

## REDD+

Reduction of emissions from deforestation and forest degradation, conservation, sustainable forest management and enhancement of carbon stocks



# Talking REDD+

## Beyond forestry – joining up and moving forward

### POLICY HEADLINERS

**Cross-sector collaboration:** join up mitigation and adaptation strategies; integrated interventions at landscape level are likely to be more effective in addressing climate change on the ground and it will reduce transaction costs.

**Tenure:** Local people must benefit from REDD+, so securely integrating customary and legal tenure will be needed to get rights right.

**Additionality:** build on and scale up existing efforts to curb deforestation and degradation, such as participatory forest management and payment for ecosystems services.

**Benefits:** benefits bundles for REDD+ actions can include education, health and other social components, besides the potential carbon credits.

**Gender integration:** women's roles in reducing deforestation and degradation should be part of strategic options to address REDD+.

**Environmental and social safeguards:** the initial costs may increase but overlooking safeguards will cost even more in the long term.

**South-South Learning:** the costs of REDD+ can be lowered by sharing information and technical expertise but the learning must be adapted to the country context.

COP17 may be over but actions to mitigate and adapt to climate change continue apace. REDD strategies are a substantial part of this and now is the time to share and capitalize on what we already know.

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With approximately 17 per cent of global greenhouse gas emissions coming from the forests, REDD+ holds within it the potential to make one of the most significant contributions to addressing climate change. The positive development prospects that could be built into its structures could help to promote poverty reduction on a wide-reaching scale, applying the pro-poor approaches learned from decades of study and practice in participatory forest management and payment for ecosystems services in Africa, Asia and Latin America. REDD+ therefore has potential to effectively mitigate climate change impacts, enhance adaptation and alleviate poverty. But challenges on how to ensure this triple win are enormous. REDD+ needs to address a complex web of issues beyond the forest sector through an integrated and cross-sector approach to planning and implementation.

On Sunday 27 November 2011, the eve of the 17th conference of the parties to the UNFCCC (COP17), the International Institute for Environment and Development, together with its partners, hosted a South-South learning event, 'REDD+, poverty reduction and sustainable development: are there cost-effective and pro-poor options?' This was a platform to share information about the practices that already work, to discuss how REDD+ can build on and scale up cost-effective options that deal with the fundamental problem of climate change. Deforestation and degradation of forests requires concerted interventions across national and regional borders. Learning from each other's experience in dealing with the

underlying problems and understanding how to adapt them to a different local context is critical – and will help to both ensure its success and to lower transaction costs.

This briefing gives an overview of the key REDD+ issues, in particular: integrating mitigation and adaptation actions; addressing tenure; learning from participatory forest management and payment for ecosystems services; taking the right approach to gender; developing safeguards to minimize negative impacts of REDD+; and strengthening South-South collaboration to reduce the transaction costs of REDD+.



## MITIGATION AND ADAPTATION JOINING THINGS UP

'FALSE DICHOTOMY BETWEEN MITIGATION AND ADAPTATION SHOULD BE AVOIDED.'

REDD+ aims to mitigate climate change but its effectiveness will depend on how it helps those affected to adopt sustainable land use practices, and therefore to adapt and build resilience to the inevitable changes. If it is done correctly, everyone will benefit, globally and locally. Climate change mitigation and adaptation should therefore not be separated.

There is urgency in closing the imaginary divide between mitigation and adaptation. The strategies need to be reconciled in terms of processes, resources and implementation, and reconciled with wider developmental strategies, in order to effect desired change on the ground while reducing transaction costs. To effect this integration, ministries and

institutions need to work together to ensure that strategies are harmonised and mutually supportive, which will lower the transaction costs of actions. For this to happen, both on paper and in practice, political will is required. In Mexico, for example, the institutions dealing with forestry and agriculture are legally bound to coordinate the REDD+ process and other sectors and stakeholders have access to decision-making bodies at central, regional and community level.

'INNOVATION IS CENTRAL TO  
BOTH REDD+ AND ADAPTATION'  
- DR YEMI KATERERE

# BENEFIT SHARING

## BEYOND CARBON METRICS

How decisions are made over the receipt of benefits under REDD+ – financial or otherwise – will depend on the governance structures in place. Research to date has shown that to improve forest management and reduce pressure on forests, people need to be able to participate in decision-making. Finding ways to create participatory and mutually beneficial governance structures will help to create accountability at all levels and localise control, allowing communities to have ownership over and benefit from any compensation for reducing emissions.

