmental protection and rural development can be summarized as follows:

- General Law of Ecological Balance and Environmental Protection (LGEEPA): environmental impact assessment procedures, land-use planning, biodiversity protection, and the designation and management of protected natural areas.
- General Wildlife Law (LGVS): regulation of the use and management of flora and fauna species in relation to forest ecosystems.
- Sustainable Rural Development Law (LDRS): interaction between rural productive systems and forest ecosystems, based on sustainability criteria.
- General Climate Change Law (LGCC): provisions to address the adverse effects of climate change and to regulate mitigation and adaptation actions, including the regulation of greenhouse gas emissions.

Relevant to REDD+, the LGCC establishes the obligation of the National Forestry Commission (CONAFOR) to design strategies, policies, measures, and actions aimed at transitioning toward a zero-percent rate of carbon loss in original ecosystems, for their incorporation into forest policy planning instruments for sustainable development, taking into account sustainable development objectives and community-based

forest management. Table 3 below gives an overview of these national laws and other that are relevant for forest management and rural development in Mexico, including its publication date and last reform date.

Table 3. Relevant legal and regulatory framework for forest and rural development in Mexico

Law	Focus/Purpose	Publication date	Last Reform
General Law of Ecological Balance and Environmental Protection	Establishes the basis for environmental policy and instruments for its implementation, and the preservation, restoration, and improvement of the environment.	January 28, 1988	January 19, 2026
Agrarian Law	Regulates article 27 of the Constitution that establishes private property and the right to the use of natural resources, promoting improved quality of life of the rural and urban population.	February 26, 1992	November 14, 2025
Federal Law of Plant Health	Regulates plant health, and the application, verification, and certification of systems to reduce pollution risks in the primary production of vegetables.	January 5, 1994	May 11, 2022
Federal Law of Plant Varieties	Sets the procedures for the protection of the rights of those who obtain plant varieties.	October 25, 1996	May 11, 2022
General Law of Wildlife	Establishes the concurrence of the 3 orders of government for the conservation and sustainable use of wildlife and their habitat	July 3, 2000	July 16, 2025
Law of Sustainable Rural Development	Promotes sustainable rural development in the country including the planning and organization of agricultural production, industrialization and commercialization, and actions to improve the quality of life of the rural population.	December 7, 2001	June 7, 2024
General Law of Sustainable Forestry Development	Regulates and promotes conservation actions, protection, restoration, production, cultivation, management, and forest use; and incorporates forestry into rural development.	April 26, 2018	April 1, 2024
Law of Organic Products	Promotes and regulates the criteria and/or requirements to produce, manage, and certify organic products.	February 7, 2006	Without reform
General Law on Climate Change	Regulates the actions of mitigation and adaptation to climate change to help stabilize greenhouse gas emissions and promotes the concurrence of the 3 orders of government for this purpose.	June 6, 2012	April 1, 2024

Federal Law of Environmental Responsibility	Regulates environmental liability for damage caused to the environment, and the repair of and compensation for such damage.	June 7, 2013	November 14, 2025
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Another relevant set of regulations comprises the Official Mexican Standards (NOM), which establish standardized and specific criteria and procedures for activities related to the use of certain natural resources, monitoring and measurement, industrial processes, and occupational health and safety. Also, various Mexican Standards (NMX), which address issues such as sustainable forest management certification, forest carbon project registration, and mitigation of land-use change impacts on biodiversity.

At international level, Mexico is party to a broad range of international agreements, treaties, and declarations that strengthen its national legal framework on indigenous rights, human rights, climate change, and the conservation of biodiversity and natural resources. Among the most relevant instruments are the United Nations Framework Convention on Climate Change (UNFCCC), which establishes the objective of stabilizing greenhouse gas (GHG) concentrations and requires Parties to implement mitigation programs across key sectors, including land use, the United Nations Convention on Biological Diversity (CBD), which includes programs on forest biodiversity; the United Nations Convention to Combat Desertification (UNCCD), which promotes sustainable forest management, reforestation, and soil conservation; and the International Tropical Timber Agreement, which encourages the sustainable management of tropical forests; and the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean (Escazú Agreement), which promotes access to environmental information, public participation in environmental decision-making, and access to justice in environmental matters.. Mexico is also a signatory to the RAMSAR Convention on Wetlands, the International Covenant on Economic, Social and Cultural Rights, the Inter-American Human Rights System, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the International Convention on the Elimination of All Forms of Racial Discrimination, and the Universal Declaration of Human Rights.

Policy and Institutional Framework

The Government of Mexico also relies on a range of public policy instruments to guide sustainable rural and environmental development, including sectoral and intersectoral strategies such as the National Development Plan, the National Climate Change Strategy, the Mid-Century Climate Strategy, the National REDD+ Strategy, the National Biodiversity Strategy, the National Forestry Program, and the Sectoral Program for Agriculture, Fisheries, and Rural Development. Together, these instruments align national priorities with international commitments and provide a coherent framework for addressing deforestation, climate change, and rural livelihoods in an integrated manner.

In the forestry sector, the following policy instruments are particularly significant for REDD+:

- Environment and Natural Resources Sectoral Program (PROMARNAT): the sectoral planning instrument that establishes the federal government's environmental priorities and strategic objectives, including climate change mitigation and adaptation, biodiversity conservation, ecosystem restoration, sustainable natural resource management, and the promotion of environmental justice and public participation.

- National Forestry Program (PRONAFOR): the main federal policy instrument guiding the conservation, restoration, sustainable management, and productive development of forest ecosystems, including actions aimed at strengthening community forestry, restoring degraded lands, and reducing deforestation and forest degradation.
- National Strategy for Reducing Emissions from Deforestation and Forest Degradation in Mexico (ENAREDD+): the national policy framework for REDD+ implementation, which promotes integrated territorial management, sustainable rural development, community participation, safeguards compliance, and coordinated actions to address the drivers of deforestation and forest degradation.

With specific relevance to REDD+, two national climate policy planning instruments are particularly significant within Mexico's climate programmatic framework:

- National Climate Change Strategy (ENCC), under its fourth strategic axis establishes a line of action focused on the design and implementation of plans, programmes, and policies aimed at reducing deforestation and forest degradation, framed within a REDD+ Strategy that incorporates a sustainable rural development and landscape approach, while ensuring compliance with social and environmental safeguards.
- Special Climate Change Programme (PECC), under its third objective, calls for the implementation of the National REDD+ Strategy through territorial management, applying a low-carbon rural development approach and in coordination with the members of the Working Group for REDD+ (GT-REDD+).

The institutional framework influencing forest areas in Mexico involves institutions from multiple sectors.

- The Ministry of Environment and Natural Resources (SEMARNAT) leads national environmental policy, including biodiversity conservation, environmental regulation, climate change mitigation and adaptation, and the coordination of environmental governance frameworks relevant to REDD+ implementation.
- CONAFOR serves as the lead implementing agency for forest policy and REDD+ actions and is responsible for promoting sustainable forest management, forest conservation, restoration, and the development of forest-based value chains. CONAFOR operates the National Forest Information System and the National Forest and Soil Inventory (INFyS), which provide data for monitoring forest cover and ecosystem changes.
- The National Commission of Natural Protected Areas (CONANP) contributes to biodiversity conservation and ecosystem protection through the management of protected areas and conservation strategies relevant to REDD+ implementation.
- The National Commission for the Knowledge and Use of Biodiversity (CONABIO) provides technical and scientific information to support biodiversity monitoring, ecosystem assessments and environmental decision-making processes.
- The National Institute of Ecology and Climate Change (INECC) provides technical support related to climate policy, greenhouse gas mitigation and adaptation strategies, environmental assessments and climate-related research.
- The Federal Attorney for Environmental Protection (PROFEPA) is responsible for environmental law enforcement, environmental inspections and compliance monitoring related to natural resource management and environmental protection.
- The National Council for the Evaluation of Social Development Policy (CONEVAL) evaluates social policy outcomes and contributes to the assessment of social development and poverty reduction policies relevant to sustainable rural development and social inclusion.

- The National Institute of Indigenous Peoples (INPI), formerly the National Commission for the Development of Indigenous Peoples (CDI), is responsible for promoting and safeguarding the rights of Indigenous Peoples and Afro-Mexican peoples, including participation, consultation and Free, Prior and Informed Consent (FPIC) processes relevant to territorial governance and REDD+ implementation.
- The Ministry of Women, formerly the National Institute for Women (INMUJERES), promotes gender equality and the integration of gender perspectives across public policies and programs, including those related to environmental governance, climate change and sustainable rural development.
- The Mexican Youth Institute (INJUVE) promotes youth participation and inclusion in public policy processes, including initiatives related to sustainable development, climate action and environmental governance.

In parallel, the relevant institutions in the agriculture sector that are key actors in promoting sustainable land use and rural development are:

- The Ministry of Agriculture and Rural Development (SADER), formerly SAGARPA, leads agricultural policy, rural development and food production strategies, including programs and actions relevant to land use, productive systems and sustainable rural development in forest landscapes.
- The Secretariat of Agrarian, Territorial and Urban Development (SEDATU) is responsible for agrarian, territorial and urban development policy, including matters related to land tenure, territorial planning and the regularization of agrarian property rights relevant to rural and forest territories.

All these institutions operate in coordination with state-level entities to implement forestry and rural development initiatives.

3 Environmental and social safeguards applicable to Mexico RBP proposal

3.1 Cancun Safeguards for REDD+

As part of the multilateral negotiations under the United Nations Framework Convention on Climate Change (UNFCCC), which in 2013 led to the adoption of what we now know as the Warsaw Framework for REDD+ (WFR), countries broadly recognized the role that REDD+ could play in 'poverty alleviation and biodiversity benefits, ecosystem resilience and the linkages between mitigation and adaptation'. Accordingly, a set of governance, social and environmental safeguards for REDD+ were adopted, commonly and hereafter referred to as *Cancun Safeguards*. The Cancun Safeguards constitute a principle-based governance, social and environmental framework to be *promoted, addressed and respected* throughout the design and implementation of REDD+ activities, according to each country's national capacities, national sovereignty and legislation, regardless of source and type of funding (Box 1).

Box 1 Cancun Safeguards

When undertaking REDD+ activities, the following safeguards should be promoted and supported:

- (a) That actions complement or are consistent with the objectives of national forest programmes and relevant international conventions and agreements;
- (b) Transparent and effective national forest governance structures, taking into account national legislation and sovereignty;
- (c) Respect for the knowledge and rights of indigenous peoples and members of local communities, by taking into account relevant international obligations, national circumstances and laws, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples;
- (d) The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, in the actions referred to in paragraphs 70 and 72 of this decision;¹³
- (e) That actions are consistent with the conservation of natural forests and biological diversity, ensuring that the actions referred to in paragraph 70 of this decision are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and environmental benefits¹⁴;
- (f) Actions to address the risks of reversals;
- (g) Actions to reduce the displacement of emissions.

When seeking to secure and receive results-based payments (RBPs), the WFR requires countries to, have in place a system to provide information – the SIS - on how Cancun Safeguards had been addressed and respected in the context of results-based actions for which RBPs are being sought, and provide their most

¹³ When developing and implementing national strategies or action plans, to address, inter alia, the drivers of deforestation and forest degradation, land tenure issues, forest governance issues, gender considerations and the safeguards, through the following activities: a) Reducing emissions from deforestation; b) Reducing emissions from forest degradation; c) Conservation of forest carbon stocks; d) Sustainable management of forests; e) Enhancement of forest carbon stocks.

¹⁴ Taking into account the need for sustainable livelihoods of indigenous peoples and local communities and their interdependence on forests in most countries, reflected in the United Nations Declaration on the Rights of Indigenous Peoples, as well as the International Mother Earth Day.

recent Summary of Information (SOI). Moreover, further decisions adopted during COP21 in 2015 provided additional guidance to ensure ‘transparency, consistency, comprehensiveness and effectiveness when informing on how all the safeguards [...] are being addressed and respected’, and which largely informed and standardized safeguards reporting through countries’ SOIs.¹⁵

Mexico progress in relation to addressing, respecting and implementing the Cancun Safeguards, and regarding its efforts to provide information and report on Cancun Safeguards is examined in more detail on section 4.2, below.

1.1. GCF’s environmental and social standards and applicable policies

Following its mandate as the financial mechanism of the UNFCCC, the GCF is committed to preventing and/or managing environmental and social risks and impacts, while actively pursuing environmental and social improvements across all GCF-financed activities. To do so, the GCF adopted the International Financial Corporation (IFC) Performance Standards on Environmental and Social Sustainability as their interim framework.

The IFC Performance Standards encompass eight (8) Performance Standards that cover key environmental and social considerations be safeguarded when designing and implementing a project or program, including: assessment and management of environmental and social risks and impacts; labor and working conditions; resource efficiency and pollution prevention; community health, safety, and security; land acquisition and involuntary resettlement; biodiversity conservation and sustainable management of living natural resources; Indigenous Peoples; and cultural heritage.

Moreover, the GCF has developed and adopted a series of policies that all accredited entities shall comply with:

- **GCF Revised Environmental and Social Policy:** requires that the accredited entities provide and implement the environmental and social management system to manage the environmental and social risks and impacts associated with the activities, allow meaningful and inclusive multi-stakeholder consultation and engagement throughout the lifecycle of activities and that the activities proposed for GCF financing are properly screened, assigned appropriate environmental and social risk categories and that the environmental and social risks and impacts are properly and sufficiently assessed.
- **GCF Indigenous People Policy:** recognizes that Indigenous Peoples often have identities and aspirations that are distinct from mainstream groups in national societies and are disadvantaged by traditional models of mitigation, adaptation, and development. In many instances, they are among the most economically marginalized and vulnerable segments of the population, and in many cases, they do not receive equitable access to project benefits, or benefits are not devised or delivered in a form that is culturally appropriate. The economic, social, and legal status of Indigenous Peoples frequently limit their capacity to defend their rights to, and interests in, land,

¹⁵ Rey Christen, D., García Espinosa, M., Reumann, A., & Puri, J. (2020). Results Based Payments for REDD+ under the Green Climate Fund: Lessons Learned on Social, Environmental and Governance Safeguards. *Forests*, 11(12), 1350. Available at: <https://www.mdpi.com/1999-4907/11/12/1350>

territories, and natural and cultural resources, and may restrict their ability to participate in and benefit from development initiatives and climate change actions (see Box 6 for more).

- **GCF Gender Policy:** reinforces the responsiveness of GCF to the culturally diverse context of gender equality to better address and account for the links between gender equality and climate change.
- **GCF Revised Policy on the Prevention and Protection from Sexual Exploitation, Sexual Abuse, and Sexual Harassment:** sets clear obligations for GCF-project related persons to prevent and respond to SEAH and to refrain from condoning, encouraging, participating in, or engaging in SEAH.
- **GCF Policy on the Protection of Whistle blowers and Witness:** to empower GCF project related persons to report suspicions of wrongdoing in good faith and without fear of retaliation so that the GCF can effectively protect its interests, resources and mission.
- **GCF Policy on Prohibited Activities:** prohibits GCF-project related persons to engage in: corrupt, fraudulent, coercive, collusive, or obstructive practices; or abuse, etc. to maintain the highest levels of integrity, accountability and efficiency. Prohibited activities as per the policy constitute an integral part of the ESS framework applicable to this ESA (Table 4).

Table 4 GCF's Prohibited Practices

Prohibited Practice	Description
Corruption or Corrupt practice	Means the promise, offering, giving, receiving, or soliciting, directly or indirectly, anything of value (including but not limited to gifts, gratuities, entertainments, favours, invitations, and benefits of any kind) or any undue advantage, or any act or omission that involves the abuse of authority or functions, for the purpose of influencing or to causing to influence improperly the actions of another party, or for the purpose of obtaining an undue advantage for oneself or for another party.
Fraud or Fraudulent practice	Means any act or omission, including misrepresentation or concealing material fact, that knowingly or recklessly misleads, or attempts to mislead, a party for the purpose of obtaining a financial or other undue advantage for oneself or for a third party, or to avoid an obligation.
Coercion or Coercive practice	Means the impairing or harming, or threatening to impair or harm, directly or indirectly, any party or the property of the party for the purpose of improperly influencing the actions of a party.
Collusion or Collusive practice	Means an arrangement between two or more parties designed to achieve an improper purpose, including for the purpose of improperly influencing the actions of another party.
Obstructive practice	Includes: i) Deliberately destroying, falsifying, altering, concealing, or unreasonably withholding evidence or other requested information, documents or records, which are material to a Fund investigation; ii) Making false statements to investigators in order to materially impede a Fund investigation; iii) Threatening, harassing, or intimidating any party to prevent it from disclosing its knowledge of matters relevant to a Fund investigation or from pursuing a Fund investigation; or iv) Materially impeding the Fund's contractual rights of audit or access to information.
Abuse	Means theft, misappropriation, waste or improper use of property or assets related to a Fund-related Activity, either committed intentionally or through reckless disregard.
Money Laundering	Refers to: i) the conversion or transfer of property, knowing that such property is derived from the crime, for the purpose of concealing or disguising the illicit origin of the property or of assisting any person who is involved in the commission of the crime to evade the legal consequences of his or her actions; ii) the concealment or disguise of the true nature, source, location, disposition, movement, rights with respect to, or ownership of or rights with respect to property, knowing such property is derived from crime; or iii) the acquisition, possession or use of property knowing at the time of receipt such property was derived from a criminal offence.
Retaliation against Whistleblowers or Witnesses	Means any detrimental act, direct or indirect, recommended, threatened or taken against a Whistleblower or Witness, or person associated with a Whistleblower or Witness, because of his or her report of suspected Wrongdoing or cooperation with a Fund investigation by the Whistle-blower or Witness.
Financing of Terrorism or Terrorist Financing	Means the commission of any offence as set out in Article 2 of the International Convention for the Suppression of the Financing of Terrorism.

Source: Authors' own elaboration, adapted from GCF's Policy on Prohibited Practices (2019). Available on: <https://www.greenclimate.fund/document/policy-prohibited-practices#:~:text=Establishes%20the%20specific%20conduct%20and,occurred%20in%20Fund%2Drelated%20Activities.>

Box 2 Green Climate Fund's Indigenous Peoples Policy

The GCF's Indigenous Peoples Policy, when describing its scope of application, refers to the term indigenous peoples as '*used in a generic sense to refer to a distinct social and cultural group possessing the following characteristics in varying degrees:*

- a) *Self-identification as members of a distinct indigenous social and cultural group and recognition of this identity by others;*
- b) *Collective attachment to geographically distinct habitats, ancestral territories, or areas of seasonal use or occupation as well as to the natural resources in these areas;*
- c) *Customary cultural, economic, social, or political systems that are distinct or separate from those of the mainstream society or culture; and*
- d) *A distinct language or dialect, often different from the official language or languages of the country or region in which they reside. This includes a language or dialect that has existed but does not exist now due to impacts that have made it difficult for a community or group to maintain a distinct language or dialect.'*

The IP Policy underscores it will '*take into account commonly accepted and applied criteria for identifying indigenous peoples, respecting self-identification as indigenous or tribal as a fundamental criterion*' when defining the scope of application of the Policy. The Policy further clarifies that '*in some countries, such groups are referred to as indigenous peoples. In other countries, they may be referred to by other terms, such as "indigenous peoples and local communities", "local communities", "sub-Saharan African historically underserved traditional local communities", "indigenous ethnic minorities", "Afro-descendent communities of South America and the Caribbean", "ethnic groups", "aboriginals", "hill tribes", "vulnerable and marginalized groups", "minority nationalities", "scheduled tribes", "first nations", "tribal groups", "pastoralists", "hunter-gatherers", "nomadic groups" or "forest dwellers".*'

The IP Policy will apply to all such groups regardless of which the terminology used, and '*whenever indigenous peoples are present in, have, or had a collective attachment or right to areas where GCF-financed activities will be implemented. This includes indigenous peoples who, during the lifetime of members of the community or group, have lost collective attachment to distinct habitats or ancestral territories in the project area because of forced severance, conflict, government resettlement programs, dispossession of their land, natural disasters, or incorporation of such territories into an urban area.*'

Moreover, the IP Policy will apply '*regardless of whether indigenous peoples are affected positively or negatively, and regardless of the significance of any such impacts*' and its application '*will not be limited by the absence of legal recognition or identification of indigenous peoples by a state*' nor it will be '*limited by the legal status of titling of indigenous lands, resources and territories.*'

Source: Authors' own elaboration based on GCF. 2018. Indigenous Peoples Policy. In Proceedings of the Board Meeting on its Nineteenth meeting, 26 February – 01 March 2018. Songdo, Korea. Available at: <https://www.greenclimate.fund/sites/default/files/document/ip-policy.pdf>

3.2 FAO's Framework for Environment and Social Management

FAO's Strategic Framework 2022–2031 is consistent with the 2030 Agenda and the Sustainable Development Goals (SDGs), and seeks to support a transition to more efficient, inclusive, resilient and sustainable agrifood systems, which in turn foster better production, better nutrition, a better environment, and a better life, leaving no one behind. **Better production** requires a shift in consumption and production patterns through more sustainable, efficient, inclusive and resilient food and agriculture supply chains at both the local, regional and global levels. **Better environment**, on the other hand, entails protecting, conserving, restoring and regenerating ecosystems, while promoting their sustainable use, in a manner that is consistent with global objectives to adapt to and mitigate climate change, ultimately fostering inclusive economic growth while reducing inequalities towards a **better life**. FAO is therefore committed to mainstreaming sustainability across its programming, including through the development and application of methodologies, guidelines, indicators, policies, investment plans, programmes and governance mechanisms that are both gender sensitive and inclusive. To do so, FAO has in place an

environmental and social risk management system geared at strengthening inclusiveness, resilience, sustainability and accountability across its programming.

In 2022, following the revision of its 2015 Environmental and Social Management Guidelines (**ESMG**), including a participatory consultation process, FAO adopted its Framework for Environmental and Social Management (**FESM**), which establishes broader environmental and social performance requirements for FAO programming, consistent with the United Nations Environmental Management Group's Model Approach¹⁶. FAO's FESM seeks to strengthen and streamline a human rights-based approach and other guiding principles (Table 5) across FAO's programming to ensure that both people and the environment are protected from any potential adverse impacts while promoting stakeholders' active participation, as well as their access to effective channels to voice their concerns and interests. Altogether, the revised guiding principles alongside two operational pillars (**ESOP**) and nine environmental and social standards (**ESS**) constitute FAO's FESM, and outline mandatory requirements associated with the identification, assessment and management of a diversity of potential environmental and social risks and impacts associated with programmes and projects supported and implemented by FAO. It is worth noting that, as per FAO's accreditation under as an international accredited entity under the GCF, FAO's FESM is fully consistent with the GCF's Environmental and Social Standards, and the Indigenous Peoples, Gender and Prohibited Practices Policies, and the IFC's Performance Standards (see Table 8).

Table 5 FAO's Framework for Environmental and Social Management: Guiding Principles

Guiding Principle	Description
Leave No One Behind	Prioritizes addressing the needs of marginalized, vulnerable, or disadvantaged populations, ensuring that project benefits are distributed equitably, with particular attention to promoting fair access to development resources.
Human Rights-Based Approach	Embeds human rights standards in all programming phases, based on the Universal Declaration of Human Rights and other international instruments. Emphasizes developing capacities of rights-holders to claim rights and of duty-bearers to fulfill obligations, especially concerning the rights of Indigenous Peoples.
Environmental Sustainability	Commits to minimizing environmental harm and promoting sustainable natural resource use to preserve biodiversity and ecosystem services. Aims to balance food security with ecosystem preservation.
Gender Equality and Social Inclusion	Promotes gender equality and protects marginalized groups from project-related harm, advocating equal access to resources, decision-making, and benefits for women and vulnerable communities.
Integrity and Accountability	Strengthens transparency and accountability in project activities, including establishing fair grievance mechanisms and ensuring active, inclusive stakeholder participation.
Principle of Free, Prior, and Informed Consent (FPIC)	Recognizes Indigenous Peoples' right to make informed decisions about project activities that may affect their lands, territories, and resources, allowing them to give or withhold consent at any stage of a project.
Prevention of Sexual Exploitation, Abuse, and Harassment	Enforces zero tolerance for sexual exploitation, abuse, and harassment in all FAO-supported projects, requiring preventive and responsive measures to protect all project stakeholders, with special protocols for addressing gender-based violence risks.
Sustainability and Resilience	Emphasizes sustainable practices in agrifood systems to support long-term resilience, especially in vulnerable communities. Aims to foster adaptable systems through risk-informed and

¹⁶ The UN's Environmental Management Group's is an interagency group that included FAO, International Labour Organization (ILO), United Nations Environment Programme (UNEP), United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), United Nations Office for Project Services (UNOPS), UN-Habitat, and World Food Programme (WFP).

	integrated approaches that address social, economic, and environmental factors in a balanced manner.
Accountability to Affected Populations	Defines accountability as a commitment to respect and respond to the needs of affected populations, including providing transparent feedback, respecting rights, and ensuring fair and accessible grievance processes. Recognizes the importance of equal access to assistance and benefits.

FAO's Environmental and Social Operational Pillars and Standards

Environmental and Social Operational Pillar 1 (ESOP 1), ***Screening, assessment, management of environmental and social risks and impacts***, defines the guidelines for risk screening and categorization, along with procedures and management requirements according to the risk level established for a programme or project, as per the application of the Screening Checklist. Moreover, ESOP 1 is envisioned as an overarching procedural pillar of the FESM, geared at identifying, evaluating and managing environmental and social risks, impacts and opportunities according to all nine (9) environmental and social standards – ESS.

Environmental and Social Operational Pillar (ESOP 2), ***Stakeholder engagement, information disclosure, and grievance, conflict resolution and accountability mechanisms***, establishes a three-fold approach and ongoing principles to ensure that all stakeholders have meaningful, informed, and effective participation throughout the development and execution of FAO programs and projects, as well as access to grievance, conflict-resolution, and accountability processes to help prevent and address adverse impacts (see Table 6).

Table 6 Requirements of FAO's ESOP 2 - Stakeholder engagement, information disclosure, and grievance, conflict resolution and accountability mechanisms

Stakeholder engagement	Stakeholder engagement is an ongoing process throughout the programming or project cycle from planning to monitoring, and which entails timely disclosure of relevant, accessible information on the programming activities; and meaningful consultations and participation of all relevant stakeholders.
Information Disclosure	Disclosure of programme and project information is essential to enable meaningful and effective stakeholders' participation in both project consultations and throughout its implementation, including in relation to potential environmental and social risks, impacts and benefits. FAO will disclose information related to environmental and social risks and impacts for all moderate and high-risk projects and may disclose such information for low-risk projects if warranted.
Grievance mechanisms and conflict resolution processes	All stakeholders involved in or affected by FAO supported activities have a right to express their opinions, whether positive or negative. Grievance mechanisms are essential to ensure stakeholders have fair, transparent, inclusive and no-cost access to processes and mechanisms to redress grievances and resolve conflicts, in a timely and effective manner. FAO's programmes or projects should ensure grievance, feedback and complaint mechanisms are legitimate, accessible, predictable, equitable, transparent, rights-compatible, open to continuous learning, confidential.

As a result of the 2022 revisions, FAO's FESM established **nine (9) Environmental and Social Standards, the ESS, aimed at preventing, reducing, or managing environmental and social risks and impacts in programs and projects**. Where specific risks or impacts are identified during the screening and assessment of a program or project, relevant ESS requirements and management measures are applied. Table 7 outlines

the objectives of each of FAO's FESM ESS in more detail, and Table 8 presents a reconciliation of each ESS with the IFC's Performance Standards, serving as the GCF's environmental and social standards.

Table 7 FAO's Environmental and Social Standards

FAO's Environmental and Social Standards	Overview on ESS Objectives
ESS 1 Biodiversity conservation, and sustainable management of natural resources	• Safeguard biodiversity and prevent harmful practices in agriculture, forestry, fisheries, and wildlife management that could damage ecosystems, ecosystem services, habitats, or genetic resources. • Promote responsible governance of natural resources, acknowledging the critical role of women, Indigenous Peoples, and local communities in ecosystem conservation. • Ensure fair distribution of benefits from genetic resource use. • Respect and preserve Indigenous knowledge, innovations, and practices that aid biodiversity conservation and sustainable resource use. • Support sustainable resource use in post-conflict and emergency contexts to help stabilize and prevent renewed conflict.
ESS 2 Resource efficiency and pollution prevention and management	• Prevent and reduce pollution effects on human health and the environment. Encourage efficient, equitable access to and use of resources (energy, water, land, soil, chemicals, forests, oceans) for both women and men. • Support Integrated Pest Management (IPM) to decrease pesticide dependence, promoting safe agricultural practices in line with FAO/WHO standards to protect farming communities, consumers, and the environment. • Promote Integrated Soil Fertility Management (ISFM) through diverse farming methods and agro-forestry, using locally sourced nutrients to prevent environmental harm and reduce costs for farmers, following FAO's Fertilizer Code of Conduct. • Limit emissions of short- and long-lived climate pollutants, including black carbon, methane, carbon dioxide, and ozone-depleting substances. • Minimize hazardous and non-hazardous waste production, adopting a human rights-based approach for managing and safely disposing of hazardous substances, including agrochemicals.
ESS 3 Climate change and disaster risk reduction	• Minimize greenhouse gas emissions and enhance and maintain carbon sinks. • Ensure all programmes and projects integrate climate change and disaster risk considerations. • Climate-proof FAO's programming through climate-resilient measures, climate change mitigation, adaptation and disaster risk reduction, reducing exposure and vulnerability of communities and their livelihoods to the impacts of climate change and disaster risks. • Strengthen low-carbon and resilient agrifood systems to address both the risks associated with climate change and its impact on people, livelihoods, food security and nutrition.
ESS 4 Decent work	• Promote and foster decent employment. • Promote, respect and realize fundamental principles and rights at work, including through: freedom of association and recognition of the right to collective bargaining; preventing child labour and forced labour; promote fair treatment, non-discrimination and equal opportunities to all workers; and, protecting and supporting workers, particularly those at heightened risk. • Protect and promote workers' safety and health. • Ensure compliance with national employment and labour laws and international commitments. • Have in place effective measures to address emergency events, whether human-made or natural hazards. • Leave no one behind when protecting and supporting workers with a special focus, as appropriate, on women, young and migrant workers, workers in the informal economy, and those with disabilities.
ESS 5 Community health, safety and security	• Anticipate and avoid adverse impacts on health, safety and livelihoods of relevant stakeholders. • Ensure quality and safety in the design and construction of infrastructure associated to FAO's programmes and projects, and prevent and minimize potential safety risks and accidents. • Avoid or minimize stakeholders' exposure to disaster risks, diseases and hazardous materials associated to FAO programmes and projects. • Ensure that the safeguarding of personnel and property minimizes risks to communities, and in accordance with international human rights standards and principles.

ESS 6 Gender equality and prevention of gender-based violence (GBV)	• Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making. • Ensure equal access to resources, both agricultural and natural resources (e.g., land, water, livestock, equipment, seeds, fertilizers), essential for them to benefit from work. • Provide equal access to support services, addressing the gender gap, facilitating equal access to agricultural support services (advisory, financial, and business development, technology transfer and adoption). • Enable market access and employment, promoting equal income opportunities, market access and decent jobs for all. • Reduce Women's Work Burden and prevent interventions from unintentionally increasing women's work burden or time poverty. • Avoid or minimize the risk to build or reinforcing discriminatory norms and attitudes that undermine women's position and decision-making power. • Prevent, mitigate, and respond to the risk of gender-based violence (GBV), ensuring timely and accessible support services for GBV cases, including in relation to sexual exploitation and abuse.
ESS 7 Land tenure, displacement, and resettlement	• Avoid, or where unavoidable, minimize and address negative impacts from the acquisition of land or other natural resources, or restrictions on their use. <i>Forbid forced evictions in all cases.</i> • Design and carry out resettlement activities as part of development activities, when appropriate, ensuring that sufficient resources are available to enable affected people to benefit directly from the proposed programmes and projects. • Design and execute said resettlement efforts in close collaboration with the affected people, ensuring their informed and meaningful participation. • Safeguard tenure rights, including customary or Indigenous tenure rights even when not formally recognized by law, when granting or recognizing tenure rights to land or natural resources in the context of the programme or project. • Improve or restore the livelihoods and living standards of individuals, with a focus on the improvement of socio-economic conditions of those impoverished, marginalized, and vulnerable groups affected by land acquisition, investment, or land reform projects. • Acknowledge all users with legitimate land and resource claims, including those with informal or customary tenure. • Ensure that functioning grievance mechanisms are in place and accessible to stakeholders, enabling timely and effective communication, documentation and resolution of grievances.
ESS 8 Indigenous Peoples	• Recognize and fully respect the rights, dignity, culture, autonomy, and identity of Indigenous Peoples, recognizing their unique traditions and aspirations. • Avoid adverse impacts from FAO-supported activities on Indigenous Peoples, and mitigate or remedy impacts if avoidance is impossible. • Support Indigenous Peoples' rights to self-determination and development in respect and accordance to their culture and identity. • Recognize and uphold Indigenous Peoples' rights to the lands, territories, and resources they have traditionally owned or occupied. • Protect and respect Indigenous culture, knowledge, and practices, allowing Indigenous Peoples to adapt to changing conditions in a manner and timeframes that is acceptable for them. • Design and implement programmes and projects in partnership with Indigenous Peoples, ensuring their full, effective and meaningful consultations and participation, consistent with the principle of Free, Prior, and Informed Consent (FPIC) before starting activities. • Ensure Indigenous Peoples receive fair and benefits and opportunities from project activities, in a manner that is inclusive and culturally appropriate, with emphasis on gender equality. • Support countries in respecting and fulfilling Indigenous Peoples' rights. • Protect cultural heritage from harm or misuse, promote its preservation, and ensure meaningful consultations and equitable access to the benefits in relation to the preservation, protection, utilization and/ or management of cultural heritage in the context of FAO programmes / projects.
ESS 9 Cultural Heritage	• Protect cultural heritage - including oral traditions and expressions; performing acts; social practices, rituals and festive events; food heritage and territorial diets; knowledge and practices; and traditional craftsmanship - from harm, inappropriate alteration, disruption, removal, or misuse, and support its preservation, safeguarding and protection. • Ensure equitable sharing of benefits resulting from the integration or use of cultural heritage. • Foster inclusive and meaningful consultation with stakeholders, including women and youth, regarding the preservation, protection, use and management of cultural heritage.

