



**GREEN
CLIMATE
FUND**

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Provisional agenda item 10

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28 September 2026

Consideration of funding proposals – Addendum XVII

Funding proposal package for FP324

Summary

This addendum contains the following seven parts:

- a) A funding proposal titled "GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock";
- b) No-objection letter issued by the national designated authority(ies) or focal point(s);
- c) Environmental and social report(s) disclosure;
- d) Secretariat's assessment;
- e) Independent Technical Advisory Panel's assessment;
- f) Response from the accredited entity to the independent Technical Advisory Panel's assessment; and
- g) Gender documentation.

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The documents are presented as submitted by the Accredited Entity.

Funding Proposal

REDD-plus results based payments

Project/Programme title:	GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock
Country:	United Mexican States
Accredited Entity:	Food and Agriculture Organization of the United Nations (FAO)
Date of first submission:	2026/05/25
Date of current submission	2026/09/02
Version number	V.5



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Note to Accredited Entities on the use of the funding proposal template

- Accredited Entities should provide summary information in the proposal with cross-reference to annexes such as feasibility studies, gender action plan, term sheet, etc.
- Accredited Entities should ensure that annexes provided are consistent with the details provided in the funding proposal. Updates to the funding proposal and/or annexes must be reflected in all relevant documents.
- The total number of pages for the funding proposal (excluding annexes) **should not exceed 60**. Proposals exceeding the prescribed length will not be assessed within the usual service standard time.
- The recommended font is Arial, size 11.
- Under the [GCF Information Disclosure Policy](#), project and programme funding proposals will be disclosed on the GCF website, simultaneous with the submission to the Board, subject to the redaction of any information that may not be disclosed pursuant to the IDP. Accredited Entities are asked to fill out information on disclosure in section I.4.

Please submit the completed proposal to:

fundingproposal@gcfund.org

Please use the following name convention for the file name:

“FP-[Accredited Entity Short Name]-[Country/Region]-[YYYY/MM/DD]”

PART A. PROJECT INFORMATION			
A.1. Volume of REDD+ results proposed to the GCF (tonnes CO₂eq)	12,915,671 tCO ₂ e ¹	A.2. Year(s) during which the REDD+ results proposed to the GCF for results-based payments have been achieved	2018-2019
A.3. Total volume of REDD+ results reported by the country during the year(s) in A.2.	12,915,671 tCO ₂ e	A.4. If applicable, total volume of REDD+ results previously proposed in other FPs during the current GCF programming period (tonnes CO₂eq)	Mexico has not proposed or received RBP from GCF.
A.5. Scale	☒ National ☐ Subnational	A.6. Are REDD+ RBPs and this FP included in the country programme?	Yes ☒ No ☐
A.7. Has this FP been submitted as a CN before?	Yes ☒ No ☐	A.8. Has Readiness or PPF support been used to prepare this FP?	Yes ☐ No ☒
A.9. Implementation period for the reinvestment of the proceeds	6 years	A.10. ESS category	B
A.11. Expected date of AE internal approval	2026/06/18	A.12. Complementarity and coherence	Yes ☒ No ☐
A.13. Executing Entity information	The project will be executed by the Food and Agriculture Organization of the United Nations (FAO), and the National Forestry Commission (CONAFOR), to deliver project activities financed through GCF proceeds.		

¹ While the data from the Lima info hub is presented as the average of the total ER from 2017 to 2019 (6,041,219.00 tCO₂e/year), the volume of REDD+ results proposed in Section A.1 is the actual ER achieved in the years 2018 and 2019. This number is the sum of ER reported in the Technical Annex on REDD+: 2018= 6,647,652 and 2019 = 6,268,019. Table VIII page 370: https://unfccc.int/sites/default/files/resource/Mexico_3er_BUR.pdf#page=371

ITY INFORMATION

B.1. Context of the achieved REDD+ results (max. 1000 words, approximately 2 pages)

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 11.8 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. 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, culminating in 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. They include 1) Sustainable forest production programs, supporting community forest enterprises, forest management, and value chain integration; 2) Conservation and restoration programs, including payments for environmental services, forest restoration, and productive reconversion. These programs are financed through federal budget allocations and resources channeled through the Fondo Forestal Mexicano², ensuring continuous support to beneficiaries at the local level.

Mexico's REDD+ readiness process was supported by a diverse mix of domestic and international financing, combining public and grant-based resources under a coordinated framework. Between 2010 and 2019, at least 22 REDD+-related initiatives mobilized over USD 628.6 million, significantly strengthening institutional, technical, and territorial capacities (see Annex 4.1 Due diligence_Results Period).

Domestic public funding—primarily through CONAFOR incentive programs—constituted the backbone of implementation, channeling substantial resources to communities for forest management, restoration, agroforestry, and conservation activities. These investments were complemented by international financing, which played a catalytic role in strengthening systems, piloting approaches, and enabling policy innovation.

A key partner was the World Bank, which supported Mexico through a programmatic approach combining multiple financial instruments. Between 2012 and 2018, approximately USD 460 million was mobilized through instruments including [Investment Project Financing](#), [Forest Investment Program](#) (FIP) resources, the [Dedicated Grant Mechanism](#) (DGM) for Indigenous Peoples and Local Communities, and grants from the [Forest Carbon Partnership Facility](#) (FCPF), [Global Environment Facility](#) (GEF), and [PROFOR](#).

These initiatives generated significant results:

- The FCPF Readiness Fund (USD 8.8 million) supported the participatory development of ENAREDD+, including a national consultation process with over 26,000 participants;

² Created by the General Law on Sustainable Forest Development, Chapter II, Art 139 and 140.

- The Forest and Climate Change Project (USD \$392 million IBRD + FIP) strengthened community forest management, benefiting over 265,000 people and expanding sustainably managed forest areas by more than 1.8 million hectares;
- The DGM (USD 6 million) supported Indigenous-led investments in restoration, agroforestry, and value chains;
- The PROFOEM project (USD 66 million) advanced integrated landscape approaches and forest-based rural entrepreneurship.

Additional support was provided by bilateral and multilateral initiatives, including initiatives such as [Mexico-REDD+ Alliance](#) (MREDD+) funded by USAID, and the Project to Strengthen REDD+ in Mexico and Promote South–South Cooperation and UNREDD Targeted Support supported by the Government of Norway.

Beyond financing, technical support from these partners was critical in achieving REDD+ results. It contributed to the development of key [REDD+ elements required by the UNFCCC](#), including the National Forest Monitoring System (NFMS), Forest Reference Emission Level (FREL), and Safeguards Information System (SIS), and the ENAREDD+. It also strengthened institutional capacities, improved data systems for decision-making, supported governance mechanisms, and generated pilot experiences in Early Action Areas that directly informed national policy design.

The REDD+ readiness phase enabled a transition from a sectoral forestry approach toward a more integrated, territorial model, improving the effectiveness of public policies in addressing deforestation drivers. While these pressures remained significant due to their structural nature, the combines policy and investment measures helped reduce their impact in priority territories and contributed to emissions reductions observed during the 2018-2019 period.

Key policy and institutional measures implemented during this period include:

- Reform of the [General Law on Sustainable Forest Development](#) (LGDFS), which strengthened the legal framework for sustainable forest management, climate mitigation and adaptation, and explicitly promoted the maintenance and enhancement of forest carbon stocks. It also introduced cross-sectoral provisions to prevent agricultural subsidies from driving deforestation and reinforced safeguards implementation.
- Consolidation of ENAREDD+ as a central policy instrument aligned with Mexico's NDC and its net-zero deforestation goal.
- Operationalization of the [National MRV system](#), improving monitoring, reporting, and verification of emissions and removals.
- Implementation of the [Safeguards Information System](#) (SIS) and strengthening of the National Safeguards System, ensuring compliance with Cancun safeguards.
- Strengthening intersectoral coordination, including interministerial agreements between forestry, agriculture, and environmental sectors to align policies and reduce conflicting incentives.
- Enhanced social participation and transparency, through participatory platforms, consultation processes, and improved access to information.
- Significant domestic investment through CONAFOR programs, channeling substantial resources at the territorial level to support community forest management, restoration, agroforestry systems, sustainable value chains, and payments for environmental services.
- Improvements to [Operating Rules](#), incorporating environmental and social criteria such as inclusion, participation, and risk management.

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.

By integrating financial resources, policy reforms, and capacity-building efforts, Mexico was able to address key drivers of deforestation while promoting sustainable rural development. This integrated approach—anchored in territorial

interventions and supported by strong governance frameworks—was instrumental in generating the emission reductions reported by Mexico for the 2018–2019 period.

According to the latest BUR the country achieved a total emissions reduction of 12,915,671 tCO₂ during 2018–2019 as shown in table 1.

Table 1. Achieved emissions reductions in Mexico during the results period (2018–2019)

	FREL	Emissions		Emission Reduction		
	2007–2016	2018	2019	2018	2019	Total ER
Degradation	886,192	0	0	886,192	886,192	1,772,384
Deforestation	19,358,824	13,597,363	13,976,996	5,761,461	5,381,828	11,143,289

B.2. Description of the reinvestment of the proceeds including theory of change (max. 1000 words, approximately 3 pages plus diagram)

Livestock production in Mexico depends heavily on forests. According to forest monitoring data, 70% of deforestation is linked to cattle ranching as forests are lost to pasture and coincide with livestock production areas, which occur mainly in dry and sub-humid forests. This process highlights the critical role of forests in supporting forage production and underscores the strong interdependence between forest resources and livestock systems (See Annex 12, section 2.1)

Mexico's livestock sector spans more than 100 million hectares, representing over half the country's land area. It contributes approximately 40% of primary sector GDP. The national cattle herd is estimated at between 32 and 34 million head, while bovine meat production reached 2.2 million tons in 2023 and continues to grow. In 2023, Mexico's cattle ranching sector demonstrated its critical role in sustaining rural economies and food security, with over 800,000 producers engaged in the activity—a clear indicator of its importance for livelihoods nationwide, as 70% of production units' herds are 50 head or less. The annual per capita beef consumption reached 16.0 kg, reflecting strong domestic demand. On the global stage, Mexico holds its position as the fifth-largest producer of beef carcass and ranks 14th among exporters, underscoring its competitiveness in international markets. These figures highlight the sector's economic weight and its potential for further growth, both in meeting domestic demand and strengthening Mexico's role in global beef trade. While this sector ensures national protein self-sufficiency, its current model is environmentally unsustainable and under-adapted to climate risks, as 60% of producers reported losses due climate or biological factors.

Available sector data indicate that livestock production in Mexico is expected to remain under growth pressure in the coming years. The OECD-FAO Agricultural Outlook 2025–2034³ projects that Mexico's total meat production will grow from an average of 7.77 million tonnes in 2022–2024 to 9.14 million tonnes by 2034, about +17.6%, with annual growth of 1.35% over 2025–2034.

If this growth is met through the expansion of extensive cattle systems, rather than through productivity gains and forest-compatible production models, it could increase pressure on forest–livestock transition zones, particularly in dry and sub-humid forests and deforestation hotspots. This is especially relevant because forest monitoring data indicate that a significant share of deforestation is linked to cattle ranching, where forest conversion to pasture coincides with livestock production areas.

The reinvestment of proceeds therefore targets the sector before future growth further consolidates unsustainable land-use patterns. By supporting productive restoration, silvopastoral and agrosilvopastoral systems, deforestation-free value chains, PES, sustainable finance, territorial governance and monitoring systems, the project aims to decouple livestock-sector growth from deforestation and forest degradation while improving productivity, resilience and rural livelihoods.

Despite progress in forest governance, monitoring, and territorial planning, deforestation in Mexico, particularly in the dry tropical forests of the south and southeast, continues to result from a complex mix of direct and indirect pressures. While extensive pasturelands often border forest areas (over 4 million hectares), livestock grazing alone does not fully

³ [Untitled](#)

explain forest loss. Local decisions to convert forests are influenced by factors such as land degradation, insecure tenure, poverty, and limited access to technical and financial support.

The comprehensive vision of sustainable rural development is shared by initiatives such as the [Cosechando Soberanía](#) program, as well as ecological transition and water management efforts promoted by the agriculture sector. The period 2026–2030 will also see the implementation of a [GEF-financed policy coherence initiative](#) to support multi-sectoral alignment in priority landscapes that provides an important institutional and policy foundation for this proposal and plays an important role in the implementation. Particularly, the GEF project will play a central enabling role by supporting the development of the national policy framework, institutional coordination mechanisms, technical guidance and knowledge base required to transition the livestock sector towards deforestation-free and low-emission pathways. All these efforts are in line with the [2025-2030 National Development Plan](#), particularly the objectives of the “República Rural Justa y Soberana”.

Likewise, the federal government is working toward sustainable transitions for livestock production and its resiliency. For example, this includes the establishment of a methane emissions baseline for cattle livestock activities that will support the validation and implementation of the national strategy to mitigate methane emissions from the livestock sector⁴, along with a roadmap for decarbonizing beef production and the inclusion of measures to address deforestation in the agricultural sector programme. This includes pilot programs testing the effectiveness of sustainable livestock practices⁵. Similar initiatives are also being implemented at the state level⁶—for instance, Jalisco has developed a deforestation-free cattle ranching strategy, demonstrating regional commitment to reducing environmental impact.

The establishment of silvopastoral and agrosilvopastoral systems (SSP), as well as regenerative livestock practices, have been shown to deliver higher yields at lower production costs, while contributing to increasing the adaptive capacity of the agricultural sector and the restoration of forest ecosystems. However, effective support for these systems requires reconciling the interests of the individual producer with those of the collective owners of the forests in Mexico (ejidos and communities) while ensuring social and environmental integrity. Cross-sectoral policy alignment between the Secretaries of Agriculture and Environment (SADER)— the latter through the National Forestry Commission, is essential to align these elements and is therefore a central purpose of the proposed use of proceeds.

Mexico will reinvest the results-based payments (RBP) into a transformative program that seeks to address one of the key drivers of deforestation and forest degradation: the expansion and persistence of extensive livestock systems in forest–grassland transition zones. The reinvestment will promote productive restoration in transition zones, forest conservation and sustainable livestock production through silvopastoral and agrosilvopastoral systems, strengthened territorial management, sustainable finance, and improved monitoring and traceability systems. This integrated approach seeks to reduce deforestation associated with cattle production while scaling sustainable livestock solutions across forest–grassland frontiers.

The project recognizes that reducing deforestation pressure in one location may create a risk that land-use change shifts to other areas. However, this risk is considered low because the project does not rely on restricting livestock production or reducing rural livelihoods. Instead, it promotes a transition from extensive cattle ranching toward more productive, climate-resilient silvopastoral and agrosilvopastoral systems, combined with productive restoration, payments for environmental services (PES), strengthened territorial governance, and market incentives for deforestation-free production. These interventions are designed to increase productivity on existing agricultural land while maintaining or improving producer incomes, thereby reducing incentives to expand into forest areas.

The project further reduces displacement risks through its integrated landscape approach. Rather than supporting isolated farm-level interventions, activities are implemented across priority forest–livestock transition landscapes in coordination with territorial agents, ejidos, communities, producer organizations, state governments and federal institutions. This coordinated approach aligns livestock production, forest conservation and territorial planning, reducing the likelihood that production displaced from one area will simply relocate to nearby forests. In addition, support for

4 <https://www.ccacoalition.org/projects/mexico-implementing-national-strategy-mitigate-methane-emissions-livestock-sector>

5 <https://www.gob.mx/agricultura/es/articulos/ganaderia-sustentable-en-mexico-carne-libre-de-deforestacion>

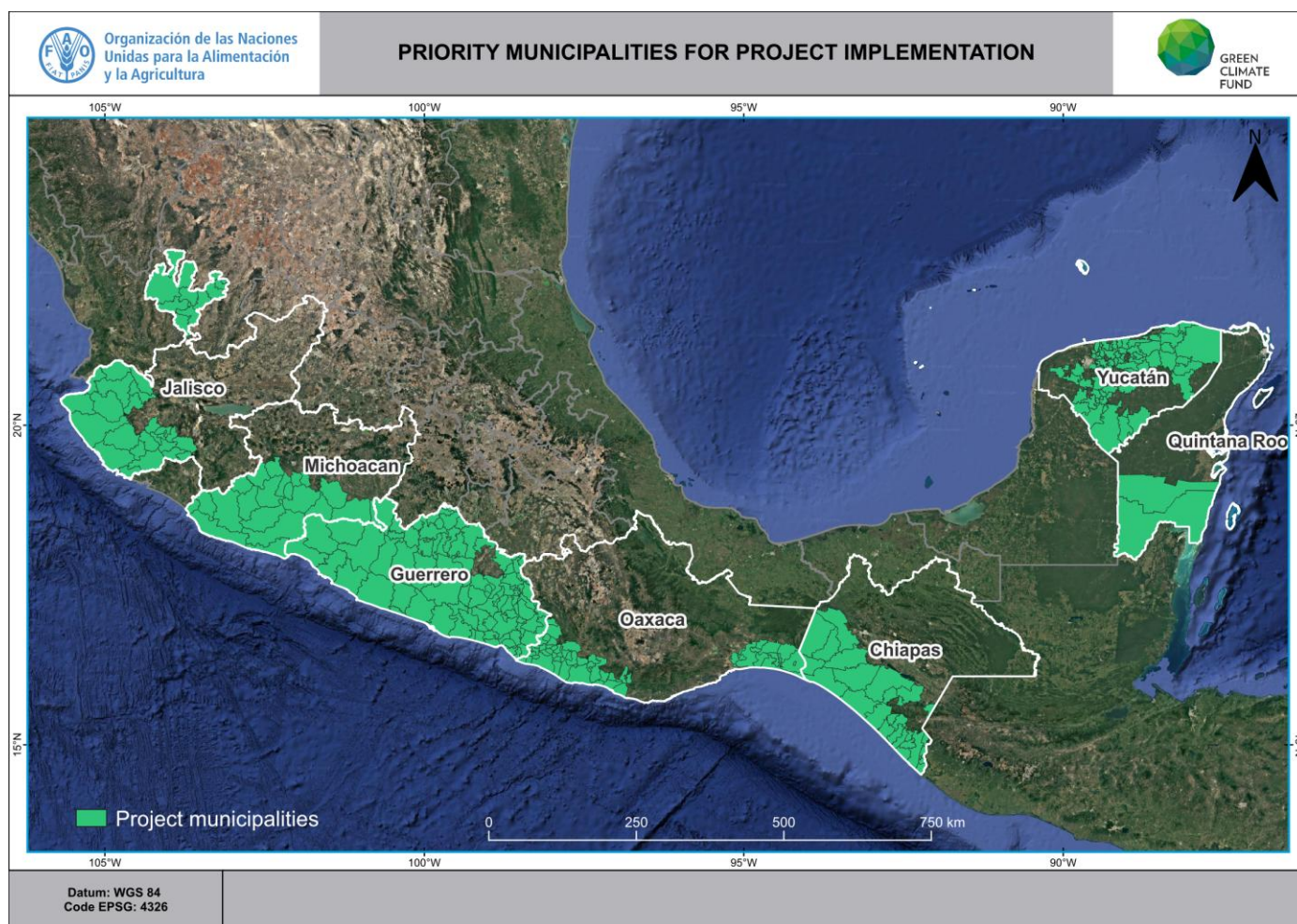
6 <https://www.carnelibrededeforestacion.mx/>

<https://www.tncmx.org/que-hacemos/recursos/historias-destacadas/ecogan-chiapas-ganaderia-sostenible/>

deforestation-free value chains, traceability systems and sustainable finance strengthens market incentives for maintaining production within existing agricultural land instead of expanding into natural ecosystems.

This project will focus on priority landscapes in forest–livestock transition zones in dry and sub-humid forests in the states of Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo, and Yucatán. Jalisco and Chiapas rank as Mexico’s second and sixth-largest cattle producer, respectively. Meanwhile, Yucatán, and Quintana Roo are emerging as potential dairy production hubs. All these states and priority municipalities (listed in Annex 11) have been identified by intersecting ecosystem vulnerability with livestock pressure, and considering existing implementation capacity of state governments and territorial agents. The selection targets territories with the highest cattle density relative to the ecoregion’s area within each municipality, highlighting zones where extensive production pressures vulnerable ecosystems. (Figure 1 below).

Figure 1. Priority municipalities for the implementation of Mexico’s RBP project



Indigenous Peoples and Afro-Mexican populations are recognized as priority and direct beneficiaries and as key territorial actors in the project intervention areas where they are present. Their participation is relevant across productive reconversion and sustainable livestock systems, Payment for Environmental Services, deforestation-free value chains, territorial planning and governance, capacity development and monitoring. Specific participating peoples, communities and beneficiaries will be identified during the inception phase in accordance with Annex 4.3 Indigenous Peoples Planning Framework, applying self-identification as a fundamental criterion and ensuring culturally appropriate engagement, respect for representative institutions and community decision-making processes, and FPIC where applicable. Project monitoring will capture their participation and access to benefits through disaggregated information, where safe and appropriate. In recognition of their significant presence in several of the project states and their central role in forest conservation, sustainable forest management, and REDD+ implementation in Mexico, the project will seek to ensure that at least 25% of the funding allocated to on-the-ground grant activities is directed to Indigenous Peoples and Afro Mexican population.

The reinvestment will support four mutually reinforcing outcomes aligned with the revised Theory of Change, which addresses barriers related to low-productivity livestock systems, limited technical capacities, weak market and financial incentives, weak territorial coordination, gender inequalities, and the need to strengthen monitoring systems. Each of the project's outcomes is briefly described below.

Outcome 1. Increased adoption of climate-resilient silvopastoral systems and diversified sustainable livelihoods in forest–livestock transition zones.

Output 1.1: Demonstrative productive reconversion models developed and implemented at the local level.

Objective: provide technical assistance to local beneficiaries for the establishment of silvopastoral systems and regenerative practices via Farmer Field School (ECAs) which will be the core mechanism to provide appropriate territorial extension services and capacity development through the project.

Activity 1.1.1. Design and contracting of implementers of Field Schools: this includes designing the Farmer Field School (ECA) model, training methodologies, demonstration packages and technical assistance approach, incorporating gender and culturally appropriate aspects, and building on experiences from SADER, CONAFOR and previous REDD+ initiatives. Select and contract implementing organizations and extension providers.

Activity 1.1.2. Implementation of Field Schools: this includes establishing and operating ECAs to provide field-based learning, technical assistance and organizational strengthening including basic farm and business management skills for producers, ejidos and communities, including women and Indigenous Peoples and Afro-Mexican population. FAO will oversee the implementation of the ECAs, while contracted implementing organizations and extension providers will deliver field-level training and technical assistance in coordination with CONAFOR and SADER.

Output 1.2: Strengthened sustainable practices in transition zones

Objective: support the adoption of productive restoration and sustainable livestock practices that reduce deforestation pressures while improving productivity, resilience and livelihoods. This include the adoption of silvopastoral systems, regenerative grazing, improved fodder production, water and soil conservation practices.

Activity 1.2.1. Design and publication of operating rules for productive restoration activities: CONAFOR develops and publishes Operating Rules annually which include eligibility criteria and implementation procedures for productive restoration interventions including silvopastoral systems. Call for proposals prioritizes application from women and Indigenous and Afro-Mexican Peoples. The project will provide technical input to inform the design of Operating Rules and support targeted outreach efforts at local level.

Activity 1.2.2. Implementation of productive restoration activities (SSP): Selected beneficiaries will directly receive funds to implement productive restoration, including establishment of silvopastoral systems, regenerative grazing practices, improved forage production and restoration of degraded pasturelands. Beneficiaries submit implementation reports and CONAFOR conducts in-person verification and remote monitoring. The project will provide targeted technical support via ECAs (output 1.1) and territorial Agents (output 3.1), and will support CONAFOR's verification efforts.

Outcome 2. Increased economic incentives and access to finance for forest sustainable management, conservation, and forest-compatible production systems.

Output 2.1: Deforestation-free value chains and market access mechanisms developed and operational

Objective: The project will strengthen deforestation-free value chains and market-access mechanisms, including producer organization, demand-side engagement and traceability.

Activity 2.1.1 Development of management capacities of producers' organizations and intermediaries: includes strengthen organizational, business and coordination capacities of producers and local intermediaries to improve aggregation, commercialization and market access. Capacity-building efforts will be design and implemented considering aspects of gender, interculturality and accessible to population that traditionally face barriers to participation particularly women and Indigenous and Afro-Mexican peoples.

Activity 2.1.2 Development of deforestation-free value chains: this includes supporting the implementation of traceability, quality standards, certification processes and linkages between producers, collection centers and markets

through technical assistance, capacity building, assessments, training, facilitation of stakeholder engagement, and support for the adoption of existing traceability and certification systems.

Activity 2.1.3 Development of market from demand side: this includes promoting engagement with buyers, private sector actors and demand-side initiatives through market roundtables, technical consultations, producer-buyer matchmaking, and other stakeholder engagement activities to create market-based, non-financial incentives for deforestation-free products, including improved market linkages, traceability, and access to differentiated markets.

Output 2.2: Payment for Environmental Services (PES) mechanisms designed and implemented with meaningful participation of Indigenous Peoples, Afro-Mexican communities, ejidos and communities

Objective: strengthen forest conservation, sustainable management and ecosystem service provision by supporting the incorporation of areas to PES schemes targeting to ejidos, communities and Indigenous and Afro-Mexican Peoples in priority forest-frontier areas to reduce risks of agricultural expansion and encroachment into forest areas.

Activity 2.2.1 Design and publication of operating rules for PES schemes: CONAFOR develops and publishes Operating Rules annually which include eligibility criteria and implementation procedures for incorporating areas under the PES scheme. Call for proposals prioritizes application from women and Indigenous and Afro-Mexican Peoples. The project will provide technical input to inform the design of Operating Rules and support targeted outreach efforts at local level.

Activity 2.2.2 Implementation of PES schemes: Selected beneficiaries will directly receive funds to implement conservation and sustainable forest management activities outlined in a Guide for Best Management Practices (GMPG). Actions under PES scheme include those related to preventing land-use change, maintaining forest cover, establishing community fire-prevention brigades, monitoring biodiversity, and conducting training workshops. Beneficiaries submit implementation reports and CONAFOR conducts in-person verification and remote monitoring. The project will strengthen technical support to beneficiaries via territorial Agents (output 3.1) and CONAFOR's verification efforts.

Output 2.3: Strengthen and harmonization of financial products to support sustainable practices in transition zones

Objective: to harmonize financial products that enable investment in sustainable practices, productive restoration and deforestation-free livestock systems.

Activity 2.3.1 Activities with government agencies to harmonize financial products: Conduct a diagnostic of existing public financing instruments, incentives, and credit schemes to identify successful experiences, gaps, and barriers to financing sustainable livestock production, productive restoration, and forest conservation. Based on this assessment, coordinate with government institutions to align and strengthen financial products that support the transition to sustainable and deforestation-free production systems.

Activity 2.3.2 Activities with civil society and private funds to harmonize financial products: Conduct a diagnostic of existing financial mechanisms, private funds, blended-finance initiatives, and civil society-led financing schemes that support sustainable production and forest conservation. Based on this assessment, engage private financial institutions, funds, and civil society organizations through technical consultation and coordination to strengthen, align, and expand access to financial products tailored to the needs of small and medium-scale producers adopting sustainable and deforestation-free production systems. NAFIN will play an advisory and catalytic role in this process, contributing to the design and promotion of sustainable financing mechanisms for forest-compatible livestock systems. Through this role, NAFIN will help facilitate dialogue with relevant financial-sector actors and connect the project's technical work with existing public and private financing mechanisms. This activity does not provide financing or financial instruments and does not involve financial intermediation.

Outcome 3. Improved inclusive territorial governance and coordinated landscape management for forest conservation, productive restoration and women's leadership.

Output 3.1: Territorial agents strengthened in sustainable management and territorial planning

Objective: support the engagement of local institutions and organizations (as territorial agents) with a strong territorial presence and demonstrated technical capacities to support landscape governance and the implementation of project activities at the local level.

Activity 3.1.1 Design and publication of operating rules for territorial management by Technical Agents: In coordination with CONAFOR, define the profile, functions, eligibility criteria, and operational procedures for Territorial Agents, including requirements related to territorial presence, technical experience, facilitation capacities, and experience working with rural communities and Indigenous Peoples. Based on these criteria, identify potential local organizations and institutions in the project states and develop a call for proposals to select Territorial Agents that will support project implementation, territorial planning, and stakeholder coordination.

Activity 3.1.2 Implementation of activities by technical agents to support territorial management and planning: Support the operation of selected territorial agents in each project state. Their role includes facilitating stakeholder coordination, supporting engagement with ejidos, communities and producers, strengthening local governance processes, promoting alignment among actors operating in the landscape, and assisting in the implementation and monitoring of project interventions.

Output 3.2: Women's participation and leadership in sustainable landscape management strengthened through productive and income-generating initiatives.

Objective: promote entrepreneurship and strengthen project ideas led by women and young people, adding value to forest raw materials (e.g. carpentry, charcoal production, cosmetics, medicinal plants, handicrafts using fibres and palm, nurseries for restoration activities, ornamental plants, resin).

Activity 3.2.1 Design and publication of operating rules for productive projects by women: CONAFOR develops and publishes Operating Rules annually which include eligibility criteria and implementation procedures for productive projects for women. Call for proposals targets women from ejidos and communities, women's forest enterprises, and organized women groups, and prioritizes application from young, Indigenous, and Afro-Mexican women. The project will provide technical input to inform the design of Operating Rules and support targeted and gender-appropriate outreach efforts at local level.

Activity 3.2.2 Implementation of productive projects by women: Provide financing (non-reimbursable public financial incentive), technical assistance and capacity development for women-led groups and enterprises to design and implement productive projects linked to forests, sustainable livelihoods and natural resource management, including a forest project incubator for women modality⁷. Beneficiaries submit implementation reports and CONAFOR conducts in-person verification and remote monitoring. The project will provide targeted technical support via ECAs (output 1.1) and territorial Agents (output 3.1), and will support CONAFOR's verification efforts.

Outcome 4. Enhanced institutional capacities, coordination and monitoring systems to sustain REDD+ implementation and climate-resilient landscape management.

Output 4.1: Strengthened capacities of institutions, territorial actors and technical staff to support sustainable silvopastoral systems and project formulation

Objective: strengthen the technical and operational capacities of institutions, territorial actors and technical staff to support silvopastoral systems, productive restoration and project formulation.

Activity 4.1.1 Assessment and strengthening of institutional capacities to support sustainable silvopastoral systems: Conduct institutional capacity assessments at different levels, including of state and field personnel working directly with project beneficiaries. The assessment will identify gaps and opportunities to strengthen technical assistance services, implementation support, monitoring and reporting systems, and the integration of gender equality and social inclusion considerations. Based on the findings, targeted capacity-strengthening measures and methodologies will be designed accordingly.

Activity 4.1.2 Capacity development of staff in selected institutions: Deliver training, technical assistance, and ongoing accompaniment to public institutions, Territorial Agents, and technical personnel involved in project implementation. Technical training and mentoring will be provided throughout implementation to strengthen capacities related to silvopastoral systems, productive restoration, monitoring, and project implementation. Also capacity-building activities will also cover topics such as human rights, Indigenous Peoples' rights, culturally appropriate engagement,

⁷ The forest project incubator is a technical assistance and capacity-building mechanism. It supports eligible women-led groups and enterprises in developing project concepts, technical and business plans, safeguards documentation, organizational and financial management capacities, and market and financing readiness through mentoring and specialized support. It does not provide loans, guarantees, equity, or other financial instruments, nor does it act as a financial intermediary.

gender equality, social inclusion, stakeholder participation, grievance mechanisms, and environmental and social safeguards, guided by the project's ESMP, GAP, SEP, IPP to be finalized during the inception phase.

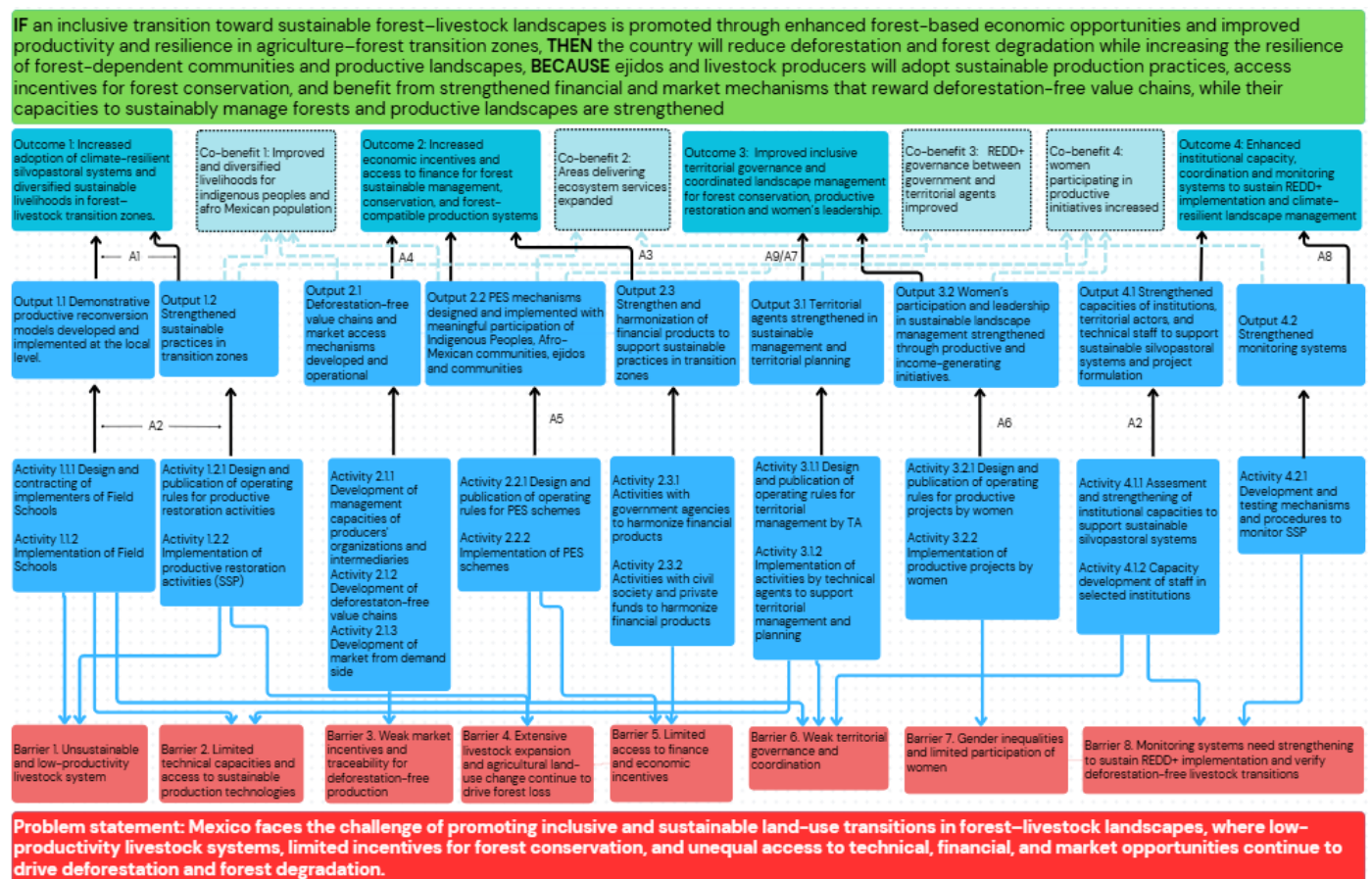
Output 4.2: Strengthened monitoring systems

Objective: The project will also strengthen monitoring systems to track land-cover change, restoration, grazing plans, forage production, livestock carrying capacity, land clearing, agricultural fires, traceability of deforestation-free production and greenhouse-gas emissions linked to project-supported practices.

Activity 4.2.1 Development and testing mechanisms and procedures to monitor SSP: Review and assess existing monitoring systems and institutional arrangements, identify the most suitable platforms and methodologies for monitoring silvopastoral systems, and strengthen institutional and operational capacities to implement monitoring of sustainable livestock practices, restoration activities and associated environmental outcomes.

The pathway assumes producer uptake, effective technical assistance, continued availability of incentives and finance, market interest in deforestation-free products, participation by ejidos, communities and women, sustained institutional coordination, effective use of monitoring systems, and conducive political and security conditions.

Theory of change



Assumptions:

- A1. Producers adopt sustainable production and restoration practices.
- A2. Extension and training mechanisms drive behavioral change.
- A3. Financing for sustainable production remains available.
- A4. Market incentives support sustainable and deforestation-free production.
- A5. Communities and landowners participate in restoration and PES initiatives.
- A6. Women have the interest and ability to participate. in productive, leadership, and governance processes.
- A7. Stakeholders maintain collaboration and coordination.
- A8. Monitoring and traceability systems are effectively used.

Expected Contributions (Impact Metrics)

The expected contributions of Mexico's RBP project and their associated impact metrics are included in Table 2 below. See

Table 2. Mexico's RBP Project expected contribution and metrics

Indicator	Target
tCO ₂ e reduced (2027–2032)	262,801tCO ₂ -eq
Number of direct and indirect beneficiaries reached by eligible project-supported interventions	33,720 (30% women) ⁸ (Direct: 26,840; Indirect: 6,880).
Number of production units supported for productive transformation / implementation of SSP	1600
Percentage of direct beneficiaries participating on-the-ground grant activities are Indigenous Peoples or Afro-Mexican population	at least 25%
Number of productive projects led by women	120
Number of women participating in productive initiatives	1,200
Number of field schools implemented	1,200
Number of participants involved in field schools disaggregated by sex, Indigenous self-identification and Afro-Mexican self-identification	12,000 ⁹
Number of Territorial Agents supported to implement landscape approach	25
Ha supported with PES	205,000 ha
Number of beneficiaries disaggregated by sex, Indigenous self-identification and Afro-Mexican self-identification adopting innovations that strengthen climate change resilience (PES)	20,000

Alignment with the Paris Agreement and REDD+ Framework

This proposal is aligned with current [NDC](#) which establishes as mitigation measures 7.1.4 *Encourage deforestation-free agricultural and livestock production through the adoption of best operating and engineering practices, strengthening regulations, monitoring of forest lands, certification, labeling, and promotion of sustainable products and supply chains*, and 7.4.4. *Promote technical assistance programs for the implementation of agroforestry and silvopastoral systems, promoting sustainable productivity and landscape resilience*. Moreover, the objective is also aligned with [Mexico's National REDD+ Strategy](#) (ENAREDD+), which identifies livestock as one of the main drivers of deforestation and forest degradation, and silvopastoral systems as a mechanism to address it; the ENAREDD+ also mandates the identification of financial instruments to invest in practices that reduce deforestation and forest degradation. This proposal builds directly on Mexico's national REDD+ strategy, Warsaw Framework elements, and previous REDD+ readiness and results-reporting processes.

⁸ See explanation of the indicator in section G1, under notes of Core 2: Direct and indirect beneficiaries reached.

⁹ To avoid double counting across ECAs, approximately 43 percent (5120 participants) of ECA participants at project completion are assumed, for ex-ante target-setting purposes, to be additional unique beneficiaries who do not also receive productive, income-generating or resilience-related project support.

It contributes to the UNFCCC Warsaw Framework for REDD+ by reinvesting verified emission reductions into activities that address key drivers of deforestation. The proposal is also in line with the Paris Agreement, the Koronivia joint work on agriculture, and the Sharm el-Sheikh joint work on implementation of climate action on agriculture.

The program upholds the Cancún Safeguards, particularly by:

- Ensuring full participation of Indigenous Peoples, ejidos, and local communities, with PES structured at the collective level, and the rest of actions articulated to it.
- Promoting equity, transparency, and local governance, including gender equity, through participatory land-use planning and accountable MRV.
- Integrating environmental and social safeguards through the established systems of FAO and REDD Safeguards arrangements led by CONAFOR as national focal point.

Consistency with GCF Strategic Plan (2024–2027)

The proposed reinvestment aligns with the GCF's updated Strategic Plan by:

- Delivering a high-impact, nationally owned climate solution, embedded in public policy reform directed to support a paradigm shift in the country.
- Addressing multiple GCF result areas: Forests and Land Use (75%) and Most vulnerable people and communities (25%).
- Scaling nature-based solutions with economic co-benefits and strong private sector engagement generating measurable results in mitigation and adaptation to climate change.
- Advancing financial innovation through blended mechanisms and enhanced access to credit for sustainability-aligned investments.
- Contributing to Just Transitions, particularly in rural areas with high poverty and environmental vulnerability.
- Contributing to Target 5 by ensuring conservation and restoration of forest lands bringing under improved climate-resilient management 205,000 hectares through PES.

Table 3 below provides an overview of Mexico's RBP proposal against GCF's investment criteria. Annex 12 to this proposal, includes a more detailed description of compliance with GCF criteria.

Table 3. Compliance of Mexico's RBP project with GCF investment criteria

Criterion		Description
Impact potential		This project will contribute to the goals of Mexico's NDCs in terms of mitigation by reducing emissions linked to the agriculture, forestry, and other land use sector (AFOLU). The project will contribute to Mexico's 2030 targets under NDC 3.0, including mitigation action 7.1.1 on reducing deforestation and promoting sustainable land-use transition. The mitigation impact of project activities against a hypothetical reference scenario, including methane, has been estimated using NEXT (Nationally Determined Contribution Expert Tool). The cumulative mitigation potential by the end of the implementation (end of 2032) is 262,801 tCO ₂ -eq (8 of which correspond to reduction of enteric fermentation through better feed practices), and by 20 years after the end of the implementation (end of 2052) is 2,047,070 tCO ₂ -eq (see appendix 4 of annex 12 for the NEXT report)
Paradigm potential	shift	The reinvestment of REDD+ proceeds can catalyze a shift from extensive deforestation-linked cattle production toward scalable, low-emission and climate-resilient livestock–forest landscapes by combining silvopastoral systems, productive restoration, PES, finance, traceability, MRV and field learning. Anchored in CONAFOR, SADER, and local governance, the project will strengthen enabling conditions, policy coherence and support replication beyond priority states, while supporting Mexico's NDC 3.0 objectives on resilient productive systems and ecosystem conservation.
Sustainable development potential		The project will deliver sustainable development benefits by conserving forests, restoring degraded pastures, strengthening biodiversity and hydrological services, and reducing pressure on forest ecosystems. It will also support resilient rural livelihoods, sustainable finance, deforestation-free value chains and improved market access for producers, while

Needs of the recipient	promoting equitable participation and gender-sensitive benefits for women, ejidos, Indigenous Peoples and local communities, in line with Mexico's NDC 3.0 priorities on adaptation, just transition and transversal climate policy.
Country ownership	Despite being among the 15 largest economies in the world and the second largest economy in Latin America and the Caribbean, and having strong macroeconomic institutions, Mexico has underperformed in terms of growth, inclusion and poverty reduction compared to similar countries over the last three decades. Average economic growth per year between 1980 and 2018 was low at around 2%, limiting progress relative to high income economies. After contracting by 8.2% in 2020, Mexico's economy grew by 4.8% in 2021
Efficiency and effectiveness	This project has been developed in collaboration with multiple institutions and stakeholders under the lead of CONAFOR and the guidance of the NDA, the Mexican Ministry of Finance and Public Credit (SHCP) and SADER. FAO has supported the drafting of this project that has involved a participatory, consultative, and multi-sectoral planning process. The project has been designed considering lessons learned from other projects and similar experiences from CONAFOR and other initiatives which have provided with information about the best alternatives to adequately finance the efforts to address the drivers of deforestation and forest degradation in dry forests, and transform the relationship between conservation and livestock sector, while attracting additional funding.

B.3. Description of how the reinvestment of the proceeds is designed to deliver non-carbon benefits beyond the Cancún Safeguards (max. 1000 words, approximately 2 pages)

Mexico's RBP proposal is design to generate non-carbon benefits (NCBs) beyond the Cancun Safeguards. The proposal aims to support a model that not only ensures conservation, but also strengthens long-term rural livelihoods, territorial governance, and ecosystem services beyond safeguard compliance requirements. The non-carbon benefits claimed under this section are distinct from those compliance obligations and consist of additional, measurable environmental, social and governance benefits generated through the reinvestment of RBP proceeds. Through the implementation of this model in key interventions areas, the RBP proposal is targeting the following social, governance, and environmental NCBs:

Social

- Improved and diversified livelihoods for indigenous peoples and Afro Mexican population

The development of productive activities around the sustainable management and conservation of natural resources is one of the strategies promoted by the RBP proposal through the implementation of silvopastoral systems (Output 1.2), payments for environmental services (Output 2.2), and women's participation in productive and income-generating initiatives (Output 3.2). This benefit has been integrated into the project design because, in line with the objectives of ENAREDD+, the core of the RBP proposal is to protect and sustainably manage forests while promoting coordinated interventions that generate income and sustain rural livelihoods. The RBP proposal promotes long-term economic alternatives linked to sustainable forest management in areas facing high pressure from livestock expansion, thereby addressing structural drivers of deforestation while strengthening local resilience and livelihood diversification particularly of indigenous peoples and Afro Mexican population.

This NCB is aligned with Cancun Safeguards (f) on actions to address the risk of reversals and (g) on actions to reduce displacement of emissions. Investments in Outputs 1.2, 2.2, and 3.2 will promote job creation and increased income derived from RBP activities, thereby supporting the permanence of emission reductions and the sustainability of these models in the long term. These actions will foster low-carbon economic systems and provide economic and environmental tools to Indigenous Peoples or Afro-Mexican groups facing the impacts of climate change. Additionally, investments in livelihood support enabled by RBP in forest areas at risk of livestock expansion will contribute to reducing the risk of emissions displacement. Therefore, the additional benefit is actual access to economic opportunities through PES, SSP/productive restoration, and other productive support that can strengthen income and resilience.

This benefit will be monitored and reported annually as part of the Project's results framework. The indicator to track this NCB will be: *"Percentage of direct beneficiaries participating on-the-ground grant activities are Indigenous Peoples or Afro-Mexican population disaggregated by sex"*. This indicator quantifies percentage of indigenous peoples and Afro Mexican population in ejidos, communities, and small landowners who receive support from CONAFOR for forest conservation practices (PES), productive activities linked to sustainable management (silvopastoral systems) and women lead productive projects.

- Delivery of benefits in terms of gender equality, including the promotion of productive activities led by women and the development of gender-responsive technical assistance and skills development schemes.

By design, the RBP proposal seeks to support resilient rural livelihoods, sustainable finance, and deforestation-free value chains, with particular attention to promoting equitable participation and gender-responsive benefits for women. The project will encourage meaningful participation of women through targeted actions and affirmative measures, supported by adequate capacity development. While CONAFOR's programs already include provisions to promote gender inclusion, the RBP proposal goes further by incorporating a dedicated output (3.2) specifically designed to strengthen women-led productive activities and improve women's access to technical assistance, capacity development, and financial benefits derived from RBP reinvestment.

This NCB is aligned with Cancun Safeguard (d) on the full and effective participation of relevant stakeholders in REDD+ actions, as the RBP proposal includes specific activities targeting key beneficiary groups, including women to ensure their meaningful participation and equitable access to project benefits. In addition, the proposal integrates a gender inclusive approach to ensure that capacity building and skills development initiatives supported by RBP are accessible and responsive to women's needs.

This benefit will be monitored and reported annually as part of the Project's results framework. The indicators to track this NCB will be: *"Number of women participating in productive initiatives due to RBP support through accessing PES schemes, incentives for the implementation of silvopastoral systems, or RBP project-supported technical assistance, compared to baseline conditions."* This indicator quantifies women beneficiaries in ejidos, communities, and small landowners receiving support from CONAFOR and FAO for both productive activities (particularly under Output 3.2) and the development of technical capacities and skills. The second indicator is: *"Percentage of RBP project supported technical assistance and training schemes that incorporate gender responsive criteria, participation targets, and sex disaggregated monitoring."* This indicator quantifies training courses, workshops, and capacity building mechanisms supported by RBP proceeds that are designed and implemented following gender responsive criteria.

Governance

- Delivery of benefits in terms of improved territorial and landscape level governance

The RBP proposal aims to strengthen REDD+ governance by enhancing coordination between agriculture and forestry sector institutions, as well as between federal and state governments, to address the main drivers of deforestation and forest degradation in dry forest areas. At the territorial level, a key coordination mechanism of the proposal—building on and going beyond existing institutional mechanisms—is the engagement of territorial agents (local public institutions or civil society organizations) that directly support ejidos, communities, and small landowners in implementing activities on the ground (Output 3.1). These territorial agents operate at the landscape level, with knowledge of ongoing initiatives from different sectors and the ability to engage with a wide range of local stakeholders. Strengthening their capacities and providing them with the necessary tools is expected to drive a governance shift, enabling more effective and coordinated implementation by RBP reinvestment. This approach goes beyond existing safeguard requirements by creating durable territorial coordination mechanisms that strengthen cross-sector governance and improve local participation in land-use decision-making processes.

This NCB is aligned with Cancun Safeguard (b) on transparent and effective national forest governance as the RBP project will strengthen territorial agents' capacities, leveraging their landscape-level presence and connections with local stakeholders, and this is expected to enable a shift toward more effective and coordinated governance, improving on-the-ground implementation of the RBP reinvestment.

This benefit will be monitored and reported annually as part of the Project's results framework. The indicator to track this NCB will be: *"Coordination mechanisms in place between government and territorial agents (public institutions and/or civil society organizations) to improve governance for REDD+ (number of agreements signed)"*. This indicator

will measure the number of formal mechanisms established through formalized coordination agreements between CONAFOR and territorial agents in each of the participating states. These agreements will act as the formal framework to advance sustainable forest and livestock management outcomes during and beyond the RBP project.

Environmental

- Delivery of benefits in terms of ecosystem-service and biodiversity.

A key mechanism promoted by the RBP proposal to support sustained forest conservation and enhance the value of forest ecosystems is the Payment for Environmental Services (PES) scheme (Output 2.2). CONAFOR's PES program is designed not only to compensate ejidos and communities for maintaining forest cover, but also to promote activities such as restoration, soil conservation, pest and fire management, and monitoring, thereby contributing to biodiversity conservation and habitat protection. The RBP proposal will expand PES mechanisms into new priority forest areas where these schemes have not previously been implemented, strengthening long-term ecosystem service provision, biodiversity conservation, and the financial sustainability of forest conservation efforts.

This NCB is aligned with Cancun Safeguard (e) on the conservation of natural forests and biological diversity as the RBP proposal will promote long-term financial and institutional mechanisms for promoting the delivery of forests' ecosystem services through implementing PES schemes in new areas.

This benefit will be monitored and reported annually as part of the Project's results framework. The indicators to track this NCB will be: *"New areas under payment for environmental services (PES) mechanisms due to RBP project support (number of hectares) delivering ecosystem services"*. This indicator will measure the area newly incorporated into CONAFOR's Payment for Environmental Services (PES) program. The second indicator is "percentage of ejidos/communities receiving PES that implement biodiversity monitoring in their territories" and it will measure the beneficiaries applying the CONAFOR's framework for biodiversity monitoring at local level. The project will expand PES to 205,000 ha and aims for 50% of PES-supported ejidos/communities to implement biodiversity monitoring. These are affirmative environmental benefits beyond simply avoiding harm or respecting safeguards.

The proposed NCBs are embedded within the long-term implementation framework of CONAFOR and aligned with ENAREDD+ objectives, ensuring that benefits generated through RBP reinvestment can be sustained beyond the duration of the project. Beyond meeting Cancun Safeguards requirements, the proposal seeks to generate durable environmental, social, and governance benefits through strengthened territorial governance, expanded PES schemes, livelihood diversification, and gender-responsive approaches that reinforce the permanence of emission reductions while improving resilience and well-being among forest-dependent communities. Monitoring of these benefits will be integrated into the Project's results framework and annual reporting processes. The project-attributable baseline will recognize that, prior to implementation, there are zero beneficiaries or areas receiving support attributable to this specific GCF RBP reinvestment. The number and profile of participating Indigenous Peoples, Afro-Mexican populations and communities will be established during inception once specific sites and beneficiaries are selected.

B.4. Implementation arrangements for reinvestment of proceeds (max. 1500 words, approximately 3 pages plus diagrams)

Organisational structures and implementation arrangements

The Government of Mexico, through CONAFOR -Mexico's focal point for REDD+, has requested FAO's technical and overall assistance for the design and implementation of the REDD+ Results-Based Payments funding proposal. The following governance mechanisms for project execution, coordination and oversight have been agreed between CONAFOR and SADER, in close coordination FAO as the Accredited Entity. The proposal development process also involved the Ministry of Environment and Natural Resources (SEMARNAT) and the Ministry of Finance and Public Credit (SHCP), which serves as Mexico's National Designated Authority (NDA) to the GCF.

Accredited Entity

FAO will serve as the Accredited Entity (AE) for this project. As such, FAO will be responsible for the overall management of the project, including (i) oversight of project appraisal, (ii) administrative, financial and technical management, oversight and supervision throughout project implementation; (iii) ensuring funds are effectively used to deliver results and achieve objectives; (iv) ensuring the quality of project monitoring, as well as the timeliness and quality of reporting to the GCF; and (v) project evaluation and closure. FAO will ensure these responsibilities in accordance with the detailed provisions outlined in the Accreditation Master Agreement (AMA) between FAO and GCF.

FAO's role as AE will be attributed to the relevant offices and divisions in FAO Headquarters located in Rome, Italy (HQ), Regional/Sub-Regional Office and the Country Representation Office for Mexico (FAO-MX).

In order to fulfil the AE functions, FAO will set up a dedicated Project Task Force (PTF) in line with FAO project cycle guidelines. The PTF will be composed by the Budget Holder (BH), the Lead Technical Officer (LTO), Funding Liaison Officer (FLO), HQ Technical Officer, and other officers, as appropriate. The PTF will remain independent from the Executing Entity functions also performed by FAO. In line with the GCF policy on fees adopted through GCF Board Decision B.19/09, the above-mentioned segregation of responsibilities within FAO will ensure that the Organization can independently and effectively perform the AE functions listed in the GCF General Principles and indicative list of eligible costs covered under GCF fees and project management costs.

Executing Entity

The project will be executed by FAO, acting through its Representation in Mexico (FAOMX), and the CONAFOR, to deliver project activities financed through GCF proceeds.

There is a clear advantage in jointly executing the project with CONAFOR, as this approach will leverage complementary skills, capacities, and expertise to achieve the desired results. It will also enhance the sustainability of project outcomes and support the continuous strengthening of CONAFOR's institutional capacity to implement, coordinate, and monitor climate and environmental policies and programmes.

In its role as Executing Entity, FAO-MX will be responsible for day-to-day project implementation, including operational planning, procurement, financial administration, coordination with national counterparts. FAO-MX will implement directly the activities assigned to FAO through the provision of goods, services, technical assistance, and project management support in compliance with FAO rules and procedures, implementation supervision, consolidation of technical and financial information, and reporting to the Accredited Entity function within FAO.

FAO-MX is directly responsible for the execution of Outputs 1.1, 2.1, 2.3, 4.1 and 4.2. FAO will provide technical support for the design and implementation of ground interventions as well to strengthen capacities of the counterpart and key stakeholders and beneficiaries, at different levels. Similarly, FAO will ensure full compliance with FAO's Framework for Environmental and Social Management (FESM) at all times. Main areas of technical support will encompass integrated land-use planning, sustainable forest management, community-based forestry, restoration, forest and land governance in support of strategic national land-use and land-cover plans, enhancement of practices on forest management, sustainable rural development and environmental and social safeguards. Furthermore, FAO expertise in REDD+, climate change mitigation, forest monitoring and MRV will be key areas of technical support within the framework.

CONAFOR will be responsible for the implementation of Outputs 1.2, 2.2, 3.1 and 3.2. CONAFOR is the best-fit partner based on its mandate, technical expertise, operational capacity, and central role in achieving the project results. CONAFOR also brings long-standing experience as Mexico's REDD+ focal institution and as the lead federal agency for large-scale forestry programmes, including payment for ecosystem services, restoration, sustainable forest management and community-based forest governance. As the federal institution responsible for implementing forest policy in Mexico, and with extensive experience implementing payment for ecosystem services and community-based climate resilience initiatives across the country, CONAFOR brings valuable expertise in managing development projects and ensuring effective delivery of forest and climate actions. CONAFOR is a leading institution in Mexico, with established systems for fiduciary management, environmental and social safeguards, and community engagement, and will support implementation of the project in accordance with the requirements of the AMA and FAA. CONAFOR will be responsible for delivering the agreed activities and outputs, as well as for managing the resources transferred by FAO, in accordance with FAO rules and procedures. A clear division of roles as EEs is described in Table 4.

Table 4. Mexico's RBP project structure with outcomes, outputs and responsible institutions

Outcome	Output	Executing Entity
Outcome 1. Increased adoption of climate-resilient silvopastoral systems and diversified sustainable livelihoods in forest-livestock transition zones	Output 1.1.	FAO
	Demonstrative productive reconversion models developed and implemented at the local level.	
	Output 1.2.	CONAFOR
	Strengthened sustainable practices in transition zones	

Outcome 2. Increased economic incentives and access to finance for forest sustainable management, conservation, and forest-compatible production systems	Output 2.1.	FAO
	Deforestation-free value chains and market access mechanisms developed and operational	
	Output 2.2.	CONAFOR
Outcome 3. Improved inclusive territorial governance and coordinated landscape management for forest conservation, productive restoration and women's leadership.	Payment for Environmental Services (PES) mechanisms designed and implemented with meaningful participation of Indigenous Peoples, Afro-Mexican communities, ejidos and communities	
	Output 2.3	FAO
	Strengthen and harmonization of financial products to support sustainable practices in transition zones	
Outcome 4. Enhanced institutional capacity, coordination and monitoring systems to sustain REDD+ implementation and climate-resilient landscape management	Output 3.1	CONAFOR
	Territorial agents strengthened in sustainable management and territorial planning	
	Output 3.2	CONAFOR
	Women's participation and leadership in sustainable landscape management strengthened through productive and income-generating initiatives.	
	Output 4.1	FAO
	Strengthened capacities of institutions, territorial actors and technical staff to support sustainable silvopastoral systems and project formulation	
	Output 4.2.	FAO
	Strengthened monitoring systems	

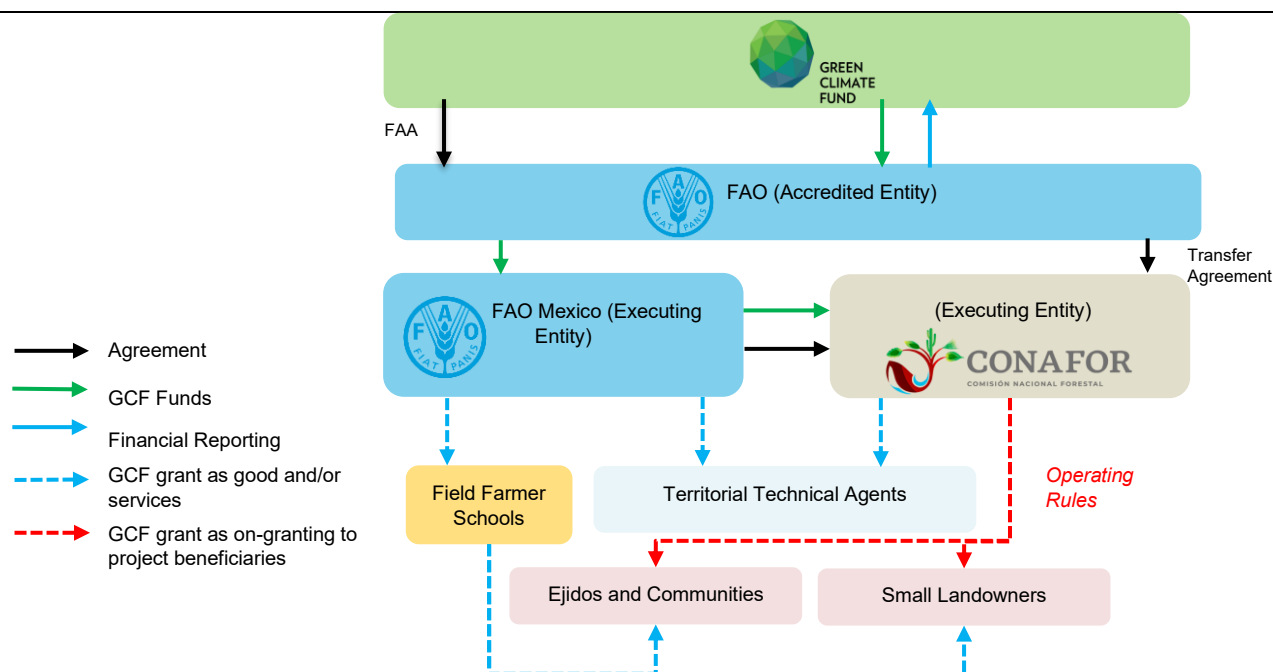
Flow of funds structure

In line with the project implementation arrangements outlined above, GCF proceeds received by FAO in its capacity of Accredited Entity will flow to the Executing Entities, namely FAO-MX and CONAFOR for the implementation of the project activities. The provisions regarding CONAFOR responsibilities as EE, together with all financial details, will be included in the Transfer Agreement, which will also serve as subsidiary agreement, to be signed between FAO and the Government of Mexico acting through CONAFOR.

Where relevant, CONAFOR may channel support to final beneficiaries, including through Payment for Environmental Services (PES) and other eligible mechanisms for productive restoration, in accordance with the applicable Operating Rules (RoP) and relevant FAO procedures. Figure 3 illustrates the flow of funds structure described.

While the project has identified priority intervention geographies at the state and municipality level, specific implementation sites and beneficiaries will be selected during implementation through the applicable operating rules, calls for proposals and implementation instruments. Site selection will prioritize forest–livestock transition zones and deforestation-risk landscapes. Selection criteria will include deforestation and degradation risk, relevance to extensive livestock drivers, potential for productive restoration and silvopastoral or agrosilvopastoral systems, feasibility of PES or deforestation-free value-chain development, willingness and eligibility of producers, ejidos, communities and women's groups, and compliance with the project ESMF and exclusion list.

Figure 2. Flow of funds structure for Mexico's RBP project



Leverage funding

Project's activities will be implemented in a complex environment of different initiatives and investments from federal and state governments as well as international cooperation in the selected states. The National Forestry Commission (CONAFOR) will provide its institutional capacity (personnel, infrastructure) to operate Outputs 1.2 2.2, 3.1 and 3.2. CONAFOR, SADER and the States' Governments invest in sustainable forest management, forest conservation and restoration, and sustainable productive practices in the intervention states. International cooperation is also present in the territories or with similar thematic scope, including GEF funded projects [Mexico's first national policy for deforestation-free and low-emission: transforming the livestock sector](#); [Food systems, indigenous peoples and biodiversity](#), [Ecosystem restoration and sustainable livelihoods in the Biocultural Corridor of the Central West of Mexico \(COBIOCOM\)](#), [ORIGEN: Restoring Watersheds for Ecosystems and Communities](#), among others. Table 5 describes the complementarity of these GEF-funded projects with the proposed RBP project.

Table 5. Relevant GEF-funded projects and its complementarity with RBP proposal

Project name	Total amount (Grant+Cofinance) Million USD	Complementarity with RBP Project
Mexico's first national policy for deforestation-free and low-emission: transforming the livestock sector	72.2	To strengthen policy coherence across sectors, levels of government, and the private sector by developing and implementing Mexico's first deforestation-free and low-emission livestock policy, aligning national and subnational planning, public incentives, and private investment.
Ecosystem restoration and sustainable livelihoods in the Biocultural Corridor of the Central West of Mexico (COBIOCOM)	261.7	This project is intended to restore degraded landscapes in the Biocultural Corridor of the Central West of Mexico through integrated landscape management, sustainable productive activities, multi-level governance and innovative financing.
ORIGEN: Restoring Watersheds for Ecosystems and Communities	159.5	Restoring degraded landscapes with an integrated watershed approach, strengthening planning, promoting local restoration actions and mobilizing funding.
Promoting sustainability in the agave-mezcal value chain through restoration and	36.4	Sustainable practices in the agave-mezcal value chain in the Oaxaca Mezcal Region through an integrated landscape management approach that privileges non-

integrated management of biocultural landscapes in Oaxaca		monoculture cultivation, species protection and the maintenance of ecosystems services.
Food systems, indigenous peoples and biodiversity	22.6	To strengthen Mexican indigenous food systems by ensuring their sustainability, resilience and contribution to the sustainable use and conservation of biodiversity
Basin Approach for Livelihood Sustainability through Adaptation Strategies (BALSAS)	91	Transform rural development incentives by emphasising the conservation of forest resources and strengthening of local institutions and capacities, prioritizing bottom-up decision-making and value chain development

Governance structure

A Project Steering Committee (PSC) will be established as the highest level of project governance to guide overall project implementation and ensure inter-institutional coordination. The PSC will be chaired by CONAFOR and include the participation of the Secretariat of Agriculture and Rural Development (SADER), Secretariat of Environment and Natural Resources (SEMARNAT), FAOMX, and the Ministry of Finance and Public Credit. The composition of the PSC will ensure adequate women's representation and gender expertise through the inclusion of a designated Gender Focal Point from CONAFOR and the Gender Equity and Social Inclusion (GESI) Specialist from the PMU, who will serve as a technical advisor. This arrangement will help ensure that gender considerations are systematically integrated into all strategic decisions, oversight functions, and project implementation processes. The Project Management Unit (PMU) will act as secretariat of the Project Steering Committee. The mandate of the Steering Committee will include:

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Address project issues as raised by the project manager;
- Provide guidance on project risks, and agree on possible countermeasures and management actions to address specific risks;
- Agree on project manager's tolerances as required;
- Analyse and discuss the development of the Project activities and recommend changes as required based on project monitoring and evaluation processes and products, in line with FAO policies;
- Discuss and approve the Annual Work Plans ensuring that required resources are committed;
- Appraise the annual project implementation report, including the quality assessment rating report;
- Make recommendations for the work plan;
- Provide ad hoc direction and advice for exceptional situations when the project manager's tolerances are exceeded;
- Discuss and approve the Progress Reports and Final Report of the Project;
- Analyse Project achievements and assure these are used for performance improvement, accountability and learning; and
- Settle controversies arbitrating any conflicts within the project or negotiating solutions to any problems with external bodies.

