

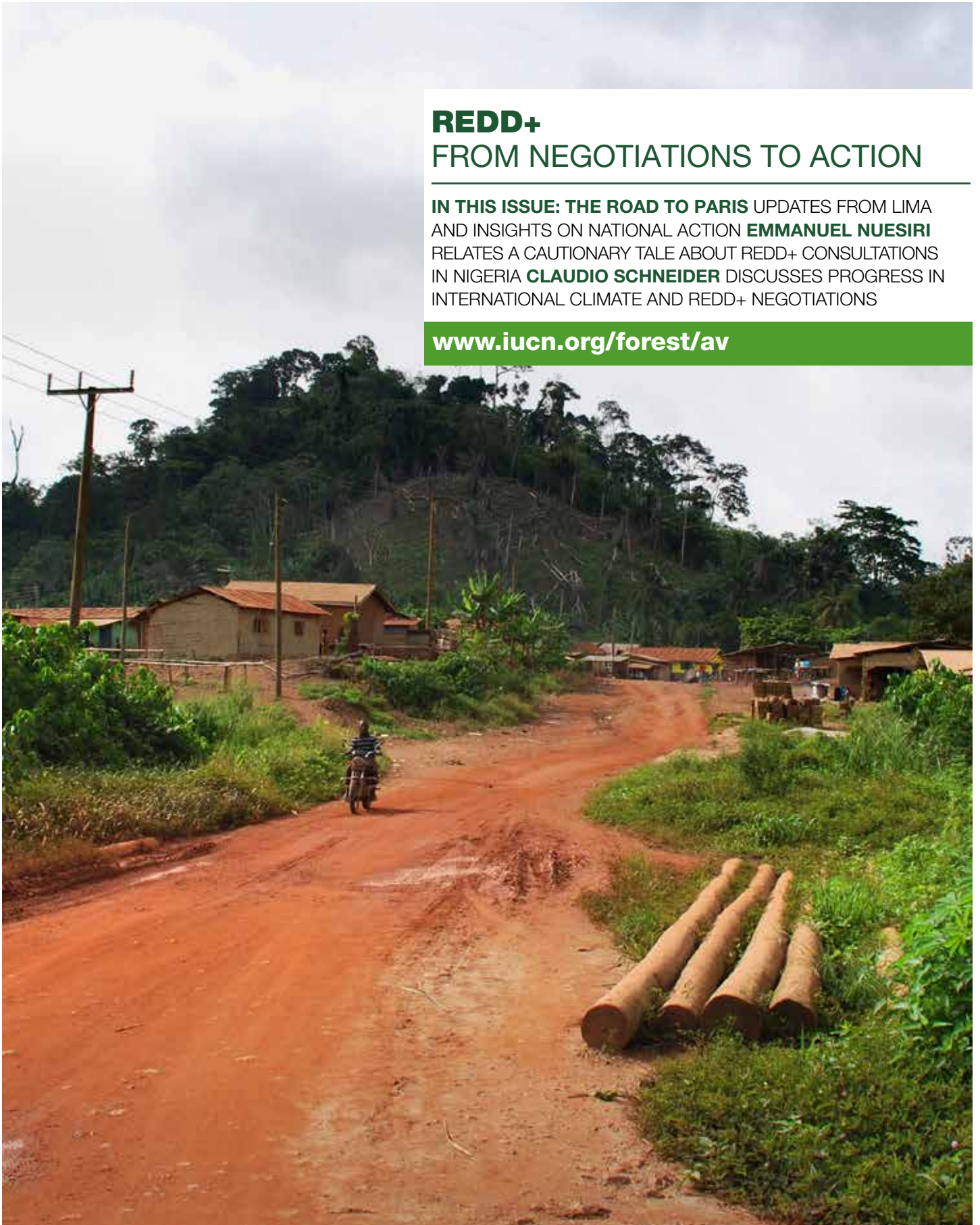


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## REDD+ FROM NEGOTIATIONS TO ACTION

**IN THIS ISSUE: THE ROAD TO PARIS** UPDATES FROM LIMA AND INSIGHTS ON NATIONAL ACTION **EMMANUEL NUESIRI** RELATES A CAUTIONARY TALE ABOUT REDD+ CONSULTATIONS IN NIGERIA **CLAUDIO SCHNEIDER** DISCUSSES PROGRESS IN INTERNATIONAL CLIMATE AND REDD+ NEGOTIATIONS

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## Editorial

In the years since the international climate negotiations first took up the idea of protecting and enhancing forests as a means of storing carbon, there has been a marked shift in how REDD+ has been considered and implemented. The initial focus on stand-alone mitigation projects has expanded to include efforts to support the development of national REDD+ policies. 2015 will see the culmination of this shift as REDD+ and other land-use actions are expected to feature strongly in the intended nationally determined contributions (INDCs) being prepared by UNFCCC Parties in the run-up to the next round of negotiations in Paris in December.