Carbon is an important metric for measuring mitigation; however, truly effective reduction of emissions will depend on the extent of poverty reduction achieved. REDD+ has to be implemented together with the development of sustainable enterprises, sustainable intensification of agriculture, and other interventions within a wider context of rural development and implementation of poverty reduction strategies, biodiversity conservation and watershed services.

### Case study

#### Tanzania: a mirror of Africa

The miombo dominated landscape found in Tanzania extends across many countries in Southern Africa from Angola to Mozambique. Its approach to sustainable management of natural resources, through participatory and joint forest management, can be found across Sub-Saharan Africa.

Pilot projects in Tanzania have been looking at Participatory Forest Management (PFM) and how it could be scaled up for REDD+. PFM in Tanzania includes two main approaches: (i) Community Forest Management (CFM) in which communities lead decision-making on management of forests and benefits; and (ii) Joint Forest Management (JFM) in which communities and state work together towards sustainable forest management. Research shows that communities in Tanzania favour a REDD+ that builds on their direct engagement in

managing resources (CFM), rather than through Joint Forest Management (JFM).

The reason for the preference rests on the benefits – if REDD+ initiatives are implemented using JFM, there is a danger that REDD+ will be simply a name change for the current status quo and the state will make all the decisions and determine the benefits that communities receive. Strong arguments support this supposition that ensuring local control would make this a real strategy shift towards addressing deforestation and degradation. Research also shows that where communities are involved as managers and are supported to develop alternative income-generating activities, they are able to find ways to control the resources – otherwise the communities lose the incentive to work sustainably.

'NGOS ARE POWER BROKERS. THEY IMPLEMENT TANZANIA REDD+ PILOTS; LESSONS SHOULD BE FED BACK TO NATIONAL LEVELS.'

- PROF. GEORGE KAJEMBE

# TENURE

## A FOUNDATION FOR REDD+ AND LONG-TERM INVESTMENTS

'PENDING ISSUES RELATED TO STATUTORY AND CUSTOMARY TENURE SHOULD BE RESOLVED AND IMPROVED CONSULTATION OF STAKEHOLDERS CAN HELP ... EXISTING PRO-POOR TENURE LAWS SHOULD BE ENFORCED' - DR WILLIAM SUNDERLIN.

Generating and equitably distributing benefits for those who are improving land use practices and ecosystem services relies on protecting people's rights to natural assets, food security, income and livelihoods. But historically, securing local rights to forest resources has been a long-fought battle, with a mixed degree of success. In many countries, state ownership of lands and forests prevails despite decades of decentralisation and devolution of resource control to local level. The customary ownership of land rights achieved through decentralisation, such as rights for usage, often does not have the strength of enforcement required to

'PAPUA NEW GUINEA IS AN INSTRUCTIVE CASE IN REGARDS TO TENURE. THERE IS A STRONG CASE FOR ROOTING CARBON RIGHTS TO ACKNOWLEDGED CUSTOMARY RIGHTS TO FORESTS - BUT OPPORTUNISM IS LIKELY TO CHALLENGE FAIRNESS'  
- PHIL FRANKS

challenge state ownership of land, minerals and resources. The result is that security of tenure often rests with the state, which is able to sell or allocate land to other uses.

Implementing REDD+ requires the clear identification of rights holders and consequently the identification of beneficiaries of any performance-based incentives. The tenure secured needs to act as an incentive for communities and land users to improve their practices. If the security of tenure being established is instead securing carbon as a commodity, it might exacerbate the resource rush and potentially the exclusion of forest-dependent communities.

## PRACTICALITY AND EQUITY

Tenure needs clarity for REDD+ to be an attractive investment - who owns which rights to the trees, the forest, the carbon itself? But more fundamentally, the process for establishing this and the resulting outcomes need to be fair. Tenure issues are complex and challenged by vested interests. In practical terms, perhaps it is not possible to resolve the multiple and overlapping rights that exist prior to REDD+ implementation and instead they could be resolved incrementally, such as by strengthening existing rights. Strong arguments can be made for this practical, efficient approach; most notably that it will enable the early engagement of the private sector and therefore the funding.