A Project Management Unit (PMU) will be established within FAO-MX, as Executing Entity, to support the day-to-day management and implementation of the project. The PMU will serve as the project's technical and administrative management unit and will be composed of personnel recruited directly by FAOMX. While institutionally anchored in FAOMX, selected PMU personnel may be based in CONAFOR offices in order to facilitate day-to-day coordination, liaison and technical follow-up with CONAFOR and other relevant counterparts. Such personnel will remain part of the PMU and under the authority, management, and supervision of FAOMX. Ensuring alignment between FAO's and CONAFOR's operating procedures, the PMU will be responsible for overall project coordination, administration, planning, budgeting, procurement support, monitoring, safeguards follow-up, reporting, knowledge management, and secretariat support to the PSC, in accordance with the guidance and decisions of the PSC and the approved annual work plans and budgets (AWPBs). FAOMX will provide overall administrative and programmatic support to the PMU.

The Lead Technical Officer (LTO) at FAO HQ will provide technical oversight and guidance to ensure the quality and compliance of project implementation, while overall coordination and day-to-day management of the PMU will be led by FAOMX. The PMU will include the following personnel: (i) Project coordinator, (ii) Administrative and Finance assistant, (iii) Operations and Finance assistant, (iv) Procurement assistant, (v) Communications and knowledge management specialist, (vi) Administrative assistant, (vii) Environmental and Social Safeguards specialist, (viii) Gender Equity and Social Inclusion specialist, (ix) Monitoring and Evaluation specialist.

The PMU will operate under FAO rules and procedures and will coordinate closely with CONAFOR through regular technical meetings and joint planning sessions. The responsibilities of the PMU include:

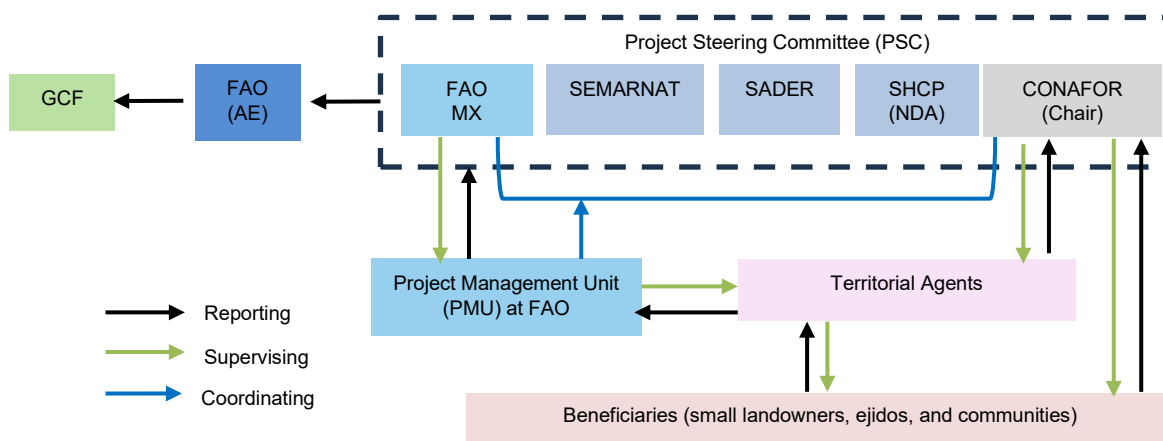
- Discuss, monitor, and promote best possible synchronization of implementation between the Executing Entities.
- Be responsible for day-to-day project management and regular monitoring of project results and risks • Prepare Annual Work Plans and Budgets for review and approval
- Ensure that budgets and work plans are on track and monitor project progress
- Identify and resolve bottlenecks and implementation challenges relevant on project level
- Monitor adherence to environmental, social and fiduciary safeguards;
- Monitor implementation of the Project's Environmental and Social Management Plan (ESMP) and Gender Action Plan (GAP), and steer review of these plans if needed
- Identify issues required to be brought to the attention of the steering committee and/or political decision makers
- Provide information exchange and synergies between project components
- Draft terms of reference and support recruitment of specialists • Monitor indicators to assess results at outcome, output and activity levels
- Draft technical and financial reports as needed
- Prepare budget revisions and extensions if needed
- Develop communication and knowledge-sharing materials as needed to ensure visibility of the project
- Perform secretariat duties for the PSC and Technical Committee.

SADER will not act as an Executing Entity under the project and will not receive or manage GCF resources. Its role will be to provide technical coordination and policy alignment with relevant national agricultural and livestock programmes. In particular, the project will build on the existing ECA model promoted by SADER, strengthening and expanding its livestock and silvopastoral components. SADER will be part of the PSC, contributing to strategic guidance and inter-institutional coordination between the agriculture, livestock, forestry and climate sectors.

Territorial agents are local public institutions and/or civil society organizations operating at the landscape level with close links to ejidos, communities, and small landowners. They will act as key facilitators of RBP implementation, supporting on-the-ground activities, strengthening coordination between forestry and agricultural stakeholders, and promoting local collaboration. By leveraging their territorial presence and technical capacity, they will help improve governance, foster sustainable land-use practices, and support the long-term sustainability of REDD+ interventions. Territorial agents will be selected based on their territorial presence, technical experience, and capacity to facilitate local coordination and stakeholder engagement. They will be engaged by the relevant Executing Entity in accordance with its applicable procedures to provide technical and coordination support at the landscape level.

These governance arrangements are shown in Figure 4, as follows.

Figure 3. Governance structure for Mexico's RBP project.



B.5. Exit strategy for reinvestment of proceeds (max. 500 words, approximately 1 page)

The reinvestment of proceeds from GCF results-based payments is designed not as a standalone intervention, but as a catalytic mechanism to transform rural production systems, remove structural barriers, and institutionalize the enabling conditions required for long-term climate and development impacts beyond the project implementation period.

The exit strategy explicitly considers the federal government transition and the institutional risks associated with changes within CONAFOR and SADER, including shifting priorities, technical staff turnover, and program discontinuity. To reduce these risks, the project strengthens permanent capacities and instruments within existing institutions, including MRV systems, Farmer Field Schools, Territorial Development Agencies, and intersectoral coordination mechanisms. In addition, the proposal is strategically linked to the GEF Policy Coherence project for sustainable livestock transformation, ensuring technical and programmatic continuity during the next administration. In this way, the territorial and institutional platform developed through the project will remain operational, scalable, and functional beyond the project lifecycle.

At its core, the reinvestment strategy promotes a paradigm shift from extensive, deforestation-linked livestock systems toward integrated, higher-productivity, climate resilient and profitable models based on silvopastoral practices, territorial restoration, and forest-compatible grazing, which are adopted and promoted by livestock producers ensuring their sustainability and replicability. This paradigm shift is underpinned by three core sustainability pillars:

1. Removing Barriers to Unlock Durable Incentives

By addressing critical barriers — including degraded pasturelands, limited technical capacity, underperforming value chains, and constrained access to finance — the program creates a self-reinforcing model of rural productivity, climate resilience and environmental stewardship. Once producers improve their productive yields, diversify income and access secure, deforestation-free markets, the economic rationale for maintaining sustainable land-use practices persists beyond the period of direct support.

This is complemented through improved tenure clarity and strengthened local governance structures, particularly through ejido and community-based planning as well as through the Territorial Development Agencies. These institutions enable long-term stewardship of forest and forest-forage resources. In parallel, strengthening governance and monitoring across critical forest areas, combined with the economic incentives linked to sustainable livestock practices, will further help reduce the risk of deforestation and forest degradation displacement.

2. Embedding Change in Public Institutions and Territories

Although FAO's technical assistance is time-bound, the program intentionally channels investments through existing public programs and government structures (e.g., SADER's Escuelas de Campo, CONAFOR's productive restoration and PES programs, FIRA's financial instruments, Nacional Financiera (NAFIN) by providing financial and business development services to MSMEs, in the frame of the GEF-financed policy coherence initiative). These channels will remain operational beyond the GCF funding period, supporting long-term uptake and scale.

Moreover, the proposal supports the formalization and strengthening of Territorial Agents, which act as long-term anchors for technical assistance, coordination and knowledge dissemination among producers, local governments, and financial institutions.

3. Monitoring, Reporting, and Adaptive Continuity

A joint MRV framework led by CONAFOR, with technical support from FAO, ensures continued assessment of results and sustainability. This framework includes:

- Land use and forest cover monitoring, aligned with the National Forest Monitoring System (SNMF), including subnational-level integration;
- Forage production, grassland condition and trend
- Traceability systems for sustainable livestock and meat production (UPG-level);
- Tracking adoption of sustainable practices and implementation of grazing/management plans;
- Use of MRV results by financial institutions, to maintain performance-based incentives (e.g., preferential rates).

This MRV system will be embedded within national institutions and will remain functional beyond the project lifecycle, supporting accountability, eligibility assessments, and continued access to public and blended finance aligned with sustainability criteria.

4. Replicability and Scaling

The territorial, institutional, and financial models piloted through the reinvestment proceeds will serve as a blueprint for scaling in the same and across other states, including those not directly targeted in the initial phase. Lessons learned from this intervention will inform the broader application of the National Agreement on Forests and Livestock (to be launched in 2027). They will also inform ongoing policy coherence and scaling efforts under the GEF, as well as emerging financing opportunities linked to carbon, biodiversity and/or forest conservation, such as the Tropical Forest Forever Facility.

In summary, the program builds the policy, market, financial, and institutional architecture for long-term impact. By embedding sustainability in national systems and aligning incentives for producers, the proposal ensures that both mitigation and adaptation results outlive the duration of GCF support.

FINANCING INFORMATION						
C.1. Total financing						
Expected GCF results-based payment	Total amount			Currency		
	85.31 ¹⁰ Following the procedures of the Policy for results-based payments for REDD+, the estimation of the total amount is as follows: - Volume offered to the GCF: 12,915,671 tCO2 eq - Total score achieved 39/44 - GCF volume of ERs: 10,303,183 tCO2 eq (Volume offered of ER – 10% ER reversals discount) * (39 / 44)) - Proposed REDD-plus results-based payments (USD 8/tCO2eq): USD \$ 82,425,464.02 - Additional 3.5 per cent for use of proceeds and non-carbon elements: USD\$ 2,884,891 - Final REDD-plus results-based payments (USD 8/tCO2eq): USD \$ 85,310,356 - Set aside: USD 10,237,243			million USD (\$)		
C.2. Financing by component of the reinvestment of the proceeds						
Component	Output	Indicative cost million USD (\$)	GCF financing	Co-financing		
			Amount million USD (\$)	Amount	Financial Instrument	Name of Institutions
Inception phase		3.76	3.76	0	NA	NA
1. Increased adoption of climate-resilient silvopastoral systems and diversified sustainable livelihoods in forest–livestock transition zones.	1.1 Demonstrative productive reversion models developed and implemented at the local level.	15.02	15.02	0	NA	NA
	1.2. Strengthened sustainable practices in transition zones	17.61	17.61	0	NA	NA
2. Increased economic incentives and access to finance for forest sustainable	2.1. Deforestation-free value chains and market access mechanisms developed and operational	3.00	3.00	0	NA	NA
	Output 2.2. Payment for Environmental Services	26.41	26.41	0	NA	NA

¹⁰ See the tab Value calculation in "Annex 2 Simplified Budget Plan RBP Mexico" for the estimation of this amount from the proposed volume of achieved ERs (12,915,671 tCO₂e).

management, conservation, and forest-compatible production systems	(PES) mechanisms designed and implemented with meaningful participation of Indigenous Peoples, Afro-Mexican communities, ejidos and communities					
	Output 2.3 Strengthen and harmonization of financial products to support sustainable practices in transition zones	0.75	0.75	0	NA	NA
3. Improved inclusive territorial governance and coordinated landscape management for forest conservation and productive restoration.	3.1. Territorial agents strengthened in sustainable management and territorial planning	3.75	3.75	0	NA	NA
	3.2. Women's participation and leadership in sustainable landscape management strengthened through productive and income-generating initiatives.	2.25	2.25	0	NA	NA
4. Enhanced institutional capacity, coordination and monitoring systems to sustain REDD+ implementation and climate-resilient landscape management	4.1. Strengthened capacities of institutions, territorial actors and technical staff to support sustainable silvopastoral systems and project formulation	3.00	3.00	0	NA	NA
	4.2. Strengthened monitoring systems	2.25	2.25	0	NA	NA
Project management		7.51	7.51	0	NA	NA
Indicative total cost (USD)		85.31	85.31	0		

C.3 Capacity building and technology development/transfer (max. 250 words, approximately 0.5 page)

C.3.1 Does GCF funding finance capacity building activities?	Yes ☒ No ☐
C.3.2. Does GCF funding finance technology development/transfer?	Yes ☐ No ☒

The project will promote demonstrative and financially viable models of productive reconversion through silvopastoral and agrosilvopastoral systems, regenerative grazing practices, improved fodder production, and the restoration of degraded pasturelands, supported by technical assistance through field schools and demonstration ranches. These interventions aim to increase productivity and

resilience while reducing pressure on forests. The amount dedicated to capacity building activities are mainly in the Output 1.1.

Additionally, the project will strengthen capacities of institutions and technical staff to support silvopastoral systems, productive restoration, project formulation and implementation. It will also strengthen monitoring systems to track land-cover change, restoration, grazing plans, forage production, livestock carrying capacity, land clearing, agricultural fires and traceability of deforestation-free production. These activities are considered in Output 4.1.

ELIGIBILITY CRITERIA

This section refers to the criteria defined in paragraph 11 of the [Policy for results-based payments for REDD+](#)

D.1. UNFCCC requirements, as defined in UNFCCC Decision 9/CP.19 are in place and made publicly available on the Lima REDD+ Information Hub

(a) The national REDD+ strategy or action plan is in place and is made publicly available on the Lima REDD+ Information Hub	Link to document (s): https://redd.unfccc.int/media/estrategia-nacional-redd-2017-2030_mexico.pdf	(b) Forest reference emission levels/forest reference levels (FREL/FRL) that are applied to the period for which payments are requested has been submitted to the UNFCCC, has undergone technical assessment and are available on the Lima REDD+ Information Hub	Link to FREL/FRL: (cited as FREL) https://redd.unfccc.int/files/nref_2020_modificado_mexico_23072021_nt_20220103_clean.pdf Link to TAR: (cited as TARNREF) https://unfccc.int/sites/default/files/resource/tar2020_MEX.pdf
(c) Description of the national forest monitoring system is made publicly available on the Lima REDD+ Information Hub	Link to separate document or the description provided in the Biennial Update Report or Biennial Transparency Report (BUR/BTR) annex: https://unfccc.int/sites/default/files/resource/Mexico_3er_BUR.pdf pages 355-356 And additional information can be found in: https://redd.unfccc.int/files/nref_2020_modificado_mexico_23072021_nt_20220103_clean.pdf pages 23-29	(d) A Summary of Information (Sol) on how all the Cancun safeguards were addressed and respected, is made publicly available on the Lima REDD+ Information Hub.	Link to relevant Sol document: <i>Link to SIS/Sol: 2nd safeguards information system:</i> https://redd.unfccc.int/media/ris_ii_mexico.pdf covering the period 2017-2022

As part of future technical improvements identified in the TA of the FREL, such as several improvements included in the FREL makes it not to be fully consistent with the GHG inventory included in the second BUR. Those improvements including forest definition, and unbiased area estimation were implemented in the third BUR, making the FREL and the GHG inventory consistent.

One area of improvement difficult to address has been the assessment of partial forest degradation, especially due to lack of high and very high resolution satellite images, and the diminution of recent NFI data, thus new approaches on forest degradation assessment need to be implemented for example using forest cover change as a proxy of biomass loss, and integrating biomass maps to fulfil gaps in field data.

As part of the process to include non-CO2 gases in future reports, CONAFOR as improved the data acquisition of forests fire polygons from 2010, <https://snif.cnf.gob.mx/incendios/>, still pending to assess data associated to emissions in mangroves.

D.2 The REDD+ results, for which payments are requested, have been included in the technical annex of the country's BUR/BTR, and the technical analysis of the REDD+ technical annex has been completed and the technical report on the technical analysis published

(a) The REDD+ results, for which payments are requested, have been included in the technical annex of the country's BUR/BTR, as appropriate, and submitted to the UNFCCC	Link to the BUR/BTR technical annex: (cited as ATREDDMx) https://unfccc.int/sites/default/files/resource/Mexico_3er_BUR.pdf#page=350	(b) The technical analysis of the REDD+ technical annex has been completed and the technical report on the technical analysis is published, and the REDD+ results made available on the Lima REDD+ Information Hub	Link to the TATR: (cited as TARTA) https://unfccc.int/sites/default/files/resource/tatr1_2022_MEX.pdf
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From the areas of improvement and capacity building needs identified in the TARTA, Mexico, with support of the World Bank and FAO has been working recently in ISFL states (Chihuahua, Durango, Coahuila and Nuevo Leon), where biomass and carbon estimates are being consistently calculated across the three available INFyS cycles, ensuring that no individual plants (such as cacti, palms, or lianas) are excluded and that allometric equations are used consistently. Two estimates are being developed from these values: one using all available plots across the three cycles and comparing total carbon and annualized differences, and another comparing the carbon difference only in the plots that have been remeasured across all three cycles (2028 clusters), annualizing this difference. In addition, and for comparison, data from permanent sites in the states of Chihuahua and Durango associated with sustainable forest management have been analysed (for example, those from SIPLAFOR <http://siplafor.cnf.gob.mx/siplafor/inicio/> and MONAFOR <http://fcposgrado.ujed.mx/monafor/inicio/>) where the annual carbon capture in those areas has been estimated. All those data analysis may be used to include other REDD+ activities as conservation and enhancement of forest carbon stocks, and sustainable management of forest; this will require to be scaled up at national scale to be used in national reports.

As part of the process to include non-CO₂ gases in future reports, CONAFOR as improved the data acquisition of forests fire polygons from 2010, <https://snif.cnf.gob.mx/incendios/>, still pending to assess data associated to emissions in mangroves.

Mexico has been implementing SOP <http://file.cnf.gob.mx/sop/> in the process of GHG estimation, this allows improvements in the systematization of information and int QA7QC process.

Given the lack of availability of high and very high-resolution satellite images, and cuts in NFI, new approaches to assess forest degradation should be explored.

See Appendix 3 of Annex 12 for a full description of the capacity-building actions taken since the publication of the TARTA.

D.3. Scale (subnational programs only)

(a). Describe the spatial extent of the subnational proposal, in terms of jurisdiction(s) and/or ecosystem(s), or other clearly definable units. Provide a brief justification for the choice of this/these subnational units	NOT APPLICABLE
(b) Provide a brief account of how the subnational approach to FREL/FRL and REDD+ implementation presented in this proposal can be scaled up to the national level, and provide a reference to, and a	NOT APPLICABLE

summary of, existing plans to do so			
(c) Demonstrate that the subnational proposal contributes to the national ambition for ERs, including the NDC and national REDD+ strategy. Provide links to relevant documents where applicable.	NOT APPLICABLE		
(d) (i) Has the country previously submitted a subnational REDD+ RBP proposal to the GCF?	Yes ☐ No ☒ Number of previous FP: _____	(ii) If Yes, demonstrate that this subnational proposal represents a progression towards national scale REDD+ by adding at least one subnational political jurisdiction (e.g., states, provinces) or adding an ecosystem level (e.g., biomes, ecozones) of significant scale, compared to the previous proposal	NOT APPLICABLE
(e) Describe actions that have been taken, or are planned to be taken, to address and monitor any resulting displacement of emissions within the country.	NOT APPLICABLE		

D.4. Contribution of REDD+ results to the achievement of the country's NDC

The REDD+ results for which this Funding Proposal seeks results-based payments were achieved in 2018–2019, before 2020. Therefore, the specific wording of section D.4 of the REDD+ RBP Funding Proposal template does not apply directly to the results period covered by this proposal. However, below it is described how the achieved REDD+ results relate to the actions and targets described in Mexico's latest NDC 3.0, and how the reinvestment of proceeds will further contribute to subsequent NDC objectives in the forest and land-use sector.

The contribution of these actions is reflected in Mexico's First Biennial Transparency Report, which identifies Community Forest Management and Payment for Environmental Services as mitigation measures in the LULUCF sector. The BTR reports that the actions evaluated under this measure include: (i) reductions in emissions associated with avoided deforestation; and (ii) increases in forest carbon stocks resulting from the implementation of Payment for Environmental Services and Community Forest Management programmes. It also links these measures to targets to expand forest areas under PES and sustainable forest management, including the PRONAFOR 2014–2018 target to increase the area under PES and the ENAIPROS target to reach 7.5 million hectares into sustainable forest management by 2024.

In this context, the sustained implementation of forest programs on the ground has constituted the central element for achieving REDD+ results in Mexico. Throughout the results period, and during the broader REDD+ readiness phase, these programs were progressively strengthened and supported by key enabling conditions, including improved coordination and strengthening of institutional and governance arrangements, as well as the establishment of a robust

technical foundation. Together, these elements created the conditions necessary to support effective REDD+ implementation and the delivery of emission reduction outcomes.

The reinvestment of proceeds described in sections B.1 and B.2 will directly support the implementation of Mexico's NDC 3.0 objectives. The proposed reinvestment will address a key driver of deforestation and forest degradation by promoting sustainable livestock production and forest conservation through silvopastoral and agrosilvopastoral systems, productive restoration, Payment for Environmental Services, territorial development agencies, sustainable finance, traceability and strengthened MRV systems. The proposal focuses on forest–grassland frontiers and priority states identified as deforestation hotspots, including Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo, and Yucatán.

This approach is aligned with Mexico's latest NDC 3.0, which reinforces the role of the LULUCF sector as both the country's main carbon sink and a sector affected by emissions from deforestation, forest degradation and land-use change, particularly conversion of forest ecosystems to agricultural, livestock or urban uses. The NDC 3.0 identifies sustainable community forest management, Payment for Environmental Services and ecosystem protection as measures directed towards the fulfilment of Mexico's commitments. It also establishes the objective of promoting conservation and sustainable management schemes for forest ecosystems to achieve zero net deforestation, including through PES, voluntary conservation areas, community monitoring and related measures.

The proposed reinvestment is also consistent with NDC 3.0 measures to increase removals and resilience through restoration and landscape-level productive systems. In particular, the project will contribute to NDC mitigation measures 7.1.1 on Payments for Environmental Services; 7.1.3 on sustainable forest management and community participation; 7.1.4 on deforestation-free agricultural and livestock production; 7.3.1 on strengthening forest carbon sequestration; and 7.4.4 on technical assistance for agroforestry and silvopastoral systems. By investing RBP proceeds in sustainable livestock models, productive restoration, forest conservation incentives and traceability systems, the proposal will contribute to the continuity and scaling-up of these NDC measures, while also helping to reduce future deforestation risks in livestock-driven landscapes.

The reinvestment also operationalizes the outcome of the first Global Stocktake. As the global call for enhanced efforts to halt and reverse deforestation and forest degradation by 2030 is directly aligned with Mexico's NDC 3.0 Objective C.1 to achieve zero net deforestation by 2030, concentrated investments in high-deforestation-risk forest–livestock transition landscapes will contribute directly to this Global Stocktake outcome to halt and reverse deforestation by 2030 and beyond.

D.5. Country consent and no objection

(a) Written consent provided by the REDD+ national entity/focal point to the UNFCCC.	☐ No REDD+ national entity/focal point has been nominated by the country ☒ Consent is provided as annex (indicate annex number) Annex 1 _____	(b) No objection letter (NOL) provided by the National Designated Authority (NDA)	No objection letter is provided as Annex 1
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D.6. Avoidance of double payment and double claiming

Mexico has legal and institutional arrangements that constitute an equivalent system for tracking emission reductions, related payments and transactions in the forest and land-use sector. The General Climate Change Law provides for the [National Registry of Emissions](#) (RENE), through which SEMARNAT integrates and makes public information on reportable emissions and on projects or activities that generate emission reductions, subject to measurement, reporting and verification and certification procedures. In parallel, the General Law on Sustainable Forest Development assigns SEMARNAT the responsibility to regulate, establish, integrate, operate and update the registry of emission reductions and removals from deforestation and forest degradation, and is empowered to enter into international agreements on cooperative mechanisms to reduce emissions in the forestry sector, including avoided emissions. During the development of the Concept Note, Mexico confirmed that the REDD+ results for which GCF payments are requested are not subject to any other arrangements that could result in double payment and/or double claiming.

At subnational level, Mexico is part of the World Bank's Initiative for Sustainable Forest Landscape ^{11,12}, which considers jurisdictions in the northern part of the country (Nuevo León, Coahuila, Chihuahua, and Durango) in an area of 58 million ha. There is an ERP ¹³ validated by a third party. Currently in the process of ERPA negotiations.

Under this initiative the country is seeking to receive payments for results of ER in the AFOLU sector for the 2021 – 2025 period. The results of this initiative don't overlap with the total volume of ER offered to the GCF. Additionally, Mexico plans to use the World Bank Carbon Assets Tracking System ¹⁴ to register, track, retire and cancel emission reduction units under the ISFL programme, supporting therefore the prevention of double payment and double claiming.

Also at the subnational level, several Mexican states have engaged with ART/TREES. Public ART registry information identifies TREES Concept documents for Quintana Roo, Jalisco and Yucatán. ART's public notices indicate that publication or approval of a TREES Concept is an initial step and that serialized credits may only be approved after registration documents are submitted, results are independently verified, and the ART Board approves issuance. The crediting periods for the three states fall between 2022 and 2028 and therefore do not constitute any risk of double payments or double claiming with respect to the national REDD+ results 2018–2019 offered to GCF.

Project-level voluntary forest carbon initiatives exist in Mexico. Based on publicly available information reviewed to date, these activities concern forest management, carbon sequestration and enhancement of forest carbon stocks activities, while the GCF results offered for payment relate to reduced deforestation and forest degradation activities. Therefore, FAO, as Accredited Entity, confirms that no evidence has been identified that such projects have claimed the same national 2018–2019 REDD+ results volume proposed to GCF. In parallel, Mexico has been working on a possible national carbon trading scheme that would allow some form of forest credits being traded and thus, there has been some progress in the development of a registry of emission reductions and initiatives.

FAO, as Accredited Entity, has reviewed the main publicly available sources relevant to potential double payment or double claiming, including: Mexico's REDD+ technical annex and associated UNFCCC technical analysis; the [Lima REDD+ Information Hub](#); the ISFL ER Programme documentation and assessment report; the World Bank [CATS](#) arrangements for ISFL; and public [ART/TREES registry](#) information for Mexican subnational programmes. Based on this due diligence, no payments, expected payments, formal transfer arrangement, or potential claimants have been identified for the same national REDD+ results for 2018–2019 that are offered to GCF. Therefore, the results achieved do not overlap with those of any other jurisdictional initiative aiming to receive results-based payment under other mechanisms.

Mexico addresses the tracking of emission reductions, payments and potential claims through a combination of legal, institutional and technical arrangements. These include the National Registry of Emissions (RENE); the national REDD+ MRV system and reporting through the UNFCCC REDD+ Technical Annex and Lima REDD+ Information Hub. CONAFOR will initially keep an internal registry of the Programs and Emission Reduction Projects of the AFOLU sector in which the following data will be registered to ensure that no double accounting is incurred, in accordance with Article 27 of the Regulations of the General Law on Climate Change regarding the National Emission Registry. These arrangements are complemented by continued due diligence by FAO across public and national and international registries, and relevant carbon market and jurisdictional REDD+ initiatives to address any potential risk of double payment or double claiming. Mexico will record in the Lima REDD+ information hub of the UNFCCC the quantity of results obtained between 2018 and 2019 for which payments will be received under the GCF REDD+ Policy, expressed in tons of carbon dioxide equivalent per year. In addition, Mexico will transparently record that GCF is the entity paying for results; and corresponding results will no longer be eligible for RBPs under the GCF or in any other arrangement.

¹¹ <https://www.biocarbonfund-isfl.org/programs/mexico-strengthening-entrepreneurship-productive-forest-landscapes-project>

¹² https://www.biocarbonfund-isfl.org/system/files/2024-09/ISFLMexicoERP_20230830-VF-senttoscs_atenci%C3%B3n%20CONAFOR_v4_0.pdf

¹³ https://www.biocarbonfund-isfl.org/system/files/2024-09/WB_ISFL_Mexico_AssessmentReport_FINAL_V1-4_060524_0.pdf

¹⁴ <https://cats.worldbank.org/>

PERMANENCE OF THE REDD+ RESULTS

E.1. Confirmation of subtraction to address the long-term risk of reversals

- ☒ By ticking this box, the AE requesting REDD+ results-based payments from GCF confirms that 10% of the proposed volume of ERs in section A.1 above will be subtracted to address the risk of reversals. The subtracted amount will be separately reported when the country provides information to the Lima REDD+ Information Hub on the payments received from the GCF.

E.2. Measures and actions to address the risk of reversals (max. 500 words, approximately 1 page)

At the national level, Mexico has established a comprehensive framework to address the risk of reversals in the LULUCF sector, combining governance disruptions, illegal or unauthorized conversion, technical measures to ensure the permanence of emission reductions and policy reversals.

Governance disruptions. Governance-related risks are mitigated through strong participatory and institutional arrangements. The ENAREDD+ was designed through an extensive stakeholder engagement process involving local communities, ejidos, Indigenous Peoples, and relevant sectoral actors. Existing platforms such as the National Forestry Council and State Forestry Councils provide formal mechanisms for consultation, coordination, and monitoring of actions. In addition, accessible and effective grievance redress mechanisms, including CONAFOR's Citizen Attention Mechanism (MAC), ensure that conflicts and concerns are addressed in a timely, transparent, and culturally appropriate manner.

Policy and legal risks are addressed through a robust national regulatory framework. Mexico has well-established legal instruments governing land tenure and conflict resolution, including agrarian courts that provide mechanisms to resolve disputes over land and resources. National policies such as the National Development Plan (2025–2030), the National Environmental Restoration Program, and forest-related legal frameworks create an enabling environment for long-term forest conservation and restoration.

Illegal or unauthorized land conversion. Continued conversion of forests to agricultural and livestock uses represents a material reversal risk. This will be addressed through land-cover and land-use monitoring, monitoring of agricultural fires, traceability of deforestation-free production, project eligibility criteria and compliance verification. PES operating arrangements require beneficiaries to prevent land-use change and maintain forest cover, while unauthorized land-use change and other activities compromising environmental integrity are prohibited.

Risks associated with the underlying drivers of deforestation are addressed through long-standing national programs implemented under CONAFOR's Operating Rules, which have demonstrated effectiveness in reducing deforestation while supporting rural livelihoods. The programs cover a broad range of activities, including social organization, capacity building, land-use planning, sustainable forest management, and the extraction, processing, and commercialization of forest goods and services. They are structured into two main categories: (i) sustainable forest productivity programs, which support community enterprises, forest management, and the integration of supply chains, processing, and markets; and (ii) forest conservation and restoration programs, which include support for environmental services, forest restoration, and productive reconversion.

Natural disturbances and climate shocks. Forest fires, as well as droughts and pests—are recognized as significant drivers of potential reversals. At the national level, Mexico has established a comprehensive fire management framework led by CONAFOR through the National System for Fire Management. This system integrates prevention, monitoring, and response actions across federal, state, and local levels. Key measures include fuel management and firebreak construction to reduce fire risk, early warning and monitoring systems based on satellite data and real-time information, and fire suppression through trained brigades deployed nationwide, including community-based crews. Additional actions include capacity building and technical training, the use of prescribed burning to manage fuel loads, and public awareness campaigns to reduce human-induced fires. These efforts are supported by interinstitutional coordination with agencies such as CONANP and subnational governments, ensuring a coherent and multi-level response.

Together, these measures contribute to reducing the likelihood and impact of large-scale disturbances that could lead to reversals.

Technical measures. Mexico continues to strengthen its monitoring and risk management systems through a combination of technical and institutional measures. The National Forest Monitoring System provides continuous and consistent data on forest cover and land-use change, enabling early detection of disturbances and potential reversals. In parallel, the use of standardized risk assessment approaches supports the periodic evaluation of reversal risks and informs the application of conservative accounting measures, including set-aside buffers to address potential non-permanence.

Ongoing efforts also include strengthening interinstitutional coordination across key sectors such as environment, agriculture, and social development, enhancing technical capacities at national and subnational levels, and improving the targeting of public programs and incentives to areas with higher exposure to risk. Continued stakeholder engagement, along with the development and implementation of benefit-sharing mechanisms, further supports sustained participation and long-term commitment.

Policy reversals and conflicting incentives. Changes in government priorities, public expenditure or sectoral incentives could weaken forest conservation efforts. This risk is mitigated by the anchoring of REDD+ and forest conservation in Mexico's General Law on Sustainable Forest Development, General Climate Change Law, ENAREDD+, NDC 3.0 and long-standing CONAFOR programmes. The RBP programme will further strengthen policy coherence between forest and agricultural institutions and support monitoring, traceability and institutional capacities that can endure beyond individual administrative cycles.

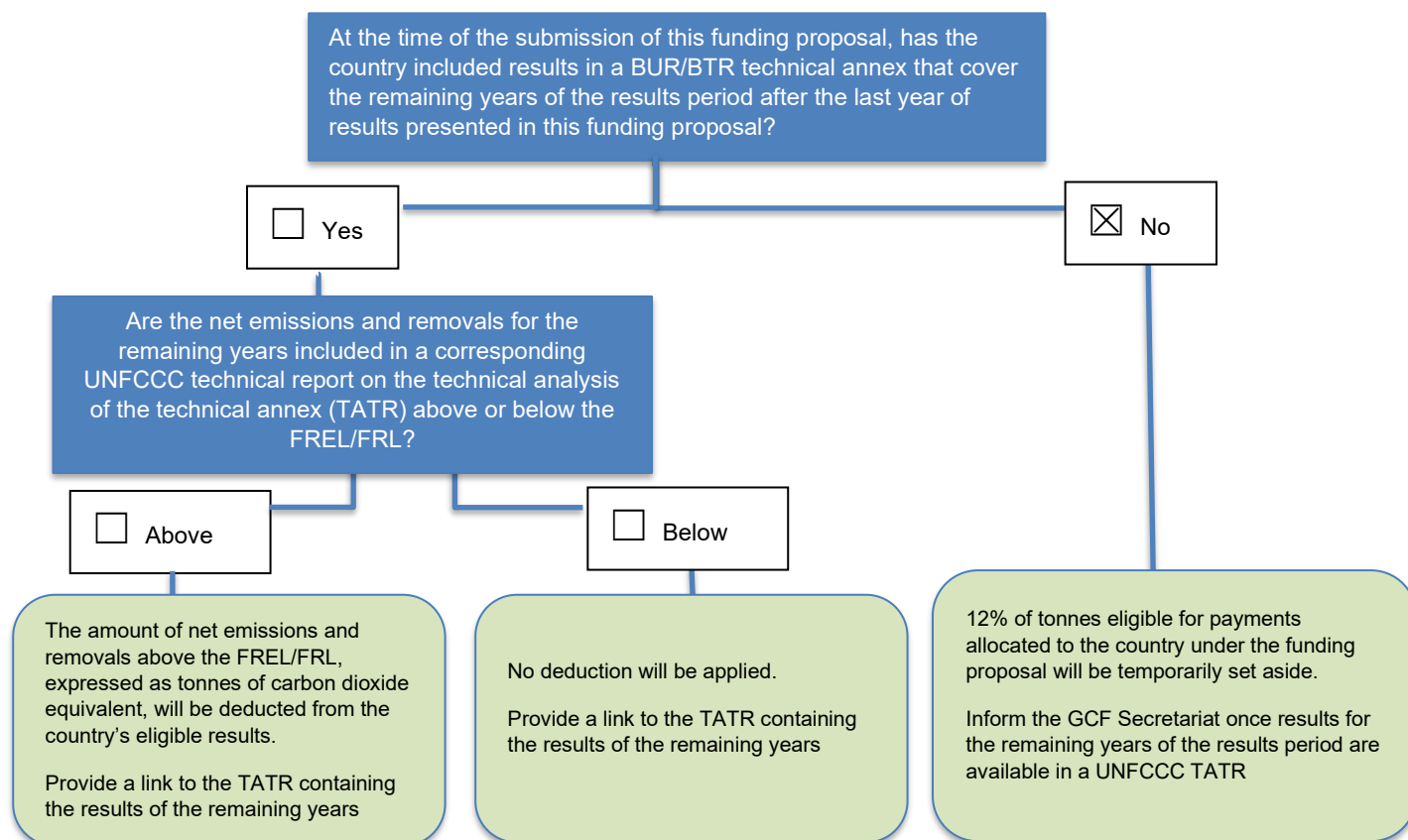
Together, these measures ensure that reversal risks are systematically identified, monitored, and mitigated through an integrated and adaptive national approach, supporting the long-term stability of emission reductions in the LULUCF sector.

E.3. Permanence within the results period

E.3.1 Do the year(s) during which the REDD+ results proposed to the GCF for results-based payments have been achieved (section A.1) constitute only part of a results period (e.g. 2018-2022), such that there are one or more remaining years after the last year of results presented in the funding proposal?

Yes ☒ No ☐

E.3.2 Decision tree. A country may submit a proposal to GCF for REDD+ RBPs for any year(s) within the relevant 5-year results period. However, when assessing the amount of RBPs the country is eligible to receive, GCF will take account of the REDD+ results achieved over the full 5-year period. This is done to account for the risk that a country may achieve results (net emissions and removals below the FREL/FRL) in the earlier years of the results period, but these results are then reversed during the later years of the results period if net emissions and removals are above the FREL/FRL. In such cases, some or all of the results achieved in the earlier years are not 'permanent' and are not eligible for RBPs. If such a case applies in the context of this proposal, complete the decision tree below.



INFORMATION RELATED TO THE SCORECARD

This section refers to the elements of the Scorecard for REDD+ results-based payments (of Appendix I: to the Policy for results-based payments for REDD+)

F.1. Forest Reference Emission Level / Forest Reference Level (FREL/FRL)

The extent to which the FREL/FRL is developed in accordance with most recent applicable guidance and guidelines of the Intergovernmental Panel on Climate Change (IPCC) and maintains consistency with corresponding anthropogenic forest-related greenhouse gas emissions by sources and removals by sinks as contained in the national greenhouse gas inventories.

(i) Has the FREL/FRL been developed in accordance with the IPCC Guidelines and Good Practice Guidance (IPCC GLs/GPGs) as adopted by the Conference of Parties (COP) and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) as relevant? Describe any material issues related to the application of the IPCC GLs/GPGs, if applicable.	Mexico's national Forest Reference Emission Level (FREL) was developed in strict accordance with the methodologies of the Intergovernmental Panel on Climate Change (IPCC), specifically utilizing the 2006 IPCC Guidelines for National Greenhouse Gas Inventories for its final modified submission (TARNREF, para. 24). While the construction initially drew upon the IPCC Good Practice Guidance for Land Use, Land-Use Change and Forestry, Mexico transitioned to the 2006 Guidelines during the technical assessment (TA) process, a move explicitly commended by the UNFCCC assessment team (AT) (TARNREF, para. 24). Emissions were estimated based on annual differences in carbon stocks using the stock-difference method as provided in the IPCC guidelines (TARNREF, para. 8)
(ii) Are the methods and data used in the construction of the FREL/FRL consistent with or better than those used to estimate forest-related emissions and removals in the country's greenhouse gas (GHG) inventory?	Forest Reference Emission Level (FREL) does not maintain full consistency with the national greenhouse gas (GHG) inventory reported in the sixth national communication and second biennial update report (BUR2), it concluded that these inconsistencies are the result of significant methodological improvements and the use of superior data in the FREL construction (TARNREF, para. 37). Specifically, the FREL incorporates several advancements over the previous GHG inventory, including: (a) a refined forest definition that reduced the minimum area threshold from 50 ha to 1 ha; (b) the use of new, unbiased activity data (AD) generated through a systematic sampling approach; (c) the application of subnational emission factors (EFs); (d) the transition to the stock-difference approach; and (e) the inclusion of three additional carbon pools—deadwood, litter, and soil organic carbon (TARNREF, para. 37; Annex I). The same sampling approach and forest definition used for the FREL are being implemented for the GHG inventory reporting in the country's upcoming third BUR, (this has already been implemented, BUR3 p. 98) ensuring that methodological consistency is restored in subsequent submissions (TARNREF, paras. 23, 31). Therefore, the inconsistencies are explicitly due to the application of better methods and data in the construction of the FREL, and such improvements are already implemented in the third BUR presented by Mexico to UNFCCC.

How historical data have been considered in the establishment of the forest reference emission level and/or forest reference level

(iii) Is the FREL/FRL based on historical data and is it equal to or below the average annual historical emissions during the reference period?	Yes ☒ No ☐ If no, indicated which of the following applies ☐ the FREL/FRL includes an adjustment for national circumstances ☐ There are other reasons the FREL/FRL is not based on historical data and/or is not equal to or below the average annual historical emissions during the reference period.
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	Please provide details below Forest Reference Emission Level (FREL) is constructed strictly based on historical data from the reference period 2007–2016 (TARNREF, para. 8). The FREL is calculated as the annual average of CO₂ emissions associated with two activities: gross deforestation and absolute forest degradation (TARNREF, para. 8). The assessed FREL corresponds to a value of 20,245,016 tonnes of carbon dioxide equivalent (t CO₂ eq) per year (TARNREF, Summary; para. 34).
If the FREL/FRL includes an adjustment for national circumstances, has the country consistently maintained >50% national forest cover and low national deforestation rates (<0.22% per year on average over the period for which the results are submitted) and it is therefore considered as a high forest cover, low deforestation country (HFLD)?	Yes ☐ No ☒ Not applicable ☒ • If Yes, below provide the justification for this classification including links to the source of the data. • If no, has the country provided a recalculation of the FREL/FRL only based on average annual historical emissions applying only submitted and technically assessed and analysed data/information, and using the same methodologies. ☐ Yes, the recalculation is provided as Annex _____ ☐ No
If the FREL/FRL includes an adjustment for national circumstances and the country is considered as HFLD, does the adjustment: • not exceed 0.05% of the carbon stock over the period for which the results are submitted in the relevant national or subnational area for which results are claimed, and • not exceed 10% of the FREL/FRL?	Yes ☐ No ☒ Not applicable ☒
If the FREL/FRL includes an adjustment for national circumstances and the country is considered as HFLD, does the adjustment reflect quantified, documented changes in circumstances during the reference period that likely underestimate future rates of deforestation or forest degradation during the results period?	Yes ☐ No ☒ Not applicable ☒
Transparent, complete, consistent and accurate information, including methodological information, used at the time of construction of FREL/FRLs including, inter alia, as appropriate, a description of data sets, approaches, methods, models, if applicable and assumptions used, descriptions of relevant policies and plans, and descriptions of changes from previously submitted information	

(iv) Has comprehensive and transparent, information been provided (including a description of data sets, approaches, methods, models, if applicable and assumptions used) to allow for reconstruction of the FREL/FRL?	Mexico has provided comprehensive and transparent information that allows for the full reconstruction of its national Forest Reference Emission Level (FREL). The UNFCCC assessment team (AT) concluded that the data and information used by Mexico are transparent, complete, and in overall accordance with the guidelines for reference level submissions (TARNREF, para. 32). The transparency of the submission was initially supported by a detailed methodological annex (TARNREF, para. 3). During the technical assessment process, facilitative exchanges with the AT led Mexico to submit a modified FREL on 22 July 2021 (TARNREF, para. 6). This modified version significantly improved the transparency and completeness of the information by including specific methodological elements for estimating carbon stock changes in all five carbon pools and providing detailed examples of how CO₂ emissions from deforestation and absolute forest degradation were calculated (TARNREF, paras. 17, 36). The FREL reconstruction is further supported by the clear description of datasets, including the use of 26,220 square plots (1 ha each) and the integration of National Forest Inventory (NFI) data with satellite monitoring via the Collect Earth tool (TARNREF, paras. 14, 16). Mexico also made the relevant databases and calculation examples available through a public online link, which the AT noted increased the reproducibility of the FREL calculations (TARNREF, para. 36; NREF, section 4.2).
(v) Is the FREL/FRL complete? (has information been provided that allows for the reconstruction of the FREL/FRL?)	Mexico has provided comprehensive information that allows for the full reconstruction and recalculation of its national Forest Reference Emission Level (FREL). The UNFCCC assessment team (AT) concluded that the data and information used by Mexico in constructing its FREL are transparent, complete, and in overall accordance with the guidelines for reference level submissions (TARNREF, para. 32). While the AT initially identified areas where completeness could be further enhanced, Mexico submitted a modified FREL on 22 July 2021 that successfully incorporated these technical inputs (TARNREF, para. 6). Specifically, the modified submission included essential methodological elements for estimating carbon stock changes across all five included carbon pools and provided detailed examples of how the CO₂ emissions from deforestation and absolute forest degradation were calculated (TARNREF, paras. 17, 36). The AT noted that these additions significantly improved the completeness of the submission and "increased the reproducibility of the FREL calculations" (TARNREF, para. 36). Furthermore, Mexico facilitates reconstruction by making the relevant datasets, including the 26,220 plot, multitemporal matrix and intermediate calculation products, accessible through a public online repository (TARNREF, para. 36; FREL, section 4.2) http://file.cnf.gob.mx/FREL_modificado/
(vi) Is the FREL/FRL consistent? (were data and methodologies applied consistently over the time series used for the construction of the FREL/FRL?)	Mexico has ensured total internal consistency in the data and methodologies applied throughout the historical time series (2007–2016) used to construct the national Forest Reference Emission Level (FREL) (TARNREF, para. 20). The emissions from gross deforestation and absolute forest degradation were estimated using the same stock-difference method for every year of the reference period (TARNREF, paras. 8, 12; FREL, section 4.3). Activity data (AD) was generated through a consistent multitemporal matrix of 26,220 sampling plots, which were monitored using a standardized photographic interpretation approach via

	the Collect Earth tool for the entire analysis period (TARNREF, paras. 14, 15). During the technical assessment (TA), the assessment team (AT) identified a potential consistency issue regarding the use of data from two different National Forest Inventory (NFI) cycles—the first cycle (2004–2007) and the second cycle (2009–2014) (TARNREF, para. 20). The AT initially noted that the original submission lacked sufficient information to demonstrate full consistency in the use of data between these two cycles (TARNREF, para. 20). In response, Mexico provided a modified submission on 22 July 2021 that included detailed information demonstrating that both NFI cycles maintain strict methodological consistency in terms of sampling design, plot design, and field data collection protocols (TARNREF, paras. 6, 20). The AT found this clarification acceptable and concluded that the information used in constructing the FREL is transparent, complete, and in overall accordance with the guidelines for reference level submissions (TARNREF, paras. 20, 32).
(vii) Is the FREL/FRL accurate? (The data and methodologies used neither over nor under-estimate emissions and/or removals during the reference period, so far as can be judged)	Mexico has implemented significant methodological improvements to ensure that its national Forest Reference Emission Level (FREL) provides an accurate and unbiased estimation of emissions. The UNFCCC assessment team (AT) noted that this second FREL represents a substantial advancement over Mexico's first submission, primarily because of the transition from a map-superimposition approach to a systematic sampling approach for generating activity data (AD) (TARNREF, paras. 10, 16a). The AT found that the previous map-based method contained significant biases, whereas the new sampling approach produced AD that are "aligned in magnitude and trend" with national greenhouse gas (GHG) inventory data (TARNREF, para. 16a). Accuracy is further reinforced by the use of subnational emission factors (EFs) at the substratum level (ecoregion × sampling intensity) (TARNREF, para. 16). The AT concluded that these specific EFs reflect carbon loss after a disturbance more objectively than the generic national factors used in the first FREL (TARNREF, para. 16i). To maintain a conservative approach and prevent the overestimation of emissions, Mexico accounted for post-disturbance carbon stocks for remaining woody vegetation whenever National Forest Inventory (NFI) data were available (TARNREF, para. 19). In cases where such data were unavailable, Mexico assumed a post-disturbance value of zero, a choice the AT recognized as it could theoretically lead to an overestimation of the emissions if there is woody biomass growth (and carbon gains) at some point in time (TARNREF, para. 19). During the technical assessment (TA) process, the AT identified an "unintended mismanagement of the database" which resulted in the incorrect labeling of certain plots as subject to absolute forest degradation (TARNREF, para. 21). Mexico successfully resolved this material accuracy issue by providing a modified submission on 22 July 2021 (TARNREF, paras. 6, 21). Furthermore, Mexico enhanced the precision of its estimates by improving its uncertainty analysis to remove the effect of temporal correlation of variables, a methodological step the AT found "commendable" for exceeding standard 2006 IPCC requirements (TARNREF, para. 24). Consequently, the AT concluded that the construction of the FREL is in overall accordance with the guidelines, and

	no material issues related to accuracy remained unresolved (TARNREF, para. 32).
Pools and gases, and activities listed in UNFCCC decision 1/CP.16, paragraph 70, which have been included in FREL/FRLs and the reasons for omitting a pool and/or activity from the construction of forest reference emission levels and/or forest reference levels, noting that significant pools and/or activities should not be excluded	
(viii) Of the five REDD+ activities, have all emissions from deforestation and forest degradation been included, if assessed as a significant source of emissions?	Mexico has included all emissions from the activity of "reducing emissions from deforestation" and has partially included emissions from "reducing emissions from forest degradation" in its national Forest Reference Emission Level (FREL) (TARNREF, para. 7) [. The total assessed FREL corresponds to a value of 20,245,016 tonnes of carbon dioxide equivalent (t CO₂eq) per year (TARNREF, para. 34). Within this total, gross deforestation is the primary source of emissions, accounting for 19,358,824 t CO₂eq/year, or 95.6 per cent of the FREL (TARNREF, para. 9). The activity of "reducing emissions from forest degradation" was included through a subset defined as "absolute forest degradation," which accounts for 886,192 t CO₂eq/year, or 4.4 per cent of the total FREL (TARNREF, para. 9). Based on this data, forest degradation (specifically the reported absolute degradation) is the less significant activity (TARNREF, para. 9). Mexico omitted the subset of "partial forest degradation" due to technical limitations in detecting partial canopy cover changes using the medium-resolution Landsat imagery available for the 2007–2016 reference period (TARNREF, para. 28)]. Additionally, the lack of tree-to-tree monitoring between the first two National Forest Inventory (NFI) cycles prevented the estimation of carbon stock changes at the plot level for forest land remaining forest land (TARNREF, para. 20). The UNFCCC Assessment Team (AT) acknowledged that Mexico included its most significant activity and a subset of the less significant activity in accordance with its national capabilities and circumstances (TARNREF, para. 28). The AT concluded that in doing so, Mexico correctly followed the stepwise approach (TARNREF, para. 35).
(ix) Have all of the most significant pools been included?	Mexico has included all of the most significant carbon pools in its national Forest Reference Emission Level (FREL) (TARNREF, para. 9). The FREL accounts for five carbon pools: above-ground biomass, below-ground biomass, deadwood, litter, and soil organic carbon (TARNREF, para. 16(f)). While the original submission initially excluded the litter pool because data from the second National Forest Inventory (NFI) cycle had not been fully processed, Mexico successfully incorporated this pool in its modified submission dated 22 July 2021 (TARNREF, para.26). The UNFCCC assessment team (AT) noted that the litter pool for 2015 represented approximately 4.7 per cent of the emissions from gross deforestation and concluded that the exclusion was not fully justified in the original submission. In the modified submission, the country-specific Tier 2 methodology used for its estimation is appropriate (TARNREF, para. 26) .

	The EFs for above-ground biomass, deadwood, and litter were all obtained from the information provided in the NFI (TARNREF, para. 16(f)). For below-ground biomass, EFs were estimated by applying the ratios from the 2006 IPCC Guidelines to above-ground biomass estimates, while EFs for soil organic carbon were obtained by applying IPCC change factors to country-specific data (TARNREF, para.16(f)).
(x) Have all gases that are a significant source of emissions been included?	Mexico has included carbon dioxide (CO₂) in its national Forest Reference Emission Level (FREL) as the primary greenhouse gas (TARNREF, para. 9). While non-CO₂ gases such as methane (CH₄) and nitrous oxide (N₂O) from forest fires were excluded, the Party demonstrated that these sources accounted for only 1.1 per cent of the emissions from deforestation and absolute forest degradation in 2015 (TARNREF, para. 27). The UNFCCC assessment team (AT) evaluated this exclusion and noted that the gases omitted by Mexico are likely to be insignificant in the context of the FREL (TARNREF, para. 39). Mexico has identified the inclusion of non-CO₂ gases as an area for future technical improvement as part of its stepwise approach (TARNREF, para. 27). Furthermore, for CH₄ emissions from anaerobic processes in mangroves, Mexico indicated a medium-term plan to use the 2013 Supplement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories: Wetlands (TARNREF, para. 27)
The definition of forest used in the construction of forest reference emission levels and/or forest reference levels and, if appropriate, in case there is a difference with the definition of forest used in the national greenhouse gas inventory or in reporting to other international organizations, an explanation of why and how the definition used in the construction of FREL/FRLs was chosen	
(xi) Has the definition of forest used in the construction of the FREL/FRL been provided and is it consistent with the definition of forest used in the national GHG inventory or in reporting to other international organizations?	Mexico provided a comprehensive definition of "forest" in its national Forest Reference Emission Level (FREL) submission, which includes an operational threshold of a minimum area of 1 ha, a height of more than 4 m, and a canopy cover of 10 per cent or more (TARNREF, para. 31). The UNFCCC assessment team (AT) noted that this definition is different from the one used in Mexico's national greenhouse gas (GHG) inventory and its reporting to the FAO, both of which utilized a 50 ha minimum area threshold (TARNREF, para. 31). The AT explicitly concluded that the FREL does not maintain full consistency in terms of forest definition with the national GHG inventory reported in the sixth national communication and second biennial update report (TARNREF, para. 37). Mexico justified this inconsistency by explaining that the 50 ha threshold in previous reports was a limitation imposed by the only available data inputs at that time (INEGI maps) (TARNREF, para. 31). The transition to a 1 ha threshold for the second FREL was made possible by the availability of new, unbiased activity data generated through a systematic sampling approach, which the AT recognized as a significant improvement in the National Forest Monitoring System (TARNREF, para. 31, 37). Mexico further clarified that it is developing its upcoming third biennial update report using the same sampling approach and the 1 ha forest definition to restore consistency in future reporting (TARNREF, para. 31). The definition was not consistent at the time of the FREL assessment but is justified by the application of better data and methodologies; this definition was already implemented in the third BUR GHGI.
Criteria that are additional to the UNFCCC Technical Assessment and Analysis process	
(xii) What is the historical reference period for the FREL/FRL?	Start of the historical reference period: 2007-01 End of the historical reference period: 2016-12

	Had the country already submitted a FREL/FRLs before 21 October 2024 with a reference period over 10 years and, if so, has the country provided a recalculation of the FREL/FRL and results based on submitted and technically assessed and analysed data/information, without changing the annualized estimations and using the same methodologies¹⁵. ☐ Yes, the recalculation is provided as Annex _____ ☒ Not applicable Mexico's national Forest Reference Emission Level (FREL) utilizes a historical reference period of 10 years, spanning from 2007 to 2016 (TARNREF, para. 8). This period includes the specific years of 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014, 2015, and 2016 (ATREDDMx, Table III). The selection of 2007 as the start date was driven by technical requirements related to the availability of field data from the National Forest and Soils Inventory (INFyS), which achieved 100 per cent completion of its first cycle of data collection in that year (FREL, section 6.2). The end date of 2016 is related to the publication of REDD+ national strategy in 2017, which marks the start date of REDD+ implementation in Mexico (FREL section 6.2). This reference period is an update from the 2000–2010 period used in Mexico's first FREL submission (TARNREF, para. 16b, 33). The UNFCCC assessment team (AT) acknowledged that this updated period, alongside other methodological refinements, is consistent with the stepwise approach for reference level improvement (TARNREF, para. 10, 35)
(xiii) How does the FREL/FRL for the results included in the proposal compare to the previous FREL/FRL that applies to the same area?	Is there a previous FREL/FRL that applies to the same area? Yes ☒ No ☐ If yes, provide a link _____ https://redd.unfccc.int/files/frel_mexico_modified.pdf Mexico's current national Forest Reference Emission Level (FREL), assessed at 20,245,016 tonnes of carbon dioxide equivalent (t CO₂ eq) per year, is significantly lower than its previous FREL of 44,388,620 t CO₂ eq per year, which was submitted in 2014 and subject to technical assessment in 2015. The UNFCCC assessment team (AT) noted that this substantial reduction is primarily due to the implementation of the stepwise approach and the integration of major methodological refinements. These improvements include a more recent reference period (from 2000–2010 to 2007–2016), using a revised forest definition, the transition to new and unbiased activity data (AD) generated through a systematic sampling approach, the inclusion of three additional carbon pools (deadwood, litter, and soil organic carbon), and the use of updated emission factors (EFs) derived from National Forest Inventory (NFI) data. Additionally, the current FREL expanded its scope to include the activity of "reducing emissions from absolute forest degradation" in addition to gross deforestation. (TARNREF para. 16).
(xiv) Does the FREL/FRL provide information on uncertainties, taking	Mexico's national Forest Reference Emission Level (FREL) provides a comprehensive uncertainty analysis developed in strict accordance with the 2006 IPCC Guidelines for National Greenhouse Gas Inventories (TARNREF, para. 16(h)). The aggregated uncertainty for the assessed

¹⁵ The recalculated FREL/FRL shall not be higher than the original calculated FREL/FRL. If the recalculated FREL/FRL is higher, then the original calculated FREL/FRL shall be used.

national capabilities and circumstances into account?	FREL covering the reference period 2007–2016 is calculated at 7.7 per cent (FREL, section 11.2; TARNREF, para. 24). The inclusion of this complete uncertainty analysis represents a major methodological improvement over Mexico's first FREL submission, which lacked an uncertainty analysis for its activity data (TARNREF, para. 16(h)). To estimate the uncertainty for the reference level, Mexico implemented the methodology for the propagation of uncertainties by the sum as provided in Chapter 3 of Volume 1 of the 2006 IPCC Guidelines (FREL, section 11.3). During the technical assessment process, Mexico further refined this analysis by mathematically removing the effect of temporal correlation between variables, a step that allows for a more accurate estimation of variance in time series data (TARNREF, para. 24). This advanced approach involved calculating the uncertainties of total annual emissions from the sum of the variances of carbon stocks in consecutive years while subtracting the effect of their high covariance (ATREDDMx, page 375; NREF, section 11.3). The UNFCCC assessment team (AT) explicitly commended Mexico for this improvement, noting that it increases the precision of the estimates beyond the standard requirements of the 2006 IPCC Guidelines (TARNREF, para. 24). The final aggregated uncertainty reflects the propagation of errors across the biomass (above-ground and below-ground), deadwood, and litter pools (FREL, section 11.2; ATREDDMx, Table II p 354).
F.2. REDD+ Results reporting	
(i) Does the technical annex comply with the guidelines on the elements to be included in the technical annex as contained in the annex to UNFCCC decision 14/CP.19?	Mexico's technical annex, submitted as part of its third biennial update report, complies with the guidelines for the elements to be included as set out in the annex to UNFCCC decision 14/CP.19 (TARTA, Summary; para. 31). The UNFCCC team of technical experts (TTE) concluded that the submission is in overall accordance with these guidelines and that the data and information provided are transparent and consistent with the assessed national Forest Reference Emission Level (FREL) (TARTA, Summary; para. 14). The technical annex provides all mandatory elements required by the decision, including summary information from the assessed FREL, results expressed in tonnes of carbon dioxide equivalent (t CO₂eq) per year, a demonstration of methodological consistency with the reference level, a description of the National Forest Monitoring System (NFMS), information necessary for the reconstruction of the results, and a description of how elements contained in decision 4/CP.15, paragraph 1(c–d) are taken into account (TARTA, para. 31). During the technical analysis process, the TTE identified specific issues concerning the clarity of calculation files and the reporting of sampling errors for years with zero detected emissions (TARTA, paras. 22, 25). Mexico successfully addressed these issues by providing a modified technical annex that updated the uncertainty estimations and improved the descriptions of auxiliary files (TARTA, paras. 22, 25). Consequently, the TTE found the information provided in the final technical annex to be

	consistent with decision 14/CP.19, paragraph 9, and concluded that no significant issues remained unresolved (TARTA, para. 47)
(ii) Is there consistency between the assessed reference level and the results in the technical annex in terms of methodologies, definitions, comprehensiveness and information provided? (including the inclusion of same pools, activities and gases)	Mexico has maintained full methodological and definitional consistency between its assessed national Forest Reference Emission Level (FREL) and the results reported in the technical annex for the period 2017–2019 (TARTA, Summary; para. 15). The UNFCCC team of technical experts (TTE) explicitly concluded that the results were estimated and reported using methodologies, definitions, assumptions, and information that are consistent with those used for constructing the assessed FREL (TARTA, paras. 15, 45). Specifically, consistency was ensured by using the same National Forest Monitoring System (NFMS) and identical operational definitions to detect the annual conversion of forest to other land uses (deforestation) and the total loss of canopy cover without land-use change (absolute forest degradation) (TARTA, para. 14(a), 14(f–g)). The estimation of emission factors (EFs) relied on the same National Forest Inventory (NFI) data and the same seven ecoregions for forest stratification used in the FREL construction (TARTA, para. 14(b), 35). Furthermore, the technical annex covers the same geographic area (the entire national territory, including the island of Cozumel), includes the same five carbon pools (above-ground biomass, below-ground biomass, deadwood, litter, and soil organic carbon), and reports on the same greenhouse gas (CO₂) (TARTA, para. 14(c–e)). Mexico also applied consistent assumptions regarding the rate of soil organic carbon loss (1/20th per year) and the accounting of post-disturbance carbon stocks (TARTA, para. 14(h–i)).
(iii) Is the data and information provided in the technical annex complete? (in the sense that it allows for the reconstruction of the results?)	Mexico has provided comprehensive data and information in its technical annex that allows for the full reconstruction of the REDD+ results reported for the period 2017–2019 (TARTA, para. 30). The UNFCCC team of technical experts (TTE) explicitly commended Mexico for its efforts to ensure the completeness of the data and information provided, noting that it specifically allows for the reconstruction of the results (TARTA, para. 16). To facilitate this, Mexico included the R code (“EMISIONES_REDD_BA.R”) used in the estimation process within the public directories, which the TTE found to be very helpful for the reconstruction process (TARTA, para. 16). During the technical analysis, the TTE initially noted that it was unclear which specific calculation files were used to produce the results and that some spreadsheets contained inaccurate formulae (TARTA, para. 22). In response to these facilitative observations, Mexico submitted a modified technical annex that updated the information provided in Table IX, enhancing the clarity of the reported information and ensuring that accurate formulae and correct output data (generated by the R code) were transparently linked (TARTA, para. 22). Mexico also provided explicit links to all necessary datasets—including the 26,220-plot multitemporal matrix, carbon content databases by reservoir, and emissions and uncertainty calculation files—through a general public repository (ATREDDMx, Table XI; TARTA, para. 16, 29). The TTE concluded its analysis by stating that Mexico provided the information necessary for reconstructing the results for carbon stocks, emissions, and uncertainties (TARTA, para. 30). Consequently, the TTE found the final technical annex to be transparent, consistent, complete, and accurate (TARTA, para. 46).