Table 8 Harmonization between FAO's FESM and the GCF's Environmental and Social Safeguards / IFC's Performance Standards¹⁷

FAO's Environmental and Social Operational Pillars and Standards	GCF's Environmental and Social Safeguards / IFC's Performance Standards
ESOP1 Screening, assessment, management of environmental and social risks and impacts	PS1 Assessment and Management of Environmental and Social Risks and Impacts
ESOP 2 Stakeholder engagement, information disclosure, and grievance, conflict resolution and accountability mechanisms	PS1
ESS 1 Biodiversity conservation, and sustainable management of natural resources	PS5 Land Acquisition and Involuntary Resettlement, PS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources
ESS 2 Resource efficiency and pollution prevention and management	PS1, PS3 Resource Efficiency and Pollution Prevention
ESS 3 Climate change and disaster risk reduction	PS1, PS3, PS4 Community Health, Safety and Security
ESS 4 Decent work	PS1, PS2 Labor and Working Conditions
ESS 5 Community health, safety and security	PS1, PS4
ESS 6 Gender equality and prevention of gender-based violence (GBV)	PS1, PS2, PS5, PS7 Indigenous Peoples
ESS 7 Land tenure, displacement, and resettlement	PS1, PS5, PS7
ESS 8 Indigenous Peoples	PS1, PS5, PS7
ESS 9 Cultural Heritage	PS7, PS8 Cultural Heritage

Prohibited Practices and Exclusion List

The GCF's Policy on Prohibited practices refers to a series of activities that will not be eligible to be funded by GCF's programming activities, outlined in Table 9. Similarly, FAO's FESM includes a comprehensive exclusion list which details a series of activities that will not, directly or indirectly, be supported through FAO's programming (Box 2). Both prohibited and exclusion activities apply to the Mexico RBP proposal.

Table 9 Prohibited Practices as per the GCF's Policy

Prohibited Practices	
Corruption or Corrupt practice	Means the promise, offering, giving, receiving, or soliciting, directly or indirectly, anything of value (including but not limited to gifts, gratuities, entertainments, favours, invitations, and benefits of any kind) or any undue advantage, or any act or omission that involves the abuse of authority or functions, for the purpose of influencing or to causing to influence improperly the actions of another party, or for the purpose of obtaining an undue advantage for oneself or for another party.
Fraud or Fraudulent practice	Means any act or omission, including misrepresentation or concealing material fact, that knowingly or recklessly misleads, or attempts to mislead, a party for the purpose of obtaining a financial or other undue advantage for oneself or for a third party, or to avoid an obligation.
Coercion or Coercive practice	Means the impairing or harming, or threatening to impair or harm, directly or indirectly, any party or the property of the party for the purpose of improperly influencing the actions of a party.

¹⁷ IFC's Performance Standards (2012). <https://www.ifc.org/content/dam/ifc/doc/2010/2012-ifc-performance-standards-en.pdf>

Collusion or Collusive practice	Means an arrangement between two or more parties designed to achieve an improper purpose, including for the purpose of improperly influencing the actions of another party.
Obstructive practice	Includes: (1) Deliberately destroying, falsifying, altering, concealing, or unreasonably withholding evidence or other requested information, documents or records, which are material to a Fund investigation; (2) Making false statements to investigators in order to materially impede a Fund investigation; (3) Threatening, harassing, or intimidating any party to prevent it from disclosing its knowledge of matters relevant to a Fund investigation or from pursuing a Fund investigation; or (4) Materially impeding the Fund's contractual rights of audit or access to information
Abuse	Means theft, misappropriation, waste or improper use of property or assets related to a Fund-related Activity, either committed intentionally or through reckless disregard
Money Laundering	Refers to: (a) the conversion or transfer of property, knowing that such property is derived from the crime, for the purpose of concealing or disguising the illicit origin of the property or of assisting any person who is involved in the commission of the crime to evade the legal consequences of his or her actions; (b) the concealment or disguise of the true nature, source, location, disposition, movement, rights with respect to, or ownership of or rights with respect to property, knowing such property is derived from crime; or (c) the acquisition, possession or use of property knowing at the time of receipt such property was derived from a criminal offence;
Retaliation against Whistleblowers or Witnesses	Means any detrimental act, direct or indirect, recommended, threatened or taken against a Whistleblower or Witness, or person associated with a Whistleblower or Witness, because of his or her report of suspected Wrongdoing or cooperation with a Fund investigation by the Whistle-blower or Witness.
Financing of Terrorism or Terrorist Financing	means the commission of any offence as set out in Article 2 of the International Convention for the Suppression of the Financing of Terrorism

Box 3 Exclusion list as per FAO's FESM.

'FAO will not knowingly support, directly or indirectly, projects involved in activities, production, trade, or use of the products, or substances listed below.' • Harmful or exploitative forms of child labour. • Harmful or exploitative forms of forced labour. • Forced evictions without the provision of and access to appropriate forms of legal and other protection. • Activities that result in the exploitation of and access to outsiders to the lands and territories of Indigenous Peoples in voluntary isolation and in initial contact. • Destruction of protected areas or other high biodiversity and High Conservation Value areas • Construction or financing of dams over 15 m in height. • Activities that are illegal under host country laws, regulations or ratified international conventions and agreements relating to biodiversity protection or cultural heritage. • Activities or materials deemed illegal under host country laws or regulations or international conventions and agreements, such as: ○ products that contain any substances that are banned for use or trade under applicable international treaties and agreements, or meet the criteria of carcinogenicity, mutagenicity, or reproductive toxicity as set forth by relevant international agencies; and ○ wildlife or products regulated under the Convention on International Trade in Endangered Species or Wild Fauna and Flora (CITES). • Cross-border trade in waste and waste products, unless compliant to the Basel Convention and the underlying regulations. • Trade related to pornography and/or prostitution. • Production and distribution of racist and discriminatory media. • Project's activities for which any of the following products is having a primary role: ○ production, use or trade in radioactive materials¹ and unbounded asbestos fibres or asbestos-containing products; ○ blast fishing and large-scale pelagic drift net fishing using nets in excess of 2.5 km in length;
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- production or trade in alcoholic beverages (except beer and wine) and tobacco; o production, use, trade or distribution of weapons and munitions; and
- gambling, casinos or equivalent enterprises.

4 Environmental and social due diligence assessment for the results period

As established in section II of the Policy, 'Specific requirements for results-based payments for REDD+', the funding proposal should ensure compliance with the relevant GCF policies, applicable to the regular project and programme activity cycle. However, standalone due diligence assessments are required for (i) payments for ERs resulting from underlying activities and (ii) the reinvestment of the proceeds.

Accordingly, the policy requires the AE to prepare 'diligence report(s) describing the extent to which the activities undertaken in the past leading to the REDD+ results for which the result-based payments are requested have been implemented in a manner consistent with the relevant GCF policies'. Consistent with Appendix III of the policy, 'Compliance with GCF policies and procedures', this section presents the results of the due diligence report, in relation to:

1. the extent to which the measures undertaken to identify, assess, and manage environmental and social risks and impacts, in the context of the REDD+ RBP proposal, were consistent with the requirements of the applicable GCF Environmental and Social Safeguards (ESS) standards, the IP and the Gender Policies.
2. how the stakeholders were identified, informed, and consulted, including Indigenous Peoples, women and other vulnerable groups; how engagement took place and how they participated in the activities.
3. grievance redress mechanisms or analogous systems whether established as part of the REDD+ activities or as integral to the system of the country, and specify whether the mechanisms were accessed, complaints have been received, and how these were resolved. This includes in relation to Indigenous Peoples and women.

The ESA Report, along with the country's self-assessment on how Cancun Safeguards had been addressed and respected as per its respective summary of information – hereon, the SOI - will be subject to further second-level due diligence by the GCF Secretariat as part of the overall consideration of the funding proposal against the scorecard, and will provide the basis for recommendation for Board approval.

4.1 Approach and methodology of the assessment

Following the adoption of its FESM in 2022 FAO has in place a set of guiding principles, environmental and social operational pillars, and nine environmental and social standards, consistent with the GCF's policies applicable to this RBP proposal, as per FAO's accreditation process as an AE. FAO's FESM is geared at fostering environmental and social performance across its programming, ensuring both people and the environment are protected from any potential adverse impacts while promoting stakeholders' active participation and their access to effective channels to voice their concerns and interests, ensuring consistency with the GCF's policies¹⁸. Accordingly, this environmental and social due diligence assessment has been conducted by applying FAO's FESM, and its respecting environmental and social risks screening and management instruments.

¹⁸ Environmental and Social Safeguard Standards, Indigenous Peoples' Policy, Gender Policy and Policy on Prohibited Practices.

In this context, this environmental and social *due diligence* assessment retroactively examines policies and measures – hereon, PAMs - undertaken in Mexico in the results period 2018-2019, including both the REDD+ readiness and results periods. As part of this environmental and social assessment has been conducted through dedicated analytical tools, as follows:

- i) **Establishment of an integrated environmental, social and governance (ESG) safeguards framework tailored to Mexico and its RBP proposal.** Building on the country's national interpretation of the Cancun Safeguards, and integrated safeguards framework has been established by integrating FAO's Environmental and Social Operational Policies (ESOPs) and Environmental and Social Standards (ESS). The integrated safeguards framework is conceived to:
 - a. demonstrate homologation and consistency across *objectives, themes and requirements* under each applicable safeguards framework, and
 - b. provide a fit-for-purpose analytical framework to guide the retroactive due diligence assessment, while remaining anchored in the national safeguards framework for REDD+.
- ii) **Due diligence assessment on the extent to which the measures to identify, assess, and manage environmental and social risks and impacts, were consistent with the requirements of the applicable GCF's policies,** including issues in relation to stakeholders' engagement and access to information, issues on IPs, gender equality and gender-based violence, and grievance redress mechanisms. Following the proposed integrated ESG framework, and guided by applicable guiding questions as per FAO's environmental and social risk screening checklist, the due diligence assessment examined:
 - a. **Efforts undertaken to identify and assess environmental and social risks and impacts** relevant to the REDD+ Strategy, and the extent to which such ESG priorities had been triggered, addressed and/or managed over the period considered for this assessment.
 - b. **Policies, laws and regulations (PLRs)** relevant to the REDD+ Strategy potential risks and impacts, and the extent to which it has been consistent with the ESG framework, including in relation to revisions or changes that could have triggered either previously identified or new risks.
 - c. **The extent to which the policies and measures, including enabling and direct measures, undertaken in the country during the results-period, were consistent with applicable environmental and social standards.**
- iii) Building on stakeholders participatory and consultative efforts undertaken in the context of the REDD+ readiness phase, **hybrid consultations with key stakeholders** have been undertaken in the context of the preparation of Mexico RBP proposal. A detailed account can be found in Annex 5 to the RBP proposal, the Stakeholder Engagement Plan (SEP).

The results of the due diligence assessment are presented in section 4.2, and supporting analytical matrices are included as an annex to this report (Annexes 2 and 3).

4.1.1 Integrated Environmental, Social and Governance Safeguards Framework

Building on the country's national interpretation of the Cancun Safeguards and reconciled with FAO's Environmental and Social Operational Policies (ESOPs) and Environmental and Social Standards (ESS), an integrated safeguards framework has been established as the analytical framework for the environmental and social due diligence assessments conducted in preparation of this RBP proposal. Such integrated environmental, social and governance (ESG) safeguards framework is conceived to:

- a. demonstrate homologation and consistency across *objectives, themes and requirements* under each safeguards framework, in turn ensuring across applicable safeguards and policies, and
- b. provide a fit-for-purpose analytical framework to guide both this retroactive due diligence assessment and the proposed environmental and management framework for the RBP proposal, while remaining anchored in the country's own interpretation of the Cancun Safeguards.

Ensuring such coherence across *environmental and social safeguard standards and associated assessment, monitoring and reporting instruments* will allow the country to streamline and optimize efforts to prevent and avoid potential negative risks and impacts associated with REDD+ implementation, but also to streamline efforts that actively pursue and promote positive environmental, social and governance impacts, or *co-benefits*. The latter is examined in more detail in the environmental and social management framework (ESMF) for the proposed use of REDD+ proceeds, Annex 4.2 to the RBP funding proposal.

The table below presents an overview of Mexico's national interpretation of Cancun Safeguards and their equivalence to FAO's Environmental and Social Operational Pillars and Standards, with the proposed integrated ESG safeguards framework.

Table 10 Integrated environmental, social and governance (ESG) safeguards framework for Mexico's RBP proposal

Cancun Safeguards	Mexico's Integrated Environmental, Social and Governance Safeguards Framework		
	Mexico's Interpretation of the Safeguard	Core elements	Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9)
A) That actions complement or are consistent with the objectives of national forest programs and relevant international conventions and agreements.	The National REDD+ Strategy (ENAREDD+) is aligned and consistent national forest policy, and sustainable rural development and climate change policy, as well as with the objectives of international conventions and agreements to which Mexico is a party.	A.1. Complementarity or consistency of the ENAREDD+ with the objectives of national forest, sustainable rural development, and climate change policies.	N/A
		A.2. Complementarity or consistency of the ENAREDD+ with the objectives of relevant and applicable international conventions and agreements.	FESM Guiding Principles: Accountability.
B) Transparent and effective national forest governance structures, taking into account national legislation and sovereignty.	Transparency, comprising the right of access to information, proactive transparency, accountability, and anti-corruption measures, is ensured within the scope of ENAREDD+ implementation. In addition, sound decision-making and the right of access to justice are supported through conflict resolution mechanisms across different	B.1. Transparency is ensured in the implementation of the ENAREDD+	ESOP 2. Information Disclosure
		B.2. Sound decision-making is ensured at the federal, state, municipal, and local levels within the context of ENAREDD+ implementation.	ESOP 2. Stakeholder engagement and Information Disclosure
		B.3. Access to justice through conflict resolution mechanisms is ensured within the context of ENAREDD+ implementation.	FESM Guiding Principles: Accountability ESOP 2. Grievance Mechanism and

Cancun Safeguards	Mexico's integrated Environmental, Social and Governance Safeguards Framework		
	Mexico's Interpretation of the Safeguard	Core elements	Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9)
	levels of government in the implementation of ENAREDD+.		conflict resolution process, ESS 4, ESS 7, ESS 8.
		B.4. Accountability and anti-corruption measures are ensured within the scope of ENAREDD+ implementation.	FESM Guiding Principles: Accountability GCF's prohibited practices.
C) Respect for the knowledge and rights of indigenous peoples and members of local communities, taking into account relevant international obligations, national circumstances and legal frameworks, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples.	The recognition and respect of the rights of Indigenous Peoples, Afro-descendant peoples, ejidos, and communities are ensured within the context of ENAREDD+ implementation, in accordance with the applicable national and international legal framework, as set out in Articles 1 and 2 of the Political Constitution of the United Mexican States.	C.1. The recognition and respect of the rights and knowledge of Indigenous Peoples, Afro-descendant peoples, ejidos, and communities are ensured within the context of ENAREDD+ implementation, in accordance with the applicable national and international legal framework, as set out in Articles 1 and 2 of the Political Constitution of the United Mexican States.	ESS 8 Indigenous Peoples ESS 9 Cultural Heritage FESM Guiding Principles: Leave No one Behind, Human Rights-based Approach, FPIC.
D) The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, in the REDD+ actions (referred to in paragraphs 70 and 72 of Decision 1/CP.16).	An enabling environment is in place that ensures the full and effective participation of stakeholders, in particular Indigenous Peoples, Afro-descendant peoples, ejidos, and communities, through appropriate and culturally relevant mechanisms and procedures, and promotes gender equality within the context of ENAREDD+ implementation.	D.1. The recognition and regulation of mechanisms for participation in decision-making are ensured within the context of ENAREDD+ implementation.	FESM Guiding Principles: Leave No one Behind, Accountability. ESOP 2. Stakeholder engagement ESS 6, ESS 7, ESS 8, ESS 9.
		D.2. The recognition and respect of the right of forest ecosystem owners, holders, and users, particularly Indigenous Peoples, Afro-descendant Peoples, ejidos, and communities, to participate in decision-making are ensured within the context of the design and implementation of ENAREDD+.	FESM Guiding Principles: Leave No one Behind, Accountability. ESOP 2. Stakeholder engagement, FPIC. ESS 6, ESS 7, ESS 8, ESS 9.

Cancun Safeguards	Mexico's Integrated Environmental, Social and Governance Safeguards Framework		
	Mexico's Interpretation of the Safeguard	Core elements	Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9)
		D.3. Gender equality is recognized and promoted in decision-making and is ensured within the context of the design and implementation of ENAREDD+.	FESM Guiding Principles: Leave No one Behind, Human Rights-Based Approach. ESOP 2. Stakeholder engagement ESS 6 Gender equality and prevention of gender-based violence.
E) That actions are consistent with the conservation of natural forests and biological diversity, ensuring that the REDD+ actions (referred to in paragraph 70 of Decision 1/CP.16) are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and environmental benefits, taking into account the need for sustainable livelihoods of indigenous peoples and local communities and their interdependence on forests in most countries, reflected in the United Nations Declaration on the Rights of Indigenous Peoples, as well as the International Mother Earth Day.	The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity, ensuring the avoidance of the conversion of natural forests, and promoting environmental and social benefits.	E.1. The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity.	ESOP 1 Assessment and Management of environmental risks and impacts. ESS 1 Biodiversity conservation, and sustainable management of natural resources FESM Guiding Principles: Sustainability and resilience
		E.2. The promotion of social and environmental benefits is ensured within the context of ENAREDD+ implementation.	ESOP 2. Stakeholder engagement ESS 1 ESS 2, ESS 3, ESS 4, ESS 6, ESS 8, ESS 9 FESM Guiding Principles: Leave No one Behind, Sustainability and resilience, Accountability.

Cancun Safeguards	Mexico's Integrated Environmental, Social and Governance Safeguards Framework		
	Mexico's Interpretation of the Safeguard	Core elements	Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9)
F) Actions to address the risks of reversals.	The management of risks related to reversals is addressed within the context of ENAREDD+ implementation through the promotion of sustainable forest management, monitoring and evaluation of land use and forest cover, and establish measures to prevent illegal activities, forest fires, and other disturbances, thereby contributing to the permanence of emission reductions.	F.1. The management of risks related to reversals is required within the context of ENAREDD+ implementation.	ESOP 1 Assessment and Management of environmental and social risks and impacts. FESM Guiding Principles: Environmental sustainability, Sustainability and resilience,
G) Actions to reduce displacement of emissions.	The management of risks related to leakage (displacement of emissions) is addressed within the context of ENAREDD+ implementation through provisions that promote coordination, including regional approaches, and require monitoring of forest cover and its changes, contributing to reducing the drivers of deforestation and forest degradation.	G.1. The management of risks related to leakage (displacement of emissions) is required within the context of ENAREDD+ implementation.	ESOP 1 Assessment and Management of environmental and social risks and impacts. FESM Guiding Principles: Sustainability and resilience,

Source: Author's own elaboration.

*N/A has been used for Cancun Safeguards with no direct relation to FAO's FESM Environmental and Social Operational Pillars or Standards, however all safeguards have been deemed relevant in relation to either FAO's FESM guiding principles or the GCF's Policy on Prohibited Practices. For more, refer to the detailed annex.

4.2 Results of the due diligence assessment

This section presents the results of the due diligence assessment conducted by FAO, in close collaboration with Mexico on the *extent to which the policies and measures undertaken in the period leading to the REDD+ results for which the result-based payments are requested have been implemented in a manner consistent with the relevant GCF policies.*

Following the proposed approach and integrated ESG framework established to guide this due diligence assessment, this results section is structured as follows:

- REDD+ in Mexico, from readiness to accessing to results-based financing (section 4.2.1). Examines the extent to which there has been policy coherence and effective and transparent governance between the objectives and PAMs proposed in the REDD+ strategy with those in the NDC and other relevant development instruments, and the extent to which REDD+ implementation over the results period, if any, has directly contributed to achieving such objectives.
- Environmental and social safeguards and identification, assessment and management of potential risks (section 4.2.2). Reflects on the extent to which efforts undertaken in the country to identify, assess and manage potential risks associated to the REDD+ strategy were consistent with the Cancun Safeguards, the GCF's relevant standards and policies, and FAO's FESM, and whether potential risks or impacts previously identified – or new – had been triggered over the results period, and whether management measures have been implemented or not.
- Conservation of natural forests, biodiversity, environmental services and the risks of leakages and reversals (section 4.2.3). Reflects on the extent to which the proposed direct PAMs considered have been in fact consistent with the national objectives on forest and biodiversity conservation, the Cancun Safeguards, the GCF's environmental and social policy and FAO's ESS 1.
- Social well-being, livelihoods and food-security (section 4.2.4). Reflects on the extent to which the proposed REDD+ strategy and direct PAMs have been designed and implemented in conformance with national objectives on social well-being, livelihoods and food-security, as well as with the objectives of the Cancun Safeguards, the GCF's environmental and social policy and the IP Policy, and FAO's ESS 3.
- Rights to the land and forest resources, respect and promotion of traditional knowledge, and the right to participate in and benefit from resource management (section 4.2.5). Reflects on the extent to which the proposed REDD+ strategy and direct PAMs have been designed and implemented in conformance with the objectives of the international instruments on human rights and IPs, as well as with the objectives of the Cancun Safeguards, the GCF's environmental and social policy and the IP Policy, and FAO's ESS 7, 8, 9.
- Gender equality and prevention of gender-based violence (section 4.2.6). Reflect on the extent to which the proposed REDD+ strategy and direct PAMs have been designed and implemented in conformance with the objectives of the international instruments on human rights and women, as well as with the objectives of the Cancun Safeguards, the GCF's environmental and social policy and the Gender Policy, and FAO's ESS 6.
- Stakeholder engagement, consultations and access to information (4.2.7). Reflects on the extent to which stakeholder identification, engagement and consultations have been undertaken in conformance with international instruments as well as with the objectives of the Cancun Safeguards, the GCF's environmental and social policy, and FAO's ESOP 2.

- Grievance redress mechanisms (4.2.8). Reflects on the extent to which the proposed REDD+ FGRM has been conceived and is being implemented, in conformance with the GCF's relevant standards and policies, and FAO's ESOP 2.
- Resource efficiency and pollution prevention, decent work and health, safety and security (4.2.9). Reflect on the relevant PLR and institutional framework relevant to FAO's ESS 2, 4, 5.

Outstanding potential risks, gaps and co-benefit opportunities have also been identified as a result of the due diligence assessment and summarized in Annex 2. A more detailed account on past stakeholder engagement and consultations, including highlights and concerns and issues put forward by stakeholders and responses provided, can be found in the standalone Stakeholder Engagement Plan supporting the RBP proposal (Annex 5). Similarly, issues on indigenous peoples and other local communities as well as issues on gender equality and gender-based violence are examined in more detail in standalone annexes to the RBP proposal, Annexes 4.3 and 6, respectively.

4.2.1 REDD+ in Mexico: from readiness to accessing to results-based financing

Mexico's forests contribute to the overall economy through the provision of critical ecosystem services, raw materials for productive sectors, and natural habitats for biodiversity, and are home to 11.8 million people, many of whom are among the poorest and most marginalized segments of the population. Given this, forests are a national priority for the Government of Mexico, a commitment that is reflected in the country's long-standing history of forest management and its continuous recognition of the role forests play in both environmental sustainability and rural livelihoods.

Since the creation of the Comisión Nacional Forestal (CONAFOR) in 2001, these efforts have been further institutionalized through sustained actions to tackle deforestation and promote the sustainable management and conservation of forests, supporting communities, ejidos, and small landowners in the care and improvement of forest resources. These efforts are mainly implemented through public incentive programs that are demand-driven and voluntary, providing support in cash or in kind in accordance with the Operating Rules. The programs cover a wide range of activities, including social organization, capacity building, land-use planning, sustainable forest management, and the extraction, processing, and marketing of forest goods and services. They are structured into two main categories: sustainable forest productivity programs, which support community enterprises, forest management, and the integration of supply, processing, and markets; and forest conservation and restoration programs, which include support for environmental services, forest restoration, and productive reconversion.

However, deforestation and forest degradation continued to be among the main drivers of Mexico's natural capital loss, largely associated with the expansion of agricultural activities and the use of unsustainable land-use practices (as detailed in section 2.3 of this assessment). Despite the significant progress achieved through public policies and the sustained efforts led by CONAFOR, these trends persisted, reflecting the structural nature of the problem and the fact that its main drivers originated outside the forestry sector. In response, the Government of Mexico promoted an integrated landscape management approach to address deforestation more effectively by aligning actions across sectors.

This approach sought to simultaneously increase the economic value of forests through sustainable forest management and promote coordinated, cross-sectoral interventions that generated income for local populations, while maintaining the livelihoods of forest-dependent communities. It required a higher level of coordination, coherence, and complementarity among public policies to advance sustainable rural

development and improve the efficiency of public expenditures. Within this context, REDD+ was recognized as a key mechanism that closely aligned with and could materialized the Government of Mexico's vision of an integrated landscape approach, providing a framework to address the underlying drivers of forest loss beyond the forestry sector.

From 2010 onwards, Mexico began to operationalize this vision through the development of REDD+ as a national framework for addressing deforestation and forest degradation. This process led to the formulation of the National REDD+ Strategy (ENAREDD+). Through ENAREDD+, REDD+ was embedded as a vehicle to advance sustainable rural development while contributing to climate change mitigation and adaptation, reflecting the Government's recognition that effective forest conservation required interventions at the territorial level. This approach was subsequently captured in Mexico's Nationally Determined Contribution (NDC), reinforcing the role of REDD+ as a central instrument to achieve zero deforestation and support integrated, landscape-based approach.

Strategic partnerships in the context of REDD+ implementation

Through REDD+, the Government of Mexico sought not only to address climate change, but also to sustain and improve the livelihoods of forest dwellers and forest-dependent communities. This included promoting activities to increase the economic value of forests through sustainable forest management, as well as implementing forest landscape interventions involving multiple stakeholders that generated income at the local level. Achieving these objectives required significant investment and technical support. In this regard, CONAFOR played a central role in coordinating and strategically aligning both public and international financing earmarked for REDD+, building on an existing solid legal and programmatic framework for forests and climate change. This enabled the Government of Mexico to effectively channel and blend resources from bilateral and multilateral partners demonstrating how international finance could complement and strengthen national efforts toward an integrated landscape management approach.

For the purpose of this analysis, it is therefore important to acknowledge that REDD+ did not emerge in isolation but rather built upon and strengthened pre-existing government efforts to tackle deforestation. Through the REDD+ readiness process, Mexico accessed a broad set of financial instruments and initiatives that supported the development of its national REDD+ strategy and the construction of the REDD+ elements required by the UNFCCC, while also generating the enabling conditions for implementation.

Between 2010 and 2019, a total of 22 REDD+-related initiatives, supported by multilateral and bilateral financing, were implemented, mobilizing more than USD 628.6 million. Annex 1 lists initiatives implemented between 2010 and 2019 that contributed to REDD+ preparation in Mexico. These initiatives were aligned under an intersectoral framework with the participation of multiple stakeholders, allowing for improved coordination across sectors and funding sources. In practice, these initiatives contributed to strengthening capacities and institutions at multiple levels. At the territorial level, they supported improved community-based and landscape management, strengthened technical services, and consolidated forest public programs. At the institutional level, they promoted innovation and harmonization of policies and legal frameworks, enhanced information systems for decision-making, and supported the design of new financial mechanisms. In terms of governance, they fostered participatory processes through dialogue platforms and stakeholder engagement spaces, while also generating knowledge, lessons learned, and pilot experiences in REDD+ Early Action Areas (see Box 3 below) that directly informed the development of the ENAREDD+ strategy.⁸

These efforts also contributed to progressively improving public policies and their implementation, including through adjustments in CONAFOR's Operating Rules to better incorporate aspects such as gender considerations and labor conditions, as explained further below. Overall, REDD+ readiness helped transition Mexico's forest policy from a predominantly sectoral approach toward a more integrated, territorial, and landscape-based model, strengthening the effectiveness of public programs in addressing the underlying drivers of deforestation and forest degradation.

Box 3. REDD+ Early Areas in Mexico

The Government of Mexico established REDD+ Early Action Areas in five states—Campeche, Chiapas, Jalisco, Quintana Roo, and Yucatán—which together account for approximately 21 percent of the country's forest area. These areas were selected in territories with favorable conditions for REDD+ implementation and that reflect a significant share of Mexico's social and environmental diversity. The Early Action Areas served as pilot efforts to create enabling conditions for low-carbon sustainable rural development and to generate early climate change mitigation impacts.

Within these areas, REDD+ efforts promoted coordination among federal, state, and municipal authorities, as well as the engagement of multiple sectors and stakeholders, including landowners, civil society organizations, and academic institutions. Key actions focused on strengthening institutional agreements, building capacities, and establishing social participation platforms to support local governance arrangements. These mechanisms enabled landscape-level territorial planning, local decision-making processes, and access to financing for the implementation of natural resource management activities. The Early Action Areas also provided a framework to identify and assess territorial planning approaches and good natural resource management practices. The experiences and lessons generated through these Early Action Areas proved valuable in informing the development of ENAREDD+ and guiding its subsequent implementation.

The following section presents a summary of the main REDD+ financing sources that supported this process, highlighting in particular Mexico's collaboration with the World Bank.

The Government of Mexico and the **World Bank** have a long-standing collaboration in the area of forest management, which has evolved from targeted support for institutional capacity building, community forestry, and payments for environmental services to advancing an integrated approach focused on forest landscape development. Building on this approach, from 2012 onwards the World Bank supported the implementation of **Mexico's Integrated Climate Change Program**.

The Program brought together a wide range of financial instruments, modalities, and funding sources under a coordinated and programmatic approach to support the Government in addressing deforestation through advancing the integrated landscape management approach. Between 2012 and 2018, the World Bank had mobilized approximately US\$460 million to support rural communities in sustainably managing their forests, strengthening social organization, and implementing innovative activities to reduce pressure on forests while generating additional income. This support combined multiple instruments, including Investment Project Financing; a Specific Investment Loan (SIL); credit and a grant from the Forest Investment Program (FIP) under the Climate Investment Funds; the FIP Dedicated Grant Mechanism (DGM) for Indigenous Peoples and local communities; grants from the Forest Carbon Partnership Facility (FCPF); and additional grants from the Global Environment Facility (GEF) and the Program on Forests (PROFOR). Below is a description of the activities and results of key initiatives funded by the World Bank that are relevant for the purpose of this assessment.

The Forest Carbon Partnership Facility (FCPF): In total, Mexico received US\$ 8.8 million from FCPF between 2014 and 2020. A first grant of US\$3.8 million supported a participatory and inclusive process for the development and finalization of the ENAREDD+, including key aspects such as strategy design, safeguards,

and stakeholder engagement. The ENAREDD+’s consultation process, led by CONAFOR, is considered best practice, with 461 workshops reaching 26,089 people and generating more than 240,000 comments during national consultations conducted between 2015 and 2016¹⁹. The FCPF also helped build capacities of local forestry organizations and supported the design of a grievance redress mechanism adapted to regional and cultural contexts and the completion of the Strategic Environmental and Social Assessment (SESA)²⁰ in 2016, which laid the foundation for the Environmental and Social Management Framework (ESMF)²¹.