As talks on REDD+ turn from the technical to the political and attention moves towards national commitments and action, there is a real need for institutional arrangements that facilitate REDD+ and other land-use actions. An on-going challenge for many REDD+ countries is how to establish an effective institutional framework that reconciles different, sometimes contradictory, sectoral policies into coherent, low-carbon, sustainable land management, while also ensuring that local communities are involved in shaping and administering REDD+ benefit-sharing arrangements.

This issue of **arborvitae** includes updates on national progress on REDD+ policies and preparations for the Paris negotiations. We look at promising developments as well as potential stumbling blocks, and we include the voices and viewpoints of a range of different stakeholders involved in the international negotiations, national preparations and local consultations and actions.

Given the huge challenges involved in developing workable institutional mechanisms for climate-smart land-use, it is essential to continue exploring new ideas for maximizing forest benefits. One such idea is the extended use of Category V and VI Protected Areas as an institutional mechanism to stabilize land-use dynamics in a fair and effective way at a landscape scale. Protected Area Management Categories V and VI allow for sustainable use of forest resources, while other categories are more restrictive towards resource exploitation and land-use change. As such, these two categories, particularly when combined with governance arrangements involving Indigenous Peoples, local communities and private landowners, offer governments an institutional means to improve forest governance, especially in areas under intense pressure where deforestation is a real and imminent risk.

The designation of Category V and VI Protected Areas has been successfully used to provide the institutional architecture to reconcile conservation and development policies in Europe and North America for several decades now. These categories were also used as part of Brazil's successful strategy to rapidly reduce forest loss in the so-called "arc of deforestation" while reinforcing the rights of local communities and Indigenous Peoples. IUCN will support further use of these categories in target REDD+ areas, building on lessons we and our partners have learned through our work on REDD+ benefit-sharing and enhancement of forest carbon stocks through forest landscape restoration.

*Stewart Maginnis*, Global Director, Nature-based Solutions Group, IUCN

## Contents

**3-6 The road to Paris** With international alignment, new focus on national action; Update on REDD+ and international climate negotiations; Using REDD+ to meet national objectives in West and Central Africa; Land use in the global climate agreement **7 REDD+ and restoration** Momentum continues for forest landscape restoration **8-9 REDD+ voices** Perspectives on REDD+ actions **10-11 REDD+ and forest communities** Human rights and REDD+; Representation in REDD? **12-15 National REDD+ action** Building a legal framework for REDD+ in Guatemala; Gender and REDD+ in Uganda; Mapping customary rights in Papua, Indonesia; Reducing emissions through improved agricultural practices in Ghana **16 Interview** – Claudio Schneider



# With international alignment, new focus on national action

**Patrick Wylie** of IUCN outlines the new importance and challenges of national preparations for the Paris climate negotiations.

December 2015 will see the next round of the UN climate negotiations at the UNFCCC COP21 in Paris. While many of the technical aspects of REDD+ were agreed at the Warsaw COP19, the focus is now on how REDD+, and land use more broadly, can contribute to national commitments to help combat climate change.

All 195 Parties to the UNFCCC are now gearing up to submit their post-2020 climate commitments – their ‘intended nationally determined contributions’ (INDCs). This milestone marks a turning point in the international negotiations – from the technical to the political – and now places even greater emphasis on national and subnational preparations of climate change strategies and programming of their implementation.

Switzerland was the first country to submit its INDC, at the end of February, with additional submissions anticipated by the end of March and the majority ‘well in advance’ of the negotiations in Paris.<sup>1</sup> At the end of October, the UNFCCC Secretariat and global civil society organizations will add up the potential impact of these individual national estimates of emission reductions and other climatic action to determine how close the world will be to limiting climate change to either 1.5 or 2 degrees Celsius.

Domestic efforts have always formed the backbone of the solution to meeting global climate goals, and this remains true now more than ever. It will be the role of domestic civil society to increase the ambition of these initial commitments and ultimately bring collective action closer to a 2 degree world than what is likely to originally be submitted over the course of the year. Widely-consulted and well-developed plans are the most likely to be both implemented and sustained, and those national climate plans—not negotiations—will ultimately lead to action on the ground and results in our collective atmosphere. For that reason, Parties to the UNFCCC have repeatedly called on International Organizations, such as IUCN, to support domestic efforts to outline ambitions and planning for climate change mitigation.