(iv) Is the data and information provided in the technical annex transparent	The data and information provided by Mexico in the technical annex are considered to be transparent, consistent, complete, and accurate (TARTA, para. 46). During the technical analysis, the Land Use, Land-Use Change and Forestry (LULUCF) experts commended Mexico for its efforts to increase transparency and ensure the completeness of the data and information provided, noting that this allows for the reconstruction of the REDD+ results (TARTA, para. 16). Specifically, the provision of the R code "EMISIONES_REDD_BA.R" in the directories associated with the estimation of the results was highlighted as very helpful for transparency (TARTA, para. 16). Furthermore, any significant issues raised during the technical analysis were successfully resolved; for example, the experts noted that linking directly to the R code would increase transparency, and Mexico subsequently updated the information provided in Table IX of the modified technical annex to address this, thereby enhancing the clarity and transparency of the reported information (TARTA, para. 22). While the LULUCF experts identified a few minor areas where transparency could be further enhanced in future submissions—such as providing a schematic graphic to clarify how carbon densities are assigned (TARTA, para. 27), discussing the implications of plots labeled as forest land that lack emission factors (TARTA, para. 26), and clarifying the reporting of zero emissions alongside sampling errors (TARTA, para. 25)—these were identified as areas for future technical improvement rather than significant unresolved issues. Ultimately, the UNFCCC technical analysis concluded that the data and information provided by Mexico in the technical annex are transparent and overall consistent with the data and information used for establishing the assessed FREL (TARTA, Summary).
(v) Are the results proposed in the technical annex accurate to the extent possible (emissions and/or removals are neither over- nor under-estimated)?	The REDD+ results proposed by Mexico for the period 2017–2019 are accurate to the extent possible based on the methodologies and assumptions used (TARTA, para. 48). The UNFCCC team of technical experts (TTE) concluded that the data and information provided in the final technical annex are transparent, consistent, complete, and accurate (TARTA, para. 46). During the technical analysis (TA) process, several issues potentially affecting accuracy were identified and subsequently addressed. First, the TTE noted that some initial spreadsheets contained inaccurate formulae and it was unclear which specific files produced the results (TARTA, para. 22). Mexico resolved this by submitting a modified technical annex that updated Table IX to clarify calculation paths and ensure that accurate formulae from the R code were correctly represented (TARTA, para. 22). Second, the TTE identified an issue where a sampling error was reported for years with zero detected emissions; Mexico updated its uncertainty estimations in the modified technical annex to account for this (TARTA, para. 25). Regarding the treatment of non-response plots, Mexico acknowledged an oversight where these plots were treated as zero biomass rather than being excluded, resulting in a minor difference of approximately 0.8 per cent in confidence intervals (TARTA, para. 28). However, Mexico chose to maintain these estimations in the technical annex to ensure strict consistency with the previously assessed national Forest Reference Emission Level (FREL), a decision noted by the TTE (TARTA, para. 28). Finally, while the TTE observed limitations in the error propagation method regarding the assumed independence of carbon pools, they noted this

	approach was consistent with the FREL and concluded the results remain accurate to the extent possible (TARTA, para. 41).
(vi) What is the number of years between the last year of the FREL/FRL period and the first year of the results period under which the country intends to obtain RBPs?	Mexico's assessed national Forest Reference Emission Level (FREL) covers a reference period that concludes in the year 2016 (TARNREF, para. 8; FREL, section 11.2). The REDD+ results for which Mexico is seeking results-based payments (RBPs) cover a period that begins in the year 2017 (TARTA, para. 9; ATREDDMx, p. 351). The number of intervening years between the reference period (2007–2016) and the results period (2017–2019) is 0 (TARTA, para. 9; TARNREF, para. 8). This immediate succession ensures the highest degree of temporal continuity and methodological alignment between the established historical baseline and the reported performance.
(vii) Has the technical annex provided information on uncertainties of emissions and/or removals during the period for which results are reported, taking into account national capabilities and circumstances?	Mexico has provided a detailed uncertainty analysis for the REDD+ results reported for the period 2017–2019 within its technical annex (ATREDDMx, p. 375). The aggregated propagated uncertainty for emissions during this results period was calculated at 19.5 per cent (ATREDDMx, p. 376). The UNFCCC team of technical experts (TTE) explicitly concluded that Mexico provided the data and information necessary for the full reconstruction of these uncertainties (TARTA, para. 30). The uncertainty estimations were developed in strict accordance with the 2006 IPCC Guidelines for National Greenhouse Gas Inventories (TARTA, para. 22). To minimize systematic and random errors, Mexico implemented an advanced mathematical process to address temporal correlation by subtracting the effect of covariance between carbon stocks measured in consecutive years (ATREDDMx, p. 375; TARTA, para. 23). This methodological improvement, which exceeds the standard requirements of the 2006 IPCC Guidelines, was recognized by the UNFCCC assessment team as a "commendable" step that increases the precision of the results (TARNREF, para. 24). Furthermore, during the technical analysis process, Mexico successfully addressed an identified issue regarding the reporting of sampling errors for years with zero detected emissions (TARTA, para. 25). Mexico provided a modified technical annex that updated these uncertainty estimations, which the TTE found acceptable and incorporated into the final analysis (TARTA, para. 25, 47). While the TTE identified a minor oversight concerning the treatment of non-response plots, which resulted in a negligible difference of approximately 0.8 per cent in the confidence intervals, Mexico chose to maintain these estimations to ensure strict methodological consistency with the previously assessed national Forest Reference Emission Level (FREL) (TARTA, para. 28). The TTE ultimately concluded that the results and their associated uncertainties are accurate to the extent possible based on the assumptions and methodologies used (TARTA, para. 48).

LOGICAL FRAMEWORK

G.1 GCF Outcome level: Reduced emissions and increased resilience (IRMF core indicators 1-4, quantitative indicators)

GCF Result Area	IRMF Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions / Note
				Mid-term	Final	
<u>MRA4 Forestry and land use</u>	<u>Core indicator 1: GHG emissions reduced, avoided or removed/sequestered</u>	Biennial report in the APR in alignment with the BTR	0	94,472	262,801	The deforestation rate decreased linearly over the implementation period from ref value to 0%
<u>ARA4 Ecosystems and ecosystem services</u>	<u>Core 2: Direct and indirect beneficiaries reached</u>	Annual reports for implementation of project-supported interventions by CONAFOR	0	13,650	33,720 (30% women)*	Consolidated annual reports by CONAFOR count of direct and indirect beneficiaries reached by eligible project-supported interventions. * This indicator is the cumulative number of unique direct and indirect beneficiaries reached through eligible project-supported interventions. Direct beneficiaries will be identified through project beneficiary and participant registries covering productive reconversion and silvopastoral support,

						PES, ECAs and women-led productive initiatives. Indirect beneficiaries associated with Supplementary Indicator 2.1 and Output Indicator 3.2 are estimated using the average household size reported by INEGI for the priority states, which is five people. As one household member is already counted as a direct beneficiary, four additional household members are counted as indirect beneficiaries. The project will use beneficiary registries to avoid double counting across interventions. Beneficiary data will be disaggregated by sex, Indigenous self-identification and Afro-Mexican self-identification, where safe and appropriate.
<u>ARA4 Ecosystems and ecosystem services</u>	<u>Supplementary 2.1: Beneficiaries (female/male) adopting improved and/or new climate-resilient livelihood options</u>	Annual reports for implementation of silvopastoral systems by CONAFOR	0	600	1600	One direct beneficiary will be counted for each supported productive unit, corresponding to the unique producer registered as the person primarily responsible for managing that unit.

						1,600 counted as direct beneficiaries
<u>ARA4 Ecosystems and ecosystem services</u>	<u>Supplementary 2.5: Beneficiaries (female/male) adopting innovations that strengthen climate change resilience</u>	Annual reports for Payment for Environmental Services by CONAFOR	0	8,000	20,000	The target assumes 10 persons per ejido/community supported with up to 100 ha. 20,000 counted as direct beneficiaries
<u>ARA4 Ecosystems and ecosystem services</u>	<u>Core 4: Hectares of natural resources brought under improved low-emission and/or climate-resilient management practice</u>	Annual reports for Payment for Environmental Services by CONAFOR	0	80,000 ha	205,000 ha	New areas incorporated to conservation schemes through Payment for Environmental Services

G.2. Project specific indicators (project outcomes and outputs)

Project/ results (outcomes/ outputs)	Project specific Indicator	Means of Verification (MoV)	Baseline	Target		Assumptions / Note
				Mid-term	Final	
Outcome 1. Increased adoption of climate-resilient silvopastoral systems and diversified sustainable livelihoods in forest–livestock transition zones.						

Output 1.1. Demonstrative productive reconversion models developed and implemented at the local level	# of field schools implemented	Annual reports for implementation of field schools by FAO	0	500	1200	Operation for one year of field school for up to 20 producers.
	# of participants involved in field schools (F/M)	Annual reports for implementation of field schools by FAO	0	5,000	12,000	To avoid double counting across ECAs, approximately 43 percent (5,120 participants) of ECA participants at project completion are assumed, for ex-ante target-setting purposes, to be additional unique beneficiaries who do not also receive productive, income-generating or resilience-related project support. This assumption will be validated during inception and replaced, during implementation. 5,120 counted as direct beneficiaries.
Output 1.2 Strengthened sustainable practices in transition zones	Number of production units supported for productive transformation / implementation of SSP	Annual reports for implementation of silvopastoral systems by CONAFOR	0	600	1600	
Outcome 2. Increased economic incentives and access to finance for forest sustainable management, conservation, and forest-compatible production systems						

Output 2.1 Deforestation-free value chains and market access mechanisms developed and operational	# of regional value chains strengthened	Annual report for implementation by FAO	0	2	7	
Output 2.2: Payment for Environmental Services (PES) mechanisms designed and implemented with meaningful participation of Indigenous Peoples, Afro-Mexican communities, ejidos and communities	Ha supported with PES	Annual reports for implementation of Payment for Ecosystem Services by CONAFOR	0	80,000 ha	205,000 ha	Area supported with PES over 5 years
Output 2.3 Strengthen and harmonization of financial products to support sustainable practices in transition zones	Number of financial products incorporating sustainable practices in transition zones	Annual reports for implementation by FAO	0	3	5	
Outcome 3. Improved inclusive territorial governance and coordinated landscape management for forest conservation, productive restoration and women's leadership.						
Output 3.1 Territorial agents strengthened in sustainable management and territorial planning	Number of local public institutions or organizations supported to implement landscape approach	Annual reports by FAO MX	0	15	25	Organizations or JIMA supported for 5 years

Output 3.2 Women's participation and leadership in sustainable landscape management strengthened through productive and income-generating initiatives.	# of productive initiatives led by women	Annual reports for implementation by CONAFOR	0	50	120	120 counted as direct beneficiaries.
Outcome 4. Enhanced institutional capacity, coordination and monitoring systems to sustain REDD+ implementation and climate-resilient landscape management						
Output 4.1 Strengthened capacities of institutions, territorial actors and technical staff to support sustainable silvopastoral systems and project formulation	Institutional capacity index	TBD	TBD	TBD	TBD	Index to be developed during inception period (Q3-Q4 of Y1).
Output 4.2 Strengthened monitoring systems	# of tools for monitoring in silvopastoral systems developed	Annuals reports by FAO	0	1	3	
Project co-benefit indicators						
Improved and diversified livelihoods for indigenous peoples and afro Mexican population	Percentage of direct beneficiaries participating on-the-ground grant activities are Indigenous Peoples or Afro-Mexican population disaggregated by sex	Annual reports by CONAFOR	0	25	25	This indicator quantifies the percentage of indigenous peoples and afro Mexican population in ejidos, communities, and small landowners who receive support from CONAFOR from the outputs 1.2, 2.2 and 3.2.

Gender equality, including the promotion of productive activities led by women and the development of gender-responsive technical assistance and skills development schemes.	# of women participating in productive initiatives	Annual reports by CONAFOR	0	500	1200	Increase in the percentage of women participating in productive initiatives due to RBP support through accessing PES schemes, incentives for the implementation of silvopastoral systems and women-led productive projects, or RBP project-supported technical assistance and capacity building, compared to baseline conditions
	Percentage of RBP project supported technical assistance and training schemes that incorporate gender responsive criteria, participation targets, and sex disaggregated monitoring	Annual reports by CONAFOR and FAO		100 %	100 %	
Improved territorial and landscape level governance	# of agreements signed for coordination between government and territorial agents	Annual reports by CONAFOR	0	20	24	
	New areas (ha) implementing payment for	Annual reports by CONAFOR	0	80,000	205,000	

	environmental services (PES)					
Areas delivering ecosystem services expanded	% of ejidos/communities receiving PES that implement biodiversity monitoring in their territories	Annual reports by CONAFOR	0	20%	50%	Biodiversity monitoring using BIOCOMUNI framework developed by CONAFOR

G.3. Monitoring, reporting and evaluation arrangements (max. 500 words, approximately 1 page)

In its role as Accredited Entity, FAO (specifically the Project Task Force) will oversee and supervise the implementation of this project in accordance with the FAA and the Accreditation Master Agreement (AMA) signed between FAO and the GCF. As per the GCF Monitoring and Accountability Framework, and in accordance with the AMA, FAO will provide the GCF with an Inception Report, Annual Performance Reports, an independent Mid-term Evaluation report, a Project Closure Report, and an independent Final Evaluation report. FAO will also provide annual Financial Reports throughout project implementation. FAO has standard M&E procedures which are compliant with the GCF performance measurement framework. FAO will manage and coordinate reporting to the GCF according to its standards and procedures. The monitoring will take place under the following levels.

Project execution level: The project will include implementation of a monitoring system to understand efficacy, targeting and verifying the assumptions that the program is making as well as implementing a learning plan so elements emerging from the monitoring systems can feed back into the project implementation and planning Components. The M&E at this level will be managed by the M&E specialist with oversight and guidance from the Project Steering Committee (PSC). Data will be stored in a database accessible to the GCF, the counterpart as well as to FAO.

As specified in the Transfer Agreement, CONAFOR will be required to submit quarterly financial and narrative reports to FAO, including reports on the approved workplan, results framework, and budget execution. Submission and approval of these reports will constitute a condition for subsequent fund transfers and will be subject to review and clearance by the Budget Holder. CONAFOR will report on expenditures, implementation progress, and results achieved, and will provide supporting documentation as required under FAO rules and procedures.

Request for funds submitted by CONAFOR will be supported by financial reporting and evidence of expenditure in line with the Transfer Agreement provisions and will reflect funding needs based on the workplan for the subsequent implementation period. FAO will review these requests in relation to reported progress, expenditures and compliance, and may approve, adjust or withhold disbursement accordingly.

Supervision, Support and Evaluation level: FAO will support the PTC and PSC in reviewing and analysing progress reports and to assess performances against baseline and targets. FAO will also secure, according to its rules and regulations, financial control and midterm evaluation and final evaluation phases via an independent and external evaluation expert.

In accordance with the AMA between FAO and GCF, the FAO Office of Evaluation will be responsible for the independent interim and final evaluations. The evaluations will be conducted using a question-driven approach and address the GCF evaluation criteria. The interim evaluation will be instrumental in contributing – through operational and strategic recommendations – to improve implementation, setting out any necessary corrective measures for the remaining period of the project. The final evaluation will assess the relevance of the intervention, its overall performance, as well as sustainability and scalability of results, differential impacts and lessons learned; coherence in climate finance delivery with other multilateral entities; gender equity; as well as innovativeness in result areas. The evaluation should also assess the extent to which the intervention has contributed to the CONAFOR's higher-level goal of achieving a paradigm shift in mitigation and adaptation to climate change in Mexico.

Annual Reporting: The PMU will prepare Annual Reports for each year of implementation and FAO will review/clear them. The FAO agricultural climate change technical officer and the M&E Specialist will ensure that the indicators in the results framework are monitored and reported annually. Annual Reports will be shared with the PSC, PTC and other stakeholders. Annual Reports will be due to GCF 60 days after the end of the calendar year. The final Annual Report and the terminal evaluation report will serve as the final project report package.

Mid-Term and Terminal Evaluations: In compliance with the requirements in FAO's Accreditation Master Agreement with the GCF, the FAO Office of Evaluation (the Accredited Entity independent evaluation office) will be responsible for the independent evaluation of this project. The overall evaluation will, inter alia, study the effectiveness, efficiency, and timeliness of project implementation; analyse partnership arrangements; identify issues requiring decisions and remedial actions; and, through the interim evaluation report, the impact of the project is assessed, and the report may propose mid-course corrections or needed adjustments to the implementation strategy. The final evaluation report will focus on project impacts and the degree to which expected long-term results have been achieved and may be sustained. It may also identify future actions needed to sustain results and disseminate replicable good practices and key issues faced during project implementation. The evaluation budget includes all evaluation costs, such as inception phase, evaluation design, data collection activities, analysis, report writing, quality assurance and dissemination. FAO will communicate the results of this evaluation to the GCF Secretariat. At a minimum, this shall be done through the required interim and final independent evaluation reports following the timeline agreed upon by the Secretariat and FAO.

GCF POLICIES AND STANDARDS

H.1. Environmental and social risk assessment (max. 1000 words, approximately 2 pages)

(a) For the results period:

As part of the development of this RBP Funding Proposal (FP) for Mexico, a social and environmental 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 was conducted and it is included in Annex 4.1 of this FP. It retrospectively examines the policies and measures implemented since the start of REDD+ readiness in 2010, as well as those undertaken during the results period (2018–2019).

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), the State Safeguards Plans (PES), and project-level safeguards instruments, and has been reported through the Safeguards Information System (SIS) and the Summary of Information (SOI). Together, these elements form an integrated safeguards architecture that provides a strong basis for demonstrating consistency with the Cancun Safeguards, as well as with the GCF's Environmental and Social Safeguards (ESS) standards and related policies, including those on Indigenous Peoples, Gender, and Prohibited Practices, and with FAO's Framework for Environmental and Social Management (FESM).

Mexico's development of these safeguards integrated framework was not based on the creation of parallel structures, but rather on the articulation and reinforcing of existing national laws, institutions, systems, and participatory mechanisms, progressively strengthened through REDD+ readiness, pilot initiatives, and on-the-ground implementation. In parallel with the development of safeguards elements, the Government of Mexico worked to identify and strengthen the institutional, legal, and technical conditions required to address and respect safeguards throughout the design and implementation of REDD+.

In the context of REDD+ implementation at the territorial level through CONAFOR's incentive programs, the Operating Rules evolved progressively over the assessment period to operationalize environmental and social safeguards within forest sector activities. This evolution involved the systematic integration of safeguards into programme eligibility criteria, prioritization mechanisms, implementation procedures, and monitoring requirements, strengthening the environmental and social performance of REDD+-related actions on the ground. As a result, safeguards are translated into concrete implementation measures that guide beneficiary selection, activity prioritization, targeting, and implementation, helping to prevent environmental and social risks while promoting equitable access to programme benefits. The system has also evolved through a process of continuous improvement, whereby lessons learned, stakeholder feedback, and implementation experience are incorporated into programme design and operational procedures. This has enabled Mexico to establish a safeguards system that is both institutionalized and adaptive, strengthening its effectiveness over time and ensuring its consistent application at the beneficiary level. During the assessment period, Mexico demonstrated the capacity to identify, assess, and manage environmental and social risks and impacts associated with REDD+ preparation and implementation. Key instruments supporting this process included the SESA and the ESMF developed during the formulation of ENAREDD+, as well as safeguards instruments—such as Indigenous Peoples Plans and Environmental Assessments—developed under initiatives supporting REDD+ implementation, notably the Forest and Climate Project (PBCC) and the Strengthening Entrepreneurship in Productive Forest Landscapes Project (PROFOEM). Building on these instruments, a screening checklist was applied to identify the main environmental and social risks and opportunities relevant to the policies, measures, and actions implemented during the assessment period. The results of this screening are presented in the Annex 4.1 (Annex 2) accompanying this proposal. In addition, the analysis of Mexico's policy, legal, and regulatory (PLR) framework—included in Annex 4.1 (Annex 3)—demonstrates how safeguards are supported by national legislation, contributing to the minimization of potential environmental and social risks associated with REDD+.

With regard to stakeholder engagement, the design of ENAREDD+ and the broader REDD+ readiness process in Mexico were underpinned by an extensive and inclusive participatory process involving multiple stakeholders, including government entities at different levels, Indigenous Peoples, Afro-Mexican peoples, ejidos and communities, civil society organizations, and academia. The progressive development of successive versions of ENAREDD+ relied on a

multi-level architecture for stakeholder engagement, combining national, regional, and subnational platforms that enabled continuous dialogue, consultation, and co-design. These platforms included the REDD+ Technical Advisory Committee (CTC-REDD+) at national and subnational levels, the National Forestry Council (CONAF), and the Inter-Secretarial Commission on Climate Change (CICC) and its REDD+ Working Group.

ENAREDD+ was subsequently subjected to a broad national consultation process, implemented in accordance with a multi-phase Consultation Plan and led by CONAFOR. This process is widely regarded as good practice, reaching 26,360 participants through a combination of online consultations, in-person forums nationwide, and thematic consultations targeting specific groups such as women, youth, and stakeholders from the agricultural sector. In addition, a differentiated consultation process was carried out with Indigenous Peoples and Afro-Mexican communities, incorporating culturally appropriate methodologies, and local languages.

Regarding grievance redress mechanisms, a range of national legal instruments provide the basis for citizen participation in grievance processes and ensure accessibility, transparency, and procedural safeguards, as detailed in the PLR assessment included in the due diligence assessment annexed to this FP. Additionally, in 2017, CONAFOR established the Citizen Attention Mechanism (MAC) as an institutional mechanism to receive, process, and respond to requests, complaints, grievances, and inquiries related to forestry activities. The MAC aims to: (i) facilitate access to procedures for submitting information requests and grievances; (ii) improve CONAFOR's responsiveness; (iii) identify potential negative impacts; and (iv) prevent conflicts associated with the implementation of forestry and climate-related actions. The mechanism operates through existing institutional channels, including the Internal Control Body (OIC), the Transparency Unit, and the Citizen Information and Attention Service (SIAC), depending on the nature of the grievance. Details on the type of grievances that each of these channels managed, and information on the resolutions processes and timelines, as well as information on relevant areas of improvement identified during the REDD+ readiness phase is included in Annex 4.1 (section 4.2.8).

(b) For the reinvestment of RBP proceeds.

This Environmental and Social Management Framework (ESMF) has been prepared for the proposed use of proceeds of Mexico's REDD+ RBP proposal for the 2018–2019 results period and it is included in Annex 4.2. The ESMF establishes the framework through which environmental and social risks and impacts associated with the reinvestment of RBP proceeds will be identified, assessed, avoided, minimized, mitigated, monitored and reported throughout project implementation. This instrument is consistent with Mexico's national interpretation of the Cancun Safeguards, the GCF Revised Environmental and Social Policy, the GCF Indigenous Peoples Policy, Gender Policy and Policy on Prohibited Practices, as well as FAO's Framework for Environmental and Social Management (FESM). It builds on Mexico's REDD+ readiness process, including the National REDD+ Strategy (ENAREDD+), the Strategic Environmental and Social Assessment, the National Safeguards System (SNS), the Safeguards Information System (SIS), and previous participatory processes with federal and state institutions, Indigenous Peoples, Afro-Mexican peoples, ejidos, communities, women, civil society, academia and producer organizations.

Mexico's RBP proposal aims to reinvest resources into a transformative programme that addresses a key driver of deforestation and forest degradation: the expansion of extensive livestock systems in forest–livestock transition zones. The approach combines productive restoration, silvopastoral and regenerative livestock practices, Payments for Environmental Services, sustainable finance, deforestation-free value chains, strengthened territorial governance, and enhanced monitoring and institutional capacities across priority landscapes in seven states (Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo, and Yucatán).

Following the application of FAO's environmental and social risk screening checklist, the proposed RBP project has been classified as Category B, or moderate risk. The risks identified are expected to be site-specific, reversible and manageable through the mitigation measures established in this ESMF, the Exclusion List, the environmental and social management matrix, the Stakeholder Engagement Plan (Annex 5), the Gender Assessment and Gender Action Plan (Annex 6), and the Indigenous Peoples Planning Framework (Annex 4.3). No Category A or high-risk activities will be financed under the project.

The screening identified the following FAO ESOPs and ESSs as applicable: ESOP 2 Stakeholder Engagement; ESS 1 Biodiversity Conservation and Sustainable Management of Natural Resources; ESS 2 Resource Efficiency and Pollution Prevention and Management; ESS 3 on Climate Change and Disaster Risk Reduction, ESS 4 Decent Work;

ESS 5 Community Health, Safety and Security; ESS 6 Gender Equality and Prevention of Gender-Based Violence; ESS 7 Land Tenure, Displacement and Resettlement; ESS 8 Indigenous Peoples; and ESS 9 Cultural Heritage. The main risks identified relate to stakeholder engagement and benefit distribution; perceived inequities between beneficiaries and non-beneficiaries; environmentally or socially unsuitable sites; use of inappropriate, non-native or invasive species; continuation or increase of pesticide or fertilizer use; poor grazing management; occupational and community health and safety; GBV/SEAH risks; exclusion of women, Indigenous Peoples, Afro-Mexican peoples, youth and vulnerable producers; land tenure disputes; unclear collective agreements; insufficiently culturally appropriate engagement; and potential impacts on cultural heritage, traditional knowledge and community governance systems.

A comprehensive environmental and social management matrix has been prepared as Annex 2 to the ESMF. The matrix identifies risks and management measures for the project's main intervention areas, including productive restoration through silvopastoral systems, Farmer Field Schools (ECAs) and capacity building, Payments for Environmental Services (PES), and gender-related risks and measures. It will serve as a preliminary monitoring and evaluation tool and will be refined during the project inception phase as part of the Environmental and Social Management Plan (ESMP).

The ESMF is complemented by standalone safeguards instruments. The Stakeholder Engagement Plan provides the framework for stakeholder identification, consultation, participation, information disclosure and engagement throughout project implementation. The Gender Assessment and Gender Action Plan establishes measures to promote women's participation, address gender gaps, prevent exclusion, and manage GBV/SEAH risks. The Indigenous Peoples Planning Framework defines procedures for engagement with Indigenous Peoples, Afro-Mexican peoples, ejidos, agrarian communities and other local communities, including Free, Prior and Informed Consent..

Stakeholder engagement undertaken in preparation of the RBP proposal included institutional and territorial consultations. Institutional engagement included federal-level socialization and co-construction meetings, a federal co-design workshop, a coordination sessions with participating state governments, and presentation of the proposal to the REDD+ Working Group of the Inter-Ministerial Commission on Climate Change. At the territory level, the proposal was socialized with the State Forestry Councils which have representation of ejidos and communities, Indigenous Peoples, Afro-Mexican peoples, women producers, livestock producers, local organizations, civil society, academia and technical service providers. Additionally, in addition, territorial consultation workshops have been conducted in the participating states with local stakeholders, including ejidos, communities, Indigenous Peoples, women, and producers. These workshops presented the project's objectives, components, and eligible activities while engaging participants in the identification of potential risks, benefits, mitigation measures, participation mechanisms, and available grievance redress channels. They provided a platform for dialogue and feedback, helping to strengthen project design and implementation. The results of all of these engagements are being incorporated in Annex 5 (the SEP).

The project will use and strengthen CONAFOR's existing Citizen Attention Mechanism (MAC) as the main grievance, feedback and conflict-resolution channel. The RBP proposal will not create a parallel grievance mechanism. Instead, it will support implementation of the MAC Improvement Plan and ensure adequate operation of the MAC throughout project implementation, including measures to strengthen accessibility, confidentiality, culturally appropriate communication, gender-responsive procedures, dissemination in Indigenous languages, referral of sensitive cases, participatory monitoring, and coordination with relevant institutions such as INPI and INALI.

Given that FAO, together with the Government of Mexico (through CONAFOR), will act as Executing Entities for the RBP project, they will be responsible for ensuring the implementation of the relevant management measures and procedures defined in the ESMF (to be transformed into an actionable ESMP during inception phase), and for ensuring safeguards compliance throughout the assessment, selection, implementation, monitoring, evaluation, and reporting of on-the-ground activities financed by GCF proceeds. The PMU will oversee the day-to-day management and execution of project activities and will also be responsible for the implementation, monitoring, evaluation, and reporting of the ESMP, including in relation to the complementary yet standalone frameworks (IPP, SEP and GAAP). Dedicated Safeguards and Gender Specialists will provide technical expertise on environmental and social safeguards, Indigenous Peoples' issues, and intersectionality considerations. Together, they will support the implementation, monitoring, evaluation, and reporting of safeguards-related management measures and procedures, including those related to participatory and consultative processes at the local level.

Overall, the ESMF provides the overarching framework to ensure that Mexico's RBP proceeds are reinvested in a manner that is environmentally sound, socially inclusive, gender-responsive, culturally appropriate, rights-based and

consistent with GCF and FAO requirements. It establishes the procedures, instruments and institutional responsibilities required to manage risks, strengthen participation, promote co-benefits, and support Mexico's long-term REDD+ implementation in forest–livestock transition landscapes.

H.2. Gender assessment and action plan (max. 500 words, approximately 1 page)

In Mexico, women face significant structural inequalities that increase their vulnerability to poverty and climate change. Women represent 30.1 percent of the population living in poverty and often have fewer economic opportunities, particularly in households headed by women, where limited access to income further increases exposure to risk. These vulnerabilities are compounded by lower adaptive capacity due to economic, social, and political inequalities. In rural and forest contexts, women also face restricted access to land, forest resources, and productive assets; 70 percent of forest lands are owned by men and women represent only 27 percent of rights holders within agrarian nuclei, reflecting longstanding tenure inequalities. Because access to public programs, credit, infrastructure, and subsidies is typically linked to land ownership, these structural barriers limit women's participation and benefits from rural and forest development initiatives.

To overcome these barriers, according to the Gender Analysis included in Annex 6 to this proposal, as of 2026, Mexico's legal and policy framework shows growing convergence between gender equality, climate action, forest governance, and social inclusion, providing a solid foundation for implementing the RBP Gender Action Plan in line with the GCF Gender Policy and FAO's FESM (ESS 6). This framework is supported by constitutional reforms, gender equality legislation, and sectoral laws related to forests, agriculture, and climate change. In particular, the LGDFS establishes that sustainable forest development must promote equitable access to benefits and participation, while instruments such as the LGDRS and the Agrarian Law reinforce women's participation, leadership, and access to productive resources in rural and forest territories. More broadly, national policies reflect a shift from earlier approaches centered on social assistance toward structural measures promoting substantive equality and inclusive forest governance.

Mexico's alignment with international agreements further strengthens this foundation by embedding human rights, safeguards, participation, and gender equality within REDD+ and forest governance systems. The institutional framework reflects increasing coordination between gender institutions, environmental authorities, and forest governance bodies, enabling more integrated and rights-based approaches. However, challenges remain, including institutional capacity gaps, coordination constraints, and persistent structural inequalities, which must be addressed to ensure effective implementation and safeguards monitoring.

In terms of grievance redress, Mexico has developed a range of instruments—including codes of conduct, complaint mechanisms, social oversight processes, and institutional protocols—to support safe, inclusive, and accountable participation. These mechanisms allow for the reporting and resolution of issues related to discrimination, misconduct, or violence. Complementary efforts in capacity building and awareness-raising have strengthened institutional responses to gender equality, prevention of violence, and culturally appropriate engagement. Nevertheless, access to these mechanisms remains uneven, particularly for women and marginalized populations in forest-dependent areas.

Mexico's REDD+ process has progressively integrated gender equality and social inclusion as cross-cutting elements, even though these were not initially designed as standalone components. Over time, gender considerations have been incorporated through REDD+ readiness activities, safeguards systems, legal reforms, and participatory governance processes. This evolution has increased the visibility of issues such as women's participation, differentiated vulnerabilities, land tenure barriers, access to benefits, and unpaid care responsibilities. ENAREDD+ explicitly recognizes that forest territories are socially differentiated and that women, Indigenous Peoples, Afro-Mexican communities, and youth face unequal conditions. In this context, women are recognized not only as vulnerable stakeholders but also as key actors in forest management, restoration, biodiversity conservation, and climate resilience.

This approach has been reinforced through the gradual integration of gender criteria into CONAFOR's Operating Rules, including eligibility, prioritization, and affirmative action measures. These include prioritization criteria for applications submitted by women, women's groups, young women, and Indigenous and Afro-Mexican women; affirmative care measures that help address barriers related to unpaid care responsibilities; and dedicated support for women-led productive initiatives. In addition, specific programs promote women's entrepreneurship, strengthen women's forest enterprises, provide technical assistance and business incubation services, and encourage the active participation of women in conservation, productive restoration, and sustainable livelihood activities. Given that REDD+ implementation

relies heavily on these instruments, their evolution represents a practical pathway toward gender-responsive implementation.

In addition, Mexico's REDD+ readiness process involved one of the most extensive participatory efforts in the country, where women's participation was increasingly recognized as essential. Consultation outcomes highlighted that gender equality requires addressing structural barriers, such as unequal access to land and resources, limited representation, lack of gender-responsive finance, and care constraints. While progress has been made, these priorities were critical for guiding the definition of this RBP proposal to ensure that women can meaningfully participate, access benefits, and do so without reinforcing existing inequalities.

Mexico is committed to ensure women, as well as other vulnerable groups, fully participate, engage and benefit from the REDD+ RBP Program. Key gender-related results to be expected from the reinvestment of proceeds, with associated targets are still being determined. Considering this and building on the findings from the GA, its recommendations, and the gender provisions in Mexico's legal and institutional framework, a Gender Action Plan (GAP) for the proposed REDD+ RBP proposal has been defined and it is included in Annex 6. The GAP proposes gender-responsive actions to be taken during the Program's execution, indicators to track progress of proposed actions.

The GAP will be implemented under the umbrella of the project's ESMF (and upon project inception, the ESMP) and complemented by the SEP (Annex 5) and the IPPF (Annex 4.3). Implementation of the GAP will be responsibility of the full-time safeguards team to be hired as part of the Project Management Unit.

H.3. Financial management and procurement (max. 500 words, approximately 1 page)

FAO and CONAFOR, as the Executing Entities, will establish the contractual arrangements necessary for the implementation of their respective project activities in accordance with their institutional procurement, financial management and administrative procedures, as well as the provisions of the Transfer Agreement. The specific contractual arrangements, including those for the procurement of goods, services and consultants, as applicable, will be identified and finalized during the project inception phase, ensuring compliance with the applicable policies and procedures of each Executing Entity.

As Accredited Entity for this project, FAO will ensure that financial management and procurement of goods and services using GCF resources adheres to relevant FAO rules and regulations, as well as relevant provisions in the Accreditation Master Agreement (AMA) signed between FAO and GCF. These rules and regulations were reviewed and deemed satisfactory by the GCF Secretariat and Accreditation Panel as part of FAO's accreditation process.

FAO has deployed an Oracle-based Enterprise Resource Planning (ERP) system, the 'Global Resources Management System' (GRMS), which provides all FAO employees in all locations globally with travel, human resources, procurement, and finance functionalities. Using GRMS improves the flow of financial information, supports financial monitoring and reporting, increases transparency and visibility, and strengthens internal control. FAO maintains a Chart of Accounts which is used by the whole Organization and that allows for a separation of income and expenditure by donor and project, and it provides a standardized coding structure that enables data to be recorded, classified, and summarized to facilitate internal management and external reporting requirements.

Direct procurement by FAO is done in accordance with its Manual Section 502 on "Procurement of Goods, Works, and Services". To sub-contract the delivery of specific activities using Letters of Agreement, FAO operates in accordance with its Manual Section 507 on "Letters of Agreement". Such services are managed by the FAO Procurement Service, which provides policy and operational support to ensure that the Organization procures goods, works, and services based on "Best Value for Money" principles.

Financial management and procurement executed by CONAFOR as Executing Entity of GCF proceeds will be overseen and supervised by the Project Task Force. The FAO project supervision team will undertake regular supervision missions and recruit a qualified, internationally recognized auditing firm to perform one spot check and one audit per year to ensure financial management by CONAFOR are conducted in line with agreed standards and practices in accordance with FAO's Manual Section 701 on "Operational Partners".

Selected components of the project will be implemented by CONAFOR. The provisions regarding CONAFOR's responsibilities as EE, together with all financial details, will be included in the Transfer Agreement, which will also serve as subsidiary agreement, to be signed between FAO and the Government of Mexico acting through CONAFOR.

FAO will apply a risk-based management approach in accordance with FAO's Manual Section 701 on Implementing Partnership. Prior to implementation, FAO will establish a Partner Risk Profile and Risk Score based on capacity assessments and screenings and will integrate identified risks into the project risk mitigation plan, including defined mitigation and capacity development measures. Assurance activities will be carried out to verify the appropriate use of funds and the achievement of results, including monitoring visits, spot checks and audits. The frequency and scope of these assurance activities will be determined based on the Partner Risk Score and the level of funds transferred. The Budget Holder will ensure that assurance activities are implemented as planned, and that findings from audits and spot checks are reviewed and addressed through corrective actions, as required.

As Accredited Entity of the GCF, FAO will have overall responsibility for quality assurance and oversight, and shall assume fiduciary responsibility in accordance with FAO standards and procedures. In addition to this, FAO will be responsible for the financial execution of GCF funds according to FAO rules and regulations mainly contained and detailed in the FAO Handbook (including those referred to financial monitoring, audit and procurement).

During implementation, FAO will provide oversight and quality assurance in accordance with its policies and procedures. This may include monitoring missions, spot checks and participation at project governance meetings. The project will be audited internally and externally following FAO's Financial Regulations.

H.4. Disclosure of funding proposal

☒ No confidential information: The accredited entity confirms that the funding proposal, including its annexes, may be disclosed in full by the GCF, as no information is being provided in confidence.

☐ With confidential information: The accredited entity declares that the funding proposal, including its annexes, may not be disclosed in full by the GCF, as certain information is being provided in confidence. Accordingly, the accredited entity is providing to the Secretariat the following two copies of the funding proposal, including all annexes:

- full copy for internal use of the GCF in which the confidential portions are marked accordingly, together with an explanatory note regarding the said portions and the corresponding reason for confidentiality under the accredited entity's disclosure policy, and
- redacted copy for disclosure on the GCF website.

The funding proposal can only be processed upon receipt of the two copies above, if containing confidential information.

ANNEXES

I.1. Mandatory annexes

☒	Annex 1	NDA no-objection letter and written consent of national REDD+ focal point
☒	Annex 2	Simplified budget plan
☒	Annex 3	Implementation timetable for use of proceeds including key milestones
☒	Annex 4	☒ 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 ☒ Annex 4.2 Environmental and Social Management Framework (ESMF) ☒ Annex 4.3 Indigenous Peoples Planning Framework (IPPF)
☒	Annex 5	Summary of Consultations and Stakeholder Engagement Plan
☒	Annex 6	Gender assessment and action plan
☒	Annex 7	Legal due diligence (regulation, taxation and insurance)
☒	Annex 8	Monitoring and evaluation plan
☒	Annex 9	AE fee request

I.2. Other annexes as applicable

☒	Annex 10	Evidence of internal approval
☒	Annex 11	Map(s) indicating the location of proposed interventions
☒	Annex 12	Compliance with GCF Investment Criteria
☒	Annex 13	AML/CFT (KYC)
☒	Annex 14	Eligibility criteria
☒	Annex 15	RAF. FAO Mexico_Assessment Report
☒	Annex 15.1	RAF_OnGranting Assessment_GCF Mexico RBP_overview of MS 705
☒	Annex 15.2	RAF_GCF_PSAA Application and Review Checklist_Mexico_FAO_CONAFOR
☒	Annex 16	Term Sheet

* Please note that a funding proposal will be considered complete only upon receipt of all the applicable supporting documents.

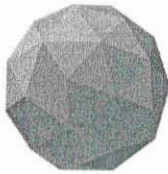
No-objection letter issued by the national designated authority(ies) or focal point(s)



Hacienda

Secretaría de Hacienda y Crédito Público

Subsecretaría de Hacienda y Crédito Público
Unidad de Crédito Público y Asuntos
Internacionales de Hacienda
Dirección General encargada de Foros
Internacionales y Financiamiento Sostenible



GREEN
CLIMATE
FUND

Oficio No. 305.-F.-031/2026

Mexico City, 12/06/2026

To: The Green Climate Fund ("GCF")

Re: No-objection letter in respect of the funding proposal titled "Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock" submitted by the Food and Agriculture Organization of the United Nations (FAO)

Dear Madam, Sir,

We refer to the **funding proposal** titled "Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock" in México submitted by the Food and Agriculture Organization of the United Nations (FAO) to us on 25th may 2026 (the "**Proposal**").

The undersigned is the duly authorized representative of Ministry of Finance and Public Credit of Mexico, Public Credit and International Affairs Unit, the **national designated authority** of Mexico.

Pursuant to GCF Decisions B.08/10, B.37/22, and B.41/02, the content of which we acknowledge to have reviewed, in my capacity as **focal point**, we hereby communicate our no-objection to the Proposal.

By communicating our no-objection, it is implied that:

- (a) The government of Mexico has no-objection to the Proposal; and
- (b) The Proposal is in conformity with the national priorities, strategies and plans of Mexico.

We also confirm that our national process for ascertaining no-objection to the **Proposal** has been duly followed.

Notwithstanding the foregoing, we expect the Food and Agriculture Organization of the United Nations (FAO) to take the necessary measures to ensure that the **project** as described in the Proposal is implemented in a manner consistent with applicable national laws.

We acknowledge that this letter will be made publicly available on the GCF website.

Kind regards,

Regina Rosales Talamas

General Director in Charge of International Fora and Sustainable Financing
Ministry of Finance and Public Credit
Mexico



2026
año de
**Margarita
Maza**



Medio Ambiente

Secretaría de Medio Ambiente y Recursos Naturales



CONAFOR

COMISIÓN NACIONAL FORESTAL



Dirección General

Oficio No. DG/465/2025

Zapopan, Jal., a 26 de septiembre de 2025

Sra. Mafalda Duarte
Directora Ejecutiva
Fondo Verde para el Clima

El Gobierno de México somete la presente Nota Conceptual para una propuesta titulada "Pagos por Resultados del GCF México 2018-2019 orientados a la Conservación de Bosques y la Ganadería Sostenible" en el marco del Programa Piloto del Fondo Verde para el Clima (GCF) para Pagos por Resultados REDD+.

Esta nota conceptual cuenta con el respaldo del Gobierno de México y de los actores relevantes involucrados en el proceso de implementación de REDD+ en el país, el cual ha implicado amplias consultas y el cumplimiento de todos los requisitos establecidos por la CMNUCC. Hemos elaborado esta nota conceptual en estrecha coordinación con la Organización de las Naciones Unidas para la Alimentación y la Agricultura (FAO), como Entidad Acreditada ante el GCF.

En el espíritu de la Decisión 10/CP.19 de la CMNUCC y del Artículo 5 del Acuerdo de París, sobre la coordinación del apoyo para la implementación de actividades en materia de mitigación y adaptación en el sector forestal por parte de países en desarrollo, incluidas las disposiciones institucionales, y en mi calidad de punto focal/entidad REDD+ ante la CMNUCC para México, por este medio expreso mi consentimiento para participar en el Programa Piloto de Pagos por Resultados REDD+.

Sin otro particular, le envío un saludo.

Atentamente,

Sergio H. Graf Montero
Director General / Punto Focal REDD+
Comisión Nacional Forestal (CONAFOR)

SHGM/*SLP



2025
Año de
La Mujer
Indígena

Periférico Poniente No. 5360, Col. San Juan de Ocotán, C.P. 45019, Zapopan, Jalisco Tel: (33) 3777 7000 Ext. 1002/1003

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Medio Ambiente

Secretaría de Medio Ambiente y Recursos Naturales



CONAFOR

COMISIÓN NACIONAL FORESTAL



Dirección General

Oficio No. DG/465/2025

Zapopan, Jal., a 26 de septiembre de 2025

Ms. Mafalda Duarte
Executive Director
Green Climate Fund

The Government of Mexico submits the present Concept Note for a proposal titled "GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock" in the context of the Green Climate Fund's (GCF) Pilot Programme for REDD+ Results-based Payments.

This concept note is supported by the Government of Mexico and relevant stakeholders involved in the process of implementation of REDD+ in Mexico, which has involved extensive consultations and completion of all requirements set out by the UNFCCC. We have developed this concept note in close coordination with Food and Agriculture Organization of the United Nations (FAO) as the Accredited Entity to the GCF.

In the spirit of UNFCCC Decision 10/CP.19 and Article 5 of the Paris Agreement on Coordination of support for the implementation of activities in relation to mitigation and adaptation in the forest sector by developing countries, including institutional arrangements and, in my capacity as the REDD+ focal point/entity to the UNFCCC for Mexico, I hereby express my consent to participate in the Pilot Programme for REDD+ Results-based Payments.

Sincerely,

Atentamente

Sergio H. Graf Montero
Director General/REDD+ Focal Point
National Forestry Commission (CONAFOR)

SHGM/*SLP



Periférico Poniente No. 5360, Col. San Juan de Ocotán, C.P. 45019, Zapopan, Jalisco Tel: (33) 3777 7000 Ext. 1002/1003

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Environmental and Social Safeguards (ESS) Report Disclosure Form

Basic project or programme information	
Project or programme title	GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock
Potential sub-project(s) anticipated after GCF Board approval	No
Sector (public or private)	Public
Accredited entity/Project-specific Assessment Approach (PSAA) applicant	Food and Agriculture Organization of the United Nations (FAO)
Environmental and social safeguards (ESS) category	Category B
Location – specific location(s) of project or target country or location(s) of programme	United Mexican States: Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo and Yucatán.
Safeguard Documents: Environmental and Social Impact Assessment (ESIA), Environmental and Social Management Plans (ESMPs), Environmental and Social Management System (ESMS), Environmental and Social Management Framework (ESMF), Environmental and Social Due-Diligence (ESDD) report, Land Acquisition and/or Resettlement Action Plan (LARAP), Indigenous Peoples Plan (IPP), Indigenous Peoples Planning Framework (IPPF), Resettlement Action Plan (RAP), Resettlement Policy Framework (RPF) etc. (as applicable)	
Date of disclosure on entity's website	Tuesday, September 1, 2026
Language(s) of disclosure	English, Spanish
Explanation on language	Spanish is the official language in Mexico.
Link(s) to disclosure	Environmental and Social Management Framework (ESMF) English: https://openknowledge.fao.org/server/api/core/bitstreams/ebc59a53-6f13-4d43-836c-7e9bb9ad744f/content Spanish: https://openknowledge.fao.org/server/api/core/bitstreams/0dfb4854-9189-45c3-9a9a-3f413678bbee/content Indigenous Peoples Planning Framework (IPPF) English: https://openknowledge.fao.org/server/api/core/bitstreams/ccf7771f-29d2-4093-96ce-57cc7d4358cb/content Spanish: https://openknowledge.fao.org/server/api/core/bitstreams/431ca8c4-d7ab-4246-9470-51da8173953c/content
Other link(s)	FAO disclosure portal (English and Spanish) ESMF and IPPF: https://openknowledge.fao.org/items/7810ccf2-05b8-4b46-b81b-6883e8eed509 FAO Representation in Mexico - website (English and Spanish) ESMF and IPPF: https://www.fao.org/mexico/news/detail/pagos-basados-en-resultados-del-fvc-m%C3%A9xico-2018-2019-orientados-

	a-la-conservaci%C3%B3n-forestal-y-la-ganader%C3%ADa-sostenible/es National Forestry Commission (CONAFOR) - website (Spanish) ESMF and IPPF: https://www.gob.mx/conafor/documentos/proyecto-de-pago-por-resultados-de-redd-de-mexico-ante-el-fondo-verde-del-clima
Remarks on compliance with GCF policies	ESS reports consistent with the requirements for a Category B project are contained in the documents above.
Disclosure in locations convenient to affected peoples (stakeholders)	
Date(s)	Tuesday, September 1, 2026
Place(s)	The hard copies of the ESMF and IPPF will be made available in Spanish in the following places: Organización de la Naciones Unidas para la Alimentación y la Agricultura (FAO) Farallón No.130, Jardines del Pedregal Ciudad de México 01900 CONAFOR – Oficina Central Periférico Poniente No. 5360, Col. San Juan de Ocotán, C.P. 45019, Zapopan, Jalisco. CONAFOR – Oficina de Representación Estatal en Yucatán Calle 60 núm. 403, entre calles 157 y 169-A, Col. San José Tecoh Sur, C.P. 97298, Mérida, Yucatán. CONAFOR – Oficina de Representación Estatal en Quintana Roo Camino Antigua Carretera a Santa Elena, km 2.5, Col. Zona Industrial 2, C.P. 77049, Chetumal, Quintana Roo. CONAFOR – Oficina de Representación Estatal en Chiapas Prolongación de la Av. 11 Oriente-Norte s/n, interior del Vivero Forestal Francisco I. Madero, Col. Centro, C.P. 29000, Tuxtla Gutiérrez, Chiapas. CONAFOR – Oficina de Representación Estatal en Oaxaca Privada de Almendros núm. 106, 2.º y 3.er piso, Col. Reforma, C.P. 68050, Oaxaca de Juárez, Oaxaca. CONAFOR – Oficina de Representación Estatal en Guerrero Av. Ruffo Figueroa s/n, Col. Burócratas, C.P. 39090, Chilpancingo de los Bravo, Guerrero. CONAFOR – Oficina de Representación Estatal en Michoacán

	Calle Capitán Carlos Rovirosa núm. 1565, Col. Tierra y Libertad, C.P. 58148, Morelia, Michoacán.
Date of Board meeting in which the FP is intended to be considered	
Date of entity's Board meeting	N/A
Date of GCF's Board meeting	Monday, October 26, 2026

Note: This form was prepared by the entity stated above.

Secretariat assessment of FP324

Proposal name:	GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock
Accredited entity:	Food and Agriculture Organization of the United Nations (FAO)
Country/(ies):	United Mexican States
Project/programme size:	Medium

I. Overall assessment of the Secretariat

1.1 Project background

1. At its eighteenth meeting (B.18), the Board approved through decision B.18/07 an allocation of up to USD 500 million for the pilot programme for REDD+ results-based payments (RBP). At the same meeting, the Board adopted the draft terms of reference and corresponding scorecard for the pilot programme, which established the eligibility criteria and methodology for applying discounts to REDD+ results submitted to GCF.
2. Following the closing of the pilot programme and the continued demand for RBP, at B.40 the Board approved the policy for RBP for REDD+ through decision B.40/16. In line with the policy, GCF shall accept for consideration REDD+ results achieved within a five-year period that commences six years prior to the GCF programming period during which the relevant funding proposal is submitted. Furthermore, for the GCF programming period of 2024–2027, the value per tonne of carbon dioxide for REDD+ results paid under the policy shall be set at USD 8 per tonne of carbon dioxide equivalent (t CO₂ eq) of reduced emissions or enhanced removals.
3. The Mexico REDD+ RBP proposal is the first to be presented under the recently adopted policy. It seeks RBP for 12,915,671 t CO₂ eq of REDD+ results achieved during the 2018–2019 period, primarily from reductions in emissions from deforestation and forest degradation. The underlying forest reference emission level and the reported REDD+ results have undergone independent technical assessment and analysis under the United Nations Framework Convention on Climate Change (UNFCCC) REDD+ framework. The reported emission reductions meet the eligibility requirements set out in decision B.40/16 and are consistent with the UNFCCC guidelines.
4. GCF proceeds in the form of the REDD+ RBP will be used to support the implementation of the Mexican national REDD+ Strategy. Specifically, the project will contribute to Mexican efforts to address deforestation and land degradation and support the country in implementing the REDD+ National Strategy and action plan.
5. The project's four main outcomes are:
 - (a) **Outcome 1:** Increased adoption of climate-resilient silvopastoral systems and diversified sustainable livelihoods in forest–livestock transition zones;
 - (b) **Outcome 2:** Increased economic incentives and access to finance for forest conservation and deforestation-free livestock production systems;
 - (c) **Outcome 3:** Improved inclusive territorial governance and coordinated landscape management for forest conservation, productive restoration and women's leadership; and

- (d) **Outcome 4:** Enhanced institutional capacities, coordination and monitoring systems to sustain REDD+ implementation and climate-resilient landscape management.
6. The use of proceeds will focus on priority landscapes in forest–livestock transition zones in dry and sub-humid forests in seven target states (Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo and Yucatán). These prioritized territories have the highest cattle density relative to the ecoregion within each municipality.
7. The National Forestry Commission (CONAFOR), the REDD+ focal institution of Mexico, will serve as a co-executing entity (EE) alongside the Food and Agriculture Organization of the United Nations (FAO) and will lead the implementation of key activities, including productive restoration, payment for environmental services, territorial governance and women-led livelihood initiatives. Its involvement will leverage existing national forestry programmes and institutional capacities, reinforcing country ownership and supporting the long-term sustainability of project outcomes.

1.2 Summary of scorecard results and assessment of non-carbon benefits

Table 1: Scorecard results (see annex I for details)

Scorecard section	Results	
Carbon elements	Score: 39	All criteria “pass”

1.3 Proposed payments

8. In line with the procedure defined in the policy for results-based payments for REDD+, the following equation was applied to estimate the volume of results to be translated into payments:

$$GCF \text{ Volume of ERs} = (Proposed \text{ volume of ERs} - ERs \text{ subtracted to address risk of reversals}) * \left(\frac{Total \text{ score achieved}}{Maximum \text{ score}} \right)$$

Abbreviation: ERs = emission reductions.

9. The resulting GCF volume of results and the proposed amount for payments that Mexico is eligible for are provided in table 2 below (as per guidance defined in decision B.40/16).

1.3.1. Non-carbon benefits

10. The project presents four non-carbon benefits (NCBs):
- (a) Improved and diversified livelihoods for indigenous peoples and Afro Mexican population;
 - (b) Delivery of benefits in terms of gender equality, including the promotion of productive activities led by women and the development of gender-responsive technical assistance and skills development schemes;
 - (c) Delivery of benefits in terms of improved territorial and landscape level governance; and
 - (d) Delivery of benefits in terms of ecosystem-service and biodiversity.

11. These four NCBs have all been assessed to meet the criteria for going beyond the Cancun safeguards. The details given for each of the four NCBs present constructive, clear, ambitious, and solid evidence and approaches regarding explanation, situation analysis and monitoring of the four NCBs. The GCF Secretariat therefore concludes that the proposal merits the inclusion of the additional 3.5% payment.

12. Consistency with the Policy for Results-based Payments for REDD+. The Secretariat has reviewed the funding proposal against the requirements of the Policy for Results-Based Payments for REDD+, including the assessment criteria and review elements set out in Appendix III. Based on the review of the REDD+ results, the application of the scorecard contained in Appendix I, the assessment of the proposed use of proceeds, and the proposal's consistency with applicable GCF policies, procedures and safeguard requirements, the Secretariat concludes that the funding proposal is in compliance with the requirements of the policy and is eligible for consideration by the board.

13. Based on the information above and the guidance for calculating REDD+ results-based payments established in decision B.40/16, the proposed payment amounts to USD 85,310,356 (see table 2 for details). This amount of USD 85,310,356 includes the set aside as defined in paragraph 24b of the REDD+ RBP policy.

Table 2: payment proposed

GCF Volume of ERs (in tCO ₂ eq)	10 303 183
12% set aside (if required)	Required
Value per tonne (in USD)	8
Additional 3.5% for non-carbon benefits (in USD)	Yes
Total payment proposed (in USD)	85,310,356

Abbreviations: ERs = emission reductions; tCO₂eq = tonnes of carbon dioxide equivalent.

1.4 Strengths and points of clarification

14. The funding proposal is presented to the Board for consideration with the following remarks:

Strengths	Points of clarification
The project presents a unique strategy and long-term approach to convert degraded landscapes and key drivers of deforestation into sustainable, locally led landscapes.	It will be strategic to further explore the many strong cases from CONAFOR's previous PES projects and identify how the use of proceeds can best build on those experiences.
The payments for environmental services (PES) mechanism is a strong approach to securing long-term finance and opportunities for local communities to transform the local landscapes they depend on.	

15. The Board may wish to consider approving this funding proposal in accordance with the term sheet agreed between the Secretariat and the accredited entity (AE) and, if considered appropriate, subject to the conditions set out in annex II of document GCF/B.46/02.

II. Assessment against investment criteria

2.1 Impact potential

Scale: High

16. The project is fully aligned with the Mexico nationally determined contribution and would be a unique strategic contribution to the country's key targets and milestones on reducing emissions from the agriculture, forestry and other land use sector. The project's reinvestment of proceeds into the sustainable management of key forest landscapes is strategic and oriented towards the long-term, and will contribute to future emission reductions while also lowering the pressure on existing ecosystems into the future. The use of proceeds will continue the solid baseline of policies and measures that Mexico has implemented in the past to achieve its REDD+ results.

17. The use of proceeds will continue to generate impact and reduce emissions from deforestation and forest degradation in the most vulnerable landscapes. The impact generated through the PES system in particular is strategic and built on improving access to finance so that communities can better manage and restore degraded landscapes within their food and farming systems.

18. The project proposes a grant award to CONAFOR to provide local communities with better access to finance. The grant award will be channelled through the GCF revised accreditation framework (RAF). FAO and CONAFOR have demonstrated a long track record of grant award projects with other partners and donors in Latin America (FAO), the Caribbean (CONAFOR) and other regions. In accordance with the RAF operational procedures, the GCF project team conducted an assessment and concluded that FAO has the capacity to manage the grant award to CONAFOR. See additional details in the RAF assessment report and linked project-specific assessment approach application (annex 15).

2.2 Paradigm shift potential

Scale: High

19. The project aims to address the challenges associated with livestock production in forest-grassland frontier states identified as deforestation hotspot areas. The project proposes an ambitious and innovative transformation to be achieved through a strategic focus on sustainable agrosilvopastoral management, conservation and restorative landscape approaches, PES, and strengthened monitoring, reporting and verification systems.

20. The project will reinvest the use of proceeds to transform cattle production from driving deforestation and forest degradation to supporting more low-emission and climate-resilient livestock-forest landscapes through robust silvopastoral principles. These will be coupled with landscape restoration, spearheading direct finance through a PES system directly involving communities to lead the restoration efforts and create a substantive paradigm shift. This will generate long-term landscape sustainability while boosting the flow of ecosystem services to the local economy in the future. It will also create more diversified livelihood opportunities for local communities and the landscapes that support them.

21. The PES structure and opportunity to use the long-term experience of CONAFOR with community grants is promising. This approach could significantly help communities to access finance and support them with the key challenges and opportunities the landscapes around them offer.

22. The use of proceeds proposed for the project is very much oriented towards the long term. It could provide an example that helps to transform finance and landscapes elsewhere in the country.

23. The proposed PES modality and the overall structure of the interventions on restoration, conservation and transformative integrated approaches offer a unique and well-constructed platform for replication in other states in Mexico. Furthermore, based on the long-term experience of CONAFOR with its other PES models in the country, this REDD+ RBP project could serve as a unique way to spread best practices in agrosilvopastoral systems throughout the country.

2.3 Sustainable development potential

Scale: High

24. The project is well designed to provide sustained social, economic and environmental benefits to the targeted landscapes, local communities and local economies. The restoration and conservation of landscapes will be led by communities and offer opportunities to create long-term benefits and an ongoing flow of ecosystem services. This will create jobs, employment opportunities, rural entrepreneurship possibilities, and social and environmental benefits to communities and the targeted landscapes.

25. The proposed restorative approaches, including the PES mechanism managed by CONAFOR, are well justified. They present a solid approach to directly channelling finance to local agents of change and stewards of the land by providing them with capacity, strategic support and in particular the funding necessary to lead local transformative action. The approaches will not only help to create the envisaged environmental benefits (reduced emissions from deforestation) but also improve diversity in local food and farming systems, creating numerous job opportunities and providing a solid social infrastructure.

26. The project will furthermore generate multiple NCBs that target social, economic and environmental issues in parallel (see para. 10) Improved and diversified livelihoods for indigenous peoples and Afro Mexican population;

- (a) Delivery of benefits in terms of gender equality, including the promotion of productive activities led by women and the development of gender-responsive technical assistance and skills development schemes;
- (b) Delivery of benefits in terms of improved territorial and landscape level governance;
- (c) Delivery of benefits in terms of ecosystem-service and biodiversity).

27. These four NCBs will provide vital support for efforts to address key challenges in the seven states. They will also bring forward long-term solutions for sustainable forest and landscape management, mainly through building capacity, strategic decision-making and investment opportunities for local communities with a key focus on Indigenous Peoples.

28. These targeted NCBs and the sustainable development matrix for the project are fully aligned with the National REDD+ Strategy and serve as a solid model for replication in other states and regions within Mexico.

2.4 Needs of the recipient

Scale: High

29. The project will support key degraded and biodiversity hotspots in Mexico where local communities are vulnerable and have little access to finance. These are the most significant deforestation-prone areas in the country, where both poverty and social marginalization continue to be high. The project offers the country an opportunity to target these very remote and vulnerable areas (which have higher poverty levels) through the financial leadership of CONAFOR.

30. The project proposes a robust, diversified set of solutions for targeting the various deforestation hotspots through the PES mechanism with the support of CONAFOR and strong

leadership by local communities and Indigenous Peoples. The project structure is focused on local solutions developed by and with local agents of change. This provides the project with a unique opportunity to create long-term solutions for communities in transforming degraded and vulnerable landscapes into sustainable landscapes and diversified ecosystems.

2.5 Country ownership

Scale: High

31. The project has a high level of country ownership. Mexico is a REDD+ champion and has over the past decade made significant progress on combating deforestation and forest degradation and advancing its REDD+ architecture. It has done this through solid policies and measures, and significant investment. The project fits well with the nationally determined contribution and REDD+ strategic direction while focusing on maintaining a high impact in the future through reinvesting proceeds to support sustainable management of forest ecosystems. With cattle production being one of the largest drivers of deforestation, the focus on agrosilvopastoral systems is appropriate.

32. The strategic role of CONAFOR as EE is transformative and will help Mexico to efficiently translate and replicate the project's best practices in other states and regions of the country. The proposed PES mechanism is built on the long-term experience of CONAFOR and the numerous projects, investments and innovative approaches across the country's diverse forest ecosystems.

2.6 Efficiency and effectiveness

Scale: High

33. The project offers a strong opportunity to create long-term local investments in the targeted landscapes through the PES mechanism and the leadership of CONAFOR. The project will provide direct financing to local communities, which could help to create more enabling investment environments on the ground.

34. The proposed reinvestment is well balanced, justified and built on solid evidence from numerous investments and technical solutions in Mexico – specifically, from the long-term focus and leadership of CONAFOR in the forestry sector and from PES projects.

35. Channelling a significant portion of the proceeds through the PES mechanism will provide a cost-effective approach to financing local communities and Indigenous Peoples groups by directly basing investments on their local leadership, stewardship and knowledge of the conditions on the ground. The beneficiaries will have increased access to ongoing finance, allowing them to plan for unique, lasting solutions in the local landscapes on which they depend for their survival.

III. Assessment of consistency with GCF safeguards and policies

3.1 Environmental and social safeguards

36. **Programme overview.** The funding proposal is for REDD+ RBP for Mexico for verified results achieved during the 2018–2019 results period. The use of proceeds will support forest conservation and sustainable livestock-related interventions in priority forest-livestock transition landscapes, including productive restoration, silvopastoral and agrosilvopastoral systems, regenerative grazing, PES, women-led productive initiatives, farmer field schools, territorial governance, sustainable finance and value-chain-related support. The proposed activities are expected to contribute to reduced pressure on forests, restoration of degraded lands, biodiversity conservation, improved soil and water management, strengthened climate

resilience, sustainable livelihoods, and improved participation of women, Indigenous Peoples, Afro-Mexican peoples and local communities in forest-compatible productive systems.

37. **Environmental and social risk category and safeguards instruments.** The project has been classified as moderate risk (category B). This classification is considered broadly appropriate at this stage, given that the proposed use of proceeds is expected to finance activities that are generally site-specific, manageable and largely reversible through standard mitigation measures, while category A (high-risk) activities are explicitly excluded. The safeguards package includes a due diligence report for the past REDD+ results, an environmental and social management framework (ESMF) with eligibility criteria and exclusion list, a stakeholder engagement plan (SEP), and a gender assessment and action plan (GAAP). The ESMF is the appropriate instrument at approval stage because specific sites, beneficiaries and sub-activities will be finalized during the inception period. The ESMF will need to be translated into a detailed environmental and social management plan (ESMP) at the subproject level before substantive on-the-ground implementation begins.

38. **Compliance with GCF environmental and social safeguards standards.** The following paragraphs describe the Secretariat's assessment of the project's consistency with the interim environmental and social safeguards (ESS).

39. **Environmental and social due diligence in the results period.** The due diligence report for the past results provides evidence that Mexico developed and progressively operationalized a safeguards architecture during REDD+ readiness and early implementation, including the National Safeguards System, the Safeguards Information System, the Summary of Information process, the Strategic Environmental and Social Assessment, and the ESMF prepared during readiness. The assessment concludes that the past REDD+ activities of Mexico were supported by national systems and institutional arrangements designed to identify, assess, manage, monitor, and report environmental and social risks. The due diligence report also concludes that no environmental or social risks were identified as having materialized during the results period. The evidence remains stronger on institutionalization and procedural safeguards than on documented case-level outcomes; nevertheless, the due diligence report provides an adequate basis for assessing consistency with past results in the context of REDD+ RBP, while lessons and areas for improvement are carried forward into the safeguards instruments for the use of proceeds.

40. **ESS1: Assessment and management of environmental and social risks and impacts.** The ESMF provides the overarching framework for identifying, assessing, managing, monitoring and reporting environmental and social risks related to the use of proceeds. It includes an exclusion list, an eligibility and prioritization logic, activity-level screening, risk categorization, mitigation measures, institutional roles, monitoring provisions and an indicative ESMP outline. The ESMF recognizes direct, indirect and cumulative risks associated with land-use change, forest governance, inclusion, beneficiary selection, livelihoods, biodiversity, stakeholder engagement, grievance handling, gender and sexual exploitation, abuse and harassment (SEAH). The ESMF is appropriate for a programmatic operation in which specific sub-activities and locations will be confirmed during the inception period. The Secretariat notes, however, that several core operational details remain to be finalized, including the ESMP, sub-activity screening tools, eligibility and exclusion sequencing, site-specific mitigation measures, monitoring indicators, and detailed implementation responsibilities. These elements should be completed before substantive field implementation.

41. **ESS2: Labour and working conditions.** The project is not expected to support large-scale construction or industrial activities, but field implementation may involve technical personnel, territorial agents, farmer field school facilitators, service providers, community-level productive activities, and temporary or seasonal work associated with productive restoration, silvopastoral systems and PES-related implementation. Potential labour-related risks include occupational health and safety (OHS) risks during field activities, unequal or discriminatory

working conditions, risks of child or forced labour in project-supported activities, and risks of workplace sexual harassment or other SEAH-related misconduct involving project workers or contracted personnel. These risks are expected to be manageable through worker codes of conduct, labour and OHS requirements, SEAH prevention measures, worker-accessible grievance channels, and contractual requirements for service providers and implementation partners. The ESMP should further operationalize these measures, including worker grievance procedures, incident reporting, OHS protocols, and SEAH-related training and reporting requirements for all project-related workers and service providers.