An additional US\$5 million FCPF grant was approved to consolidate REDD+ interventions and strengthen ENAREDD+ implementation. This second phase included two complementary components: a US\$3.5 million component implemented by CONAFOR, which supported the completion of the ENAREDD+ consultation process at the local level—reaching 5,468 people (78% men and 22% women)—and strengthened local capacities through 184 targeted training events, while also supporting the institutionalization of the National Forest Monitoring System (SNMF) and data collection through the National Forest and Soil Inventory (INFyS) improving forest carbon accounting²²; and a US\$1.5 million component implemented by UNDP, which focused on strengthening CONAFOR’s capacity to implement an enhanced forest management model based on a landscape approach and biodiversity conservation practices. This component supported 530 forest producers (ejidos and communities), developed 16 Regional Production Strategies, established 25 agreements among producers for the application of sustainable practices, and delivered training to 3,800 producers and technical officials, of which 30% were women.²³

Forest and Climate Change Project (PBCC): Implemented between 2012 and 2018, it is considered a central pillar of World Bank programmatic support²⁴. The PBCC was financed through a US\$350 million loan from the International Bank for Reconstruction and Development (IBRD), complemented by US\$42 million in combined loan and grant resources from the Forest Investment Program (FIP). This project constituted an unprecedented intervention in the forestry sector, that helped advanced CONAFOR’s innovative approach that expanded the focus from community forestry to broader landscape-level interventions. Structured around three components—(i) Policy Design and Institutional Strengthening, (ii) Consolidation of Priority Community-Based Programs, and (iii) Innovation for REDD+ in Early Action Areas—the project aimed to support rural communities in sustainably managing their forests, strengthening social organization, and generating additional income from forest products and services, including REDD+.

19 Document of project restructuring FCPF:

<https://documents1.worldbank.org/curated/en/405461548232767655/pdf/133939-FCPF-Project-paper-AF-with-LC1-comments.pdf>

20 Link to final report SESA

21 Link to ESMF: see annex 4.2

22

https://www.forestcarbonpartnership.org/system/files/documents/FCPF%20Adicional_informe%20cierre%202020%20COMENTARIOS%20NAFIN_CONAFOR%20VF%20limpio.pdf

23 Document of project restructuring FCPF: <https://documents1.worldbank.org/curated/en/405461548232767655/pdf/133939-FCPF-Project-paper-AF-with-LC1-comments.pdf>

24 Final report <https://documents1.worldbank.org/curated/en/860551543249938935/pdf/Mexico-MX-Forests-and-Climate-Change-SIL.pdf>

results: <https://documents1.worldbank.org/curated/en/132941537212873195/pdf/ICR00004321-08282018.pdf>

The project generated significant results, benefiting 265,632 people, including 56,424 women and 93,577 Indigenous peoples. The area under sustainable forest management increased from 2,050,626 hectares in 2012 to 3,935,984 hectares by 2018, representing an increase of 1,833,358 hectares. Capacity-building efforts strengthened the enabling environment, including the rehabilitation and equipping of 50 CONAFOR field offices and the certification of more than 1,200 technical service providers. At the institutional level, the project contributed to methodological improvements in the National Monitoring, Reporting, and Verification System (SNMRV), enhanced carbon accounting, and supported the development of an integrated inter-institutional database linking CONAFOR, SAGARPA, and state-level authorities for landscape-level planning. It also strengthened participatory governance, supported inter-institutional agreements, and developed 11 community-based forest investment plans aimed at addressing key drivers of deforestation.

The Climate Investment Fund's Forest Investment Program (FIP): Mexico was one of the first participants in the Climate Investment Fund's Forest Investment Program (FIP) pilot countries, developing its 2010 investment plan through a highly participatory process involving multiple stakeholders. This plan identified strategic interventions aligned with national forestry efforts to address drivers of deforestation and forest degradation, reduce greenhouse gas emissions, and promote sustainable rural development. It included four projects implemented by the World Bank and the Inter-American Development Bank (IDB). The first two, FIP1 and FIP2, focused on institutional capacity building, strengthening forest governance and policy, and implementing pilot actions in REDD+ early-action areas; these were later integrated into the World Bank-supported Forests and Climate Change Project (FCCP), enabling large-scale assistance through policy, advisory, and investment instruments.

The IDB-led FIP3 and FIP4 projects concentrated on improving access to finance for ejidos and micro-, small-, and medium-scale enterprises by combining grant funding for technical, business, and organizational capacity development with concessional loans channeled through local financial intermediaries. This concessional finance helped reduce lending risks while supporting community forest enterprises (CFEs) in building financially and environmentally sustainable businesses, increasing productivity, and strengthening value chains for timber and non-timber forest products. The experiences and lessons learned under the FIP were important components for the design of Mexico's intervention model in REDD+ Early Action Areas (Landscape approach model). This model proposes an intervention approach to control deforestation and forest degradation by providing essential elements for landscape planning at different levels, on the basis of the vision for Sustainable Rural Development.²⁵

Dedicated Grant Mechanisms for Indigenous Peoples and Local Communities in Mexico Project: To complement government-led FIP initiatives, the Climate Investment Funds (CIF) established the Dedicated Grant Mechanism (DGM), specifically aimed at Indigenous Peoples and Local Communities (IPLCs). In Mexico, the DGM was implemented by the World Bank in partnership with the Rainforest Alliance and provided subgrants to support forest landscape restoration, agroforestry investments, and value chain development. These efforts sought to enhance local livelihoods, strengthen the role of IPLCs in forest landscape management, and contribute to climate change mitigation and adaptation. Funding was delivered through two windows: the Social Inclusion Subprojects Window, which supported small, innovative proposals—particularly from vulnerable and priority groups such as indigenous women and youth—and the Market-Oriented and Financial Inclusion Subprojects Window, which focused on strengthening community enterprises and producer organizations by improving market access, fostering

25 https://www.cif.org/sites/cif_enc/files/knowledge-documents/mexico_tc.pdf

integration, and enhancing the use and quality of financial services. In addition, the project offered technical assistance, including training for Local Community Promoters and support for knowledge exchange among IPLCs and grant beneficiaries.

The project's design was highly relevant to Mexico's broader objective of increasing the voice and participation of forest-dependent populations in forest governance. Key lessons learned highlight that adapting conventional interventions—through culturally appropriate outreach, tailored training, and hands-on support—can significantly improve the participation of women and youth, who are often eager to engage but face structural barriers. Early and proactive gender-inclusive strategies, beyond dedicated funding windows, are critical to ensuring meaningful inclusion. Moreover, sustained technical assistance, especially during the preparation of project proposals and throughout implementation, is essential for success, particularly for historically excluded groups, even though it may require higher upfront and long-term investment.

The Strengthening Entrepreneurship in Productive Forest Landscapes Project (PROFOEM): implemented by CONAFOR between 2018 and 2024, was approved with a total financing package of US\$185 million, including US\$56 million from the World Bank (IBRD) and a US\$10 million grant from the ISFL/BioCarbon Fund. The project marked a significant step in consolidating Mexico's shift toward an integrated landscape management approach by embedding forestry activities within a broader framework of sustainable rural economic development. It combined efforts to enhance productivity with forest landscape management, aiming to expand economic opportunities while promoting conservation and sustainable forest use. The PROFOEM built on previous experience from the PBCC and other forest programs, expanding the scope toward productive landscapes, sustainable forest management, conservation, restoration, agroforestry, commercial forest plantations, forest enterprises and access to markets.

In parallel with World Bank support, Mexico's REDD+ readiness process benefited from the collaboration of other key partners, notably the United States Agency for International Development (USAID) and the Government of Norway.

The Mexico-REDD+ Alliance (MREDD+) project: Among the most prominent initiatives was the Mexico-REDD+ Alliance (MREDD+), a consortium led by The Nature Conservancy, in partnership funded by USAID with a US\$29 million grant. The Alliance aimed to promote knowledge generation and strengthen capacities, particularly among rural and Indigenous communities and organizations, as well as government institutions at regional, state, and national levels, contributing to the design and implementation of Mexico's National REDD+ Strategy. Through its multi-level approach, MREDD+ supported local participation in actions to reduce deforestation and promote sustainable production, while also influencing public policy. Over five years, it provided technical assistance to federal and state governments to enhance capacities in monitoring, policy development, coordination, and financing to address deforestation. Additionally, it advanced innovative production and conservation models through pilot projects across the country under the REDD+ Early Actions model²⁶.

Project to Strengthen REDD+ Readiness in Mexico and Promote South–South Cooperation²⁷: In 2010, the governments of Mexico and Norway signed a Memorandum of Understanding (MoU) on cooperation in the areas of environment, forests, and climate change, establishing a framework to support the

²⁶ <https://www.rainforest-alliance.org/business/projects/mredd-project/>

²⁷ Nota de pnud: <https://www.undp.org/es/mexico/publicaciones/fortalecimiento-redd-y-cooperacion-sur-sur>

development and implementation of REDD+ strategies and policies. Under this agreement, a project was launched and implemented by CONAFOR, with financial support from the Government of Norway—through its International Climate and Forest Initiative—and technical and administrative assistance from FAO and UNDP. The project aimed to strengthen Mexico’s capacity for REDD+ implementation, with a particular focus on developing a robust national Measurement, Reporting, and Verification (MRV) system to assess the net carbon balance of forest ecosystems, including emissions and removals associated with REDD+ activities. Designed as a multifunctional tool, the MRV system was intended not only to support REDD+ but also to inform broader environmental, social, and economic policy decisions, including biodiversity monitoring, in alignment with Mexico’s mitigation and adaptation goals and its legal framework under the LGDFS. The initiative also supported research on local REDD+ incentives and helped position Mexico as a regional leader and knowledge hub for South–South cooperation, facilitating the exchange of experiences and methodologies with other countries through platforms such as the UNREDD Programme.

UNREDD Programme: Mexico became a partner of the UN-REDD Programme in 2008. In 2014, it received targeted support of US\$650,000 to develop its National Safeguards System (NSS), including the Safeguards Information System (SIS)²⁸. Through its implementing agencies—FAO, UNDP, and UNEP—the programme supported Mexico in defining how REDD+ safeguards would be operationalized within the country’s legal, institutional, and compliance frameworks, incorporating input and validation from relevant stakeholders. This process helped shape the national-level NSS, its linkages with state-level systems, and the design of the SIS. In 2015, an additional targeted grant of US\$150,000 was approved to strengthen CONAFOR’s capacity to coordinate and implement safeguards, as well as to support the institutionalization of the National Forest Monitoring System (NFMS) and the Virtual Center of Excellence for Forest Monitoring (CEVMF). Mexico also benefited from technical assistance for REDD+ implementation under the UN-REDD global programme for the 2018–2020 period.

Overall, these financing sources and initiatives not only supported the development of Mexico’s REDD+ framework and the development of the REDD+ elements required by the UNFCCC (see Box 4 below), but also generated critical knowledge, pilot experiences, and institutional capacities that informed the ENAREDD+ and progressively strengthened public policies. Over time, these efforts contributed to improving the implementation of CONAFOR’s programs and supported the transition toward a more integrated, territorial, and landscape-based approach to addressing deforestation and forest degradation

Box 4 Development of the REDD+ elements required by UNFCCC.

During the results period covered by this analysis (2018–2019), Mexico had already developed the various REDD+ readiness elements set out by the UNFCCC.²⁹

- **REDD+ National Strategy:** Mexico initiated the development of the ENAREDD+ in 2010 through a progressive and participatory process, incorporating contributions from a broad range of stakeholders. Between 2015 and 2016, the final draft of ENAREDD+ was subjected to an extensive public consultation process at different scales, ensuring broad participation and representation, including of Indigenous Peoples and Afro-Mexican communities. In 2017, the ENAREDD+ 2017–2030 was officially published.
- **Forest Reference Emission Level (FREL) and/or Forest Reference Level (FRL):** In 2014, Mexico submitted its FREL to the UNFCCC. Subsequently, in 2020—outside the period covered by this analysis—Mexico submitted an

28 <https://www.un-redd.org/document-library/targeted-support-mexico-1st-request-response-august-2014-approval>

29 Link to UNFCCC decision 1cp/16

updated FREL (2007–2016), incorporating improved data, enhanced methodologies, and additional activities and carbon pools.

- **National Forest Monitoring System (SNMF):** In 2016, Mexico established the SNMF as one of the forest policy instruments mandated under Article 34 of the General Law on Sustainable Forest Development (LGDFS). The SNMF was designed and developed between 2012 and 2016 and was formalized through its recognition as an official responsibility of CONAFOR for its establishment, operation, and maintenance.
- **System to provide information on how safeguards have been addressed and respected:** In 2017, Mexico operationalized the Safeguards Information System (SIS). In the same year, Mexico submitted its first Summary of Information (SOI) to the UNFCCC, reporting on how all Cancun Safeguards are being addressed and respected.

Overview of the National REDD+ Strategy

The instrument that guides the implementation of REDD+ in Mexico is the National REDD+ Strategy (ENAREDD+)30. The objective of ENAREDD+ is to reduce greenhouse gas emissions from deforestation and forest ecosystem degradation, conserve and enhance forest carbon stocks, promote sustainable forest management, and conserve biodiversity, within the framework of sustainable rural development, through the alignment of public policies. This objective is pursued with the guarantee of the respect, application, and effective enforcement of the rights of Indigenous Peoples, local communities, and Afro-Mexican peoples, as well as of social and environmental safeguards, the principles set out in the Strategy, and the rights and obligations established under the applicable international and national legal frameworks.

The process for developing ENAREDD+ in Mexico happened between 2010 and 2017 and it was framed within a broad participatory and analytical process. During this process several versions of ENAREDD were produced:

- **Mexico's Vision on REDD+ (2010)**, a document that sets out aspirational goals and key definitions guiding the development of ENAREDD+.
- Document of the **Elements for the Design of the National REDD+ Strategy (2011)**, which incorporated insights and perspectives of governments, producer groups, landowners, and civil society organizations, which were gathered primarily through multi-stakeholder consultation committees (e.g., nation and state level CTC-REDD+, CICC, CONAF and the regional Safeguards Committee).
- **ENAREDD+ for public consultation (2014)** and consultation plan (2015), that were the results of the ongoing multi-stakeholder collaborative work and discussions on the content of the Strategy and on the procedures required to ensure the effective participation of all relevant stakeholders.
- **ENAREDD+ 2017-2030 (final version):** widely consulted version through multiple modalities, including virtual consultations and state-level and thematic forums that in total reached 26,089 people, ensuring broad participation and representation, including consultations with Indigenous Peoples and Afro-Mexican communities.

A detailed description of the participatory development and consultation process for ENAREDD+ is provided in section 4.2.7.

30 ENAREDD+: https://redd.unfccc.int/files/estrategia-nacional-redd_-2017-2030_mexico.pdf

Throughout the development of ENAREDD+, a wide range of studies, analyses, and consultancies, supported by multiple partners and funding sources were prepared, providing key inputs to the Strategy. Among the main partners and sources of funding were the Mexico REDD+ Alliance, IUCN, IDB, Conservation International, Forest Trends, Ford Foundation, the Government of Norway, the Forest Investment Program, LAIF, the World Resources Institute, UN-REDD, GLOBE, and the WWF–Carlos Slim Foundation Alliance. Between 2010 and 2016, a total of 226 studies were conducted with support from these partners and donors, contributing to the development of the final draft of ENAREDD+³¹. These studies addressed key REDD+-related issues, including deforestation and forest degradation diagnostics, benefit-sharing arrangements, financing mechanisms, social participation and transparency, gender, governance, legal frameworks, MRV, and safeguards.

The final version, ENAREDD+ 2017–2030, represents a set of strategic lines that simultaneously promote climate change mitigation and adaptation actions through integrated land management, fostering low-carbon sustainable rural development and contributing to the convergence of environmental and development agendas, with a focus on rural landscapes where forest-related activities take place. Looking forward, the ENAREDD+ aims to reach a rate of zero percent carbon loss in natural ecosystems, decrease national forest degradation levels against the reference level, increase forest cover through sustainable management and natural regeneration, conserve biodiversity, strengthen social and economic capital and sustainable production in rural communities.

The elements proposed in the Strategy are organized into seven components, which are complementary to one another. A summary of the progress made in the implementation of each component and key milestones achieved during the 2018–2019 results period is presented below.

Component 1. Public Policies and Legal Framework.

During the reporting period (2018–2019), Mexico strengthened the legal and policy framework supporting REDD+ and advanced the implementation of ENAREDD+ by enhancing its alignment with national climate and forest policy instruments. A key milestone was the update of the LGDFS, which replaced the 2003 law and explicitly incorporated climate change mitigation and adaptation considerations, aligning its objectives and provisions with the LGCC and ENCC. Key updates—reflected in Article 8 and the general objectives of the law—included: (i) promoting sustainable forest management to maintain and increase carbon stocks, reduce emissions from deforestation and forest degradation, and enhance ecosystem resilience; (ii) establishing, regulating, and implementing mitigation and adaptation actions consistent with the LGCC; and (iii) designing strategies, policies, and measures to achieve zero net carbon loss in original ecosystems. These provisions strengthened the legal basis for REDD+ as a central instrument for climate mitigation in the land-use sector.

The reform also introduced cross-sectoral provisions to address key drivers of deforestation, including a mandate that the agricultural sector shall not provide subsidies or incentives that promote deforestation, land-use change in forest areas, or the expansion of the agricultural frontier. Furthermore, the revised LGDFS reinforced the implementation of social and environmental safeguards by establishing a clearer framework for their application and compliance.³² In parallel, ENAREDD+ was operationalized through the

31 Final SESA report:

https://www.forestcarbonpartnership.org/system/files/documents/Reporte_SESA_FINAL_.pdf

32 Link to LDFS: [Ley General de Desarrollo Forestal Sustentable](#)

development of implementation guidance aligned with its objectives and approach, and was positioned as a key policy instrument for achieving Mexico's climate commitments, including the goal of reaching a zero net deforestation rate in the land-use, land-use change and forestry sector under its NDC.

Component 2. Financing Schemes.

During the reporting period (2018-2019), Mexico also strengthened the alignment of financial mechanisms with REDD+ objectives through the consolidation of funding instruments implemented primarily by CONAFOR. Public financing was channeled through CONAFOR's incentive programs that provided direct subsidies to ejidos and communities to support a broad range of REDD+-relevant activities (e.g., community forest management, sustainable value chains, commercial forest plantations, agroforestry systems, forest restoration, payments for environmental services), contributing to reducing pressures on forest ecosystems while promoting sustainable rural development. At the same time, efforts were made to align financing flows with national climate policy, ensuring consistency with mitigation targets under Mexico's NDC. This contributed to improving the effectiveness and targeting of investments aimed at reducing deforestation and forest degradation, while reinforcing synergies between environmental, rural, and development policies.

In addition, CONAFOR promoted innovative financing mechanisms to leverage additional resources, including Local Mechanisms of Payment for Environmental Services (PES), which mobilized concurrent funding from state, municipal, and private actors, as well as financial instruments such as the *Fondo Nacional Forestal* (FONAFOR) and the Forest Sector Financial Inclusion Fund (FOSEFOR)³³, designed to facilitate access to credit and reduce investment risk in the forest sector. Complementary programs from other sectors also contributed to REDD+ objectives, notably Sembrando Vida Programme, which promoted agroforestry systems to restore forest cover, and Production for Well-Being Programme, which supported rural producers, indirectly influencing land-use dynamics. Together, these instruments strengthened the financial architecture for REDD+ by improving coherence across sectors, mobilizing both public and private resources, and scaling-up investments aimed at reducing deforestation and forest degradation.

Component 3. Institutional Arrangements.

Mexico strengthened institutional arrangements for REDD+ implementation by consolidating intersectoral coordination mechanisms at the national level. The REDD+ Working Group (GT-REDD+) of the Inter-Secretariat Commission on Climate Change (CICC) served as a key platform for coordination, facilitating dialogue, policy alignment, and joint decision-making among federal agencies. These arrangements supported the integration of environmental, agricultural, and social policies under a landscape approach, improving policy coherence and reducing conflicting incentives. In parallel, coordination efforts extended to the subnational level, fostering collaboration with state governments and strengthening governance structures necessary for the effective implementation of REDD+ actions. The National Forestry Council, established under Article 152 of the General Law of Sustainable Forest Development as a consultative body, together with the State Forestry Councils, constitutes the institutional mechanism through which the participation of diverse stakeholders—including communities and Indigenous Peoples—is incorporated into the review and provision of input on instruments such as CONAFOR's Operating Rules.

Component 4. Monitoring, Reporting and Verification (MRV) and Reference Level.

³³ This Fund is no longer in force

During 2018–2019, Mexico continued consolidating its National Monitoring, Reporting and Verification (MRV) System for REDD+, led by CONAFOR, to track greenhouse gas emissions and removals in the land-use and forestry sector. The system integrates multiple data sources, including the National Forest and Soil Inventory and remote sensing tools, ensuring methodological consistency and transparency. These efforts supported the generation of key technical outputs, such as greenhouse gas inventories, forest reference emission levels, and REDD+ results reports submitted under international frameworks. Strengthening the MRV system enhanced Mexico’s capacity to monitor progress toward its mitigation targets and to meet international reporting requirements under the UNFCCC.

Component 5. Social and Environmental Safeguards.

Progress under this component focused on the operationalization of Mexico’s National Safeguards System (SNS) and the Safeguards Information System (SIS), which provide the institutional and informational basis for ensuring that REDD+ actions address and respect the Cancun Safeguards. During the reporting period, these systems were further consolidated to support the identification, management, and reporting of social and environmental risks and benefits. Complementary instruments, such as the Strategic Environmental and Social Assessment (SESA) and environmental and social management framework (ESMF), contributed to integrating safeguards into REDD+ design and implementation. These efforts ensured that REDD+ actions were implemented in a manner consistent with the protection of biodiversity and the rights of IPLCs.

CONAFOR progressively strengthened its institutional capacity by embedding environmental and social considerations into its operational framework, particularly through the continuous improvement of the Operating Rules³⁴. By 2019 the Rules had incorporated criteria and procedures that promote compliance with environmental and social standards such as provision to ensure inclusion of vulnerable groups such as women and youth, and for risk management.

Component 6. Communication and Capacity Development.

Mexico strengthened communication and capacity-building efforts to support REDD+ implementation across different stakeholders. During the reporting period, training and technical assistance activities were carried out for government institutions, technical service providers, and local actors, including Indigenous Peoples and forest communities. Capacity-building initiatives addressed key topics such as safeguards, gender equality, MRV systems, restoration monitoring, and the use of geospatial tools. In parallel, communication strategies were adapted to local contexts to improve accessibility and cultural relevance, contributing to increased awareness, understanding, and engagement in REDD+ processes.

Component 7. Social Participation and Transparency

During 2018–2019, Mexico continued strengthening mechanisms for social participation and transparency in REDD+ implementation. Participatory platforms and consultation processes facilitated the involvement of civil society, Indigenous Peoples, local communities, academia, and other stakeholders in decision-making and policy development. These mechanisms promoted dialogue, feedback, and accountability, contributing to greater legitimacy and effectiveness of REDD+ actions. In addition, transparency was

³⁴ It is important to note that during this period the PROFOEM project was under implementation, and the Operating Rules were aligned with the project’s applicable environmental and social safeguard frameworks. This alignment further strengthened the integration of safeguard principles into program design and implementation, reinforcing CONAFOR’s capacity to manage environmental and social risks effectively.

reinforced through information systems and reporting processes that improved access to relevant data and enabled stakeholders to monitor progress in the implementation of REDD+.

Overview of forest incentive programs

As previously noted, REDD+ in Mexico did not emerge in isolation; rather, it builds upon and strengthens pre-existing government efforts to address deforestation. At the territorial level, these efforts have been primarily implemented through CONAFOR's public incentive programs, delivered in accordance with established Operating Rules. In this context, CONAFOR's programs constitute the main vehicle for implementing REDD+ actions on the ground, contributing to forest conservation and sustainable management while addressing the underlying drivers of deforestation. Consequently, any retrospective assessment of how emission reduction (ER) results were achieved during the 2018–2019 period requires a detailed examination of these programs.

Forest public incentive programs in Mexico are designed to meet diverse forest policy objectives while providing support to forest owners, including communities, ejidos, and small landholders. These programs are demand-driven and voluntary in nature, covering a broad range of activities on forestlands. Broadly, they can be classified into two main categories: (1) sustainable forest productivity programs, which support community enterprises, forest management, and the integration of supply chains, processing, and markets; and (2) forest conservation and restoration programs, which include support for environmental services, forest restoration, and productive reconversion.

Support may be provided either in cash or in kind, in accordance with the Operating Rules. For certain activities, eligibility is spatially restricted—for example, to areas of high hydrological or biodiversity importance. When applications exceed available resources, they are prioritized based on Criterios de Prelación (Prioritization Criteria). These rules and guidelines are reviewed and updated annually to reflect national and regional priorities, as well as the evolving needs of forest communities. Notably, forest owners may apply to participate in one or multiple programs simultaneously.

The programs are financed through federal government allocations under the Federal Expenditure Budget, as well as through transfers and contributions channeled to the Fondo Forestal Mexicano, which are subsequently disbursed by CONAFOR to program beneficiaries. In 2019, CONAFOR's Operating Rules supported 2,592 beneficiaries, disbursing approximately MXN 1,396 million (USD 72.4 million) and covering over 24 million hectares. Under certain support modalities, beneficiaries are required to provide counterpart financing. In 2019, the total amount of counterpart contributions was MXN 75 million (USD 3.9 million).³⁵

CONAFOR's programs have been implemented within a broader national framework that has evolved over time, including changes in programme structure and nomenclature. Between 2010 and 2012, CONAFOR's incentive programs were implemented under the ProÁrbol Programme. From 2013 to 2018, these programs were consolidated under the National Forest Programme (PRONAFOR), and from 2018 onwards, they have been implemented through the Support for Sustainable Forest Development Program.

In parallel, since 2008, the Operating Rules have undergone a gradual transformation, evolving from primarily administrative instruments governing subsidy allocation into key operational mechanisms for the

³⁵ Average exchange rate for 2019 was approximately MXN 19.3 per USD (Banco de México annual average)

implementation of environmental and social principles within Mexico's forest sector. This evolution is described in further detail in Section 4.2.2 of this ESA

In 2019, the Operating Rules have the following components and objectives³⁶:

- **Component I: Forestry Technical Studies**
Supports the preparation of technical studies required to obtain authorization for the legal use of timber and non-timber forest resources.
- **Component II: Governance and Capacity Building**
Strengthens capacities for sustainable forest and productive management, consolidates training processes, and supports planning and implementation tools for sustainable forest development.
- **Component III: Forest Restoration and Productive Reconversion**
Supports integrated reforestation, restoration, and productive reconversion actions to restore degraded forest ecosystems and recover environmental goods and services.
- **Component IV: Forestry, Supply, Processing, and Commercialization**
Supports forest management and value-chain activities, including productivity improvements, biodiversity conservation, certification, enterprise strengthening, and forest product processing and commercialization.
- **Component V: Environmental Services**
Promotes active forest conservation through economic incentives and local PES mechanisms to ensure long-term provision of services such as water regulation, biodiversity conservation, and carbon sequestration.
- **Component VI: Commercial Forest Plantations**
Promotes the establishment and maintenance of commercial forest plantations to increase national forest production and productivity.
- **Component VII: Environmental Forest Contingencies (introduced in 2019)**
Supports the prevention and control of forest pests and fires through phytosanitary actions and rural fire brigades to maintain ecologically acceptable levels.

Findings from the due diligence assessment: policy coherence and effective and transparent governance

In Mexico, the ENAREDD+ served as the central instrument to promote policy coherence and guide actions to address deforestation and forest degradation. The strategy explicitly recognized that achieving the goal of REDD+ in Mexico required strengthening inter-institutional and intra-sectoral coordination, both vertically (across levels of government) and horizontally (across sectors). In this sense, the Government of

36 CONAFOR's Operating Rules in 2019: <https://www.gob.mx/conafor/documentos/reglas-de-operacion-2019?utm>

Mexico recognized as three key elements required for effective implementation³⁷ to ensure: 1) inter-institutional coordination; 2) institutional arrangements to strengthen coordination among sectors and harmonization of policies and programs that promote rural development, and 3) land governance models that promoted the participation of stakeholders at different levels within specific territories.

This is aligned with Mexico's climate commitments under its NDC which establishes cross-sectoral measures, including the promotion of deforestation-free agriculture and livestock production through improved practices, regulation, monitoring, and certification of sustainable supply chains. (measure 7.1.4) and supporting technical assistance for agroforestry and silvopastoral systems to improve sustainable productivity and landscape resilience (measure 7.4.4.)

The REDD+ approach has been relevant to those of instruments beyond the forest sector such as the National Development Plan, the National Climate Change Strategy, the Mid-Century Climate Strategy, and the National Biodiversity Strategy. This alignment reflected a high degree of policy coherence, particularly in promoting integrated landscape management and addressing drivers of natural capital across sectors.

Mexico had institutionalized mechanisms for cross-sectoral coordination at multiple levels of government. The LGCC established the National Climate Change System (SINACC) as the main multi-level and multi-stakeholder coordination mechanism. SINACC integrated key actors, including the Inter-Secretarial Commission on Climate Change (CICC), which coordinated federal actions on climate change; the National Institute of Ecology and Climate Change (INECC), which provided technical and scientific support; legislative bodies; subnational governments responsible for implementation; and the Climate Change Council (C3), which ensured participation from academia, civil society, and the private sector.

In parallel, cross-sectoral coordination for sustainable rural development was supported through the Inter-Secretarial Commission for Sustainable Rural Development (CIDRS), which facilitated horizontal collaboration among ministries and contributed to harmonizing policies and programs across sectors, particularly those related to agriculture, environment, and rural development.

Between 2010 and 2019, CONAFOR maintained inter-institutional coordination arrangements with key sectors, particularly the Ministry of Agriculture and Rural Development (SADER) (formerly SAGARPA). Collaboration between these institutions had been formalized through agreements, including a 2011 agreement in the context of strengthening social resilience to climate change, and a subsequent 2016 agreement aimed at enhancing coordination and harmonization of public policies and programs in the rural sector. The 2016 agreement promoted joint actions on REDD+, productive reconversion, integrated watershed and fire management, and improvements in monitoring systems. CONAFOR also maintained arrangements with SEMARNAT, INECC, the Ministry of Women (MUJERES formerly INMUJERES), and the National Institute of Indigenous Peoples (INPI formerly CDI), which contributed to strengthening cross-sectoral collaboration and integrating social inclusion, gender considerations, and indigenous peoples' participation into REDD+ efforts.

Areas of improvement:

37 Comisión Nacional Forestal (CONAFOR) (2015). Modelo de Intervención en las áreas de acción temprana REDD+. CONAFOR. México: <http://www.gob.mx/conafor/documentos/modelo-de-intervencion-en-las-areas-de-accion-temprana-redd>

Overall, the coordination mechanisms and arrangements contributed to improving policy coherence and reducing the risk of contradictory policies across sectors. However, despite the existence of these frameworks and agreements, challenges remained in ensuring their effective implementation at the territorial level. In particular, there was a need to consolidate mechanisms for continuous and effective coordination and communication among federal, state, and municipal governments, and to strengthen the operationalization, follow-up, and renewal of inter-institutional agreements to ensure that coordination efforts translated into tangible outcomes on the ground.

4.2.2 Environmental and social safeguards and identification, assessment and management of potential risks

From its early stages, safeguards have been integrated in the ENAREDD+ as a cross-cutting component, alongside participation, transparency, and capacity development. As established in ENAREDD+, REDD+ safeguards are defined as *“a set of mandatory, precautionary, and preventive measures aimed at mitigating potential negative social and environmental impacts associated with REDD+ implementation, while also contributing to the enhancement of positive impacts. These measures are grounded in the applicable national and international legal framework and are applied in response to risk scenarios identified in the implementation of ENAREDD+”*.

Building on this, Mexico established a structured safeguards architecture to identify, assess, manage, monitor and report environmental and social risks associated with REDD+ implementation, in line with the Cancun Safeguards, the GCF environmental and social standards, and FAO’s FESM. Mexico’s approach to environmental and social safeguards in the context of REDD+ has evolved through a sustained, progressive and institutionally anchored process that began during the REDD+ readiness phase and was consolidated through a set of legal, policy, institutional and operational instruments.

By 2019, Mexico had established a comprehensive safeguards framework comprising strategic, legal, institutional, operational, and reporting components. This process began with the identification of risks through the Strategic Environmental and Social Assessment (SESA) conducted during the development of ENAREDD+, evolved through the legal interpretation and institutional articulation of safeguards, became operational through instruments such as the Environmental and Social Management Framework (ESMF), and has been reported through the Safeguards Information System (SIS) and the first Summary of Information (SOI).

Together, these elements form an integrated safeguards architecture. The country’s approach to safeguards was not based on the creation of parallel structures, but rather on the articulation of existing national systems, laws, institutions and participatory mechanisms, progressively strengthened through REDD+ readiness, pilot initiatives and local implementation. The key elements are described as follows.