However, challenges remain for developed and developing countries alike as they prepare national strategies for the implementation of forest-climate, land-use and REDD+ activities. In the lead up to Paris, and remaining on 12th December the day after the negotiations end, these hurdles include: (i) thematic challenges including inter-sectoral integration, legislative policy reforms and benefit sharing;<sup>2</sup> (ii) technical challenges such as establishing baselines,

Domestic efforts have always formed the backbone of the solution to meeting global climate goals, and this remains true now more than ever.

identifying practical interventions and calculating the potential costs and benefits of those actions; and (iii) process challenges including facilitation of information flows and engagement of stakeholders.

As mentioned in the last issue of **arborvitae**, among other REDD+ and land-use interventions, forest landscape restoration (FLR) is an excellent example of how civil society and governments are already working together to identify and implement domestic climate action. To date more than a dozen governments and non-state organizations have now committed over 59 million hectares toward the Bonn Challenge goal of restoring 150 million hectares of degraded and deforested lands by 2020. If achieved, that goal could close roughly one-sixth of the emissions gap in 2020. With momentum building for restoring degraded lands, more than 100 governments, businesses and civil society organizations signed the New York Declaration on Forests in September last year, which included extending the global restoration target to 350 million hectares – an area the size of India – by 2030.

IUCN and its members, as well as other International Organizations, will continue to contribute to overcoming these global forest challenges and meeting global climate goals by supporting policy-level decision making and activities designed to engage directly with key decision makers in both the public and private sectors and by encouraging the scaling-up of successful lessons learned into sub-national, national and corporate policies.

<sup>1</sup> The INDC reports are listed at: <http://www4.unfccc.int/submissions/indc/Submission%20Pages/submissions.aspx>  
<sup>2</sup> TFD (2012). Giving REDD+ Life – Integrating REDD+ with Broader with Development Goals. TFD Review. The Forests Dialogue. [http://theforestsdialogue.org/sites/default/files/tfdreview\\_givingredd-pluslife\\_en.pdf](http://theforestsdialogue.org/sites/default/files/tfdreview_givingredd-pluslife_en.pdf)

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# Update on REDD+ and international climate negotiations

The 20th Conference of the Parties (COP20) to the United Nations Framework Convention on Climate Change (UNFCCC), held in Lima, Peru in late 2014, began on a note of hope and renewed energy with the announcement, a few weeks before, of a climate deal between China and the USA. Momentum continued as the Green Climate Fund achieved its US\$ 10 billion interim capitalization target after a round of pledges came in the run-up to, and during, COP20.

Because of the major progress made on REDD+ at COP19 in 2013, where seven decisions were taken as part of the Warsaw Framework on REDD+,<sup>1</sup> overall expectations for additional forest-specific outcomes from Lima were reasonably low. Rather than providing further REDD+ guidance, the conversations in Lima focused on how the broader land-use sector would be considered for all 196 Parties including all UN member states, not just REDD+ countries, in the overall climate agreement to be negotiated in December at COP21 in Paris. With that milestone fast approaching, Parties continued negotiations over land-use considerations in Geneva in February and have three additional meetings scheduled before Paris.

The level of discussion about the role of forests and land-use in the new climate agreement has risen above the technical domain of the forest and land-use negotiators, with the consideration of the land-use sector now resting in large part with negotiators in the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) and Heads of Delegations.

IUCN and its members will continue to support Parties – as requested in the Lima Call for Climate Action – in both analysis of the implications of draft text and domestic preparations to meet this global challenge.<sup>2</sup> The current status of four national-level preparations for REDD+ is described on pages 12 to 15 of this issue of *arborvitae*. Two other countries' REDD+ activities are outlined in the text box on the right.

1 See [http://unfccc.int/land\\_use\\_and\\_climate\\_change/redd/items/8180.php](http://unfccc.int/land_use_and_climate_change/redd/items/8180.php)

2 See [http://unfccc.int/files/meetings/lima\\_dec\\_2014/application/pdf/auf\\_cop20\\_lima\\_call\\_for\\_climate\\_action.pdf](http://unfccc.int/files/meetings/lima_dec_2014/application/pdf/auf_cop20_lima_call_for_climate_action.pdf) and <http://www.landscapes.org/glf-2014/agenda-item/day-1-dec-6/side-events-sessions-for-and-by-youth-private-sector-and-civil-society-organizations/css-slate-2/options-assessment-land-use-post-2020-world/>

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## Promising policies: REDD+ in Mexico and Cameroon

**Mexico's** context is very favourable to the fostering of rights-based and pro-poor oriented frameworks for REDD+. REDD+ in Mexico is seen as a component of the country's sustainable rural development framework. The 2007-2012 National Development Plan clearly indicates that REDD+ schemes will be aligned with the development objectives set by the country. On the basis of its national REDD+ Vision launched in December 2010, Mexico has completed the country's National Strategy for REDD+ (ENAREDD), and initiated the implementation phase with some early REDD+ actions. Mexico's ENAREDD strongly builds on the Mexican common property model that has long guided forest and land management, and is considered an alternative to the market vs. public property debate that has dominated some REDD+ discussions. The government position stated in ENAREDD is to build an equitable and transparent mechanism that fosters conservation and sustainability among the different forest landowners.