42. **ESS3: Resource efficiency and pollution control.** The project is expected to have a positive resource-efficiency and sustainability orientation through restoration, sustainable grazing, forest conservation and improved land management. Potential risks include inappropriate use of inputs, unsuitable species selection, poor soil or water management, and risks linked to productive activities if safeguards requirements are not consistently applied. The exclusion list prohibits activities involving genetically modified organism and pesticide use, although the operational implications of the pesticide prohibition should be clarified in the ESMP and implementation procedures. If the prohibition is intended as an absolute exclusion, the restriction should be incorporated into eligibility criteria, technical guidance, procurement documents, beneficiary agreements and field-level monitoring.

43. **ESS4: Community health, safety and security.** Community health and safety risks are expected to be moderate and manageable, including risks related to field demonstrations, transport, interaction between project personnel and communities, accidents during productive activities, and potential SEAH or harassment risks in beneficiary–staff or beneficiary–service provider interactions. The ESMF and GAAP include measures such as codes of conduct, safety briefings, incident tracking, confidential complaint channels, SEAH prevention measures and referral pathways. These measures need to be consolidated into operational procedures (including requirements for contractors, technical agents, territorial agents and service providers) before field activities are implemented.

44. **ESS5: Land acquisition and involuntary resettlement.** The project is not expected to support land acquisition, physical displacement, involuntary resettlement or involuntary restrictions on access to land or natural resources. Activities will be implemented through voluntary applications under existing public programmes, including PES and productive support windows. The exclusion list prohibits activities that may lead to physical or economic displacement, relocation from land, restrictions to land or resources, and forced evictions. Given the use of communal and ejido governance systems in some target areas, the ESMP and stakeholder engagement procedures should ensure that participation remains voluntary, that collective decisions are documented, and that land-use commitments under PES or productive restoration do not create involuntary restrictions on livelihoods or customary resource use.

45. **ESS6: Biodiversity conservation and sustainable management of living natural resources.** The proposed use of proceeds is expected to generate biodiversity and ecosystem co-benefits through forest conservation, restoration of degraded lands, silvopastoral systems, reduced pressure on forests, PES and sustainable land management. Potential adverse risks include inappropriate siting, unsuitable species selection, disturbance of protected or high-biodiversity areas, leakage of pressure to other areas, and unsustainable productive practices if safeguards measures are not consistently applied. The ESMF includes an exclusion list prohibiting destruction of protected areas and other high-biodiversity and high-conservation-value areas, use or promotion of invasive alien species, use of genetically modified organisms, and use of pesticides. The ESMP should further operationalize biodiversity screening for protected areas, natural and critical habitats, restoration areas, water-use constraints, native species selection, grazing management, and land-cover monitoring.

46. **GCF Indigenous Peoples Policy and ESS7: Indigenous Peoples.** The funding proposal meets the requirements of the GCF Indigenous Peoples Policy and establishes measures both to

assess the REDD+ results for the period under assessment and to manage risks and opportunities associated with the use of proceeds.

47. For the results period under assessment, the ESA indicates that REDD+ implementation took place within a framework that recognized the rights, participation and customary governance systems of Indigenous Peoples, Afro-Mexican communities, ejidos and communities. The assessment notes that relevant REDD+ processes incorporated consultation and participation mechanisms, voluntary engagement in forest programmes, recognition of traditional knowledge, and safeguards measures aligned with the Cancun safeguards. At the same time, it identifies opportunities to further strengthen the effective participation of Indigenous Peoples and Afro-Mexican communities, the representation of women and youth, access to culturally appropriate information, and the systematic integration of traditional knowledge into REDD+ processes and benefit-sharing arrangements.

48. With respect to the use of proceeds, the proposal is supported by a dedicated Indigenous Peoples Planning Framework under the ESMF. Activities will be implemented in states and priority municipalities with significant sociocultural diversity and presence of Indigenous Peoples and Afro-Mexican populations and the IPPF identifies Indigenous Peoples-related risks and measures, including in relation to benefit distribution; land tenure; culturally appropriate engagement; exclusion of women, youth and vulnerable producers; impacts on traditional knowledge; and community governance systems.

49. Consultations informing the proposal have built primarily on the extensive participatory processes undertaken through the Mexico REDD+ readiness process and ENAREDD+, including a dedicated consultation process with Indigenous Peoples and Afro-Mexican communities. In addition, Indigenous Peoples participated in recent stakeholder engagement activities undertaken for the development of the RBP proposal. Recognizing that the final use of proceeds and implementation arrangements will be further refined during project inception, the AE has proposed a phased engagement approach that includes enhanced and culturally appropriate consultations with Indigenous Peoples and Afro-Mexican communities to validate and refine safeguards instruments, project activities, operating arrangements and benefit-sharing modalities, including operating rules and criteria governing access to project-supported resources and community-led initiatives. The proposal foresees continued meaningful engagement through culturally appropriate disclosure, use of representative institutions, accessible information and territorial consultations. Activities are currently expected to proceed through meaningful consultation and voluntary participation as they are designed as community-driven interventions implemented through existing subsidy programmes. Free, prior and informed consent will be gained where required before approval or implementation of the relevant activity.

50. The proposal is expected to generate benefits for Indigenous Peoples and Afro-Mexican communities through forest conservation, PES, productive restoration, silvopastoral and agrosilvopastoral systems, technical assistance, farmer field schools, territorial governance, sustainable livelihoods and improved access to finance and markets. Indigenous Peoples, Afro-Mexican communities, ejidos and agrarian communities are identified as priority beneficiaries and key actors in land-use decision-making, forest conservation, productive restoration and the adoption of sustainable practices. The proposal includes measures to respect traditional knowledge, cultural heritage and Indigenous governance systems. In line with their roles and functions, the Indigenous Peoples Advisory Group is available to provide advice to the AE and EEs. In line with the GCF Indigenous Peoples Policy, the GCF Indigenous Peoples Focal Point will be available for assistance at any stage, including before a claim has been made.

51. **ESS8: Cultural heritage.** The project will not primarily finance cultural heritage activities, but implementation in forest landscapes with Indigenous Peoples, Afro-Mexican peoples, ejidos and local communities may involve areas and practices with cultural, spiritual or customary significance. The exclusion list prohibits activities that are illegal under national laws

or ratified international conventions relating to cultural heritage, and activities that may lead to commercial use of genetic resources or traditional knowledge or practices. The ESMF also recognizes risks that training or technical assistance may overlook local and traditional knowledge. The ESMP should include screening for tangible and intangible cultural heritage risks, protection of traditional knowledge, community protocols, and chance-find procedures where land-disturbing activities may arise.

52. **SEAH safeguarding.** The project recognizes gender-based violence and SEAH risks associated with field-level implementation, beneficiary selection, access to support, technical assistance, training spaces, and interactions between project personnel, service providers and beneficiaries. The ESMF and GAAP include SEAH-related measures such as codes of conduct, safe and confidential reporting channels, survivor-centred response principles, referral pathways, staff training, and communication that access to benefits must not be conditional on personal favours, relationships or sexual conduct. The Secretariat considers the current SEAH treatment to be materially improved but still partly fragmented across the ESMF, GAAP and grievance redress mechanism sections of the funding proposal. A consolidated GBV/SEAH risk assessment and mitigation/response protocol should be finalized during inception, including practical screening triggers, confidential intake procedures, survivor-centred referral pathways, roles and responsibilities, training requirements, monitoring indicators, and data-protection arrangements.

53. **Implementation arrangements.** FAO will act as AE and EE, with overall responsibility for project management, safeguards compliance, supervision, monitoring, evaluation and reporting. CONAFOR will also be an EE, implementing selected components under FAO oversight, particularly activities delivered through public subsidy programmes and operating rules. FAO-operated support will include technical assistance and farmer field schools, while territorial agents and service providers will support local implementation. The ESMF and GAAP include project management unit safeguards and gender expertise, including a full-time gender specialist and safeguards functions. The Secretariat considers the institutional framework to be broadly adequate, subject to finalization of the ESMP, responsibility matrix, contract clauses, partner requirements, and monitoring and reporting arrangements for all entities involved in implementation.

54. **Stakeholder engagement and information disclosure.** The SEP builds on Mexico REDD+ readiness consultations, including the national REDD+ strategy processes, the strategic environmental and social assessment of Mexico, safeguards architecture and proposal-specific engagement undertaken during project preparation. The SEP identifies direct and indirect stakeholders, including ejidos, communities, Indigenous Peoples, Afro-Mexican peoples, women producers, youth, small-scale livestock producers, Government institutions, technical service providers and civil society actors. It includes a more structured implementation-phase engagement plan with responsibilities, timing, monitoring indicators and indicative budget references. The Secretariat notes that project-specific territorial consultation has improved, including documentation of initial territorial engagement, but further territorial consultations and feedback integration remain to be consolidated during inception. After the inception period, the updated SEP should include final stakeholder mapping, consultation documentation, disclosure materials, accessible formats and languages, and reporting-back procedures showing how stakeholder feedback influences sub-activity design, safeguards and implementation adjustments.

55. **Grievance redress mechanism.** The project will use a multilevel grievance architecture, including the CONAFOR mecanismo de atención ciudadana (MAC) for CONAFOR-implemented activities, FAO grievance channels for FAO-executed activities, and the GCF Independent Redress Mechanism. The SEP and ESMF include measures to strengthen the MAC for the purposes of this project, including in relation to local accessibility, culturally appropriate communication, Indigenous language dissemination, tracking and reporting, confidential

handling of sensitive complaints, and referral pathways for gender-based violence, SEAH and other sensitive matters. The Secretariat considers the grievance redress mechanism architecture to be broadly appropriate, but project-specific procedures remain to be finalized during inception. The MAC improvement plan, sensitive complaint procedures, referral pathways, response timelines, data-protection arrangements, non-retaliation measures and communication materials should be finalized before substantive field implementation.

56. Given the number of safeguards instruments and procedures to be finalized during inception phase, the Secretariat notes that the term sheet/FAA incorporates both (i) a condition precedent to the second disbursement and (ii) covenants requiring the AE to finalize and submit the inception-phase safeguards package and obtain the Secretariat's written confirmation/no-objection prior to substantive on-the-ground implementation begins. This is intended to ensure that the ESMP, updated SEP, updated GAAP, IPP/FPIC procedures, GBV/SEAH protocol, MAC/GRM improvement plan and sub-activity screening procedures are operational before field-level activities proceed.

3.2 Gender Policy

57. In compliance with the GCF Gender Policy, the AE has prepared a GAAP. The gender assessment is project and country specific, and it identifies structural gender inequalities relevant to the proposed intervention, including women's limited land and agrarian rights; constrained participation in community governance; reduced access to forest subsidies, finance, technical assistance and productive assets; unpaid care and community work burdens; and differentiated vulnerability to gender-based violence and SEAH. The GAAP is linked to the ESMF and SEP and includes specific measures to improve women's access to information, participation, technical assistance, PES-related activities, financing support, value chains and women-led productive initiatives.

58. The gender action plan includes actions, indicators, targets, responsibilities, timelines and budget references. Key measures include gender-responsive consultation methods, integration of women's inputs into design, women's participation in farmer field schools and demonstrative models, financing support for women, women's participation in PES activities, women's access to market information and business development support, integration of SEAH and gender-based violence measures into safeguards instruments and operational tools, and sex-disaggregated monitoring and reporting.

59. Several baselines and starting assumptions will be refined during inception once territorial diagnostics and activity-level implementation details are available. This is acceptable for a framework-stage programme, provided the updated GAAP is finalized early enough to guide implementation.

3.3 Risks

3.3.1 Accredited entity/executing entity capability

60. The Government of Mexico has requested FAO support and collaboration in the structuring and development of the REDD+ RBP proposal. CONAFOR is co-EE and has a long track record and experience leading work on the forest and REDD+ agenda in Mexico. Furthermore, CONAFOR has unique and solid experience managing PES projects across the country.

61. FAO has decades of experience of working with REDD+ across all regions of the world. It is one of the founding members of the UN-REDD programme, and it supports many countries with their REDD+ capacity and with building a Warsaw Framework for REDD+. In addition, FAO

has presented REDD+ RBP projects under the pilot programme (in Argentina, Chile, Colombia, Papua New Guinea and Uganda).

62. Both the AE and the co-EE are considered to have the highest possible capacity for the implementation of the REDD+ RBP project.

3.3.2. Programme-specific execution risks

63. **Risk of double payments.** The proposed results will be included in the host country's national tracking system (and any successor national registry system). This system tracks emission reductions and corresponding payments to ensure there is no past or future double payment or double claiming or use of such emission reductions under GCF or in any other arrangement.

64. **Use of proceeds.** The proceeds will be innovatively invested in key activities to restore and conserve forest ecosystems through agrosilvopastoral interventions. Primary funding will be channelled through a PES mechanism managed by CONAFOR.

65. **Land tenure.** Mexico has a strong legal framework for governance of land tenure and conflict resolution. In addition, FAO has through their decades long focus on land tenure built and developed solid tools, software, technical guidance, capacity training and building to support countries with land tenure management.

66. **Disbursement plan:** The GCF will disburse the GCF Proceeds to the Accredited Entity in three disbursements with the temporarily set-aside 12% to be disbursed subject to fulfilment of the requirements set out in paragraph 24 of the GCF REDD+ Results Based Payments Policy.

3.3.3. Compliance risk (medium risk)

67. The project will be implemented by FAO as the Accredited Entity, with activities executed through FAOMX and selected components entrusted to CONAFOR under an Implementing Partner Project Agreement. Where relevant, CONAFOR may further channel support to final beneficiaries through the Mexican Forest Fund, including through Payment for Environmental Services and other eligible restoration mechanisms. While the structure benefits from FAO's established institutional framework, the involvement of a national executing partner, downstream beneficiary support mechanisms, procurement activities, and advance-based fund transfers requires proportionate oversight to ensure the consistent application of fiduciary, AML/CFT, sanctions, fraud, and prohibited-practices controls throughout implementation.

68. Mitigation measures are embedded in FAO's financial management, procurement, and integrity control framework. FAO will manage GCF resources in accordance with its rules and procedures, including the use of its Oracle-based Global Resources Management System, donor and project-level coding, FAO procurement rules, Letters of Agreement procedures, and Manual Section 701 on Implementing Partnerships. Prior to implementation, FAO will establish an Implementing Partner Risk Profile and Risk Score for CONAFOR based on capacity assessments and screenings, with identified risks integrated into the project risk mitigation plan. Disbursements will be reviewed against approved workplans and budgets, certified by the Budget Holder, and may be modified or withheld in cases of non-compliance. Assurance activities will include monitoring visits, spot checks, annual audits by an internationally recognized auditing firm, and review of audit findings through corrective actions.

69. These controls are further supported by FAO's AML/CFT and prohibited practices framework, including fraud and corruption policies, vendor sanctions procedures, whistleblower protections, sanctions screening through UN Global Marketplace ineligibility lists, KYC and due diligence processes, conflict-of-interest controls, contractual AML/CFT provisions, and escalation measures where wrongdoing is identified. Residual compliance risks

remain due to the use of an implementing partner, potential downstream transfers to final beneficiaries, and the need to monitor implementation across national systems and field-level activities. Nevertheless, FAO's accredited control framework, risk-based implementing partner oversight, contractual flow-down requirements, supervision through country, regional and headquarters structures, and established sanctions and remediation mechanisms substantially mitigate these risks. On balance, the residual compliance risk is assessed as Medium and considered acceptable given the strength of FAO's fiduciary, procurement, and integrity oversight arrangements.

3.3.4. GCF portfolio concentration risk

70. In case of approval, the impact of this proposal on the GCF concentration risk remains within the monitoring thresholds of the Risk Appetite Statement in terms of results areas, single proposal or AE concentration.

Summary risk assessment	
Compliance	Medium
GCF portfolio concentration	Medium

3.3.5. Conclusion

71. It is recommended that any approval by the Board is made by considering the above points.

3.4 Results monitoring and reporting

72. It is encouraging to see that the project includes a logical framework with clearly defined results, indicators and targets, despite this being a REDD+ project. Unlike previous REDD+ projects that did not include a logical framework, this project will be able to systematically monitor results and report them through the GCF Results Framework.

73. As the project is expected to generate both mitigation and adaptation outcomes, the relevant GCF core indicators (core 1 and core 2) have been selected to monitor and report these results.

74. The theory of change has been revised to better capture outcomes that align with the relevant GCF results areas. The causal pathways have also been strengthened to more clearly demonstrate how the proposed interventions are expected to achieve the intended results by addressing the identified barriers and risks.

75. The monitoring and evaluation plan in annex 11 of the funding proposal has been found to include the logical framework indicators together with relevant data, sources and set means of verification. The monitoring and evaluation budget provided is generally aligned with the requirements of the Evaluation Policy for the GCF.

3.5 Legal assessment

76. The legal arrangements for the project will be based on the accreditation master agreement between GCF and the Accredited Entity which has been signed and is effective (the "AMA"). Consequently, they will consist of a project-specific funded activity agreement which incorporates the AMA.

77. The Accredited Entity has provided a legal certificate confirming that it has obtained all internal approvals and it has the capacity and authority to implement the project.

78. The proposed project will be implemented in United Mexican States (the “**Host Country**”), a country in which GCF is not provided with privileges and immunities. This means that, amongst other things, GCF is not protected against litigation or expropriation in the Host Country, which risks need to be further assessed. Moreover, the ability of GCF to undertake redress activities and/or investigations in the Host Country may be hindered due to the absence of privileges and immunities for relevant GCF personnel.

79. Therefore, it is recommended that the Board considers whether disbursements of GCF proceeds should only be made after GCF has obtained satisfactory protection against litigation and expropriation in the Host Country, or has been provided with appropriate privileges and immunities for GCF and its personnel.

80. GCF holds industrial property protection for its combined logo (sphere with the words “Green Climate Fund”) in the Host Country.

81. To facilitate prompt implementation of the project, it is recommended that any approval by the Board is made subject to the following conditions:

- (a) Signature of the funded activity agreement in a form and substance satisfactory to the GCF Secretariat within 180 days from the date of Board approval; and
- (b) Completion of the legal due diligence to the satisfaction of the GCF Secretariat prior to the signature of the funded activity agreement.

Annex I: Scorecard

Appendix I: Scorecard for REDD+ results-based payments

Section 1a. Forest Reference Emission Level / Forest Reference Level (FREL/FRL)		
<i>The following items are scored on the basis of the UNFCCC Technical Assessment Report considering UNFCCC decisions 12/CP.17, 13/CP.19 and their respective annexes</i>		
The extent to which the FREL/FRL is developed in accordance with most recent applicable guidance and guidelines of the Intergovernmental Panel on Climate Change (IPCC) and maintains consistency with corresponding anthropogenic forest-related greenhouse gas emissions by sources and removals by sinks as contained in the national greenhouse gas inventories.		
Criteria	Score	Remarks
(i) Are there any material issues related to the application of the IPCC guidance and guidelines (IPCC GLs/GPGs) as adopted by the Conference of Parties (COP) and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) as relevant?	2	In the Technical Assessment Report (TAR) of the of the proposed forest reference emission level of Mexico, the Assessment Team (AT) noted that Mexico used the methodology provided in the IPCC Good Practice Guidance for Land Use, Land-Use Change and Forestry as the basis for estimating changes in carbon stocks in living biomass from conversion of forest land to other land uses. However, during the technical assessment this was revised and the AT commended Mexico for using the 2006 IPCC Guidelines for the modified submission instead of the IPCC Good Practice Guidance for Land Use, Land-Use Change and Forestry. The AT also acknowledged Mexico's intention to use the 2019 Refinement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories in the future;
(ii) Are the methods and data used in the construction of the FREL/FRL consistent with or better than those used to estimate forest related emissions and removals in the country's greenhouse gas (GHG) inventory?	2	In the TAR, it is highlighted that the activity data obtained for the FREL were collected using a sampling approach that was developed specifically within the framework of the FREL. This is a different sampling approach than the sample-based approaches were used for the sixth national communication (NC6) and second biennial update reports. The TAR notes that following the technical input from the AT, Mexico indicated that the sampling approach used for the FREL will be implemented in the third NFI cycle, whose results report is due in 2021, as well as for the GHG inventory reporting for category 3.B (land) in the Party's third biennial update report. The AT commended the Party for taking steps to ensure consistency between the national GHG inventory and the FREL submission and considers this as an area for future technical improvement.

		In the TAR, it is recognized that the AD used for the construction of the FREL are obtained through a systematic sampling approach as described by the IPCC and are considered by Mexico as unbiased and therefore as better data and methods
How historical data have been considered in the establishment of the forest reference emission level and/or forest reference level		
(iii) Is the FREL/FRL based on historical data and is it equal to or below the average annual historical emissions during the reference period? Countries that have consistently maintained >50% national forest cover and low national deforestation rates (<0.22% per year on average over the period for which the results are submitted) are considered as a high forest cover, low deforestation country (HFLD)¹ For HFLD countries, an adjustment that: • does not exceed 0.05% of the carbon stock over the period for which the results are submitted in the relevant national or subnational area for which results are claimed, and • does not exceed 10% of the FREL/FRL may be applied to the average annual historical emissions to reflect quantified, documented changes in circumstances during the reference period that likely underestimate future rates of deforestation or forest degradation during the results period.²	0	The FREL is equal to the average of historical emissions in the period 2007–2016. No adjustments for national circumstances have been proposed
Transparent, complete, consistent and accurate information, including methodological information, used at the time of construction of FREL/FRLs including, inter alia, as appropriate, a description of data sets, approaches, methods, models, if applicable and assumptions used, descriptions of relevant policies and plans, and descriptions of changes from previously submitted information		
(iv) Has comprehensive and transparent, information been provided (including a description of data sets, approaches, methods, models, if applicable and assumptions used) to allow for reconstruction of the FREL/FRL?	2	In the TAR, the AT noted that information on the methods used for estimating the carbon stock changes in the carbon pools was only provided in the methodological annex to the FREL submission. As a result of the facilitative exchange during the process, Mexico included these methodological elements in the modified FREL submission. Based on this the AT noted that the additional information provided by Mexico in its modified submission and annex thereto considerably increased the

¹ These thresholds are based on the Krutu of Paramaribo Joint Declaration on HFLD Climate Finance Mobilization.

² Non HFLD countries that have already submitted FREL/FRLs that have an adjustment for national circumstances, may provide a recalculation of the FREL/FRL only based on average annual historical emissions applying only submitted and technically assessed and analyzed data/information, and using the same methodologies

		transparency of the proposed FREL and clarified the questions raised during the TA.
(v) Is the FREL/FRL complete? (has information been provided that allows for the reconstruction of the FREL/FRL?)	2	In the TAR, no significant issues were raised related to the completeness of the FREL
(vi) Is the FREL/FRL consistent? (Were data and methodologies applied consistently over the time series used for the construction of the FREL/FRL?)	2	The TAR describes that according to the national forest legislation; Mexico is to prepare an NFI results report periodically. At the time of the technical assessment in 2020, the TAR noted that since the NFI sampling began in 2004, the country has prepared two NFI results reports, published in 2012 and 2018, with a third under preparation. The AT found that the second NFI cycle represented the main input for estimating carbon in deforested land in the FREL but data from the first NFI cycle had also been used (albeit in a minority of situations). The AT noted that they did not find sufficient information in the FREL submission to demonstrate that there is full consistency in the use of data from the two NFI cycles. The TAR describes that in response to the issue raised by the AT during the TA, Mexico provided in the modified FREL submission additional information to show the methodological consistency between the two successive NFI cycles in terms of plot network, sampling area and protocol for field data collection. Mexico also clarified that (1) the data from the first NFI cycle were only used where there were no data available from the second cycle and (2) given that the emission calculation approach is not based on the stock-difference method at the plot level of the NFI, it is not necessary to demonstrate consistency in tree-to-tree monitoring between both cycles. The AT considered the response of Mexico acceptable in the context of the estimation methodology used.
(vii) Is the FREL/FRL accurate? (The data and methodologies used neither over- nor under-estimate emissions and/or removals during the reference period, so far as can be judged.)	2	The AT raised an issue related to the inter-annual variation in the absolute forest degradation activities included in the FREL. In the response, Mexico explained that an unintended mismanagement of the database caused some plots to be incorrectly labelled. For the modified FREL submission, this mismanagement of the database was resolved
Pools and gases, and activities listed in UNFCCC decision 1/CP.16, paragraph 70, which have been included in FREL/FRLs and the reasons for omitting a pool and/or activity from the construction of forest reference emission levels and/or forest reference levels, noting that significant pools and/or activities should not be excluded		

(viii) Of the five REDD+ activities, have all emissions from deforestation and forest degradation been included, if assessed as a significant³ source of emissions?	0	The TAR notes that the FREL proposed by Mexico covers the activities reducing emissions from deforestation and reducing emissions from forest degradation, but the latter is only considering a subset of forest degradation that Mexico calls absolute forest degradation. Absolute forest degradation is defined as the decrease of carbon due to loss of woody vegetation resulting from the reduction of canopy cover below the minimum threshold (10 per cent) that does not imply a change from forest to non-forest land use. The AT noted that emissions from other activities could also be significant, including partial forest degradation not included under absolute forest degradation. During the TA, Mexico explained that it cannot estimate carbon stock changes at the plot level using the current methodology. On that basis, emissions and removals from partial forest degradation were not included in the FREL. Mexico confirmed that it is planning to include all emissions from forest degradation (absolute and partial) in its next FREL submission, but that this represents a methodological challenge. The AT considered the inclusion of the activity reducing emissions from partial forest degradation in the FREL, or demonstration that this activity is not significant, as an area for future technical improvement.
(ix) Have all of the most significant* pools been included? *As per the IPCC GL/GPG applied	2	The pools included in Mexico's original FREL submission were above-ground biomass, below-ground biomass, deadwood and soil organic carbon. Litter was not included because the corresponding data from the second NFI cycle had not yet been completely processed and the carbon stock-difference method could not be thoroughly applied. Mexico indicated in the original submission that its national GHG inventory includes an estimation of litter for 2015, representing 4.7 per cent of the emissions from all five pools from gross deforestation. The AT considered that the exclusion of litter from the original FREL submission was not entirely justified by Mexico as the emissions do not seem to be insignificant and an estimation is possible, even using a different methodology. Mexico took note of this feedback and included litter in the modified FREL submission. For the estimation of this pool, information from the second cycle of the NFI was considered. The AT considers that this method is appropriate

³ More than 10% of total forest-related emissions during the reference period.

(x) Have all gases that are a significant* source of emissions been included? *As per the IPCC GLs/GPG applied	1	The TAR notes that Mexico included CO₂ only in the FREL. Mexico mentioned in the submission that the sources of emissions of non-CO₂ gases that could be significant for Mexico are forest fires and deforestation or forest degradation processes in mangroves. According to data from the GHG inventory for LULUCF of Mexico's sixth national communication, the CH₄ and N₂O emissions from forest fires that occurred in 2015 are equivalent to 1.1 per cent of the CO₂ emissions from deforestation and absolute forest degradation in the same year. In addition, Mexico stated that CONAFOR is compiling the complete historical time series of forest fires at the national level in order to replicate the estimates in the GHG inventory for LULUCF of Mexico's sixth national communication of CH₄ and N₂O emissions. Regarding CH₄ emissions from anaerobic processes as a result of deforestation and forest degradation in mangroves, Mexico indicated that CONAFOR has a medium-term plan to use for LULUCF estimates for future national GHG inventories the 2013 Supplement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories: Wetlands in close coordination with the National Institute of Ecology and Climate Change. In the TAR, the AT considered the treatment of non-CO₂ gases as an area for future technical improvement so as to maintain consistency with the national GHG inventory included in the Party's national communications. The FP reconfirms the proposed actions.
The definition of forest used in the construction of forest reference emission levels and/or forest reference levels and, if appropriate, in case there is a difference with the definition of forest used in the national greenhouse gas inventory or in reporting to other international organizations, an explanation of why and how the definition used in the construction of FREL/FRLs was chosen		
(xi) Has the definition of forest used in the construction of the FREL/FRL been provided and is it consistent with the definition of forest used in the national GHG inventory or in reporting to other international organizations??	1	The TAR notes that Mexico provided in its submission the definition of forest used in constructing its FREL. The AT noted that the forest definition used by Mexico for the FREL is different from the one that it uses for its national GHG inventory and for its reporting to FAO for the Global Forest Resources Assessment. Moreover, Mexico used a different definition for its second FREL from that used for its first FREL in relation to the minimum area of land to be considered forest (1 ha for the second FREL and 50 ha for the first FREL). During the TA, Mexico clarified the following points: (1) even though the complete definition of forest was not specified in the national inventory report of the sixth national communication, this definition considered the same types of vegetation as both FRELs, a minimum area of 50 ha, height above 4 m and 10 per cent or more canopy cover (therefore, the forest definitions used for the second FREL and the most recent national GHG inventory are consistent in three of the four criteria used to define forest); (2) both

		the types of vegetation and the minimum height of woody vegetation (4 m) considered in the definitions for the first and second FRELs were established in response to the suggestions and comments made by the various actors involved in developing Mexico's national REDD+ strategy, who recommended using the broadest definition of forest to accomplish the objective of implementing REDD+ in an inclusive manner at the national level; (3) the minimum area of 50 ha considered in all the reports prepared before the second FREL was determined by the only input available to Mexico for calculating the AD, namely the INEGI maps; and (4) given that the national GHG inventory of the third biennial update report is being developed with the same approach to the estimation of AD as that used for the second FREL, the same forest definition is being used for both estimation processes. The AT notes that Mexico provided an explanation for the use of a different definition and suggests that the Party continue improving consistency among the definitions of forest used in its international reporting. The AT considers this to be an area for future technical improvement to increase consistency as part of the stepwise approach
<i>The following criteria are additional to the UNFCCC Technical Assessment and Analysis process</i>		
(xii) What is the historical reference period for the FREL/FRL? ⁴	4	The FREL is equal to the average of historical emissions in the period 2007–2016 so 10 years
(xiii) How does the FREL/FRL for the results included in the proposal compare to the previous FREL/FRL that applies to the same area?	2	The FREL used by Mexico for the results proposed to the GCF is its second FREL. The first FREL was higher than the second FREL.
(xiv) Does the FREL/FRL provide information on uncertainties*, taking into account national capabilities and circumstances? *Following the guidance on uncertainties in the applied IPCC GL/GPG or the latest IPCC GLs available at the time of development of the FREL/FRL	2	The TAR found that the second FREL submission includes a complete uncertainty analysis. Based on question from the AT on the degree of mutual dependence between the estimated above-ground and below-ground biomass, Mexico made changes in the modified submission. In the TAR, the AT noted that, for the modified submission, Mexico already improved the uncertainty analysis by removing the effect of the temporal correlation of variables, which the AT finds commendable considering that there are no methods for addressing this issue in the 2006 IPCC Guidelines.
1.b. REDD-plus Results reporting		

⁴ Countries that have already submitted FREL/FRLs with longer reference periods as of the approval of this policy shall provide a recalculation of the FREL/FRL and results based on submitted and technically assessed and analyzed data/information, without changing the annualized estimations and using the same methodologies. The recalculated FREL/FRL shall not be higher than the original calculated FREL/FRL. If the recalculated FREL/FRL is higher, then the original calculated FREL/FRL shall be used.

<i>The following items are scored on the basis of the UNFCCC Technical Assessment Report of the reported REDD+ results in the technical annex to the BUR/BTR</i>		
Criteria	Score	
(i) Does the technical annex comply with the guidelines on the elements to be included in the technical annex as contained in the annex to UNFCCC decision 14/CP.19?	1	In the technical report on the technical analysis (TATR) of the technical annex to the third biennial update report of Mexico, the LULUC experts found that Mexico provided data and information on all the required elements in accordance with the guidelines contained in decision 14/CP.19, annex
(ii) Is there consistency between the assessed reference level and the results in the technical annex in terms of methodologies, definitions, comprehensiveness and information provided? (including the inclusion of same pools, activities and gases)	1	In the TATR, the LULUCF experts concluded that the results presented of implementing the activities reducing emissions from deforestation and reducing emissions from forest degradation are consistent with the assessed FREL
(iii) Is the data and information provided in the technical annex complete? (in the sense that it allows for the reconstruction of the results?)	2	In the TATR, it is described that as part of the TA process, Mexico provided additional information. The LULUCF experts commend Mexico for its efforts to increase the transparency and ensure the completeness of the data and information provided, thus allowing for reconstruction of the results. In the TATR, the LULUCF experts concluded that Mexico provided the information necessary for reconstructing the results of implementing the activities reducing emissions from deforestation and reducing emissions from absolute forest degradation for stocks, emissions and uncertainties that are found in the technical annex, despite there being room for improvement in the documentation of the estimation procedure
(iv) Is the data and information provided in the technical annex transparent	2	In the TATR, it is described that as part of the TA process, Mexico provided additional information. The LULUCF experts commend Mexico for its efforts to increase the transparency and ensure the completeness of the data and information provided. The TATR concludes that the data and information provided in the technical annex are considered to be transparent to the extent possible
(v) Are the results proposed in the technical annex accurate to the extent possible (emissions and/or removals are neither over- nor under-estimated)?	1	Some issues were raised that affect the accuracy of the estimates of the emissions and/or removals. These issues were raised during the technical assessment of the FREL and identified as areas for improvement. The issues were again raised in the Technical analysis where it was found the issues were not yet resolved and suitable data was not yet available. These issues have again been identified as an area for future improvements and include: Improving the classification of land that was unstocked but did not undergo a land-use change;

		- Considering the estimation of emissions that may occur due to illegal conversion from natural forests to forest plantations in forest land remaining forest land - Covering the full scope of the activity reducing emissions from forest degradation, including partial forest degradation; - Investigating and improving monitoring (using new satellite inputs and field data) of carbon stock change after absolute forest degradation
<i>The following items are based on additional information required by GCF</i>		
(vi) What is the number of years between the last year of the FREL/FRL period and the first year of the results period under which the country intends to obtain RBPs?	4	The historical reference period for the FREL is 2007–2016 while the results period under which the country intends to obtain RBPs is 2018-2019
(vii) Has the technical annex provided information on uncertainties* of emissions and/or removals during the period for which results are reported, taking into account national capabilities and circumstances? *Following the guidance on uncertainties in the applied IPCC GL/GPG or the latest IPCC GLs available at the time of development of the FREL/FRL	4	The TATR finds that Mexico provided information related to the analysis of uncertainty of the emission estimates based on an error propagation method that assumes the independent characteristic of the estimates between the pools. This approach was consistently used for the reference and results periods. During the technical assessment of the FREL, this limitation in the application of the error propagation method was noted. The LULUCF experts also noted this limitation and the impact on the overall uncertainty but commended Mexico for reviewing this matter and considering adjustments for future FREL and technical annex submissions. The uncertainties of the NREF and the reporting period were estimated using a modification of the error propagation equations contained in Chapter 3, “Uncertainties,” of Volume 1 of the 2006 IPCC Guidelines. Table IX of the technical annex to the third biennial update report of Mexico shows that most sources of error are included
Total score section (max = 44)	39	
Any fails	☐ Yes ☒ No	

Independent Technical Advisory Panel's assessment of FP324

Proposal name:	GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock
Accredited entity:	Food and Agriculture Organization of the United Nations (FAO)
Country/(ies):	United Mexican States
Project/programme size:	Medium

I. Assessment of the independent Technical Advisory Panel

1.1 Background

1. The funding proposal titled “GCF Results-Based Payments Mexico 2018 – 2019 aimed at Forest Conservation and Sustainable Livestock” was submitted to the independent Technical Advisory Panel (iTAP) under the results-based payment (RBP) modality. The accredited entity (AE) is the Food and Agriculture Organization of the United Nations (FAO).

2. In the context of REDD+,¹ results-based payment (RBP) refers to ex-post payments made for climate change mitigation results that a country has achieved. These mitigation results are determined by comparing the greenhouse gas (GHG) emissions and carbon enhancements as defined in a country’s forest reference emission level (FREL) or forest reference level (FRL) submitted to the United Nations Framework Convention on Climate Change (UNFCCC) secretariat, and the actual GHG emissions and carbon enhancement reported in national reports to the UNFCCC known as biennial update reports (BURs).² If the net GHG emissions in the FRL/FREL are higher than the net GHG emissions reported in the BURs, the country can claim an RBP.

3. Decision B.40/16 from October 2024, with its Annex VIII, established the GCF Policy for results-based payments for REDD+ (RBP-REDD+ Policy³). The policy outlines how GCF incorporates payments for verified results of REDD+ activities into its standard project and programme activity cycle. According to the policy, such payments can apply to “REDD+ results that have been fully measured, reported and assessed in accordance with Article 5 of the Paris Agreement, the decisions of the Warsaw Framework for REDD+ of the United Nations Framework Convention on Climate Change (UNFCCC)” (decision B.40/16, annex VIII, para. 2).

4. The RBP-REDD+ Policy includes a cap of 15 million REDD+ results⁴ per country for each GCF programming period (paragraph 8), a set of criteria for assessing proposals for results-based payments for REDD+ (paragraphs 11 and 13) and a detailed scorecard to assess the

¹ Reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (REDD+) is a framework negotiated under the United Nations Framework Convention on Climate Change to facilitate intergovernmental cooperation on forests and climate change. Forests are vitally important for achieving the goals of the Paris Agreement, and the REDD+ framework is therefore recognized in article 5 of the Paris Agreement. Detailed rules for REDD+ were agreed by the Conference of the Parties under the [Warsaw Framework for REDD+](#).

² See <https://unfccc.int/biennial-update-reports>.

³ Please refer to the following document, which is used in this assessment as a basis for citing articles referred to in the policy: <https://www.greenclimate.fund/document/policy-results-based-payments-redd>.

⁴ Measured in metric tonnes of carbon dioxide equivalent

results offered to GCF (paragraph 12 and appendix 1). Further, the RBP-REDD+ Policy clarified the additional elements of the regular project and programme activity cycle applicable to RBPs for REDD+ around the following six stages: (i) submission of results-based payments for REDD+ (voluntary); (ii) developing a GCF REDD+ results-based funding proposal; (iii) assessment of the results-based payments funding proposals; (iv) Board consideration; (v) legal arrangements and disbursement; and (vi) monitoring and progress control (Art. 14 – paragraph 32).

5. The iTAP participates in Stage 3 following the guidance provided in paragraphs 21 to 27 of the RBP-REDD+ Policy. These paragraphs clarify new elements in the policy including a subtraction of 10 per cent from the proposed volume of emissions reductions (ERs) to address the risk of reversals, which will be deducted by the country (paragraph 23, Step 2); the possibility of an additional 3.5 per cent of the total volume established after consideration of the scorecard (appendix 1) when the use of proceeds is designed to deliver non-carbon benefits beyond the Cancún Safeguards (paragraph 23, Step 5); and the provisions for a further 12 per cent of tonnes eligible for payment under the funding proposal to be temporarily ‘set aside’ if, at the time of the submission of the funding proposal, a country did not include results in a BUR/biennial transparency report (BTR) technical annex covering the remaining years of the results period after the last year of results presented in the funding proposal (paragraph 24).

6. The Secretariat has prepared the corresponding templates, which, to some extent, differ from the templates for other modalities for GCF funding proposals.

7. The assessment of RBP funding proposals is a stepwise process. First, the secretariat and iTAP assess the carbon elements using the scorecard included in appendix 1 of the RBP-REDD+ Policy and the non-carbon benefits beyond the Cancún Safeguards. This assessment allows defining the payments to be proposed to the Board (see sections 1.2 and 1.3 below). After that, the iTAP assesses the proposed use of proceeds against the six investment criteria defined by the Board (sections 1.4 to 1.9 below). Under consideration of all previous sections, the iTAP prepares the “Overall remarks from the independent Technical Advisory Panel” (Section II) to be considered by the Board.

1.2 Summary of scorecard results and assessment of non-carbon benefits

Table 1: Scorecard results (see annex for details)

Scorecard section	Results	
Carbon elements	Score: 39	All criteria “pass”

8. Mexico requests an RBP for the period 2018–2019, based on verified emission reductions against its FREL. The reported results cover two REDD+ activities: (i) reducing emissions from deforestation, and (ii) reducing emissions from absolute forest degradation. Mexico also provided the definitions of each term as set in the national law. This is especially relevant for “absolute forest degradation”⁵ because this term is not included as such in the UNFCCC decisions.

9. In addition to the funding proposal package, the iTAP considered the following documents for the backward-looking assessment of the emission reduction results:

- (a) REDD+ strategy (2017–2030): Estrategia Nacional para REDD+ 2017–2030 (ENAREDD+) Comisión Nacional Forestal (CONAFOR), 2017;

⁵ Absolute forest degradation is a term defined according to the Mexican legal framework and focuses on areas that have been completely unstocked but with no signs of land-use change.

- (b) FREL 2007–2016: Nivel de Referencia de Emisiones Forestales de Mexico (2007–2016), Enero, 2020;
- (c) Modified FREL 2007–2016: Nivel de Referencia de Emisiones Forestales de Mexico (2007–2016), Julio 2021;
- (d) Third BUR: Gobierno de México. Secretaría de Medio Ambiente y Recursos Naturales. (2022). México: Tercer Informe Bienal de Actualización ante la Convención Marco de las Naciones Unidas sobre el Cambio Climático (2022);
- (e) Report on the technical assessment of the proposed forest reference emission level of Mexico submitted in 2020. Document FCCC/TAR/2020/MEX. 21 February 2022; (TAR)
- (f) Technical report on the technical analysis of the technical annex to the third Biennial Update Report of Mexico submitted in accordance with decision 14/CP.19, paragraph 7, on 30 June 2022. Document FCCC/SBI/ICA/2022/TATR.1/MEX. 24 January 2024 (TATR); and
- (g) Summary Information on Safeguards: Segundo resumen de informacion sobre abordaje y respeto de las Salvaguardas REDD+ en Mexico. Periodo 2017 – 2022. CONAFOR, 2024.

1.2.1. **Main findings on the section on forest reference emission level/forest reference level (FREL/FRL)**

- 10. Mexico proposed a FREL only for two REDD+ activities: reducing emissions from deforestation and reducing emissions from absolute forest degradation.
- 11. The scorecard assessment identified issues related to the REDD+ activities considered, the exclusion of all GHG that can be considered as sources of emissions and the definition of forest compared to the national inventory of Mexico. As a result, the FREL/FRL component received some deductions in the scorecard, in line with decision B.40/16, appendix 1 (see annex I for details).

1.2.2. **Main findings on the section on REDD+ results reporting**

- 12. Mexico reported results for the period 2017–2019 of which only part of the volume of REDD+ results achieved in 2018–2019 are offered to the GCF.
- 13. In the scorecard assessment, issues related to only accuracy of the results caused a score deduction, in line with decision B.40/16, appendix 1. (see annex I for further details).

1.3 Proposed payments

- 14. In line with the terms specified in the policy, the following equation was applied

$$\text{GCF Volume of ERs} = (\text{Proposed volume of ERs} - \text{ERs subtracted to address risk of reversals}) * \left(\frac{\text{Total score achieved}}{\text{Maximum score}} \right)$$

Abbreviation: ERs = emission reductions.

- 15. The resulting GCF volume of ERs is 10,303,183 t CO₂ eq which was taken as a basis for the further calculation of the payments (see table 2) following the guidance defined in decision B.40/16.

16. Section B.3 of the funding proposal presents the expected non-carbon benefits beyond the Cancun Safeguards. In the social dimension, the AE expects to improve income generation for Indigenous Peoples and local communities and generate gender co-benefits, including through the promotion of productive activities led by women and the provision of gender-responsive technical assistance and skills development. In the governance dimension, the AE expects to strengthen territorial- and landscape-level governance, while in the environmental dimension, it expects to expand areas implementing payment for ecosystem services schemes and promote additional ecosystem services. For each non-carbon benefit, the funding proposal describes the current situation, clearly explains how the expected benefits go beyond the Cancun Safeguards, and provides indicators for monitoring progress over time. The assessment conducted by the iTAP and the GCF Secretariat concluded that the proposal demonstrates sufficient merit for the inclusion of the additional 3.5 per cent payment.

17. Based on the information above and the guidance for calculating REDD+ results-based payments established in decision B.40/16, the proposed payment amounts to USD 85,310,356 (see table 2 for details). This amount of USD 85,310,356 includes the set aside as defined in paragraph 24b of the REDD+ RBP policy.

18.

Table 2: Payment proposed

(a)	GCF Volume of ERs (in t CO ₂ eq)	10,303,183
(b)	12% set aside (if required)	Required
(c)	Value per tonne (in USD)	8
(d)	Additional 3.5% for non-carbon benefits (in USD)	Yes
Total payment proposed (in USD)		85,310,356

1.4 Impact potential

Scale: Medium to high

19. The expansion of extensive livestock systems is one of the key drivers of deforestation and forest degradation in Mexico and is responsible for a substantial share of emissions from agriculture, forestry and other land use (AFOLU) in the country. The use of proceeds will contribute to the transition towards sustainable forest-livestock landscapes in seven states: Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo and Yucatán.

20. The activities under the use of proceeds (UoP) are structured around four complementary components: increasing the adoption of climate-resilient silvopastoral systems; increasing economic incentives and access to finance for deforestation-free value chains; improving inclusive territorial governance and coordinated landscape management; and strengthening institutional capacity, coordination and monitoring systems for REDD+ and climate-resilient landscape management.

21. **Mitigation impact potential:** The expected cumulative mitigation impact potential by 2052 (25 years) is 2,047,070 (table 3). The potential was calculated using the Nationally Determined Contribution Expert Tool (NEXT), with the project information, system boundaries, and assumptions and rationale underlying the estimation adequately documented (annex 12, appendix 4).

Table 3: Mitigation potential by activity and time horizon (t CO₂ eq)

Activity	Cumulative mitigation potential (t CO ₂ eq)		
	Mid-project implementation, end of 2030	End of the implementation, end of 2032	20 years after the end of the implementation, end of 2052
Activity 1 - Regenerative grazing practices on 16,000 ha of grassland	29,920	69,813	398,933
Activity 2 - Protection of 205,000 ha of forests 2B - Tier 2 values	51,240	170,800	1,537,199
Activity 3 – Reduction of enteric fermentation through better feed practices	13,313	22,188	110,938
Total (activity 1, activity 2b and activity 3)	94,472	262,801	2,047,070

Abbreviations: ha = hectare, t CO₂ eq = tonnes of carbon dioxide equivalent

Source: Appendix 4 of annex 12 to the funding proposal.

22. The iTAP asked about the potential risk of double counting mitigation results with other GCF co-funded activities, particularly the Basin Approach for Livelihood Sustainability through Adaptation Strategies⁶ project. In its response, the AE clarified that there is no material risk of double counting, as CONAFOR is the implementing entity for both projects and has systems in place to cross-check activities, beneficiaries, implementation periods and intervention areas. The CONAFOR Operating Rules prohibit financing the same activity for the same beneficiary more than once, in the same area and during the same year. In addition, the Integrated Support Information System (SIAC) provides a centralized mechanism for registering and monitoring financial support, beneficiaries, project implementation and programme results.⁷

23. **Adaptation impact potential:** in addition to the intended mitigation impact, the activities under the use of proceeds will support Climate Change Strategy for Mexico⁸ and nationally determined contribution 3.0⁹ chapters on adaptation by strengthening the resilience of forest ecosystems and forest-dependent communities through sustainable forest management, restoration, natural regeneration, silvopastoral systems and protection of ecosystem services. These nature-based solutions are expected to improve water regulation and soil fertility, reduce climate-related risks, strengthen sustainable livelihoods and productive systems, and enhance the adaptive capacity of landscapes and rural communities, with particular attention to vulnerable territories and traditionally excluded groups.

24. **Challenges to achieving the impact potential:** The iTAP identifies two challenges to achieving the proposed impact potential. First, GHG emissions from forest degradation occurring within areas that remain classified as forest (for instance, where canopy cover declines from 80 per cent to 40 per cent) are not currently accounted for in the FREL or REDD+ results for Mexico, and these emissions can be significant for the activities under UoP. Second, although gross deforestation shows an overall declining trend, the trajectory has not been consistently downward. In particular, gross deforestation increased again in 2022 and remained higher in 2023 than in 2020.¹⁰

⁶ Funding proposal 236, Basin Approach for Livelihood Sustainability through Adaptation Strategies (BALSAS).

⁷ Responses to iTAP questions, received on 28 August, 2026.

⁸ <https://www.gob.mx/inecc/documentos/estrategia-nacional-de-cambio-climatico-vision-10-20-40>

⁹ <https://unfccc.int/documents/654344>

¹⁰ CONAFOR (2025) [Programa anual de trabajo de la CONAFOR 2026](#), figure 5.

25. Regarding the inclusion of GHG emissions from forest degradation, the AE explained in their responses to the iTAP questions, that CONAFOR has already piloted methods to quantify forest degradation in areas remaining classified as forest, although full implementation is constrained by the resources required for detailed interpretation of changes in canopy cover. The UoP will strengthen CONAFOR monitoring capacities to quantify and monitor degradation-related emissions, including those from illegal conversion of natural forests to plantations and changes in canopy cover and biomass, with FAO providing technical assistance, tools and methodologies. The resulting procedures are expected to be incorporated into the next FREL submission of Mexico to the UNFCCC.
26. The iTAP welcomes the support that the UoP can provide towards the inclusion of emissions from forest degradation in future FRELs but notes that this may create challenges regarding the comparability of future results with those currently reported. The iTAP recognizes that the AE is well aware of both challenges identified above and has, to the extent possible, designed corresponding mitigation strategies. Nevertheless, important challenges to achieving the envisaged mitigation and adaptation impact potential remain.
27. In consideration of the above, the iTAP assesses the impact potential of this funding proposal as medium to high.

1.5 Paradigm shift potential

Scale: High

28. The UoP is based on the transformational path stated in the theory of change: “IF an inclusive transition towards sustainable forest-livestock landscapes is promoted through enhanced forest-based economic opportunities and improved productivity and resilience in agriculture – forest transition zones, THEN the country will reduce deforestation and forest degradation while increasing the resilience of forest-dependent communities and productive landscapes, BECAUSE ejidos and livestock producers will adopt sustainable production practices, access incentives for forest conservation, and benefit from strengthened financial and market mechanisms that reward deforestation-free value chains, while their capacities to manage forest and productive landscapes are strengthened.”
29. **Potential for scaling-up and replication:** The RBP seeks to scale up an integrated model combining forest conservation through Payments for Environmental Services (PES) with silvopastoral and regenerative livestock systems as productive restoration measures. Rather than introducing entirely new approaches, the project builds on more than two decades of experience with silvopastoral systems in Mexico and aims to institutionalize successful approaches within CONAFOR programmes and incentives. Scaling potential is further supported by extending the existing PES scheme to tropical dry forests, strengthening access to finance and deforestation-free markets, and promoting dedicated productive initiatives led by women and youth. If successful, the model could be replicated beyond the initial intervention landscapes through CONAFOR’s established national programmes and operational structures.
30. **Contribution to the enabling conditions and regulatory framework:** The proposal addresses key structural barriers to sustainable forest-livestock systems by strengthening technical assistance, territorial governance, access to finance and markets, and national monitoring systems. Farmer Field Schools will provide technical and organizational support to producers, while existing Territorial Agents will strengthen coordination among local communities, government institutions and other stakeholders. The project will also support financial products adapted to small and medium-sized producers and strengthen deforestation-free value chains. Importantly, the proposed approaches are meant to be integrated into the operational framework and Operating Rules of CONAFOR, while strengthened forest degradation monitoring is expected to contribute to future FREL submissions and national REDD+ implementation (see paragraphs 21 and 24 above).

31. **Potential for knowledge co-generation and learning:** Farmer Field Schools will provide the main platform for participatory learning, technology transfer and continuous technical assistance, allowing producers to test and adapt sustainable livestock practices to local conditions. Territorial Agents, defined in the proposal as local public institutions and civil society organizations, will facilitate knowledge exchange and coordination across stakeholders and landscapes. In addition, strengthened national and subnational monitoring systems will generate information on land-cover change, restoration, grazing management, livestock carrying capacity, deforestation-free production and GHG emissions. Monitoring results, stakeholder feedback and implementation experience will feed into adaptive management and may inform adjustments to the CONAFOR Operating Rules, creating a mechanism through which project-level learning can influence broader national forest and livestock policies.
32. Lastly, the iTAP recognizes that FAO is well positioned to adapt and transfer lessons learned from this project to other countries implementing REDD+ or preparing REDD+ RBP proposals. This extends the potential for knowledge co-generation and learning beyond the borders of Mexico.
33. Considering the above, the iTAP assesses the paradigm shift potential as high.

1.6 Sustainable development potential

Scale: High

34. Beyond contributing to the achievement of national targets related to Sustainable Development Goal (SDG) 13 (Climate Action), the UoP will contribute to targets under SDG 1 (No Poverty), SDG 2 (Zero Hunger), SDG 5 (Gender Equality), SDG 10 (Reduced Inequalities), and SDG 15 (Life on Land).
35. **Environmental co-benefits:** The UoP is expected to enhance biodiversity and ecosystem services through forest conservation, restoration, natural regeneration, sustainable forest management and silvopastoral systems. These interventions will contribute to maintaining forest cover, improving soil fertility and water regulation, restoring degraded lands, and reducing risks related to erosion, wildfires and ecosystem degradation.
36. **Economic co-benefits:** The project is expected to strengthen rural livelihoods by improving livestock productivity, supporting sustainable and deforestation-free value chains, and facilitating access to finance and markets for small and medium-sized producers. PES will provide economic incentives for forest conservation, while silvopastoral systems and productive restoration are expected to diversify and strengthen income-generating opportunities. According to the responses to the iTAP questions,¹¹ the approach of designing activities at the production-unit level will allow investments to be tailored to both ecological and production conditions, while PES will complement these interventions by supporting the conservation of existing forests.
37. **Social co-benefits:** A significant share of forest in Mexico consists of lands under collective tenure, including ejidos and agrarian communities, with high levels of sociocultural and ethnic diversity. The RBP focuses on these areas and will strengthen local capacities, territorial governance and community participation through Farmer Field Schools, technical assistance and Territorial Agents. Attention will be given to forest-dependent communities, ejidos, Indigenous Peoples and other vulnerable or traditionally excluded groups, supporting their participation in land-use decisions and strengthening the resilience of rural livelihoods (annex 5).
38. A one-year inception phase will refine the design of on-the-ground activities through inclusive and participatory consultations, providing locally appropriate instruments to guide inclusive and gender-responsive implementation, ensure respect for free, prior and informed

¹¹ Received on 28 August 2026.

consent and support implementation and monitoring by a dedicated safeguards team within the Project Management Unit.

39. **Gender co-benefits:** The project will improve women's access to financial resources, technical assistance, productive assets and income-generating opportunities, while strengthening their participation and leadership in sustainable landscape management and forest conservation. Annex 6 to the funding proposal shows how gender-responsive measures are integrated across the project and complemented by dedicated support for women-led productive initiatives.

40. Some of the environmental, economic and social co-benefits were included in section B.3 of the funding proposal as non-carbon benefits and were considered in the calculation of the proposed REDD+ RBP payment (see paragraph 16 of this assessment). While there is consistency in the identification of these co-benefits, the iTAP found that the indicators presented in section B.3 were not fully or consistently reflected in the logical framework, making their monitoring and reporting unclear. This issue can be readily addressed during the inception phase of the UoP activities and forms the basis for a recommendation to the AE in Section II of this assessment.

41. Considering the above, the iTAP assesses the sustainable impact potential of this proposal as high.

1.7 Needs of the recipient

Scale: High

42. Mexico is an upper-middle-income country and one of the largest economies in the world, with a population of about 130 million and gross domestic product of approximately USD 1.83 trillion in 2024–2025. Its economy benefits from strong macroeconomic institutions, an open trade regime and a diversified manufacturing sector closely integrated into global value chains. Nevertheless, economic growth has historically been modest relative to comparable economies and significant regional and socioeconomic disparities persist.¹² Poverty has declined substantially in recent years: according to the Instituto Nacional de Estadística y Geografía e Informática,¹³ multidimensional poverty fell from 41.9 per cent of the population in 2018 to 29.6 per cent in 2024, equivalent to 38.5 million people, while extreme poverty stood at 5.3 per cent.¹⁴ According to the 2024 Notre Dame Global Adaptation Initiative (ND-GAIN) Index,¹⁵ Mexico has a score of 47.6 and ranks ninety-first globally, with a vulnerability score of 0.412 and a relatively low readiness score of 0.364.¹⁶ ND-GAIN notes that the vulnerabilities of Mexico are comparatively manageable, but that improvements in readiness are needed to strengthen its capacity to adapt to future climate challenges; vulnerabilities related to water, ecosystem services and human habitat are particularly relevant.

43. The national averages mask a pronounced urban/rural and territorial divide. In 2024, multidimensional poverty affected 45.8 per cent of the rural population compared with 25.0 per cent of the urban population. Poverty is also concentrated geographically: Chiapas (66.0 per cent), Guerrero (58.1 per cent) and Oaxaca (51.6 per cent) recorded the country's highest poverty rates in 2024,¹⁷ and are among the states targeted by the UoP. These socioeconomic disparities intersect with climate vulnerability, particularly for rural populations dependent on agriculture, livestock and forest resources. The funding proposal is based on a more granulated

¹² <https://www.worldbank.org/en/country/mexico/overview>

¹³ National Institute of Statistics, Geography and Informatics

¹⁴ <https://www.inegi.org.mx/desarrollosocial/pm/>

¹⁵ <https://gain.nd.edu>

¹⁶ <https://gain-new.crc.nd.edu/country/mexico>

¹⁷ INEGI (2025) Análisis de los resultados de la medición de la pobreza multidimensional, 2024, p. 11/59
https://www.inegi.org.mx/contenidos/saladeprensa/boletines/2025/pm/pm2025_RR_08.pdf

understanding of the needs of the recipient in the targeted areas. For instance, the AE provided accurate information about how the proposal responds to the specific barriers (table 4).

Table 4: Project response to the identified barriers

Barrier	Response
B1- Unsustainable and low-productivity livestock system	Activities 1.1.2 and 1.2.2 provide field-based technical support and direct support for adoption of silvopastoral systems, regenerative grazing, improved forage production and productive restoration.
B2 - Limited technical capacities and access to sustainable production technologies	Activities 1.1.1–1.1.2 establish Farmer Field Schools and technical assistance; activities 4.1.1–4.1.2 strengthen institutional and technical capacities supporting implementation.
B5 - Limited access to finance and economic incentive	Activities 2.3.1–2.3.2 assess, align and strengthen public, private and blended financing mechanisms for sustainable and deforestation-free production.
B3 - Weak market incentives and traceability for deforestation-free production	Activities 2.1.1–2.1.3 strengthen producer organization, traceability and certification systems, market linkages and demand-side engagement.
B4 - Extensive livestock expansion and agricultural land-use change continue to drive forest loss	Activities 2.2.1–2.2.2 provide payment for environmental services incentives for forest conservation, while activities 1.2.1–1.2.2 support productive restoration on existing production areas. Territorial Agents under output 3.1 facilitate engagement with ejidos, communities and producers.
B7 - Gender inequalities and limited participation of women	Activities 3.2.1–3.2.2 provide dedicated support for women-led initiatives; gender-responsive eligibility, outreach, technical assistance and participation measures are also mainstreamed across outputs 1.1, 1.2, 2.1 and 2.2.
B6 - Weak territorial governance and coordination	Activities 3.1.1–3.1.2 establish and strengthen Territorial Agents and landscape-level coordination; activities 4.1.1–4.1.2 strengthen institutional capacities and coordination.
B8 - Monitoring systems need strengthening to sustain REDD+ implementation and verify deforestation-free livestock transitions	Activity 4.2.1 strengthens monitoring systems for silvo-pastoral systems, land-cover change and associated outcomes; activity 2.1.2 supports use of traceability and certification systems in deforestation-free value chains.

Source: Accredited entity responses to the independent Technical Advisory Panel questions.

1.8 Country ownership

Scale: High

44. **Alignment with national policies:** The proposed UoP is strongly aligned with the third nationally determined contribution of Mexico and the 2025–2030 National Development Plan, National Forestry Programme, CONAFOR Institutional Program and National REDD+ Strategy (ENAREDD+). The proposal directly supports national priorities related to reducing deforestation and forest degradation, sustainable forest management and restoration, climate adaptation, and community-based forest governance. In particular, it responds to the ENAREDD+ identification of livestock production as a major driver of deforestation through its promotion of silvopastoral systems and financial instruments to address this driver.

45. **Capacity of the entities:** Mexico has more than two decades of institutional experience implementing forest conservation and sustainable management programmes through CONAFOR. Its established Operating Rules, Mexican Forest Fund and public incentive programmes provide an existing institutional and financial architecture for implementation. Approximately 58 per cent of RBP resources will be channelled through CONAFOR to support productive and conservation activities, including direct support to participating ejidos and communities. FAO has demonstrated its wide experience on REDD+ activities and is currently the AE of five RPB-REDD+ proposals funded during the GCF RBP-REDD+ pilot phase. It complements the national capacity in Mexico through its technical support for REDD+ and project preparation.

46. **Stakeholder engagement:** The proposal builds on more than a decade of participatory REDD+ processes in Mexico and was developed through consultations involving federal and state governments, Indigenous Peoples, local communities, civil society, women and other stakeholders. The summary of consultations (annex 5 to the funding proposal) documents how national and subnational consultations informed the strategic focus, intervention logic, implementation arrangements and safeguards. Territorial consultations involved over 300 participants, including more than 100 women, and the representation of 17 Indigenous Peoples' and Afro-Mexican groups, with recommendations and concerns systematically documented to inform project design and implementation, as can be assessed through the detailed Indigenous Peoples planning framework (annex 4.3) and the environmental and social management framework (annex 4.2).

47. Considering the above, the iTAP assesses the country ownership as high.

1.9 Efficiency and effectiveness

Scale: Medium to high

48. The proposed reinvestment seeks to achieve cost-effective climate, environmental and socioeconomic benefits by combining direct territorial investments with enabling measures for their sustained adoption. It will use existing national and territorial mechanisms, including CONAFOR incentive programmes, Territorial Agents and Farmer Field Schools, thereby building on existing capacities and reducing transaction costs. Resources are concentrated on PES (USD 26.41 million), productive reconversion models (USD 15.02 million) and sustainable practices in forest-livestock transition zones (USD 17.61 million), complemented by investments in technical assistance, monitoring, market access and sustainable finance.

49. Cost-effectiveness will be assessed against multiple results, including 205,000 hectares under improved low-emission and/or climate-resilient management, 1,600 productive units adopting improved livelihood options, and 21,720 beneficiaries adopting resilience-enhancing innovations. CONAFOR's monitoring systems and project-level information will support adaptive management, while FAO oversight, regular reporting, evidence-based disbursements and independent evaluations will strengthen accountability, effectiveness and value for money.

50. However, the long-term financial sustainability for the PES scheme remains challenging. While recognizing CONAFOR's extensive experience with PES, maintaining the additional 205,000 hectares could create a significant financial challenge once the UoP has been fully disbursed. The iTAP therefore recommends that the AE, together with CONAFOR, develop a pathway for sustainable long-term financing during the six-year implementation period of the UoP.

51. Considering the above, the iTAP assesses the efficiency and effectiveness of the UoP as medium to high.

II. Overall remarks from the independent Technical Advisory Panel

52. The funding proposal titled “GCF results-Based Payments Mexico 2018–2019 aimed at Forest Conservation and Sustainable and Sustainable Livestock” is the first funding proposal under the new policy for results-based payments for REDD+ approved by the GCF Board in October 2024.

53. The iTAP and the GCF Secretariat reviewed the achieved GHG emission reductions using the scorecard methodology adopted under decision B.40/16, together with the documentation submitted by Mexico to the UNFCCC secretariat (see annex I). In addition, the iTAP assessed the proposed use of proceeds against the six investment criteria established by the Board.

54. Following the guidance of the Board in the above-mentioned decision, the iTAP and the secretariat propose a payment of USD 85,310,356 for a GCF volume of ERs of 10,303,183 t CO₂ eq achieved by Mexico through reduced emissions from deforestation during the period 2018–2019. This amount includes the set aside as defined in paragraph 24b of the REDD+ RBP policy

55. The activities to be implemented through the UoP will further advance the implementation of the national REDD+ framework of Mexico, while contributing to climate change adaptation and promoting deforestation-free value chains.

56. Considering the results of the scorecard assessment and the assessment of the proposed UoP against the six investment criteria established by the Board, **the iTAP recommends that the Board approve this funding proposal.**

57. The iTAP further recommends that the AE fully integrate the proposed indicators for non-carbon benefits into the monitoring framework during the inception phase.