The implementation of the **Strategic Environmental and Social Assessment (SESA)** in Mexico from 2011 to 2014, combined technical analysis and participatory engagement to identify environmental and social risks and benefits associated with REDD+. It included national and regional workshops with participation from ejidos, forest communities, Indigenous Peoples, agrarian organizations, non-governmental organizations, technical experts and government authorities.

The Environmental and Social Management Framework (ESMF) produced in 2019, translated the risks and benefits identified through the SESA into an operational framework for environmental and social risk management. It establishes principles, guidelines, procedures, institutional arrangements, and mitigation measures for REDD+ implementation, incorporating lessons from REDD+ Early Action Areas.

In parallel, **Mexico consolidated its National Safeguards System (SNS)** as the governance structure that ensures the implementation of safeguards through three complementary pillars: the legal pillar considering national and international regulatory instruments, the institutional pillar identifying authorities responsible for implementing and overseeing those provisions, and the compliance pillar including mechanisms for complaints, conflict resolution, control, oversight, transparency, and accountability. This structure allowed Mexico to move from a purely normative understanding of safeguards toward an operational governance system.

Between 2013 and 2016, Mexico undertook a detailed analysis of the national and international PLR framework applicable to REDD+ Cancun safeguards which resulted in the development of **Mexico's national interpretation of safeguards**. The allowed to contextualized Cancun's Safeguards within Mexico's legal, institutional and social conditions. This process was validated through participatory process.

The Safeguards Information System (SIS) constitutes the main reporting component of Mexico's safeguards architecture. It was designed not as a standalone platform, but as an articulating system that draws on existing national information systems. Developed through a technical and participatory process between 2014 and 2016, the SIS established a cycle of information collection, integration, analysis, and dissemination to support national reporting and reporting to the UNFCCC, while incorporating relevant subnational information from states engaged in REDD+ implementation and early action processes.

Mexico's submitted its **First Summary of Information on REDD+ Safeguards (SOI)** in 2017 which consolidated the results of the readiness phase, including the national interpretation of safeguards, the design of the SNS and SIS, the development of the ENAREDD+ and progress in monitoring systems. It represented the transition from readiness to implementation and demonstrated Mexico's capacity to report in a transparent and structured manner on the way safeguards were being addressed and respected. Although outside the temporal scope of this assessment, the safeguards reporting system continued to evolve, and Mexico submitted its Second Summary of Information (SOI2) in 2024, covering the 2017–2022 period.

The initiatives internationally financed between 2010 and 2019 to support REDD+ in Mexico, were instrumental in building capacities to support the identification, assessment, and management of potential environmental and social risks associated with REDD+ implementation locally (e.g, through the development of safeguards instruments such as IPPs, EAs). Notable examples include the PBCC, DGM for IPLCs and PROFOEM projects.

Mexico's policy and legal framework provides a strong basis for the identification, assessment, management and monitoring of environmental and social risks associated with REDD+ implementation. The Political Constitution mandates the right to a healthy environment and creates a duty for the State to prevent environmental harm and safeguard ecological integrity in Article 4. Building on these constitutional principles, the General Law of Ecological Balance and Environmental Protection (LGEEPA) establishes the overarching legal framework for environmental risk management in Mexico. Articles 28 and 30 require Environmental Impact Assessments (MIA) for activities that may cause ecological imbalance, mandating the identification of environmental risks and the implementation of mitigation measures prior to project

execution. The General Law on Sustainable Forest Development (LGDFS) establishes the sector-specific framework for forest governance and the normative basis for participatory, transparent, and rights-based implementation approaches within the forest sector.

CONAFOR's Operating Rules underwent a progressive transformation through which social and safeguards principles were gradually embedded into eligibility criteria, prioritization mechanisms, implementation procedures, and monitoring requirements. Regarding risk management, the Operating Rules introduced support concept for Environmental Impact Statements (MIA), allowing environmental risks to be identified before forest activity implementation and promoted the design of mitigation measures at a broader territorial scale, not only at the individual property level.

Findings from due diligence assessment: identification, assessment and management of potential risks and impacts (ESOP 1)

The due diligence assessment finds that Mexico undertook substantial, progressive and structured efforts to identify, assess, manage, monitor and report environmental and social risks associated with REDD+ during the readiness phase and in the transition toward implementation. These efforts are consistent with the objectives of the Cancun Safeguards, the applicable policies and standards of the GCF, and the FAO's FESM, particularly ESOP 1 on screening, assessment and management of environmental and social risks and impacts.

The assessment finds that Mexico's approach to safeguards evolved from an initial focus on safeguards interpretation and risk identification toward the development of a progressively operational safeguards architecture integrated into national forest governance, policy instruments and implementation mechanisms. This evolution included the development of the National Safeguards System (SNS), the Safeguards Information System (SIS), the National Interpretation Framework of the Cancun Safeguards, safeguards-related components within ENAREDD+, and the strengthening of monitoring and reporting instruments.

The strongest evidence of consistency with ESOP 1 is the sequenced and interconnected development of Mexico's safeguards architecture. The assessment finds that environmental and social risks were not treated as isolated issues, but rather as part of an evolving national system for environmental and social management, grounded in existing legal, institutional and policy frameworks. In this regard, Mexico developed mechanisms to identify and assess risks associated with land tenure, Indigenous Peoples' rights, participation and access to information, biodiversity conservation, environmental degradation, governance, inclusion of vulnerable groups, and potential inequitable access to benefits arising from REDD+ implementation.

The due diligence assessment also finds that Mexico undertook significant analytical and participatory processes to identify drivers of deforestation and associated environmental and social risks. The SESA, the participatory processes carried out during the preparation of ENAREDD+, and the development of the ESMF contributed to the identification of priority risks, vulnerable groups, territorial dynamics, and institutional gaps relevant to REDD+. These processes also contributed to defining mitigation and management measures integrated into REDD+ implementation instruments.

At the implementation level, the assessment finds that several safeguards management measures had already been operationalized by 2019. These include the incorporation of safeguards-related criteria into CONAFOR's Operating Rules, environmental compliance requirements, technical feasibility assessments,

prioritization criteria for vulnerable groups, georeferenced monitoring mechanisms, support for environmental impact assessments in forest interventions, and the establishment of safeguards reporting and monitoring mechanisms through the SIS and the Safeguards Information Summary (SOI).

These measures demonstrate that Mexico moved beyond safeguards design and began institutionalizing safeguards within forest-sector programs, operational procedures and project implementation mechanisms. The assessment also finds that safeguards-related responsibilities were progressively incorporated into institutional mandates and operational arrangements within CONAFOR and other relevant institutions, strengthening the operational basis for safeguards implementation and monitoring.

The due diligence assessment further finds that Mexico established a broad legal and policy framework relevant to environmental and social management in the forest sector. This framework includes constitutional recognition of human rights and the right to a healthy environment, the application of the pro persona principle, and sectoral legislation related to forests, environmental protection, climate change, biodiversity, rural development, transparency, participation, and Indigenous Peoples' rights. At the international level, Mexico is party to multiple international agreements relevant to REDD+, including human rights, climate change, biodiversity, gender equality, Indigenous Peoples' rights and access to environmental information and justice. The review of the legal framework and the national interpretation of safeguards provided additional clarity on how the Cancun Safeguards are supported by Mexican law and institutions. Annex 3 includes an assessment of Mexico's PLR framework and its consistency with GCF and FAO environmental and social standards.

The assessment also recognizes that Mexico implemented broad participatory and multi-stakeholder processes during REDD+ readiness and implementation. These processes involved Indigenous Peoples, local communities, ejidos, civil society organizations, women's groups, academia, state governments and sectoral institutions, and played a key role in identifying risks, validating safeguards approaches, strengthening transparency, and incorporating local perspectives into REDD+ design and implementation.

Notwithstanding these advances, the assessment identifies several areas for improvement and remaining implementation challenges, including:

- Differences in institutional capacities for safeguards implementation, monitoring and reporting across states and local levels, including limitations in technical, financial and human resources.
- The need to further strengthen culturally appropriate participation processes, dissemination of safeguards information in accessible formats and Indigenous languages, and effective access to grievance and redress mechanisms for Indigenous Peoples, women, youth and vulnerable groups.
- The need to continue strengthening the integration of gender equality, intercultural approaches and social inclusion within implementation processes, technical assistance schemes and benefit-sharing arrangements.

Overall, the due diligence assessment concludes that Mexico established a robust and progressively operational safeguards system before and during the results period. The safeguards architecture developed by the country shows coherence with the Cancun Safeguards, is grounded in national legal and institutional systems, and provides a strong foundation for compliance with GCF and FAO requirements. The instruments reviewed demonstrate that Mexico had mechanisms in place to identify, assess, manage, monitor and report environmental and social risks associated with REDD+.

4.2.3 Conservation of natural forests, biodiversity, environmental services and the risks of leakages and reversals

The recognition of the conservation of forests, biodiversity and environmental services is grounded in a robust, legal and policy framework that underpins REDD+ implementation in Mexico. The Political Constitution in Article 4 establishes the right to a healthy environment for development and well-being and regulates land tenure and the use of natural resources in Article 27 creating a binding obligation to prevent environmental damage and conserve ecosystems.

The LGEEPA includes provisions related to environmental zoning, biodiversity protection and participation reinforcing the conservation of ecosystems and habitats. The LGDFS, through Article 8 establishes a formal obligation to comply with internationally recognized safeguards, including those related to biodiversity conservation, promotes sustainable forest management in article 31, and prevents land-use change and deforestation, supporting the objective of conserving forest ecosystems in Article 24.

The General Wildlife Law establishes provisions for the conservation, protection and sustainable use of wildlife species and habitats. The NOM-059-SEMARNAT-2010 identifies species at risk and regulates their protection, providing a technical basis to prevent impacts on biodiversity. The Federal Environmental Liability Law and the Penal Code establish sanctions and responsibilities for environmental damage, strengthening compliance mechanisms.

Regarding the policy framework, the ENAREDD+ establishes a set of national objectives that explicitly link the conservation of natural forests, the protection of biodiversity and the maintenance of ecosystem services³⁸ as central elements of REDD+ implementation. It incorporates a broader ecological perspective that includes the protection of habitats, maintenance of ecological connectivity, and conservation of biodiversity across forest landscapes.

The ENAREDD+ also recognizes that actions aimed at reducing deforestation and forest degradation could generate unintended environmental impacts if not properly designed and implemented. In this context, particular attention was given to the risks of leakage—the displacement of deforestation or degradation to other areas—and reversals, defined as the loss of previously achieved emission reductions.

Mexico has established and operationalized a National Forest Monitoring System (NFMS) that provides a technical basis for tracking forest cover, carbon stocks, and land-use changes. By generating consistent and reliable data, the system supports the identification of trends related to deforestation and degradation and contributes to the evaluation of biodiversity and ecosystem service outcomes.

The Sectoral Environment Program and the Special Climate Change Program (2014–2018) reinforced commitments to ecosystem conservation, climate mitigation, and sustainable land management. Mexico has developed the National Biodiversity Strategy and Action Plan (ENBioMex 2016–2030), which established a comprehensive framework for conserving, restoring and sustainably using biodiversity, including specific lines of action and strategic priorities.

³⁸ Ecosystem services are explicitly recognized within the REDD+ framework as fundamental components of environmental sustainability and human well-being. Services such as water regulation, soil fertility, pollination, carbon sequestration and biodiversity support are considered essential for both ecological stability and the sustainability of rural livelihoods.

Between 2010 and 2019, CONAFOR's incentive programs have been instrumental in promoting sustainable forest management, restoration, conservation and the provision of ecosystem services, on the territory. The Operating Rules included measures to promote ecosystem and biodiversity conservation and the permanence of interventions. These include improved targeting criteria (e.g., deforestation pressure indices), strengthening monitoring and compliance through satellite-based systems, supporting forest certification schemes, promoting compliance with sustainability, biodiversity conservation, and habitat protection standards and traceability of forest value chains.

Outstanding risks identified in this assessment, included in Annex 2 related to the conservation of forests, biodiversity, environmental services and the risks of leakages and reversals, include:

- Risk of reversals due to fires, pests, illegal logging, land-use change, extreme weather events or insufficient long-term maintenance of restoration, conservation and sustainable forest management interventions.
- Risk of displacement of deforestation or forest degradation to other areas, particularly where drivers of land-use change are not addressed through integrated territorial approaches.

However, alongside these risks, important co-benefits are also identified, including:

- Conservation and restoration of natural forests, biodiversity, habitats and ecological connectivity.
- Maintenance and enhancement of ecosystem services, including carbon sequestration, water regulation, soil conservation and climate resilience.
- Strengthening of sustainable forest management, forest governance, community-based conservation and territorial planning processes.

Findings from the due diligence assessment: Conservation of natural forests, biodiversity, environmental services and the risks of leakages and reversals

The due diligence assessment finds that Mexico's REDD+ strategic approach demonstrates a high level of consistency with the objectives of the Cancun Safeguard E, the environmental and social policy of the GCF, and ESS1 of FAO's FESM, particularly in relation to biodiversity conservation, ecosystem services and the sustainable management of natural resources.

Between 2010 and 2019, Mexico consolidated a comprehensive legal and policy framework that enables the conservation of biodiversity and the sustainable management of natural resources. Annex 3 of this ESA shows consistency of Mexico's PLR framework with the GCF and FAO applicable standards.

The ENAREDD+, through its objectives and components, is aligned with the conservation of natural forests and the prevention of their conversion, as well as with the promotion of sustainable land-use practices. The integration of conservation, restoration and sustainable production within a landscape approach contributes to maintaining ecosystem integrity while addressing drivers of deforestation and degradation. This approach is consistent with ESS1 requirements to avoid adverse impacts on biodiversity and to promote sustainable resource use.

The risks of leakage and reversals were identified during the readiness phase and are reflected in the ENAREDD+. CONAFOR's Operating Rules established measures to enable verification of forest cover

permanence and early detection of disturbances thereby reinforcing the durability of environmental services and reducing the risk of reversals over time.

Overall, the due diligence assessment concludes that Mexico had a comprehensive and coherent policy, legal, institutional and implementation framework in place during the results period for the conservation of natural forests, biodiversity and ecosystem services, and incorporated measures to minimize the risks of leakage and reversals. This framework provides a strong foundation for compliance with FAO ESS1 and GCF requirements and supports the sustainable implementation of REDD+ actions.

The following areas for improvement were identified:

- Strengthen monitoring mechanisms to ensure early detection of leakage, reversals and environmental disturbances at territorial level.
- Continue improving the integration of biodiversity, ecosystem services and climate resilience criteria into the design, targeting and monitoring of REDD+ interventions.
- Strengthen long-term maintenance, follow-up and technical assistance mechanisms to ensure the permanence of conservation, restoration and sustainable forest management outcomes.

Taking into account these findings, it will be necessary, within the framework of the RBP, to ensure that reinvestment activities incorporate robust measures to prevent leakage and reversals, maintain natural forests, conserve biodiversity and ecosystem services, and strengthen monitoring, technical assistance and long-term sustainability mechanisms at territorial level. Continued efforts will also be necessary to ensure the long-term strengthening and sustainability of the institutional and technical structures required to maintain effective monitoring capacities and support the management of leakage and reversals risks over time.

4.2.4 Social well-being, livelihoods and food security

The recognition of social well-being, livelihoods, and food security in Mexico is anchored in a robust legal and policy framework that supports the implementation of REDD+. As a basis, the Political Constitution establishes in Article 1 the respect, protection and guarantee of human rights, the rights of Indigenous Peoples to self-determination in and preferential use of natural resources in the places they inhabit in Article 2, the rights to healthy environment and adequate food in Article 4, and regulates land tenure in Article 27.

The Law on Sustainable Rural Development (LDRS) mandates the improvement of social well-being and the promotion of economic activities and generation of goods and services in rural areas. Through Article 5, the LDRS also establishes that State actions must promote social and economic well-being among producers, their communities, and rural workers, while also contributing to national food security. It also establishes National, state, and municipal rural development councils as participatory spaces for rural planning.

The LGDFS includes provisions to link forest policy directly with social well-being and livelihoods. In Article 8, it recognizes that forest interventions must not undermine rights, tenure security, cultural practices or access to natural resources, and that benefits derived from forest-related actions must be distributed equitably. This law also supports coordination between the forest and agricultural sectors in Article 24, which is critical for reconciling food production with forest conservation and links forest policy with social participation and the improvement of rural living conditions in Article 31.

The Agrarian Law governs ejidal and communal property regimes, assemblies, representation, and decision-making, which are central to participation, consent, access to benefits and intra-community governance, which are essential for collective decision-making processes to determine access to programs, and forest management decisions.

The General Law of Social Development (LGDS) recognizes social rights, including education, health, nutritious and quality food, housing, a healthy environment, work, social security, non-discrimination and substantive equality between women and men, and provides the legal basis for poverty measurement and evaluation of social policy by the National Council for the Evaluation of Social Development Policy (CONEVAL).

The ENAREDD+'s central premise is that reducing emissions from deforestation and forest degradation requires addressing the social, economic, and productive conditions that shape land-use decisions in rural territories. This way, Mexico's approach of Sustainable Rural Development pursues emissions reduction through integrated territorial management and improvements in rural economies, rather than through isolated conservation measures. The ENAREDD+ relevant strategic lines are related to strengthening community forest management, timber and non-timber forest production, promoting sustainable agricultural and livestock practices, supporting agroforestry and silvopastoral systems.

Further the participatory construction of the ENAREDD+ since the beginning engaged and incorporated the perspectives of stakeholders in rural areas including ejidos, forest communities, Indigenous Peoples, Afro-Mexican peoples, and agrarian organizations.

In parallel, the Special Concurrent Program for Sustainable Rural Development (PEC SDR) integrated federal investments across agriculture, forestry, fisheries, social development, infrastructure, and rural finance. The PEC is relevant to REDD+ because it reflects the intersectoral nature of sustainable rural development and food security.

Between 2010 and 2019, CONAFOR's incentive programs were a key operational channel to support local livelihoods through income generation, diversification of livelihoods, community organization, technical capacity-building, ecosystem restoration, and sustainable forest use. The Operating Rules include selection criteria to target forest regions where poverty and dependence on natural resources were significant e.g., prioritization of marginalized and Indigenous regions with higher levels of social vulnerability.

Outstanding risks identified in this assessment, included in Annex 2 relevant to social well-being, livelihoods and food security, include:

- Potential tensions between conservation objectives and productive activities where sustainable livelihood alternatives are insufficient or not adequately adapted to territorial realities.
- Weak coordination between agricultural, livestock and forest policies, which may reduce the effectiveness of integrated territorial approaches and create conflicting incentives regarding land use.
- Lack of clarity or limited understanding regarding financing and benefit-sharing mechanisms associated with REDD+ implementation.
- Risk that conservation-oriented interventions could generate tensions if perceived as restricting productive options without providing viable and culturally appropriate economic alternatives.
- Potential exclusion of people without formal land tenure rights, despite their contribution to the sustainable use and management of forest resources and local economies

However, alongside these risks, important co-benefits are also identified, including:

- Strengthening of community-based forest management and territorial governance systems.
- Diversification of rural livelihoods through sustainable forest management, agroforestry, silvopastoral systems and sustainable productive activities.
- Generation of income and employment opportunities linked to restoration, conservation and sustainable use of forest resources.
- Strengthening of technical capacities, local organization and community participation in territorial planning and natural resource management.
- Increased access to incentives and support programs for Indigenous Peoples, women, youth and communities in marginalized rural areas

Findings from the due diligence assessment

Mexico's REDD+ integrated framework to address social well-being, livelihoods, and food security is not conceived as a narrowly environmental intervention, but as part of a broader national effort to promote sustainable rural development, strengthen community-based forest management, improve rural livelihoods, reduce social vulnerability, and address the structural drivers of deforestation and forest degradation.

The Policy, Legal and Regulatory framework provides a strong foundation for integrating social well-being, livelihoods, and food security into REDD+ implementation. Constitutional provisions, the LGDRS, LGDFS, and complementary legal instruments collectively support a rights-based, participatory and intersectoral approach. Annex 3 of this ESA includes the assessment of Mexico's PLR framework.

The due diligence assessment finds that, between 2010 and 2019, Mexico established a robust and progressively integrated framework in conformance with national objectives on social well-being, livelihoods, and food security. The integration of REDD+ within the Sustainable Rural Development approach was operationalized through the ENAREDD+ and CONAFOR's incentives programs.

Additional institutional programs, such as the Special Concurrent Program for Sustainable Rural Development, further reinforced this approach by linking forest policy with broader rural development, social inclusion, and food security objectives. Together, these instruments demonstrate a coherent strategy to address structural drivers of deforestation while supporting inclusive and resilient rural economies.

The REDD+ framework in Mexico recognizes that forest conservation is closely linked to the availability of viable livelihood options, secure access to land and resources, effective participation, and institutional support for sustainable production systems.

During the results period, no systemic adverse impacts on livelihoods or food security were identified. Instead, evidence indicates that preventive, participatory and risk management measures were established to anticipate and mitigate potential impacts.

The assessment also finds that CONAFOR's Operating Rules were key for supporting well-being and local livelihoods in marginalized areas, thus, contributing to diversifying rural economies and reducing dependence on land-use practices that may drive deforestation. Prioritization criteria for Indigenous Peoples, women, youth, and communities in marginalized areas contributed to improving access to benefits and reducing risks of exclusion.

While challenges remained regarding equitable benefit distribution within communities, access for non-right holders and monitoring of livelihood and food security outcomes, the evolution of the Operating Rules demonstrates a progressive institutional effort to align forest-sector interventions with social well-being, livelihood resilience and sustainable rural development objectives.

The following areas for improvement were identified:

- Strengthening monitoring systems related to social well-being, livelihood diversification, income generation, food security and equitable benefit distribution outcomes.
- Improving mechanisms to ensure equitable and culturally appropriate access to benefits, technical assistance and participation opportunities, particularly for women, youth, Indigenous Peoples, Afro-Mexican peoples, non-right holders and vulnerable groups.
- Further strengthening coordination among forest, agricultural, livestock and rural development policies and programs improve territorial integration.

Taking into account these findings, it will be necessary, within the framework of the RBP, to ensure that reinvestment activities continue strengthening sustainable rural livelihoods, community-based forest management and inclusive territorial development approaches, while promoting equitable access to benefits for Indigenous Peoples, women, youth, non-right holders and vulnerable groups.

4.2.5 Respect of the rights to the land and forest resources, respect and promotion of traditional knowledge, and the right to participate in and benefit from resource management

The recognition of land, forest resource and participation rights in Mexico is grounded in a robust constitutional, legal and institutional framework that underpins REDD+ implementation.

At the constitutional level, Article 1 establishes that all authorities must promote, respect, protect and guarantee human rights in accordance with the Constitution and international treaties, embedding principles of equality, non-discrimination and access to justice across public policy. Article 2 recognizes and guarantees the rights of Indigenous Peoples to self-determination, autonomy, preservation of their institutions, and preferential access to the use and enjoyment of natural resources within their territories, as well as their right to apply their own normative systems and participate in decisions affecting their territories.

Furthermore, following the 2019 constitutional reform, Afro-Mexican peoples are recognized as part of the pluricultural composition of the Nation, strengthening the recognition of their rights within the REDD+ framework.

Article 27 establishes the legal basis for land tenure, recognizing ejidal and communal property regimes that dominate forest areas and underpin collective governance, access to resources and benefit-sharing mechanisms. Together, these provisions establish a system in which forest resources are governed through a combination of collective and individual rights, with strong recognition of community-based decision-making.

This constitutional framework is operationalized through the Agrarian Law. Articles 9, 23 and 24 establish the general assembly as the supreme authority of ejidos and communities, with powers to decide on land

use, participation in programs and internal distribution of benefits. These provisions provide a functional basis for collective decision-making and for operationalizing the principles of FPIC within community governance systems.

Traditional knowledge, including community-based forest management practices and customary governance systems, is recognized as a fundamental component of forest governance and REDD+ implementation. The ENAREDD+ emphasizes the importance of incorporating local knowledge into forest management, biodiversity conservation, and climate change mitigation strategies.

Mexico's legal framework establishes that forest resources belong to landowners and legitimate possessors, including ejidos and communities. In this context, carbon stored in forest biomass forms part of forest resources and is therefore associated with land tenure rights.

However, the treatment of avoided emissions differs. Deforestation is prohibited under national law and addressed through public policies aimed at preventing forest loss and degradation. As such, avoided emissions are not recognized as private property rights. Emission reductions are framed as outcomes of public policy interventions rather than transferable commodities, and benefits derived from REDD+ are to be distributed through participatory and programmatic mechanisms.

The LGDFS integrates safeguards-related principles into forest policy. Article 1 establishes that sustainable forest development contributes to social well-being; Article 5 recognizes that forest resources correspond to landowners; and Article 31 links forest policy to improved livelihoods and community development.

Article 8 further establishes that forest policy must guarantee respect for internationally recognized safeguards, including: free, prior and informed consent; equitable benefit-sharing; legal certainty over land tenure; inclusion and gender equity; social participation; transparency and accountability; and recognition of traditional practices and governance systems.

Participation and benefit-sharing

Indigenous Peoples, Afro-Mexican peoples and local communities participated actively in REDD+ readiness processes through consultation mechanisms, participatory platforms and territorial engagement processes.

At the implementation level, participation in forest programs and REDD+-related activities was voluntary and demand-driven. Consent to participate in forest programs is formalized through public, voluntary, and transparent mechanisms for accessing program benefits, including the issuance of public calls for applications. These calls define eligibility criteria, participation requirements, implementation conditions, rights and obligations of beneficiaries, applicable mitigation measures, affirmative actions, and monitoring mechanisms.

In the case of ejidos and communities, the decision to participate is formally adopted through Assembly agreements, in full respect of their highest decision-making authority in accordance with the Agrarian Law. Such decisions are recorded in official meeting minutes and reflect the collective will to participate, as well as the acceptance of activities, commitments, benefits, and obligations through the signing of formal agreements. This process ensures that participation is voluntary and informed, and is grounded in legally recognized community decision-making mechanisms, fully respecting the autonomy, internal organization, and customary governance structures of ejidos and communities.

Benefit-sharing was implemented through existing forest sector programs, including payments for environmental services, sustainable forest management support and restoration initiatives. Program design incorporated prioritization criteria that favored Indigenous Peoples, women, youth and communities in areas of high marginalization, contributing to more inclusive access to benefits.

Outstanding risks identified in this assessment, included in Annex 2 related to land rights and participation, include:

- Potential land tenure conflicts;
- Uncertainty regarding benefit-sharing arrangements;
- Risk of exclusion of women, youth and non-right holders;
- Insufficient recognition or integration of traditional knowledge in some contexts.

These risks informed the design of safeguards measures and REDD+ implementation initiatives. However, the readiness process also identified important co-benefits, including:

- Strengthening of community forest governance systems;
- Enhanced recognition of land and resource rights;
- Increased participation of Indigenous Peoples and local communities;
- Protection and promotion of traditional knowledge;
- Diversification of livelihoods and improved socio-economic conditions.

Findings from the due diligence assessment:

The due diligence assessment found that Mexico's REDD+ framework is broadly consistent with the Cancun Safeguards, the GCF Environmental and Social Policy, and FAO's ESS 7, 8 and 9. The assessment finds that its operationalization within the forest sector is primarily grounded in Mexico's established frameworks for community governance and voluntary participation. Access to CONAFOR's programs is contingent upon the free and voluntary decision of beneficiaries, and, in the case of ejidos and communities, requires formal approval through assembly processes. These mechanisms ensure that participation is based on collective agreement, informed decision-making, and recognized internal governance structures. In addition, consultation and participatory processes incorporated throughout program design and implementation contribute to ensuring that communities are adequately informed and engaged, providing a functional and context-appropriate basis for the application of FPIC principles within the national framework.

During the results period, no significant impacts related to land tenure conflicts or violations of rights were identified as being directly attributable to REDD+ implementation. Participation remained voluntary and grounded in existing legal frameworks. However, while access to benefits was primarily limited to landowners and legitimate possessors, this approach may have entailed a potential risk of exclusion for individuals who have historically contributed to the use and sustainable management of forest resources—such as women, youth and other community members—particularly where they do not hold formal land rights.

Taking into account these findings, it will be necessary, within the framework of the RBP, to ensure equitable and inclusive access to benefits, recognizing not only landowners and legitimate possessors, but also users and individuals who contribute to the sustainable management of forest resources. This should be implemented in a manner that fully respects community governance structures and collective decision-

making processes, including those exercised through assemblies, thereby ensuring alignment with existing tenure systems and safeguards principles.

4.2.6 Gender equality and prevention of gender-based violence, including in relation to forest-dependent vulnerable and marginalized groups

Gender equality in Mexico is grounded in a strong constitutional and legal framework. The 2011 reform to Article 1 of the Political Constitution establishes that all authorities must promote, respect, protect and guarantee human rights, explicitly prohibiting discrimination on the basis of gender and incorporating international treaties -such as CEDAW, the Beijing Platform for Action and the Belém do Pará Convention- into the national legal system. Article 4 further establishes equality between women and men, reinforcing the obligation of the State to ensure substantive equality in access to rights, including those related to land, natural resources and participation.

This constitutional foundation is complemented by key legal instruments, including the General Law for Equality between Women and Men and the General Law on Women's Access to a Life Free of Violence, which together establish the legal basis for addressing structural gender inequalities and preventing gender-based violence. Annex 3 provides an assessment of Mexico's relevant PLR framework.

At the policy level, gender equality is progressively integrated as a cross-cutting objective in national planning instruments, climate policy and forest-sector programs. The National Development Plan 2013–2018 and PROIGUALDAD established gender equality as a transversal priority, while the General Law on Climate Change and forest-sector legislation incorporate gender considerations into environmental and rural development policies.

Within the REDD+ framework, the ENAREDD+ 2017–2030 recognizes gender equality as a fundamental element of sustainable forest management and promotes the full and effective participation of women, as well as equitable access to benefits. Safeguards instruments, including the SESA, identify gender-related risks and establish measures to promote inclusion, participation and gender-sensitive monitoring.

Despite the robust legal framework, structural inequalities persist in relation to women's access to land and forest resources. Under the agrarian system, land rights are predominantly held by men, limiting women's participation in decision-making and their access to benefits linked to land-based programs.

Policy reforms, including amendments to the Agrarian Law to promote gender parity in ejido governance bodies, represent important steps toward addressing these inequalities, although their effects remain gradual.

The REDD+ framework acknowledges these constraints and promotes measures to enhance women's participation, access to resources and inclusion in benefit-sharing mechanisms, including targeted support for women-led initiatives and capacity-building efforts.

During the readiness phase, women participated in REDD+ processes through consultation mechanisms, targeted forums and capacity-building activities. Dedicated spaces, such as national consultations with rural women, ensured that women's perspectives were incorporated into the design of the ENAREDD+.

However, during this period, limited participation of women was identified in formal stakeholder engagement platforms, particularly within the CONAF. Evidence of this is reflected in the Council's

regulatory framework in force at the time, which established that the integration of its members would “seek” to include women’s participation. This non-mandatory formulation did not effectively promote women’s inclusion and, in practice, women were often nominated as alternate rather than primary representatives. This situation highlighted structural barriers to women’s effective participation in decision-making spaces within the forest sector.

At the implementation level, participation in forest programs remained linked to land tenure, which may have limited direct access for women without formal land rights. However, program design progressively incorporated affirmative measures and prioritization criteria to promote women’s participation and access to benefits.

Institutional progress on gender equality within the forest sector

During the readiness and early implementation phases of REDD+, CONAFOR progressively strengthened its institutional framework to integrate gender equality into forest-sector policies and operations.

Initial efforts focused on incorporating gender considerations into program design through prioritization criteria in the Operating Rules, aimed at creating more favorable conditions for women’s participation. These measures included additional scoring for applications submitted by women and the incorporation of sex-disaggregated indicators for monitoring participation.

Institutional capacity was strengthened through gender training processes for technical staff, including workshops on gender perspective, while broader national reforms supported the integration of gender equality into public planning and budgeting, notably through earmarked budget allocations under Annex 13 of the Federal Expenditure Budget.

Further progress included the development of institutional planning instruments integrating gender equality objectives, the promotion of gender units within public institutions, and CONAFOR’s certification under the Mexican Standard on Labor Equality and Non-Discrimination (NMX-R-025-SCFI-2015).

Operationally, a key milestone was the introduction of affirmative actions to promote women’s economic participation, including dedicated support schemes for women-led forest productive projects. These measures contributed to reducing access barriers and increasing women’s participation in forest-based value chains.

Between 2010 and 2019, CONAFOR’s Rules of Operation evolved from incorporating gender as a prioritization criterion to embedding gender equality and broader social inclusion across program components. This included measures to promote participation of women, Indigenous Peoples, youth and communities in marginalized areas, contributing to more inclusive access to forest-sector benefits.

Gender-based violence and safeguards considerations

The prevention of gender-based violence (GBV) is supported by national legal frameworks and indirectly addressed through safeguards mechanisms. While REDD+ activities are not inherently associated with GBV risks, safeguards instruments recognize the importance of preventing exacerbation of existing vulnerabilities.