But if this practicality comes at the expense of fairness, it is unlikely to work in the long run; inequity will inevitably lead to conflict and the displacement of people. Without ownership of land and resources, incentives to cultivate sustainably for long-term benefit disappear. Separating (or not) rights to land, forests and carbon and assigning them to people or groups will define the winners and losers, it will determine whether or not REDD+ can be pro-poor, and its fairness will determine whether or not it works in combating deforestation and forest degradation.

'TENURE ARRANGEMENTS ARE A MOVING TARGET - REDD+ CAN LEARN ABOUT TENURE AND BENEFIT SHARING ARRANGEMENTS FROM EXPERIENCES OF JOINT-VENTURES BETWEEN COMMUNITIES AND PRIVATE SECTOR IN THE WILDLIFE-BASED TOURISM ACTIVITIES.'

- STEVE COLLINS



# ADDITIONALITY

## USING THE BUILDING BLOCKS WE HAVE

'REDD IN MEXICO IS NOT SEEN AS A NEW PROGRAMME, BUT RATHER A MULTI-SECTOR AND MULTI-STAKEHOLDER COORDINATION MECHANISM TO HELP STRENGTHEN ONGOING EFFORTS TO ADDRESS DEFORESTATION AND DEGRADATION'

- JOSEFINA BRAÑA

### Case study

## REDD+ in Mexico: community forestry and payment for ecosystems services offer solid foundations

Existing payment for ecosystems services and participatory forest management programmes developed in Mexico are being used to demonstrate a key strategy for REDD+ implementation: a means to coordinate sectors and integrate policies in the context of rural development. High on the list of other essential conditions that will not be achieved overnight are institutions with the incentive and ability to integrate with each other. Key ministries, key departments, multiple civil society organisations, academia, research and private sector agencies will need to work together. Creating prospects for organisational collaboration by building trust and capacity is fundamental.

Multisector and multistakeholder coordination platforms have been set up at different levels; a costly but necessary process. However, only a combination of actions, including capacity building to improve management; strengthening social capital; providing technical assistance and training to develop sustainable and viable enterprises and management practices, can deliver the expected outcomes. The longevity of interventions is crucial in building sustainability.

Schemes such as Participatory Forest Management (PFM) have contributed to sustainable forest management, to reducing emissions, and to the conservation of biodiversity – and yet these were not services that were paid for. REDD+ brings an opportunity to compensate communities for changing their practices to ones that produce these additional benefits. The challenge is that for countries to receive carbon credits for REDD+, they must show that the actions undertaken are achieving additional emission reductions to those already happening.

There are examples all over the world of strong, local management of forests, water and other resources. We need to build on what works, improve what can work better, and scale up to make them eligible for REDD+ payments, providing effective and efficient REDD+ delivery. REDD+ payments should be compensating these projects that are already being implemented but not currently being financed for the services they are generating. Acknowledging the benefits already being achieved will encourage the continuation and expansion of these initiatives. Several positive examples can be found across Africa, Asia and Latin America and the workshop particularly highlighted few from Mexico, Tanzania and Brazil.

Performance based incentive for land users have been implemented for one or two decades in Latin America and more recently tested elsewhere. Payment for conservation of biodiversity and watershed services can be instrumental in driving change in management practices. Fifteen to twenty per cent of the forests in Mexico are under community forest support through a national Forest Fund, managed by the National Forest Commission. Under this system, ten per cent of funds meet operation costs, while ninety per cent are paid directly to ejidos to implement sustainable management practices and rewards for performance. The Mexican example has demonstrated that forest values beyond carbon, and benefits across value chains of forest goods and services, need to be assessed.

## Brazil: advancing REDD+ through the *Bolsa Floresta* programme

Brazil is a leading player amongst countries taking steps to curb deforestation and reduce emissions. A public-private endeavour led to the creation of Foundation for Sustainable Amazonia (FAS) that is developing and facilitating implementation of a programme helping communities in Amazonas State to protect resources around them, whilst improving their living standards. This Bolsa Floresta programme established contracts between FAS and communities to generate income, strengthen institutions, improve social services and transfer cash to households.