Annex I: Scorecard (aligned to the funding proposal template structure)

Abbreviation	Official name of the document
TA-BUR	Gobierno de México. Secretaría de Medio Ambiente y Recursos Naturales. (2022). México: Tercer Informe Bienal de Actualización ante la Convención Marco de las Naciones Unidas sobre el Cambio Climático (2022). Anexo Técnico
TATR	Technical report on the technical analysis of the technical annex to the third Biennial Update Report of Mexico submitted in accordance with decision 14/CP.19, paragraph 7, on 30 June 2022. Document FCCC/SBI/ICA/2022/TATR.1/MEX. 24 January 2024
TAR	Report on the technical assessment of the proposed forest reference emission level of Mexico submitted in 2020. Document FCCC/TAR/2020/MEX. 21 February 2022.
FREL	FREL 2007 – 2016: Nivel de Referencia de Emisiones Forestales de Mexico (2007 – 2016), Enero, 2020.
Modified FREL	Modified FREL 2007 – 2016: Nivel de Referencia de Emisiones Forestales de Mexico (2007 – 2016), Julio 2021.
SoI	Summary Information on Safeguards: Segundo resumen de informacion sobre abordaje y respeto de las Salvaguardas REDD+ en Mexico. Periodo 2017 – 2022. CONAFOR, 2024.

Abbreviations: FREL = forest reference emission level, SoI = summary of information, TA-BUR = technical annex-biennial update report. TAR = technical assessment report, TATR = technical analysis Technical report

Section 1a. Forest reference emission level / forest reference level (FREL/FRL)
<i>The following items are scored on the basis of the UNFCCC Technical Assessment Report considering UNFCCC decisions 12/CP.17, 13/CP.19 and their respective annexes</i>
The extent to which the FREL/FRL is developed in accordance with most recent applicable guidance and guidelines of the Intergovernmental Panel on Climate Change (IPCC) and maintains consistency with corresponding anthropogenic forest-related greenhouse gas emissions by sources and removals by sinks as contained in the national greenhouse gas inventories.

(i) Are there any material issues related to the application of the IPCC guidance and guidelines (IPCC GLs/GPGs) as adopted by the Conference of Parties (COP) and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) as relevant?	2	Mexico followed the 2006 IPCC Guidelines when using the stock-difference method for estimating emissions considered in the FREL for estimating below-ground biomass emission factors (EFs), as basis for defining the six land-use categories. Although the AT mentions in paragraph 40 of the TAR the use of the 2019 refinement of the 2006 IPCC guidelines for national GHG inventories as an area of future technical development (depending on the availability of financial resources and national circumstances) the TAR does not mention any material issues related to the application of the IPCC guidance and guidelines (IPCC GLs/GPGs)
(ii) Are the methods and data used in the construction of the FREL/FRL consistent with or better than those used to estimate forest-related emissions and removals in the country's greenhouse gas (GHG) inventory?	2	In the summary table the TAR states that “methods used for estimating the FREL are not consistent with those used for the latest GHG”, and that the reason is that “the second FREL includes several methodological improvements compared with the latest GHG inventory. Future GHG inventories should benefit from these improvements and consistency can be achieved”. Detailed analysis is included in paragraph 23 of the TAR. The AT commended Mexico for taking steps to ensure consistency between the national GHG inventory and the FREL submission. Regarding TAR, paragraph 37: although the AT notes that, overall, the FREL does not maintain full consistency, in terms of forest definition, sources of activity data and EFs, with the national GHG inventory included in the country's national communications and biennial update reports (BURs), Mexico explained that the inconsistencies result from important methodological improvements incorporated into the second FREL

How historical data have been considered in the establishment of the forest reference emission level and/or forest reference level

(iii) Is the FREL/FRL based on historical data and is it equal to or below the average annual historical emissions during the reference period? Countries that have consistently maintained >50% national forest cover and low national deforestation rates (<0.22% per year on average over the period for which the results are submitted) are considered as a high forest cover, low deforestation country (HFLD).¹⁸ For HFLD countries, an adjustment that: • does not exceed 0.05% of the carbon stock over the period for which the results are submitted in the relevant national or subnational area for which results are claimed, and • does not exceed 10% of the FREL/FRL may be applied to the average annual historical emissions to reflect quantified, documented changes in circumstances during the reference period that likely underestimate future rates of deforestation or forest degradation during the results period.	0	The FREL is based on historical data, and it is equal to the average of historical emissions during the period 2007–2016. The FREL is based on CO₂ emissions associated with gross deforestation and absolute forest degradation (as defined by Mexico, see forest definition, criterion vii). Mexico is not a HFLD country, thus there is no adjustment included.
Transparent, complete, consistent and accurate information, including methodological information, used at the time of construction of FREL/FRLs including, inter alia, as appropriate, a description of data sets, approaches, methods, models, if applicable and assumptions used, descriptions of relevant policies and plans, and descriptions of changes from previously submitted information.		
(iv) Has comprehensive and transparent information been provided (including a description of data sets, approaches, methods, models, if applicable and assumptions used) to allow for reconstruction of the FREL/FRL?	2	- The FREL submission included a methodological annex covering all sections of the submission (TAR, paragraph 3) - The modified second FREL (July 2021) includes modifications that improved transparency and completeness without needing to alter the approach used in its construction (TAR, paragraphs 6, 17)

¹⁸ These thresholds are based on the Krutu of Paramaribo Joint Declaration on HFLD Climate Finance Mobilization. Non-HFLD countries that have already submitted FREL/FRLs that have an adjustment for national circumstances, may provide a recalculation of the FREL/FRL only based on average annual historical emissions applying only submitted and technically assessed and analysed data/information, and using the same methodologies.

		- The activity data and information (e.g. EFs) used for constructing the FREL is transparent, complete (and in overall accordance with the guidance in the UNFCCC Dec. 12/CP.17) as stated in paragraph 17 and in the TAR conclusions (TAR, paragraph 32), where the AT reinforce that transparency and completeness of the information improved significantly in the modified submission.
(v) Is the FREL/FRL complete? (has information been provided that allows for the reconstruction of the FREL/FRL?)	2	As above. The TAR deals with transparency and completeness together. In addition, paragraph 36 of the TAR mentions that “the new information provided in the modified submission, ... increased the reproducibility of the FREL calculations.”
(vi) Is the FREL/FRL consistent? (were data and methodologies applied consistently over the time series used for the construction of the FREL/FRL?)	2	The TAR does not mention any significant issue regarding the internal consistency of the FREL. The AT raised a concern regarding the use of two consecutive NFIs and how that could affect overall consistency. In the modified submission, Mexico provided enough information to clarify this issue (TAR paragraph 20).
(vii) Is the FREL/FRL accurate? (The data and methodologies used neither over nor under estimate emissions and/or removals during the reference period, so far as can be judged.)	2	Paragraph 21 of the TAR identified an unintended mismanagement of the database that was solved in the modified FREL submission, and no material issues related to accuracy remain to be solved.
Pools and gases, and activities listed in UNFCCC decision 1/CP.16, paragraph 70, which have been included in FREL/FRLs and the reasons for omitting a pool and/or activity from the construction of forest reference emission levels and/or forest reference levels, noting that significant pools and/or activities should not be excluded		
(viii) Of the five REDD+ activities, have all emissions from deforestation and forest degradation been included, if assessed as a significant ³¹⁹ source of emissions?	0	The Mexico FREL includes two activities: (i) reducing emissions from deforestation, and (ii) reducing emissions from absolute forest degradation. Mexico also provided the

		definitions of each term. Absolute forest degradation is a term defined according to the Mexican legal framework and focus on areas that have been completely unstocked but with no signs of land-use change. Emissions from degradation of forest that remains forest were not included due to lack of data and there is no clarification about the potential significance of these emissions (TAR, paragraph 28 and summary table). The TAR, in its conclusion, includes covering the full scope of the activity on reducing emissions from forest degradation (paragraph 39a), as well as conservation, enhancement of carbon stocks and sustainable management of forest (paragraph 40k) as areas of future technical improvement.
(ix) Have all of the most significant* pools been included? *As per the IPCC GL/GPG applied.	2	Initially, the second FREL included four pools only: above-ground biomass, below-ground biomass, deadwood and soil organic carbon. As a response to the AT's comments litter was included in the modified submission, using information from the second cycle of the NFI. (paragraph 26). Thus, the modified (second) submission of the FREL included all five pools.
(x) Have all gases that are a significant* source of emissions been included? *As per the IPCC GLs/GPG applied.	1	Mexico included CO₂ only in the FREL. Regarding other GHGs the FREL identified two major sources that were justified separately (paragraph 27): <u>Forest fires</u> (CH₄ and N₂O emissions): According to the GHG inventory for LULUCF of the sixth national contribution of Mexico, the CH₄ and N₂O emissions caused by forest fires were equivalent to 1.1 per cent of the CO₂ emissions from deforestation and absolute forest degradation in the same year. Mexico is in the process of completing the historical time series of forest fires at the national level. At the moment of submitting the FREL this information was not yet available.

		Deforestation and forest degradation in mangroves (CH ₄ emissions): There is no data available currently: Mexico explained its plans for including these emissions in future national GHG inventories (medium term).
The definition of forest used in the construction of forest reference emission levels and/or forest reference levels and, if appropriate, in case there is a difference with the definition of forest used in the national greenhouse gas inventory or in reporting to other international organizations, an explanation of why and how the definition used in the construction of FREL/FRLs was chosen.		
(xi) Has the definition of forest used in the construction of the FREL/FRL been provided and is it consistent with the definition of forest used in the national GHG inventory or in reporting to other international organizations?	1	Mexico provided the definition of forest used in constructing the FREL. However, this definition is different from the one used in the national GHG inventory and for FAO reporting to the Global Forest Resources assessment. Moreover the definition of forest used in this second FREL is different compared to the definition used in the first FREL (TAR paragraph 31). <u>Differences:</u> - In the GHG inventory Mexico uses only one parameter (minimum area of 50 ha). This parameter was used for the first FREL - For FAO reporting, Mexico uses as well high (5m instead of 4m) - In this second FREL Mexico uses 1 ha as the minimum area to be considered. <u>Clarifications by Mexico:</u> - The national inventory used the thresholds of 4 metres high and 10 per cent canopy cover, making the difference between the definitions for the FREL and the GHG inventory only related to the minimum area. - The same threshold for type of vegetation and the minimum high of woody vegetation are used in both FRELs - There is an improvement regarding minimum area (from 50 ha to 1 ha) - Future national GHG inventories will use the definition as in the second FREL.
<i>The following criteria are additional to the UNFCCC technical assessment and analysis process</i>		

(xii) What is the historical reference period for the FREL/FRL? ⁴²⁰	4	The historical reference period is 2007–2016, equal to 10 years.
(xiii) How does the FREL/FRL for the results included in the proposal compare to the previous FREL/FRL that applies to the same area?	2	The proposed FREL in the modified submission of the second FREL is the lowest. Proposed FREL (modified): 20,245,016 t CO ₂ eq/year (FREL modified submission, executive summary). First submission second FREL: 20,339,240 t CO ₂ eq/year (FREL modified submission executive summary). First FREL: 44,388,620 t CO ₂ eq/year (FREL modified submission, cuadro 16).
(xiv) Does the FREL/FRL provide information on uncertainties*, taking into account national capabilities and circumstances? *Following the guidance on uncertainties in the applied IPCC GL/GPG or the latest IPCC GLs available at the time of development of the FREL/FRL	2	The second FREL submission includes a complete uncertainty analysis (TAR, paragraph 16h). Paragraph 24 of the TAR summarizes the issues identified by the AT and the corresponding improvements by Mexico in the modified submission, especially the use of the error propagation method, which assumes the independent nature of the estimates between the pools. Mexico acknowledged the mutual dependence between the estimated AGB and BGB pools. In the modified submission Mexico reported the uncertainties of these dependent pools and the combined uncertainty using the error propagation method. The AT considered this as an improvement and highlighted that there are no methods for addressing this issue in the 2006 IPCC Guidelines. The AT commended Mexico for the use of the 2006 IPCC Guidelines, instead of the GPG. Chapter 10 of the modified FREL explains the methods used for the analysis of combined uncertainties and the corresponding rationale. The calculations were done according to the guidance provided in volume 1, chapter 3 of the 2006 IPCC guidance.

²⁰ Countries that have already submitted FREL/FRLs with longer reference periods since the approval of this policy shall provide a recalculation of the FREL/FRL and results based on submitted and technically assessed and analysed data/information, without changing the annualized estimations, and using the same methodologies. The recalculated FREL/FRL shall not be higher than the original calculated FREL/FRL. If the recalculated FREL/FRL is higher, then the original calculated FREL/FRL shall be used.

Section 1b. REDD+ results reporting		
<i>The following items are scored on the basis of the UNFCCC Technical Assessment Report of the reported REDD+ results in the technical annex to the BUR/BTR</i>		
(i) Does the technical annex comply with the guidelines on the elements to be included in the technical annex as contained in the annex to UNFCCC decision 14/CP.19?	1	Paragraphs 31 and 47 of the TATR mention the high level of compliance of Mexico's technical assessment with the guidance provided in the UNFCCC decision 14/CP.19.
(ii) Is there consistency between the assessed reference level and the results in the technical annex in terms of methodologies, definitions, comprehensiveness and information provided? (including the inclusion of same pools, activities and gases)	1	The TATR, in its paragraph 14, highlights that Mexico ensured consistency between the FREL and the results by using consistent methodologies to generate activity data on the considered REDD+ activities, covering the same carbon pools, covering the same gas, covering the same area, using the same definitions, consistently considering the loss of carbon stocks when conversion to other land use happens, applying the same assumption of the loss of soil organic carbon over time. Paragraph 15 concludes that the results are consistent with the FREL.
(iii) Is the data and information provided in the technical annex complete? (in the sense that it allows for the reconstruction of the results?)	2	Initially some issues were identified about the completeness of the information, but these were resolved with the responses from Mexico. In paragraph 30, the TATR concludes that Mexico provided the information necessary for reconstructing the results of implementing activities reducing emissions from deforestation and reducing emissions from absolute forest degradation for stocks, emissions and uncertainties that are found in the technical annex.
(iv) Is the data and information provided in the technical annex transparent?	2	The LULUCF experts raised some issues of different levels of importance, which were addressed through the additional information provided in the modified technical annex, for instance table IX and a schematic graphic explaining how the carbon densities were assigned to plots in a given year (TATR paragraphs 22, 27).
(v) Are the results proposed in the technical annex accurate to the extent possible (emissions and/or removals are neither over- nor under-estimated)?	1	Several issues affecting the accuracy of estimated emissions and removals were identified during the technical assessment of the FREL and subsequently reiterated in the TA, as suitable data

		were not yet available to resolve them. These areas for future improvement include better classification of unstocked forest land without land-use change, accounting for emissions from illegal conversion of natural forests to forest plantations within forest land remaining forest land, expanding the coverage of forest degradation to include partial degradation, and improving the monitoring of carbon stock changes following absolute forest degradation through enhanced satellite and field data.
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<i>The following items are based on additional information required by GCF</i>		
(vi) What is the number of years between the last year of the FREL/FRL period and the first year of the results period under which the country intends to obtain RBPs?	4	The number of years is 2: the FREL period is 2007–2016. The years during which the REDD+ results proposed to the GCF for results-based payment achieved are 2018–2019.
(vii) Has the technical annex provided information on uncertainties* of emissions and/or removals during the period for which results are reported, taking into account national capabilities and circumstances? *Following the guidance on uncertainties in the applied IPCC GL/GPG or the latest IPCC GLs available at the time of development of the FREL/FRL.	4	Although the TATR mentions the issue of using equation 3.2 for the calculation of uncertainties when some variables are correlated, the LULUCF experts in paragraph 23 of the TATR stated that “The current method, however, is consistent with the method used for the FREL and is conservative. During the TA, Mexico indicated that this issue will be addressed in future FREL submissions.” Furthermore, the TATR states that “Mexico provided the information necessary for reconstructing the results of implementing the activities reducing emissions from deforestation and reducing emissions from absolute forest degradation.” (paragraph 30) With regard to the issue of getting to an undefined relative error when emissions from the AGB pool were reported as 0 in a given plot, Mexico made the corresponding adjustments in table IX of the modified technical annex.
TOTAL	39	Maximum total = 44
Any fails		☐ Yes ☒ No

Abbreviations: AGB = above-ground biomass, AT = assessment team, BGB = below-ground biomass, BTR = biennial transparency report, BUR = biennial update report, CH₄ = methane, CO₂ = carbon dioxide, EF = emission factor, FAO = Food and Agriculture Organization of the United Nations, GHG = greenhouse gas, GLs = Guidelines, GPG = Good Practice Guide, ha = hectare, HFLD = high forest cover, low deforestation, LULUCF = land use, land-use change and forestry, N₂O = nitrous oxide, NFI = national forest inventory, TAR = technical assessment report, TATR = technical report on the technical analysis, t CO₂ eq = tonnes carbon dioxide equivalent.

Response from the accredited entity to the independent Technical Advisory Panel's assessment (FP324)

Proposal name:	GCF Results-Based Payments Mexico 2018-2019 aimed at Forest Conservation and Sustainable Livestock
Accredited entity:	Food and Agriculture Organization of the United Nations (FAO)
Country/(ies):	United Mexican States
Project/programme size:	Medium

Impact potential
The AE acknowledges that the overall impact potential is assessed as medium to high by iTAP. The AE notes that progressive methodological improvement is part of the stepwise approach under the UNFCCC REDD+ framework and does not limit the UoP's capacity to generate mitigation and adaptation impacts. Any future methodological refinements would be monitored with due consideration of the relevant IPCC principles and consistency across the time series.
Paradigm shift potential
The AE acknowledges that the overall paradigm shift potential is assessed as high by iTAP.
Sustainable development potential
The AE acknowledges that the overall sustainable development potential is assessed as high by iTAP.
Needs of the recipient
The AE acknowledges that the overall needs of the recipient are assessed as high by iTAP.
Country ownership
The AE acknowledges that the overall country ownership is assessed as high by iTAP.
Efficiency and effectiveness
The AE acknowledges that the overall efficiency and effectiveness is assessed as medium to high by iTAP. AE confirms that FAO and CONAFOR will discuss the pathway for the long-term financing of the PES scheme during the inception phase.

Overall remarks from the independent Technical Advisory Panel:

The AE acknowledges iTAP's overall assessment and recommendation for the Board approval. The AE confirms that the proposed indicators for non-carbon benefits and co-benefits will be integrated into the monitoring framework during the inception phase.



Food and Agriculture Organization
of the United Nations

Annex 6

Gender Assessment and Action Plan

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

July 2026



Food and Agriculture Organization of the United Nations

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List of Abbreviations

Acronym	Definition
ANP	Protected Natural Area
CBD	Convention on Biological Diversity
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CNDH	National Human Rights Commission
CONAF	National Forestry Council
CONAFOR	National Forestry Commission
CONANP	National Commission for Protected Natural Areas
CONAPRED	National Council to Prevent Discrimination
CONEVAL	National Council for the Evaluation of Social Development Policy
DOF	Official Gazette of the Federation
ECLAC	Economic Commission for Latin America and the Caribbean
EFM	Women Forest Enterprises
ENADID	National Survey of Demographic Dynamics
ENAREDD+	National REDD+ Strategy
ENDIREH	National Survey on the Dynamics of Household Relationships
ENIGH	National Household Income and Expenditure Survey
ENOE	National Occupation and Employment Survey
ENGISF	National Gender and Inclusion Strategy for the Forest Sector 2025-2030
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESOP	Environmental and Social Operational Procedure
ESS	Environmental and Social Standard
FAO	Food and Agriculture Organization of the United Nations
FESM	Framework for Environmental and Social Management
FPIC	Free, Prior and Informed Consent
GA	Gender Assessment
GAP	Gender Action Plan
GAAP	Gender Assessment and Action Plan
GBV	Gender-Based Violence
GCF	Green Climate Fund
GDP	Gross Domestic Product
GT-REDD+	REDD+ Working Group
ILO	International Labour Organization
INECC	National Institute of Ecology and Climate Change
INEGI	National Institute of Statistics and Geography
INMUJERES	National Institute of Women
INPI	National Institute of Indigenous Peoples
LDRS	Sustainable Rural Development Law
LGCC	General Law on Climate Change

LGDFS	General Law on Sustainable Forest Development
LGEEPA	General Law of Ecological Balance and Environmental Protection
LGISMH	General Law for Equality between Women and Men into the General Law for Substantive Equality between Women and Men
MAC	Citizen Attention Mechanism
NDC	Nationally Determined Contribution
NREF	Forest Reference Emission Level
OAS	Organization of American States
OIC	Internal Control Body
PAGeREDD+	Gender Action Plan for REDD+ Mexico
PECC	Special Climate Change Program
PES	Payment for Environmental Services
PND	National Development Plan
PNF	National Forestry Program
PROIGUALDAD	National Program for Equality between Women and Men
RAN	National Agrarian Registry
RBP	Results-Based Payment
REDD+	Reducing Emissions from Deforestation and Forest Degradation
SADER	Ministry of Agriculture and Rural Development
SDGs	Sustainable Development Goals
SEAH	Sexual Exploitation, Abuse and Harassment
SEMARNAT	Ministry of Environment and Natural Resources
SEP	Stakeholder Engagement Plan
SHCP	Ministry of Finance and Public Credit
SIAC	Citizen Information and Attention Service
SIDEC	Comprehensive Citizen Complaint System
SIG	Gender Indicators System
SIS	Safeguards Information System
SNIEG	National System of Statistical and Geographic Information
SNMF	National Forest Monitoring System
UAIM	Women's Agricultural and Industrial Unit
UGI	Conafor's Gender and Inclusion Unit
UIGs	Gender Equality Units
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples

1. Introduction

This annex constitutes the ‘Gender Assessment and Gender Action Plan’ (GAAP, hereon), a dedicated annex to Mexico’s Results-Based Payment (RBP) Proposal and its dedicated Environmental and Social Management Framework, the ESMF. Under the umbrella of the project’s ESMF, this GAAP elaborates further on issues regarding women, gender equality and the prevention of Gender-Based Violence (GBV) and Sexual Exploitation, Abuse and Harassment (SEAH) in the context of the REDD+ readiness in the country, as well as reflects on women’s participation in stakeholder engagement and consultative efforts. Moreover, this GAAP reflects on gender equality and GBV in the context of this RBP proposal, including to inform the design, implementation, and monitoring of on-the-ground activities to be implemented with the use of proceeds.

Accordingly, this GAAP is part of due diligence assessments conducted in preparation of this RBP proposal, and has informed Annex 4.1 to the RBP proposal on:

- i) the extent to which the activities undertaken in the past, which contributed to the achievement of the REDD+ results for which results-based payments are sought, were consistent with the GCF Gender Policy and FAO Environmental and Social Standard (ESS) 6; and
- ii) the extent to which women were identified, informed, and consulted in the context of those activities, as well as the manner in which they participated, and whether grievance redress mechanisms accessible to women were available.

The GAAP also describes: i) potential risks and impacts relevant to women and GBV in the context of activities to be supported by the RBP and defines how they will continue to be identified, assessed and managed throughout project implementation; outstanding considerations and proposed measures to ensure stakeholder consultations undertaken during the design of, and due diligence on, the activities to be supported by the RBP proceeds include women and other vulnerable and marginalized groups.

Following the application of FAO’s risks assessment and screening checklist, and consistent with the RBP’s ESMF and its risks management matrix, this draft GAAP elaborates on potential risks relevant to women and GBV and associated commensurate management measures.

As underscored throughout Mexico’s RBP Proposal and its ESMF, given the high-level and strategic nature of the REDD+ Strategy, potential environmental, social and governance issues associated to on-the-ground interventions, particularly those relevant to women, will ultimately depend on how REDD+ programs are designed and implemented. Therefore, during the inception period is envisioned to further refine technical details prior to starting on-the-ground implementation, including through analytical, participatory, and consultative efforts, as detailed in the Annex 4.2 to the RBP. Said inclusive and participatory process will also inform the refinement of environmental, social and governance potential risks identified in the ESMF into a comprehensive and actionable Environmental and Social Management Plan (ESMP), and this GAAP will be refined as necessary. Ultimately, this will allow to inform the terms, conditions and standardized operational procedures that guide the design, implementation, and monitoring of gender-responsive on-the-ground activities to be implemented with the use of proceeds. Consistent with FAO’s zero-tolerance policy on GBV and SEAH, measures to prevent, mitigate and respond to these risks will be implemented throughout the project and incorporated into relevant project documents and operational instruments.

Implementation of the ESMF, this Gender Action Plan and the Stakeholder Engagement Plan (SEP, Annex 5 to the RBP), will be responsibility of the full-time safeguards and gender specialists to be hired as part of the Project Management Unit (see section 9 in the ESMF). Should additional potential risks relevant to women be identified at any time through project implementation, the gender specialist will be responsible to keep both this planning framework risks and management measures matrix and the Exclusion List up to date, ensuring regular feedback loops in an adaptive management approach through monitoring and reporting activities.

1.1. Approach and methodology

Overall, as an integrated document, the GAAP is based upon a comprehensive review of available data from studies conducted by the Government of Mexico, key development partners and multilateral organizations, civil society, and research organizations. Also, stakeholder consultations were conducted with government and non-government agencies to validate the findings from document review and triangulate data for the GAAP. This included consultation workshops to provide local stakeholders a platform for the participatory identification of risks, benefits, mitigation measures, and participation mechanisms, including those relevant to gender, and to disseminate information on available grievance redress channels, including for SEAH/GBV-related complaints. Both the institutional and local engagements foster open dialogue with stakeholders and created a space for sharing feedback, concerns, and recommendations to strengthen the RBP proposal's design and future implementation, including the definition of this GAAP.

The key methods used include:

- For the diagnosis of gender gaps, priority was given to the use of primary information sources, including specialized surveys, censuses and information systems produced by governmental institutions. These sources were further complemented with administrative records and official statistics allowing disaggregation by sex, state, and type of locality.
- Documentary review of secondary information sources related to the forest, climate change and livestock sectors.
- Review of national priorities and aspirations as established in the national policies and plans related to gender equality and women's empowerment.
- Review of REDD+ project reports with lessons learned and gender equality assessments conducted in Mexico, as well as other international good practices developed by UN agencies, development organizations, and research organizations.
- Review of reports and documentation from previous stakeholder consultations undertaken in the context of REDD+ readiness, the ENAREDD+ formulation, and other relevant initiatives in the forest and livestock sectors.
- Stakeholder consultations with government agencies to triangulate secondary information with key informant sources for finalizing the GAAP. Consultations were held with the National Forestry Commission (CONAFOR), the Ministry of Agriculture and Rural Development (SADER), the Ministry of Environment and Natural Resources (SEMARNAT), and the Ministry of Finance and Public Credit (SHCP).
- Consultation workshops with local stakeholders including ejidos, communities, Indigenous Peoples and Afro-Mexican population, and small landholders to obtain feedback on key aspects of the RBP proposal (e.g., activities) and allow the participatory identification of potential risks, benefits, mitigation measures, including those related to gender and SEAH/GBV.

1.2. Overview of the REDD+ Strategy and the RBP proposal

National Context

Mexico is a federal, representative, democratic, and secular republic composed of 32 federal entities, including 31 states and Mexico City. In 2026, the country's population reached approximately 134 million people. Around 52 percent of the population are women, while 48 percent are men. In 2020, an estimated 79 percent of the population lived in urban areas. Approximately 11.8 million people self-identify as Indigenous, representing 14.8 percent of the national population, and 6.7 percent of national population speaks an Indigenous language. In addition, 2.1 percent of the national population self-identifies as Afro descendant (World Bank, 2020; UN DESA, 2024; INEGI, 2020).

Mexico covers a continental area of 1.96 million km², of which 44.7 percent consists of mountainous and volcanic regions, and a maritime area of 3.1 million km². The country's topography is dominated by extensive mountain systems, with elevations ranging from sea level to nearly 5,000 meters above sea level. Mexico hosts an exceptional diversity of ecosystems, with approximately 46 percent of its continental territory designated as protected natural areas (ANP), covering nearly 183 protected areas and close to 90.9 million hectares.

The country spans two major biogeographic regions: the Nearctic region, characterized primarily by temperate species, and the Neotropical region, which includes numerous tropical species originating from the Amazon Basin. Mexico's broad range of climates, landscapes, geology, and hydrological systems has generated remarkable ecosystem diversity and high levels of biological richness. As a result, the country is internationally recognized as one of the world's megadiverse nations, ranking fourth globally in terms of species richness and genetic diversity of both wild and cultivated species (CONAFOR, 2024b).

Forests occupy approximately 45 percent of Mexico's territory, equivalent to around 88.1 million hectares¹, and provide essential ecosystem services, biodiversity conservation, and economic benefits. While forests contribute about 0.6 percent to national GDP, they play a much larger role at the local level, particularly in rural areas, where forest resources support livelihoods and community well-being. An estimated 11.8 million people live in forested regions, many of whom face conditions of poverty and marginalization. Indigenous communities account for roughly 5.9 million people and are highly dependent on forests and biodiversity for their livelihoods, cultural continuity, and social cohesion. Forest ecosystems are therefore critical not only for environmental sustainability, but also for sustaining local identities, traditions, and community resilience (World Bank, 2019).

In 2023, approximately 51 percent of Mexico's forest lands were under collective ownership, primarily managed by ejidos and Indigenous communities (CONAFOR, 2024b). These governance systems are recognized globally for promoting the sustainable management of forests and biodiversity. However, many ejidos and forest communities continue to face significant challenges, including limited technical capacity, restricted access to markets, and insufficient financing mechanisms. Their social, economic, and cultural activities remain closely interconnected with forest ecosystems.

REDD+ in Mexico

¹ 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 are a national priority for the Government of Mexico, reflecting the country's long-standing tradition of forest management and the recognized role forests play in supporting environmental sustainability and rural livelihoods. However, deforestation and forest degradation remain among the principal drivers of natural capital loss in the country, largely linked to the expansion of agricultural activities and the unsustainable use of natural resources, including those associated with livestock production. According to national land-use data, approximately 70 percent of deforestation is related to cattle ranching, as forest areas are converted into pasturelands and increasingly integrated into livestock production systems, particularly in dry and sub-humid tropical regions.

Mexico's livestock sector plays a major role in the national economy and rural livelihoods. The country has an estimated cattle herd of more than 32 million heads and is among the world's leading producers and exporters of beef. Livestock production supports food security, generates employment, and provides income for more than 800,000 producers, many of whom are smallholders. However, despite its economic importance, the sector's current production model remains environmentally unsustainable and highly vulnerable to climate-related risks. Extensive grazing systems continue to drive deforestation and ecosystem degradation, particularly in tropical forest regions, while low productivity, insecure land tenure, poverty, and limited access to technical and financial support constrain the adoption of more sustainable practices.

In response, the Government of Mexico has promoted an integrated landscape management approach aimed at addressing deforestation through improved coordination across sectors. This approach seeks to strengthen the economic value of forests through sustainable management and productive activities that generate local income while conserving biodiversity and ecosystem services. Within this framework, REDD+ has become a key mechanism to materialize 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.

In 2017, Mexico finalized its National REDD+ Strategy (ENAREDD+) as the main policy instrument guiding REDD+ implementation in the country. The objective of ENAREDD+ is to reduce greenhouse gas emissions from deforestation and forest degradation, while conserving and enhancing forest carbon stocks, promoting sustainable forest management, and safeguarding biodiversity. These objectives are pursued within the framework of sustainable rural development, through the alignment of public policies and with full respect for the rights of Indigenous Peoples, local communities, and Afro-Mexican peoples, as well as adherence to social and environmental safeguards and applicable national and international legal frameworks (CONAFOR, 2017a).

Through ENAREDD+, REDD+ was positioned as a strategic instrument to advance sustainable rural development, while contributing to climate change mitigation and adaptation. This approach reflects the Government's recognition that addressing deforestation requires integrated, territorial interventions. The same vision was subsequently incorporated into Mexico's Nationally Determined Contribution (NDC), further reinforcing the role of REDD+ as a key mechanism to achieve zero deforestation and promote a landscape-based approach.

Importantly, REDD+ in Mexico has not developed in isolation. It builds upon and strengthens pre-existing government efforts to address deforestation, which at the territorial level have been primarily implemented through CONAFOR's public incentive programs under established Operating Rules. These

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.

Overall, over more than 15 years of REDD+ development, the Government of Mexico—supported by multiple financing sources and initiatives—has consolidated a comprehensive national REDD+ framework, including all core elements required by the UNFCCC (ENAREDD+, SNMF, NREF, SIS). This process has generated critical knowledge, pilot experiences, and institutional capacities that informed the development and implementation of ENAREDD+. It has also contributed to strengthening Mexico’s policy and legal framework and improving on-the-ground program implementation, thereby supporting the transition toward a more integrated, territorial, and landscape-based approach to addressing deforestation and forest degradation.

Overview of Mexico’s RBP Proposal

Mexico will reinvest the results-based payment into a transformative program that seeks to address one of the key drivers of deforestation and forest degradation: the expansion and persistence of extensive livestock systems in forest–grassland transition zones. The reinvestment will promote productive restoration in transition zones, forest conservation and sustainable livestock production through silvopastoral and agrosilvopastoral systems, strengthened territorial management, sustainable finance, and improved monitoring and traceability systems. This approach to reduce deforestation from cattle production and scale sustainable livestock solutions across forest–grassland frontiers.

The RBP Proposal will focus on priority landscapes in forest–livestock transition zones in dry and sub-humid forests in the states of Chiapas, Guerrero, Jalisco, Michoacán, Oaxaca, Quintana Roo, and Yucatán. Jalisco and Chiapas rank as Mexico’s second and sixth-largest cattle producer, respectively. Meanwhile, Yucatán and Quintana Roo are emerging as potential dairy production hubs. All these states have been identified with a multicriteria analysis using land cover and land use data, land use change, risk of deforestation, agricultural boundaries, cattle existence, livestock production units, and restoration priority. Mexico’s RBP Proposal will support four mutually reinforcing outcomes:

Outcome 1. Increased adoption of climate-resilient silvopastoral systems and diversified sustainable livelihoods in forest–livestock transition zones. The project will support demonstrative productive reconversion models, including silvopastoral and agrosilvopastoral systems, regenerative grazing, improved fodder production, field schools and productive restoration in priority transition zones. These actions will strengthen producer capacities, improve productivity and resilience, and reduce pressure to clear forests.

Outcome 2. Increased economic incentives and access to finance for forest sustainable management, conservation, and forest-compatible production systems. The project will strengthen deforestation-free value chains and market-access mechanisms, including producer organization, demand-side engagement and traceability. It will also support PES mechanisms with ejidos and communities and harmonize financial products that enable investment in sustainable practices, productive restoration and deforestation-free livestock systems.

Outcome 3. Improved inclusive territorial governance and coordinated landscape management for forest conservation, productive restoration and women’s leadership. The project will strengthen territorial agents, support territorial planning and coordination among ejidos, communities, producer organizations

and local actors, and promote women-led productive and income-generating initiatives. This will help align individual production decisions with collective forest conservation and restoration objectives.

Outcome 4. Enhanced institutional capacities, coordination and monitoring systems to sustain REDD+ implementation and climate-resilient landscape management. The project will strengthen the capacities of institutions, territorial actors and technical staff to support silvopastoral systems, productive restoration and project formulation. It will also strengthen monitoring systems to track land-cover change, restoration, grazing plans, forage production, livestock carrying capacity, land clearing, agricultural fires, traceability of deforestation-free production and greenhouse-gas emissions linked to project-supported practices.

The target beneficiaries of Mexico's RBP proposal include a wide range of local stakeholders, notably rural populations (men and women) living in forest–livestock transition zones within ejidos and communities, as well as territorial agents, local organizations, and technical service providers. At its core, the proposal promotes a model that combines forest conservation—supported through Payments for Environmental Services (PES)—with the development of silvopastoral systems (SSP), as productive restoration mechanism, in forest frontier areas and implemented with technical support from territorial agents (local public institutions or civil society organizations) and service providers, with the aim of strengthening sustainable livelihoods for forest-dependent peoples and communities.

To this end, 58 percent of RBP resources will be channeled through CONAFOR to finance the implementation of SSP and PES activities on the ground, through public subsidy programs implemented under Operating Rules via the Mexican Forest Fund. Financial resources and inputs will be transferred directly to ejidos and communities that choose to participate on a voluntary basis, thereby promoting fair, equitable, and effective access to benefits derived from RBP.

The benefit-distribution mechanism implemented through CONAFOR's Operating Rules, recognizes the contributions of local and community stakeholders to the integrated management, restoration, and conservation of Mexico's forest landscapes. It has progressively evolved to be inclusive of women, youth, Indigenous Peoples, Afro-Mexican communities, and other vulnerable groups that actively contribute to sustainable forest development within their territories. Beneficiaries may also include forest dwellers regardless of their land tenure status.

The RBP resources (18 percent) operated by FAO, will support the effective adoption of silvopastoral systems through Farmer Field Schools (ECA) as a key capacity-building approach. A competitive process will be conducted to select and contract qualified service providers responsible for facilitating these field schools and delivering technical assistance. In parallel, 5 percent of the resources will be allocated to strengthening territorial governance by supporting the operation of Territorial Agents and/or organizations with a presence in intervention areas. This will also be implemented through competitive calls under CONAFOR's Operating Rules.

The RBP proposal is expected to generate significant impact in forest conservation and sustainable management, while strengthening sustainable livelihoods and territorial governance. The proposal will support the productive transformation through the establishment of 1,600 silvopastoral systems (SSP). Capacity development will be a central component, with 1200 Farmer Field Schools (ECAs) implemented

over the project period, reaching approximately 12,000 (men and women) and promoting the adoption of sustainable production practices.

The RBP proposal will contribute to forest conservation and climate resilience through the implementation of Payments for Environmental Services (PES) across 205,000 hectares to support 20,000 beneficiaries (men and women) in adopting innovations that enhance forest conservation and resilience to climate change under the PES schemes. In addition, the RBP proposal will strengthen landscape governance by supporting 25 Territorial Agents. Collectively, these results will strengthen integrated landscape management, promote inclusive and equitable access to results-based payments, and enhance the long-term sustainability and resilience of forest-dependent communities. The project aims to support directly benefiting 21,720 producers (men and women) engaged in income-generating practices.

The RBP proposal will also generate several social, environmental and governance non-carbon benefits (NCBs). Social NCBs include the delivery of benefits in terms of improving the generation of income for indigenous peoples and local communities and in terms of gender equality, including the promotion of productive activities led by women and the development of gender-responsive technical assistance and skills development schemes. Regarding Governance, the RBP proposal will deliver benefits in terms of improved territorial and landscape level governance. Environmental NCBs include the delivery of benefits in terms of expanding the areas implementing ecosystem payment schemes to promote forests' ecosystem services provision, including biodiversity conservation.

The proposed NCBs are embedded within the long-term implementation framework of CONAFOR and aligned with ENAREDD+ objectives, ensuring that benefits generated through RBP reinvestment can be sustained beyond the duration of the project. Beyond meeting Cancun Safeguards requirements, the proposal seeks to generate durable environmental, social, and governance benefits through strengthened territorial governance, expanded PES schemes, livelihood diversification, and gender-responsive approaches that reinforce the permanence of emission reductions while improving resilience and well-being among forest-dependent communities. Monitoring of these benefits will be integrated into the Project's results framework and annual reporting processes.

2. The Gender Assessment

2.1. Gender dimensions and inequalities in Mexico

In Mexico, approximately one in every five women (21.1 percent) lives in localities with fewer than 2,500 inhabitants, which are classified as rural areas (INEGI, 2020). This proportion highlights the demographic, territorial and productive relevance of rural women within the country's social and economic structure.

Although Mexico has made important progress in gender equality, political participation and the strengthening of normative frameworks, significant structural inequalities continue to affect rural, Indigenous and Afro-Mexican women in differentiated ways, particularly in forest territories and regions with high climate vulnerability. These inequalities are reflected in unequal access to agrarian rights, land tenure, productive resources, financing, technical assistance, education, formal employment and representation within territorial governance and decision-making spaces.

In rural and forest contexts, women play a fundamental role in agricultural production, natural resource management, forest use, food security and community care activities. However, their participation continues to take place under conditions characterized by disproportionate unpaid domestic and care workloads, lower levels of economic autonomy and limited representation within agrarian and community governance structures. These conditions constitute important barriers to women's effective participation in forest governance mechanisms, rural development programs and benefit-sharing processes associated with REDD+ initiatives.

Although normative and institutional frameworks aimed at promoting substantive equality and women's participation have strengthened over recent decades, rural, Indigenous and Afro-Mexican women continue to experience significant statistical and programmatic underrepresentation in areas related to territorial development, natural resource management and climate policy. This situation limits the generation of disaggregated information and hinders the design, implementation and monitoring of public policies grounded in gender equality, interculturality and territorial approaches (Vizcarra Bordi & Garay Tacuba, 2023).

These inequalities acquire particular relevance in the context of climate change. Rural women face higher levels of vulnerability to droughts, environmental degradation, agricultural productivity losses and extreme climate events due to persistent limitations in access to productive resources, financing, social protection, technical training, and adaptive capacities. Various studies indicate that rural households headed by women tend to experience greater economic losses associated with adverse climate-related events. Likewise, in many rural and forest territories, women play a central role in the daily management of water, food production, household fuelwood supply and community care and social reproduction strategies, responsibilities that often intensify under conditions of environmental crisis (FAO, 2024; UNDP, 2023).

In this context, the structural inequalities faced by rural and Indigenous women represent a significant challenge for the design and implementation of REDD+ initiatives and benefit-sharing mechanisms associated with sustainable forest management and emissions reduction efforts. Persistent gaps in access to land, community representation, technical assistance and participation in governance spaces may limit women's effective access to the economic, social, and environmental benefits derived from these programs.

Strengthening the participation of rural, Indigenous and Afro-Mexican women in territorial governance, community forest management and decision-making processes therefore constitutes a strategic element for promoting more inclusive, resilient, and sustainable territorial development processes. From a gender equality and climate resilience perspective, reducing the structural inequalities affecting rural women is not only a matter of social justice and human rights, but also an enabling condition for strengthening community adaptive capacities, the sustainability of rural livelihoods and the governance of forest territories in the face of the environmental and socioeconomic impacts associated with climate change. The following sections analyze different dimensions intended to orient and contextualize Mexico's RBP proposal in this regard.

2.1.1. Global gender gap index and international rankings

The Global Gender Gap Report 2025 published by the World Economic Forum ranks Mexico 23rd out of 148 countries evaluated, with an overall gender gap closure score of approximately 77.6 percent. This represents significant progress compared to previous years and an increase of ten positions compared to the previous edition. The report identifies Mexico as one of the countries that has advanced most rapidly toward gender parity since 2006.

Nevertheless, the report also shows that progress has not been homogeneous and that important structural inequalities persist. Although Mexico has strengthened normative frameworks—including the constitutional reforms on substantive equality discussed in Section 3 of this document—and expanded women's political representation through affirmative electoral measures, material inequalities continue to limit women's adaptive capacities, access to resources and resilience in the face of unexpected events such as climate change.

One of the principal advances identified by the report corresponds to the political sphere. Mexico is among the few countries in the world to have achieved parity in national parliamentary representation. This outcome reflects decades of electoral reforms and affirmative actions that have increased women's political participation in legislative and decision-making spaces. However, the report itself warns that political representation does not automatically translate into substantive equality, particularly where structural inequalities persist in economic access, care systems and territorial participation.

In the economic sphere, the report shows that gender gaps remain profound globally, and Mexico is no exception. Although women have increased their participation in higher education and professional spaces, significant inequalities persist in income levels, access to leadership positions and labor force participation. The report highlights that women continue to be overrepresented in lower-paid sectors and care-related activities, while remaining underrepresented in economic leadership positions and strategic sectors. These findings directly reflect conditions observed in Mexico's rural and forest territories, as further discussed in the following sections.

The report also warns that global economic transformations, geopolitical risks, and technological transitions may deepen existing inequalities if gender and inclusion perspectives are not adequately incorporated. In the Mexican context, this is particularly relevant given the growing pressures on forest ecosystems, rural migration dynamics, the expansion of agro-industrial and extractive activities, and the differentiated vulnerability of women and communities to climate change.

Another key issue highlighted by the report concerns the relationship between care economies and women's labor participation. Globally, women are more likely to interrupt their labor trajectories due to caregiving responsibilities, with direct consequences for income, social protection, and access to leadership positions. This situation has critical implications in rural and forest contexts, where women simultaneously sustain productive activities, household water and food management, family care and unpaid community work. These burdens often intensify in the face of extreme climate events.

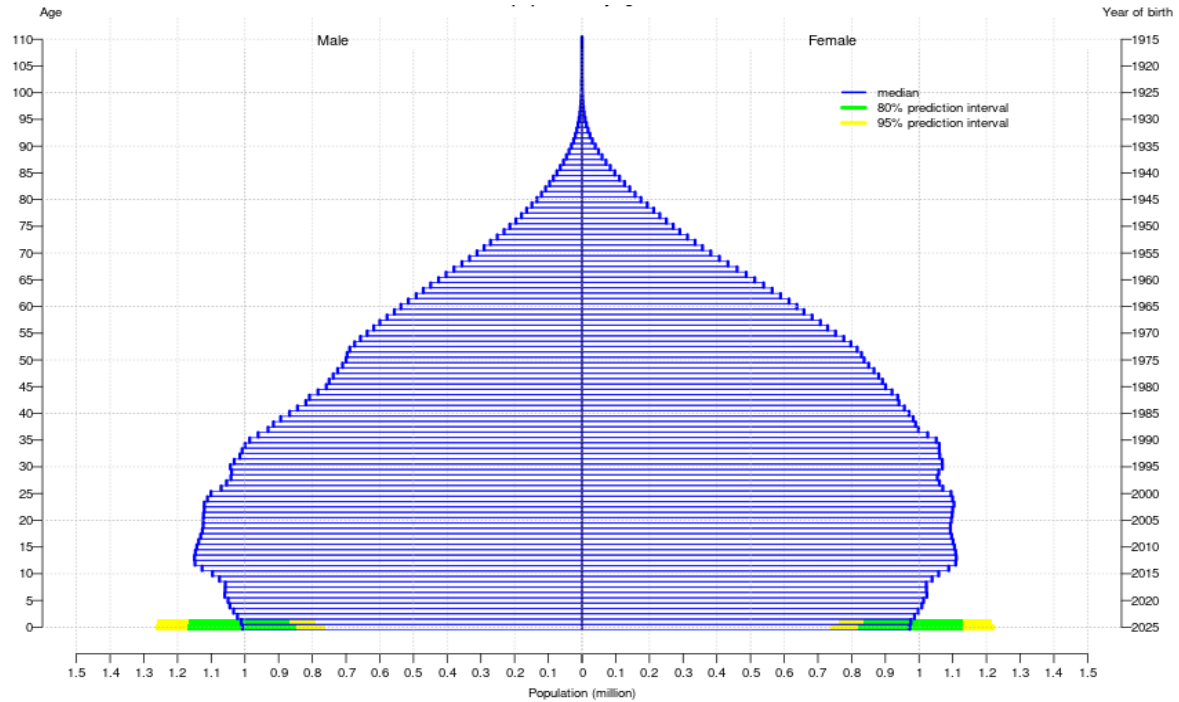
Overall, the Global Gender Gap Report 2025 demonstrates that Mexico has made important advances in political representation and institutional equality frameworks, while continuing to face structural challenges related to economic autonomy, equitable access to resources and the reduction of territorial inequalities. From a REDD+ and climate resilience perspective, these findings suggest that adaptation and mitigation policies must incorporate an intersectional gender approach that recognizes the differentiated conditions affecting rural, Indigenous, Afro-descendant and forest-dependent women in order to support the effective implementation of regulatory, institutional, and public policy frameworks related to substantive equality and the reduction of structural gender gaps.

2.1.2. Demography, social inequality, and vulnerability to climate change

Population structure and life expectancy

Demographic projections for Mexico (UN DESA, 2024) indicate that the country is undergoing a profound structural transformation characterized by population aging, sustained fertility decline and significant changes in its age and sex composition. These processes are particularly relevant in the context of climate change, as demographic characteristics can influence gender inequalities and adaptive capacities, resilience, and access to resources in different ways. In rural areas, where many ejidos and communities are experiencing population ageing and the outmigration of younger generations, demographic dynamics may affect the availability of labour, the transmission of traditional knowledge, participation in community decision-making processes, and the capacity to respond to environmental and socioeconomic stresses associated with climate change.

Figure 1. Mexico population by age and sex, 2026

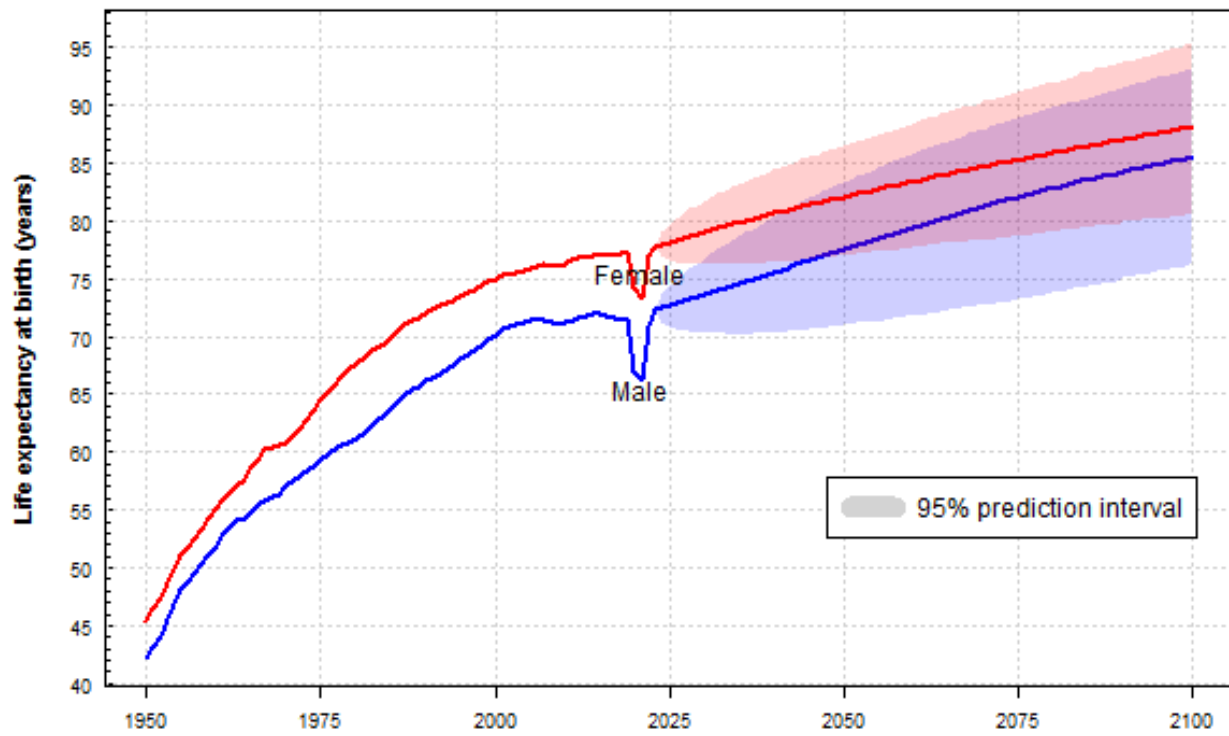


Source: World Population Prospects, United Nations, Department of Economic and Social Affairs, Population Division, 2024.

Mexico's population structure reflects the transition toward a progressively aging population. Unlike the expansive population pyramids observed in previous decades, the current demographic structure shows a reduction in younger age groups and a greater concentration of population within youth and adult age cohorts. This pattern is associated with sustained fertility decline linked to processes such as urbanization, increased female educational attainment, women's growing participation in paid employment and broader transformations in reproductive and family patterns.

The gender dimension becomes particularly relevant when analyzing population composition at older ages. Women have a higher life expectancy and, consequently, constitute the majority of the older adult population. The feminization of aging represents one of the country's principal demographic and social challenges. Although women tend to live longer than men, they frequently do so under conditions of greater economic vulnerability, lower access to contributory pensions and higher levels of dependency associated with labor trajectories characterized by informality, the unequal distribution of unpaid domestic and care work, and persistent wage and labor inequalities.

Figure 2. Mexico life expectancy at birth by sex, 1950-2100



Source: World Population Prospects, United Nations, Department of Economic and Social Affairs, Population Division, 2024.

Life expectancy trends in Mexico show a sustained increase in population survival throughout much of the twentieth century and the beginning of the twenty-first century, largely as a result of improvements in sanitation, expansion of health services, vaccination programs and reductions in infant mortality. However, the decline observed during the COVID-19 pandemic revealed the fragility of these advances and the persistence of profound structural inequalities. The reduction in life expectancy was more pronounced among men, reflecting patterns of excess mortality associated with violence, chronic diseases, accidents, and socially constructed forms of risk-related masculinities.

By 2026, life expectancy at birth in Mexico is estimated at 75.9 years nationally. Nevertheless, significant differences persist by sex and territory. Women are estimated to have a life expectancy of 79.2 years, while for men it is estimated at 72.7 years, representing an approximate gap of 6.5 years. This difference reflects not only biological factors, but also social and gender inequalities associated with labor conditions, exposure to risks and structural dynamics of inequality. At the same time, although women experience higher levels of survival, many face life trajectories marked by labor informality, poverty, and disproportionate unpaid domestic and care workloads, particularly at older ages.

Table 1. Mexico life expectancy at birth by federal entity and sex, 2026

	COUNTRY	MEN	WOMEN
MEXICO	75.9	72.7	79.2
Chiapas	73.4	70.3	76.9
Guerrero	73.5	70.4	77
Jalisco	76.4	73.4	79.7
Michoacan	74.5	71.4	78
Oaxaca	73.7	70.5	77.2
Quintana Roo	76.4	73.4	79.6
Yucatan	75.4	72.3	78.7

Source: Instituto Nacional de Estadística y Geografía (INEGI), Life expectancy at birth by federal entity and sex, National System of Statistical and Geographic Information (SNIEG) 2026.

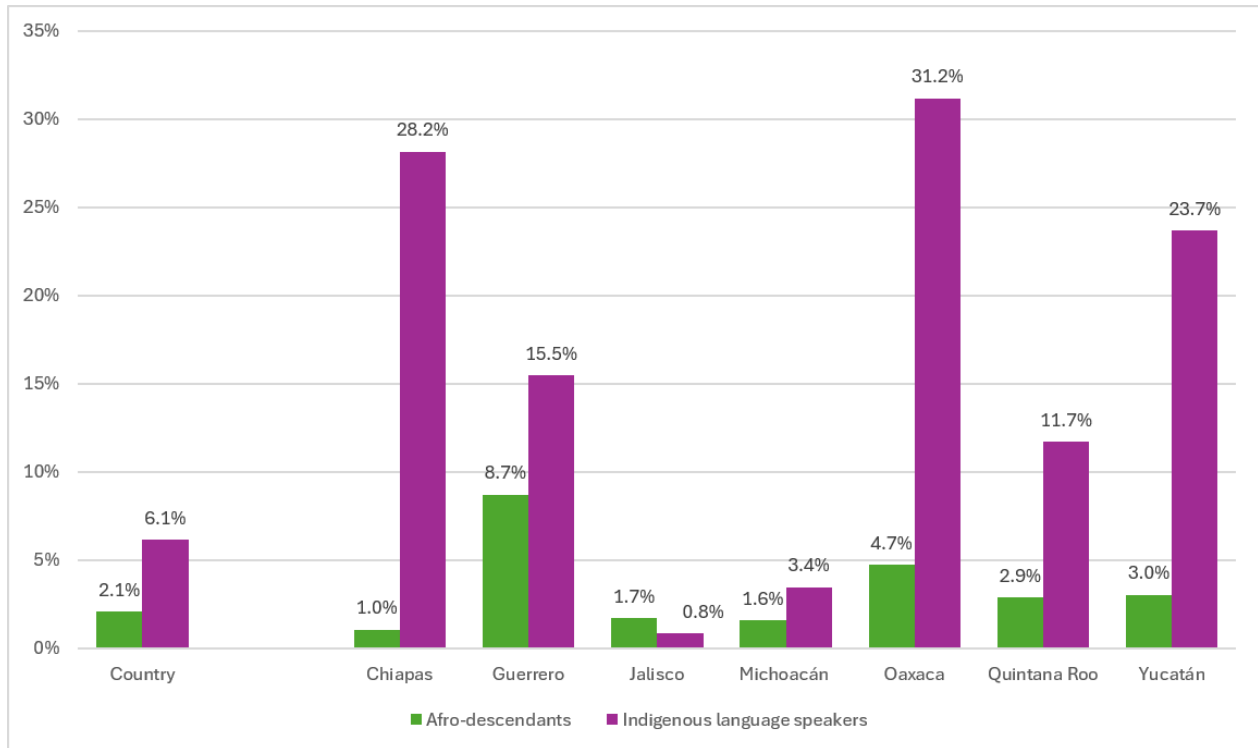
Territorial differences further reveal persistent structural inequalities across the country. Chiapas, Guerrero and Oaxaca register the lowest levels of life expectancy for both men and women. These states concentrate high levels of rural poverty, significant Indigenous populations and longstanding deficits in health infrastructure and access to basic services. In contrast, Jalisco, Quintana Roo and Yucatan present some of the highest life expectancy levels among the states analyzed, while Michoacán occupies an intermediate position, although affected by contexts of violence and insecurity that particularly impact male mortality.

Ethnicity

Mexico is a multicultural nation. Article 2 of the Political Constitution recognizes the country's cultural and ethnic diversity, as well as the State's obligation to preserve and strengthen the identities of Indigenous Peoples, communities, and Afro-descendant populations (see Section 3 of this document). Mexico also presents a deeply heterogeneous population composition. At the national level, approximately 2.1 percent of the population identifies as Afro-descendant and 6.1 percent speaks an Indigenous language, with only minor differences between men and women. However, when the information is analyzed at the state level, significant territorial heterogeneity becomes evident in the distribution of these population groups.

The presence of Indigenous language speakers is concentrated primarily in the southern and southeastern states of the country. Oaxaca (31.2 percent), Chiapas (28.2 percent) and Yucatán (23.7 percent) stand out as states where a significant proportion of the population continues to use Indigenous languages. Guerrero also presents an important share (15.5 percent), while in states such as Quintana Roo (11.7 percent) and Michoacán (3.4 percent) the proportion is lower. In contrast, Jalisco registered very low levels (0.8 percent).

Figure 3. Percentage of the population aged 3 and over by ethnicity status, 2020



Source: Own elaboration based on INEGI, Population and Housing Census 2020. Basic Questionnaire.

Regarding the Afro-descendant population, although proportions are comparatively smaller, an important geographic concentration is also observed. Guerrero (8.7 percent) and Oaxaca (4.7 percent) present the highest percentages, followed by Yucatán (3.0 percent) and Quintana Roo (2.9 percent), while Chiapas and Jalisco register lower Afro-descendant population shares.

Although not exclusively, Indigenous and Afro-descendant populations are concentrated particularly in the southern and southeastern regions of the country. These territories also coincide with higher levels of social marginalization, poverty, and climate vulnerability, demonstrating that ethnic and territorial dimensions constitute central factors for understanding the structural inequalities that persist in Mexico and their implications for climate resilience, access to resources and the implementation of forest and rural development policies.

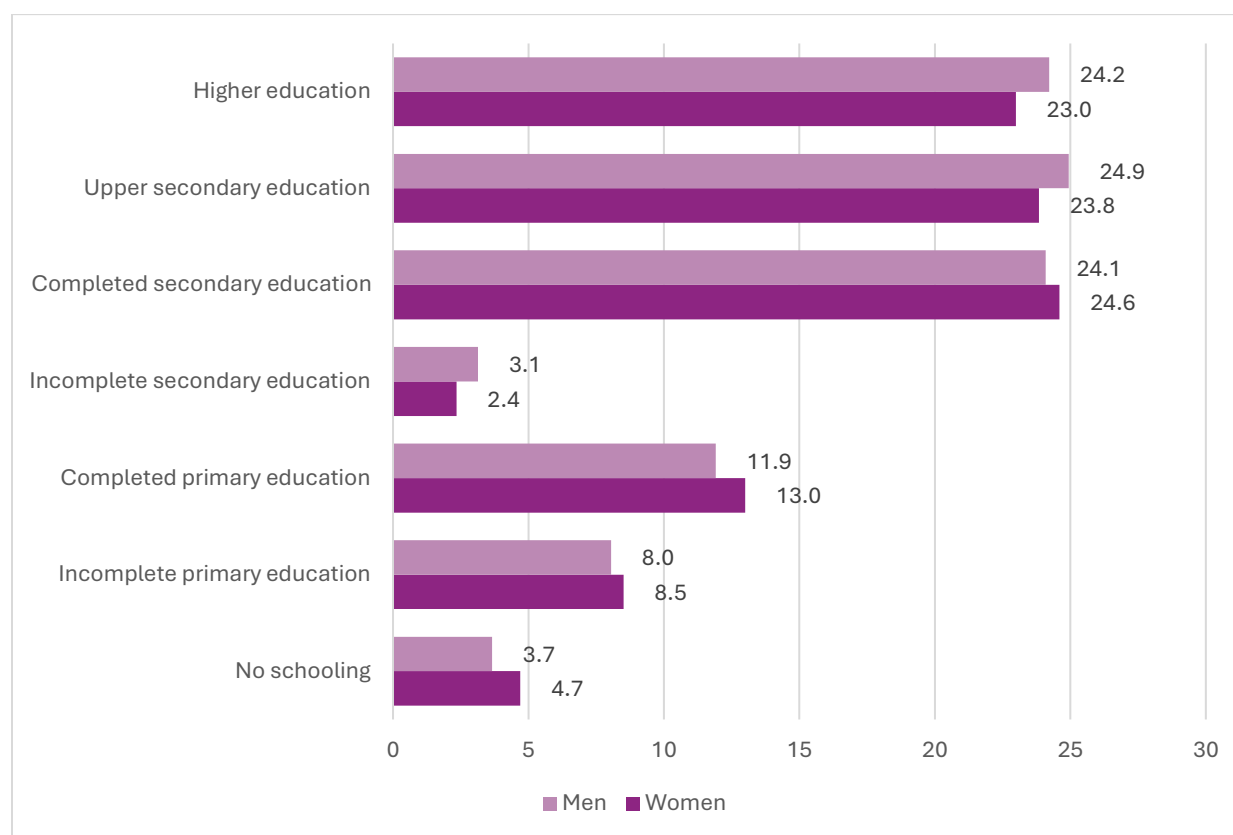
2.1.3. Education

Beginning in the second half of the twentieth century, Mexico implemented a sustained strategy of educational expansion aimed at broadening access to basic education and increasing overall schooling levels among the population. As a result, the country has experienced a significant increase in average years of schooling and a sustained reduction in illiteracy rates. Over the last fifty years, Mexico has achieved notable progress in this area: while in 1970 approximately 26 out of every 100 people aged 15 years and older were unable to read or write, by 2020 this figure had declined to only 5 out of every 100 (INEGI,

2020). These changes reflect a structural transformation of the educational system and broader social conditions, although important inequalities in educational access and attainment persist.

The educational distribution of the population aged 15 years and older shows some differences between men and women, particularly at the lowest and highest levels of educational attainment. Overall, however, the educational structure presents a relatively balanced distribution across intermediate and higher educational levels.

Figure 4. Population aged 15 and over and its percentage distribution by educational attainment, by sex, 2023



Source: Own elaboration based on INEGI, National Survey of Demographic Dynamics (ENADID) 2023.

At higher educational levels, differences are small but consistent. In higher education, men represent 24.2 percent compared to 23 percent for women, indicating a slightly greater male presence. Similarly, at the upper secondary level, men also show a marginally higher proportion (24.9 percent) compared to women (23.8 percent). This suggests that although both sexes are broadly represented at these educational levels, men maintain a slight advantage in the accumulation of higher educational capital.

At the completed secondary level, the difference becomes even smaller but reverses direction: women (24.6 percent) slightly surpass men (24.1 percent), indicating that women reach this intermediate educational level in greater proportion.

Gender gaps become more evident at lower educational levels. In incomplete secondary education, men present a higher proportion (3.1 percent) compared to women (2.4 percent), which may reflect higher male school dropout rates at this stage. However, at the completed primary education level, women (13.0 percent) exceed men (11.9 percent), indicating that a larger proportion of women remain concentrated at this level as their highest educational attainment.

This pattern continues in incomplete primary education, where women also present a slightly higher proportion (8.5 percent) compared to men (8.0 percent). Finally, at the most disadvantaged level—no formal schooling—the difference becomes more pronounced: women account for 4.7 percent, while men represent 3.7 percent, revealing a higher prevalence of extreme educational deprivation among the female population.

Although sex differences are not particularly wide at intermediate and higher educational levels, a structural disadvantage persists for women in terms of educational lag, as they remain disproportionately concentrated in lower educational levels and among populations with no formal schooling. At the same time, men maintain a slightly greater presence at the highest educational levels. This suggests that gender inequalities in education in Mexico are expressed less through overall access and more through unequal distribution across educational levels, reflecting cumulative inequalities throughout the life cycle.