Within the forest sector, GBV-related risks are addressed through broader accountability and safeguards systems, including codes of conduct, grievance redress mechanisms, and social oversight processes. These

instruments provide channels for reporting misconduct and contribute to promoting safe and inclusive participation environments.

Capacity-building and awareness-raising activities for technical staff and beneficiaries further support the integration of gender equality principles and respectful engagement practices.

Annex 2 identified key gender-related risks and gaps, including:

- Limited participation of women in decision-making processes;
- Barriers to access to land, resources and benefits;
- Risk of exclusion of women without formal land rights;
- Limited representation of women in formal governance platforms.

However, alongside these risks, important co-benefits are also identified, including:

- Increased recognition of women's roles in forest management;
- Expanded economic opportunities through participation in forest-based activities;
- Strengthened local governance through more inclusive participation;
- Improved sustainability of resource management through the inclusion of women's knowledge and perspectives.

Findings from the due diligence assessment:

The due diligence assessment found that Mexico's REDD+ framework is broadly consistent with the Cancun Safeguards, the GCF Environmental and Social Policy and Gender Policy, and FAO's ESS 6. The integration of gender considerations into the ENAREDD+, safeguards instruments and forest-sector programs demonstrates alignment with the objective of promoting equitable participation and access to benefits.

During the results period, no evidence was identified indicating that REDD+ activities generated direct adverse gender-related impacts. However, structural inequalities -particularly those related to land tenure and representation in decision-making platforms continued to influence women's participation. While affirmative measures were implemented, access to benefits remained partially conditioned by land tenure, which may have limited participation for women without formal rights in some contexts.

The following areas for improvement were identified:

- Strengthening women's access to benefits beyond land tenure-based eligibility criteria;
- Enhancing women's effective participation in decision-making platforms, including ensuring meaningful representation;
- Further integrating gender-responsive measures into program implementation and monitoring systems;
- Strengthening institutional measures to prevent and address gender-based violence risks.

Taking into account these findings, it will be necessary, within the framework of the RBP, to ensure equitable and inclusive access to benefits, with a specific focus on strengthening women's participation and access to resources.

This includes recognizing women's contributions to sustainable forest management, addressing structural barriers, and ensuring that program design incorporates gender-responsive measures aligned with ESS 6 and the GCF Gender Policy.

4.2.7 Stakeholder engagement, consultations and access to information

Mexico's REDD+ framework explicitly recognized the rights to participation, consultation and access to information, including for Indigenous Peoples, Afro-Mexican peoples, women and other vulnerable groups. These rights were embedded within the ENAREDD+, as well as in safeguards-related instruments and processes developed during the readiness phase, including the SESA³⁹, the ESMF, and the SNS.

At the constitutional level, the Political Constitution of the United Mexican States established the right of Indigenous Peoples to be consulted in the formulation of national, state and municipal development plans, including through mechanisms ensuring free, prior and informed consultation. The National Commission for the Development of Indigenous Peoples (CDI, now INPI) was mandated to guarantee these rights. In addition, Article 6 recognized the right of all people to access information and to seek, receive and disseminate information, thereby providing a foundational basis for transparency, participation, and access to justice.

These principles were further operationalized through sectoral legislation, particularly the LGDFS, as reformed in 2018⁴⁰, which reinforced an existing legal framework. The LGDFS mandated the participation of society -including Indigenous Peoples and Afro-Mexican peoples- in the design, implementation and monitoring of forest policy, and reinforced participatory governance through formal platforms such as the CONAF and State Forestry Councils, which had been established prior to the reform.

Article 8 of the LGDFS established the Safeguards Implementation and Compliance Framework, integrating principles, guidelines and procedures to ensure the protection of human rights and environmental and social safeguards under a pro persona approach. This framework included provisions related to culturally appropriate conflict resolution mechanisms, safeguards information instruments, and monitoring systems. It explicitly recognized principles such as: (i) free, prior and informed consent (FPIC); (ii) equitable benefit-sharing; (iii) legal certainty regarding land tenure; (iv) inclusion and gender equity; (v) social participation and pluralism; (vi) transparency, access to information and accountability; and (vii) respect for traditional governance systems and cultural practices.

Complementary legislation -including the LGEEPA, the General Law on Climate Change, the Law of the National Institute of Indigenous Peoples, and the General Law for Equality between Women and Men, further reinforced participation, consultation and access to information, including gender-responsive approaches and the promotion of inclusive participation.

Stakeholder engagement, consultations and capacity building during readiness and results periods

³⁹ CONAFOR. *SESA for REDD+ in Mexico*

https://www.forestcarbonpartnership.org/system/files/documents/Reporte_SESA_FINAL_.pdf

⁴⁰ https://www.diputados.gob.mx/LeyesBiblio/ref/lgdfs/LGDFS_orig_05jun18.pdf

During the REDD+ readiness phase, Mexico established a comprehensive, multi-level architecture for stakeholder engagement, combining national, regional and subnational platforms that enabled continuous dialogue, consultation and co-design of the ENAREDD+.

At the national level, the CONAF functioned as a formal advisory and consultation body composed of representatives from academia, Indigenous Peoples, Afro-Mexican peoples, ejidos and forest communities, civil society organizations, private sector actors, state-level councils and government institutions. Within this structure, the ENAREDD+ Working Group was established in July 2013 and played a central role in reviewing and refining successive drafts of the ENAREDD+. Between 2013 and 2015, the Working Group held 17 sessions (9 in 2013, 4 in 2014, 4 in 2015), addressing key REDD+ components including public policy, legal frameworks, financing mechanisms, MRV systems, safeguards, and communication and participation processes. These efforts culminated in a formal favorable opinion on the ENAREDD+ issued by CONAF in February 2015.

In parallel, the Technical Advisory Committee for REDD+ (CTC-REDD+) operated as a national multi-stakeholder platform for dialogue and technical input. Between 2010 and 2016, it held at least 22 sessions, engaging dozens of institutions per session and addressing key issues such as carbon rights, benefit-sharing, MRV design, governance arrangements, and coordination across levels of government.

At the subnational level, Mexico promoted the establishment of State and Regional REDD+ Technical Advisory Committees (CTC-REDD+), including in Chiapas, Oaxaca, Campeche, Yucatán, Quintana Roo and Chihuahua. These platforms collectively held more than 80 sessions between 2011 and 2016. For example, the CTC-REDD+ in Chiapas held 23 sessions, Oaxaca held 17 sessions, Campeche held 12 sessions, Yucatán held 10 sessions, Quintana Roo held 15 sessions, and Chihuahua held 9 sessions. These platforms engaged a wide range of stakeholders—including ejidos, Indigenous Peoples, civil society organizations, academia and government actors—and contributed to the development of state-level REDD+ strategies and safeguards approaches.

A key regional mechanism was the REDD+ Technical Advisory Committee of the Yucatán Peninsula (CTC-Peninsular REDD+), established in 2011 following a regional agreement among Yucatán, Campeche and Quintana Roo. This platform supported the development of the Regional REDD+ Strategy and facilitated coordination among regional actors. Complementing these platforms, the REDD+ Safeguards Committee of the Yucatán Peninsula was established in 2014 as a specialized multi-stakeholder platform focused on safeguards. This committee contributed to the development of the SNS and the SIS and coordinated with other regional platforms. Between 2014 and 2016, it held 10 sessions⁴¹.

In addition, the Indigenous and Peasant Roundtable (Mesa Indígena y Campesina) within CONAF, established in 2014, played a key role in ensuring culturally appropriate consultation processes. This platform supported the design and implementation of the ENAREDD+ consultation, including methodological inputs, validation processes and systematization of results. Between 2014 and 2016, it held 14 sessions.

Beyond formal platforms, Mexico conducted extensive consultation and capacity building activities. Notably, 32 consultation workshops were conducted nationwide as part of the update of the Strategic Forest Programme, involving 1,288 participants (76% men and 24% women).

41 <http://www.ccpy.gob.mx/agenda-regional/redd+/comite-salvaguardas.php>

During the results period (2018–2019), stakeholder engagement continued to be implemented through these institutional platforms and through CONAFOR-led programs at the territorial level, particularly through engagement with ejidos and forest communities.

National consultation process for the ENAREDD+

The national consultation process for the ENAREDD+ constituted a central component of stakeholder engagement during Mexico's REDD+ readiness phase. It was carried out nationally in 2015 and 2016, in accordance with Mexico's legal framework and citizen participation principles, with the objective of collecting opinions, receiving feedback and building agreements around the objectives, components and lines of action of the ENAREDD+. The process sought to ensure full and effective participation, particularly of Indigenous Peoples, Afro-Mexican peoples and communities, ejidos and communities, civil society organizations, academia, women, youth, the agricultural and livestock sector, and other relevant stakeholders.

The consultation was guided by the ENAREDD+ Consultation Plan and by a specific guiding plan for the consultation directed at Indigenous and Afro-Mexican peoples and communities. These instruments established the principles, modalities and methodologies for the process, including full and effective participation, representative inclusion, respect for Indigenous Peoples' forms of organization, authorities, cultures and languages, equal conditions for participation, gender perspective and consideration of the different ages of participants.

The public consultation was structured as a broad, multi-channel and differentiated process. It included virtual consultation, state-level forums, thematic forums, councils and participation bodies, a differentiated consultation process with Indigenous and Afro-Mexican peoples and communities, and a consultation modality directed at local communities through social organizations in the forestry sector. This architecture allowed the ENAREDD+ to be reviewed from multiple perspectives, including institutional, territorial, productive, technical, community-based, gender-responsive, intergenerational and rights-based perspectives.

Overall, the public consultation process registered the participation of 26,360 people. The virtual consultation, carried out through a questionnaire available on the ENAREDD+ website from July to October 2015, registered 3,222 participants, including 409 participants belonging to Indigenous and Afro-Mexican peoples and 864 young people. In addition, 55 state-level forums were held between July and September 2015, with at least one forum in each state, registering 5,084 participants, including 468 participants belonging to Indigenous and Afro-Mexican peoples.

Thematic forums complemented the territorial consultation by creating focused spaces for specific sectors and groups. Between September and October 2015, three thematic forums were held with the agricultural and livestock sector, women and youth, with a total of 249 participants. These forums helped identify the importance of aligning forest conservation objectives with rural development and productive policies, addressing women's differentiated barriers to participation and benefit-sharing, and incorporating youth perspectives on environmental education, innovation, community monitoring, technical training and sustainable territorial management.

The consultation also included participation bodies and councils. In particular, an extraordinary session of the Consultative Council of the then National Commission for the Development of Indigenous Peoples

(Comisión Nacional para el Desarrollo de los Pueblos Indígenas, CDI, now INPI) was held in Mexico City on 24 October 2015, with the participation of 92 Council members. This space provided an institutional mechanism for dialogue with representatives of Indigenous and Afro-Mexican peoples at the national level.

The differentiated consultation process with Indigenous Peoples and Afro-Mexican peoples was conducted between October 2015 and February 2016. It covered 212 localities in 23 states and consulted 50 Indigenous Peoples. The process was conducted in accordance with the consultation protocol of CDI, now INPI, aligned with ILO Convention No. 169, and incorporated culturally appropriate methodologies, local languages and participatory approaches. The Indigenous and Peasant Roundtable and the CDI, now INPI, Consultative Council played key roles in strengthening representation, cultural appropriateness and the inclusion of Indigenous perspectives throughout the process.

Another modality was the consultation with local communities through social organizations in the forestry sector. Under this modality, organizations disseminated the Strategy, collected opinions from communities linked to their networks and prepared reports with their positions on the ENAREDD+. This modality registered 5,468 participants and was relevant for incorporating the views of actors with direct experience in forest management, community organization and territorial implementation challenges.

The consultation process was also supported by a structured methodology for systematizing and analyzing the information received. Documents generated during the consultation, including minutes, attendance lists and questionnaires, were consolidated into databases, and comments, concerns and recommendations were classified according to the ENAREDD+ components. Through this process, nearly 15,500 comments were analyzed and organized around the seven components of the Strategy: public policies and legal framework; financing schemes; institutional arrangements and capacity development; forest reference emission levels; monitoring, reporting and verification; safeguards; and communication, social participation and transparency. This made it possible to identify general trends and specific proposals and to link stakeholder inputs to the substantive structure of the Strategy.

Stakeholder engagement and participation processes were not limited to the REDD+ readiness phase but were also continuously implemented in the context of the development and operation of CONAFOR's ROP. At the national level, these processes were carried out through established institutional platforms such as the National Forestry Council (CONAF), which served as a consultative body for reviewing and providing input on forestry policies and programs, including the ROP. At the territorial level, participation was further ensured through the dissemination of the ROP by CONAFOR personnel and partner organizations, using existing participation platforms and direct engagement with communities. This included outreach activities, information sessions and coordination with local actors to facilitate access to program information. Furthermore, communities, ejidos and other eligible stakeholders made autonomous decisions to apply for specific support schemes under the ROP, through collective decision-making processes and formal agreements adopted in their assemblies, thereby reinforcing a demand-driven, participatory and culturally grounded approach to program implementation.

Findings from the due diligence assessment:

The due diligence assessment found that Mexico had established a comprehensive, robust and multi-level framework for stakeholder engagement, consultations and access to information, which was broadly consistent with international human rights instruments, the Cancun Safeguards, the GCF Environmental and Social Policy, and FAO's ESOP 2.

Stakeholder engagement during the readiness phase was found to be extensive, institutionalized and evidence-based. The use of formal platforms such as CONAF, CTC-REDD+ and subnational committees, combined with a large-scale national consultation process involving more than 26,000 participants, demonstrated a high level of alignment with ESOP 2 principles.

During the results period (2018–2019), stakeholder engagement continued through institutional mechanisms. No evidence was identified indicating that significant stakeholder engagement-related risks—beyond those identified during readiness—were triggered.

The PLR framework provided a strong legal basis for participation and access to information; however, some implementation gaps remained, including variability across regions and the need to strengthen access for marginalized groups.

To inform the RBP’s ESMF, improvement areas included strengthening standardization of engagement processes, enhancing inclusion, expanding culturally appropriate access to information, and strengthening monitoring systems.

Overall, Mexico’s stakeholder engagement framework was assessed as robust and well-aligned with applicable standards.

4.2.8 Grievance redress mechanisms

Mexico’s legal and institutional framework recognized the right to grievance redress as a fundamental component of access to justice and accountability. At the constitutional level, the Political Constitution of the United Mexican States established the right of petition before authorities, to be exercised in writing, in a peaceful and respectful manner, and imposed an obligation on authorities to respond within a reasonable timeframe.

In parallel, the Constitution established that no person may take justice into their own hands and guaranteed access to prompt, complete, impartial and free justice before competent courts.¹ These provisions provided the overarching legal basis for grievance redress, including in the context of public policy implementation such as REDD+.

At the national level, grievance redress mechanisms were supported by the General Law of Administrative Responsibilities, which established the legal framework governing misconduct by public officials and private actors linked to serious administrative offenses.

The law defined principles of conduct for public servants—including legality, integrity, impartiality and efficiency—and established typologies of administrative offenses, sanctions and procedures. It also required asset and conflict-of-interest declarations to prevent misconduct.

Importantly, the law enabled the activation of grievance processes through citizen participation. Investigations could be initiated through complaints, ex-officio actions or audits, and any person—without the need to demonstrate legal standing—was entitled to submit complaints regarding acts or omissions potentially constituting administrative offenses.

Complaints could be submitted in writing, electronically or in person, and authorities were required to provide accessible mechanisms, including digital platforms such as the National Digital Platform of the National Anti-Corruption System. The law also allowed anonymous complaints and ensured confidentiality of complainants, subject to judicial authorization for disclosure.

These provisions constituted a robust legal basis for citizen engagement in grievance redress processes and ensured accessibility, transparency and procedural guarantees.

In 2017, CONAFOR established the [Citizen Attention Mechanism \(MAC\)](#) as an institutional mechanism to receive, process and respond to citizen requests, complaints, grievances and inquiries.

The MAC aimed to: (i) facilitate access to procedures for submitting information requests, complaints and grievances; (ii) improve the responsiveness of the institution; (iii) identify potential negative impacts; and (iv) prevent conflicts associated with the implementation of forestry and climate-related activities.

The mechanism integrated existing institutional procedures into a structured system and operated through three main institutional channels, depending on the nature of the grievance:

- The Citizen Information and Attention Service (SIAC), provided attention and responses to the public by addressing inquiries and offering general information on CONAFOR’s programs and activities (e.g. calls for proposals, competitions, conferences, exhibitions, among others). It receives petitions, requests, complaints, and suggestions related to the institution’s activities and, when necessary, refers them to the relevant competent units for appropriate follow-up.
- The Transparency Unit (UT), which served as the liaison with the National Institute for Access to Information (INAI, now “Transparencia para el Pueblo”) and facilitated access to public government information, as well as protected personal data held by entities of the Federal Public Administration. The UT acted as the interface between the institution and the requesting party, carrying out the necessary internal procedures to facilitate access to information.
- The Internal Control Body (OIC), under the Secretariat of Public Administration (now Secretariat of Anti-Corruption and Good Governance), which received complaints and reports regarding potential non-compliance with the obligations of public servants, including complaints related to misconduct, and is responsible for their follow-up.

The MAC was guided by six operational principles: accessibility, cultural appropriateness, timeliness and effectiveness, equity, transparency, and feedback. These principles were aligned with international standards on grievance redress, including those reflected in ESOP 2.

The CONAFOR institutional portal also, included access to the Comprehensive Citizen Complaint System (SIDECE), a platform managed by the Secretariat of Anti-Corruption and Good Governance to register, manage, investigate and follow up on complaints submitted under the General Law of Administrative Responsibilities. The SIDECE system provided guidance on complaint procedures, including stages, types of complaints and mechanisms for tracking submissions, thereby enhancing transparency and accessibility.

Table 11. Access channels to Citizen Attention Mechanism (MAC)

Definition	Responsible area	Access Channels	Procedure

Complaints: Submission regarding acts or omissions that may constitute administrative offenses by public servants or related private actors.	Internal Control Body (OIC)	CONAFOR: Tel: +52 (33) 3777 7021 Email: quejas@conafor.gob.mx In person: Zapopan, Jalisco Secretariat of Anti-Corruption: SIDEC: https://sidec.buengobierno.gob.mx Tel: 01 800 1128 700 / +52 (55) 2000 2000	To submit a complaint or report, the complainant should provide contact information (although submissions may be anonymous), any available identification details of the public official involved, a description of the facts, and, where possible, supporting evidence and indications of the alleged administrative misconduct. Complaints are processed through the Integrated Citizen Complaints System (SIDEC). The process begins with a jurisdiction assessment to determine whether to initiate an investigation or reject the complaint due to insufficient information. If initiated, the investigation may involve gathering evidence, consulting relevant parties, and conducting necessary inquiries. Cases may be classified as serious or non-serious for further administrative action, with any potential criminal cases referred to the competent authorities. Complaints received must be classified no later than the next working day following their receipt, the person is notified 10 days after submission.
Access to information: Right to request, receive and disseminate public information.	Transparency Unit	CONAFOR: Email: unidadtransparencia@conafor.gob.mx Tel: +52 (33) 3777 7000 Ext. 1246-1247 In person: Zapopan, Jalisco, and through CONAFOR's 32 State Offices nationwide. Platform: https://www.plataformadetransparencia.org.mx	To submit a request for access to information, the applicant must provide a means to receive notifications (such as an address, contact number, or other communication channel), a description of the information requested, and the preferred modality for accessing the information. The applicant may also indicate the need for accessible formats. Such information is optional and not a requirement for submitting a request; requests may also be made anonymously. When information is non-existent, classified as reserved or confidential, the Transparency Committee decides whether to provide a public version or not. If the response is insufficient, the applicant may file an appeal. The standard timeframe for responding is 20 days, which may be extended if the initial response does not satisfy the applicant.
Citizen requests: Submissions related to services provided by	SIAC	CONAFOR: Tel: +52 (33) 3777 7000 Ext. 1157 / 01 800 649 0127 Email: atencionciudadana@conafor.gob.mx In person: Zapopan, Jalisco, and through CONAFOR's 32 State Offices nationwide.	CONAFOR receives inquiries through telephone calls, emails, and social media, registers each request, and acknowledges receipt to the citizen. It then determines whether the matter falls within CONAFOR's mandate; if

public institutions.		Social media: X and Facebook	not, the citizen is informed and guided to the appropriate institution. If the matter is within CONAFOR's competence, it is assessed to determine whether it constitutes a complaint or formal report, in which case it is referred to the OIC. For other types of requests, the unit identifies the relevant internal area and forwards the request to the designated citizen attention focal point, who is responsible for addressing it and closing the process. Each CONAFOR department has assigned focal points who receive and follow up on requests via email. The response times established are: immediate for telephone inquiries, 0–10 working days for email, and up to 10 working days for postal submissions.
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Each of the access channels comprising the CONAFOR Citizen Attention Mechanism (MAC) operated under clearly defined procedures, stages and response timelines, depending on the nature of the request, complaint or inquiry (Table 11). These procedures established requirements for submission, registration, follow-up and resolution of cases, as well as indicative timeframes for institutional response. Detailed information on these procedures and timelines was made publicly available through the official CONAFOR document [Mecanismo de Atención Ciudadana](#). During the results period, grievance redress mechanisms were operational through the MAC and associated national systems, providing accessible channels for stakeholders to submit complaints, request information and raise concerns related to forestry programs and REDD+-related activities.

Furthermore, during this period, CONAFOR's Operating Rules incorporated provisions related to the processing of information requests, complaints and grievances, thereby reinforcing the operationalization of grievance redress within program implementation. The Operating Rules established that CONAFOR provided direct assistance to the public through toll-free telephone lines and institutional email channels. It also regulated the submission of complaints in accordance with the General Law of Administrative Responsibilities, allowing any individual to file complaints regarding the improper application of program rules. Multiple entry points were defined, including the Internal Control Body within CONAFOR, the Secretariat of Public Administration (now the Secretariat of Anti-Corruption and Good Governance) through in-person, telephone and digital channels—including the SÍDEC platform—and state-level comptroller offices, which were required to refer cases to the Internal Control Body of CONAFOR.

Institutional mechanisms such as the MAC and SÍDEC ensured that grievances could be received, processed and addressed through established administrative channels. The MAC also contributed to the identification of potential risks and conflicts, supporting preventive management approaches within the forestry sector.

Findings from the due diligence assessment:

The due diligence assessment found that Mexico had established a comprehensive and functionally grievance redress framework, which was broadly consistent with the Cancun Safeguards, the GCF Environmental and Social Policy, and FAO's ESOP 2 requirements.

The legal framework provided guarantees for access to grievance redress, including the right to petition, access to justice, and the ability of any individual to submit complaints without the need to demonstrate legal standing. The establishment of the MAC represented a significant institutional effort to consolidate grievance mechanisms within the forestry sector and to align them with international safeguards requirements.

During the results period, no evidence was identified indicating that systemic failures in grievance redress mechanisms occurred. Existing mechanisms appeared to have been operational and accessible.

Some areas for improvement were identified:

- Need to strengthen dissemination of grievance mechanisms at the local level;
- Need to ensure culturally appropriate access, including the use of local languages;
- Strengthening coordination with the National Institute of Indigenous Languages (INALI) and the National Institute of Indigenous Peoples (INPI) in grievance handling processes;
- Incorporating feedback from stakeholders during consultation processes to adapt the mechanism to local contexts.
- Opportunities to further integrate grievance mechanisms with safeguards monitoring systems.

Subsequent analyses conducted after the results period (e.g., 2022 assessments under PROFOEM) identified opportunities to strengthen the MAC, including improving local outreach and accessibility.

Overall, Mexico's grievance redress framework was assessed as robust in its legal and institutional design, with opportunities for strengthening its operational effectiveness.

4.2.9 Resource efficiency and pollution prevention, and decent work, health, safety and security

Decent Work

Mexico has established a comprehensive legal and regulatory framework aimed at promoting decent work, protecting labor rights, and ensuring safe and healthy working conditions. The cornerstone of this framework is the Federal Labor Law⁴², which governs employer–employee relationships, including contracts, working hours, wages, and termination conditions, while defining the rights and obligations of both parties. Complementing this, the Social Security Law⁴³ guarantees workers' access to healthcare, pensions, and disability benefits, financed through mandatory employer contributions. Occupational health

42 https://www.gob.mx/cms/uploads/attachment/file/156203/1044_Ley_Federal_del_Trabajo.pdf

43 <https://sidof.segob.gob.mx/notas/4886585>

and safety are regulated under the Federal Occupational Health and Safety ⁴⁴⁴⁵, which requires employers to implement safety programs, provide training, and maintain secure working environments.

In addition, Mexico has adopted key standards and regulatory instruments to strengthen labor conditions. These include the NMX-R-025-SCFI-2015⁴⁶ on labor equality and non-discrimination, which promotes gender equality, equal pay, and work-life balance, and the NOM-035-STPS-2018⁴⁷, which establishes requirements for identifying, analyzing, and preventing psychosocial risks in the workplace. The Occupational Health and Safety Regulation⁴⁸ further details implementation requirements. Mexican legislation also strictly prohibits forced labor and child labor (below age 15, except under regulated conditions), and establishes sanctions against sexual harassment, exploitation, and workplace violence. Enforcement is carried out by institutions such as the Secretariat of Labor and Social Welfare, the Mexican Social Security Institute, and the Federal Commission for Protection against Sanitary Risks.

Resource Efficiency and Pollution Prevention

Mexico's policy framework for resource efficiency and pollution prevention is grounded in a broad set of environmental laws and regulations aimed at promoting sustainable resource use and reducing environmental impacts. The General Law for the Prevention and Integral Management of Waste establishes principles for waste reduction, reuse, recycling, and safe disposal, assigning responsibilities to government, industry, and society. Air quality management is governed by the Federal Law for the Prevention and Control of Atmospheric Pollution, which regulates emissions from industrial and mobile sources.

Natural resource management is further supported by the General Law on Sustainable Forest Development, which promotes sustainable forest use and biodiversity protection, and the National Waters Law, which regulates water allocation, quality, and conservation. Additionally, the Energy Transition Law promotes a shift toward a low-carbon economy through renewable energy and energy efficiency measures.

Regarding pesticide use, Mexico has developed a robust regulatory framework to protect human health and the environment. The Federal Plant Health Law governs the registration, distribution, and application of pesticides, while the General Law of Ecological Balance and Environmental Protection provides overarching environmental safeguards, including environmental impact assessments and risk management. Technical standards such as NOM-008-FITO-1995 and NOM-032-SSA1-1993 establish requirements for pesticide safety, efficacy, and residue limits.

In the forestry sector, Mexico promotes Integrated Pest Management through institutions such as the National Forestry Commission, prioritizing biological and mechanical control methods and limiting chemical use to cases where no alternatives exist. Regulatory instruments also require forest management plans to

45 <https://www.gob.mx/indesol/documentos/reglamento-federal-de-seguridad-y-salud-en-el-trabajo>

46 <https://www.gob.mx/inmujeres/documentos/Norma-mexicana> NMX-025-SCFI-2015-En-igualdad-laboral-y-no-discriminacion

47 https://www.dof.gob.mx/nota_detalle.php?codigo=5541828&fecha=23/10/2018#gsc.tab=0

48 <https://www.gob.mx/indesol/documentos/reglamento-federal-de-seguridad-y-salud-en-el-trabajo>

include pest prevention and control measures, reinforcing a strong institutional and legal framework for environmental protection.

Health, Safety, and Security

Mexico's legal and policy framework for health, safety, and community security is comprehensive and aligned with sustainable development objectives. The General Law of Ecological Balance and Environmental Protection plays a central role by integrating environmental protection into national development policies, including environmental impact assessments, land-use planning, and pollution control. It establishes obligations for sustainable resource use and empowers authorities to impose preventive and corrective measures when environmental damage occurs.

Climate change and public health are addressed through the General Law on Climate Change and the National Climate Change Strategy, which guide mitigation and adaptation actions, promote renewable energy, and strengthen resilience. Public health risks are managed under the General Health Law, alongside programs such as the National Program for Prevention and Control of Vector-Borne Diseases, which addresses climate-sensitive diseases like dengue and Zika.

Disaster risk management is regulated by the General Civil Protection Law, which establishes the National Civil Protection System and defines responsibilities across government levels for prevention, preparedness, response, and recovery. Supporting instruments include the National Civil Protection Program and the National Center for Disaster Prevention, which provide technical oversight and coordination. Forest fire prevention and control are addressed through the LGDFS and its regulations, requiring risk assessments, firebreaks, and response planning.

Finally, security frameworks such as the Private Security Law regulate the lawful use of force, ensuring it is proportional and respects human rights. Together, these laws and instruments form a robust national system to safeguard community health, environmental integrity, and public safety.

Outstanding risks identified in this assessment, included in Annex 2 related to resource efficiency and pollution prevention, and decent work, health, safety and security, include:

- Limited local capacities in some territories to consistently implement and monitor occupational health and safety measures.
- Potential occupational risks associated with field activities related to forest management, restoration, fire control and technical assistance in remote rural areas.
- Potential environmental and health risks associated with inadequate handling, storage or application of pesticides or hazardous substances.
- Risks associated with forest fires, climate-related events and environmental emergencies that may affect communities, ecosystems and implementation activities.
- Uneven implementation capacities related to pollution prevention, waste management and environmental compliance across territories and local actors.

However, alongside these risks, important co-benefits are also identified, including:

- Strengthening of sustainable forest management and restoration practices that contribute to reducing environmental degradation and improving resource efficiency.
- Increased local capacities related to environmental management, integrated pest management, restoration and sustainable productive practices.

- Improved environmental monitoring and territorial planning capacities through georeferenced systems, forest monitoring and compliance mechanisms.
- Generation of local employment and technical capacity-building opportunities linked to restoration, conservation and sustainable forest management activities.
- Strengthening of climate resilience, forest fire prevention and ecosystem restoration measures that contribute to reducing environmental and community vulnerabilities.
- Promotion of safer and more sustainable productive practices in rural territories through technical assistance and safeguards-related operational measures.

Findings from the due diligence assessment:

The due diligence assessment finds that Mexico established a broad and progressively strengthened legal, policy and institutional framework relevant to resource efficiency, pollution prevention, decent work, occupational health and safety, and community health and security during the REDD+ readiness and implementation phases. This framework demonstrates substantial consistency with the objectives of the Cancun Safeguards, the GCF Environmental and Social Policy, and FAO's FESM, particularly ESS 1 and ESS 2 regarding pollution prevention, occupational and community health and safety, labor rights and resource efficiency.

The assessment finds that Mexico's REDD+ framework was implemented within existing national systems governing labor protection, environmental management, occupational health and safety, waste management, forest health, disaster risk management and public health. This approach allowed REDD+ implementation to build upon established legal obligations, institutional mandates and operational procedures, rather than relying on parallel systems.

Regarding decent work, the assessment finds that Mexico's labor framework provides a robust basis for the protection of workers' rights and occupational health and safety. Constitutional protections, the Federal Labor Law, the Social Security Law and occupational safety regulations collectively establish standards related to non-discrimination, minimum labor conditions, social security, workplace safety, prohibition of child and forced labor, and protection against workplace violence and harassment.

Within the forest sector, CONAFOR's operational instruments and technical procedures progressively incorporated safeguards-related considerations associated with occupational safety, technical training, inclusion and non-discrimination. Community-based implementation approaches and technical assistance activities contributed to strengthening local capacities related to sustainable forest management, restoration and productive activities.

The assessment also finds that Mexico established an extensive legal and regulatory framework related to pollution prevention and sustainable natural resource management. Environmental legislation, including the LGEEPA, the General Law for the Prevention and Integral Management of Waste, the National Waters Law and sectoral technical standards, provides mechanisms to regulate pollution, environmental impacts, waste management, pesticide use and natural resource conservation.

Within the forestry sector, the assessment finds that Mexico promoted approaches consistent with resource efficiency and pollution prevention principles through sustainable forest management, restoration activities, integrated pest management and biodiversity conservation measures. Forest

management instruments and operating procedures included requirements related to environmental compliance, prevention of environmental degradation, pest management and protection of ecosystem integrity.

The due diligence assessment further finds that Mexico established institutional arrangements and regulatory measures relevant to community health, safety and disaster risk management. The General Civil Protection Law, the National Civil Protection System, the General Health Law and climate change-related instruments contributed to strengthening prevention, preparedness and response capacities related to environmental emergencies, forest fires, public health risks and climate-related impacts.

The assessment also recognizes that REDD+ implementation was primarily based on community-based and small-scale interventions focused on conservation, restoration, sustainable forest management and technical assistance activities. During the results period, no significant adverse impacts related to pollution, hazardous materials, occupational accidents, community safety or public health were identified as being directly attributable to REDD+ implementation. Instead, evidence indicates that preventive and regulatory measures were in place to reduce potential environmental and occupational risks.