**Cameroon's** context offers a number of opportunities to mainstream rights-based and pro-poor considerations in the development of REDD+ strategy. In its current REDD+ preparation stage, the Government of Cameroon is showing a good level of commitment to partnerships and welcoming new and innovative ideas likely to improve the enabling environment. Cameroon considers REDD+ as a framework that must help the country achieve its sustainable development goals as outlined in the Growth and Employment Strategy Paper and the Cameroon Vision 2035 objectives. In order to achieve this objective, Cameroon has engaged in a number of legal reforms, including the revision of the 1994 forest law, and that of the 1974 land tenure law. The revision of the 1996 Environment law has also just been initiated, with the aim of including climate change and REDD+ considerations which are not sufficiently taken into account in the current version of the law. These land and forest law revisions, initiated in 2011, bear the promise of bridging the gaps identified in the existing legal and institutional arrangements regarding the clarity and security of tenure rights, and the participation of local communities and Indigenous People in the management of forest.

# Using REDD+ to meet national objectives in West and Central Africa

**Kenneth Angu Angu** and **Dominique Endamana** of IUCN describe national policy efforts to use REDD+ as a lever for sustainable development.

The REDD+ preparatory process is ongoing in many countries within West and Central Africa. Cameroon, Republic of Congo, Democratic Republic of Congo, Ghana, Central African Republic, Togo, Liberia, Côte d'Ivoire and Burkina Faso are among the most prominent in this regard. These countries have already prepared their REDD+ Readiness Preparation Proposals (R-PPs) and are in the process of elaborating their National REDD+ Strategy documents. Many countries within the region are seeing the opportunity to use REDD+ as a tool that can contribute to their national development goals as well as the reduction of forest deforestation and degradation.

For example, a Joint Declaration of Intent on REDD+, endorsed in 2011 during the UNFCCC COP17 in Durban, South Africa by seven Central African countries, seven donor countries and the European Commission, stressed that “REDD+ is a long-term development choice that requires innovation to achieve sustainable economic growth”.

In 2012 Cameroon, one of the signatories of this declaration, further underlined this position in its R-PP document, stating that: “For Cameroon, REDD+ is a development tool that must help it achieve the sustainable development objective that the country set for itself as part of the Growth and Employment Strategy Paper and Cameroon Vision 2035.”

Ghana's Emission Reductions Programme Idea Note (ER-PIN) also highlights the connection between REDD+ and national development objectives. The strategies it outlines focus on cocoa forest mosaic landscapes because of both the high significance of cocoa to local livelihoods and the national economy and also the significant potential of expanding cocoa production by restoring degraded and deforested lands in Ghana's High Forest Zone. The Ghanaian Government is looking to this innovative programme to secure the future of its forests, increase the income of



© IUCN/Dominique Endamana

**Discussion of livelihood options with a local community in Ghana**

farmers and thereby significantly improve the livelihood of forest communities.

Burkina Faso and other West African countries have also separately committed to continue the REDD+ process as part of their national growth strategies.

Local and indigenous people in these two regions heavily depend on forest resources for survival. This dependence highlights the importance of protecting forests and is an opportunity for countries to conduct REDD+ pilot projects to both demonstrate and enhance the connections between forests and the livelihoods of forest communities.

Pilot projects in these countries are already beginning to show ways REDD+ can benefit broader national objectives. In Ghana, for example, local communities are building meaningful business partnerships with the private sector and the government to advance their livelihoods while promoting the ideas of REDD+ through sustainable forest management. An example is the development of a sustainable *Allanblackia* supply chain in the Wassa Amenfi landscape where local women collect the fruit from the wild, extract the seeds and sell them to private enterprises in the cosmetics and food industry. Building this supply chain has helped to encourage farmers to plant *Allanblackia* trees on their cocoa farms and on degraded and deforested lands.

Another example comes from Cameroon where intensive agriculture is a primary driver of deforestation and a significant source of income for many rural communities including villages within the Tri-national Dja-Odzala-Minkébé landscape which extends into the Republic of Congo and Gabon. For these reasons, participatory tools (such as the Forest Poverty toolkit) are being used to identify sustainable livelihood options in an on-going REDD+ pilot activity in several villages within this landscape. The government intends to incorporate data from REDD+ pilot projects into its REDD+ and development strategies at the national level, and it has already integrated lessons from these projects into the process for developing its National REDD+ strategy.