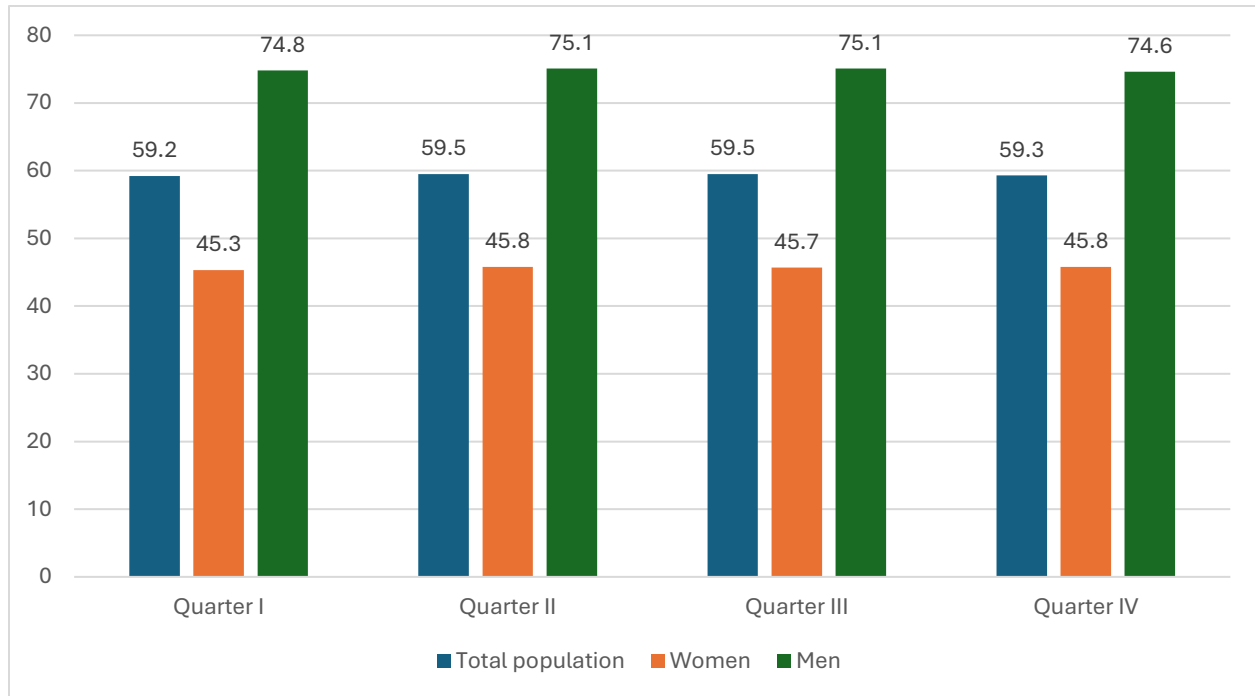
2.1.4. Labor market participation

Employment

The National Occupation and Employment Survey (ENOE) constitutes a specialized source for analyzing labor dynamics in Mexico. Although its methodological design presents greater representativeness in urban areas, it provides a relevant overview of the country's employment structure as well as the persistence of gender inequalities within the labor market.

Labor force participation in Mexico during 2025 was characterized by marked stability, but also by persistent gender inequality. Throughout the four quarters of the year, the overall economic participation rate remained close to 59 percent of the population aged 15 years and older. However, this stability conceals significant gaps between men and women. While men registered participation levels close to 75 percent, women presented rates around 45 percent. This difference of approximately 30 percentage points reflects a persistent structural gap in women's access to paid labor markets.

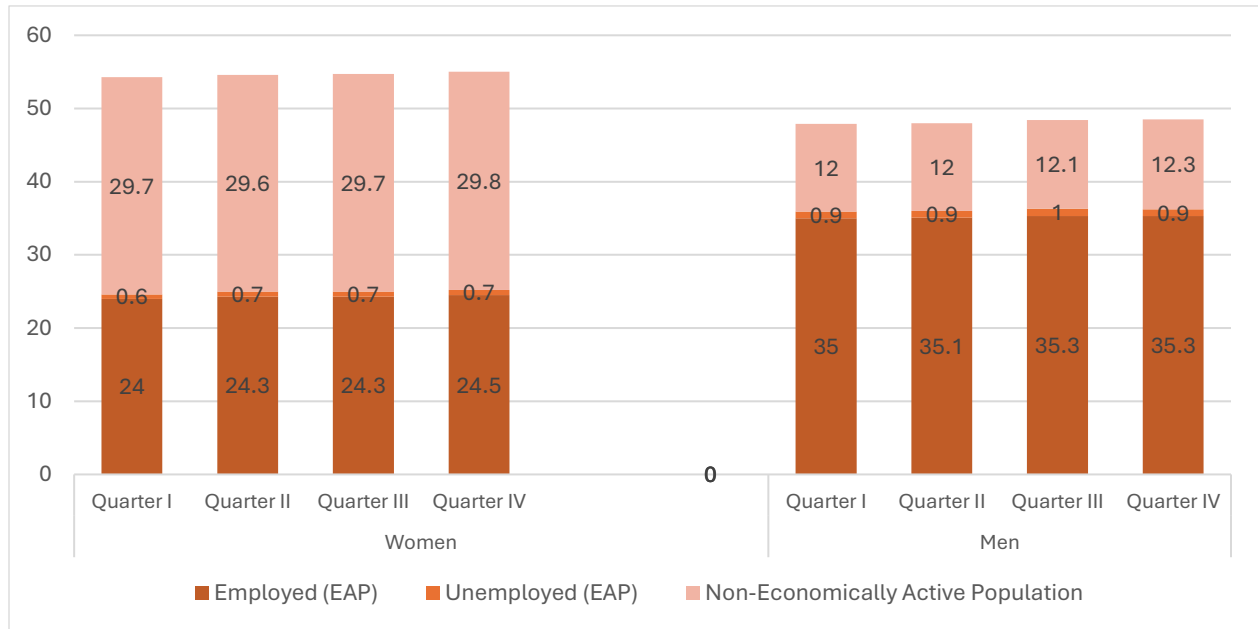
Figure 5. Labor force participation rate (percent of the population aged 15 years and over), 2025



Source: Own elaboration based on INEGI, National Occupation and Employment Survey (ENOE); First, Second, Third and Fourth Quarters of 2025.

The following figure provides further insight into this gap by disaggregating the population according to economic activity status. In this case, the principal difference does not lie in unemployment—which remains low and relatively similar between both groups—but rather in the size of the economically inactive population. Women present levels close to 30 percent, more than double those of men, whose levels remain around 12 percent. In contrast, the employed male population (around 35 percent) substantially exceeds the employed female population (close to 24 percent), confirming that women’s lower participation is not explained by higher unemployment rates, but rather by their exclusion from the labor market.

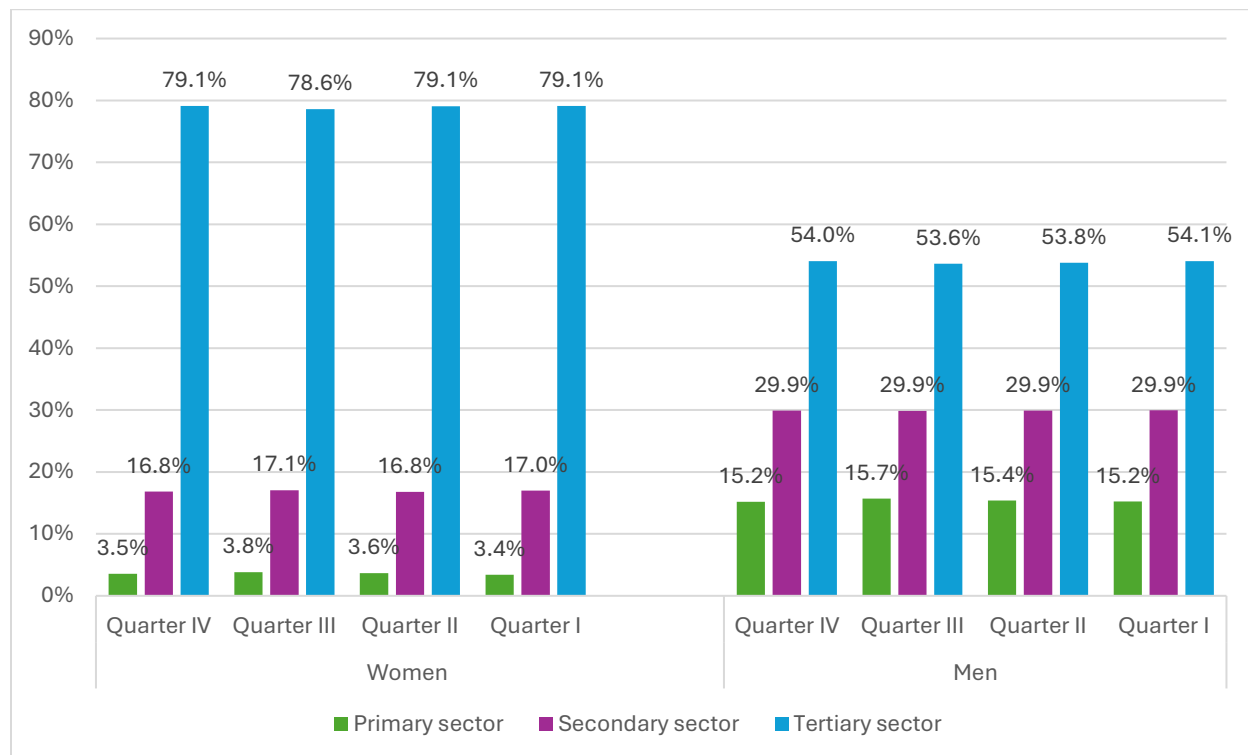
Figure 6. Population aged 15 years and over by economic activity status and employment status, 2025



Source: Own elaboration based on INEGI, National Occupation and Employment Survey (ENOE); First, Second, Third and Fourth Quarters of 2025.

The third analysis focuses on the employed population, which represents approximately 24 percent for women and 35 percent for men. Examining the economic sectors in which they are employed provides further insight into gender inequalities. Women face greater obstacles in accessing formal employment, stable incomes, social security, and labor protection mechanisms. In many cases, their economic participation is concentrated in informal activities, subsistence agriculture, local commerce, the use and commercialization of non-timber forest products, and community care-related activities, frequently without economic recognition or access to labor rights.

Figure 7. Percentage distribution of the employed population by sector of the economy and sex, 2025



Source: Own elaboration based on INEGI, National Occupation and Employment Survey (ENOE); First, Second, Third and Fourth Quarters of 2025.

Note: economic sectors: the primary sector includes agriculture, livestock, forestry, fishing, and hunting; the secondary sector includes industry and manufacturing; and the tertiary sector includes services and trade.

The figure also reveals important differences in the distribution of employment by economic sector, particularly in the primary sector—which includes agriculture, livestock production, forestry, fishing, and hunting—where female participation reaches only 3.5 percent. In contrast, women are concentrated mainly in the tertiary sector, which includes services and commerce, where nearly 79 percent of female employment is located, while their participation in the secondary sector ranges between 16 percent and 17 percent. Men, by comparison, present a more diversified distribution: although they are also concentrated in the tertiary sector (approximately 53–54 percent), they maintain a considerably greater presence in the secondary sector (around 30 percent) and, particularly, in the primary sector, where they reach between 15 percent and 16 percent.

The gap in the primary sector is especially significant, as male participation is approximately four times higher than female participation, revealing strong occupational segregation in activities linked to the use and management of natural resources. This difference reflects structural barriers previously identified in rural contexts, including unequal access to land, lower agrarian ownership among women and their limited participation in productive activities associated with territory and natural resource management.

2.1.5. Political participation and decision making

Political participation

The following table presents the percentage distribution of decision-making positions within the public sector in 2024, disaggregated by men and women across different government positions. Overall, the data show that participation by sex is not homogeneous across levels of government.

Table 2. Percentage distribution of decision-making positions in the public sector by sex, 2024

	Total	Men	Women
Percentage distribution of federal ministerial positions	100	52.6	47.4
Percentage distribution of seats in the Chamber of Deputies and the Senate	100	50	50
Percentage distribution of municipal presidency positions	100	70.48	29.52
Percentage distribution of municipal syndic positions	100	30.79	69.21

Source: INMUJERES, Gender Indicators System (SIG), 2024.

In the case of federal ministries (*Secretarías de Estado*), the distribution is relatively balanced, although with a slight majority of men (52.6 percent) compared to women (47.4 percent). This indicates a near parity at the highest levels of the federal Executive Branch.

In the Chamber of Deputies and the Senate, full parity is observed, with women and men each representing 50 percent of seats, reflecting significant progress toward balanced political representation within the legislative branch.

However, when analyzing the local level—particularly municipal presidencies—the inequality becomes much more pronounced. Men hold 70.48 percent of these positions, while women occupy only 29.52 percent, demonstrating that women’s participation in local executive offices remains considerably lower.

In contrast, in the case of municipal syndic positions or trustees (*síndicos*), the trend is reversed: women represent 69.21 percent, compared to 30.79 percent for men. This suggests that women have greater participation in local political representation through administrative and oversight positions within municipal governments.

Political participation of rural women and governance in ejidos and communities

It is important to recall that women’s political participation in rural and agrarian contexts is closely linked to the effective exercise of land rights. Historically, men have been the primary holders of agrarian rights and, consequently, have maintained greater presence within community decision-making and representation spaces. In contrast, women—particularly those without formally recognized agrarian rights—continue to face structural barriers limiting their full participation in natural resource management and in decisions concerning the future of their territories.

Land tenure constitutes a key condition for accessing community governance spaces, participating in assemblies, and holding representative positions within ejidos and communities. Persistent gender gaps in women's access to land therefore have direct implications for their levels of political representation and their capacity to influence community life.

Statistics on participation in community leadership further reinforce this disparity. In 2025, women represented only around one quarter (25.6 percent) of individuals serving in agrarian representation bodies. In the case of Ejidal Commissariat presidencies (*Comisariados Ejidales*), women accounted for only 10 percent of leadership positions, while for Communal Property Commissariat presidencies (*Comisariados de Bienes Comunales*), participation decreased further to 7.6 percent. These figures demonstrate that women continue to face important barriers in accessing leadership and decision-making spaces within agrarian nuclei.

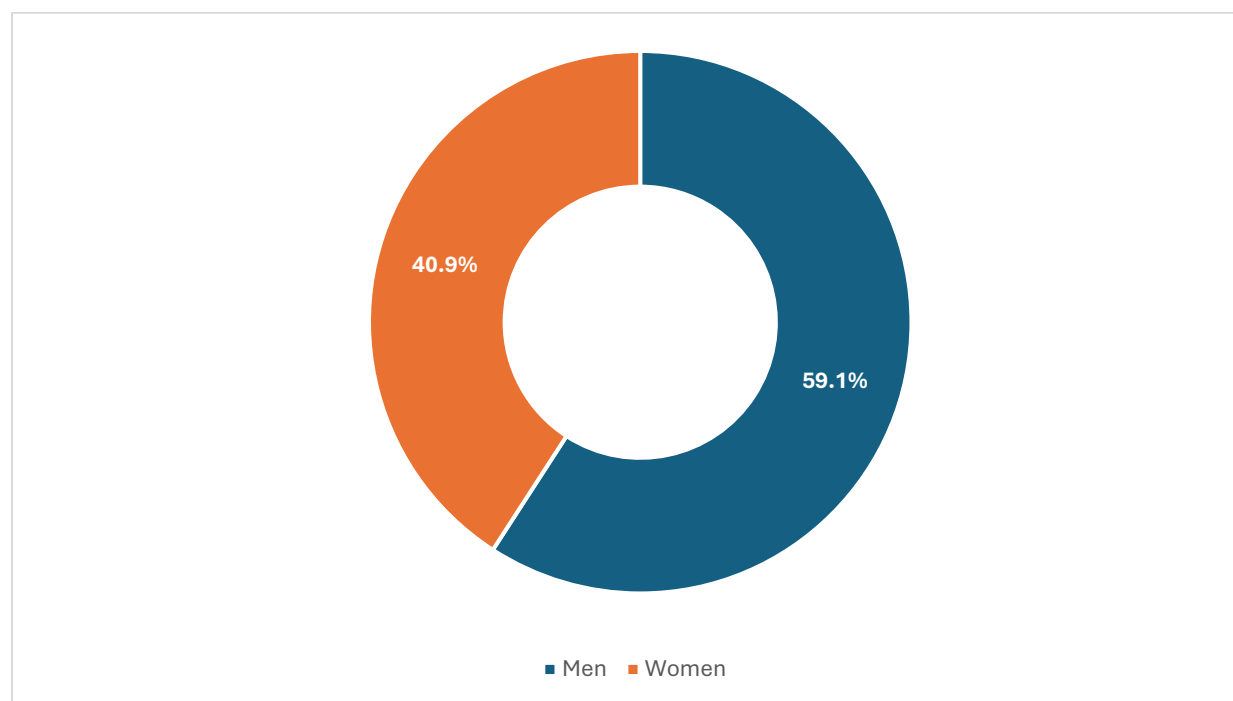
In addition to inequalities in land access, rural women face additional social and cultural barriers restricting their political and community participation. These include disproportionate unpaid domestic and care workloads, persistent gender stereotypes and community dynamics that have historically privileged male participation in representative spaces. Together, these conditions demonstrate that inequality in rural political participation is not explained solely by normative factors, but also by deeply rooted social structures that continue to limit the full exercise of rural women's rights (Prieto et al., 2021).

2.1.6. Access to land and assets

According to statistics from the National Agrarian Registry (*RAN, 2025*), fewer than 3 out of every 10 agrarian rights holders (within certified agrarian nuclei) are women, demonstrating the persistence of structural gaps in access to and recognition of agrarian rights. This situation reflects longstanding inequalities associated with social, cultural, and economic factors that have historically limited women's participation in land ownership and decision-making spaces within agrarian communities.

During 2025, women represented 40.9 percent of beneficiaries receiving agrarian titles and certificates issued by the State. Although this figure reflects progress in women's access to land tenure, important gender gaps persist in comparison to men. Access to and recognition of agrarian rights constitute fundamental elements for strengthening women's economic autonomy, participation in decision-making processes and access to rural development programs. Likewise, secure land tenure contributes to reducing historical conditions of inequality and promotes greater inclusion of women in productive, community and agrarian governance processes.

Figure 8. Percentage distribution of agrarian right holders benefiting from the issuance of certificates and land titles, by sex, 2025



Source: Own elaboration based on National Agrarian Registry (RAN), Gender Statistics, 2025.

In this context, Mexico's National Development Plan (PND) 2025–2030 recognizes the importance of advancing toward substantive equality in access to and exercise of rights, including those related to land ownership and tenure. As the guiding framework for national public policy, the Plan incorporates Strategy T1.1.3, Guaranteeing women's full and equitable rights to property, land use and access to land and assets through legal certainty, adequate documentation and equitable access to infrastructure, adequate housing, natural resources, and basic services. Through this strategy, the PND establishes actions aimed at reducing the structural inequalities that have historically limited women's access to agrarian rights and legal certainty over land.

The incorporation of this perspective into national public policy reflects the recognition that inequality in land tenure has direct implications for women's economic opportunities, community participation and full exercise of rights in rural territories. Strengthening women's access to agrarian documentation not only contributes to their empowerment and economic autonomy, but also promotes more inclusive, sustainable, and equitable territorial development processes.

2.2. Gender and forest management

Gender inequalities in the forest sector represent an important challenge for advancing toward more inclusive, sustainable, and equitable community forest management. Although women play a fundamental role in forest conservation, the use of forest resources and care-related activities linked to territory, their

participation in decision-making spaces and access to benefits derived from the forest sector remain limited.

Institutional assessments have identified significant gaps in women's access to agrarian rights, community representation and economic opportunities within the forest sector. For example, CONAFOR's National Gender and Inclusion Strategy for the Forest Sector (ENGISF) 2025–2030 indicates consistent data with the National Agrarian Registry. Among the most significant gaps identified, the strategy notes that approximately 70 percent of forest lands are owned by men and that women represent only 27 percent of rights holders within agrarian nuclei. It further highlights that women's participation in community governance remains highly limited, with women representing less than 20 percent of persons holding full rights in community assemblies, thereby restricting their effective voice and vote regarding forest resource management and territorial decision-making.

In Mexico, these inequalities are closely linked to the structure of land ownership. Although a significant proportion of the country's forests are under collective property regimes, the majority of agrarian rights holders continue to be men, which has historically constituted a structural barrier limiting women's access to forest programs and productive support mechanisms that require proof of land ownership or legal possession. In 2023 only 31 percent of direct forest subsidies were allocated to women compared to 69 percent allocated to projects led by men, revealing substantial inequalities in access to financing and productive support (CONAFOR, 2025a). These conditions limit women's opportunities for economic autonomy and restrict their full participation in forest value chains.

The use and management of forest resources also present marked gender differentiation. The strategy identifies persistent gender stereotypes associating timber and forest management activities primarily with men, while women are often confined to lower-income support or non-timber activities. It also acknowledges that women face differentiated and often greater vulnerability to climate change and environmental degradation due to conditions of poverty, reduced access to productive assets, and exclusion from decision-making spaces (CONAFOR, 2025a).

Women's participation in forest technical assistance and extension services also remains limited. The low representation of women as forest promoters and technical professionals reflects structural barriers associated with access to specialized training, employment opportunities and recognition within the sector. This situation affects not only employment generation for women, but also the incorporation of gender and inclusion perspectives into community technical assistance processes.

These inequalities are compounded by the unequal distribution of unpaid domestic and care work. The strategy recognizes that rural women dedicate, on average, 30 hours per week to care-related activities, compared to approximately 15 hours for men, significantly reducing the time available for their participation in productive activities, technical training processes and community governance spaces (CONAFOR, 2025a).

These conditions particularly affect Indigenous and rural women living in forest territories, who face multiple and intersecting forms of exclusion associated with gender, poverty, and territorial inequalities. In addition, vulnerability to climate change and environmental degradation often affects them disproportionately due to limitations in access to productive resources, financing, and decision-making spaces.

In this context, integrating a gender perspective into community forest management implies not only promoting greater participation of women in decision-making spaces, but also creating more equitable conditions for access to agrarian rights, technical assistance, financing, training, and benefit-sharing mechanisms. Strengthening women's leadership and participation in forest governance constitutes a key element for advancing toward more inclusive, resilient, and sustainable territorial development models.

2.3. Gender, agriculture, and livestock

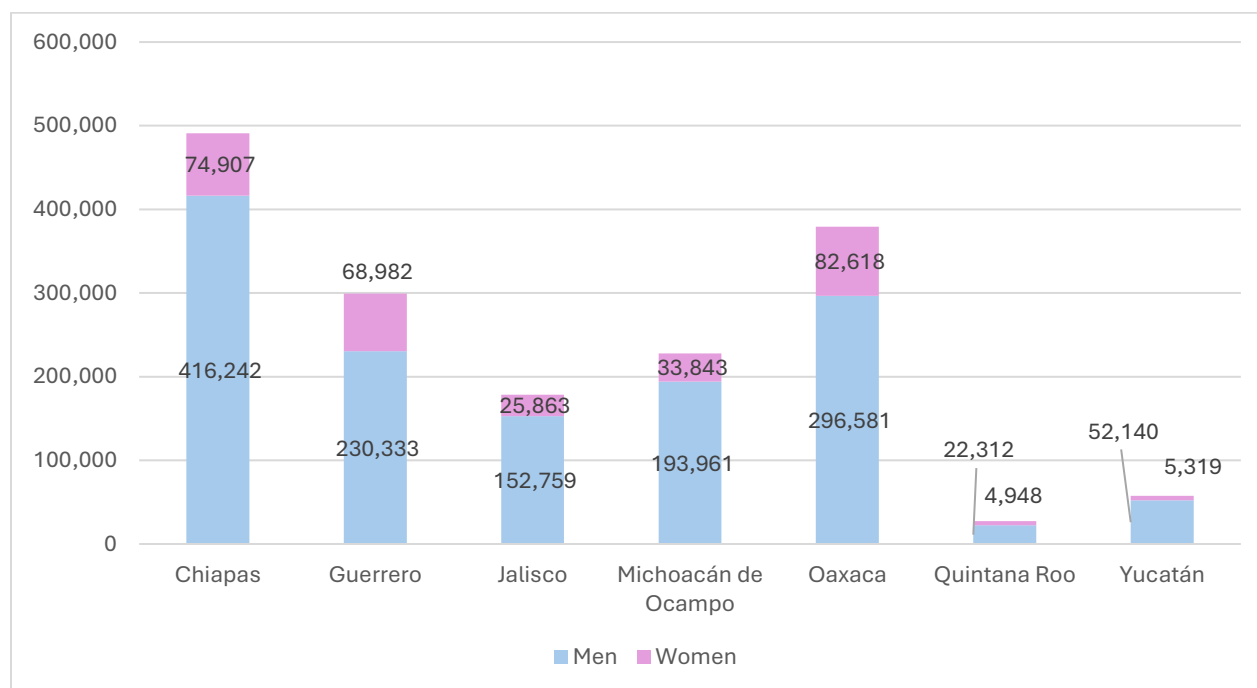
As previously noted, women's participation in activities within the primary sector of the economy—which includes agriculture, livestock production, forestry, fishing, and hunting—is substantially lower than that of men. The section on employment already analyzed differences by economic sector; it is sufficient to recall here that the participation gap between men and women exceeds 70 percentage points in this sector, revealing marked occupational segregation.

A more direct approach to understanding these disparities, particularly in livestock production and other agricultural activities, can be obtained through data from INEGI's *2022 Agricultural Census*, which allows for analysis of production units. Of the agricultural production units under the responsibility of individuals in Mexico, 81 percent were managed by men, while only 19 percent corresponded to women. These figures confirm persistent inequalities in access to and control over productive assets, particularly in rural areas.

Although important progress has been made in women's economic participation over recent decades, significant gaps persist in the ownership and control of agricultural and forest production units. As previously discussed, these inequalities have direct implications for access to productive resources, public programs, benefit-sharing mechanisms, and adaptive capacities in the face of climate change.

The following figure presents the number of production units across the states included in the study, allowing for a more detailed identification of the territorial distribution of this gender gap.

Figure 9. Number of active agricultural production units under the responsibility of an individual, by sex of the producer, by state



Source: Own elaboration based on INEGI, Agricultural Census 2022.

Territorial gaps also reveal significant differences across states. In all states analyzed, men concentrate the majority of agricultural production units. In Chiapas, for example, men manage approximately 416,242 production units, while women participate in around 74,907. Similarly, in Oaxaca, men control nearly 296,581 units, compared to approximately 82,618 managed by women. Guerrero also presents a substantial disparity, with 230,333 units under male control and 68,982 under women's responsibility.

These differences reflect not only inequalities in ownership of productive assets, but also persistent gaps in access to financing, technical training, productive infrastructure, and rural value chains. In many cases, women participate primarily in subsistence agriculture and livestock activities, small-scale production and complementary activities oriented toward household consumption and family subsistence, frequently with lower income levels and limited access to formal markets.

Inequalities in access to and control over production units acquire particular relevance in the context of climate change. Limited access to productive assets, land, credit, and technical assistance reduces rural women's adaptive capacities in the face of droughts, environmental degradation, agricultural productivity losses and other extreme climate events. These conditions generate differentiated vulnerability scenarios that particularly affect Indigenous women, inhabitants of forest territories and rural households living in poverty.

In addition, as previously discussed, the sexual division of labor continues to assign women a disproportionate burden of unpaid domestic and care work, restricting the time available for productive activities, technical training, and participation in organizational and community governance spaces. This

situation limits women's opportunities to strengthen processes of economic autonomy and fully access rural and forest development opportunities.

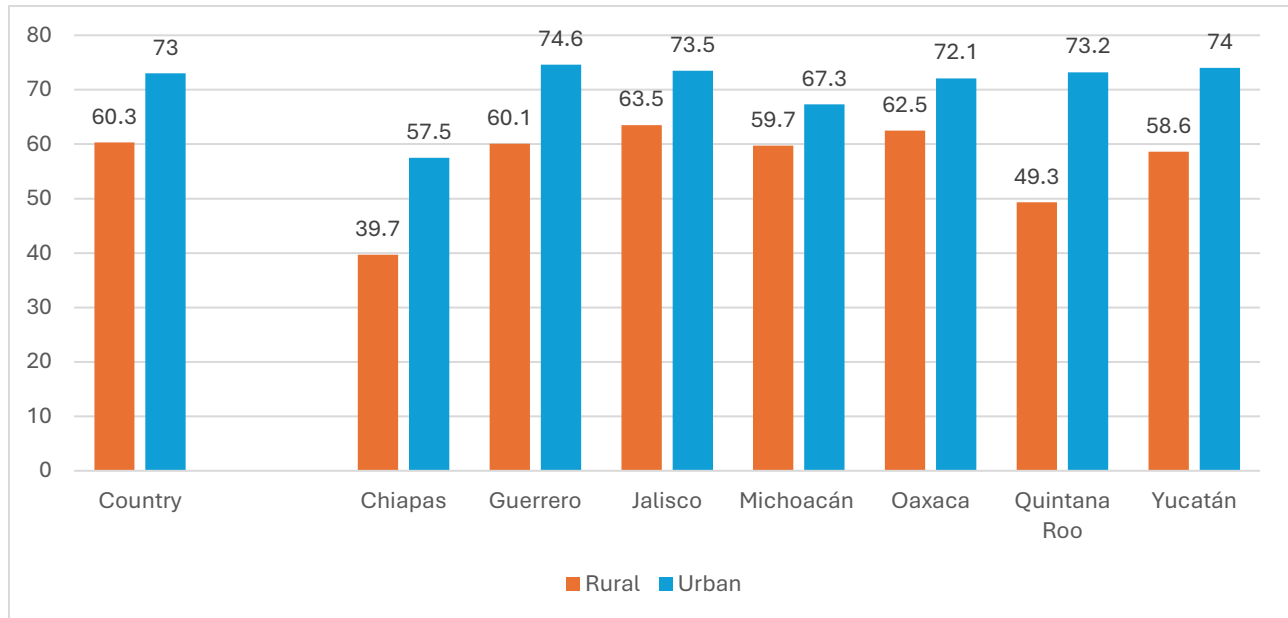
Another relevant issue is that, although women actively participate in agricultural, livestock and forest activities, their work frequently remains invisible or underreported in productive and economic statistics. This situation contributes to the persistence of inequalities in the design and implementation of public policies, financing programs and benefit-sharing mechanisms, including those associated with REDD+ initiatives and sustainable natural resource management.

In this context, strengthening rural women's access to land, productive assets, financing, training, and technical assistance, as well as improving the generation of gender-disaggregated statistical information for decision-making related to rural, agricultural and forest public policy, constitutes a strategic element for promoting more inclusive, sustainable, and resilient territorial development processes. From a gender equality and climate change perspective, advancing toward greater participation of women in productive and territorial management not only contributes to reducing structural inequalities, but also strengthens community adaptive capacities and resilience in the face of the environmental and socioeconomic impacts associated with climate change.

2.4. Gender-based violence and prevention of sexual harassment

Within the context of the social and territorial diversity previously described—characterized by inequalities in poverty, education, and ethnic composition—violence against women also presents differentiated patterns that reflect these structural inequalities. Although aggregate national indicators make it possible to identify general trends, analysis by type of locality reveals important contrasts in the prevalence of violence. In particular, the distinction between rural and urban settings is essential for understanding how factors such as population concentration, social dynamics, and access to services shape women's experiences of violence, thereby complementing the broader analysis of social inequalities discussed in previous sections.

Figure 10. Prevalence of violence by state and locality of residence, 2021



Source: Own elaboration based on INEGI, National Survey on the Dynamics of Household Relationships (ENDIREH) 2021.

Note: The prevalence of violence against women is the proportion of women aged 15 and over who have experienced one or more situations of violence at a specific point in time or over a given period.

The figure shows the prevalence of violence against women in 2021 by type of locality of residence (rural and urban) and reveals a clear and consistent pattern: violence is higher in urban areas than in rural areas in all cases, both nationally and across each of the states analyzed. This may partly reflect the fact that urban contexts tend to have greater availability of formal and informal reporting mechanisms, rather than necessarily indicating lower levels of violence in rural areas.

At the national level, prevalence in urban areas reaches 73 percent, compared to 60.3 percent in rural areas, representing a significant difference of more than 12 percentage points. This pattern is replicated across all states analyzed, suggesting that urban environments concentrate higher levels of reported violence.

At the state level, important differences are also evident. States such as Guerrero (74.6 percent urban versus 60.1 percent rural), Jalisco (73.5 percent versus 63.5 percent) and Yucatán (74 percent versus 58.6 percent) register high levels of violence in urban areas, exceeding the national average. In these cases, not only is prevalence high, but the urban-rural gap also remains considerable, indicating that violence is both more frequent and more widespread in urban contexts.

A particularly notable case is Quintana Roo, where urban prevalence reaches 73.2 percent, while rural prevalence is considerably lower (49.3 percent), representing one of the largest gaps between the two settings—nearly 24 percentage points. This suggests a strong concentration of violence in urban environments, possibly linked to specific social and territorial dynamics associated with these areas.

At the opposite end, Chiapas presents the lowest prevalence levels in both rural (39.7 percent) and urban (57.5 percent) settings, although the difference between the two remains evident. This indicates that, although prevalence is comparatively lower overall, the broader pattern of higher violence in urban areas persists.

States such as Oaxaca (72.1 percent urban versus 62.5 percent rural) and Michoacán (67.3 percent versus 59.7 percent) present intermediate levels, although violence remains consistently higher in urban areas.

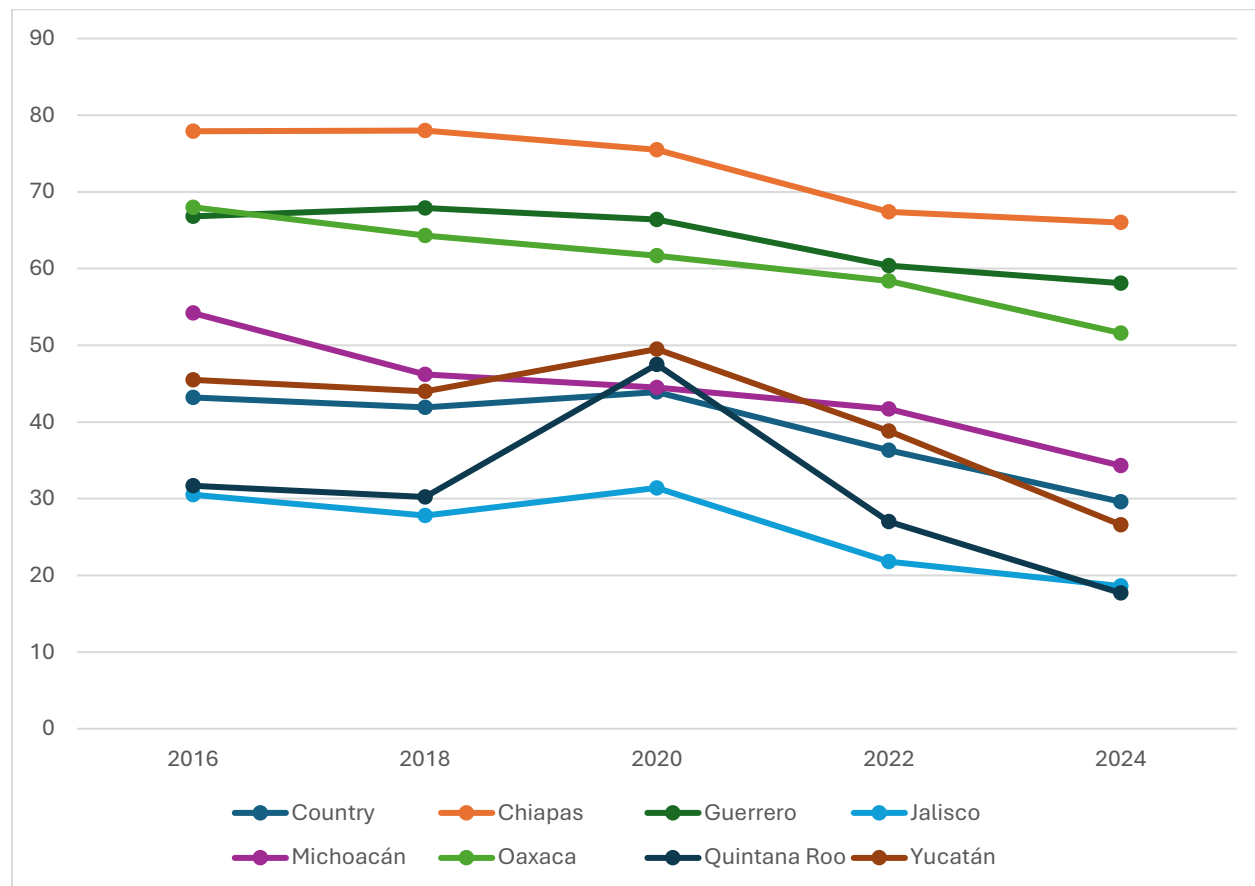
Overall, the figure demonstrates that violence against women in Mexico is systematic and has a clear territorial dimension associated with the type of locality, with higher prevalence in urban areas. This may be related to greater visibility and reporting of violence in cities, as well as structural factors such as population density, social coexistence conditions and urban social dynamics. At the same time, these territorial differences underscore the importance of designing differentiated public policies capable of addressing the specific conditions of both urban and rural contexts for GBV prevention, and formal and informal reporting and sanction mechanisms.

2.5. Other vulnerable and marginalized groups

Throughout the statistical analysis conducted for this section, strategic gender-responsive indicators have been examined in order to provide information on different situations of vulnerability and their intersections, both at the national level and across the states linked to Mexico's RBP proposal. For this reason, this subsection focuses on one variable that synthesizes many of these inequalities.

In 2024, the percentage of the population living in poverty in Mexico was 29.3 percent. By sex, there was no significant difference, with poverty levels estimated at 28.9 percent for men and 30.1 percent for women. However, when poverty is analyzed according to urban and rural localities, and trends over time are examined across the states of interest, strong territorial inequalities become evident.

Figure 11. Population in poverty by state of residence, 2016 – 2024



Source: Own elaboration based on INEGI, Multidimensional poverty, 2024. Calculations based on information from National Household Income and Expenditure Survey (ENIGH) 2024, using CONEVAL methodology.

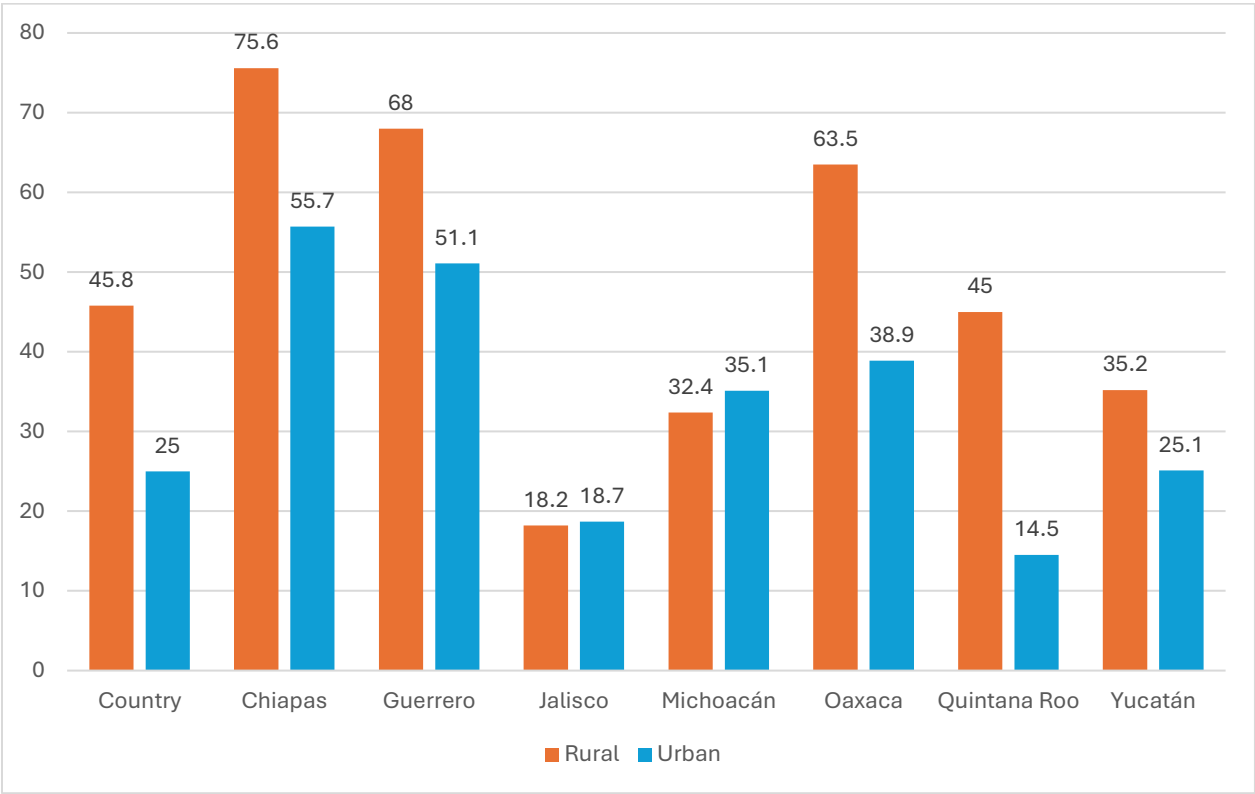
This figure illustrates the evolution of poverty levels in Mexico and across six selected states. At the national level, poverty shows a moderate decline over the period, decreasing from approximately 43 percent in 2016 to around 29 percent in 2024, indicating a general improvement in living conditions. However, this national trend conceals important differences between states.

The southern states—particularly Chiapas, Guerrero and Oaxaca—show persistently high poverty levels throughout the entire period. Chiapas remains the state with the highest incidence, with values close to 78 percent in 2016 and still above 65 percent in 2024, reflecting some reduction but remaining at extremely high levels. Guerrero and Oaxaca follow a similar pattern, although with slightly lower levels; both show sustained reductions but continue to remain well above the national average.

In contrast, states such as Jalisco, Quintana Roo and Yucatán present lower initial poverty levels. Jalisco stands out for maintaining the lowest levels throughout the period, closing at around 18 percent in 2024. Quintana Roo displays a more volatile pattern, with a significant increase in 2020—likely associated with the economic crisis experienced that year—followed by a substantial reduction toward 2024. Yucatán also shows an increase in 2020 followed by a significant decline, reaching intermediate levels by the end of the period.

One particularly relevant finding from the figure is the impact observed in 2020, when several states registered increases in poverty, reflecting a conjunctural shock that was only partially reversed in subsequent years. Nevertheless, recovery has not been homogeneous, and important regional disparities persist.

Figure 12. Population in poverty by state and locality of residence, 2024



Source: Own elaboration based on INEGI, Multidimensional poverty, 2024. Calculations based on information from ENIGH 2024, using CONEVAL methodology.

Note: The rural area consists of localities with fewer than 2,500 inhabitants, while the urban area consists of localities with 2,500 inhabitants or more.

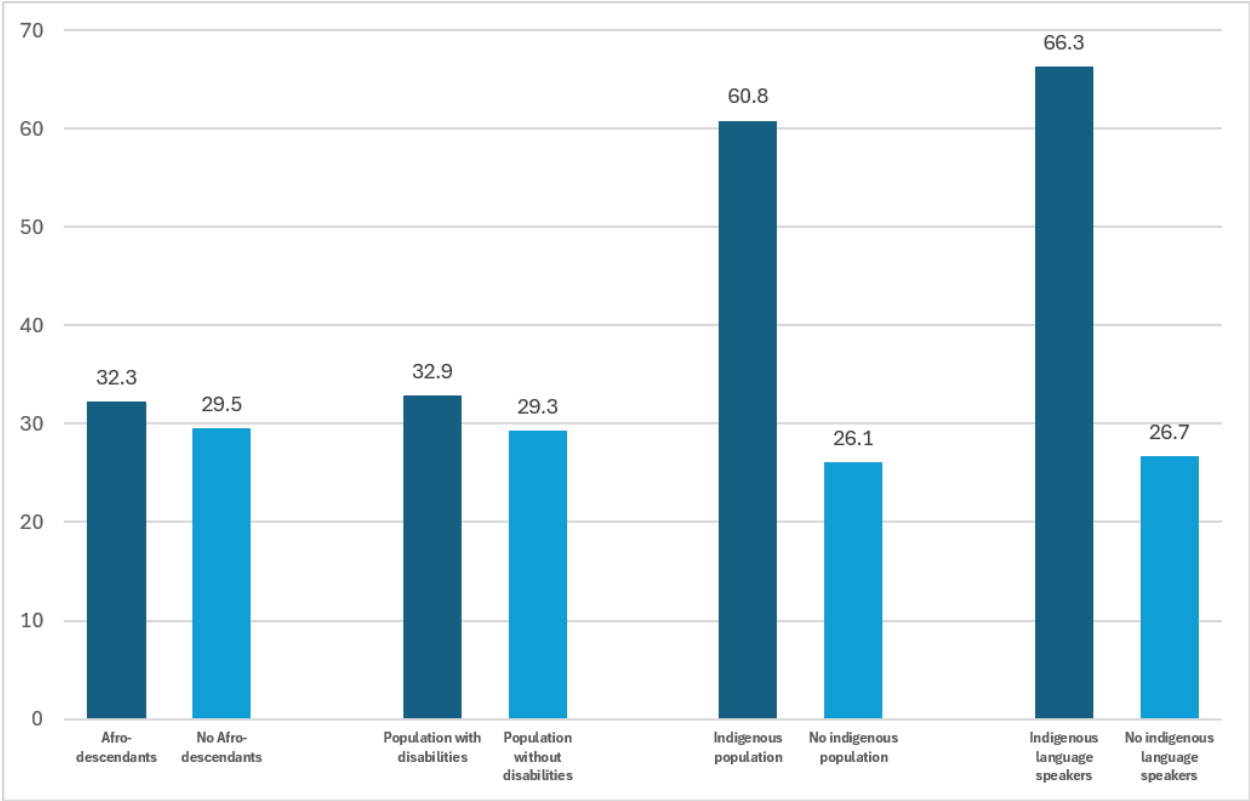
This figure disaggregates poverty levels in 2024 by rural and urban localities, allowing for a clearer understanding of these territorial differences. In all cases, poverty is significantly higher in rural areas than in urban ones, confirming the existence of a structural territorial gap. At the national level, rural poverty (45.8 percent) is almost double urban poverty (25 percent).

This difference becomes even more pronounced in the most disadvantaged states. In Chiapas, rural poverty reaches 75.6 percent, compared to 55.7 percent in urban areas; in Oaxaca, 63.5 percent in rural areas versus 38.9 percent in urban settings; and in Guerrero, 68 percent compared to 51.1 percent. These figures demonstrate that although poverty is also high in urban areas within these states, it is substantially more severe in rural contexts.

By contrast, in states with lower overall poverty levels, such as Jalisco, the difference between rural and urban poverty is much smaller (18.2 percent in rural areas versus 18.7 percent in urban areas), suggesting greater territorial homogeneity. In Quintana Roo and Yucatán, although rural poverty remains higher, the gap is more moderate than that observed in the country’s southernmost states.

The final analysis in this poverty section presents a figure showing the percentage of the population living in poverty according to membership or non-membership in different population groups.

Figure 13. Percentage of the population in poverty by population group, 2024



Source: Own elaboration based on INEGI, Multidimensional poverty, 2024. Calculations based on information from ENIGH 2024, using CONEVAL methodology.

Indigenous populations and Indigenous language speakers present the highest poverty levels. The Indigenous population reaches 60.8 percent, while Indigenous language speakers reach as high as 66.3 percent, positioning them as the groups experiencing the greatest levels of vulnerability. In contrast, non-Indigenous populations and non-Indigenous language speakers register much lower poverty levels, close to 26 percent, implying gaps of more than 30 percentage points. This reveals a profound structural inequality associated with ethnic origin and the historical exclusion experienced by Indigenous Peoples and communities.

The Afro-descendant population (32.3 percent) and people with disabilities (32.9 percent) present very similar poverty levels, both slightly above 30 percent. Although poverty gaps are also observed between

those belonging to these groups and those who do not, the differences are less pronounced, remaining close to three percentage points in both cases.

Although aggregate poverty levels may appear relatively homogeneous, important differences emerge when specific population groups are analyzed. The most pronounced disparities are concentrated among Indigenous populations, particularly Indigenous language speakers, suggesting that poverty in Mexico has a strong ethnic and structural dimension. To a lesser extent, higher poverty incidence is also observed among Afro-descendant populations and persons with disabilities, confirming that social inequalities intersect with multiple forms of vulnerability.

Together, these three analyses demonstrate that although poverty in Mexico has generally declined, important structural inequalities persist. On the one hand, marked differences continue to exist between states, with a clear concentration of deprivation in the southern region of the country. On the other hand, the territorial dimension remains critical: rural poverty continues to be considerably higher than urban poverty, suggesting persistent limitations in access to services, economic opportunities, and overall well-being in smaller localities. Furthermore, analysis by population group shows that these inequalities deepen among certain social sectors—particularly Indigenous populations and Indigenous language speakers—which continue to experience significantly higher poverty levels.

3. Policy, legal and regulatory framework

3.1. Legal and policy framework

Mexico has progressively consolidated a comprehensive legal, institutional and policy framework to advance gender equality, prevent discrimination and gender-based violence, and promote the participation of women in sustainable development, climate action and natural resource governance. The framework reflects both the historical evolution of gender mainstreaming in public policy and the strengthening of substantive equality and intersectoral governance in recent years. See summary table of relevant legal and policy framework in Annex 1 to this GAAP.

3.1.1. Constitutional and Equality Reform Framework

The constitutional basis of gender equality in Mexico is grounded in Articles 1 and 4 of the Political Constitution of the United Mexican States. Article 1 establishes the prohibition of all forms of discrimination based on sex, gender, ethnicity, age, disability, social condition, or any other status, while also incorporating international human rights treaties into the constitutional order under the pro persona principle. Article 4 recognizes equality between women and men and establishes the obligation of the State to guarantee substantive equality. (DOF, 1917; last amendment: 2026).

Mexico's transition toward a substantive equality framework was consolidated through a set of constitutional and legislative reforms adopted between 2024 and 2026, commonly referred to as the "substantive equality reform package." The first milestone occurred with the constitutional reform published on November 15, 2024, which amended Articles 4, 21, 41, 73, 116, 122 and 123 of the Constitution in order to strengthen the protection of women's rights, institutionalize substantive equality and reinforce the State's obligations regarding gender-based violence prevention and non-discrimination. (DOF, 1917; last amendment: 2026).

The reform represented a significant shift in Mexico's constitutional approach to equality by moving beyond formal equality principles and explicitly recognizing substantive equality as a guiding obligation for public institutions. Among its most important innovations, the reform established reinforced protection duties for women, adolescents, girls, and boys; required public security institutions to incorporate a gender perspective into their operations; and strengthened gender parity obligations in appointments across federal, state, and municipal executive branches. In addition, the reform mandated the establishment of specialized prosecutorial bodies to investigate crimes related to gender-based violence against women at state and local levels.

Another central aspect of the reform concerned labor equality and economic rights. Constitutional amendments reinforced the principle that equal work must receive equal pay regardless of sex, gender or nationality and instructed the State to develop specific legal and institutional mechanisms to eliminate gender wage gaps. This represented a substantial strengthening of the constitutional basis for addressing structural discrimination within labor markets and public administration.

The constitutional reform was followed by a second legislative harmonization process enacted on January 15, 2026, through which provisions across 18 federal laws were amended², added, or repealed to align secondary legislation with the new constitutional mandate on substantive equality and non-discrimination. The reform also strengthened institutional coordination mechanisms by restructuring the National System for Equality and incorporating INEGI as a permanent participant with voice rights in order to reinforce the use of statistical evidence in equality policymaking.

The harmonization reforms additionally introduced obligations for public institutions—particularly in the health and social security sectors—to generate and collect information using intersectional disaggregation criteria. These measures seek to improve the visibility of structural inequalities affecting women and historically marginalized groups whose conditions had traditionally remained statistically invisible. Likewise, the reforms established stronger obligations related to equal pay within public administration and incorporated preferential measures in housing programs benefiting women heads of household and women affected by violence.

3.1.2. National Development and Gender Equality Policy Framework

In parallel, the National Development Plan 2025–2030 consolidates substantive equality and women’s rights as one of the central cross-cutting priorities of the Federal Government through Transversal Axis 1: Substantive Equality and Women’s Rights. The Plan recognizes that structural inequalities affecting women are intensified by intersecting factors such as poverty, ethnicity, territorial exclusion, and unequal access to productive assets, particularly in rural and Indigenous regions. Within its strategic objectives, the PND explicitly identifies the need to guarantee women’s access to land tenure, agrarian rights, and productive resources as a central condition for achieving substantive equality and strengthening women’s economic autonomy. This objective is especially relevant for Indigenous, Afro-Mexican, and rural women linked to the forest and livestock sectors, where unequal access to land ownership and agrarian rights continues to limit women’s participation in decision-making processes, access to public programs, forest incentives, financing mechanisms and benefit-sharing arrangements. The Plan therefore calls for the incorporation of substantive equality criteria across agrarian, rural, and environmental policies, including actions aimed at reducing structural barriers affecting women’s participation in territorial governance and sustainable rural development processes (Gobierno de México, 2025).

The PND 2025–2030 additionally emphasizes the strategic role of women in food systems, biodiversity conservation, sustainable natural resource management and climate resilience. The document recognizes Indigenous, Afro-Mexican, and rural women as key actors in forest conservation, water management, agroecological production and community sustainability, while also acknowledging that women frequently face differentiated impacts from environmental degradation, climate change and territorial inequalities. In this context, the Plan establishes objectives aimed at strengthening women’s access to technical assistance, productive projects, education, financing, innovation, and social protection, particularly in historically marginalized territories. It also highlights the importance of strengthening women’s participation and

² General Law for Equality between Women and Men; General Law on Women’s Access to a Life Free of Violences; National Code of Civil and Family Procedures; Federal Law on State Workers; Regulatory Law of Section B of Article 123 of the Constitution; General Law on Social Development; General Health Law; General Education Law; Social Security Law; Migration Law; General Law on the Rights of Children and Adolescents; Law of the Institute of Social Security and Services for State Workers; Planning Law; Housing Law; Federal Labor Law; Federal Copyright Law; Federal Law for the Protection of Industrial Property; and General Law on Culture and Cultural Rights.

leadership within community, agrarian and territorial governance structures related to environmental management, forest conservation, and sustainable livestock production.

At the same time, the Plan identifies unpaid care work and the unequal sexual division of labor as structural barriers limiting women's economic autonomy and participation in productive and community activities. In response, the PND links substantive equality with the consolidation of the National Care System and the development of care-responsive public policies intended to reduce women's disproportionate care burdens and create enabling conditions for their participation in education, governance, productive activities, and public life. This perspective is especially relevant for rural and forest territories, where women commonly combine agricultural, livestock, forest and household responsibilities with unpaid community and caregiving work. Consequently, the Plan promotes a development vision grounded in territorial justice, interculturality, social inclusion and women's autonomy, while recognizing that substantive equality must be integrated transversally into climate action, sustainable rural development, and environmental governance policies.

3.1.3. Legal Framework for Women's Rights, Equality, Non-Discrimination, and a Life Free from Violence

In line with the constitutional reform on substantive equality and the priorities established under the National Development Plan 2025–2030, one of the most relevant outcomes of this process was the transformation of the former General Law for Equality between Women and Men into the General Law for Substantive Equality between Women and Men (LGISMH), reflecting a transition from a formal equality approach toward a more comprehensive framework centered on substantive equality, intersectionality, and structural transformation. The updated law strengthens institutional obligations for integrating gender perspectives across all branches and levels of government, reinforces parity and equal participation in decision-making spaces, and promotes measures aimed at reducing structural inequalities affecting women, particularly Indigenous, Afro-Mexican, rural, and marginalized women. The reform also strengthens provisions related to gender mainstreaming in planning, budgeting, public policy, and institutional accountability mechanisms, thereby reinforcing the legal basis for gender-responsive climate and forest governance. Articles 3 and 5 recognize ethnicity, language, culture, and origin as protected categories and prohibit discriminatory conditions that limit equal access to opportunities and rights. Article 16 establishes that municipalities must promote women's social and political participation in both rural and urban areas, while Article 17 recognizes women as strategic actors in sustainable rural development and community decision-making processes. Specifically, Article 17 mandates policies to strengthen women's participation in the sustainable development of rural communities and additionally recognizes the right to a healthy environment and access to water and sanitation as substantive equality issues. The law further incorporates land and territorial rights within the equality agenda. Article 33 establishes the objective of promoting equal opportunities in the use, enjoyment and ownership of land and rural development benefits, while Article 34 promotes the participation of rural women in agrarian and sectoral development programs (DOF, 2006; last amendment: 2026).

In parallel, reforms to the General Law on Women's Access to a Life Free of Violences expanded and strengthened the State's obligations regarding prevention, attention, protection, and reparation in cases of gender-based violence. The updated framework incorporates broader recognition of structural, institutional, digital, and community-based forms of violence and reinforces the obligation of public institutions to adopt preventive and differentiated measures, particularly for women facing intersecting conditions of vulnerability. The law constitutes one of the principal legal instruments for protecting the

rights, safety, and access to justice of women in Mexico, including Indigenous, Afro-Mexican, and rural women. The law incorporates interculturality as a guiding principle through Articles 4 and 5, recognizing that public policies must address the specific realities and cultural contexts of Indigenous and Afro-descendant women. Article 5 additionally establishes the principle of differential approach, requiring authorities to identify and address the differentiated vulnerabilities affecting women based on ethnicity and other intersecting conditions in order to implement affirmative measures that guarantee substantive equality and protection of rights. The law also establishes safeguards against discriminatory uses of customary norms and practices. Article 20 prohibits restrictions on women's political rights based on traditions or internal normative systems that violate human rights, while Article 33 establishes that systems based on customary law and traditional practices cannot impede the protection of women's constitutional and internationally recognized rights in the implementation of protection measures. These provisions are particularly relevant in Indigenous and rural territories where community normative systems coexist with national legal frameworks. (DOF, 2007; last amendment: 2026). Likewise, the Federal Law to Prevent and Eliminate Discrimination establishes obligations for public institutions to prevent discriminatory practices and guarantee equal access to public programs and services, including for Indigenous women, rural women, and historically marginalized populations.

Mexico has also progressively integrated gender equality into its planning and budgeting systems. The Planning Law requires national planning instruments to incorporate gender perspectives, while the Federal Budget and Fiscal Responsibility Law establish the obligation to mainstream gender equality into public expenditure. This has been operationalized through Annex 13 of the Federal Expenditure Budget, which earmarks federal resources for actions related to equality between women and men and has become one of the most important public financing mechanisms for gender-responsive policy implementation in Mexico.

At the policy level, gender equality is currently guided by the Women's Sectoral Program 2025–2030, coordinated by the Ministry of Women (Secretaría de las Mujeres) as part of the federal government's broader substantive equality agenda and in articulation with the objectives of the National Program for Equality between Women and Men (PROIGUALDAD). The sectoral program adopts a human rights, intersectional and territorial approach and identifies rural women, Indigenous women, Afro-Mexican women and women living in conditions of poverty as priority populations. It establishes strategic objectives related to women's economic autonomy, participation in decision-making, prevention of violence, access to land and productive resources, redistribution of care work and the strengthening of gender-responsive public institutions. The program also explicitly promotes the incorporation of gender perspectives into environmental, climate and territorial governance processes, recognizing that climate change, environmental degradation and unequal access to natural resources disproportionately affect women in rural and Indigenous territories. In this regard, the program calls for strengthening women's participation in sustainable rural development, climate adaptation, food security, biodiversity conservation, and community-based natural resource management initiatives. It further emphasizes the importance of supporting Indigenous and Afro-Mexican women's participation in territorial governance, traditional knowledge systems and sustainable production processes, while promoting interinstitutional coordination between gender, environmental, agricultural, and rural development authorities. The program additionally recognizes the structural barriers faced by women in the forest and rural sectors—including unequal access to land tenure, financing, technical assistance, and decision-making spaces—and promotes actions aimed at strengthening women's leadership, productive capacities and participation in community and environmental governance structures (DOF, 2025).

3.1.4. Environmental, Climate and Forest Governance Framework

The environmental and climate sectors have progressively incorporated gender equality into their legal and policy frameworks. The General Law of Ecological Balance and Environmental Protection (LGEEPA) incorporate principles related to gender equality, social participation, and equitable environmental governance within Mexico's environmental policy framework. Article 15 establishes the guiding principles for the formulation and implementation of environmental policy and explicitly recognizes that women play an important role in the protection, preservation, and sustainable use of natural resources and in development processes, further stating that their full participation is essential for achieving sustainable development. This provision constitutes one of the earliest explicit recognitions within Mexican environmental legislation of the strategic role of women in environmental governance and sustainable resource management. In addition, Article 21 establishes that the Federation and the federal entities shall design and implement economic instruments to incentivize compliance with environmental policy objectives and, specifically, mandates the promotion of greater social equity, with an intercultural and gender perspective, in the distribution of costs and benefits associated with environmental policy objectives. The article further promotes incentives for environmental protection, restoration and sustainable resource use while reinforcing the integration of environmental, social, and economic considerations into public policy (DOF, 1988; last amendment: 2026).

The General Law on Climate Change (LGCC) incorporates gender equality, participation, and social inclusion within Mexico's climate governance framework. Article 26 establishes that national climate policy must be guided by principles including sustainability, co-responsibility, public participation, social equity, and gender equality, thereby providing a legal basis for integrating gender-responsive approaches into climate mitigation and adaptation measures. Article 51 further strengthens inclusive climate governance by establishing that the Climate Change Council—the permanent advisory body of the Interministerial Commission on Climate Change—must be composed of representatives from the social, private, and academic sectors while guaranteeing both balanced sectoral representation and the principle of gender parity in its integration. Additionally, Article 71 establishes that state-level climate change programs must incorporate gender equity criteria and promote the representation of the most vulnerable populations in climate-related planning and implementation processes. Together, these provisions reinforce the integration of gender equality, inclusive participation and differentiated vulnerability considerations within Mexico's climate policy and REDD+ governance framework. (DOF, 2012; last amendment: 2024). These provisions are operationalized through climate planning instruments, including the updated Special Climate Change Program (SEMARNAT, 2023) and Mexico's Nationally Determined Contributions, which recognize the differentiated impacts of climate change on women and Indigenous Peoples and promote inclusive adaptation and mitigation measures (SEMARNAT, 2025).

The General Law on Sustainable Forest Development (LGDFS) incorporates explicit provisions on gender equality, affirmative actions, and inclusive participation within Mexico's forest governance framework. Article 2 establishes among the general objectives of the law the promotion of affirmative actions within forest policy aimed at guaranteeing substantive equality of opportunities for women, Indigenous and Afro-Mexican Peoples and communities, youth, and persons with disabilities. Complementarily, Article 3 establishes as a specific objective the promotion of opportunities for women, youth, and persons with disabilities within sustainable forest development processes. The law further defines “affirmative actions” in Article 7 as temporary, compensatory, or promotional measures directed toward specific persons or groups in order to correct structural inequalities and guarantee substantive equality of opportunities while such inequalities persist. In addition, Article 8 establishes that forest policy must be implemented under principles including gender equality, inclusion, participation, and safeguards, thereby providing an explicit

legal basis for integrating gender-responsive and socially inclusive approaches into forest governance and REDD+ implementation. Article 24 further establishes that the Ministry of Agriculture and Rural Development, in coordination with the Ministry of Environment and Natural Resources and the National Forestry Commission, shall promote the participation of women in projects related to sustainable forest management, including in relation to benefits derived from forest incentives and support programs. Finally, Article 153 establishes that State Forestry Councils must guarantee the participation of representatives from forest communities, Indigenous and Afro-Mexican Peoples and communities, civil society, youth, and women, thereby strengthening inclusive and participatory governance within the forest sector. (DOF, 2018; last amendment: 2024).

The forest policy framework has evolved substantially in recent years. The National Forestry Program 2026–2030 (PNF 2026–2030) positions substantive equality, inclusion and social justice as cross-cutting principles of Mexico’s forest policy and recognizes women, Indigenous Peoples and Afro-Mexican communities as strategic actors in sustainable forest governance and climate action. Consistent with the National Development Plan 2025–2030, the PNF 2026–2030 incorporates specific actions aimed at strengthening the participation of women, youth and Indigenous and Afro-Mexican communities in conservation, restoration, and sustainable forest management processes. Objective 5 of the Program specifically establishes actions to mainstream gender equality and inclusion across institutional and operational processes, strengthen women’s capacities and leadership, promote equitable participation in community governance structures and eliminate cultural and gender-based violence within forest territories. The Program also recognizes that community forest management and inclusive governance models have the potential to contribute to greater substantive equality between women and men by strengthening local capacities, improving livelihoods, and promoting equitable access to forest-related economic opportunities and benefits (DOF, 2026).

A particularly important milestone is the adoption of the National Gender and Inclusion Strategy for the Forest Sector 2025–2030 by CONAFOR. This strategy represents the first comprehensive sectoral instrument dedicated specifically to gender equality and social inclusion in the forest sector. The strategy adopts an intersectional and rights-based approach and establishes objectives related to women’s participation in forest governance, access to technical assistance and financing, prevention of discrimination and violence, generation of sex-disaggregated data, strengthening of women-led forest enterprises and inclusion of Indigenous and Afro-Mexican women. It also recognizes structural barriers affecting women in the sector, including unequal land tenure, limited participation in ejido assemblies, unpaid care work and restricted access to technical and financial resources (CONAFOR, 2025a).

To address these structural gaps, the ENGISF is organized around five strategic axes and forty-four operational actions aimed at mainstreaming substantive equality and inclusion across forest policy and institutional practice. These axes include capacity development for inclusion and well-being; substantive equality for sustainable forest development; inclusive governance; culture of peace and violence-free environments; and institutional strengthening within CONAFOR. Through these components, the strategy promotes affirmative actions to improve women’s access to forest incentives, technology, technical assistance, and markets; strengthen women’s leadership and participation in community and sectoral governance bodies; and incorporate measures to prevent gender-based violence and discrimination within forest territories and institutional environments.