However, the assessment identifies several areas for improvement and remaining implementation challenges, including:

- Strengthening monitoring and reporting mechanisms related to occupational health and safety conditions, particularly in remote rural areas and community-based activities.
- Continuing to strengthen technical capacities related to integrated pest management, pollution prevention, waste management and safe handling of potentially hazardous materials.
- Improving coordination and follow-up mechanisms related to community health, forest fire prevention, disaster risk management and climate resilience at territorial level.
- Strengthening implementation and monitoring capacities at local level to ensure consistent application of occupational safety, environmental management and pollution prevention measures across territories and interventions.
- Continuing to strengthen gender-responsive, culturally appropriate and inclusive approaches within labor conditions, occupational safety and technical assistance processes, particularly for Indigenous Peoples, women, youth and vulnerable groups.

Overall, the due diligence assessment concludes that Mexico had a comprehensive legal, institutional and operational framework in place during the results period to support resource efficiency, pollution prevention, decent work, occupational health and safety, and community health and security within REDD+ implementation. The framework reviewed demonstrates substantial consistency with applicable GCF and FAO environmental and social standards and provides a strong basis for managing potential environmental, labor and community health and safety risks associated with REDD+ implementation.

Taking into account these findings, it will be necessary, within the framework of the RBP, to continue strengthening monitoring, technical assistance and institutional capacities related to occupational health and safety, pollution prevention, integrated pest management, community health and disaster risk management, while ensuring that reinvestment activities maintain environmentally sustainable, safe, inclusive and culturally appropriate implementation approaches across territories and beneficiary groups.

5 Findings and conclusions

The due diligence assessment concludes that Mexico established a coherent legal, institutional and policy framework for REDD+ implementation, supported by governance arrangements, interinstitutional coordination mechanisms and progressively strengthened safeguards systems. Overall, the Policies and Measures (PAMs) implemented during the results period are considered consistent with the Cancun Safeguards, the relevant GCF environmental and social policies and standards, and FAO's FESM framework.

The assessment confirms that Mexico developed and operationalized a safeguards architecture that enabled the identification, assessment, management, monitoring and reporting of environmental and social risks associated with REDD+ implementation. This framework progressively incorporated safeguards considerations into national REDD+ governance structures, operating rules, territorial planning instruments, stakeholder engagement processes and monitoring systems, contributing to alignment with the Cancun Safeguards, GCF standards and FAO ESOP 1.

The assessment also concludes that the policies and measures (PAMs) implemented during the results period were consistent with national objectives related to sustainable forest management, biodiversity conservation, ecosystem restoration and climate change mitigation. The implementation of conservation, restoration, sustainable forest management and community-based approaches contributed to maintaining environmental integrity and promoting positive environmental co-benefits, in line with the objectives of the Cancun Safeguards, the GCF Environmental and Social Policy and FAO ESS 1.

Regarding social well-being, livelihoods and food security, the assessment finds that Mexico's REDD+ approach promoted community participation, sustainable rural livelihoods, territorial governance and local capacity strengthening. Existing programs and community-based interventions supported sustainable productive activities and forest conservation while seeking to strengthen social inclusion and local economic opportunities, consistent with the objectives of the Cancun Safeguards, the GCF Environmental and Social Policy and FAO ESS 3.

The assessment further concludes that the Mexican legal and institutional framework incorporates important protections related to human rights and the rights of Indigenous Peoples and local communities. REDD+ implementation incorporated measures related to participation, access to information, culturally appropriate engagement and respect for traditional governance systems. Existing legal frameworks, institutional mandates and participatory platforms contributed to alignment with the Cancun Safeguards, the GCF Indigenous Peoples Policy and FAO ESS 7, 8 and 9, although challenges related to unequal capacities, territorial inequalities and effective participation in remote areas persist.

In relation to gender equality and women's rights, the assessment concludes that Mexico progressively strengthened the integration of gender and social inclusion considerations into REDD+ implementation and forest sector policies. This included the incorporation of affirmative actions, institutional gender strategies, participation mechanisms and differentiated support measures for women and vulnerable groups. While important progress was achieved, structural barriers affecting women's participation, access to resources and representation continue to persist in some territories. Overall, the implemented measures are considered consistent with the Cancun Safeguards, the GCF Gender Policy and FAO ESS 6.

The assessment also confirms that stakeholder identification, engagement and consultation processes were progressively strengthened during REDD+ preparation and implementation. Mexico established and

utilized multiple participatory platforms at national, state and territorial levels, including Indigenous Peoples' representation structures, forest councils and consultation processes. Stakeholder engagement efforts were consistent with the objectives of the Cancun Safeguards, the GCF Environmental and Social Policy and FAO ESOP 2, although continued efforts are needed to ensure accessibility, inclusiveness and sustained participation of vulnerable groups.

Regarding grievance redress mechanisms, the assessment concludes that Mexico relied on existing institutional complaint and citizen attention mechanisms, including CONAFOR's citizen attention systems and broader administrative and judicial mechanisms. These mechanisms provided a functional basis for receiving, processing, and resolving grievances, with established procedures broadly consistent with FAO ESOP 2 principles of accessibility, predictability, equity and transparency. Nevertheless, the assessment identified areas for improvement in their operational effectiveness, particularly regarding accessibility, dissemination, culturally appropriate communication and territorial-level responsiveness.

Finally, the assessment concludes that Mexico has a legal and institutional framework related to resource efficiency, pollution prevention, decent work, occupational health and safety, community health and disaster risk management. REDD+ implementation during the results period was primarily based on community-level conservation, restoration and sustainable forest management interventions, with limited adverse environmental or occupational risks identified. Existing legal frameworks and operational procedures provided an adequate basis to manage environmental, labor and community health and safety risks, consistent with FAO ESS 2, 4 and 5. However, continued strengthening of local implementation capacities, occupational safety monitoring, integrated pest management, pollution prevention and climate resilience measures remain necessary.

Mexico established a robust and progressively strengthened framework for REDD+ implementation during the results period, with PAMs implemented in a manner consistent with the Cancun Safeguards, the relevant GCF environmental and social policies and standards, and FAO's FESM. The gaps and implementation challenges identified throughout the assessment will be further addressed through the REDD+ RBP Environmental and Social Management Framework (ESMF), the stakeholder engagement measures and other complementary safeguards instruments associated with the proposed use of proceeds.

Overall, through this due diligence assessment for the results period, FAO, as AE to this RBP proposal, in collaboration with the Government of Mexico, confirms, based on the information available, that no environmental or social risks were identified to have materialized and that Mexico met the requirements of FAO's applicable FESM and the GCF ESS standards and applicable policies, as summarized below.

Applicable GCF Policy	Confirmation
GCF Policy on REDD+ Results-Based Payments	Compliant
Revised Environmental and Social Policy and applicable Environmental and Social Safeguards (ESS)	Compliant
Indigenous Peoples Policy	Compliant
Gender Policy	Compliant
Policy on Prohibited Practices	Compliant
Anti-Money Laundering and Countering the Financing of Terrorism (AML/CFT) Policy and applicable Standards	Compliant

Revised Policy on the Prevention and Protection from Sexual Exploitation, Sexual Abuse and Sexual Harassment (SEAH)	Compliant
Information Disclosure Policy	Compliant

Annex 1. Table of initiatives supporting REDD+ readiness

Relevant initiatives implemented in the context of REDD+ readiness in Mexico that are applicable to the results period of this assessment.

Initiative (funding source)	Amount (USD)	Duration
Intergovernmental governance model for the application of local REDD+ mechanisms (AECID)	175,000	2011 - 2013
Biodiversity in Production Forests and Certified Markets (GEF, UNDP)	6,900,000	2010-2015
Project to strengthen REDD+ readiness in Mexico and South-South cooperation (Government of Norway)	10,888,470	2011-2015
Project to Support REDD+ Readiness and the Reduction of Emissions from Deforestation and Forest Degradation REDD+ (FCPF)	3,800,000	2014-2017
Strengthening Climate Change Mitigation through Sustainable Forest Management and Capacity Building in the States of Southern Mexico (Campeche, Chiapas and Oaxaca)– DECOFOS (GEF, IFAD)	9,446,080	2011-2016
Implementation of Early REDD+ Actions in Priority Watersheds of Mexico through the Construction of Local Governance Mechanisms (LAIF, AFD)	2,298,760	2011-2015
Adaptation on coastal wetlands in the Gulf of Mexico in light of climate change impacts (GEF, IBRD)	4,500,000	2009 - 20017
Forests and Climate Project – PBCC (IBRD + FIP 1 and FIP2)	392,000,000	2012-2018
Support for Research and Field Testing on Soil Conservation and Water Balance (FAO)	25,000	2014-2015
South–South Cooperation in the Area of Forests and Climate Change (Government of Chile)	246,057	2014-2018
Targeted support for the Implementation of Mexico’s National Forest Monitoring System (UNREDD+)	150,000	2015-2016
Mexico REDD+ Alliance– MREDD+ Project (USAID)	29,071,584	2011-2016
Targeted Support for Strengthening the National REDD+ Safeguards System in Mexico (UNREDD+)	650,000	2015-2017
Low-Carbon Landscape Strategies in Forest Landscapes (FIP 4)	15,000,000	2013 - 2020
Support of forest-related MSMEs in Ejidos and Communities (FIP3, FOMIN)	6,000,000	2013-2019
Northeast Region Project for Sustainable Development of Rural Communities in Semi-arid Zones – PRODESA (FIDA)	30,832,962	2015 - 2020

Conservation of Coastal Watersheds in Changing Environment project (GEF, BIRF)	39,500,000	2014-2019
Project to Support REDD+ Readiness and the Reduction of Emissions from Deforestation and Forest Degradation – additional grant (FCPF)	3,500,000	2017-2019
Strengthening Sustainable Forest Management with Landscape Approach Project (BIRF, additional grant from FCPF)	1,500,000	2017-2019
Mexico Dedicated Grant Mechanism for Indigenous Peoples and Local Communities DGM (BIRF)	6,000,000	2017-2024
Strengthening Entrepreneurship in Productive Forest Landscapes Project (PROFOEM) (IBRD, ISFL/BioCarbon Fund)	66,000,000	2018-2024
Low-Carbon Rural Development in the Landscape Approach through Greater Harmonization of National Land-Use Support Programs in Mexico (PROFOR)	150,000	2017-2018
Total	628,633,913	-

Source: Own elaboration based on inputs from Mapping of REDD+ Funding in Mexico ⁴⁹ and the Programmatic Forest Country Note⁵⁰

⁴⁹ UN-REDD+, CONAFOR (2019). Mapeo del Financiamiento para REDD+ en México. Available at: <https://www.un-redd.org/document-library/mapeo-de-financiamiento-de-redd-en-mexico>

⁵⁰ <https://documents1.worldbank.org/curated/en/639041556249435926/pdf/United-Mexican-States-Programmatic-Forest-Country-Note.pdf>

Annex 2 Analytical matrix: outstanding risks, impacts and co-benefits' opportunities

Mexico's Integrated Environmental and Social Safeguards Standards Framework		
Safeguards Themes		
FAOs' FESM Guiding Questions & Provisions		
Guiding Questions from FAO's FESM and screening checklist, relevant to each safeguards theme, as a basis for the PLR assessment (in separate Excel sheet) and to guide the due diligence assessment	Retroactive assessment	
	Outstanding / potential risks / negative impacts Resulting from the ESA assessment	Opportunities / potential positive impacts / co-benefits Resulting from the ESA assessment
Mexico's ESS A. The National REDD+ Strategy (ENAREDD+) is aligned and consistent national forest policy, and sustainable rural development and climate change policy, as well as with the objectives of international conventions and agreements to which Mexico is a party.		
Theme A.1. Complementarity or consistency of the ENAREDD+ with the objectives of national forest, sustainable rural development, and climate change policies.		
FAO FESM requirements: N/A. FAO FESM requirements. N/A. No specific provision in FESM or GCF's Policies on PLR framework and enabling environment. Mostly related to GCF's investment criteria.		
Mexico's A.1: Complementarity or consistency of the ENAREDD+ with the objectives of national forest, sustainable rural development, and climate change policies.	- Although ENAREDD+ promoted integrated territorial and landscape approaches, public policy and related policy instruments in Mexico continued to be designed and implemented largely through sectoral frameworks. This may have contributed to fragmented approaches to rural territories, limiting coordination across forestry, agricultural, livestock, environmental and rural development sectors. Nevertheless, during the 2010–2019 period and continuing thereafter, the forestry and agricultural sectors implemented coordination efforts, including the signing of interinstitutional cooperation agreements aimed at aligning forestry and agricultural policies and promoting joint strategies to mitigate climate change in rural areas. - Public policies and incentives outside the forest sector, particularly those associated with agricultural expansion and land-use	- ENAREDD+ promoted integrated territorial and landscape approaches that fostered coordination among forestry, environmental, agricultural and rural development institutions, contributing to a more holistic approach to rural territory management and climate change mitigation. - During the period, coordination mechanisms and interinstitutional agreements between the forestry and agricultural sectors were strengthened to promote policy coherence, align sectoral interventions and support joint strategies aimed at reducing deforestation and mitigating climate change in rural areas. - REDD+ readiness and ENAREDD+ implementation processes contributed to strengthening institutional coordination among CONAFOR, SEMARNAT, SADER, state governments

	change, continued to exert pressure on forest ecosystems in some regions. Differences in institutional and technical capacities across federal, state and municipal levels may affect the effective implementation of policies and approaches aimed at promoting integrated territorial	and other relevant actors involved in sustainable rural development and natural resource management. - The implementation of REDD+ readiness activities supported the development of institutional, technical and monitoring capacities across different governance levels, contributing to improved implementation of integrated territorial management approaches. - ENAREDD+ contributed to incorporating sustainability, safeguards, stakeholder participation and territorial governance considerations into forest and rural development policy instruments and operational frameworks. - The promotion of participatory territorial planning and landscape approaches contributed to improving dialogue and collaboration among sectors and stakeholders involved in forest conservation, sustainable production and rural development.
Theme A.2. Complementarity or consistency of the ENAREDD+ with the objectives of relevant and applicable international conventions and agreements.		
<i>FAO FESM requirements: GP. Integrity and Accountability.</i> <i>No specific provision in FAO's ESS or GCF's Policies on PLR framework and enabling environment. Mostly related to GCF's investment criteria.</i>		
Mexico's A.2: Complementarity or consistency of the ENAREDD+ with the objectives of relevant and applicable international conventions and agreements.	No significant risks or inconsistencies were identified regarding the alignment of ENAREDD+ with the objectives of relevant and applicable international conventions and agreements during the retroactive period. Mexico's REDD+ framework was developed in consistency with applicable international environmental, climate change, human rights and Indigenous Peoples' rights commitments relevant to REDD+ implementation. Nevertheless, challenges still remain in ensuring that the practical and territorial implementation of ENAREDD+ continues to	- ENAREDD+ was developed consistently with Mexico's international commitments under the UNFCCC, the Convention on Biological Diversity, ILO Convention 169, the Paris Agreement, and relevant human rights instruments. - REDD+ readiness, consultation and safeguards processes contributed to strengthening awareness and capacities at territorial, institutional and community levels regarding human rights frameworks, Indigenous Peoples' rights, participation principles and

	maintain coherence and consistency with these international frameworks, particularly through continued institutional capacity-building and strengthened awareness of applicable international commitments among actors involved in implementation processes.	Mexico's international environmental and climate change commitments relevant to REDD+ implementation. • The REDD+ readiness and ENAREDD+ development processes also contributed to the progressive incorporation and strengthening of key REDD+-related elements within Mexico's legal, policy and institutional framework, including considerations related to human rights, stakeholder participation, safeguards, sustainable territorial management, climate change mitigation and the rights of Indigenous Peoples and local communities. • REDD+ readiness and safeguards processes strengthened institutional awareness and operationalization of international environmental and social commitments within the forestry sector.
• Mexico's ESS B. Transparency, comprising the right of access to information, proactive transparency, accountability, and anti-corruption measures, is ensured within the scope of ENAREDD+ implementation. In addition, sound decision-making and the right of access to justice are supported through conflict resolution mechanisms across different levels of government in the implementation of ENAREDD+.		
• Theme B.1. Transparency is ensured in the implementation of the ENAREDD+		
• FAO FESM requirements: ESOP 2. Information Disclosure		
Information Disclosure Disclosure of programme and project information is essential to enable meaningful and effective stakeholders participation in both project consultations and throughout its implementation, including in relation to potential environmental and social risks, impacts and benefits. FAO will disclose information related to environmental and social risks and impacts for all moderate and high-risk projects, and may disclose such information for low-risk projects if warranted.	• Despite progress achieved during REDD+ readiness and ENAREDD+ development processes, challenges still remain in ensuring timely, culturally appropriate and fully accessible information for all stakeholders, particularly Indigenous Peoples and remote rural communities. • Challenges also remain in ensuring that technical information related to REDD+, safeguards and program implementation is consistently available in formats adapted to	• Existing legal and institutional frameworks on transparency and access to information provided an enabling environment for REDD+ safeguards implementation, while also supporting continuous improvement processes to address remaining accessibility and information dissemination challenges. • Mexico's institutional grievance and citizen attention mechanisms included both legally established channels and more flexible access pathways aimed at

	local languages, literacy levels and cultural contexts. Differences in digital connectivity and institutional outreach capacities may have limited effective access to information for stakeholders in remote forest areas.	promoting accessibility for different stakeholders and territorial contexts. These mechanisms have remained subject to continuous strengthening and improvement processes to enhance responsiveness, accessibility and effectiveness. - During the retroactive period, institutional efforts were undertaken to improve access to information through culturally relevant outreach approaches, local-level engagement processes and the dissemination of REDD+ information through different institutional and territorial platforms. - During REDD+ readiness and ENAREDD+ preparation processes, proactive disclosure of information related to safeguards, stakeholder participation, consultation processes and REDD+ governance was promoted, contributing to strengthening transparency, accountability and stakeholder engagement practices within the forestry sector.
Theme B.2. Sound decision-making is ensured at the federal, state, municipal, and local levels within the context of ENAREDD+ implementation.		
FAO FESM requirements: ESOP 2. Stakeholder engagement and Information Disclosure		
ESOP 2 Stakeholder Engagement Stakeholder engagement is an ongoing process throughout the programming or project cycle from planning to monitoring, and which entails timely disclosure of relevant, accessible information on the programming activities; and meaningful consultations and participation of all relevant stakeholders Information Disclosure Disclosure of programme and project information is essential to enable meaningful and effective stakeholders participation in both project consultations and throughout its implementation, including in relation to potential environmental and social risks, impacts and benefits. FAO will disclose information related to environmental and social risks and	- While significant progress was achieved during REDD+ readiness and ENAREDD+ consultation processes, challenges still remain in ensuring fully inclusive, culturally appropriate and effective participation across all territories and stakeholder groups, particularly for women, youth, Indigenous Peoples, Afro-Mexican peoples and remote rural communities. - Technical complexity associated with REDD+, safeguards and climate-related processes continues to pose challenges for ensuring fully	- REDD+ readiness and ENAREDD+ consultation processes promoted participatory and multi-level governance approaches involving federal, state, municipal, community and civil society stakeholders throughout strategy development and early implementation stages. - Existing participatory platforms, including the National Forestry Council, State Forestry Councils, REDD+ working

impacts for all moderate and high-risk projects, and may disclose such information for low-risk projects if warranted.

- informed and meaningful participation of all stakeholders in decision-making spaces.
- Differences in institutional and technical capacities among subnational governments and formal participatory and consultation platforms continue to affect the consistency, continuity and inclusiveness of participatory decision-making processes across territories.
 - Challenges also remain in strengthening inclusive representation within formal participation and consultation platforms, particularly regarding the effective participation of women, youth, Indigenous Peoples and Afro-Mexican peoples.
 - Additional efforts are still required to strengthen the development and dissemination of culturally appropriate and accessible communication materials to facilitate that REDD+-related information effectively reaches communities through their representative structures and local governance mechanisms.
 - Logistical, linguistic, geographic and resource-related barriers continue to create challenges for the effective inclusion and sustained participation of remote communities and vulnerable groups in REDD+ governance processes.
 - The geographic dispersion of forest-dependent communities, combined with the high costs and limited institutional and financial resources required to conduct broad and sustained consultation and participation processes across rural territories, continues to pose challenges for ensuring fully inclusive stakeholder engagement. In this context, it remains necessary to strengthen and diversify multiple participation, communication and outreach channels to facilitate broader and more effective participation of stakeholders across different territorial and social contexts.

- groups and other territorial coordination mechanisms, supported stakeholder dialogue and participation in REDD+ governance processes.
- Consultation and participation processes contributed to increasing the visibility and recognition of the perspectives, rights and participation needs of women, youth, Indigenous Peoples, Afro-Mexican peoples and local communities within forest and climate governance discussions.
 - REDD+ readiness activities supported the strengthening of institutional and technical capacities related to stakeholder engagement, safeguards, participatory territorial planning and collaborative forest governance at different governance levels.
 - During the retroactive period, efforts were undertaken to develop culturally appropriate participation approaches and outreach materials, including activities aimed at facilitating access to information and participation for Indigenous Peoples and rural communities through representative and local governance structures.
 - ENAREDD+ consultation and safeguards processes contributed to strengthening awareness and capacities among institutions and stakeholders regarding participation rights, safeguards, human rights frameworks and inclusive governance approaches relevant to REDD+ implementation.
 - The retroactive period contributed to strengthening interinstitutional coordination and social dialogue related to climate change, forest governance and sustainable rural development, while also identifying areas requiring

		continued improvement to ensure more inclusive and effective participation processes. • Participatory processes promoted under ENAREDD+ contributed to strengthening local dialogue, stakeholder engagement and collaborative approaches to sustainable territorial management and forest conservation.
Theme B.3. Access to justice through conflict resolution mechanisms is ensured within the context of ENAREDD+ implementation.		
• FAO FESM requirements. PG. Integrity and Accountability, and Accountability to Affected Populations ESOP 2. Grievance Mechanisms and conflict resolution processes		
Integrity and Accountability. Strengthens transparency and accountability in project activities, including establishing fair grievance mechanisms and ensuring active, inclusive stakeholder participation Accountability to Affected Populations Defines accountability as a commitment to respect and respond to the needs of affected populations, including providing transparent feedback, respecting rights, and ensuring fair and accessible grievance processes. Recognizes the importance of equal access to assistance and benefits. ESOP 2. Grievance Mechanisms and conflict resolution processes ESS. 4 Decent Work Workplace grievance mechanism ESS.7 Land tenure, displacement, and resettlement ESS. 8 Indigenous Peoples	• While Mexico has established legal and institutional grievance and conflict resolution mechanisms relevant to REDD+ implementation, challenges still remain in ensuring that these mechanisms are fully accessible, culturally appropriate and widely known among Indigenous Peoples, Afro-Mexican peoples, ejidos, communities and remote rural populations. • Linguistic, geographic, technological and administrative barriers may continue to limit effective access to grievance and citizen attention mechanisms for some vulnerable and marginalized groups. • Challenges remain in ensuring that information regarding grievance mechanisms, procedures and available channels is consistently disseminated through accessible, culturally relevant and locally appropriate formats. • Although existing mechanisms include both legally established procedures and more flexible citizen attention channels, continuous strengthening may still be required to improve coordination, responsiveness, accessibility and trust among stakeholders at territorial level.	• Mexico has established a broad legal and institutional framework supporting access to justice, citizen attention, transparency and conflict resolution processes relevant to REDD+ implementation at federal, state and local levels. • Existing grievance and citizen attention mechanisms within the forestry and environmental sectors provided multiple institutional channels for receiving, processing and responding to questions, concerns and grievances associated with REDD+ implementation processes. • The coexistence of legally established procedures together with more flexible institutional citizen attention channels contributed to expanding potential access pathways for stakeholders across different territorial, social and cultural contexts. • Participatory and territorial governance processes promoted under ENAREDD+ contributed to creating dialogue and coordination spaces among government institutions, Indigenous Peoples, Afro-

	- Potential tensions may arise among stakeholders regarding access to benefits, land-use priorities, participation in decision-making processes or differing expectations related to REDD+ implementation, particularly in contexts characterized by overlapping interests and complex territorial governance arrangements. - Challenges still remain in strengthening institutional understanding and capacities, particularly among personnel operating closest to the territorial level and directly engaging with communities, regarding the importance of timely and culturally appropriate attention to questions, concerns and grievances as a key measure for preventing escalation of conflicts and strengthening trust in REDD+ implementation processes.	Mexican peoples, ejidos, communities and other stakeholders, supporting conflict prevention and collaborative problem-solving approaches. Existing institutional structures at territorial level, including CONAFOR state offices and participatory platforms, contributed to facilitating communication and engagement between institutions and local stakeholders in REDD+ related processes.
Theme B.4. Accountability and anti-corruption measures are ensured within the scope of ENAREDD+ implementation.		
<i>FAO FESM requirements: GP. Integrity and Accountability.</i> <i>No specific provision in FAO's ESS or GCF's Policies on PLR framework and enabling environment. Mostly related to GCF's investment criteria.</i>		
Integrity and Accountability. Strengthen transparency and accountability in project activities GCF's Prohibited activities (i) "Corruption" or "Corrupt practice" (ii) "Fraud" or "Fraudulent practice" (iii) "Coercion" (iv) "Collusion" or "Collusive practice" (v) "Obstructive practice" (vi) "Abuse" (vii) "Money Laundering" (viii) "Retaliation against Whistleblowers or Witnesses" (ix) "Financing of Terrorism" or "Terrorist"	- While Mexico has established a legal and institutional framework on accountability, transparency and anti-corruption, including oversight and control mechanisms such as audits applicable to CONAFOR programs, challenges still remain in strengthening supervision and accountability processes not only at institutional level, but also through the continued development of capacities on accountability and public oversight within communities, in full respect of their governance structures, decision-making systems and community organization processes. - Challenges still remain in ensuring that clear, accessible and culturally appropriate information regarding REDD+, carbon-related	- Mexico has established a legal and institutional framework on accountability, transparency and anti-corruption applicable to forestry governance and ENAREDD+ implementation, including oversight, control and auditing mechanisms relevant to CONAFOR programs. - Oversight and auditing mechanisms applicable to forestry programs contributed to strengthening monitoring, transparency and accountability processes associated with the management and use of public resources during the retroactive period. - REDD+ readiness and safeguards processes contributed to strengthening

	initiatives and voluntary carbon market projects effectively reaches communities and local stakeholders, as well as in strengthening technical capacities and negotiation skills to support informed participation and fair decision-making regarding potential agreements and benefit-sharing arrangements.	institutional awareness regarding transparency, accountability and good governance principles relevant to forest and climate governance.
Mexico's ESS C. The recognition and respect of the rights of Indigenous Peoples, Afro-descendant peoples, ejidos, and communities are ensured within the context of ENAREDD+ implementation, in accordance with the applicable national and international legal framework, as set out in Articles 1 and 2 of the Political Constitution of the United Mexican States.		
Theme C.1. The recognition and respect of the rights and knowledge of Indigenous Peoples, Afro-descendant peoples, ejidos, and communities are ensured within the context of ENAREDD+ implementation, in accordance with the applicable national and international legal framework, as set out in Articles 1 and 2 of the Political Constitution of the United Mexican States.		
<i>FAO FESM requirements: GP. Leave No One Behind, Human Rights-based Approach, FPIC.</i> <i>ESS. 8 Indigenous Peoples</i> <i>ESS9. Cultural Heritage</i>		
ESS 8 Could the project positively or negatively affect, through activities or policy, Indigenous Peoples, ethnic groups or minorities, aboriginals, hill tribes, minority nationalities, scheduled tribes, first nations, tribal groups, pastoralists, hunter-gatherers, nomadic groups, or forest dwellers (described below as 'Indigenous Peoples, ethnic minorities and minorities')? ESS 8.1 Could the project be located on or near lands and territories owned or claimed by Indigenous Peoples, ethnic groups, or minorities? ESS 8.2 Could the project negatively affect Indigenous Peoples, ethnic groups, or minorities through its activities or policy advice – e.g. affect their human rights, land use and ownership, natural resources access, territories, and traditional livelihoods? ESS 8.3 Could the project use genetic resources or associated knowledge from Indigenous Peoples, ethnic groups or minorities for research or commercial purposes? ESS 8.4 Could the project negatively affect Indigenous Peoples', ethnic groups', or minorities' access to resources upon which their livelihoods depend ("economic displacement")? ESS 9. Traditional Knowledge Ensure equitable sharing of benefits resulting from the integration or use of cultural heritage	Given Mexico's robust constitutional, legal and customary recognition of social property regimes, collective land tenure and community governance systems, no significant risks were identified in relation to impacts on land ownership, access to natural resources, territories or traditional livelihoods associated with REDD+ implementation during the retroactive period. Nevertheless, continued efforts remain important to ensure the adequate consideration and inclusion of traditional knowledge, including women's knowledge and community practices related to the use, management and conservation of natural resources within REDD+ related processes and territorial governance approaches.	- Mexico's constitutional, legal and customary recognition of social property regimes, collective land tenure and community governance systems provide a strong foundation for REDD+ implementation consistent with the rights of Indigenous Peoples, Afro-Mexican peoples, ejidos and communities. - The recognition of collective governance systems and community assemblies support REDD+ implementation approaches grounded in voluntary participation, collective decision-making and respect for territorial rights and customary governance structures. - REDD+ readiness, consultation and safeguards processes contributed to strengthening recognition of traditional knowledge, community forest management practices and biocultural values associated with sustainable natural resource management. - The retroactive period also contributed to identifying opportunities to further

		strengthen the incorporation of traditional knowledge, including women's knowledge and community resource management practices, within REDD+ related processes, safeguards implementation and territorial governance approaches.
Mexico's ESS D. An enabling environment is in place that ensures the full and effective participation of stakeholders, in particular Indigenous Peoples, Afro-descendant peoples, ejidos, and communities, through appropriate and culturally relevant mechanisms and procedures, and promotes gender equality within the context of ENAREDD+ implementation.		
Theme D.1. The recognition and regulation of mechanisms for participation in decision-making are ensured within the context of ENAREDD+ implementation.		
<i>FAO FESM requirements: GP. Leave No On Behind, Accountability to Stakeholders. ESOP 2 Stakeholder Engagement. ESS. 6, 7, 8, 9</i>		

Stakeholder engagement is: ongoing - from planning to monitoring, entails timely disclosure of relevant, accessible information; and meaningful consultations and participation of all relevant stakeholders, consistent with the principle of FPIC.

ESOP 2.1 Is it likely that the project will cause or increase tensions between community members, for example between beneficiaries and non-beneficiaries?

ESOP 2.2 Will the project collect and process beneficiaries' personal data?

ESS. 6 Gender equality

Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making.

ESS 7. Land Tenure, resettlement and displacement

Design and carry out resettlement activities as part of development activities, when appropriate, ensuring that sufficient resources are available to enable affected people to benefit directly from the proposed programs and projects. Design and execute said resettlement efforts in close collaboration with the affected people, ensuring their informed and meaningful participation.

ESS. 8 Indigenous Peoples

Design and implement programs and projects in partnership with Indigenous Peoples, ensuring their full, effective and meaningful consultations and participation, consistent with the principle of Free, Prior, and Informed Consent (FPIC) before starting activities.

Protect cultural heritage from harm or misuse, promote its preservation, and ensure meaningful consultations and equitable access to the benefits in relation to the preservation, protection, utilization and/ or management of cultural heritage in the context of FAO programmes / projects.