Involving civil society and local communities in identifying livelihood enhancement options as part of REDD+ strategies helps both governments and local communities understand the potential for REDD+ as a development tool. It allows communities to gain ownership of REDD+ pilot projects and feel more motivated to help with the implementation of the National REDD+ Strategy documents in the region.

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Saadia Bobtoya Owusu-Amofah and Ako Charlotte Eyong contributed to this article.

# Land use in the global climate agreement

**Dana Miller** of the Environmental Defense Fund reports on recent discussions about how best to include land use in the international climate agreement.



© EDF/Chris Meyer

**Panel members and audience at the Global Landscapes Forum discuss land use in the 2015 agreement.**

Against a backdrop of tree-covered mountains, negotiators from all over the world met last December in Lima, Peru for the United Nations annual climate change conference. Environmental Defense Fund and partners coordinated a pre-conference workshop in Lima where a group of country negotiators and other experts discussed how to bring forestry, agriculture and other land uses front and centre in the global climate agreement to be signed in Paris at the end of this year. The land-use sector is doubly important in this context as it not only accounts for about a quarter of global greenhouse gas emissions but also absorbs a significant fraction of the world's carbon emissions. Participants at the workshop concurred that the climate agreement needs to include land use in a simple, flexible and transparent way to encourage as many countries as possible to address emissions in this sector.

Participants generally agreed on the need for an approach that allows comparisons of countries' mitigation efforts, taking into account both the commonalities and differences between developed and developing countries and between ecosystems such as tropical forests, temperate forests and croplands.

A briefing paper prepared for the workshop (with support from IUCN) set out four policy options for including land use in the climate agreement. These options ranged from complete uniformity in accounting rules to complete differentiation in accounting. Most participants preferred a middle approach, starting with the three

systems of accounting rules that already apply to different countries, and working toward more harmonization. This path could help Parties move towards a simpler and more comprehensive approach over time, while still building flexibility into the framework so that Parties could select the system that best fits their own context.

We continued this discussion during our session at the Global Landscapes Forum held alongside the Lima climate negotiations. This session was moderated by IUCN and included panelists from non-profits and governments. Panelists and the 120-strong audience discussed how common principles for the land-use sector could account for both agriculture and forestry and address both mitigation and adaptation. Our panelists encouraged Parties to identify specific principles that they need to effectively raise ambition for mitigation in the land-use sector in their national policies and in the international climate agreement.

**Contact:** Dana Miller, [dmiller@edf.org](mailto:dmiller@edf.org). The workshop presentations are available at: [http://www.edf.org/sites/default/files/land\\_use\\_2015agreement-presentations.pdf](http://www.edf.org/sites/default/files/land_use_2015agreement-presentations.pdf).

The land-use sector accounts for about a quarter of global greenhouse gas emissions and also absorbs a significant fraction of the world's carbon emissions.



# Momentum continues for forest landscape restoration

**Tim Christophersen** of the United Nations Environment Programme highlights the important synergies between forest landscape restoration and REDD+.



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**Women working in a restored landscape in India. IUCN and UN-REDD are working together to make over 10 years of knowledge and experience gained in forest landscape restoration available to all UN-REDD partner countries.**

“Nature has developed powerful carbon sequestration machines: they are called trees. And we are now at the point where just reducing emissions will not be enough,” said Tine Sundtoft, Norway’s Minister of Climate and Environment, at the Bonn Challenge Ministerial meeting on 20 and 21 March 2015. “We must actively remove carbon out of the atmosphere. Forest restoration is the most cost-effective carbon capture option we have.”

Ms. Sundtoft’s call for more forests and trees in the fight against climate change was echoed by meeting participants from around the world. Brazil, China, Colombia, Costa Rica, El Salvador, Ethiopia, Guatemala, Indonesia, Liberia and the Republic of Korea provided detailed insights into their restoration actions. Already nearly 60 million hectares

have been taken under active restoration since the first Bonn Challenge meeting in 2011, with further pledges in the pipeline. The Bonn Challenge target of restoring 150 million hectares by 2020 was recently made even more ambitious in the New York Declaration on Forests which added another 200 million hectares to be restored by 2030, putting the total envisaged total area at 350 million ha, equivalent to the size of India. Achieving this target could remove up to 1.7 gigatons of CO<sub>2</sub> from the atmosphere every year and create well over US\$ 80 billion per year in ecosystem services.