The current CONAFOR Operating Rules operationalizes many of these principles. The Operating Rules establish inclusion criteria and prioritization mechanisms for women, Indigenous Peoples, Afro-Mexican populations, and other vulnerable groups within forest support schemes. They also promote women’s

participation in technical training, community forestry, restoration activities, and sustainable production projects. Several support categories include explicit scoring criteria or prioritization mechanisms favoring projects led by women or projects demonstrating inclusive governance structures. In addition, the Rules incorporate safeguards provisions requiring compliance with social and environmental standards and alignment with CONAFOR's safeguards framework (CONAFOR, 2026).

3.1.5. Rural Development and Agrarian Governance Framework

The agricultural and rural development sectors have also strengthened gender mainstreaming in recent years. SADER currently implements the Farmer Field Schools model as part of its rural extension and agroecological transition strategy. These schools promote participatory learning, community-based innovation and sustainable production practices while incorporating gender perspectives through targeted participation of women producers, leadership strengthening and inclusion of women in technical and organizational processes (SADER, 2025a; 2025b). The model recognizes that women often face differentiated barriers in access to technical assistance, productive inputs and decision-making spaces and therefore seeks to strengthen their agency and participation in local food systems and climate resilience processes.

Likewise, the Sustainable Rural Development Law (LDRS) incorporates gender equality and women's inclusion as part of Mexico's rural development policy framework. Article 15 establishes equity and social inclusion as guiding principles of sustainable rural development, while Article 118 promotes the participation of women and vulnerable groups in economic and productive development processes within rural territories. Article 144 further establishes that training, technical assistance, and technology transfer programs must contribute to improving the capacities and productive participation of rural women. In addition, Article 154 mandates public authorities to promote the incorporation of women into productive activities, training processes, rural organizations and decision-making spaces, and Article 162 recognizes rural women as priority subjects of public policy, requiring the implementation of programs aimed at improving their access to productive resources, financing, technical assistance, and organizational participation.

Also, the Agrarian Law incorporates multiple provisions aimed at strengthening gender equality, women's participation and substantive equality within agrarian governance and rural development processes. Article 4 establishes that the Federal Executive shall promote the integral and equitable development of the rural sector through productive and social actions implemented with a gender perspective and aimed at improving the well-being and participation of the population under conditions of equality and parity. Article 12 further recognizes both women and men as holders of ejido rights, thereby affirming women's legal status as *ejidatarias*. In matters of governance, Article 37 establishes that the candidacies for positions within ejido commissariats and supervisory councils must be integrated under the principle of gender parity and that auxiliary commissions and secretariats must also comply with parity criteria, strengthening women's participation in agrarian decision-making structures. Additionally, Article 63 grants protection to the Women's Agricultural and Industrial Unit (UAIM) as part of the lands reserved for community development within ejidos, while Article 71 establishes that ejidos may reserve land specifically for UAIMs to support productive, mutual assistance and economic development activities carried out by women within agrarian communities. Finally, Article 108 authorizes ejidos and communities to establish enterprises for the sustainable use of natural resources and explicitly recognizes the participation of organized groups of rural women, while also allowing women from agrarian nuclei to organize themselves into UAIMs and federations thereof.

The current policy framework also reflects increasing attention to intersectionality and differentiated vulnerabilities. The 2024 constitutional reform on Indigenous and Afro-Mexican Peoples strengthened recognition of collective rights and participation, while public policy instruments increasingly incorporate intersectional approaches recognizing the differentiated conditions affecting Indigenous women, Afro-Mexican women, young women, and women living in conditions of poverty. This aligns with the broader shift in Mexico toward a human rights-based approach to public policy and data generation, including the production of disaggregated information for monitoring inequality and discrimination.

3.2. International commitments

Mexico is party to a broad range of international and regional instruments related to gender equality, women's rights, non-discrimination, climate change, Indigenous Peoples' rights, environmental governance, and participation. Annex 2 to this GAAP provides an overview of these instruments. These commitments constitute an essential normative basis as they establish obligations related to substantive equality, participation, safeguards, prevention of GBV, access to natural resources, and inclusive climate action. The current Mexican legal and institutional framework reflects a progressive harmonization between these international commitments and national legislation, public policy, and sectoral governance.

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

At the international level, one of the principal instruments guiding gender equality policy in Mexico is the CEDAW, ratified by Mexico in 1981. Through the constitutional reform of 2011, CEDAW acquired constitutional hierarchy under Article 1 of the Constitution, requiring all public authorities to align legislation, policies, and programs with its provisions. CEDAW establishes obligations to eliminate discrimination against women in political, economic, social, cultural, and rural contexts, including equal access to land, participation in development planning and access to public services. Particularly relevant is Article 14, which recognizes the specific rights of rural women and calls on States to ensure their participation in rural development processes and equal access to productive resources, credit, training, and community activities (United Nations, 1979).

Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belém do Pará Convention)

Mexico is also party to the Belém do Pará Convention, ratified in 1998. This convention constitutes the principal regional instrument on violence against women and establishes the obligation of States to prevent, investigate and sanction gender-based violence in both public and private spheres. The convention has strongly influenced the development of Mexico's legal framework on violence against women, particularly the General Law on Women's Access to a Life Free of Violence. Belém do Pará supports the integration of prevention and response measures for GBV and SEAH within grievance redress mechanisms and participation processes (Organization of American States, 1994).

Beijing Declaration and Platform for Action

Mexico has additionally committed to the principles of the Beijing Declaration and Platform for Action adopted during the Fourth World Conference on Women in 1995. The Beijing Platform for Action established strategic objectives related to women and the environment, women and poverty, institutional mechanisms for the advancement of women, and women in decision-making. Mexico continues to report periodically on implementation progress through national review processes coordinated by federal gender institutions (United Nations, 1995). The principles of gender mainstreaming and intersectionality promoted

through the Beijing Platform have influenced the development of PROIGUALDAD, climate policy, and forest sector inclusion strategies.

2030 Agenda

The implementation of the 2030 Agenda is another central pillar of Mexico's international commitments. Mexico adopted the 2030 Agenda for Sustainable Development in 2015 and has incorporated the Sustainable Development Goals (SDGs) into national planning and policy frameworks. SDG 5 promotes women's full participation, equal access to economic resources, recognition of unpaid care work, and the elimination of violence and discrimination. Mexico has institutionalized monitoring mechanisms for SDG implementation through interinstitutional coordination platforms and national indicator systems (United Nations, 2015).

Indigenous and Tribal Peoples Convention, 1989 (ILO Convention 169)

Mexico has also strengthened its commitments regarding Indigenous Peoples and participation rights. The country ratified the ILO Convention 169 in 1990, thereby recognizing obligations related to consultation, participation, cultural identity, and collective rights. Convention 169 establishes that Indigenous Peoples must participate in decisions affecting their territories and natural resources and requires culturally appropriate consultation procedures. (International Labour Organization, 1989).

United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)

Mexico additionally endorsed the UNDRIP, which reinforces rights related to self-determination, participation, traditional knowledge and Free, Prior and Informed Consent (FPIC). These principles are reflected in Mexico's recent constitutional reforms strengthening the rights of Indigenous and Afro-Mexican Peoples.

United Nations Framework Convention on Climate Change (UNFCCC)

In environmental governance, Mexico is party to the UNFCCC, ratified in 1993, and the Paris Agreement, ratified in 2016. These instruments provide an overarching framework for REDD+ implementation and climate finance. Mexico has incorporated gender considerations progressively within its climate commitments, including through its NDCs, which recognize differentiated vulnerabilities and the need for inclusive adaptation and mitigation approaches (SEMARNAT, 2025). Mexico also participated actively in the development of the Cancun Safeguards adopted at COP16 in Cancun in 2010. These safeguards explicitly call for respect for the rights and knowledge of Indigenous Peoples and local communities, full and effective participation, transparent governance and consistency with biodiversity conservation and social inclusion objectives (UNFCCC, 2011).

Convention on Biological Diversity (CBD),

The CBD, ratified by Mexico in 1993, promotes biodiversity conservation while recognizing the role of traditional knowledge and participation of Indigenous and local communities. The CBD Gender Plan of Action and the Kunming-Montreal Global Biodiversity Framework further reinforce the integration of gender equality into biodiversity governance and ecosystem management processes (Convention on Biological Diversity, 2022).

Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean (Escazú Agreement)

Mexico is additionally party to the Escazú Agreement, which entered into force for Mexico in 2021. The Escazú Agreement establishes obligations regarding access to environmental information, participation in

environmental decision-making and access to justice, while also recognizing the need to protect environmental human rights defenders (ECLAC, 2018).

Inter-American Level Conventions

At the inter-American level, Mexico has also ratified the Inter-American Convention against Racism, Racial Discrimination and Related Forms of Intolerance and the Inter-American Convention against All Forms of Discrimination and Intolerance, both of which reinforce obligations related to equality, non-discrimination, and intersectionality. These instruments are relevant for addressing the differentiated conditions affecting Indigenous women, Afro-Mexican women and women living in rural and forest-dependent territories (Organization of American States, 2013a; 2013b).

3.3. Institutional framework

Mexico's institutional framework for gender equality and social inclusion has evolved significantly over the last decade and, as of 2026, reflects an increasingly integrated approach linking human rights, climate action, rural development, environmental governance, and social inclusion.

Gender Equality

At the federal level, the principal institution responsible for coordinating national gender equality policy is the Ministry of Women, which represents the most recent institutional evolution of Mexico's national gender machinery. Building upon the previous work of the National Institute for Women (INMUJERES), the Ministry coordinates the implementation of PROIGUALDAD and the Women's Sectoral Program 2025–2030, promotes gender mainstreaming across public administration and provides technical guidance for integrating substantive equality and intersectionality into sectoral policies; also plays an important role in monitoring compliance with national and international gender commitments and coordinating interinstitutional actions related to violence prevention, economic empowerment, and women's participation in decision-making. Complementarily, the Ministry of Women also plays a central role in coordinating Mexico's emerging National Care System, which has become an increasingly important component of the country's substantive equality agenda. The strengthening of the care policy framework reflects growing recognition that unpaid care and domestic work constitute structural barriers limiting women's participation in economic activities, community governance, climate initiatives and decision-making spaces, particularly in rural and forest-dependent territories (ECLAC, 2022). Operational coordination of gender mainstreaming is further articulated through the National System for Equality between Women and Men, which coordinates 51 federal public administration institutions to ensure the transversal integration of gender perspectives across public policy. As of 2026, the Gender Equality Units (UIGs) established within federal institutions function as strategic operational mechanisms for implementing the sectoral program, strengthening institutional coordination, gender-responsive planning and accountability across sectors.

Environmental and Climate Governance

Within the environmental sector, SEMARNAT serves as the lead institution responsible for environmental and climate policy and oversees the implementation of Mexico's climate commitments, including REDD+ in coordination with CONAFOR. SEMARNAT has progressively incorporated gender equality into climate and environmental governance through policy instruments such as the National Climate Change Strategy and the Special Climate Change Program (PECC). Gender mainstreaming within SEMARNAT has also been strengthened through institutional coordination with the Ministry of Women and through the

incorporation of gender-responsive approaches into climate adaptation, biodiversity conservation and territorial planning initiatives (SEMARNAT, 2025).

Other environmental institutions also contribute to the gender and safeguards framework. The National Commission for Protected Natural Areas (CONANP) integrates gender considerations into biodiversity conservation and community participation processes in protected areas, while the National Institute of Ecology and Climate Change (INECC) contributes to climate policy research, data generation and policy evaluation.

Indigenous Peoples' Rights and Participation

Another institution of major relevance is the National Institute of Indigenous Peoples (INPI), which plays a key role in promoting the rights, participation, and inclusion of Indigenous Peoples within development and environmental governance processes. INPI leads and participates in consultation processes, territorial governance initiatives, and interinstitutional coordination related to Indigenous rights, traditional knowledge and participation in climate and environmental policies.

Rural Development

The agricultural and rural development sector also plays a strategic role in gender-responsive climate and territorial governance. SADER has progressively integrated gender perspectives into rural extension and agroecological transition processes. One of the most relevant current models is the implementation of Farmer Field Schools, which constitute a participatory rural extension model that strengthens sustainable agriculture, food sovereignty, and climate resilience through community-based, hands-on learning. They build farmers' capacities through experimentation, peer learning, and technical support adapted to local conditions, while promoting agroecological practices, improved resource management, and sustainable rural livelihoods. Gender equality and women's participation constitute increasingly important components within the implementation of Farmer Field Schools. SADER has promoted the active participation of women both as technical facilitators and as beneficiaries of community learning processes, recognizing their central role in food production, agroecological transition and rural development. The strategy also seeks to reduce structural barriers affecting rural women's access to technical assistance, productive knowledge, and participation spaces, while strengthening women's leadership, economic autonomy, and organizational capacities in rural territories (SADER, 2025a; 2025b).

Other Supporting Institutions

At the social policy and anti-discrimination level, the National Council to Prevent Discrimination (CONAPRED) contributes to the promotion of equality and non-discrimination through policy recommendations, monitoring, and awareness actions, while the National Council for the Evaluation of Social Development Policy (CONEVAL) generates poverty and social inequality indicators that are critical for identifying gender and territorial disparities. Similarly, the National Institute of Statistics and Geography (INEGI) plays a central role in generating sex-disaggregated and intersectional data needed for monitoring safeguards, participation, and benefit-sharing outcomes.

At the territorial level, ejidos, agrarian communities and community assemblies remain fundamental governance institutions because they constitute the primary decision-making spaces for forest management and participation in forest and climate programs. However, the institutional framework also recognizes persistent barriers to women's participation within these structures, including unequal land tenure, cultural norms, and unpaid care burdens. Consequently, current gender strategies increasingly emphasize strengthening women's participation and leadership in community governance and territorial decision-making.

Gender Mainstreaming and Institutional Strengthening within CONAFOR

The National Forestry Commission is responsible for forest policy implementation, REDD+ coordination, and forest-related incentive programs. As mentioned above, current institutional framework is significantly reinforced by the adoption of the National Gender and Inclusion Strategy for the Forest Sector 2025–2030, which provides a dedicated operational roadmap for integrating gender equality into community forestry, restoration, forest governance, and technical assistance (CONAFOR, 2025a).

The ENGISF is based on a diagnostic assessment identifying persistent structural, cultural, and institutional barriers affecting women in forest territories. The strategy highlights unequal access to land tenure and agrarian rights, limited participation in community governance and decision-making spaces, unequal access to forest incentives and productive resources, disproportionate unpaid care burdens, persistent gender stereotypes within forest activities and differentiated vulnerability to climate change and environmental degradation. It also recognizes that Indigenous, Afro-Mexican, and rural women continue to face intersecting forms of exclusion that limit their participation in sustainable forest management, climate action and access to economic opportunities within the forest sector (CONAFOR, 2025a).

In response to these challenges, the ENGISF strengthens internal institutional mechanisms through the Gender and Inclusion Unit (UGI), which is responsible for coordinating gender mainstreaming efforts, supervising the incorporation of gender perspectives into institutional instruments, and promoting organizational and operational changes both within CONAFOR offices and field operations. Operationally, the ENGISF is linked to CONAFOR's Operating Rules. The strategy also promotes institutional cultural transformation through mandatory gender training for technical and operational staff, the use of inclusive language, implementation of labor equality and non-discrimination standards and actions aimed at strengthening parity and work-life balance within CONAFOR itself. In addition, implementation is supported through gender-responsive budgeting mechanisms associated with Annex 13 of the Federal Expenditure Budget, which earmarks federal resources for substantive equality actions.

The operationalization of these commitments is reflected in the current CONAFOR's Operating Rules 2026 within the Sustainable Forest Development for Wellbeing Program (*Programa de Desarrollo Forestal Sustentable para el Bienestar*), which constitutes one of the most advanced institutional frameworks developed by CONAFOR to mainstream gender equality, social inclusion, and differentiated participation in the implementation of forest policy. Rather than treating gender and inclusion as isolated social criteria, the Operating Rules integrate these approaches across the programmatic structure, operational procedures, eligibility criteria, technical assistance mechanisms, territorial governance arrangements and support concepts of the program. This institutional approach reflects the progressive evolution of CONAFOR's operational framework over the last decade, moving from isolated social targeting mechanisms toward a broader model based on substantive equality, interculturality, differentiated participation and inclusive forest governance (CONAFOR, 2026). Section 4 below includes an analysis on the progressive inclusion of gender-related aspects into the Operating Rules.

The Operating Rules define gender perspective as a methodology aimed at identifying, questioning, and transforming discrimination, inequality and exclusion affecting women, while affirmative actions are defined as temporary corrective, compensatory or promotional measures intended to accelerate substantive equality between women and men. In parallel, the rules define gender equality as a condition in which women and men access resources, participation spaces, decision-making processes, and benefits under equal conditions. This conceptual framework is operationalized throughout the program through differentiated incentives, eligibility conditions, affirmative actions, participation requirements and governance mechanisms that seek to reduce structural barriers affecting women, Indigenous Peoples, Afro-

Mexican peoples, youth, and other groups historically excluded from forest-sector decision-making and productive opportunities (CONAFOR, 2026).

The institutional framework of the Operating Rules explicitly links forest policy implementation with national and international commitments related to human rights, gender equality, and inclusion. The program incorporates principles derived from the Political Constitution, the LGDFS, LGCC, LGIHM, the General Law on Women's Access to a Life Free of Violence and international instruments such as CEDAW and the Sustainable Development Goals, particularly SDG 5 on gender equality and women's empowerment. The rules also incorporate references to Indigenous and Afro-Mexican peoples as collective rights holders and recognize the importance of culturally appropriate participation, territorial governance, and community decision-making systems within forest management processes (CONAFOR, 2026).

One of the most significant advances of the 2026 Operating Rules is that gender and inclusion are not limited to isolated support concepts but are mainstreamed throughout the operational architecture of the program. The rules establish that information, technical assistance, outreach activities, training and communication with beneficiaries must be conducted using inclusive and non-sexist language. Similarly, they institutionalize social equity and inclusion criteria within technical evaluations and prioritization mechanisms in order to facilitate access to support for women, Indigenous Peoples, Afro-Mexican peoples, youth, community organizations and vulnerable groups.

The Operating Rules also incorporate differentiated operational mechanisms intended to reduce participation barriers faced by women in forest activities and territorial governance. Among the most innovative affirmative actions is the "Care for Equality" mechanism (*Cuidados para la Igualdad*), which allows part of the financial support to be used to cover childcare, care for older persons, sick family members or dependent persons while women participate in forest-sector activities, training, governance spaces or productive projects. This measure recognizes unpaid care work as a structural barrier limiting women's participation in the forest sector and introduces operational tools to facilitate their participation in community governance, productive activities, and territorial decision-making.

Additional affirmative measures incorporated into the Operating Rules include the recognition of Agrarian Industrial Units for Women certificates issued by the National Agrarian Registry as valid proof of land possession or agrarian rights, as well as flexible payment mechanisms allowing groups of women without bank accounts to designate representatives from their assemblies to receive support on their behalf. These provisions are particularly relevant in rural and Indigenous territories where women frequently face barriers related to land tenure formalization, financial inclusion, and access to banking services.

The mainstreaming of gender and inclusion is especially visible in Component I: Community Forest Management and Value Chains. Within this component, governance, productive organization, community forestry enterprises and women-led productive initiatives receive differentiated incentives and prioritization criteria. Under support concept MFC.3 related to governance and community development, seminars, exchanges, and capacity-building activities explicitly recognize Women Forest Enterprises (EFM) and women's groups as eligible beneficiaries. In addition, prioritization criteria assign the highest scores when Community Forest Brigades are composed exclusively of women or when women act as extensionists or technical advisors.

The value-chain and forest industry support concepts also incorporate strong affirmative actions for women's participation. Under ATM.4, support is provided for the legal establishment and formalization of EFM composed of at least five women members. Additional prioritization points are granted when

proposals are submitted by women-led enterprises or women producers. Similarly, ATM.5 related to forest industry investments establishes differentiated financing ceilings for EFM and prioritizes women-led projects within timber and non-timber value chains. These measures seek not only to facilitate women's participation as beneficiaries, but also to strengthen their role in community enterprises, productive transformation, market access, and forest-based economic activities.

One of the clearest examples of affirmative action within the Operating Rules is ATM.6, which establishes a support concept specifically directed at productive forest projects for women. This support includes differentiated financing schemes for EFM and women's participatory groups, as well as dedicated resources for care-related expenses under the "Care for Equality" mechanism. Under ATM.6.3 Forest Project Incubator for Women, the component also includes, for the first time in the history of CONAFOR's Rules of Operation and as an innovative mechanism to promote and strengthen women's participation in the forest sector, business incubation support for women-led productive initiatives and incorporates operational flexibility by exempting some initial technical requirements, such as shapefiles or documentation related to raw material sourcing, during early application stages. These measures reduce technical and administrative barriers that frequently limit women's access to productive support programs. It also includes a support model through technical advisors for women's groups, with the aim of strengthening their project ideas and advancing the incubation process toward consolidation and scaling.

The Restoration Component also integrates affirmative actions and differentiated participation mechanisms. Under RF.1, the production of forest plants by women's groups is recognized as an eligible activity linked to restoration projects. Restoration projects incorporating women's groups receive additional prioritization points, while up to 20% of total project costs or annual ceilings may be allocated to care-related support activities. This integration is significant because it connects women's participation not only with productive activities, but also with ecological restoration, biodiversity conservation, and climate adaptation actions.

The Environmental Services Component similarly incorporates differentiated participation incentives. Within Payment for Environmental Services, ejidos and communities receive additional prioritization points if they commit to implementing productive projects in which at least 80% of participants are women. Women-led projects may also receive additional financial support for care-related activities. Under local financing mechanisms for environmental services, prioritization criteria recognize projects led by women, projects involving women in governance structures and projects explicitly designed to strengthen women's productive participation and territorial involvement.

The Protection Forest Component incorporates some of the strongest operational incentives for women's participation in technical and field activities traditionally dominated by men. Under phytosanitary treatment activities, additional prioritization points are assigned when women act as technical advisors, when at least 30% of contracted personnel are women or when applicants are women or youth. Similar incentives are incorporated into sanitation brigades and fire-management brigades, including additional economic incentives for women brigade members and prioritization points for projects integrating women into operational teams and governance structures.

The fire-management brigade component is particularly important because it explicitly seeks to increase women's participation in forest-fire prevention and management activities. The Operating Rules establish fixed financial support for "Care for Equality" activities and assign the highest prioritization scores to brigades including at least three women members. These provisions contribute to challenging traditional

gender roles in forest protection activities and promote women's participation in technical, operational, and territorial-risk management functions.

The Capacity Building Component further strengthens the gender-responsive and inclusive orientation of the program. Courses, workshops, and forums must ensure that at least 30% of participants are women, while support concepts related to ecotechnologies, technological innovation and productive training incorporate additional prioritization criteria for women's groups and youth organizations. Some modalities specifically target groups or enterprises composed of women or young people, reinforcing intergenerational participation and inclusion in innovation and forest entrepreneurship processes.

Beyond gender equality, the Operating Rules also incorporate differentiated participation mechanisms for Indigenous Peoples and Afro-Mexican peoples. The rules recognize the need to respect collective rights, community governance systems, cultural diversity, and territorial representation structures. Indigenous and Afro-Mexican communities may accredit legal representation through community authorities or traditional governance systems recognized by applicable legislation. The rules also incorporate culturally appropriate participation principles and acknowledge that forest governance and productive activities occur within territories characterized by cultural diversity, collective land tenure and community-based natural resource management systems.

The Operating Rules further strengthens the participation of youth through differentiated support concepts, innovation mechanisms, and productive incubation schemes. Several support concepts recognize youth participation as a prioritization criterion, particularly in productive projects, extension activities, technological innovation, and territorial entrepreneurship. This approach reflects increasing institutional recognition of intergenerational continuity as a key condition for sustainable forest management, community governance, and long-term territorial resilience.

An additional strength of the 2026 Operating Rules is the integration of safeguards, human rights, and inclusive governance principles into operational implementation. The rules incorporate provisions related to transparency, participation, non-discrimination, environmental and social safeguards, grievance mechanisms, and prevention of involuntary restrictions affecting local populations. These elements align the program with broader safeguards frameworks associated with REDD+, climate finance, and international environmental and social standards.

The 2026 Operating Rules also contributes to strengthening women's participation in territorial decision-making and forest governance structures. By incentivizing women's participation in brigades, technical advisory roles, productive enterprises, environmental services projects and community governance activities, the rules progressively expand women's visibility and leadership within forest territories. This is especially relevant in ejidos and Indigenous communities where participation in forest governance has historically been dominated by men due to unequal access to land rights, representation structures and productive resources.

Institutional coordination is reinforced through intersectoral and participatory governance platforms. The National Forestry Council (CONAF) and state-level forestry councils provide spaces for stakeholder participation, consultation, and policy dialogue within the forest sector. In 2026, the institutional governance framework of CONAF also incorporated measures to strengthen women's representation and substantive equality in decision-making spaces through the adoption of parity criteria in its integration mechanisms. These measures align the forest sector governance framework with Mexico's broader constitutional principle of "parity in all" and seek to address the historical underrepresentation of women

in forest governance and policy dialogue spaces. Strengthening women's representation within CONAF contributes to more inclusive and gender-responsive decision-making processes and supports the incorporation of women's perspectives into forest policy, safeguards implementation and climate governance processes (CONAFOR, 2025a).

3.4. Gender equality in grievance redress mechanisms

Mexico has established a broad legal, institutional and safeguards framework to promote accountability, non-discrimination, inclusive participation, and access to grievance redress mechanisms in environmental, climate and forest governance processes. This framework is relevant to REDD+ implementation because it provides mechanisms for addressing complaints, disputes, exclusion, discrimination, and other social risks that may arise during project implementation, including risks related to gender inequality, GBV and SEAH.

The prevention of Gender-Based Violence in Mexico is grounded in a robust national legal and institutional framework and is progressively incorporated into environmental safeguards and social inclusion mechanisms associated with REDD+ implementation. Although REDD+ activities are not considered intrinsically linked to GBV risks, Mexico's safeguards instruments recognize that climate and forest interventions may unintentionally reinforce pre-existing inequalities or vulnerabilities if differentiated social conditions are not adequately addressed. Also, international safeguards standards, including those of FAO and GCF, require that grievance and accountability mechanisms be capable of preventing, identifying, and responding to potential cases of GBV and SEAH. Consequently, national safeguards frameworks emphasize the importance of preventing discrimination, exclusion, harassment, and other forms of violence that could affect women and vulnerable groups participating in territorial governance and forest-related activities.

Within the forest sector, potential GBV related risks are addressed through broader accountability, ethics, and safeguards systems implemented by institutions such as CONAFOR. These mechanisms include codes of conduct, citizen attention and grievance redress mechanisms, social oversight processes and institutional protocols aimed at promoting respectful, safe, and inclusive participation environments for beneficiaries, technical personnel, and community members. Such instruments also provide channels through which misconduct, discrimination, or violence-related concerns may be reported and addressed. In parallel, capacity-building and awareness-raising activities targeting operational staff, technical personnel and beneficiaries contribute to strengthening institutional capacities on gender equality, prevention of violence and culturally appropriate engagement practices within rural and forest territories.

In this context, Mexico's current grievance redress and accountability framework related to gender equality, safeguards and environmental governance combines constitutional protections, human rights institutions, administrative complaint mechanisms and sector-specific safeguards procedures. These mechanisms are particularly relevant because they constitute the institutional basis for addressing complaints, disputes, exclusion, discrimination, and potential risks related to gender inequality, GBV, participation and access to benefits.

At the constitutional level, Article 1 guarantees access to justice and protection against discrimination. Also, the constitutional legal framework recognizes the right of individuals to submit petitions before public authorities (Article 8), provided these are presented in writing and in a peaceful and respectful manner, while simultaneously obligating authorities to issue a response within a reasonable period of time. The Constitution also establishes that individuals may not seek justice through self-help measures and

guarantees access to prompt, complete, impartial, and free justice administered by competent judicial authorities.

At the national level, these guarantees are complemented by the General Law of Administrative Responsibilities, which establishes the legal framework governing misconduct and administrative offenses committed by public officials and, where applicable, private actors linked to serious administrative violations. The law defines principles that must guide public service conduct—including legality, integrity, impartiality, transparency, and efficiency—and establish procedures, sanctions, and typologies of administrative misconduct. It additionally requires public officials to submit asset and conflict-of-interest declarations as preventive measures against corruption and abuse of authority. The General Law on Women's Access to a Life Free of Violence establishes institutional responsibilities for prevention, attention, and sanction of violence against women. Complementarily, institutions such as the National Human Rights Commission (CNDH), CONAPRED, and specialized prosecutors' offices provide mechanisms for reporting discrimination, institutional violence, human rights violations, and gender-based violence. These mechanisms are particularly important for women living in rural, Indigenous, and forest-dependent territories, where structural barriers frequently limit access to justice and institutional response mechanisms.

In parallel, Mexico has strengthened institutional obligations related to transparency, participation, and environmental justice through the implementation of the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean. The Escazú Agreement establish the basis and reinforces the obligation to guarantee accessible, inclusive, and culturally appropriate grievance and participation mechanisms, including for women environmental defenders and Indigenous women participating in environmental governance processes (Article 5, 7, 8 and 9) (ECLAC, 2018).

Within the forest sector, CONAFOR has been operating the Citizen Attention Mechanism (MAC) since 2017 (CONAFOR, 2025b; n.d.). MAC functions as the principal institutional channel for receiving, processing, and responding to complaints, requests, suggestions, and grievances related to forest programs and services. The MAC can receive complaints related to exclusion from benefits, irregularities in program implementation, discrimination, safeguards concerns, and operational grievances associated with forest projects and public programs.

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 is guided by six operational principles: accessibility, cultural appropriateness, timeliness and effectiveness, equity, transparency, and feedback. These principles are aligned with international standards on grievance redress mechanisms and are consistent with the grievance redress principles and requirements promoted by FAO and GCF.

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 3. Citizen Attention Mechanism Channels

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: SIDECE: 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 (SIDECE). 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 public institutions.	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. Social media: X and Facebook	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 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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Source: Own elaboration based on publicly available information from CONAFOR's MAC.

The MAC provides an established institutional platform that serves as the main entry point for RBP project-related requests, feedback, complaints, and information inquiries. It includes multiple access channels, as well as procedures for registering, referring, and responding to submissions, with defined timelines for certain processes. (CONAFOR, n.d.).

During the inception phase, specific grievance arrangements for the project will be further refined including the development of a project-specific Conflicts, Feedback and Grievance Management Plan that builds on the MAC. Rather than creating a new mechanism, this plan will establish procedures to effectively manage, and track grievances, feedback, and concerns related to the project. The approach leverages existing institutional systems while aligning with FAO requirements and ESMF procedures, and will define improvements to ensure that the MAC is accessible, inclusive, culturally appropriate, gender-responsive, and capable of addressing project-related issues.

For activities supported under the RBP Proposal, CONAFOR will provide FAO with periodic reports on requests for information, complaints, grievances, and other submissions received through the MAC that are related to the implementation of the RBP. These reports will include information on the nature and status of cases, and response timelines. This reporting arrangement will enable FAO to monitor the handling of grievances, follow up on pending cases, support timely responses where necessary, and ensure that grievance resolution processes are implemented in a transparent, effective and gender-responsive manner.

In recent years, CONAFOR has strengthened institutional measures aimed at preventing sexual harassment, workplace harassment and gender-based violence, both within its internal labor environment and in its interactions with beneficiaries and forest communities participating in public programs. As part of its

institutional integrity and gender equality framework, CONAFOR has adopted and publicly disseminated a Pronouncement of Zero Tolerance to Sexual Harassment and Sexual Harassment Conducts, aligned with federal public administration standards and national integrity policies. This pronouncement establishes that acts of harassment, sexual harassment, discrimination, and gender-based violence are incompatible with public service ethics and institutional conduct standards and reaffirms the obligation of all personnel to promote respectful, inclusive, and violence-free environments (CONAFOR, 2025c).

These actions are complemented by the work of CONAFOR's Ethics Committee, a democratically constituted collegiate body within CONAFOR responsible for addressing complaints related to breaches of the Institution's Code of Ethics and Code of Conduct. It also issues recommendations to improve the organizational climate and the quality of public service, and identifies ethical risks to help prevent potential acts of corruption. Any person may submit a complaint to the Committee. Additionally there are certified counsellors ("*Personas Consejeras*") designated and trained to provide guidance, accompaniment and referral in cases related to workplace violence, harassment, and discrimination. Victims may submit a complaint through any of the following channels:

1. Counsellor: provides support and accompaniment to individuals who may have experienced sexual harassment or sexual abuse. Complaints are submitted by email.

Procedure:

- Serves as the first point of contact for the complainant.
- Refers the complainant to medical, psychological, or other support services, as needed.
- Provides guidance, advice, and support in documenting and describing the facts of the case.
- Refers complaints to the Ethics Committee and/or the Internal Control Body (OIC) within a maximum of three days.

2. Ethics Committee receives complaints either in person or by email.

Procedure:

- Receives both direct and anonymous complaints.
- Provides information and guidance on available response and resolution options.
- Issues recommendations and protective measures, as appropriate.
- May refer the complaint to the Internal Control Body (OIC) for investigation when warranted.

3. Internal Control Body: is the authority responsible for addressing complaints related to potential administrative misconduct by public servants. Channels to receive complaints include in person, email, and phone.

Procedure:

- Investigates and analyzes cases using a human rights and gender-responsive approach.
- In consultation with the complainant, adopts protective measures when appropriate.
- Determines administrative responsibility and, where applicable, imposes corresponding sanctions, including warnings, suspension, temporary disqualification, or dismissal from public service.

Regarding personal data protection, personal data provided by beneficiaries and other stakeholders will be protected and handled confidentially by CONAFOR in accordance with applicable data protection requirements and legal framework. Personal information collected through project implementation, subsidy programmes, grievance mechanisms, and other institutional processes will be used only for legitimate administrative, operational, reporting, and accountability purposes. Individuals have the right to access, review, correct, update, object to, or request the deletion of their personal data, as well as to restrict or withdraw consent for certain uses where applicable. Personal data will not be shared with third parties without consent except in cases authorized by law or required for the performance of official functions. Stakeholders who believe their data protection rights have been violated may submit a complaint through the appropriate transparency and data protection channels established by CONAFOR.

In parallel, during 2025 and 2026, CONAFOR continued implementing awareness-raising and capacity-building activities for operational and managerial personnel related to gender equality, prevention of harassment and sexual harassment, institutional ethics and inclusive workplace practices, in alignment with broader federal strategies promoting zero tolerance policies within public institutions. These processes contribute to strengthening institutional capacities for identifying, preventing and addressing risks associated with gender-based violence and unequal power relations within organizational and field-level operations, and serves as a vital complement to an active, accessible, and timely grievance redress mechanism.

At the operational level, important challenges remain for ensuring effective access to grievance mechanisms in forest-dependent territories. Rural and Indigenous women frequently face structural barriers associated with unequal land tenure, limited participation in community assemblies, lower access to information technologies, mobility restrictions, language barriers and fear of social stigmatization or retaliation. In many cases, grievance mechanisms are formally available but not fully accessible in practice for women and marginalized populations. These barriers are particularly relevant in community-based forest governance contexts where local power structures may influence access to participation and complaint processes.

In this context, the RBP proposal provides an important opportunity to strengthen gender-responsive safeguards and grievance management systems within REDD+ activities implementation. Through the Conflicts, Feedback and Grievance Management Plan to be developed for the MAC during the inception phase, the RBP should reinforce gender-sensitive grievance procedures that incorporate confidentiality, culturally appropriate communication, differentiated attention protocols and safe referral pathways for GBV and SEAH related cases. This includes ensuring that women—including Indigenous and Afro-Mexican women—can access grievance channels safely and without fear of retaliation, discrimination or revictimization.

The RBP should also strengthen outreach and communication strategies to ensure that women and marginalized groups are aware of available grievance mechanisms and understand how to access them. This may include multilingual communication materials, community-based outreach, collaboration with

women's organizations and strengthened territorial presence of operational personnel with knowledge of safeguards, a gender perspective, and the functioning of the grievance redress mechanism.

Finally, the integration of gender equality into grievance redress mechanisms should not be understood solely as a compliance requirement, but rather as a core element of inclusive climate governance and safeguards implementation. Strengthening gender-responsive accountability systems contribute to transparency, participation, institutional trust, and the effective protection of rights within REDD+ implementation processes. In this sense, Mexico's existing institutional and safeguards framework provides an important foundation for the implementation of the RBP Gender Action Plan, although continued strengthening of institutional capacities, territorial accessibility, and gender-sensitive operational procedures will remain necessary for ensuring effective implementation.

4. Strategic integration of gender equality and prevention of GBV in Mexico's REDD+ strategy

4.1. Efforts undertaken to mainstream gender equality in REDD+

Mexico's REDD+ process has progressively incorporated gender equality and social inclusion as cross-cutting dimensions of forest governance, safeguards implementation, stakeholder engagement, benefit-sharing, and climate action. Although gender mainstreaming in REDD+ did not emerge as a stand-alone process, it has evolved through the cumulative interaction of Mexico's REDD+ readiness phase, its national safeguards architecture, forest-sector policy reforms, participatory governance mechanisms and broader institutional commitments to substantive equality. As a result, women's participation, differentiated vulnerability, access to benefits, land tenure barriers, unpaid care work, and prevention of exclusion have become increasingly visible within the national REDD+ framework and within the operational instruments that support forest and climate policy implementation (CONAFOR, 2017a).

During the REDD+ readiness phase, gender equality was progressively integrated into the design of the ENAREDD+ and its associated safeguards instruments. ENAREDD+ recognizes that forest territories are not socially neutral spaces, and that women, Indigenous Peoples, Afro-Mexican communities, youth, and other groups may experience differentiated conditions in relation to land tenure, access to forest resources, participation in community governance and benefit distribution. In this context, women are recognized not only as potentially vulnerable stakeholders, but also as strategic actors in sustainable forest management, biodiversity conservation, restoration, climate resilience, transmission of traditional knowledge, non-timber forest value chains and territorial governance.

During the REDD+ preparation process, CONAFOR, with the support of the MREDD+ project, developed the Gender Action Plan for REDD+ Mexico, known as PAGeREDD+ (Aguilar & Castañeda, 2014). This plan was conceived as a dynamic guiding instrument to define the steps required to incorporate a gender perspective into the REDD+ mechanism in Mexico. It was prepared with the inputs, participation and consensus of diverse stakeholders linked to forest and gender issues, and its implementation was understood as the shared responsibility of a broad collective of actors, including government institutions, international organizations, academia, and civil society.

The objective of PAGeREDD+ was to ensure the mainstreaming of a gender perspective in the policies, programmes, institutional arrangements, and budgets linked to REDD+ in Mexico. Its structure followed the three phases established for REDD+: Phase I, capacity-building and preparation of ENAREDD+; Phase II, implementation of policies and measures; and Phase III, results-based payments. For each phase, the plan included strategies, lines of action, specific actions, and indicators. The objectives defined for each phase responded, to a large extent, to an analysis of the threats and weaknesses identified during consultation processes and workshops undertaken as part of REDD+ preparation. A synthesis of this analysis was included in the plan as a reference point before the description of its objectives and activities.

The PAGeREDD+ results matrix also included footnotes with suggestions and recommendations to guide implementation. In this sense, the plan provided an early framework for mainstreaming gender in REDD+ and anticipated several areas that Mexico would continue to strengthen in subsequent years, including women's participation in decision-making spaces, gender-responsive institutional capacities, differentiated access to forest programs, affirmative actions, capacity-building, gender-sensitive budgeting and the recognition of women's roles in forest governance, restoration, conservation and productive activities.

Table 4. Gender-related lines of action established in the National REDD+ Strategy

Component	Line of action	Specific gender-related line of action
Public policies and legal framework	1. Articulate and improve policies, instruments and regulations linked to REDD+ implementation.	1.2. Adjust the budget of programmes in sectors linked to REDD+ implementation to improve investment in forest activities in rural landscapes, in accordance with the objectives of forest legislation and promoting the well-being of forest owners, possessors and inhabitants, especially women and youth.
	2. Adapt sectoral policies to make use of and consolidate coordination spaces with a territorial approach.	2.4. Strengthen components related to the participation of rural women, youth, older persons, and specific groups in activities related to Sustainable Forest Management and value chains or networks in Indigenous and Afro-descendant peoples and communities, and local communities.
	3. Design and operate plans, programmes and public policies with a territorial and long-term approach that enables sustainable territorial management.	3.2. Develop long-term public policies for integrated territorial management that promote productive activities and limit activities that lead to land-use change, ensuring that they incorporate a gender perspective.
		3.4. Generate work programmes for priority regions that integrate a gender perspective and are implemented with the participation of federal, state, and municipal institutions, as well as civil society.
Financing schemes	1. Identify and manage financial alternatives that incentivize greater investment in REDD+-related activities within the framework of sustainable rural development.	1.2. Promote public, private, and social investment in activities that reduce pressure on forest ecosystems through fiscal and economic instruments and incentives, and new financing mechanisms that strengthen sustainable forest management, community value-added chains and networks, sustainable productive diversification, and risk management and mitigation, with emphasis on women, Indigenous population, youth, and older persons.
	3. Design and/or adapt economic and financial instruments and incentives to manage REDD+ financing resources, including benefit-sharing schemes.	3.4. Design and apply incentives in rural landscapes with forest activities to support productive and conservation activities that generate greater social benefits, ensure gender equality, and promote sustainable rural development, ensuring their accessibility and competitiveness.
Institutional arrangements	1. Strengthen, promote, and create local governance conditions as the basis for planning and operating REDD+ actions.	1.3. Strengthen planning, community participation and territorial coordination structures, as well as promote other local governance schemes defined by entities and regions according to their needs, culture, and levels of organization, guaranteeing the participation of women, youth and Indigenous Peoples in the cross-cutting planning and management of resources, with financial

		instruments that allow broad access to financing to achieve REDD+ objectives.
		1.7. Promote governance mechanisms with a gender perspective and full respect for customs and traditions for participatory territorial planning, implementation, and monitoring of activities at the local level, taking into account the actors involved.
Social participation and transparency	3. Promote and guarantee the participation of women, youth, older persons, and other specific groups in integrated territorial management processes.	3.1. Strengthen the inclusion and participation of women and specific attention groups in productive, conservation and restoration projects that are favorable to REDD+.
		3.2. Ensure compliance with legislation that already provides for the implementation of positive and compensatory measures to promote equal opportunities for women and specific attention groups in REDD+ implementation.
		3.3. Develop specific mechanisms to ensure the participation of women and specific attention groups in participation and decision-making platforms.
	4. Establish feedback, grievance redress, accountability and access-to-information mechanisms based on the principles of accessibility, efficiency, effectiveness, and transparency for actions carried out under ENAREDD+.	4.1. Analyze and assess the needs of Indigenous and Afro-descendant peoples and communities, women and other specific attention groups, and their ways of accessing information, as well as expressing and resolving conflicts related to REDD+, with the participation of relevant institutions.
Communication and capacity development	1. Design and implement a communication strategy that contributes to achieving REDD+ objectives, fostering social participation through a broad process of effective and multidirectional communication.	1.3. Design and implement communication strategies with ejidos and communities, taking into account cultural, ethnic, age and gender diversity.

Source: Own elaboration based on ENAREDD+.

This approach is consistent with the Cancun Safeguards, particularly those related to transparent and effective forest governance, respect for the knowledge and rights of Indigenous Peoples and local communities, and the full and effective participation of relevant stakeholders. While the Cancun Safeguards do not establish a separate gender safeguard, Mexico's interpretation and operationalization of these safeguards has progressively incorporated gender equality through the recognition that "full and effective participation" requires attention to the specific barriers faced by women in rural, Indigenous, and forest-dependent territories. This includes barriers associated with unequal agrarian rights, limited voice and vote in community assemblies, lower access to technical assistance and financing, unequal distribution of care

responsibilities, language barriers, mobility constraints and social norms that restrict women's participation in forest-sector decision-making (CONAFOR, 2017c).

The Second Summary of Information on the Addressing and Respect of REDD+ Safeguards in Mexico for the 2017–2022 period reports that gender equality was expressly addressed within Mexico's national interpretation and reporting on the Cancun Safeguards. Under constitutive element D3, the document states that gender equality is recognized and promoted in decision-making and must be guaranteed in the context of the design and implementation of ENAREDD+ (CONAFOR, 2024b).

A central achievement of Mexico's REDD+ readiness process was the development of a national safeguards architecture composed of the Strategic Environmental and Social Assessment, the Environmental and Social Management Framework and the Safeguards Information System. These instruments provided an institutional basis for identifying and managing social and environmental risks associated with REDD+ implementation, including risks related to gender inequality, exclusion from decision-making spaces, unequal access to benefits and the potential capture of REDD+ incentives by actors with stronger land tenure or institutional representation (CONAFOR, 2015; CONAFOR, 2019). The prior section already notes that these instruments identified gender inequality as a structural risk for REDD+ implementation, particularly in relation to unequal access to benefits, limited participation of women in decision-making spaces and gender gaps in land tenure.

The Second Summary of Information on how REDD+ Safeguards were Addressed and Respected in Mexico for the 2017–2022 period also documents concrete operational measures adopted during the reporting period. In 2017, within the Forests and Climate Change Project, CONAFOR carried out a diagnostic assessment of women's participation in the National Forest Fire Prevention Program to understand the conditions under which women participate directly and indirectly in fire-fighting activities. This is significant because forest fire prevention and combat have traditionally been male-dominated operational fields, and the diagnostic helped make visible women's roles and barriers in forest protection.

The same reporting period also shows an evolution from diagnosis to affirmative action. In 2022, CONAFOR established support concept MFCCC.4 for comprehensive productive projects for women and strengthened women's productive forest projects through the affirmative action "Care for Equality." This measure recognized and made visible unpaid care work as a barrier to women's participation and allowed resources to support care-related tasks. This arrangement is one of the most relevant institutional advances of the reporting period under constitutive element D3.

Gender mainstreaming in REDD+ was therefore linked to a broader safeguards logic: REDD+ actions must not reproduce or deepen existing inequalities in forest territories, and should contribute, where possible, to strengthening inclusive governance and equitable access to benefits. This is particularly relevant in Mexico, where a large proportion of forests are located in ejidos and agrarian communities, and where formal decision-making over land and forest resources is frequently tied to agrarian rights. Since women often have lower levels of formal land ownership or recognized agrarian rights, REDD+ implementation requires specific measures to ensure that participation and benefit-sharing are not limited only to formal landholders or male-dominated community structures.

Mexico's approach to gender mainstreaming in REDD+ has also been reinforced through the gradual transformation of CONAFOR's operational framework. Over time, CONAFOR's Operating Rules incorporated gender-related eligibility, prioritization, and affirmative action criteria, moving from isolated measures toward a more systematic integration of gender equality across forest support programs

(CONAFOR, 2026). This operational evolution is especially important because REDD+ implementation in Mexico relies heavily on existing national forest policy instruments, including incentives for sustainable forest management, restoration, payment for environmental services, community forestry, forest protection, productive projects, and capacity-building. The integration of gender criteria into these instruments therefore represents a concrete mechanism through which REDD+ objectives can be implemented in a gender-responsive manner.

Table 5. Progressive incorporation of affirmative actions for women in CONAFOR's Operating Rules

Year	Affirmative action or gender-related measure	Relevance for women's participation in forest activities
2010	Additional points for women were incorporated into CONAFOR's Operating Rules.	Established an early affirmative action mechanism to improve women's access to forest support programmes by increasing the competitiveness of applications submitted by or involving women.
2011	The guidelines for ML-PES granted additional points to applications submitted by women.	Strengthened women's access to Payment for Environmental Services schemes, supporting their participation in conservation incentives and forest ecosystem management.
2011	Start of Annex 13, "Expenditures for Equality between Women and Men".	Created a federal budgetary basis for tracking and supporting public expenditure aimed at advancing gender equality, including in sectors relevant to rural and forest development.
2017	Creation of Productive Forest Projects for Women in the Operating Rules.	Introduced a specific support concept for women, promoting their participation in forest-based productive activities, value chains and income-generating initiatives.
2018	Additional points were granted to applications submitted by women for phytosanitary treatments.	Promoted women's participation in forest health activities, including actions related to prevention, control and management of pests and diseases affecting forest ecosystems.
2022	Incorporation of the affirmative action "care for equality" within comprehensive productive projects for women.	Recognized unpaid care responsibilities as a barrier to women's participation and introduced care-sensitive measures to facilitate their engagement in productive forest projects.
2023	Prioritization criteria were introduced for Payment for Environmental Services proposals linked to women's productive projects and groups composed of at least 60 percent women.	Strengthened the connection between conservation incentives and women-led productive initiatives, while promoting collective participation of women in PES-related activities.
2024	The "care for equality" affirmative action was established as a good practice linked to the Guide of Best Management Practices under Payment for Environmental Services.	Consolidated care-sensitive approaches as part of good forest management practices, helping to reduce participation barriers for women in conservation and PES activities.
2025	Prioritization criteria were introduced for Payment for Environmental Services proposals linked to women's productive projects and groups composed of at least 80 percent women.	Increased the threshold for women's collective participation, reinforcing women's leadership and representation in conservation-linked productive initiatives.
2026	"Care for equality" affirmative actions were incorporated into several support schemes, including Forest Restoration, Payment for	Expanded care-sensitive affirmative actions across key forest programmes, facilitating women's participation in conservation, restoration, forest health, fire

	Environmental Services, Forest Health Brigades, Rural Fire Management Brigades, courses and workshops, and community forestry extension.	management, capacity-building, and community forestry processes.
2026	Creation of the support concept for women's project incubators.	Established a dedicated mechanism to support women from the early stages of project development, reducing technical and administrative entry barriers and strengthening women's access to future forest-related productive opportunities.

Source: Own elaboration based on CONAFOR'S ROP.

The current operational framework reflects several types of gender-responsive measures. First, it includes prioritization criteria for women-led initiatives, women forest enterprises, women's groups and projects that demonstrate inclusive governance arrangements. Second, it incorporates specific affirmative actions designed to reduce structural barriers to participation, such as the "Care for Equality" mechanism, which recognizes unpaid care work as a constraint on women's participation in training, productive activities, and governance spaces. Third, it promotes women's participation in areas traditionally dominated by men, including forest-fire brigades, phytosanitary treatment, technical advisory roles, community forestry enterprises and forest value chains. Fourth, it strengthens women's participation in restoration, environmental services, ecotechnologies, capacity-building, and productive incubation processes (CONAFOR, 2026). These measures are directly relevant to REDD+ because they connect women's participation with mitigation, restoration, forest conservation, sustainable livelihoods, and territorial resilience.

As described in detail in previous section 3.3, CONAFOR support programs have integrated gender-responsive features embedded in both the general framework and the specific support schemes (activities), these include those to be implemented under the RBP project (productive reconversion for SPS, PES, and women-led productive projects). The general and activity-specific gender-related prioritization criteria included in CONAFOR's 2026 Operating Rules is listed, as follows.

General gender-related criteria applicable to all CONAFOR's support programs:

- Priority for applications submitted by women or by groups that include women among their owners or legal representatives.
- Priority for young applicants (18–29 years old), including young women participating in collective organizations.
- Priority for Indigenous Peoples and Afro-Mexican communities, recognizing the intersection between gender and social inclusion.
- Additional financial support through affirmative care measures to facilitate women's participation.

Activity-specific gender-responsive criteria for activities to be supported by the RBP project, include:

Productive Reconversion:

- Priority for projects led by women, including forest nurseries, production of plants linked to productive activities, and rainwater harvesting systems.

Productive Projects for Women:

- Program specifically designed to strengthen women's forest enterprises and entrepreneurship.
- Priority for projects involving young women (18–29 years old).
- Priority for women's groups with previous experience working collectively.
- Includes a Forest Project Incubator that provides technical assistance to women's groups to develop viable business initiatives.
- Provides dedicated funding for affirmative care measures to facilitate women's participation.

Payment for Environmental Services (PES):

- Priority for productive projects implemented with at least 80 percent participation by women.
- Requires identification of women participating in conservation activities.
- Allows up to 20 percent of the productive project budget to be allocated to affirmative care measures that support women's effective participation.

Overall, these programs go beyond ensuring women's eligibility by incorporating incentives for women's leadership, entrepreneurship, participation in decision-making, and measures that address the care-related barriers that often limit their participation in sustainable forest management activities. In addition, capacity-building activities were implemented, including a gender and forest development workshops for forest fire protection personnel and awareness-raising for state management offices on women's human rights and Indigenous Peoples' rights. These actions demonstrate that gender mainstreaming was not limited to beneficiary targeting, but also included institutional capacity-building, technical personnel and operational areas directly linked to REDD+ implementation.

The creation of the National Gender and Inclusion Strategy for the Forest Sector 2025–2030 further strengthens the integration of gender equality into REDD+ implementation. Although this strategy is broader than REDD+, it is highly relevant to the RBP proposal because it provides CONAFOR with a dedicated roadmap to address the same structural barriers identified during the REDD+ readiness process: unequal land tenure, limited access to subsidies and technical assistance, low representation in forest governance bodies, gender stereotypes in forest activities, unpaid care burdens and differentiated vulnerability to climate change. The strategy also reinforces the shift from viewing women only as vulnerable beneficiaries toward recognizing them as forest-sector actors, decision-makers, entrepreneurs, restoration agents, technical participants, and climate leaders. The previous section already establishes that the strategy recognizes structural, cultural, and institutional barriers affecting women in forest territories, including unequal land tenure, restricted participation in assemblies, unpaid care burdens and restricted access to technical and financial resources (CONAFOR, 2025a).

The strategic integration of gender equality in REDD+ also aligns with the Green Climate Fund Gender Policy and FAO ESS 6. The GCF Gender Policy requires climate finance to be gender-responsive, to identify gender-differentiated impacts, to promote women's participation, and to ensure equitable access to benefits. FAO ESS 6 similarly requires the promotion of gender equality, prevention of discrimination, identification of gender-based risks and prevention of gender-based violence, sexual exploitation, abuse, and harassment. Mexico's REDD+ framework has progressively developed the institutional and operational conditions to meet these requirements through safeguards instruments, gender-responsive forest rules, participatory mechanisms, grievance channels, sex-disaggregated monitoring commitments and institutional strengthening within CONAFOR.

In addition, gender mainstreaming in REDD+ has been supported by the increasing convergence between forest policy, climate policy, rural development policy, and gender equality policy. Women's participation

in REDD+ is not limited to forest conservation activities, but is linked to broader rural development processes, including sustainable productive systems, agroecological transition, forest value chains, restoration, environmental services, and community-based territorial planning. This is important because many women in forest landscapes participate in diversified livelihood systems that combine agriculture, livestock, non-timber forest products, care work, household food security, restoration activities and community organization. A gender-responsive REDD+ strategy must therefore recognize women's multiple roles within forest and rural economies and avoid narrowing participation only to formal landholders or timber-sector actors.

Overall, Mexico's REDD+ readiness process and subsequent forest-sector reforms demonstrate a progressive institutional trajectory toward gender mainstreaming. The country has moved from general recognition of participation and social inclusion toward more specific operational measures aimed at addressing the structural conditions that limit women's participation in forest governance and access to REDD+ benefits.

4.2. Women's participation in stakeholder engagement and consultations

Women's participation was progressively incorporated into REDD+ stakeholder engagement and consultation processes through Mexico's broader approach to participatory forest governance, safeguards implementation and social inclusion. During the REDD+ readiness phase, stakeholder engagement was understood as a core condition for legitimacy, effectiveness, and safeguards compliance, particularly because REDD+ actions are implemented in territories characterized by collective land tenure, Indigenous and community governance systems, differentiated access to information and historical inequalities in participation.

Within this context, women's participation was increasingly recognized as necessary to ensure that REDD+ planning and implementation reflected the needs, priorities, knowledge, and constraints of forest-dependent populations. This recognition was especially relevant in Mexico's forest governance context, where many formal decision-making spaces are organized around agrarian rights. In ejidos and communities, assemblies are central to decisions regarding land use, forest management, participation in public programs, and benefit distribution. However, because women have historically been underrepresented among formal agrarian rights holders, they may have limited voice and vote in these spaces, even when they contribute substantially to forest-related livelihoods, restoration activities, non-timber forest production, household economies and community organization.

Mexico's REDD+ readiness process was supported by one of the most extensive participatory and consultation processes developed for a national forest and climate policy instrument in the country. The final consultation process for ENAREDD+ involved 26,360 participants and included different modalities, such as virtual participation, questionnaires, thematic forums, state forums and Indigenous and Afro-descendant consultation spaces. Although the process was not designed exclusively as a women's consultation, its results show that women's participation and gender considerations formed part of the broader REDD+ readiness process and generated substantive inputs for the design and implementation of the strategy (CONAFOR, 2017b).

Women's participation in stakeholder engagement was particularly relevant for identifying social risks and barriers that could affect REDD+ implementation. Through the readiness process, Mexico identified that women may face limited participation in community assemblies, reduced access to information about forest programs, lower representation in forest governance bodies, restricted access to land and

productive resources, and lower capacity to benefit from programs where eligibility is linked to formal land tenure or institutional representation. These findings informed the safeguards approach and contributed to the recognition that REDD+ participation must go beyond formal invitations or general consultation spaces. Effective participation requires conditions that enable women to access information, attend meetings, express their views, influence decisions and benefit from REDD+ actions (CONAFOR, 2015; CONAFOR, 2017a; CONAFOR, 2017b; CONAFOR, 2019).

The results of the ENAREDD+ consultation process provide important evidence on how women and participating stakeholders understood gender equality in the context of REDD+. The inputs received went beyond general references to women's attendance in meetings and emphasized the need to transform decision-making structures, strengthen women's leadership, create incentives for women's involvement, simplify access to resources, improve access to justice and recognize women's differentiated roles in forest and rural economies.

Several consultation inputs highlighted that gender equality should not be understood only as numerical participation, but also as effective participation in decision-making. This observation is particularly relevant for REDD+, because community forest governance, benefit-sharing arrangements and territorial planning are frequently decided through formal or informal structures where women have historically had less voice and influence. The consultation therefore anticipated one of the core gender risks later reflected in REDD+ safeguards instruments: the risk that women may be present in participatory spaces but remain excluded from substantive influence over forest management, REDD+ priorities and benefit distribution.

The consultation also identified the need to strengthen women's leadership and empowerment through concrete and context-specific measures. Participants recommended promoting mechanisms to replicate experiences of women who had served as community commissioners and municipal presidents, as a means to strengthen gender equity and empowerment within ENAREDD+. This recommendation recognizes the strategic value of peer learning, role models, and territorial leadership experiences in overcoming gender stereotypes within rural and forest governance. It is also consistent with later institutional developments in CONAFOR, including the National Gender and Inclusion Strategy for the Forest Sector 2025–2030, which recognizes women as agents of economic development, biodiversity conservation and climate action, and promotes actions to strengthen women's leadership in forest governance and decision-making spaces.

The consultation further underscored the importance of institutional incentives and affirmative measures to increase women's participation. Participants noted that incentives were needed so that more women would be interested in participating in forest and reforestation programs. This recommendation has been progressively addressed through CONAFOR's operational framework, including gender-responsive prioritization criteria, differentiated support for women-led initiatives, affirmative actions incorporated into the Operating Rules and targeted support for women's productive projects.

Another important consultation result concerned the need to guarantee women's effective participation in institutional arrangements coordinating resources and actions for Indigenous Peoples, in accordance with community norms and practices. This input is particularly relevant for Indigenous and Afro-Mexican women, who may face intersecting barriers related to gender, ethnicity, language, territory, and internal community governance systems. The current policy and operational framework have advanced in this direction by recognizing the need for culturally appropriate participation, territorial governance, and community decision-making within forest management processes, while also incorporating differentiated measures for Indigenous Peoples, Afro-Mexican peoples, women and other historically excluded groups.

The consultation also called for meaningful representation of women in the National Forestry Council and other councils, in order to influence broader participation platforms at different levels. This recommendation anticipated later efforts to strengthen women's representation in forest governance bodies and aligns with Mexico's broader transition toward parity and substantive equality in public decision-making. It is directly relevant to REDD+, because councils and participatory platforms serve as institutional spaces for policy dialogue, safeguards discussion, feedback, and prioritization of forest-sector interventions.

Gender considerations were also integrated into federal REDD+ coordination platforms. In 2022, coordination was strengthened with INMUJERES, now the Ministry of Women, to incorporate a gender perspective into the actions of the REDD+ Working Group (GT-REDD+) of the Interministerial Commission on Climate Change. In that context, INMUJERES delivered the thematic session "Promoting Gender Perspective in the GT-REDD+", aimed at strengthening the capacities of group members to mainstream gender in their activities. The session addressed basic gender concepts, public policies for equality, gender perspective in territorial policy and gender mainstreaming in forest policies and was attended by 40 women and nine men from 16 institutions.

The consultation results also emphasized the need to include women in field-based activities, continuous training, nurseries, greenhouses, reforestation, and other productive and restoration activities. This recommendation is closely reflected in the progressive evolution of CONAFOR's programming. Current operational measures promote women's participation in technical training, community forestry, restoration activities and sustainable production projects, and include prioritization mechanisms for women-led projects or projects demonstrating inclusive governance structures. This shows a line of progress from consultation demands toward operational measures that expand women's participation beyond consultation spaces and into implementation roles linked to restoration, productive activities, and forest management.

Another relevant consultation input referred to the need to recognize the high value of non-timber forest resources, where women's participation is often concentrated, and to address the limited or non-existent budgets available to promote such activities. This observation remains highly relevant for the RBP, because women's forest-related contributions are frequently located in non-timber value chains, household economies, traditional knowledge systems, restoration activities and community-based productive practices that have historically received less financial and technical support than timber-oriented activities. CONAFOR's later incorporation of women forest enterprises, women's productive projects, support for value chains and differentiated incentives for women-led initiatives represents an important institutional response to this demand. However, this remains an area for continued strengthening under the RBP Gender Action Plan, particularly in relation to non-timber forest products, market access, technical assistance, and women's economic autonomy.

Inputs from the Indigenous and Afro-descendant consultation further highlighted that women's participation cannot be reduced to formal invitations to assemblies. Participants noted that it is not only about inviting women to assemblies, but about making them aware of the importance of their opinion and participation in forest and related issues. This statement captures a central distinction between formal participation and meaningful participation. For the RBP, this means that stakeholder engagement should not be assessed only by the number of women invited or attending, but also by whether women have access to information, understand the relevance of REDD+ decisions, feel safe expressing their views and can influence outcomes. This directly supports the need for gender-responsive communication, capacity-building, facilitation, and feedback mechanisms.

The consultation also generated a detailed set of inputs related to legal empowerment, access to justice, land tenure, financing and institutional requirements affecting women's participation in REDD+. Participants emphasized the need for an effective communication strategy on laws, their scope of application and available justice mechanisms, so that people can file complaints, report irregularities, and demand the protection of their rights. This recommendation is directly relevant to the RBP safeguards framework because access to information and grievance mechanisms is a precondition for effective participation, accountability, and protection against exclusion or discrimination. It also reinforces the importance of ensuring that women, including Indigenous and Afro-Mexican women, receive accessible information on eligibility criteria, rights, benefit-sharing arrangements, safeguards, and complaint channels.

The consultation also called for legal reforms in favor of women, including reforms related to agrarian governance. Participants noted that land tenure constituted an obstacle to accessing resources, particularly for women, and specifically recommended that the Agrarian Law should establish that ejido commissariats must also be composed of women. This input identified, at an early stage, the connection between land rights, community representation, participation in agrarian governance bodies, and access to forest-sector benefits.

In this regard, the 2023 reform to the Agrarian Law represented an important step forward. The reform established that the comprehensive and equitable development of the rural sector must be promoted with a gender perspective and under conditions of equality and parity. It also provided that the composition of ejido commissariats must observe the principle of parity, and that candidacies for elected positions within ejido commissariats and supervisory councils, as well as their auxiliary commissions and secretariats, must be integrated in accordance with the principle of gender parity.

This reform strengthens the legal basis for women's participation in agrarian governance and contributes to reducing historical barriers in community representation structures. However, parity rules for ejido governance bodies do not, by themselves, eliminate the structural inequalities associated with land tenure. Therefore, it remains necessary to ensure that women, including those without formally recognized agrarian rights, can effectively participate in decisions related to forest management, access to programs, benefit sharing and REDD+ activities.

Participants also requested that Operating Rules address women's limited access to land by considering different possibilities for granting support even when women are not landowners. The consultation emphasized that, if operational rules recognized diverse forms of possession, use, participation and community organization, access to resources would no longer depend solely on discretionary decisions and could better reflect the particular conditions of each region. This recommendation is especially important for the RBP because it links gender equality to program design. Inclusion cannot be achieved only through outreach or invitations; it also requires eligibility rules, documentation requirements and operational procedures that do not automatically exclude women without formal land titles.

CONAFOR has progressively advanced in the direction identified by the consultation. Subsequent Operating Rules incorporated gender and inclusion criteria, differentiated prioritization mechanisms, recognition of women-led initiatives, support for Women Forest Enterprises, productive projects for women, flexible mechanisms for women's groups and, more recently, the recognition of UAIM certificates and other operational arrangements that help reduce barriers linked to land tenure and formal representation. These measures do not fully eliminate structural inequalities in agrarian rights, but they represent an important

institutional response to the consultation demand that forest programs consider women's differentiated access to land and avoid making land ownership the only practical gateway to support.