The programme addresses drivers of deforestation through a combination of economic incentives to invest in enterprises, a focus on education, provision of health facilities, raising awareness, improving access to means of communication, and acknowledging the key role that women play in household decision-making. Their key techniques include consultation and participation, allowing communities themselves to prioritise their needs and taking decisions on the social components through consensus. This initiative demonstrates that while carbon is an important metric to gauge progress in mitigating climate change, economic and social co-benefits of REDD+ are central to making it work.

'DEFORESTATION HAPPENS BECAUSE PEOPLE ARE CLEVER, ARE RATIONAL AND MAKE DECISIONS BASED ON ECONOMIC NET BENEFITS, THEREFORE IDENTIFYING ALTERNATIVE LIVELIHOODS THAT MAKE ECONOMIC SENSE IS FUNDAMENTAL TO REDUCING DEFORESTATION.'

- PROF. VIRGILIO VIANA



# PRIVATE SECTOR

## NOT THE ELEPHANT IN THE ROOM BUT A KEY STAKEHOLDER AT THE TABLE

Outside of small-scale farming, large-scale investments are similarly significant players contributing to the conversion of forests into agriculture land and thus causing emissions. Yet there is no doubt that this is necessary to propel economic development, employment and to meet consumer demand in the domestic and international markets. If the private sector instead invests in land for conservation under a REDD+ scheme, are we potentially risking this one positive developmental return that large-scale agricultural investments bring, by putting them in direct competition with REDD+?

And as we have seen historically, large-scale land acquisitions can result in dispossession for local communities. As large companies search for areas to invest in, REDD+ is already becoming a driver in the rush to resources. And while the issues of rights and tenure remain on the table, the question is, which resource is being sought: land or forests or simply carbon?

The dilemma faced by policymakers is to establish how decisions should be made regarding the allocation of land to investment, in the absence of legal instruments defining carbon rights. REDD+

strategies need clear, coherent policies towards defining the respective rights and responsibilities, to ensure that poverty reduction and environmental responsibility happen in tandem. Whilst carbon trading may remain a future possibility, large-scale acquisitions of resources for REDD+ is already a reality that needs to be addressed. When we are looking at these large-scale REDD+ investments, we need to be clear of the impact on both the community and the economy. However, the private sector should not be vilified but rather brought to the table to discuss perspectives and opportunities.

'SOUTH AFRICA IS NOT A REDD+ COUNTRY, BUT HAS LESSONS TO SHARE WHEN IT COMES TO THE OPERATION OF PRIVATE SECTOR ENGAGEMENT IN INVESTMENTS (AGRICULTURE, FORESTRY, FISHERIES, INFRASTRUCTURE) AND FACING CHALLENGES OF TENURE REFORM - REDISTRIBUTION AND RESTITUTION - AND BENEFIT SHARING.'

- STEVEN NGUBANE

# GENDER

## ACKNOWLEDGING PROACTIVE ROLES THAT MEN AND WOMEN PLAY

As usual, ticking the boxes is easier, but is this all we want or need to address the drivers of deforestation and degradation? Gender equity should move beyond a 'do no harm' approach and actively ascertain what the positive contributions of both men and women can be. Analysis of the drivers of deforestation and degradation combined with analysis of key value chains associated with them, and actors within these, can clearly demonstrate the role of women and men, young and old; and in particular show that women can be active agents of change. This should then pave the way for gender and generation sensitive REDD+ in both the planning and the implementation.

The ongoing revision of UN-REDD guidelines for REDD+ readiness will help improve the current situation, but meanwhile, we do not need to wait for the guidelines to incorporate these ideas and knowledge into REDD proposals already in the pipeline.

'GENDER DRESSING TO SHOW COMPLIANCE IS COMMON, EXPRESSIONS SUCH AS 'GENDER BALANCE', 'GENDER ISSUES', AND 'MAINSTREAMING' ARE SIMPLY INSERTED INTO REDD+ READINESS PROPOSALS WITHOUT MUCH ANALYSIS.'

- ISILDA NHANTUMBO



'A STUDY BY CIFOR REVEALS A NEED TO INCORPORATE BOTH MEN AND WOMEN IN DECISION-MAKING WITH REGARDS TO FOREST MANAGEMENT, AND EVIDENCE SHOWS THAT MIXED GROUPS OF MEN AND WOMEN ARE MORE EFFECTIVE IN MANAGING FORESTS.'