ESS 9. Cultural Heritage

Community participation, stakeholder consultations and use of experts

- Mexico implemented an extensive REDD+ consultation and participation process during the preparation and development of ENAREDD+. Nevertheless, challenges still remain in ensuring fully inclusive, representative and sustained participation across all territorial and stakeholder contexts.
- Existing permanent participation platforms, including the National Forestry Council and State Forestry Councils, provide institutional spaces for participation and dialogue related to forest governance and REDD+ implementation. However, challenges remain in strengthening the effective representation and participation of Indigenous Peoples, Afro-Mexican peoples, women and other underrepresented groups within these platforms.
- The geographic dispersion of forest-dependent communities, combined with the high costs and institutional resources required to conduct broad participation and consultation processes, continues to create challenges for ensuring continuous and territorially inclusive stakeholder engagement. In this context, strengthening multiple participation and outreach channels remains important.
- Additional efforts are still required to strengthen technical capacities, accompaniment processes and access to culturally appropriate information to support the full, informed and effective participation of stakeholders in participatory and decision-making platforms.
- Mexico has a robust legal framework on personal data protection and access to information. Nevertheless, continued institutional efforts remain important to ensure the adequate management, protection and responsible use of personal and community-level information collected
- Mexico implemented a broad and participatory consultation process during the preparation and development of ENAREDD+, involving stakeholders from federal, state, municipal, community, academic and civil society sectors. Existing permanent participation platforms, including the National Forestry Council and State Forestry Councils, provided institutional mechanisms for dialogue, participation and stakeholder engagement related to forest governance and REDD+ implementation.
- REDD+ readiness and consultation processes contributed to strengthening institutional awareness and capacities regarding participatory governance, safeguards, stakeholder engagement and culturally appropriate participation approaches.
- The retroactive period contributed to identifying opportunities to strengthen representation, inclusion and effective participation of underrepresented groups within permanent forest governance and consultation platforms.
- The voluntary nature of CONAFOR support mechanisms and the absence of activities involving involuntary resettlement or physical displacement contributed to consistency with community governance systems, collective decision-making processes and safeguards principles.
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	through participatory and consultation processes. • REDD+ implementation and CONAFOR operational rules do not involve activities associated with physical displacement or involuntary resettlement, and explicitly prohibit support for activities that could result in forced displacement, restrictions on land tenure rights or involuntary relocation of Indigenous Peoples, ejidos, communities or local populations.	
Theme D.2. The recognition and respect of the right of forest ecosystem owners, holders, and users, particularly Indigenous Peoples, Afro-descendant Peoples, ejidos, and communities, to participate in decision-making are ensured within the context of the design and implementation of ENAREDD+.		
<i>FAO FESM requirements. GP. Leave No On Behind, Accountability to Stakeholders ESOP 2. Stakeholder engagement, FPIC. ESS. 6, 7, 8, 9</i>		

Stakeholder engagement is: ongoing - from planning to monitoring, entails timely disclosure of relevant, accessible information; and meaningful consultations and participation of all relevant stakeholders, consistent with the principle of FPIC. ESOP 2.1 Is it likely that the project will cause or increase tensions between community members, for example between beneficiaries and non-beneficiaries? ESOP 2.2 Will the project collect and process beneficiaries' personal data? ESS. 6 Gender equality Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making. ESS 7. Land Tenure, resettlement and displacement Design and carry out resettlement activities as part of development activities, when appropriate, ensuring that sufficient resources are available to enable affected people to benefit directly from the proposed programs and projects. Design and execute said resettlement efforts in close collaboration with the affected people, ensuring their informed and meaningful participation. ESS. 8 Indigenous Peoples Design and implement programs and projects in partnership with Indigenous Peoples, ensuring their full, effective and meaningful consultations and participation, consistent with the principle of Free, Prior, and Informed Consent (FPIC) before starting activities. Protect cultural heritage from harm or misuse, promote its preservation, and ensure meaningful consultations and equitable access to the benefits in relation to the preservation, protection, utilization and/ or management of cultural heritage in the context of FAO programmes / projects. ESS 9. Cultural Heritage Community participation, stakeholder consultations and use of experts	• While Mexico has a robust constitutional, legal and customary framework recognizing social property regimes, collective land tenure and community governance systems, challenges still remain in ensuring the full and effective participation of forest ecosystem owners, holders and users across all territorial contexts. • Linguistic, geographic, technological and socioeconomic barriers may continue to limit effective access to information, participation processes and decision-making spaces for some Indigenous Peoples, Afro-Mexican peoples, ejidos and remote rural communities. • Challenges remain in ensuring that participation and consultation processes are consistently implemented in full respect of traditional governance systems, representative institutions, customary norms and collective decision-making structures. • Differences in technical capacities, access to information and negotiation capacities may create asymmetries regarding the understanding of REDD+, carbon-related initiatives and associated agreements.	• Mexico's constitutional, legal and customary recognition of social property regimes and collective governance systems provide a strong foundation for REDD+ implementation grounded in collective decision-making and territorial governance. • Mexico has a robust constitutional, customary, legal and institutional framework aimed at promoting and safeguarding the rights of Indigenous Peoples and Afro-Mexican peoples, including their rights to participation, consultation and Free, Prior and Informed Consent (FPIC), consistent with applicable international frameworks and agreements. • During the REDD+ readiness and consultation processes, the National Commission for the Development of Indigenous Peoples (CDI), now the National Institute of Indigenous Peoples (INPI), accompanied consultation processes and participation platforms involving Indigenous Peoples within REDD+ related governance and stakeholder engagement processes. • Participatory and territorial governance processes promoted under ENAREDD+ contributed to increasing recognition of community governance systems, traditional knowledge and the role of Indigenous Peoples, Afro-Mexican peoples, ejidos and communities in sustainable forest management and climate governance.
Theme D.3. Gender equality is recognized and promoted in decision-making and is ensured within the context of the design and implementation of ENAREDD+.		
<i>FAO FESM requirements. GP. Leave No On Behind, Human Rights-Based Approach, Gender Equality and Social Inclusion, Prevention of Sexual Exploitation, Abuse, and Harassment</i> <i>ESOP 2. Stakeholder engagement, FPIC. ESS. 6 Gender equality and prevention of gender-based violence (GBV)</i>		

ESS 6 Could the project positively or negatively affect people based on their gender, through activities or policy? ESS 6.1 Could the project lead to increased gender-based discrimination or inequalities? ESS 6.2 Could this project operate in a context with high risks of gender-based violence and discrimination against women and girls, such as in conflict situations, camps or shelters, areas where women's mobility is restricted, or with high numbers of poor female-headed households or unaccompanied minors? ESS 6.3 How is the project planning to address Sexual Exploitation and Abuse (SEA) risks? Promote Women's Participation and Leadership, encouraging women and girls to take active roles in local institutions and organizations, and in decision-making. Ensure Equal Access to Resources, both agricultural and natural resources (e.g., land, water, livestock, equipment, seeds, fertilizers), essential for them to benefit from work. Provide Equal Access to Support Services, addressing the gender gap, facilitating equal access to agricultural support services (advisory, financial, and business development, technology transfer and adoption). Enable Market Access and Employment, promoting equal income opportunities, market access and decent jobs for all. Reduce Women's Work Burden and prevent interventions from unintentionally increasing women's work burden or time poverty. Avoid or minimize the risk to build or reinforcing discriminatory norms and attitudes that undermine women's position and decision-making power. Prevent, mitigate, and respond to the risk of gender-based violence (GBV), ensuring timely and accessible support services for GBV cases, including in relation to sexual exploitation and abuse	• Structural inequalities, unequal access to information, technical assistance, productive resources and decision-making spaces may continue to limit women's effective participation and leadership within forest and territorial governance processes. • Women, particularly Indigenous and rural women, may continue to face additional barriers related to time availability, care responsibilities, mobility constraints, linguistic barriers and unequal access to technical information and capacity-building opportunities. • Additional efforts remain important to strengthen gender-responsive participation approaches, culturally appropriate outreach mechanisms and institutional capacities to promote women's inclusion and leadership within REDD+ implementation processes. • Challenges still remain in ensuring that REDD+ related processes adequately recognize and incorporate women's traditional knowledge, resource management practices and perspectives within territorial governance and climate change strategies.	• REDD+ readiness and ENAREDD+ consultation processes contributed to increasing recognition of gender equality considerations within forest and climate governance discussions. • Participatory and safeguards processes promoted greater visibility of women's participation needs, leadership roles and contributions to sustainable forest management and territorial governance. • REDD+ readiness contributed to strengthening institutional awareness and capacities regarding gender equality, inclusive participation and safeguards approaches relevant to REDD+ implementation. • CONAFOR has progressively advanced the integration of affirmative actions and gender-responsive approaches within forestry sector programs and operational frameworks aimed at improving women's participation, access to support mechanisms and inclusion in forest governance and decision-making processes.
Mexico's ESS E. The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity, ensuring the avoidance of the conversion of natural forests, and promoting environmental and social benefits.		
Theme E.1. The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity.		

ESOP 1 Assessment and Management of environmental risks and impacts ESS 1. Could the project positively or negatively affect biodiversity or habitats (water or land), through activities or policy? ESS 1.1 Could the project lead to land use change, fragmentation, conversion, or degradation of habitats (water and/or land)? ESS 1.2 Could the project include activities in marine or terrestrial areas that are or may become legally protected? ESS 1.3 Could the project include any activity on the ground related to agroforestry, forest plantation, harvesting, or management of forest resources (native or planted) for timber and non-timber forest products uses (e.g. seeds collection, spices, honey, mushrooms, bush meat)? ESS 1.4 Could the project implement aquaculture activities? ESS 1.6 Could the project lead to the introduction of genetically modified organisms (GMOs)? ESS 1.5 Could the project provide or lead to the use of non-native species, varieties or breeds (terrestrial or aquatic)? Or Is there a risk that (agro) biodiversity might be lost because of monoculture? ESS 1.7 Could the project affect animal welfare e.g. include transport or slaughter of animals?	• Mexico has a robust environmental, forestry and biodiversity legal framework relevant to sustainable forest management and biodiversity conservation. Nevertheless, pressures associated with land-use change, illegal deforestation, forest degradation, forest fires and unsustainable productive practices continue to affect some forest ecosystems and remain important challenges that require continued attention and coordinated action across sectors and territories. • Public policies and productive activities outside the forestry sector, particularly those associated with agricultural and livestock expansion, may continue to generate pressures on forest ecosystems and biodiversity in some territories. • Differences in institutional, technical and monitoring capacities across regions may continue to affect the effective implementation, supervision and monitoring of sustainable forest management and biodiversity conservation measures. • Challenges still remain in strengthening integrated territorial management approaches capable of addressing cumulative environmental pressures and promoting coordinated landscape-scale conservation strategies.	• Mexico has established a robust constitutional, legal and institutional framework for environmental protection, sustainable forest management and biodiversity conservation relevant to REDD+ implementation. • ENAREDD+ promote integrated territorial and landscape approaches aimed at addressing drivers of deforestation and forest degradation while supporting biodiversity conservation and sustainable forest management. • CONAFOR operational rules progressively incorporated environmental safeguards, environmental criteria and monitoring measures relevant to forest conservation and sustainable resource management during the retroactive period. • Existing environmental instruments, including environmental impact assessment procedures, forest management regulations and protected area schemes, contributed to strengthening environmental oversight and biodiversity conservation efforts relevant to REDD+ implementation. • Community forest management, sustainable forestry practices, payment for environmental services schemes, restoration activities and conservation initiatives implemented during the retroactive period contributed to forest conservation and sustainable natural resource management.
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		Existing monitoring systems, including forest cover monitoring and georeferenced information systems, contributed to improving environmental monitoring and traceability of forestry-related interventions.
Theme E.2. The promotion of social and environmental benefits is ensured within the context of ENAREDD+ implementation.		
<i>Applicable FAO FESM requirements: GP Sustainability and Resilience, Accountability to Stakeholder, Leave No On Behind, ESOP 2 Stakeholder Engagement, ESS1, ESS2, ESS3, ESS4, ESS6, ESS8, ESS9</i>		
ESOP 2 Stakeholder Engagement ESS 1. Could the project positively or negatively affect biodiversity or habitats (water or land), through activities or policy? ESS 2. Could the project positively or negatively affect soil and water resources, or water-related ecosystems, through activities or policy (e.g. through pollutants, pesticides, fertilizers, hazardous materials or waste)? ESS 3. Could the project positively or negatively affect people's vulnerability to climate change? ESS 4 Could the project positively or negatively affect working conditions, generate employment or provide work-related training or technical support? (vis-a-vis project <i>beneficiaries</i>) ESS 6 Could the project positively or negatively affect people based on their gender, through activities or policy? ESS.8 Ensure Indigenous Peoples receive fair and benefits and opportunities from project activities, in a manner that is inclusive and culturally appropriate with emphasis on gender equality ESS 9 Could the project positively or negatively affect tangible or intangible cultural heritage, through activities or policy?	- Mexico has a robust environmental and forestry legal framework regulating environmental impacts, soil and water conservation, waste management and the use of hazardous materials. Nevertheless, pressures associated with unsustainable productive practices, land-use change, forest degradation, pollution and ecosystem degradation continue to affect some forest ecosystems and require continued attention across sectors and territories. - Challenges still remain in ensuring that vulnerable and historically underrepresented groups, particularly women, Indigenous Peoples, Afro-Mexican peoples and remote rural communities, can fully access and benefit from REDD+ related opportunities and support mechanisms. - While REDD+ related activities contribute to strengthening climate resilience and sustainable territorial management, climate change impacts continue to affect livelihoods, ecosystem services, water availability and the adaptive capacities of forest-dependent communities in some regions - Challenges still remain in ensuring that women, Indigenous Peoples, Afro-Mexican peoples and remote rural communities can fully and equitably access REDD+ related benefits, technical support and participation	- REDD+ implementation promote environmental and social co-benefits through sustainable forest management, ecosystem restoration, biodiversity conservation and climate change mitigation efforts. - Community forest management, payment for environmental services, restoration activities and sustainable territorial management approaches contributed to strengthening ecosystem conservation, soil and water protection, environmental services and sustainable rural livelihoods. - Participatory and safeguards processes promoted greater recognition of the role of Indigenous Peoples, Afro-Mexican peoples, ejidos, communities and women in forest conservation, climate action and sustainable territorial governance. - CONAFOR progressively incorporated affirmative actions and inclusive approaches within forestry sector programs and operational frameworks aimed at improving women's participation and access to forestry support mechanisms and sustainable development opportunities.

	opportunities through culturally appropriate and gender-responsive approaches. No significant adverse impacts on tangible or intangible cultural heritage associated with REDD+ implementation were identified during the retroactive period.	- Mexico's constitutional, legal and institutional frameworks, together with REDD+ safeguards processes, contributed to promoting culturally appropriate participation approaches and recognition of traditional knowledge and community governance systems relevant to sustainable forest management. - Readiness process contributed to identifying opportunities for continued strengthening of inclusive participation, equitable access to benefits, climate resilience and integrated approaches linking environmental conservation, sustainable rural development and social inclusion.
Mexico's ESS F. The management of risks related to reversals is addressed within the context of ENAREDD+ implementation through the promotion of sustainable forest management, monitoring and evaluation of land use and forest cover, and establish measures to prevent illegal activities, forest fires, and other disturbances, thereby contributing to the permanence of emission reductions.		
Theme F.1. The management of risks related to reversals is required within the context of ENAREDD+ implementation.		
<i>FAO FESM requirement. GP Environmental Sustainability, Sustainability and Resilience ESOP 1 Assessment and Management of environmental and social risks and impacts.</i>		
Environmental Sustainability. Commits to minimizing environmental harm and promoting sustainable natural resource use to preserve biodiversity and ecosystem services. Aims to balance food security with ecosystem preservation. Sustainability and resilience. Emphasizes sustainable practices in agrifood systems to support long-term resilience, especially in vulnerable communities. Aims to foster adaptable systems through risk-informed and integrated approaches that address social, economic, and environmental factors in a balanced manner.	- Mexico has established legal, institutional and monitoring frameworks aimed at promoting sustainable forest management, forest conservation and monitoring of land-use change and forest cover dynamics relevant to REDD+ implementation. Nevertheless, pressures associated with agricultural expansion, livestock activities, deforestation, forest degradation, forest fires and unsustainable land-use practices may continue to generate risks related to reversals and affect the permanence of emission reductions across territories. - Climate change impacts, including prolonged droughts, changes in precipitation patterns and increased frequency and intensity of	- ENAREDD+ promoted sustainable forest management, integrated territorial management and forest conservation approaches aimed at reducing deforestation and forest degradation while contributing to the permanence of emission reductions. - Readiness process contributed to identifying opportunities for continued strengthening of climate resilience, intersectoral coordination, integrated territorial management and adaptive approaches aimed at reducing reversal risks associated with climate change and land-use pressures.

	forest fires and other natural disturbances, may continue to affect forest ecosystems and increase reversal risks in some territories. • Mexico has established a National Forest Monitoring System that supports the monitoring of deforestation, forest degradation, land-use change and forest cover dynamics relevant to ENAREDD+ implementation. Nevertheless, continued efforts remain necessary to ensure the long-term strengthening and sustainability of the institutional and technical structures required to maintain effective monitoring capacities and support the management of reversal risks over time.	
Mexico's ESS G. The management of risks related to leakage (displacement of emissions) is addressed within the context of ENAREDD+ implementation through provisions that promote coordination, including regional approaches, and require monitoring of forest cover and its changes, contributing to reducing the drivers of deforestation and forest degradation		
Theme G.1. The management of risks related to leakage (displacement of emissions) is required within the context of ENAREDD+ implementation.		
<i>FAO FESM requirement. GP Environmental Sustainability, and Sustainability and Resilience.</i> <i>ESOP 1 Assessment and Management of environmental and social risks and impacts. No ESS applicable.</i>		
Environmental Sustainability. Commits to minimizing environmental harm and promoting sustainable natural resource use to preserve biodiversity and ecosystem services. Aims to balance food security with ecosystem preservation. Sustainability and resilience. Emphasizes sustainable practices in agrifood systems to support long-term resilience, especially in vulnerable communities. Aims to foster adaptable systems through risk-informed and integrated approaches that address social, economic, and environmental factors in a balanced manner.	• Mexico has established legal, institutional and monitoring frameworks aimed at promoting coordinated territorial approaches, sustainable forest management and monitoring of land-use change and forest cover dynamics relevant to REDD+ implementation. Nevertheless, pressures associated with agricultural expansion, livestock activities, deforestation and unsustainable land-use practices may continue to generate risks related to the displacement of emissions across territories. • Mexico has established a National Forest Monitoring System that supports the monitoring of deforestation, forest degradation, land-use change and forest cover dynamics relevant to ENAREDD+ implementation. Nevertheless, continued	• ENAREDD+ promoted sustainable forest management, integrated territorial management and forest conservation approaches aimed at reducing deforestation and forest degradation while contributing to the permanence of emission reductions. • REDD+ readiness processes contributed to identifying opportunities for the continued strengthening of intersectoral coordination, integrated territorial management, regional approaches and adaptive governance measures aimed at reducing leakage risks associated with land-use change pressures and the displacement of emissions across territories.

	efforts remain necessary to ensure the long-term strengthening and sustainability of the institutional and technical structures required to maintain effective monitoring capacities and support the management of leakage risks over time.	
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Annex 3 Analytical matrix: assessment of policies, laws and regulations

Environmental and Social Safeguards Frameworks	Mexico's Relevant Policy, Legal and Regulatory (PLR) framework
Cancun Safeguard: A) That actions complement or are consistent with the objectives of national forest programs and relevant international conventions and agreements.	The Political Constitution of the United Mexican States provides the overarching legal basis for policy coherence, sustainable development and the integration of environmental, social and climate objectives within REDD+ implementation. Article 1 establishes that all authorities must promote, respect, protect and guarantee human rights recognized in the Constitution and in international treaties to which Mexico is a party, applying the principle of the broadest protection. Article 25 establishes that national development must be comprehensive and sustainable, linking economic growth with social equity and environmental protection. Article 26 mandates democratic planning through the National Development Planning System, which provides the institutional basis for aligning forest, climate, and rural development policies. Article 27 regulates land and natural resources, including forest lands, and establishes the constitutional basis for collective land tenure systems such as ejidos and agrarian communities, which are central to REDD+ implementation in Mexico. Article 133 establishes that international treaties ratified by Mexico form part of the supreme law of the Union, supporting the integration of international environmental and human rights commitments into national policy frameworks.
Mexico's Interpretation of the Safeguard: The National REDD+ Strategy (ENAREDD+) is aligned and consistent national forest policy, and sustainable rural development and climate change policy, as well as with the objectives of international conventions and agreements to which Mexico is a party. A.1. Complementarity or consistency of the ENAREDD+ with the objectives of national forest, sustainable rural development, and climate change policies. A.2. Complementarity or consistency of the ENAREDD+ with the objectives of relevant and applicable international conventions and agreements.	Relevant international instruments include the United Nations Framework Convention on Climate Change (UNFCCC) and the REDD+ decisions adopted under the Cancun Agreements, which establish the Cancun Safeguards and the requirement to promote and support them in REDD+ implementation. The Paris Agreement supports nationally determined climate action and mitigation efforts in the context of sustainable development and environmental integrity. The Convention on Biological Diversity (CBD) establishes obligations related to biodiversity conservation, sustainable use, and ecosystem protection. Additional relevant instruments include ILO Convention No. 169 on Indigenous and Tribal Peoples, which establishes standards on participation, consultation, land, and natural resource rights, and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which supports the integration of gender equality into public policy and participation frameworks.
Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) A.1 N/A A.2 FESM Guiding Principles: Accountability.	The General Law on Sustainable Forest Development (LGDFS) provides the principal legal framework governing forest policy and sustainable forest management. Article 1 establishes that the law regulates and promotes the conservation, protection, restoration, production, management and sustainable use of forest ecosystems and resources, contributing to social, economic, and environmental development. Article 5 recognizes that ownership of forest resources corresponds to the owners and legitimate possessors of the lands where such resources are located, thereby linking forest management and benefits with legally recognized land tenure systems. Article 8 establishes that the safeguards implementation and compliance framework must guarantee respect for safeguards and human rights under the principle of the broadest protection, and identifies principles including legality, transparency, participation, accountability, and sustainability. The same article requires forest policy instruments to ensure equitable benefit-sharing, respect for legitimate tenure rights, social participation, inclusion, and gender equity, thereby supporting consistency between REDD+, sustainable forest management and social development objectives. Article 31 establishes that forest policy shall be implemented under criteria of coordination, integration and complementarity with other public policies related to rural development, environmental protection, and sustainable resource management. The Law on Sustainable Rural Development (LDRS) reinforces policy coherence between rural development, environmental sustainability, and forest management. Article 1 establishes sustainable rural development as a matter of public interest and includes actions aimed at improving the quality of life of rural populations. Article 3 defines sustainable rural development as the improvement of social well-being and economic activities under criteria of preservation, restoration, and sustainable use of natural resources. Articles 14 to 22 establish the Special Concurrent Program for Sustainable Rural Development and the Intersecretarial Commission for Sustainable Rural Development, creating mechanisms for coordination

	among agricultural, environmental, forestry and social sectors. Articles 24 and 25 establish participatory planning mechanisms through rural development councils at national, state, district, and municipal levels, supporting stakeholder participation and territorial coordination relevant to REDD+ implementation. The General Law of Ecological Balance and Environmental Protection (LGEEPA) provides the core environmental management framework. Article 15 establishes environmental policy principles including prevention, sustainability, public participation, and shared responsibility in environmental protection. Articles 28 and 30 regulate environmental impact assessment procedures, requiring the identification of environmental impacts and mitigation measures for activities that may cause ecological imbalance or exceed established environmental limits. These provisions support environmental risk management, preventive approaches, and ecosystem protection within REDD+ implementation. The General Law on Climate Change (LGCC) establishes the legal basis for national climate policy and supports the integration of REDD+ within mitigation and adaptation strategies. Article 2 establishes that the law aims to guarantee the right to a healthy environment and promote sustainable development through climate policy. Article 26 establishes principles for climate policy implementation, including sustainability, precaution, prevention, participation, transparency, environmental responsibility and conservation of ecosystems and biodiversity. Article 34 establishes mitigation policy objectives in sectors including land use, forestry, agriculture, and ecosystem conservation, supporting actions related to sustainable forest management and emissions reductions associated with land-use change. Article 65 establishes mitigation and adaptation actions included in sectoral and state programs to be consistent with the National Climate Change Strategy and national climate planning instruments. Other relevant legal and policy instruments include the Agrarian Law, which regulates collective and individual land tenure systems, ejido assemblies and community decision-making mechanisms relevant to forest governance and participation; the National Development Plan 2013–2018, which established sustainability and inclusive development as national priorities; the National Climate Change Strategy and the Special Climate Change Program 2014–2018, which integrated REDD+ into climate mitigation policy; the Environment and Natural Resources Sectoral Program 2013–2018; and the National Forest Program 2014–2018, which linked forest conservation, productive development, restoration and social inclusion within a coordinated forest-sector framework. Together, these instruments provide a comprehensive legal, policy and institutional basis for ensuring that REDD+ implementation is consistent with national forest, climate, environmental and rural development objectives, as well as with relevant international environmental and human rights commitments.
Cancun Safeguard: B) Transparent and effective national forest governance structures, taking into account national legislation and sovereignty.	Building on the constitutional and safeguards framework described under Safeguard A, Mexico has developed a legal and institutional framework that supports transparent and effective forest governance, access to information, public participation, accountability, interinstitutional coordination, oversight, and grievance redress relevant to REDD+ implementation.
Mexico's Interpretation of the Safeguard: Transparency, comprising the right of access to information, proactive transparency, accountability, and anti-corruption measures, is ensured within the scope of ENAREDD+ implementation. In addition,	The Political Constitution of the United Mexican States establishes the foundational principles for democratic governance, transparency, participation, and access to justice. Article 6 guarantees the right of access to information and establishes the principle of maximum disclosure for public information held by authorities. Article 8 recognizes the right of petition before public authorities. Articles 25 and 26 provide the basis for comprehensive, sustainable, and democratic national development planning, including participation of social sectors in public policy. Article 27 regulates land and natural resources, including collective tenure systems such as ejidos and agrarian communities, which are central to decision-making over forest lands and resources.

sound decision-making and the right of access to justice are supported through conflict resolution mechanisms across different levels of government in the implementation of ENAREDD+. B.1. Transparency is ensured in the implementation of the ENAREDD+. B.2. Sound decision-making is ensured at the federal, state, municipal, and local levels within the context of ENAREDD+ implementation. B.3. Access to justice through conflict resolution mechanisms is ensured within the context of ENAREDD+ implementation. B.4. Accountability and anti-corruption measures are ensured within the scope of ENAREDD+ implementation.	Relevant international instruments include the United Nations Framework Convention on Climate Change (UNFCCC) and the Cancun Safeguards, which require transparent and effective national forest governance structures in REDD+ implementation. The Rio Declaration on Environment and Development, particularly Principle 10, establishes access to information, public participation, and access to judicial and administrative proceedings in environmental matters. The Convention on Biological Diversity (CBD) and ILO Convention No. 169 further reinforce participation and consultation in environmental governance and natural resource management. The LGDFS provides the forest-sector basis for transparent and participatory governance. Article 8 establishes the Safeguards Implementation and Compliance Framework and requires it to include culturally appropriate conflict-resolution mechanisms, safeguards information instruments, and mechanisms for monitoring and controlling compliance with rights and safeguards. It also requires forest policy instruments to respect principles of legality, transparency, accountability, pluralism, social participation, and access to information. Articles 146 and 147 establish social participation and consultation in forest matters: Article 146 mandates SEMARNAT and CONAFOR to develop social-linkage mechanisms to promote sustainable forest development, while Article 147 requires the Federal Executive, through SEMARNAT and CONAFOR, to promote participation of society in the planning, design, implementation and evaluation of forest policy programs and instruments. Article 152 creates the National Forestry Council as a consultative and advisory body, which also functions as an advisory, supervisory, monitoring, evaluation and follow-up body for forest policy criteria and instruments, and must be consulted on forest planning, regulations, and standards. The General Law of Transparency and Access to Public Information complements this framework by requiring public authorities to guarantee access to information, proactive transparency, and accountability. Article 19 requires obligated entities to make documented information in their possession transparent and accessible. Article 20 requires them to establish transparency units, publish and update transparency obligations, disseminate information of public interest, and respond to access-to-information requests. Article 65 requires publication of key institutional information, including the applicable regulatory framework, organizational structure, powers, objectives, indicators, budgets, public programs, and other information relevant to public accountability.
Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) B1. ESOP 2. Information Disclosure B.2 ESOP 2. Stakeholder engagement and Information Disclosure B.3 F ESM Guiding Principles: Accountability ESOP 2. Grievance Mechanism and conflict resolution process, ESS 4, ESS, 7, ESS 8. B.4 FESM Guiding Principles: Accountability GCF's prohibited practices.	The General Law of Ecological Balance and Environmental Protection (LGEEPA) incorporates public participation and accountability into environmental governance. Article 15 establishes environmental policy principles including prevention, co-responsibility, and participation. Articles 157 to 159 regulate social participation in environmental matters: Article 157 requires the Federal Government to promote co-responsible participation of society in the planning, implementation, evaluation and monitoring of environmental and natural resource policy; Article 158 establishes mechanisms through which SEMARNAT may convene social, private, academic, Indigenous, youth and other organizations; and Article 159 provides the basis for public access to environmental information and participation in environmental decision-making. The General Law on Climate Change (LGCC) reinforces principles of transparency, coordination, and participation in climate governance. Article 26 establishes participation, transparency, access to information and environmental responsibility as guiding principles of climate policy. Articles 47 and 48 establish the Intersecretarial Commission on Climate Change (CICC) as the permanent coordination mechanism among federal agencies for the formulation and implementation of climate policy. Articles 51 to 57 establish the Climate Change Council as a permanent advisory and consultation body composed of representatives from the social, private, and academic sectors with recognized experience in climate change and related matters. These provisions support interinstitutional coordination, stakeholder participation and consultation in climate policy processes relevant to REDD+ implementation. Other relevant instruments include the Law on Sustainable Rural Development (LDRS), particularly Articles 24 and 25, which establish participatory rural development councils at national, state, district and municipal levels; the Agrarian Law, which regulates assemblies and collective decision-

	making processes in ejidos and agrarian communities; the Federal Law to Prevent and Eliminate Discrimination; and the General Law for Equality between Women and Men, which support inclusive participation and equitable access to public programs and decision-making spaces. Additional policy and operational instruments relevant to REDD+ governance include the National REDD+ Strategy (ENAREDD+), the Strategic Environmental and Social Assessment (SESA), the Environmental and Social Management Framework (MGAS) and the Safeguards Information System (SIS). These instruments incorporate procedures related to stakeholder participation, safeguards monitoring, grievance redress, transparency, and social oversight. Operationally, CONAFOR's Rules of Operation also incorporated participatory and accountability mechanisms, including assembly-based approval processes, Social Oversight Committees, and the Citizen Attention Mechanism, which strengthened community participation, monitoring and access to grievance procedures within forest-sector programs. Also, the legal framework establishes several central registries for the collection of information related to environmental management. In this regard, transparency within the context of ENAREDD+ implementation is further supported by institutional mechanisms such as the National Transparency Platform, which facilitates public access to information, promotes proactive disclosure, and enables users to request, consult, and monitor information related to public actions, thereby strengthening accountability and transparency in the forest sector. Together, these constitutional, legal, institutional and policy instruments provide the framework for promoting transparent and effective forest governance structures in REDD+ implementation.
Cancun Safeguard: C) Respect for the knowledge and rights of indigenous peoples and members of local communities, taking into account relevant international obligations, national circumstances and legal frameworks, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples. Mexico's Interpretation of the Safeguard: The recognition and respect of the rights of Indigenous Peoples, Afro-descendant peoples, ejidos, and communities are ensured within the context of ENAREDD+ implementation, in accordance with the applicable national and international legal framework, as set out in Articles 1 and 2 of the Political Constitution of the United Mexican States. C.1. The recognition and respect of the rights and knowledge of Indigenous Peoples, Afro-	Building on the constitutional, safeguards and governance framework described under Safeguards A and B, Mexico's legal and policy framework incorporates specific provisions related to the recognition and respect of the rights of Indigenous Peoples, ejidos, agrarian communities and other local communities, including rights over lands, territories and forest resources, participation in decision-making, equitable benefit-sharing, and respect for traditional knowledge. The Political Constitution of the United Mexican States establishes the core legal basis for these rights. Article 2 recognizes the pluricultural composition of the Mexican Nation and the rights of Indigenous Peoples and communities to self-determination and autonomy, including the right to preserve and enrich their languages, knowledge, culture, and identity, as well as to conserve and improve their habitat and maintain the integrity of their lands. The same article establishes the obligation of authorities to consult Indigenous Peoples in the preparation of development plans and programs that may affect them. Following the 2019 constitutional reform, Article 2 also explicitly recognized Afro-Mexican peoples and communities as part of the pluricultural composition of the Nation. Article 27 regulates collective land tenure systems, including ejidos and agrarian communities, and provides legal certainty over communal lands and natural resources. Article 1 reinforces the obligation to guarantee human rights recognized in international treaties under the principle of the broadest protection. Relevant international instruments include ILO Convention No. 169 on Indigenous and Tribal Peoples, particularly Articles 6, 7, 13, 14 and 15, which establish rights related to consultation, participation, land tenure, natural resources, and culturally appropriate development processes, including participation in development planning and decision-making processes affecting their lands, territories, and resources. The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) recognizes rights related to self-determination, traditional knowledge, participation, and free, prior, and informed consent. The Convention on Biological Diversity (CBD), particularly Article 8(j), requires Parties, subject to national legislation, to respect, preserve and maintain traditional knowledge, innovations, and practices of Indigenous and local communities relevant to biodiversity conservation and sustainable use, and to promote equitable sharing of benefits derived from such knowledge. The Nagoya Protocol establishes principles related to access to genetic resources and equitable benefit-sharing associated with traditional knowledge. Additional