The consultation also identified overregulation and excessive requirements as barriers to women's access to resources. Participants noted the need for institutions and financing systems to facilitate women's participation by requesting fewer requirements, simplifying loan procedures, extending repayment periods, and adapting credit conditions to productive cycles. They also called for promoting access to credit and loans for commercialization services appropriate to women. These comments are directly relevant to REDD+, because many women's forest-related activities, particularly non-timber forest products, nurseries, restoration, small-scale processing, commercialization, and community enterprises, require accessible financing, technical support, and administrative requirements proportional to their organizational capacities.

CONAFOR's later operational evolution responds partially to this concern. The creation and strengthening of support concepts for women-led productive forest projects, Women Forest Enterprises and the Forest Project Incubator for Women reflect a gradual shift toward more flexible and enabling instruments. Incubation schemes that begin with a project idea and provide technical accompaniment before requiring full technical documentation respond directly to the barrier identified in the consultation: women may have viable productive initiatives but lack the technical, administrative, or financial capacity to comply with complex requirements at the outset. This type of measure is especially relevant for the RBP Gender Action Plan because it shows how program design can reduce entry barriers and support women's transition from informal or early-stage initiatives to more consolidated forest enterprises.

Participants also emphasized that budgets were not sufficiently designed with a gender perspective, and that earmarked resources were needed to support women's advancement in agrarian and forest matters. This inputs links gender equality to public expenditure and benefit-sharing. In REDD+, gender-responsive implementation requires not only formal commitments to inclusion, but also resources for outreach, capacity-building, care support, technical assistance, productive investment, women-led enterprises, monitoring, and grievance access. The subsequent use of gender-responsive budgeting mechanisms, affirmative actions within CONAFOR programs and targeted support categories for women represents progress toward addressing this demand. However, the RBP should continue ensuring that gender actions are adequately budgeted and not treated as ancillary measures.

The consultation stressed that the benefit-sharing scheme should be equitable and transparent for owners, possessors and persons carrying out activities that support REDD+, particularly women, Indigenous Peoples, youth, and older persons. This is a key point for the RBP because it broadens the concept of legitimate beneficiaries beyond formal landowners. It recognizes that REDD+ outcomes depend on the contributions of multiple actors who may not always hold formal ownership rights, including women who participate in restoration, forest surveillance, nurseries, non-timber forest activities, community organization, fire prevention, environmental services, and sustainable production. Therefore, benefit-sharing mechanisms should be designed to recognize both formal rights and effective contributions to REDD+ objectives.

The consultation also recognized training as a pathway for the empowerment of women and youth, and several comments requested the inclusion of training on gender perspective. This input has been progressively addressed through institutional capacity-building, gender-related training for CONAFOR personnel, awareness-raising on women's rights and Indigenous Peoples' rights, and the inclusion of gender equality and social inclusion as core elements of the forest-sector strategy. For the RBP, capacity-building

should operate at two levels: strengthening women’s technical, organizational and leadership capacities; and strengthening institutional, technical-advisory and community capacities to apply a gender perspective in REDD+ implementation.

Finally, the consultation emphasized the need for accompaniment by mixed or women’s organizations with a real gender perspective, noting that women often participate less because engagement implies a double burden. This input is directly connected to the later development of the “Care for Equality” affirmative action and to the broader recognition of unpaid care work as a structural barrier to women’s participation. It also points to the importance of working with organizations, technical advisors, and facilitators that have demonstrated gender capacities, rather than assuming that ordinary technical assistance will automatically be inclusive. For the RBP, technical accompaniment should include gender-sensitive facilitation, attention to care burdens, flexible scheduling, culturally appropriate methods, and support for women’s collective organization.

The Second Summary of Information on the Addressing and Respect of REDD+ Safeguards in Mexico for the 2017–2022 period also documents participatory feedback mechanisms related to safeguards reporting. During its preparation, three virtual participatory assessment workshops were held with users of public policy from 31 federal entities. These workshops provided inputs on the usefulness, relevance, and areas for improvement of actions associated with REDD+ safeguards, including those related to gender equality, participation, and access to benefits. This reinforces the importance of maintaining stakeholder feedback mechanisms as part of safeguards reporting and continuous improvement.

Overall, the ENAREDD+ consultation results show that women and participating stakeholders articulated a comprehensive understanding of gender equality in REDD+. Their recommendations did not focus only on increasing the number of women participants, but on transforming the conditions that determine effective participation: legal rights, access to land, representation in governance bodies, simplified access to resources, gender-responsive budgets, credit and commercialization support, capacity-building, institutional accountability, and care-related barriers.

The subsequent evolution of CONAFOR’s operational and institutional framework demonstrates meaningful progress in responding to several of these demands. However, these consultation inputs should continue to guide the RBP Gender Action Plan, particularly to ensure that women are able to influence decisions, access benefits, receive adequate technical support, use grievance mechanisms safely and participate in REDD+ activities without reinforcing unpaid care burdens or existing local power asymmetries.

4.3. Other gender considerations in the REDD+ strategy

As described in the previous sections, Mexico has a robust legal, institutional, and operational framework for integrating gender equality into REDD+, including safeguards instruments, affirmative measures in CONAFOR’s Operating Rules, grievance mechanisms and the National Strategy for Gender Equality and Social Inclusion in the Forest Sector. Therefore, this section focuses only on additional considerations that should inform the Gender Action Plan and the Environmental and Social Management Framework for the RBP proposal.

The ENAREDD+ consultation process constitutes a relevant baseline, as it showed that women and other stakeholders did not understand gender equality only as numerical participation, but as effective participation in decision-making, access to resources, recognition of their contributions to forest

management and a real ability to influence territorial governance. In particular, the comments received highlighted the need to strengthen women's participation in councils and decision-making bodies, replicate leadership experiences of women who had served as community commissioners or municipal presidents, include women from the diagnostic stage, and guarantee spaces where their views are heard and responded to.

A central concern identified was the relationship between land tenure, agrarian representation, and access to benefits. Participants noted that land tenure constitutes an obstacle for women's access to resources and proposed reforms to ensure women's participation in ejido commissariats. In this regard, the 2023 reform to the Agrarian Law represents an important step forward, as it established that rural development must be promoted with a gender perspective and under conditions of equality and parity and incorporated the principle of parity in the composition of ejido commissariats, supervisory councils, candidacies, commissions, and auxiliary secretariats. However, parity in representation bodies does not, by itself, resolve inequalities associated with formal agrarian rights. Therefore, the results-based payment proposal should ensure that women without formal land rights are also able to participate in decisions related to forest management, access to programs, benefit sharing and REDD+ activities.

The consultation also highlighted practical barriers related to overregulation, complex requirements, and limited access to financing. Women noted the need for more flexible Rules of Operation, simpler procedures, appropriate credit, support for commercialization and gender-responsive budgets. These elements remain relevant for the results-based payment proposal because many women-led forest initiatives are at early stages, operate through community-based forms of organization or do not yet have technical documentation, legal constitution, bank accounts or formal land rights. Therefore, gender measures should ensure eligibility and financing conditions that reduce entry barriers and strengthen women's productive and technical autonomy.

Another additional aspect is the need to recognize women's effective contributions to REDD+, even when they are not landowners or formal rights holders. The consultation noted that benefit-sharing arrangements should be equitable and transparent for owners, possessors and those carrying out activities that support REDD+, particularly women, Indigenous Peoples, youth, and older persons. This implies that benefit-sharing mechanisms should consider contributions such as restoration, nurseries, forest surveillance, fire prevention, non-timber forest activities, community organization, environmental services, and sustainable production.

Finally, the consultation emphasized the importance of access to information, justice mechanisms, and technical accompaniment with a gender perspective. This means that grievance channels, outreach activities, technical assistance and capacity-building processes should be accessible, culturally appropriate, and gender-sensitive. They should also consider unpaid care burdens and prevent risks of discrimination, harassment, retaliation or revictimization, particularly when women assume leadership roles, participate in traditionally male-dominated activities, or submit complaints.

In summary, the additional considerations for the RBP proposal are not related to the absence of an institutional framework, but rather to ensuring that existing progress translates into effective results in forest territories. The Gender Action Plan and the Environmental and Social Management Framework should therefore focus on operational, budgeted and monitorable measures to strengthen women's substantive participation, access to benefits, technical and productive autonomy, recognition of their contributions to REDD+, and safe participation in forest governance.

5. Conclusions from the assessment

This Gender Analysis outlines the significant structural inequalities for rural, Indigenous and Afro-descendant women, particularly in forest territories and climate-vulnerable regions. These inequalities limit women's effective access to land tenure, productive assets, technical assistance, financing, formal employment, education, and decision-making spaces. The analysis also highlights that gender inequalities intersect with territorial, ethnic and socioeconomic disparities. States with high forest cover and strategic relevance for REDD+ implementation —particularly Chiapas, Oaxaca, and Guerrero— simultaneously concentrate higher levels of rural poverty, Indigenous population, lower educational attainment, and reduced access to productive resources. These conditions create cumulative disadvantages that may constrain the effective participation of women in forest governance, climate action and benefit-sharing mechanisms.

Women in Mexico face barriers to achieve equal participation within agrarian governance and community forest management structures. Women are significantly underrepresented in ejido and community leadership positions, largely due to persistent inequalities in land tenure and agrarian rights recognition. Since access to assemblies, representation and decision-making spaces is closely linked to agrarian rights, structural barriers to land tenure restrict women's voice and influence in territorial governance processes.

The assessment further shows that women's economic participation in rural and forest sectors is constrained by structural barriers. Women are concentrated in lower-paid activities, informal markets, and unpaid care work, while facing limited access to productive assets, forest financing, technical training, and extension services. In the forest sector specifically, women's participation in timber-related value chains, technical forestry services and forest governance is comparatively low, reinforcing unequal access to economic opportunities and climate-related benefits.

The unequal distribution of unpaid domestic and care work constitutes another major structural constraint affecting women's participation in productive activities, technical training, community assemblies and governance processes. These limitations become particularly relevant in climate-vulnerable territories, where environmental degradation, water scarcity and extreme weather events frequently intensify care burdens and livelihood pressures for rural women.

The assessment also identifies important challenges related to statistical underrepresentation and limited availability of disaggregated information regarding rural and Indigenous women's participation in productive sectors, forest governance and climate-related programs. These information gaps constrain the design, implementation, and monitoring of gender-responsive public policies and REDD+ interventions.

To overcome these barriers, as of 2026, Mexico's legal and policy framework demonstrates increasing convergence between gender equality, climate action, forest governance and social inclusion. The combined implementation of constitutional reforms, gender equality legislation, climate and forest laws, sectoral strategies, provides a robust foundation for the implementation of the RBP Gender Action Plan under standards consistent with the GCF's Gender Policy and FAO's FESM particularly ESS 6.

Regarding the legal framework, provisions in the LGDFS are relevant to REDD+ implementation because they establish that sustainable forest development must contribute to equitable access to benefits and participation. In the agriculture sector, legal instruments such as the LGDRS and the Agrarian Law, include provisions that provide an important legal basis for strengthening women's participation in sustainable

rural livelihoods, and promote women's participation, leadership, access to productive resources and economic empowerment within rural and forest territories.

Mexico's current relevant policies include key orientations that reinforce the integration of substantive equality, climate justice and inclusive forest governance. This reflects an important evolution from earlier approaches that addressed gender primarily through social assistance programs rather than through structural transformation and substantive equality policies.

Mexico has embraced a broad range of international commitments that establish a robust normative foundation for integrating gender equality, participation, safeguards, and human rights into Mexico's REDD+ implementation framework. They also reinforce the obligation to ensure that climate finance and forest governance mechanisms contribute not only to emissions reductions, but also to substantive equality, social inclusion, and the protection of women's rights in rural and forest-dependent territories. The current Mexican legal and institutional framework reflects a progressive harmonization between these international commitments and national legislation, public policy, and sectoral governance.

Overall, Mexico's institutional framework demonstrates significant progress toward integrating gender equality and social inclusion into environmental governance, climate action and forest management. The articulation between gender institutions, environmental authorities, forest governance bodies and safeguards systems provide an important operational foundation for implementing the RBP under standards aligned with the GCF's Gender Policy and FAO's FESM ESS6. Nevertheless, institutional capacity gaps, coordination challenges and structural inequalities remain important considerations for the effective implementation of the Gender Action Plan and future safeguards monitoring processes.

Regarding grievance redress mechanisms, the analysis found that Mexico has established a range of instruments—including codes of conduct, citizen attention and grievance mechanisms, social oversight processes, and institutional protocols—to promote respectful, safe, and inclusive participation for beneficiaries, technical personnel, and community members. These instruments provide channels to report and address concerns related to misconduct, discrimination, and violence. Complementary capacity-building and awareness-raising efforts have further strengthened institutional capacities on gender equality, prevention of violence, and culturally appropriate engagement. However, challenges remain in ensuring effective access to these mechanisms in forest-dependent territories, particularly for women and marginalized groups.

Mexico's REDD+ process has progressively integrated gender equality and social inclusion as cross-cutting elements of forest governance, safeguards, stakeholder engagement, and benefit-sharing. Although not initially designed as a standalone component, gender mainstreaming has evolved through the combined effects of REDD+ readiness, the national safeguards framework, forest policy reforms, participatory governance mechanisms, and broader institutional commitments to equality. As a result, issues such as women's participation, differentiated vulnerabilities, access to benefits, land tenure constraints, and unpaid care work have gained increasing visibility within both REDD+ policy frameworks and operational instruments. The strategic integration of gender equality in REDD+ aligns with the GCF Gender Policy and FAO ESS 6.

Particularly, Mexico's ENAREDD+ explicitly recognizes that forest territories are socially differentiated and that women, Indigenous Peoples, Afro-Mexican communities, and youth face unequal conditions in access to land, resources, participation, and benefit distribution. Within this context, women are not only

recognized as potentially vulnerable but also as key actors in sustainable forest management, biodiversity conservation, restoration, and climate resilience.

This approach has been reinforced through the gradual transformation of CONAFOR's operational framework, particularly the incorporation of gender criteria into Operating Rules. These include eligibility, prioritization, and affirmative action measures, moving toward a more systematic integration of gender equality within forest programs. Given that REDD+ implementation in Mexico relies heavily on these existing instruments, their evolution represents a concrete pathway for advancing gender-responsive REDD+ implementation.

Mexico's REDD+ readiness process was supported by an extensive consultation process through which women's participation was increasingly recognized as essential to ensure that REDD+ planning and implementation reflected the needs, priorities, knowledge, and constraints of forest-dependent populations. Overall, the ENAREDD+ consultation process showed that women and other stakeholders understand gender equality in REDD+ as extending beyond participation rates, highlighting the importance of addressing structural barriers such as unequal access to land and resources, limited representation in governance, the need for gender-responsive financing and capacity-building, institutional accountability, and care-related constraints. Although progress has been achieved through improvements in CONAFOR's operational and institutional framework, these priorities remain highly relevant and should inform the RBP Gender Action Plan. Doing so will help ensure that women are able to meaningfully influence decision-making, access benefits and technical assistance, safely use grievance mechanisms, and participate in REDD+ activities without reinforcing existing inequalities or increasing unpaid care burdens.

Finally, this Gender Analysis highlights that the implementation of the REDD+ RBP proposal would benefit from incorporating targeted measures aimed at reducing structural barriers affecting women's participation and access to benefits. This includes strengthening women's participation in territorial governance and community forest management, promoting more equitable access to technical assistance, and financing and productive assets.

The assessment also suggests that gender-responsive implementation mechanisms should incorporate intersectional and territorial approaches that recognize the differentiated conditions faced by Indigenous women, Afro-descendant women, young women, and women living in highly marginalized rural territories. Tailored outreach, culturally appropriate participation mechanisms and locally adapted capacity-building strategies may help reduce participation barriers and improve inclusiveness in REDD+ activities.

The findings also point to the importance of strengthening institutional capacities for gender mainstreaming within forest and climate governance systems, including improved gender-disaggregated monitoring systems, institutional coordination mechanisms and operational guidelines that facilitate the effective incorporation of gender considerations throughout the implementation of the RBP proposal.

The assessment highlights that reducing gender inequalities in rural and forest territories is not only a matter of social justice and human rights, but also a strategic condition for strengthening climate resilience, sustainable livelihoods, and inclusive territorial governance. Expanding women's effective participation in forest management, productive activities and community decision-making processes may contribute to improving the sustainability, legitimacy and long-term effectiveness of climate and forest interventions in Mexico.

6. Gender Action Plan for Mexico's RBP proposal

Consistent with the GCF's REDD+ policy, this Gender Action Plan is part of due diligence assessments conducted in preparation of this RBP proposal. Conceived under the RBP proposal's environmental and social management framework for use of the proceeds (Annex 4.2 to the RBP Proposal), this Gender Action Plan: i) describes potential risks and impacts relevant to women and GBV in the context of activities to be supported by the RBP and defines how they will continue to be identified, assessed and managed throughout project implementation; ii) provides outstanding considerations and proposed measures to ensure stakeholder consultations undertaken during the design of the activities, as part of the project inception phase, to be supported by the RBP proceeds include women and other vulnerable and marginalized groups.

As underscored throughout Mexico's RBP proposal and its ESMF, given the high-level and strategic nature of the REDD+ Strategy, potential environmental, social and governance issues associated to on-the-ground interventions, particularly those relevant to women, will ultimately depend on how REDD+ programs are designed and implemented. Accordingly, a one-year project inception phase is envisioned to further refine technical details prior to starting on-the-ground implementation, including through analytical, participatory, and consultative efforts, as detailed in the Annex 4.2 to the RBP. Said inclusive and participatory process will also inform the refinement of environmental, social and governance potential risks identified in the ESMF into a comprehensive and actionable Environmental and Social Management Plan, the ESMP, and this GAAP will be refined as necessary. Ultimately, this will allow to inform the terms, conditions and standardized operational procedures that guide the design, implementation, and monitoring of gender-responsive on-the-ground activities to be implemented with the use of proceeds.

6.1. Potential risks to women and GBV and management measures

Stakeholders' feedback regarding issues on gender and GBV as part of RBP proposal definition

The stakeholder engagement process undertaken to date in preparation of Mexico's RBP proposal primarily involved federal institutions, state environmental authorities and REDD+ coordination platforms. Broader socialization with state-level platforms, sectoral bodies, local organizations, ejidos, communities, Indigenous and Afro-Mexican peoples, women producers, small-scale livestock producers and other territorial actors is planned for the next stage.

Gender inclusion has been identified as a relevant and cross-cutting issue in the preparation of the RBP proposal. The stakeholder mapping exercise explicitly recognizes women producers as a priority stakeholder group and identifies gender barriers as one of the main risks of exclusion. This is consistent with the lessons derived from Mexico's REDD+ readiness processes, which showed that women face structural barriers related to land tenure, participation in agrarian and community decision-making spaces, access to technical assistance, time constraints associated with unpaid care work and unequal access to benefits.

During the 13 May 2026 co-design meeting, participating institutions emphasized the need to establish affirmative measures to promote the participation of priority groups. In this context, CONAFOR proposed the inclusion of a specific support line for women's groups within ejidos and communities as part of the proposal. This measure is particularly relevant because it moves beyond general recognition of women's

inclusion and identifies a concrete operational pathway to promote women's participation and benefit-sharing through livelihood diversification and greater territorial inclusion.

The consultation process has also reinforced the idea that gender-responsive engagement must be built into both stakeholder participation and implementation design. Women should not only be informed about the project; they should also have meaningful opportunities to influence its design, participate in capacity-building and access project benefits under conditions that are compatible with their realities and constraints. This is particularly relevant in the context of livestock production, restoration and territorial governance, where women's contributions are often substantial but insufficiently recognized.

Between 15 and 30 June 2026, the proposal was socialized with key stakeholders at the state level through the seven State Forestry Councils of the participating states. Established under the General Law on Sustainable Forest Development (LGDFS), these Councils serve as consultative and advisory bodies on forestry matters. They ensure the participation of representatives from forest communities, academia, Indigenous Peoples and Afro-Mexican communities, the private sector, civil society organizations, youth, women, and federal government institutions. These consultation spaces provided an opportunity to present the objectives and proposed interventions of the project and to gather stakeholder input on potential risks, opportunities associated with the project.

Gender-related feedback received through the State Forestry Councils highlighted the persistence of structural and cultural barriers that limit the meaningful participation of women in community decision-making processes, as well as the need for stronger mechanisms to ensure the inclusion of women, youth, Indigenous Peoples, and Afro-Mexican communities. Stakeholders recommended adopting inclusive and culturally appropriate participation and eligibility criteria, monitoring the equitable distribution of project benefits, and engaging these groups from the earliest stages of project design and planning. They also emphasized the importance of continuous capacity development and the promotion of women and youth as local technicians and leaders within project implementation processes.

Between July 10 and 23, territorial consultation workshops were conducted across the project participating states. These workshops brought together a diverse range of stakeholders that provided an opportunity to capture perspectives from actors directly involved in forest conservation, livestock production, territorial development, and community governance processes in the different participating states. The workshops were designed as a participatory process that combined information-sharing, dialogue, and collective analysis using simple and visual presentation materials. The methodology and materials used can be consulted in Annex 5 of the SEP.

Summary of participation in territorial workshops conducted and documented so far:

- Chiapas. The territorial consultation workshop held in Chiapas on 10 July brought together 61 participants, including 44 men and 17 women. Participation included five Indigenous Peoples representatives (3 men and 2 women) from the Tseltal and Zoque Peoples. The workshop also included five young participants (39 years old or younger), comprising 2 men and 3 women.
- Michoacán. The workshop conducted in Michoacán on 15 July engaged 70 participants, of whom 47 were men and 23 were women. A total of three Indigenous participants (2 men and 1 woman) attended, representing the Pirinda and Nahua Peoples. Youth participation reached 10 participants, including 7 men and 3 women.

- Jalisco. The consultation workshop in Jalisco, held on 16 July, convened 60 participants, including 38 men and 22 women. Indigenous participation totaled fourteen representatives (6 men and 8 women) from the Tepehuano, Wixarika, and Nahuatl Peoples. The workshop also included nine young participants, composed of 7 men and 2 women.
- Quintana Roo. The workshop held in Quintana Roo on 16 July brought together 57 participants, including 39 men and 18 women. Indigenous participation was particularly strong, with 24 Indigenous participants (16 men and 8 women) representing the Maya, Chol, Chontal, Purépecha, and Totonaco Peoples. The consultation also included two young participants, one man and one woman.
- Oaxaca. The territorial consultation workshop carried out in Oaxaca on 22 July engaged 45 participants, comprising 31 men and 14 women. A total of 28 Indigenous participants (20 men and 8 women) attended, representing the Mixteco, Tacuate, Zapoteco, Chontal, Huave, Afro-Mexican, Chatino, and Zoque Peoples. In addition, three young participants took part in the workshop, including 1 man and 2 women.
- Yucatan. The territorial consultation workshop carried out in Yucatán on 24 July 2026 engaged 44 participants, comprising 28 men and 16 women. A total of 40 Indigenous participants attended the workshop, including 25 men and 15 women, all belonging to the Maya People. In addition, one young participant took part in the workshop, a young Indigenous woman.

All stakeholder inputs collected through the territorial consultation workshops were documented and analyzed. A detailed analysis of stakeholder recommendations for the design of the RBP proposal, including the participatory identification of potential environmental and social risks, opportunities, and proposed mitigation measures are included in the SEP (Annex 4). The specific findings and considerations that are relevant to gender and the prevention of GBV/SEAH can be found in Annex 3. All recommendations have been incorporated into Tables 6, 7, and 8 of this GAAP accordingly, and are presented below.

Although no specific cases of gender-based violence or sexual exploitation and abuse were raised during the consultations undertaken to date, the proposal should maintain a preventive and risk-informed approach, consistent with the GAAP and FAO requirements on prevention of sexual exploitation, abuse and sexual harassment. Consultation and implementation spaces should therefore promote respectful participation, non-discrimination, confidentiality where required and access to appropriate grievance and referral channels. The next phase of engagement should also help identify any territorial or sector-specific risks related to women's safety, participation or differential workloads.

In this regard, the stakeholder mapping points to several management measures that are directly relevant for addressing gender concerns, including affirmative measures, differentiated technical assistance, culturally appropriate participation and transparency and citizen attention mechanisms. These measures should be operationalized through this GAAP in coordination with the SEP.

Table 6 Gender and inclusion considerations identified for the RBP proposal

Issue	Relevance	Proposed response
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Women's limited participation in formal community decision-making spaces	May limit women's influence over project design, access to benefits and safeguards monitoring	Dedicated engagement spaces for women, accessible schedules, culturally appropriate facilitation, coordination with women's groups, leadership and confidence-building support for women, and community-wide awareness activities engaging women and men to promote shared responsibility and reduce resistance to women's participation.
Unequal access to land, finance and technical assistance	May restrict women's participation in productive restoration, silvopastoral systems and value chains	Affirmative support for women's groups within ejidos and communities; differentiated technical assistance; review and, where feasible, adapt eligibility criteria and implementation arrangements to reduce access barriers; provide differentiated access to financing, productive resources and economic opportunities, together with organizational, administrative and financial-management capacity building for women's groups.
Potential increase in women's workloads	Productive diversification and participation processes may add unpaid or under-recognized work	Gender analysis during inception, workload-sensitive design, consultation with women, and affirmative measures.
Risk of unsafe or exclusionary participation spaces	May affect women's ability to participate freely	PSEA/SH prevention measures, respectful participation protocols, confidential grievance channels and referral pathways.
Limited recognition of women's roles in forest conservation and livestock systems	May reduce the effectiveness and equity of implementation	Integration of women into restoration, monitoring, nurseries, value chains, field schools and local governance mechanisms; tailor technical assistance to territorial conditions, existing knowledge and women's production systems, and promote the recruitment, retention and professional development of women technical advisors and facilitators.
Risk that inclusion remains merely representative rather than substantive	May affect women's engagement and participation in project activities	Dedicated engagement spaces for women, accessible schedules, culturally appropriate facilitation, and coordination with women's groups.

Risk identification

Taking potential risks identified during the REDD+ readiness phase as a basis, in compliance with the GCF's applicable safeguards and following FAO's Framework for Environmental and Social Management, FAO's Environmental and Social Risk Screening Checklist was applied to this RBP proposal (Annex 1 in ESMP). A series of environmental and social standards -ESS- have been deemed applicable including ESS 6 gender equality and prevention of GBV, and moderate risk category was assigned to the project.

FAO's Environmental and Social Risk Screening Checklist and the analysis of the project's potential to generate or contribute to direct and indirect gender-related impacts conducted through this GAAP, focused on the following risk issues:

- potential gender-based discrimination in access to project resources, services, benefits, and participation opportunities;
- the risk of unintentionally creating or exacerbating existing gender inequalities;
- possible adverse impacts on the livelihoods and rights of women and girls, particularly in relation to their access to and use of natural resources; and
- protection risks related to gender-based violence, including SEAH

During the inception phase, once specific activities and intervention sites are defined, both the risk screening and this GAAP will be updated to reflect activity-specific and context-specific gender risks, including those related to GBV/SEAH, as well as the corresponding mitigation measures adapted to local cultural and operational contexts.

Accordingly, table 7 below outlines potential risks and commensurate management measures relevant to Mexico's RBP proposal and this Gender Action Plan, the last column highlights the relevant elements/features of the RBP proposal integrate into its design to address potential risks and implement management measures.

Table 7. Gender related risks, management measures and relevant characteristics of the RBP Project

Relevant ESS	Potential risks	Management Measure	Relevant characteristics of the RBP project
ESOP 2 Stakeholder Engagement	Women, including Indigenous women, Afro-Mexican women, young women, women without formal land tenure rights, and women from forest and livestock-producing households, may face barriers to meaningful participation in consultation, socialization, and implementation processes. These barriers may include limited access to information, time constraints due to unpaid care responsibilities, mobility restrictions, language barriers, limited representation in ejido/community decision-making spaces, or lack of confidence to participate in mixed-gender meetings. There is also a risk that	Ensure gender-responsive stakeholder engagement throughout both the proposal socialization/consultation phase and implementation. This should include targeted outreach to women's groups and women producers; consultation schedules and venues compatible with women's availability and mobility; culturally appropriate and accessible information; separate or complementary consultation spaces for women where needed; participation of Indigenous and Afro-Mexican women through culturally appropriate channels; and systematic documentation of women's feedback. The proposal should also build on and reflect the voices, priorities and lessons expressed by women during Mexico's REDD+	During the project inception phase and throughout implementation, the project will ensure a minimum of 30% women's participation in all consultation processes. The project includes a dedicated target to implement productive activities specifically benefiting women. As a result, local women, women's organizations, Indigenous and Afro-Mexican women, and women producers will be considered key stakeholders throughout the consultation process, and their inputs will directly inform the design and implementation of project activities. Farmer Field Schools (ECAs), one of the project's main capacity-building mechanisms, will be designed using gender-

	consultation processes capture primarily the views of formal landholders, producers, or male community representatives, thereby excluding women's differentiated needs and priorities.	readiness and preparation process, ensuring continuity with previous participatory efforts and avoiding a consultation process that starts from zero. The project should monitor women's participation in stakeholder engagement processes using sex-disaggregated data and ensure that the MAC is accessible, confidential, and responsive to complaints or concerns raised by women.	responsive methodologies to provide technical assistance tailored to women interested in productive restoration and SPS. Since most field activities will be implemented through CONAFOR support programs, the corresponding Operating Rules include criteria to ensure that information on project opportunities, eligibility requirements, GRM, and continuous technical assistance are provided in a gender-sensitive and accessible manner. The project will implement a Improvement Plan for the institutional GRM (MAC) to strengthen its gender responsiveness and ensure effective access to information, grievance submission, complaint resolution, and referrals, including for sensitive cases.
ESS 1 Biodiversity conservation and sustainable management of natural resources	Biodiversity conservation, restoration, silvopastoral and agrosilvopastoral activities may affect women differently if their roles in natural resource use, collection of forest products, backyard production, medicinal plants, water use, or local biodiversity management are not adequately recognized. There is also a risk that technical packages or restoration models are designed without considering women's knowledge, priorities, and existing productive activities, limiting their access to biodiversity-positive livelihood opportunities.	Integrate women's knowledge and priorities into the design of restoration, silvopastoral and biodiversity conservation activities. Promote women's participation in site selection, species selection, restoration planning, nurseries, monitoring, and sustainable value chains. Ensure that biodiversity-positive activities do not restrict women's customary use of natural resources and that women have equitable access to technical assistance, training and incentives linked to restoration and sustainable management.	The project includes a dedicated intervention to support women-led productive projects, promoting entrepreneurship and business initiatives that build on women's knowledge, skills, and interests related to forest resources (e.g. carpentry, charcoal production, cosmetics, medicinal plants, handicrafts using fibres and palm, nurseries, ornamental plants, and resin). To strengthen forest conservation, the project will support the establishment of new areas under CONAFOR's PES program. The PES scheme encourages the development of sustainable productive initiatives (e.g. nurseries, ecotourism and beekeeping)

			within PES areas in which active participation of women is promoted and prioritized.
ESS 2 Resource efficiency and pollution prevention and management	The project may implement activities in areas with degraded or depleted soils, particularly in forest-livestock transition zones where productive restoration, silvopastoral or agrosilvopastoral systems are expected to be promoted. While the expected impact is positive, there is a risk that activities may not adequately address existing soil degradation conditions or may unintentionally exacerbate erosion, compaction, nutrient depletion, or contamination if site conditions are not properly assessed. Women may be disproportionately affected where soil degradation reduces household food production, increases labor burdens, affects small-scale productive activities, or limits access to livelihood opportunities.	Conduct site-level screening to identify degraded, depleted, or polluted soils before implementation. Promote soil restoration and conservation practices, including vegetative cover, erosion control, improved grazing management, organic soil management and diversified production systems. Ensure that women participate in site assessment, restoration planning and training activities, particularly where they are involved in household production, nurseries, agroforestry, forage production or local resource management.	The project will promote forest conservation and productive restoration through silvopastoral systems (SPS) in degraded landscapes. Restoration of degraded areas is one of the prioritization criteria established under CONAFOR's support programs. Across project interventions—including PES, SPS and women-led productive projects—the participation of women and women's organizations will be promoted (Operating Rules include criteria to incentivize this) in both productive activities and sustainable forest management, including timber and non-timber forest products, conservation, and restoration.
ESS 4 Decent work	Women may face unequal access to paid work, technical training, productive opportunities, extension services and leadership roles generated by the project. There is also a risk of reinforcing gender stereotypes by assigning women to unpaid, lower-paid, or less visible activities, while men access better-paid or decision-making roles. Women participating in field activities, trainings or value chains may also face occupational safety and health risks if tools, schedules, transport, protective equipment, or	Promote equal access for women to training, technical assistance, paid opportunities, leadership roles and project-supported value chains. Establish non-discrimination principles in project activities and agreements with service providers. Ensure safe and inclusive working and training conditions, including appropriate schedules, safe transport arrangements where relevant, gender-sensitive occupational safety guidance, and access to protective equipment when needed. Monitor women's participation in training, technical assistance and employment-related	All training, technical assistance and capacity-building activities delivered under the project will apply gender-responsive approaches and actively promote women's participation. This includes Farmer Field Schools, technical assistance provided through Territorial Agents, training on access to financial mechanisms, and business and market development support. Implementing arrangements will monitor women's participation and will promote gender-balanced technical teams.

	training methods are not adapted to their needs. Women may also be underrepresented among technical advisors and field facilitators, limiting access to trusted role models and gender-responsive technical support.	opportunities using sex-disaggregated indicators. Promote women's participation in technical assistance and facilitation teams. Provide women's productive groups with organizational and business-management skills that support sustainability beyond project implementation.	
ESS 5 Community health, safety, and security	The presence of project personnel, consultants, technical service providers or external facilitators in rural communities may create risks of sexual exploitation, abuse, or harassment, particularly where access to benefits, training, technical support, or project resources creates power imbalances. Women may also face safety risks when attending meetings, trainings, or field activities if these require travel, occur at unsuitable times, or take place in spaces where they do not feel safe.	Adopt and enforce codes of conduct for all project personnel, consultants, technical service providers and implementing partners, including provisions on respectful behavior and prohibition of SEA/SH. Organize meetings and trainings in safe and accessible locations and at times compatible with women's mobility and care responsibilities. Ensure confidential, survivor-centered, and accessible grievance channels through the MAC, including referral pathways to specialized services where available. Provide SEA/SH awareness and prevention information to project teams and communities.	Through its institutional strengthening component, the project will provide capacity building for CONAFOR, state-level institutions, technical personnel and local stakeholders on gender equality, inclusive facilitation, women's rights, Indigenous Peoples' rights, and the prevention of exclusion, discrimination and GBV. The project will implement a MAC Improvement Plan to strengthen its gender responsiveness and ensure effective access to information, grievance submission, complaint resolution, and referrals, including for GBV/SEAH-related cases.
ESS 6 Gender equality and prevention of gender-based violence	The project may unintentionally reinforce existing gender inequalities if women do not have equitable access to information, decision-making, technical assistance, financing, productive assets, benefit-sharing opportunities, or leadership spaces. There is also a risk that women's increased participation in productive or decision-making activities may generate backlash at household or community level, particularly in contexts	Implement the Gender Action Plan as a core risk management instrument. Include targeted actions to strengthen women's participation, leadership, and access to benefits; address unpaid care constraints; promote gender-sensitive capacity building; and ensure sex-disaggregated monitoring. Conduct gender and SEAH risk screening in target areas. Establish clear codes of conduct, confidential grievance channels, safe reporting procedures, survivor-centered response protocols and referral	During inception, consultations will be conducted with women's groups and women stakeholders in the project areas to identify existing and potential risks related to gender, including to GBV and SEAH. This will inform screening processes to be conducted prior to implementation. Field activities (SPS, PES and women-led productive projects) will be implemented through CONAFOR support programs and their Operating

	with unequal gender norms or high levels of violence against women. Although unlikely, SEAH risks may also arise in interactions between beneficiaries and those managing access to RBP project benefits.	pathways. Ensure that project communication makes clear that access to benefits is not conditioned on personal favors, relationships, or any form of sexual conduct.	Rules, which include gender-responsive eligibility and prioritization criteria designed to increase women's participation and access to project benefits, without requiring formal business registration or land ownership in cases where participation is allowed under the applicable rules. The project includes a dedicated line of action targeting women producers, Indigenous and Afro-Mexican women, women's enterprises and organized women's groups. CONAFOR support programs include affirmative care measures that help reduce barriers to women's participation. These resources may be used for childcare, care for dependent family members, reproductive health services, self-care, and activities related to the prevention of GBV. The improved MAC will strengthen confidential, safe and gender-responsive procedures for receiving and resolving complaints, including grievances related to discrimination, GBV and SEAH
ESS 8 Indigenous Peoples	Indigenous and Afro-Mexican women may face compounded barriers due to gender, ethnicity, language, geographic isolation, limited participation in formal governance spaces, and unequal access to land or productive assets. Consultation processes may not adequately capture their views if they rely only on formal authorities or mixed community assemblies where women's	Apply culturally appropriate and gender-responsive engagement with Indigenous Peoples and Afro-Mexican communities. Ensure that Indigenous and Afro-Mexican women have safe and meaningful opportunities to participate, including through women-only spaces where appropriate, use of Indigenous languages or culturally adapted materials, and engagement with women leaders, traditional authorities, and community	Activities implemented through CONAFOR support programs also incorporate Indigenous Peoples-related eligibility and prioritization criteria, facilitating the participation of Indigenous Peoples and their access to project benefits while recognizing their customs, traditions and governance systems. The affirmative care measures provided through CONAFOR programs will be particularly

	participation is limited. There is also a risk that project benefits do not reach Indigenous women or do not reflect their priorities, knowledge systems and livelihood strategies.	organizations. Respect collective decision-making structures while ensuring that women's views are actively sought and documented. Monitor participation and benefits for Indigenous and Afro-Mexican women through disaggregated indicators. Apply an intersectional approach and differentiated measures adapted to age, language, land-tenure status, vulnerability and territorial context, while respecting collective rights and strengthening women's meaningful participation and leadership.	important for Indigenous and Afro-Mexican women, who often face additional barriers to participating in productive and conservation activities. Consultations, outreach activities and project information materials will be delivered in culturally appropriate and accessible ways, respecting local languages, customs and decision-making processes. Monitoring will disaggregate participation and access to benefits for Indigenous and Afro-Mexican women.
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Source: Own elaboration.

These potential risks and their respective management measures have been integrated in the project's environmental and social risk management matrix (see Annex 4.2), geared at ensuring the implementation of the ESMF. This GAAP guides the design of the project's operational and implementation instruments over the inception phase in a way that systematically ensure the rights of women and other vulnerable and marginalized groups are respected at all times when designing and implementing on-the-ground activities. In turn, the ESMP and this GAAP to be refined over the inception phase will provide dedicated criteria and standardized operational procedures to guide the prioritization, design, implementation and monitoring of on-the-ground activities and dedicated indicators to be monitored and reported on as part of the project's M&E framework to guarantee rights of women are respected at all times in the context of on-the-ground design and implementation.

The ESMF includes a detailed Exclusion List (Annex 3 in Annex 4.2 to the RBP) which will be applicable to all project activities, will be revised as relevant in preparation of the ESMP during project inception. The Exclusion List will also be integrated as part of the terms and conditions for on-the-ground implementation, and so will apply at eligibility and risk screening stages, guaranteeing no high-risk activities will be financed by the project at any time, throughout implementation. Moreover, consistent with FAO's zero-tolerance policy on GBV and SEAH, will be ensured throughout project implementation and streamlined in project documents and operational instruments.

6.2. Gender Action Plan

Mexico is committed to ensure women, as well as other vulnerable groups, fully participate, engage, and benefit from the REDD+ RBP Program. Considering this and building on the findings from the Gender Assessment (GA), its recommendations, and the gender provisions in Mexico's legal and institutional framework, a Gender Action Plan (GAP) for the proposed REDD+ RBP Program was defined. The GAP included in the table below, seeks to address existing gender barriers and gaps as highlighted by the GA, by proposing gender-responsive actions to be taken during the Program's execution.

The GAP also proposes indicators to measure and track progress on those gender actions/measures. This will allow for monitoring the extent to which gender outcomes are being achieved during the program implementation and enable adjustments where necessary. The project's full-time gender specialist will coordinate the implementation of the Gender Action Plan (GAP) in close coordination with the project's safeguards specialist, FAO personnel, and staff from the government institutions involved in the activities (at both national level within CONAFOR and at the state level), as required.

The budget allocated for the implementation of this GAP, including the engagement of a full-time Gender Specialist throughout the project duration, is defined in the ESMF, which serves as the project's overarching safeguards framework. Consistent with the ESMF, the budget allocation is as follows:

- Update and implementation of the GAP: USD 362,000
- Full-time Gender Specialist: USD 350,000

Table 8. Gender Action Plan for Mexico's RBP Proposal

Objectives: • To ensure equal gender participation in capacity building efforts, that consultations are conducted through culturally appropriate, gender-sensitive mechanisms. • To strengthen capacities and benefits for women in forest activities (conservation, restoration) and sustainable livelihoods opportunities. To ensure that gender-specific needs are mainstreamed into institutional processes and that gender-related information is generated and monitored.						
Gender responsive Actions	Indicator	Target	Link to RBP proposal	Timeline	Responsibility	Budget
Identify women's groups, Indigenous and Afro-Mexican women, women livestock producers, women involved in restoration, nurseries, non-timber forest products, value chains and community governance in the target states. Territorial mapping will include field interviews,	Stakeholder mapping includes women's groups and gender-differentiated analysis.	Stakeholder mapping completed in all target states; includes a gender-differentiated analysis and identification of relevant women's organizations and networks.	Outcomes 1, 2 and 3.	Year 1	FAO, CONAFOR, state governments, Gender Specialist	USD 60,000

workshops, and annual updates in the seven participating states.						
Ensure that the socialization and consultation process for the RBP proposal integrates a gender-responsive approach from the design stage.	<i>Consultation process includes gender-responsive criteria, differentiated participation strategies and measures to promote women's effective participation.</i>	<i>Gender-responsive consultation methodology developed and applied in 100% of consultation activities.</i>	<i>Outcomes 1, 2 and 3.</i>	<i>Year 1</i>	<i>FAO, CONAFOR, Gender Specialist, Safeguards Specialist</i>	<i>USD 55,000</i>
Organize consultation spaces that enable women's participation in the discussion of productive restoration, silvopastoral systems, territorial governance, PES, financing mechanisms and value chains. Targeted meetings, accessible venues, local travel support, facilitation, and measures to reduce participation barriers will be provided.	<i>Number and percentage of women participating in consultation activities.</i>	<i>At least 30% of participants in consultation activities are women.</i>	<i>Outcomes 1, 2 and 3.</i>	<i>Year 1</i>	<i>FAO, CONAFOR, Gender Specialist, Safeguards Specialist</i>	<i>USD 80,000</i>
Include specific questions in the consultation process to identify gender-differentiated barriers, risks and	<i>Consultation tools include gender-specific questions.</i>	<i>Gender-specific questions integrated into 100% of consultation tools and instruments.</i>	<i>Outcomes 1, 2 and 3.</i>	<i>Year 1</i>	<i>FAO, CONAFOR, Gender Specialist, Safeguards Specialist</i>	<i>USD 35,000</i>

opportunities related to productive restoration, silvopastoral systems, financing, PES, and value chains.						
Document and incorporate women's inputs into the final design of the proposal, including activities, implementation arrangements, safeguards, benefit-sharing, and monitoring indicators.	<i>Consultation report identifies women's inputs and explains how they were incorporated into the final proposal or why they could not be incorporated.</i>	<i>Substantive recommendations provided by women are documented and tracked in the final consultation report.</i>	<i>Outcomes 1, 2, 3, and 4.</i>	<i>Year 1</i>	<i>FAO, CONAFOR, Gender Specialist, Safeguards Specialist</i>	<i>USD 20,000</i>
Ensure that information on the Citizen Attention Mechanism and other grievance channels is shared with women during the consultation process. Accessible MAC materials, confidential reporting information, and community-level outreach will be provided to women during consultations and implementation.	<i>Percentage of consultation activities where grievance channels are explained; materials include accessible information on complaint and feedback mechanisms.</i>	<i>Information on grievance mechanisms shared in 100% of consultation activities and consultation materials.</i>	<i>Outcome 4</i>	<i>Year 1</i>	<i>CONAFOR, FAO, Gender Specialist, Safeguards Specialist</i>	<i>USD 60,000</i>
Mainstream gender into field schools and demonstrative productive reconversion	<i>Percentage of women participating in field schools and demonstrative productive</i>	<i>At least 20% of the total participants across all Farmer Field Schools and demonstrative productive</i>	<i>Outcome 1 (output 1.1)</i>	<i>Year 1 - 5</i>	<i>CONAFOR, FAO, SADER, Gender Specialist, technical</i>	<i>USD 80,000</i>

models, ensuring women's participation in the design, implementation, and monitoring of sustainable livestock transition activities. Targeted outreach, facilitation, participation support, and monitoring will be provided to strengthen women's participation. Field School curricula and facilitation will be tailored to territorial conditions, existing knowledge and production systems of women, and include dedicated gender and intersectionality awareness modules; strengthen leadership and organizational capacities; and promote women's participation as technical advisors, facilitators and role models.	<i>reconversion models.</i> <i>Number of field school methodologies integrating gender-responsive measures.</i> <i>Percentage of women serving as technical advisors or facilitators.</i> <i>Curricula with dedicated gender and intersectionality module and territorially adapted content.</i>	<i>reconversion models are women.</i> <i>100% of field school methodologies integrate gender-responsive measures.</i> <i>At least 20% of the total technical advisors/facilitators.</i> <i>Farmer Field School curricula should include at least one module addressing gender equality and intersectionality.</i>			<i>assistance providers</i>	
Promote gender-responsive eligibility support,	<i>Number and percentage of women accessing financing support.</i>	<i>At least 1200 women accessing financing support.</i>	<i>Outcome 1 (output 1.2), Outcome</i>	<i>Year 1 - 5</i>	<i>CONAFOR, FAO, Gender Specialist</i>	<i>USD 55,000</i>

targeted information and accompaniment for women producers and women in agrarian communities.			2 (output 2.2) and Outcome 3 (output 3.2),			
Promote women's participation in the design and implementation of Payment for Environmental Services (PES) mechanisms, including through inclusive outreach, eligibility support and recognition of women's contributions to conservation and restoration.	<i>Percentage of women participating in PES-related activities.</i>	<i>Women represent at least 20% of participants in PES-related activities.</i>	<i>Outcome 2 (Output 2.2)</i>	<i>Year 1 - 5</i>	<i>CONAFOR, community assemblies, ejidos and communities, Gender Specialist</i>	<i>USD 50,000</i>
Promote women's participation in deforestation-free and sustainable value chains linked to silvopastoral systems, productive restoration, forage production, nurseries, non-timber forest products and locally relevant products. Field-based capacity building, market information, business development support, and follow-up will be	<i>Number of women accessing market information, business development support or commercialization mechanisms via ECAs and other capacity-building activities.</i>	<i>At least 2,400 women accessing market information, business development support or commercialization mechanisms.</i>	<i>Outcome 2 (output 2.1)</i>	<i>Year 1 - 5</i>	<i>FAO, CONAFOR, local producer organizations</i>	<i>USD 40,000</i>

provided. Support will include leadership, administration, financial management, teamwork, accountability, and collective decision-making capacity building activities.						
Strengthen institutional and technical capacities to mainstream gender in silvopastoral systems, productive reconversion, financing, territorial governance, PES, and safeguards implementation.	<i>Number of events targeting CONAFOR, state-level, technical and local personnel to build capacities on gender equality, inclusive facilitation, women's rights, Indigenous Peoples' rights and prevention of exclusion and GBV.</i>	At least 2 events per year to build institutional capacities on gender equality, inclusive facilitation, women's rights, Indigenous Peoples' rights and prevention of exclusion and GBV.	<i>Outcome 4 (output 4.1)</i>	<i>Year 1 - 5</i>	<i>FAO, CONAFOR, Gender Specialist</i>	<i>USD 25,000</i>
Integrate measures to prevent and respond to risks of exclusion, discrimination, sexual exploitation, abuse, and harassment in RBP-supported activities.	<i>SEAH/GBV prevention and response measures integrated into safeguards procedures, codes of conduct, training materials and grievance referral protocols.</i> <i>Number of grievances related to exclusion, discrimination or SEAH.</i>	<i>SEAH/GBV measures integrated into 100% of relevant project safeguards and operational instruments.</i> <i>Follow-up and resolution of 100% of registered grievances related to exclusion, discrimination or SEAH.</i>	<i>Outcomes 1, 2, 3, and 4.</i>	<i>Year 1 - 5</i>	<i>FAO, CONAFOR, Safeguards Specialist, Gender Specialist, implementing partners</i>	<i>USD 35,000</i>
Schedule activities at suitable times, accessible locations, reduce participation costs and	<i>Percentage of women participating in proposal activities.</i>	<i>At least 20% of the total participants across all project activities are women.</i>	<i>Outcomes 1, 2, 3, and 4.</i>	<i>Year 1 - 5</i>	<i>FAO, CONAFOR, SADER, Safeguards Specialist, Gender Specialist,</i>	<i>USD 45,000</i>

consider local care-related constraints and adaptable facilitation in planning.					<i>implementing partners</i>	
Ensure that monitoring systems collect and report sex-disaggregated data and qualitative evidence on women's participation, access to benefits and influence in decision-making. Monitoring will include field data collection, qualitative evidence, sex-disaggregated analysis, and semi-annual reporting.	<i>Monitoring system includes gender-responsive indicators; sex-disaggregated data collected and reported; periodic reports include analysis of women's participation, benefits, and barriers.</i>	<i>100% of project monitoring reports include sex-disaggregated data and gender-responsive indicators.</i>	<i>Outcome 4 (output 4.2)</i>	<i>Year 1 - 5</i>	<i>FAO, CONAFOR, M&E Specialist, Gender Specialist</i>	<i>USD 40,000</i>
Document and disseminate good practices on women's participation in productive reconversion, silvopastoral systems, deforestation-free value chains, PES, and territorial governance. Case studies, knowledge products, dissemination activities, and annual learning reviews will support adaptive	<i>Number of gender-related case studies, lessons learned, or good practices documented and used to inform adaptive management and knowledge exchange.</i>	<i>At least 3 gender-related case studies, lessons learned, or good practices documented and disseminated during project implementation.</i>	<i>Outcomes 1, 2, and 3.</i>	<i>Year 5</i>	<i>FAO, CONAFOR, M&E Specialist, Gender Specialist</i>	<i>USD 32,000</i>

management and replication.						
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Source: Own elaboration.

Note: This Gender Action Plan will be updated during the inception phase, when the initial diagnostic information becomes available. This will enable the project to refine the GAP, including its monitoring framework, to better reflect the specific implementation context.

7. Monitoring and evaluation

Building on the country's interpretation of the Cancun Safeguards, the ESMF includes a comprehensive environmental and social risks management matrix (Annex 2 in Annex 4.2 to the RBP proposal), conceived as a multipurpose tool to guide the on-going assessment, identification, management, monitoring and reporting of all potential risks identified for the project, including those underscored in this GAAP, consistent with the GCF's Gender Policy and FAO's ESS 6.

The project's risks management matrix should be considered a living document, which will be updated as a result of the inception phase as well as whenever revisions are identified by the project's safeguards and gender specialists, in an adaptive management approach. Detailed methodologies and approaches to monitor and assess management measures, including indicators and monitoring / reporting parameters, and information on frequency will be further determined as part of the ESMP, and dedicated procedures and disaggregated information will be considering for a comprehensive assessment, monitoring, and reporting in relation to issues relevant to women and GBV in the context of on-the-ground implementation. This GAAP will be implemented under the umbrella of the project's ESMP and complemented by the SEP.

Implementation of the ESMF (and upon project inception, the ESMP), alongside this Gender Action Plan, and the SEP (Annex 5 to the RBP), will be responsibility of the full-time safeguards and gender specialists to be hired as part of the Project Management Unit (see section 9 in the ESMF). Should additional potential risks relevant to women and GBV are identified at any time through project implementation, the gender specialist will be responsible to keep both this planning framework and the ESMP's risks and management measures matrix and the Exclusion List up to date, ensuring regular feedback loops in an adaptive management approach (i.e. when preparing semi-annual or annual reports, or identified in random spot checks).

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Annex 1. National Legal Framework Relevant to Gender Equality, Social Inclusion and Safeguards for Mexico's REDD+ RBP Proposal.

National Law	Relevant Articles for the RBP Proposal	Relevance for the REDD+ Results-Based Payment Proposal
Political Constitution of the United Mexican States	Articles 1, 4, 8, 21, 41, 73, 116, 122, 123	Establishes the constitutional basis for substantive equality, non-discrimination, parity, access to justice, petition rights, and gender-responsive public governance. Provides the overarching legal framework for safeguards, participation, and grievance redress within REDD+ implementation.
General Law for Substantive Equality between Women and Men (LGISMH)	Articles 3, 5, 16, 17, 33, 34	Establishes the legal framework for substantive equality, women's participation in rural development, equal access to land and productive resources, and integration of gender perspectives into public policy and territorial governance.
General Law on Women's Access to a Life Free of Violences (LGAMVLV)	Articles 4, 5, 20 Ter, 33, 41, 46 Ter, 52	Provides the legal basis for prevention, attention, and protection against gender-based violence, including in Indigenous and rural territories. Supports gender-responsive safeguards, culturally appropriate grievance mechanisms and protection of women participating in REDD+ processes.
Federal Law to Prevent and Eliminate Discrimination	General provisions	Establishes obligations for public institutions to prevent discriminatory practices and guarantee equal access to public programs and services for women, Indigenous Peoples, and marginalized populations.
Planning Law	General provisions	Requires integration of gender perspectives into national planning instruments and public policy coordination mechanisms.
Federal Budget and Fiscal Responsibility Law	General provisions	Establishes gender mainstreaming obligations in public expenditure and supports financing mechanisms such as Annex 13 for substantive equality actions.
General Law of Ecological Balance and Environmental Protection (LGEEPA)	Articles 15, 21	Recognizes women's role in sustainable development and establishes principles of social equity, interculturality and gender perspective within environmental policy and economic instruments.
General Law on Climate Change (LGCC)	Articles 26, 51, 71	Incorporates gender equality, social equity, and inclusive participation into climate governance, including gender parity within the Climate Change Council and gender-responsive state climate programs.
General Law on Sustainable Forest Development (LGDFS)	Articles 2, 3, 7, 8, 24, 153	Establishes affirmative actions, gender equality, safeguards, and inclusive participation within forest governance. Promotes women's participation in forest management, forest incentives, and State Forestry Councils.
Sustainable Rural Development Law (LDRS)	Articles 15, 118, 144, 154, 162	Incorporates gender equality and inclusion into rural development policy, promoting women's

		productive participation, technical assistance, training, and access to rural development programs.
Agrarian Law	Articles 4, 12, 37, 63, 71, 108	Strengthens women's rights within agrarian governance through parity in ejido authorities, recognition of women as ejido rights holders and promotion of Women's Agricultural and Industrial Units (UAIMs).

Annex 2. International Commitments Relevant to Gender Equality, Social Inclusion and Safeguards for Mexico's REDD+ RBP Proposal.

International Commitment	Relevance and Brief Description
Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	Ratified by Mexico in 1981, CEDAW constitutes the principal international instrument on women's rights and non-discrimination. It establishes State obligations to eliminate discrimination against women in political, economic, social, and rural contexts. Article 14 is particularly relevant for REDD+ because it recognizes the specific rights of rural women, including participation in rural development processes and access to productive resources, training, and community activities.
Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belém do Pará)	Ratified by Mexico in 1998, this convention establishes State obligations to prevent, investigate and sanction gender-based violence in public and private spheres. It provides an important normative basis for integrating prevention and response measures related to gender-based violence and SEAH risks within REDD+ safeguards and grievance mechanisms.
Beijing Declaration and Platform for Action	Adopted in 1995, the Beijing Platform promotes gender mainstreaming and women's participation across all sectors, including environmental governance, natural resource management, and decision-making. It has strongly influenced Mexico's institutional framework on substantive equality and intersectionality.
2030 Agenda for Sustainable Development and Sustainable Development Goals (SDGs)	Adopted by Mexico in 2015, the SDGs provide an integrated framework linking gender equality, climate action, poverty reduction and biodiversity conservation. SDG 5 on gender equality is especially relevant for the RBP proposal, together with SDG 13 (Climate Action), SDG 15 (Life on Land), SDG 1 (No Poverty), and SDG 10 (Reduced Inequalities).
ILO Convention 169 on Indigenous and Tribal Peoples	Ratified by Mexico in 1990, the convention establishes obligations regarding Indigenous Peoples' participation, consultation, cultural identity and collective rights over territories and natural resources. It is central for REDD+ safeguards, FPIC processes and the inclusion of Indigenous women in territorial governance.
United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)	Endorsed by Mexico in 2007, UNDRIP reinforces rights related to self-determination, traditional knowledge, participation and Free, Prior and Informed Consent (FPIC), which are highly relevant for REDD+ implementation in Indigenous territories.
United Nations Framework Convention on Climate Change (UNFCCC)	Ratified by Mexico in 1993, the UNFCCC provides the overarching international framework for climate action and REDD+ implementation. It supports the integration of safeguards, participation, and differentiated vulnerability considerations within climate governance.
Paris Agreement	Ratified by Mexico in 2016, the Paris Agreement reinforces obligations related to climate mitigation, adaptation, and inclusive climate action. Mexico's Nationally Determined Contributions (NDCs) incorporate gender-responsive and socially inclusive approaches consistent with the Agreement.
Cancun Safeguards	Adopted during COP16 in Cancun in 2010, the Cancun Safeguards establish principles for REDD+ implementation, including respect for Indigenous Peoples' rights, full and effective participation, transparent governance and consistency with biodiversity conservation and social safeguards objectives.
Convention on Biological Diversity (CBD)	Ratified by Mexico in 1993, the CBD promotes biodiversity conservation, sustainable use of ecosystems and recognition of traditional knowledge and participation of Indigenous and local communities. The CBD Gender Plan of Action reinforces gender-responsive biodiversity governance.

Kunming-Montreal Global Biodiversity Framework	Adopted in 2022 under the CBD framework, it strengthens commitments related to gender equality, Indigenous Peoples' participation and equitable biodiversity governance, all of which are relevant to forest and climate initiatives.
Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters (Escazú Agreement)	Entered into force for Mexico in 2021, the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters strengthens obligations related to environmental transparency, participation, access to justice and protection of environmental human rights defenders, including Indigenous and rural women.
Inter-American Convention against Racism, Racial Discrimination and Related Forms of Intolerance	Ratified by Mexico in 2019, reinforces State obligations related to equality, non-discrimination, and protection of historically marginalized populations, including Indigenous and Afro-Mexican women in rural and forest territories.
Inter-American Convention against All Forms of Discrimination and Intolerance	Ratified by Mexico in 2019, establishes regional commitments related to equality, intersectionality and prevention of discrimination affecting vulnerable groups and populations facing multiple forms of exclusion.
Green Climate Fund Gender Policy	Establishes requirements for gender-responsive climate finance, including gender assessments, action plans, participation measures, and monitoring mechanisms. It provides the operational gender framework applicable to the RBP proposal.
Green Climate Fund Environmental and Social Policy	Establishes safeguards requirements related to environmental and social risk management, participation, accountability, and protection of vulnerable groups within climate finance operations.
FAO Framework for Environmental and Social Management	Provides safeguards standards applicable to the RBP proposal, including requirements related to gender equality, prevention of gender-based violence, equitable participation, and non-discrimination in project implementation.

Annex 3. Stakeholder Recommendations Relevant to the Gender Action and Inclusion Plan (GAAP) from the Consultation on the RBP Proposal (10–23 July 2026)

Theme	Recommendation from stakeholders	States where this was mentioned	Document where this is addressed
Gender equality and women's participation	Adopt affirmative measures to increase women's participation across all project components, including outreach, beneficiary selection, technical assistance and decision-making processes. Affirmative measures should be incorporated from project design through implementation and monitoring to address persistent gender gaps in participation and access to project benefits.	Chiapas; Michoacán; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF; SEP
Gender equality and women's participation	Promote women's meaningful participation and leadership in project decision-making and components. The project should strengthen women's voice through leadership development, confidence-building and institutional support for inclusive decision-making.	Jalisco; Michoacán; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF; SEP
Gender equality and women's participation	Address discriminatory social norms, gender stereotypes and cultural practices that limit women's participation in project activities and learning processes. Community-wide awareness-raising activities should engage women and men to promote shared responsibility, reduce resistance to women's participation and encourage more equitable gender relations. It is recommended to integrate gender and intersectionality throughout the training activities included in the different components of the proposal, such as the Farmer Field Schools, and to include dedicated awareness-raising modules on these topics.	Chiapas; Jalisco; Michoacán; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF
Gender equality and women's participation	Strengthen the capacity of technical personnel to implement gender-responsive approaches. Technical teams should receive continuous training on gender equality, women's rights, inclusive facilitation, and prevention of gender-based discrimination and violence to ensure that technical assistance responds appropriately to women's needs and circumstances.	Jalisco; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF
Gender equality and women's participation	Increase the participation of women within technical assistance teams and field facilitation. Recruiting and supporting women technical advisors and facilitators can improve women's confidence, participation, and retention, while providing positive role models and strengthening communication with women beneficiaries.	Chiapas; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF
Gender equality and women's participation	Adapt project implementation arrangements to women's time availability and care responsibilities. Activities should include flexible schedules, accessible meeting times, childcare or community care arrangements, and locations that reduce travel burdens in order to facilitate women's	Chiapas; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF

	sustained participation throughout project implementation.		
Gender equality and women's participation	Strengthen women's access to productive resources, project financing, and economic opportunities regardless of land ownership status. The project should recognize that many women face structural barriers to accessing land, productive assets, and financial resources, and should incorporate implementation mechanisms that reduce these constraints.	Chiapas; Jalisco; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF
Gender equality and women's participation	Promote safe and respectful working and learning environments free from discrimination, harassment, and gender-based violence. The project should establish preventive measures, codes of conduct, awareness activities, and accessible reporting mechanisms to ensure women's safety throughout implementation.	Michoacán; Oaxaca; Quintana Roo	GAAP; ESMF
Gender equality and women's participation	Support women's organizational strengthening through training in leadership, administration, financial management, teamwork, accountability, and collective decision-making. Capacity-building should enhance the long-term sustainability of women's productive groups beyond project implementation.	Chiapas; Oaxaca; Quintana Roo	GAAP; ESMF
Gender equality and women's participation	Promote women's economic empowerment through productive initiatives that generate sustainable livelihoods and strengthen household well-being. Women's productive projects should contribute to income generation, economic autonomy, and greater recognition of women's contributions within households and communities.	Chiapas; Jalisco; Michoacán; Oaxaca; Quintana Roo; Yucatán	GAAP; ESMF
Gender equality and women's participation	Incorporate an intersectional gender approach that recognizes the different barriers experienced by Indigenous women, young women, older women, and women living in vulnerable conditions. Gender-responsive measures should be adapted to territorial and cultural contexts to ensure that no group of women is disproportionately excluded from project opportunities and benefits.	Chiapas; Oaxaca; Quintana Roo; Yucatán	GAAP; IPPF; ESMF
Indigenous Peoples, Afro-Mexican communities, and other priority groups	Recognize and strengthen the participation of Indigenous and Afro-Mexican women within culturally appropriate governance and decision-making processes, while respecting both collective rights and gender equality principles. Project activities should avoid reinforcing existing exclusion patterns affecting Indigenous women.	Chiapas; Oaxaca; Quintana Roo; Yucatán	IPPF; GAAP; ESMF; SEP
Strengthening capacities and the technical assistance model	Tailor technical assistance to the needs, capacities, and production systems of different beneficiary groups rather than applying standardized training packages. Capacity-building should respond to territorial characteristics, existing knowledge, production objectives and the different needs of women, youth, and Indigenous Peoples.	Chiapas; Jalisco; Oaxaca; Quintana Roo; Yucatán	ESMF; GAAP; IPPF
Accessibility, inclusion and	Review and, where feasible, adapt eligibility criteria to reduce unnecessary barriers that may exclude otherwise eligible beneficiaries, particularly women, Indigenous	Chiapas; Jalisco; Michoacán; Oaxaca;	ESMF; GAAP; IPPF

equitable access to project benefits	Peoples, smallholders, people without land tenure, users, and other historically vulnerable groups. Eligibility requirements should remain consistent with project objectives while promoting equitable access to project opportunities.	Quintana Roo; Yucatán	
Accessibility, inclusion and equitable access to project benefits	Adopt differentiated implementation measures to ensure that women, Indigenous Peoples, youth, older persons, and other priority groups can participate on an equitable basis according to their specific needs and circumstances. Equitable access may require differentiated support rather than uniform implementation arrangements.	Chiapas; Jalisco; Michoacán; Oaxaca; Quintana Roo; Yucatán	GAAP; IPPF; ESMF
Accessibility, inclusion and equitable access to project benefits	Establish monitoring mechanisms to assess whether project benefits are being accessed across different beneficiary groups and territories. Monitoring should identify different beneficiary groups participation and inform adaptive measures to improve inclusion throughout project implementation.	Chiapas; Jalisco; Oaxaca; Quintana Roo; Yucatán	ESMF; GAAP; IPPF
Accessibility, inclusion and equitable access to project benefits	Ensure that project implementation does not unintentionally reinforce existing inequalities in access to resources, technical assistance, or financial incentives. Periodic reviews should identify exclusion risks and guide corrective actions where needed.	Chiapas; Jalisco; Michoacán; Oaxaca; Quintana Roo; Yucatán	ESMF; GAAP; IPPF