I have been following the Global Partnership on Forest Landscape Restoration for eight years, and we have made some progress. But what we saw at the Bonn Challenge meeting last month was truly a game-changer. The

world has finally woken up to the fact that the magnitude of the climate crisis requires equally large and comprehensive responses, which must include the way we manage ecosystems.

Already, broad and inclusive restoration approaches are emerging in many countries. In Brazil, new legislation is under way to restore 12.5 million hectares within 20 years and create up to 190,000 new jobs in the process. In El Salvador, the Government has pledged to restore over half of all land area following a detailed assessment of its forest baseline. These countries see landscape restoration as an essential investment in ‘natural infrastructure’ for sustainable development.

Linking forest landscape restoration with REDD+ is becoming increasingly important. In the wake of REDD+ efforts, we have seen a major shift from top-down to participatory approaches to restoration and a growing awareness of the right to Free, Prior and Informed Consent (FPIC). The large and growing body of experience with REDD+ safeguards and stakeholder engagement and planning cost-effective actions can and should be a foundation for restoration efforts. This is a huge opportunity because forest landscape restoration that builds on the aspirations and contributions of local communities will be even more durable and will more easily attract external and local investments.

In Uganda, the UN-REDD Programme and IUCN aim to fully integrate forest landscape restoration efforts with national REDD+ planning and implementation. The results will be made available to all 58 UN-REDD partner countries, with a view to ensure the international community helps developing countries to integrate land use and climate change.

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**Perspectives on REDD+ actions.** Efforts to make REDD+ benefits a reality are happening across the globe, from forest communities to the highest levels of national governments. IUCN is working with local communities, partner organizations, and governments to show ways that implementing human rights-based approaches to REDD+ can catalyse a nation's low-emissions development to the benefit of both people and the environment. Below are insights from some of the people working to make REDD+ a success in their countries.



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### Ghana

"As we sit here now, the weather is not good for us. It is changing; compared to the previous weather. We can see that all these illegal activities are affecting the weather. So it's about time we start with REDD+ by planting trees, by preserving and protecting the forests so that global climate change can be reduced as well."

**Dorothy Ewusi**, member of the Wassu Amenfi REDD multi-stakeholder platform, Ghana.



### Peru

"For us in Peru, deforestation is a fundamental problem and tackling it is a national priority. We know that REDD is an appropriate tool to help us combat deforestation and we are making good progress with our internal processes so we can complete this stage of REDD-readiness. At the same time, we are transforming the way we address forest, natural resource and land-use issues more generally, as part of a landscape and low-emission development (LED) approach. We are clear that tackling deforestation will require much more than REDD. We see REDD therefore as a catalyst and support for these processes already underway. In this regard, we would like to see faster progress in the international discussions on REDD. As we carry on our discussions, and these become more and more complex, for example regarding funding for REDD+, deforestation is continuing in our country."

**Gustavo Suarez de Freitas Calmet**, Executive Coordinator, National Forest Conservation Program for Climate Change Mitigation, Ministry of Environment, Peru



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### Mexico

"Mexico is currently in a readiness phase for implementing a REDD+ mechanism. At the same time, we are going ahead with implementation – i.e. preparing an institutional structure, institutional arrangements and implementation activities. We will continue with these activities – regardless of the timeframe of international REDD+ agreements – and we will merge our mechanism with the international agreements as soon as they are ready. I believe Mexico has sufficient resources and mature institutions to implement REDD+. We simply need a clear idea of where we want to go, and this is what we have been defining in the REDD + readiness phase."

**Salvador Anta**, National Coordinator of Biological Corridors, National Commission for Knowledge and Use of Biodiversity (CONABIO), Mexico





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**Uganda**

“The gender roadmap for the REDD+ process in Uganda, which we have developed with IUCN, is very important to ensure the vulnerable groups, especially the women, the disabled, are mainstreamed in the national REDD+ strategy formulation. For us, this is very critical because REDD+ cuts across the borders. It brings on board the wetlands component, agriculture, energy, etc. So with this kind of roadmap, we shall be able to integrate the voices of the poor, the voices of those who have not been heard, into the entire process. We will also use it to bring a range of government stakeholders on board, from numerous ministries. We believe this roadmap is going to really help us as a government in the preparation of a very comprehensive national REDD+ strategy.”

**Margaret Mwebesa**, Assistant Commissioner for Forestry, REDD+ National Focal Point, Ministry of Water and Environment, Uganda



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**Papua Province, Indonesia**

We, the Moi people, have been working on customary boundary mapping with the Sorong district government. This is very important to protect our customary rights over land and natural resources as well as our cultural heritage. All these things are currently under threat. We have all learned much during this mapping, not only the at the village level but also at the family and clan level. We can now use these maps as tools to get our rights recognized by the government and be accommodated on the land-use and forest development plan. And, by participating together in the mapping process, we are also learning to organize ourselves better.