- ESTHER MWANGI

## SAFEGUARDS ANTICIPATING THE RISKS

The common expectation is that REDD+ should contribute to stabilising the rapid changes in climate, enhancing biodiversity conservation and contributing to poverty reduction. Yet it is not exempt from risks of doing otherwise, or indeed exactly the opposite. The risks associated with getting REDD+ policies wrong are both social and environmental. Large-scale plantations of sustainably managed forests to sequester carbon, for example, could be based on the conversion of natural forests, lead to monoculture and a loss of biodiversity. On the social side, we need to consider who is doing the planning, and ensure that economically or politically powerful actors are not pushing vulnerable communities into marginal land.

There are currently three instruments for guiding incorporation of safeguards in REDD+ readiness proposals: the UN-REDD safeguards, the Strategic Environmental and Social Assessment (SESA) of the World Bank

and the Social and Environmental Safeguards (SES) by Care International and partners. All aim at integrating transparency, accountability and mitigating social and environmental risks. However, the proliferation of safeguards may burden those implementing with unfeasibly high costs and complexities outside of their capacities, or they may simply bring confusion over which to follow. The costs of incorporating safeguards into REDD+, therefore, need to be factored in; clearer processes need to be established to integrate and enforce them; and they need to be structured to maintain flexibility and ability to adapt to local contexts – and this means involving stakeholders in the process of their establishment. It may well be a cheaper option to implement safeguards more simply at the beginning – but the cost of rectifying the mistakes in the long run will be high.

'PLANTING NATIVE SPECIES MIGHT BE EXPENSIVE, BUT HIGH BIODIVERSITY AREAS MAY ALSO BE ASSOCIATED WITH HIGHER RESILIENCE TO CLIMATE CHANGE, THEREFORE BIODIVERSITY INDICATORS SHOULD BE INCORPORATED TO ENSURE COHERENCE OF REDD+ AND OTHER POLICIES AND INTERVENTIONS.'

- MARYANNE GRIEG-GRAN



# MOVING FORWARD

## SOUTH-SOUTH LEARNING

South-South learning platforms can drive forward both discussions and practical solutions for those facing the realities of REDD. To move forward with pro-poor solutions, every stakeholder needs to be represented around the table – we need space for this and we need institutions to support it. Creating strong structures for REDD+ that take into account all the safeguards needed, that maximise the opportunities and minimise the risks, takes cooperation across the board and across national borders.

The current partnership between Mozambique and Brazil gives a concrete example of potential gains and challenges of South-South collaboration. It can bring great gains in understanding, for example, but where there are conflicts in reconciling development priorities and emission reductions between countries (international leakage), ensuring the collaboration is efficient can be a complex task in itself.

Tanzania and Mozambique are also paving the way towards more systematic collaboration on four areas: national level REDD+ processes and piloting; reference levels and monitoring reporting and verification (MRV); private sector REDD+; training and research. Creating the space and means for institutions and countries to work together on these issues, particularly those sharing commonalities – landscape, policies and resources management challenges – is likely to strengthen REDD+ delivery.

This collaboration is not a cut and paste exercise but a learning exercise. Ultimately, REDD+ needs to adapt to local contexts, which may be vastly different culturally, socially, economically and politically. Similarly, whilst acknowledging success cases, there is equal value in learning from the failures of integrated conservation and development programmes. This means discovering where and why programmes failed: design, financing, capacity of facilitators or beneficiaries, ambitious or unrealistic goals, or the benefit sharing mechanisms. Sharing practical information and solutions can substantially improve REDD+ for all parties; lowering costs and building capacity across the board.



# WITH THANKS

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The content of this document was drawn from panel speeches and audience response during the workshop. It is a reflection of the discussions but does not represent consensus opinion or cover all issues discussed. The workshop was made possible by the active participation of researchers, policymakers and practitioners from around the world, as well as the financial support of the European Commission, the UK Department for International Development and the Norwegian Agency for Development Cooperation.

The contents of this document are the responsibility of IIED and can under no circumstances be regarded as reflecting the position of the European Commission, the UK Government or the Norwegian Agency for Development Cooperation.

# SPEAKERS

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# GET IN TOUCH

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