descendant peoples, ejidos, and communities are ensured within the context of ENAREDD+ implementation, in accordance with the applicable national and international legal framework, as set out in Articles 1 and 2 of the Political Constitution of the United Mexican States.	relevant instruments include the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), which supports equality, non-discrimination, and recognition of historically excluded ethnic groups, including Afro-descendant populations.
Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) ESS 8 Indigenous Peoples ESS 9 Cultural Heritage FESM Guiding Principles: Leave No one Behind, Human Rights-based Approach, FPIC.	The safeguards framework established under the General Law on Sustainable Forest Development (LGDFS), particularly Article 8, requires forest policy instruments to guarantee respect for safeguards and human rights, including equitable benefit-sharing, legal certainty regarding land tenure and access to natural resources, social participation, inclusion, gender equity, transparency and respect for the forms of internal organization and self-determination of Indigenous Peoples and communities. The same article also recognizes the importance of respecting traditional cultural practices and ensuring culturally appropriate conflict-resolution mechanisms. Article 5 recognizes that ownership of forest resources corresponds to the owners and legitimate possessors of the lands where such resources are located, thereby providing legal certainty regarding access to forest resources and participation in associated benefits under recognized land tenure systems. Articles 146 and 147 establish mechanisms for social participation in forest policy and sustainable forest development, while Article 152 creates the National Forestry Council as a consultative and advisory body involving government authorities, Indigenous Peoples, producers, civil society organizations and academic institutions in forest policy processes. Following subsequent reforms, the safeguards framework also incorporated explicit recognition of Afro-Mexican peoples and communities. The Agrarian Law provides the legal basis for collective land tenure, internal governance, and decision-making within ejidos and agrarian communities. With respect to ejidos and communities, the Agrarian Law defines them as follows: • Ejidos: A form of rural land tenure under which collective use rights over land are granted. The holders of ejido rights are ejidatarios, defined as men and women holding ejido rights, which include the right to use and enjoy their plots, the rights granted to them under the internal regulations of each ejido over other ejido lands, and any additional rights to which they are legally entitled. • Communities: Agrarian communities (núcleos agrarios) are recognized as such under the law. This entails the individual status of “comunero”, who is entitled to hold rights of use and enjoyment over their parcel, as well as to transfer such rights to family members and recognized residents (avecindados), and to benefit from and make use of common lands in accordance with the provisions established in the community statutes. Articles 9 and 10 recognize ejidos and agrarian communities as legal entities with rights over their lands. Articles 22 to 28 regulate ejido assemblies as the highest decision-making body, establishing requirements for collective authorization of land-use decisions and agreements related to the management of common-use lands. These provisions are central to forest governance and REDD+ implementation because participation in forest-sector support schemes requires collective approval through assembly resolutions. The Law on Sustainable Rural Development (LDRS) complements this framework by establishing participatory mechanisms for rural and territorial development. Articles 24 and 25 establish rural development councils that include participation of producers, communities, Indigenous Peoples and social organizations in planning and implementation processes. These mechanisms contribute to participation and coordination relevant to forest governance and REDD+ implementation. The General Law on Climate Change (LGCC) reinforces participation and social inclusion within climate policy. Article 26 establishes participation, equity, and transparency as guiding principles of climate policy, while climate planning instruments developed under the law incorporate social participation and safeguards considerations relevant to REDD+ and the respect for the rights of Indigenous Peoples and communities. Other relevant instruments include the Law of the National Institute of Indigenous Peoples (INPI), published in 2018, which strengthened the institutional framework for Indigenous Peoples and Afro-Mexican peoples and communities, including their rights to participation and culturally

	appropriate public policy. The law establishes that the INPI is responsible for promoting the effective participation of Indigenous Peoples and Afro-Mexican peoples and communities in national development processes and for coordinating consultation and participation mechanisms related to public policies and programs affecting these populations. Also, the General Law on the Linguistic Rights of Indigenous Peoples recognizes Indigenous languages as national languages with the same validity as Spanish and establishes the obligation of public authorities to guarantee access to public information and services in Indigenous languages where appropriate. This supports culturally appropriate participation and access to information in REDD+ processes involving Indigenous communities. These instruments collectively support the recognition of collective tenure systems, culturally appropriate participation, protection of traditional knowledge, community governance and equitable participation in forest and climate-related initiatives, including REDD+ implementation processes affecting Indigenous Peoples, Afro-Mexican peoples and communities, and other local communities.
Cancun Safeguard: D) The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, in the REDD+ actions (referred to in paragraphs 70 and 72 of Decision 1/CP.16).	Consistent with the constitutional participation and safeguards frameworks described under Safeguards B and C, Mexico has developed a set of institutional, territorial and operational mechanisms aimed at ensuring the full and effective participation of relevant stakeholders in forest governance, climate policy and REDD+ implementation processes. These mechanisms involve Indigenous Peoples, Afro-Mexican peoples and communities, ejidos, agrarian communities, producers, women, civil society organizations, academic institutions and other local stakeholders in planning, implementation, monitoring and decision-making processes related to forests and climate change.
Mexico's Interpretation of the Safeguard: An enabling environment is in place that ensures the full and effective participation of stakeholders, in particular Indigenous Peoples, Afro-descendant peoples, ejidos, and communities, through appropriate and culturally relevant mechanisms and procedures, and promotes gender equality within the context of ENAREDD+ implementation. D.1. The recognition and regulation of mechanisms for participation in decision-making are ensured within the context of ENAREDD+ implementation. D.2. The recognition and respect of the right of forest ecosystem owners, holders, and users, particularly Indigenous Peoples, Afro-descendant Peoples, ejidos, and communities, to participate in decision-making are ensured within the context of the design and implementation of ENAREDD+. D.3. Gender equality is recognized and promoted in decision-making and is ensured	Within the forest sector, participation mechanisms are primarily operationalized through the General Law on Sustainable Forest Development (LGDFS). Article 8 establishes that the safeguards framework must include culturally appropriate conflict-resolution mechanisms, safeguards information instruments and monitoring mechanisms related to rights and safeguards compliance. Articles 146 and 147 require SEMARNAT and CONAFOR to promote social participation and consultation in the planning, design, implementation and evaluation of forest policy instruments and sustainable forest development programs. Article 152 establishes the National Forestry Council as a permanent consultative and advisory body involving government institutions, producers, Indigenous Peoples, civil society organizations, academic institutions and other relevant stakeholders. These mechanisms are reinforced by the Agrarian Law, particularly Articles 22 to 28, which regulate ejido assemblies as the highest collective decision-making authority for matters related to common-use lands and community agreements, including participation in forest-sector programs and collective natural resource management decisions. Participation mechanisms are also integrated into environmental and climate governance frameworks. The General Law of Ecological Balance and Environmental Protection (LGEEPA) establishes participation and co-responsibility as principles of environmental policy under Article 15, while Articles 157 to 159 require the Federal Government to promote social participation in environmental planning, implementation and monitoring processes. Environmental impact assessment procedures regulated under Articles 28 and 30 also incorporate public consultation and participation mechanisms. Similarly, the General Law on Climate Change (LGCC) establishes participation, transparency and access to information as guiding principles of climate policy under Article 26. Articles 47 and 48 establish the Intersecretarial Commission on Climate Change (CICC) as the federal coordination mechanism for climate policy, while Articles 51 to 57 establish the Climate Change Council as a permanent advisory and consultation body composed of representatives from the social, academic and private sectors.

within the context of the design and implementation of ENAREDD+.	Territorial participation is further supported through the Law on Sustainable Rural Development (LDRS), particularly Articles 24 and 25, which establish rural development councils at national, state, district and municipal levels involving producers, communities and social organizations in territorial planning and rural development processes.
Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) D1. FESM Guiding Principles: Leave No one Behind, Accountability. ESOP 2. Stakeholder engagement ESS 6, ESS 7, ESS 8, ESS 9. D2. FESM Guiding Principles: Leave No one Behind, Accountability. ESOP 2. Stakeholder engagement, FPIC. ESS 6, ESS 7, ESS 8, ESS 9. D.3 FESM Guiding Principles: Leave No one Behind, Human Rights-Based Approach. ESOP 2. Stakeholder engagement ESS 6 Gender equality and prevention of gender-based violence.	The participation framework also progressively incorporated gender equality and non-discrimination principles into forest and climate governance processes. Articles 1 and 4 of the Political Constitution of the United Mexican States prohibit discrimination and establish equality between women and men before the law. At the international level, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) reinforces the obligation of States to ensure women's equal participation in public life and decision-making processes. These principles are operationalized through the General Law for Equality between Women and Men, which establishes the obligation of public institutions to promote substantive equality and equal opportunities in political, economic and social participation, and the General Law on Women's Access to a Life Free of Violence, which establishes institutional responsibilities to prevent discrimination, exclusion and violence that may restrict women's participation in community and public decision-making spaces. Also, the Planning Law and the Federal Law on Budget and Fiscal Responsibility established the obligation to incorporate gender perspectives in national planning and public expenditure; this was complemented by Annex 13 of the Federal Budget, which earmarks resources for gender equality, including programs and actions aimed at strengthening women's participation and substantive equality. At the institutional level, the Law of the National Institute of Indigenous Peoples (INPI) strengthened participation and coordination mechanisms involving Indigenous Peoples and Afro-Mexican peoples and communities in public policies and programs affecting their territories, livelihoods, and cultural rights. In parallel, gender-responsive participation approaches were progressively incorporated into REDD+ and forest-sector instruments, particularly through the National REDD+ Strategy (ENAREDD+), the Strategic Environmental and Social Assessment (SESA) and the Environmental and Social Management Framework (MGAS), which incorporated procedures related to stakeholder engagement, culturally appropriate participation, safeguards monitoring, consultation and grievance redress. CONAFOR's Rules of Operation reinforced these mechanisms through assembly-based approval requirements, social oversight mechanisms, the Citizen Attention Mechanism and participatory planning procedures linked to forest-sector support programs, while progressively incorporating affirmative measures to strengthen participation of women, Indigenous Peoples, Afro-Mexican peoples and communities, youth and other groups in conditions of vulnerability. These measures included prioritization criteria, differentiated outreach and support for women's participation in community forestry initiatives and decision-making processes. These mechanisms contributed to strengthening territorial governance, community-based decision-making, and more inclusive stakeholder engagement within REDD+ implementation and forest-sector governance processes.
Cancun Safeguard: E) That actions are consistent with the conservation of natural forests and biological diversity, ensuring that the REDD+ actions (referred to in paragraph 70 of Decision 1/CP.16) are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and	Mexico's legal and policy framework incorporates multiple safeguards aimed at ensuring that REDD+ actions are consistent with the conservation of natural forests and biodiversity, while promoting sustainable forest management and preventing the conversion of natural ecosystems. This framework combines constitutional provisions, forest, environmental and climate legislation, biodiversity conservation instruments and operational safeguards progressively integrated into REDD+ readiness and implementation processes between 2010 and 2019. The Political Constitution of the United Mexican States establishes the overarching basis for environmental protection and sustainable natural resource management. Article 4 recognizes the right of every person to a healthy environment for their development and well-being and establishes the responsibility of the State to guarantee respect for this right. Article 27 regulates land tenure and the use of natural resources,

environmental benefits, taking into account the need for sustainable livelihoods of indigenous peoples and local communities and their interdependence on forests in most countries, reflected in the United Nations Declaration on the Rights of Indigenous Peoples, as well as the International Mother Earth Day.	recognizing ejidal, communal and private property regimes and enabling the State to regulate the sustainable use and conservation of natural resources, including forests and biodiversity. These constitutional principles are reinforced by international instruments including the Convention on Biological Diversity (CBD), which establishes obligations related to biodiversity conservation, sustainable use and ecosystem protection; the United Nations Framework Convention on Climate Change (UNFCCC) and the Cancun Safeguards, which require REDD+ actions to be consistent with the conservation of natural forests and biological diversity; and ILO Convention No. 169, which reinforces the relationship between ecosystem conservation and the rights of Indigenous Peoples and local communities.
Mexico's Interpretation of the Safeguard: The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity, ensuring the avoidance of the conversion of natural forests, and promoting environmental and social benefits. E.1. The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity. E.2. The promotion of social and environmental benefits is ensured within the context of ENAREDD+ implementation.	This constitutional foundation is operationalized through environmental and forest legislation. The General Law of Ecological Balance and Environmental Protection (LGEEPA) establishes the principal framework for environmental risk management, biodiversity conservation and ecological planning. Article 15 establishes environmental policy principles including prevention, ecological balance, conservation of ecosystems and sustainable use of natural resources. Article 28 establishes the requirement for environmental impact assessments for activities that may cause ecological imbalance, while Article 30 establishes the technical information and mitigation measures required within environmental impact statements. The law also regulates protected natural areas, ecological land-use planning instruments and biodiversity conservation measures relevant to REDD+ implementation and territorial governance. Within the forest sector, the General Law on Sustainable Forest Development (LGDFS) establishes the principal legal framework for sustainable forest management and biodiversity conservation. Article 1 establishes that the law regulates and promotes conservation, protection, restoration, production, management and sustainable use of forest ecosystems and resources. Article 7 establishes principles for sustainable forest development, including biodiversity conservation, ecosystem restoration, prevention of forest degradation and maintenance of ecosystem services. Article 8 requires the safeguards framework to promote environmental sustainability, biodiversity conservation and respect for internationally recognized safeguards. Article 24 establishes criteria aimed at preventing deforestation and forest land-use change, while Article 31 establishes that forest policy shall be implemented under criteria of coordination, integration and complementarity with other public policies related to rural development, environmental protection, and sustainable resource management. Articles 93, 97 and 98 regulate forest land-use change authorizations and establish environmental and restoration criteria intended to avoid ecosystem degradation and biodiversity loss.
Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) E.1 ESOP 1 Assessment and Management of environmental risks and impacts. ESS 1 Biodiversity conservation, and sustainable management of natural resources FESM Guiding Principles: Sustainability and resilience. E.2 ESOP 2. Stakeholder engagement ESS 1 ESS 2, ESS 3, ESS 4, ESS 6, ESS 8, ESS 9. FESM Guiding Principles: Leave No one Behind, Sustainability and resilience, Accountability	Complementary legal instruments reinforce biodiversity conservation and environmental responsibility. The General Wildlife Law establishes the conservation and sustainable use of wildlife species and habitats as matters of public interest and incorporates precautionary and habitat conservation criteria. The NOM-059-SEMARNAT-2010 identifies species at risk and establishes categories and criteria for their protection, providing a technical basis for preventing impacts on biodiversity and sensitive ecosystems. The Federal Environmental Liability Law and relevant provisions of the Federal Penal Code establish sanctions, liabilities and obligations related to environmental damage and illegal impacts on ecosystems and natural resources. The General Law on Climate Change (LGCC) strengthened the integration of climate policy with ecosystem conservation and sustainable land management. Article 2 establishes that climate policy must promote sustainable development and environmental protection. Article 26 establishes sustainability, prevention, participation, ecosystem conservation and respect for human rights as guiding principles of climate policy. Article 34 establishes mitigation policy objectives in sectors including forestry, land use and ecosystem conservation, supporting actions related to sustainable forest management, restoration and emissions reductions associated with land-use change. Article 65 establishes that mitigation and adaptation policies and actions developed by federal entities and sectors shall be consistent with the National Climate Change Strategy and national climate planning instruments, while Article 102 establishes coordination mechanisms for climate policy implementation among government institutions.

	At the operational level, biodiversity conservation and sustainable management criteria were progressively incorporated into REDD+ and forest-sector implementation instruments. CONAFOR's Rules of Operation integrated territorial targeting criteria, georeferencing requirements, prioritization of areas with high biodiversity value, support for restoration and natural regeneration, forest certification, environmental services schemes, sustainable community forest management and mechanisms aimed at preventing deforestation and forest degradation. These measures strengthened the integration of biodiversity conservation, ecosystem restoration and sustainable forest management within REDD+ implementation and forest-sector governance processes.
Cancun Safeguard: E) That actions are consistent with the conservation of natural forests and biological diversity, ensuring that the REDD+ actions (referred to in paragraph 70 of Decision 1/CP.16) are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and environmental benefits, taking into account the need for sustainable livelihoods of indigenous peoples and local communities and their interdependence on forests in most countries, reflected in the United Nations Declaration on the Rights of Indigenous Peoples, as well as the International Mother Earth Day.	Mexico's legal and policy framework incorporates multiple safeguards aimed at ensuring that REDD+ actions are consistent with the conservation of natural forests and biodiversity, while promoting sustainable forest management and preventing the conversion of natural ecosystems. This framework combines constitutional provisions, forest, environmental and climate legislation, biodiversity conservation instruments and operational safeguards progressively integrated into REDD+ readiness and implementation processes between 2010 and 2019. The Political Constitution of the United Mexican States establishes the overarching basis for environmental protection and sustainable natural resource management. Article 4 recognizes the right of every person to a healthy environment for their development and well-being and establishes the responsibility of the State to guarantee respect for this right. Article 27 regulates land tenure and the use of natural resources, recognizing ejidal, communal and private property regimes and enabling the State to regulate the sustainable use and conservation of natural resources, including forests and biodiversity. These constitutional principles are reinforced by international instruments including the Convention on Biological Diversity (CBD), which establishes obligations related to biodiversity conservation, sustainable use and ecosystem protection; the United Nations Framework Convention on Climate Change (UNFCCC) and the Cancun Safeguards, which require REDD+ actions to be consistent with the conservation of natural forests and biological diversity; and ILO Convention No. 169, which reinforces the relationship between ecosystem conservation and the rights of Indigenous Peoples and local communities. This constitutional foundation is operationalized through environmental and forest legislation. The General Law of Ecological Balance and Environmental Protection (LGEEPA) establishes the principal framework for environmental risk management, biodiversity conservation and ecological planning. Article 15 establishes environmental policy principles including prevention, ecological balance, conservation of ecosystems and sustainable use of natural resources. Article 28 establishes the requirement for environmental impact assessments for activities that may cause ecological imbalance, while Article 30 establishes the technical information and mitigation measures required within environmental impact statements. The law also regulates protected natural areas, ecological land-use planning instruments and biodiversity conservation measures relevant to REDD+ implementation and territorial governance.
Mexico's Interpretation of the Safeguard: The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity, ensuring the avoidance of the conversion of natural forests, and promoting environmental and social benefits E.1. The consistency of ENAREDD+ with sustainable forest management and the conservation of natural forests and biodiversity. E.2. The promotion of social and environmental benefits is ensured within the context of ENAREDD+ implementation.	Within the forest sector, the General Law on Sustainable Forest Development (LGDFS) establishes the principal legal framework for sustainable forest management and biodiversity conservation. Article 1 establishes that the law regulates and promotes conservation, protection, restoration, production, management and sustainable use of forest ecosystems and resources. Article 7 establishes principles for sustainable forest development, including biodiversity conservation, ecosystem restoration, prevention of forest degradation and maintenance of ecosystem services. Article 8 requires the safeguards framework to promote environmental sustainability, biodiversity conservation and respect for internationally recognized safeguards. Article 24 establishes criteria aimed at preventing deforestation and forest land-use change, while Article 31 establishes that forest policy shall be implemented under criteria of coordination, integration and complementarity with other public policies

Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) E2. ESOP 1 Assessment and Management of environmental risks and impacts. ESS 1 Biodiversity conservation, and sustainable management of natural resources. FESM Guiding Principles: Sustainability and resilience	related to rural development, environmental protection, and sustainable resource management. Articles 93, 97 and 98 regulate forest land-use change authorizations and establish environmental and restoration criteria intended to avoid ecosystem degradation and biodiversity loss. Complementary legal instruments reinforce biodiversity conservation and environmental responsibility. The General Wildlife Law establishes the conservation and sustainable use of wildlife species and habitats as matters of public interest and incorporates precautionary and habitat conservation criteria. The NOM-059-SEMARNAT-2010 identifies species at risk and establishes categories and criteria for their protection, providing a technical basis for preventing impacts on biodiversity and sensitive ecosystems. The Federal Environmental Liability Law and relevant provisions of the Federal Penal Code establish sanctions, liabilities and obligations related to environmental damage and illegal impacts on ecosystems and natural resources. The General Law on Climate Change (LGCC) strengthened the integration of climate policy with ecosystem conservation and sustainable land management. Article 2 establishes that climate policy must promote sustainable development and environmental protection. Article 26 establishes sustainability, prevention, participation, ecosystem conservation and respect for human rights as guiding principles of climate policy. Article 34 establishes mitigation policy objectives in sectors including forestry, land use and ecosystem conservation, supporting actions related to sustainable forest management, restoration and emissions reductions associated with land-use change. Article 65 establishes that mitigation and adaptation policies and actions developed by federal entities and sectors shall be consistent with the National Climate Change Strategy and national climate planning instruments, while Article 102 establishes coordination mechanisms for climate policy implementation among government institutions. At the operational level, biodiversity conservation and sustainable management criteria were progressively incorporated into REDD+ and forest-sector implementation instruments. CONAFOR's Rules of Operation integrated territorial targeting criteria, georeferencing requirements, prioritization of areas with high biodiversity value, support for restoration and natural regeneration, forest certification, environmental services schemes, sustainable community forest management and mechanisms aimed at preventing deforestation and forest degradation. These measures strengthened the integration of biodiversity conservation, ecosystem restoration and sustainable forest management within REDD+ implementation and forest-sector governance processes.
Cancun Safeguard: F) Actions to address the risks of reversals. Mexico's Interpretation of the Safeguard: The management of risks related to reversals is addressed within the context of ENAREDD+ implementation through the promotion of sustainable forest management, monitoring and evaluation of land use and forest cover, and establish measures to prevent illegal activities, forest fires, and other disturbances, thereby contributing to the permanence of emission reductions. F.1. The management of risks related to reversals is required within the context of ENAREDD+ implementation.	Building on the biodiversity conservation, sustainable forest management and ecosystem protection frameworks described under Safeguard E, and also based on the other Safeguards previously reviewed, Mexico developed a legal, institutional and operational framework aimed at reducing risks associated with deforestation, forest degradation, biodiversity loss and reversals of REDD+ results over time. Between 2010 and 2019, this framework progressively incorporated measures related to forest monitoring, restoration, fire management, sustainable land use, environmental risk mitigation and institutional coordination to strengthen the permanence and sustainability of forest and climate outcomes. The constitutional basis for these measures is established primarily through Articles 4 and 27 of the Political Constitution of the United Mexican States, which recognize the right to a healthy environment and establish the State's authority to regulate the sustainable use and conservation of natural resources. These principles are reinforced through international commitments under the United Nations Framework Convention on Climate Change (UNFCCC), including the Cancun Safeguards, which call for actions to address the risks of reversals and promote the permanence of REDD+ outcomes, as well as through the Convention on Biological Diversity (CBD) and related commitments on ecosystem conservation and resilience. The General Law on Sustainable Forest Development (LGDFS) provides the main legal basis for preventing reversals in forest areas. Article 2 establishes as general objectives the conservation and restoration of natural heritage, the promotion of integral and sustainable forest management, the provision of environmental goods and services, the protection and enhancement of biodiversity, and interinstitutional

Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9) F1. ESOP 1 Assessment and Management of environmental and social risks and impacts. FESM Guiding Principles: Environmental sustainability, Sustainability and resilience,	coordination for sustainable forest development. Article 10 assigns the Federation powers to formulate and conduct national forest policy, apply forest policy instruments, conduct the National Forest and Soil Inventory, implement the National Forest Monitoring System, conduct forest zoning, issue forest Official Mexican Standards, and establish instruments to promote compensation for forest environmental goods and services. These provisions directly support monitoring, permanence, and long-term forest governance. The LGDFS also establishes specific instruments for monitoring and risk reduction. Article 34 identifies the instruments of national forest policy, including forest planning, the National Forest Information System, the National Forest and Soil Inventory, forest zoning, the National Forest Registry, forest Official Mexican Standards and the National Forest Monitoring System. Articles 37 to 41 regulate the National Forest Information System and establish that forest information must be registered, integrated, organized, updated, and made publicly available, including information from the National Forest and Soil Inventory, forest zoning and other strategic information for planning and evaluation. Articles 46 to 49 establish that the National Forest and Soil Inventory is the basis for forest zoning, land-use planning, monitoring of forest ecosystems and the preparation of climate change adaptation and mitigation strategies. These instruments are directly relevant to detecting deforestation, degradation and changes in forest cover that may affect the permanence of REDD+ results. The LGDFS further regulates forest land-use change and post-disturbance recovery. Article 93 provides that SEMARNAT may authorize forest land-use change only exceptionally, based on technical justification demonstrating, among other elements, that the biodiversity of affected ecosystems will be maintained. Article 97 prohibits authorization of land-use change in forest lands where forest cover loss resulted from fire, logging or clearing until 20 years have passed and forest vegetation regeneration has been accredited. Article 98 requires applicants for forest land-use change to make a deposit to the Mexican Forest Fund for environmental compensation to support restoration of affected ecosystems. These provisions are central to reducing risks of reversals caused by land-use change, fires, clearing or degradation. The LGDFS also addresses forest health, fire management and enforcement. Provisions on forest health require owners, legitimate possessors, and authorization holders to execute phytosanitary works, while Article 116 allows CONAFOR to carry out such works when they are not implemented or when there is serious risk of ecosystem damage. Article 117 mandates Official Mexican Standards for integrated fire management, damage assessment and restoration of burned areas, while Article 119 assigns CONAFOR responsibility for coordinating the Fire Management Program and supporting subnational authorities in forest fire response. Article 121 requires owners and legitimate possessors to restore areas affected by fire within the legal timeframe. Articles 155 and 156 establish administrative infractions and sanctions related to illegal land-use change, failure to undertake restoration or mitigation, omission of works related to pests, diseases or fires, causing severe ecosystem damage, and carrying out non-restoration or non-sustainable activities in burned areas. These provisions support prevention, response and accountability for disturbances that could reverse forest and emission reduction outcomes. The General Law of Ecological Balance and Environmental Protection (LGEEPA) complements this framework by establishing preventive environmental management and environmental impact assessment procedures. Article 15 sets out environmental policy principles, including that ecosystems are a common heritage of society, and that ecological balance sustains life and productive possibilities. Article 28 establishes the requirement for environmental impact authorization for works or activities that may cause ecological imbalance or exceed applicable limits, while Article 30 requires Environmental Impact Statements to describe possible effects on affected ecosystems and the preventive and mitigation measures necessary to avoid or reduce negative impacts. These provisions support early identification and mitigation of activities that could increase reversal risks. The General Law on Climate Change (LGCC) reinforces permanence through climate planning, mitigation evaluation and monitoring. Article 26 establishes sustainability, prevention, participation, transparency and ecosystem conservation as guiding principles of climate policy. Article 34 provides that federal, state and municipal authorities shall promote mitigation policies and actions in relevant sectors. Article 65 establishes that mitigation and adaptation actions in sectoral programs, the Special Climate Change Program and state programs must be congruent with the
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	National Climate Change Strategy and the law. Article 101 provides for evaluation of adaptation objectives, including reducing vulnerability, strengthening resilience and minimizing climate risks, while Article 102 provides for evaluation of mitigation objectives, including reversing deforestation and degradation, conserving and protecting carbon sinks, conserving biodiversity, and establishing methodologies to measure, report and verify emissions. These provisions directly support the permanence and MRV requirements of REDD+ outcomes. Additional environmental and sectoral instruments complemented this framework. The General Wildlife Law incorporated precautionary and habitat conservation criteria relevant to ecosystem resilience and biodiversity protection. The National Climate Change Strategy, the Special Climate Change Program 2014–2018, the National Forest Program 2014–2018 and the National Biodiversity Strategy and Action Plan (ENBioMex 2016–2030) incorporated restoration, sustainable forest management, ecosystem conservation and climate resilience objectives linked to reducing long-term environmental degradation and strengthening adaptive capacity. Operationally, Mexico progressively strengthened systems for monitoring, prevention and response to environmental risks associated with forest loss and degradation. The National Forest and Soil Inventory and the National Forest Information System provided information on forest cover, ecosystem conditions and land-use change trends relevant to REDD+ monitoring and permanence. In parallel, the development of REDD+ safeguards and monitoring instruments—including the Strategic Environmental and Social Assessment (SESA), the Environmental and Social Management Framework (MGAS) and the Safeguards Information System (SIS)—supported the identification, mitigation and monitoring of environmental and social risks associated with REDD+ implementation. At the implementation level, CONAFOR’s Rules of Operation progressively incorporated measures aimed at strengthening the sustainability and permanence of forest outcomes. These included support for restoration and reforestation, maintenance of restored areas, natural regeneration, sustainable community forest management, environmental services schemes, forest certification, fire management brigades, phytosanitary treatments, territorial targeting criteria, georeferencing requirements and support for productive reconversion and agroforestry systems intended to reduce pressures on forest ecosystems. Together, these legal, institutional and operational measures strengthened ecosystem resilience, reduced risks associated with deforestation and degradation and supported the long-term sustainability of REDD+ implementation and forest-sector governance processes, establishing the conditions to address the risks of reversals.
Cancun Safeguard: G) Actions to reduce displacement of emissions.	Building on the biodiversity conservation, sustainable forest management and permanence frameworks described under Safeguards E and F, Mexico’s legal and institutional framework also incorporates measures aimed at reducing the risk of displacement of emissions associated with REDD+ implementation. These measures progressively integrated territorial planning, intersectoral coordination, regional cooperation, monitoring systems and sustainable land management approaches intended to prevent deforestation and degradation pressures from shifting geographically across landscapes, regions or productive sectors.
Mexico’s Interpretation of the Safeguard: The management of risks related to leakage (displacement of emissions) is addressed within the context of ENAREDD+ implementation through provisions that promote coordination, including regional approaches, and require monitoring of forest cover and its changes, contributing to reducing the drivers of deforestation and forest degradation.	In addition to the monitoring, restoration and forest governance provisions described under Safeguard F, the General Law on Sustainable Forest Development (LGDFS) incorporates several instruments relevant to reducing the displacement of emissions through territorial planning, interinstitutional coordination, forest monitoring and regulation of land-use change. Article 2 establishes among the objectives of the law the conservation, protection, restoration and sustainable management of forest ecosystems, the promotion of environmental goods and services, and coordination among public authorities for sustainable forest development. Article 10 assigns the Federation powers related to national forest policy, forest zoning, implementation of the National Forest Monitoring System, administration of the National Forest and Soil Inventory and coordination of forest planning instruments. Article 21 to 27 establishes coordination mechanisms among the Federation, states, municipalities

G.1. The management of risks related to leakage (displacement of emissions) is required within the context of ENAREDD+ implementation.	and territorial demarcations of Mexico City in matters related to forest policy and sustainable forest development. Article 34 identifies the instruments of national forest policy, including forest planning, the National Forest Information System, forest zoning, the National Forest and Soil Inventory and the National Forest Monitoring System. Articles 37 to 52 regulate the organization, updating and use of forest information, inventories, monitoring and forest zoning, supporting the identification of forest cover changes, degradation trends and territorial pressures that may indicate displacement of emissions. Additionally, Articles 93, 97 and 98 regulate forest land-use change authorizations, restrictions following fire or clearing, and environmental compensation measures through the Mexican Forest Fund. Together, these provisions support coordinated territorial planning, regional forest governance, monitoring of land-use dynamics and actions aimed at reducing the risk that deforestation and degradation pressures shift across regions or productive sectors during REDD+ implementation.
Relevant FAO FESM requirements (Guiding principles, ESOP 1-2, ESS 1-9): G1. ESOP 1 Assessment and Management of environmental and social risks and impacts. FESM Guiding Principles: Sustainability and resilience,	Complementary provisions are established through the General Law of Ecological Balance and Environmental Protection (LGEEPA) and the General Law on Climate Change (LGCC). LGEEPA incorporates ecological zoning and territorial planning instruments that support integrated landscape management and coordination among productive, environmental and conservation objectives. Articles 19 to 20 Bis 8 regulate ecological land-use planning as an instrument to organize land uses, productive activities and conservation priorities according to environmental suitability and ecosystem vulnerability. These provisions are directly relevant to displacement of emissions prevention because they support landscape-level planning and help reduce the transfer of environmental pressures from one area to another. The LGCC establishes coordination mechanisms for climate policy implementation across sectors and levels of government and promotes mitigation actions in forestry, land use and ecosystem conservation sectors. Together, these frameworks support integrated territorial governance approaches necessary to address indirect pressures and avoid displacement of emissions beyond intervention areas. At the policy level, the National REDD+ Strategy (ENAREDD+) explicitly incorporated territorial and landscape approaches aimed at addressing direct and underlying drivers of deforestation and degradation through intersectoral coordination, sustainable rural development, community forest management and sustainable production systems. Operationally, REDD+ safeguards and implementation instruments also incorporated measures related to displacement of emissions prevention and territorial monitoring. The Strategic Environmental and Social Assessment (SESA) identified risks associated with indirect land-use change and displacement of deforestation pressures, while the Environmental and Social Management Framework (MGAS) established procedures for risk identification, mitigation, and monitoring. The National Forest Monitoring System, the National Forest and Soil Inventory and the Safeguards Information System (SIS) supported the monitoring of forest cover changes and safeguards implementation at territorial scale, contributing to the identification of potential risks and supporting transparency and adaptive management during REDD+ implementation. Together, these legal, institutional and operational measures support the management and minimization of risks associated with the drivers of deforestation and forest degradation during REDD+ implementation, including risks related to leakage and displacement of emissions across territories and productive sectors.