**Silas Kalami**, Chair, Malamo Indigenous Peoples Council, Papua Province, Indonesia.



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**Cameroon**

“When REDD first appeared, Indigenous People’s groups saw it as an opportunity to reinforce what we have been struggling to tell the world – that we know better about trees and the environment and we can show people how to conserve the forest. Then I noticed that Indigenous People’s organizations from around the world were going to international meetings on REDD but nothing was brought back to the Indigenous People at the grassroots – they knew nothing about REDD. That’s when I thought I need to start working at the national coordination level here in Cameroon, to share REDD with people in the villages and on farms. They are the ones most concerned. It’s been encouraging to me that we are now talking about how we can build the capacity of Indigenous People in Cameroon so they can participate effectively in the REDD process. I am really determined to carry this off so the Indigenous People really participate in and benefit from REDD.”

**Hawe Bouba**, African Indigenous Women Organisation – Central African Network and President of the Indigenous People’s platform for REDD+ process in Cameroon

# Human rights and REDD+

**George Akwah** of IUCN summarizes the principles behind a Human Rights-based Approach to REDD+.

To deliver meaningful environmental and social benefits, REDD+ strategies must take into account possible impacts on the poor and most vulnerable, as well as the potential contributions these stakeholders can make.

For the estimated 1.6 billion people across the world who depend on forests for their livelihoods, access to natural resources is both a human right itself and a precondition for the enjoyment of other universal economic, social, cultural, civil and political rights. The poor and vulnerable are too frequently deprived of these rights through unbalanced power relations, discrimination, and poverty. Consciously or unconsciously, many public interventions contribute to these violations.

For REDD+ initiatives to preserve or enhance, and not violate, the fundamental rights of forest inhabitants, their design and implementation should follow and apply the Human Rights-based Approach (HRBA).



**Implementing a human-rights based approach to REDD+ initiatives would entail, among other things, ensuring that forest-dependent people receive a fair share of the benefits.**

The HRBA builds on the human rights principles of accountability, participation and inclusion, non-discrimination and equity, and transparency of and access to information, outlined in various UN conventions, standards, norms and instruments. To enable effective delivery of the HRBA, IUCN is building on the following set of principles as a framework to guide the design of pro-poor oriented strategies:

- 1. Ensure vulnerable groups are informed, consulted and participate in decision-making at all levels and phases of the REDD+ process, in an enabling environment:** This is in line with Free, Prior and Informed Consent (FPIC) as a foundation to ensure democratic natural resources decision-making.
- 2. Guarantee rights and access to information about processes and outcomes of REDD+ including the positive and negative impacts on the environment and local livelihoods:** Information must be available and universally accessible at all times, and be understandable and useable by all stakeholders. Lack of transparency and accountability is the most common violation of rights in REDD+ processes.
- 3. Ensure equitable and transparent sharing of benefits and responsibilities vertically and horizontally, with specific attention to vulnerable groups:** It is a challenge to distribute benefits from REDD+ in a way that effectively and efficiently delivers reduced deforestation and degradation while also making sure forest-dependent peoples, especially indigenous peoples, women, the poor and marginalized receive a fair share. Existing models of benefit-sharing arrangements still lack appropriate mechanisms to ensure equity.
- 4. Clarify and secure the rights (of access, use and control) to resources (land/tree/forest/carbon) of vulnerable groups:** Millions of rural poor lack secure access over the natural resources that are fundamental to their livelihoods. The risk of REDD+ commoditization, increasing global

demand for natural resources and the associated 'land grabbing' constitute serious threats to forest community livelihoods.

- 5. Recognize and integrate customary practices and values in the design and implementation of REDD+ activities:** Local and customary systems have demonstrated value as efficient and legitimate local-level natural resource governance arrangements with well codified tenure and access rights, and capable grievances redress mechanisms. REDD+ must build on and enhance these systems and avoid top-down, externally-driven policies which often lead to conflict between conservation policies and community rights and livelihood strategies.
- 6. Establish and address the nature and scope of forest dependency, particularly among vulnerable groups:** Deepening understanding of how forests support the rural poor combats the erroneous misconception that pits conservation imperatives against livelihoods. To secure the buy-in and long-term engagement of grassroots communities, it is vital for REDD+ to include livelihood-enhancing mitigation strategies based on the true value of forests to those communities.
- 7. Enhance resilience of vulnerable livelihoods through conserving and restoring natural ecosystems functions, including biodiversity:** Nature is the primary 'safety net' of the poor, and with the amplification of natural hazards and global economic forces, these ecosystem functions will be increasingly essential to their capacity to resist shocks or recover from disruption. REDD+ policies should focus on local communities' adaptation as a strategy to achieve environmental sustainability.

Following the HRBA is not only the just thing to do, but is also essential to securing the participation of local communities in, and therefore the success of, REDD+ initiatives in the long term.

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# Representation in REDD+?

**Emmanuel O. Nuesiri**, visiting research scholar at the University of Illinois Urbana Champaign, explains the challenge of implementing a multi-stakeholder governance model for REDD+.



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**A scene from Iko-Esai village, Nigeria.**

On a visit to Iko-Esai village in Cross River State, Nigeria, young men there shared with me how they had stopped the elders from conducting traditional rites in the village square and had asked a local church to occupy the square instead. They explained that they did this partly in protest against the unresponsiveness of the elders and the chief to their needs. According to these young men, the elders often use tradition to justify the decisions they make. In destroying the elders' meeting point, the youth were making the point that traditions can change and decision-making needs to be more inclusive.

Their story illustrates well an issue commonly found in environmental decision-making processes – the lack of representation of the needs and interests of some stakeholder groups. Indeed this was borne out when the young men told me that the local population had not been represented at the consultations held during the design of the Nigeria-REDD programme.

As the forest in this area is part of the US\$ 4 million Nigeria-REDD programme, the Cross River State Forestry Commission and UN-REDD had organized a series of participatory consultation meetings in Calabar, the state capital, in 2011. The attendance lists of these meetings included invited stakeholders from state and federal government agencies, the private sector, NGOs, community-based organizations (CBOs) and customary authority. Given this broad attendance, why would the young men in Iko have felt left out?

The organizers of the stakeholder meetings in Calabar had assumed that the civil society participants sufficiently speak for all local people. Field visits prove that this is not always the case. In this instance, neither the village chief nor elders of Iko-Esai, nor even the elected local officials of the wider administrative area were invited to the meetings, and so the local people's interests were not substantively represented.

UN-REDD maintains in its constitutive documents that it aims to strengthen local democracy as a safeguard against elite capture of REDD benefits. However, by recognizing and empowering local organizations and (selected) customary authority – rather than the elected local governments – as representatives of local people, the multi-stakeholder governance model employed in the design of the Nigeria-REDD programme may have actually weakened the local democratic authority and substantive representation of voice.

Given their statutory mandate to be responsive and accountable to local people, local authorities should be equally recognized and empowered by international organizations committed to strengthening local democracy as a safeguard against elite capture of REDD benefits. In the Nigeria case this requires, at a minimum, strengthening the relationship between local councilors and their electors and including these councilors in all Nigeria-REDD deliberations.

This finding is not unique, but one of 30+ studies of the Responsive Forest Governance Initiative (RFGI), a research and field programme funded by the Swedish International Development Cooperation Agency (SIDA) and directed by a team from the University of Illinois Urbana Champaign, the Council for the Development of Social Science Research in Africa and IUCN. The focus of RFGI's work – across 12 African countries – is to investigate how environmental interventions can be made more responsive to local peoples' interests. The RFGI studies are now being published in peer-reviewed journals and policy briefs. RFGI is also using these findings to develop a handbook that will help conservation, governmental, and donor organizations to address situations like the one described here and to work with local stakeholders to improve governance issues related to field interventions.

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The organizers of the stakeholder meetings had assumed that the civil society participants sufficiently speak for all local people. Field visits prove that this is not always the case.



# Building a legal framework for REDD+ in Guatemala

**Alejandra Sobenes**, environmental lawyer and Guatemala's former Vice-Minister of Natural Resources, Ministry of Environment, outlines how a national legal framework is being developed for REDD+.



**A mixed-forest and agricultural landscape in Guatemala. REDD+ legislation needs to take into account the range of land ownership and access rights in the country.**

REDD+ offers an excellent opportunity for Guatemala as it adds economic value to forests, promotes their conservation and management and enables stakeholders to participate in carbon trading in national and international markets. Guatemala is developing a legal framework for REDD+ that would offer both private and community forest owners legal certainty about the mechanism. In order to implement REDD+ it is necessary to develop a clear legal system that can function as a framework for negotiations – especially if stakeholder rights are currently unclear.

One of the issues that has hindered the development of such a legal framework is the wide range of property and land ownership types in the country.

In 2013, the Framework Law on Reducing Climate Change Vulnerability, Compulsory Adaptation to Climate Change Effects and Greenhouse Gas Mitigation (LMCC), Decree 7-2013, was passed by the Congress of the Republic. This is one of the first laws of its kind in Latin America. It lays out the legal foundations for carbon markets and establishes rules for determining who can access benefits resulting from negotiations

based on carbon emission reductions. The regulation grants rights to the legal property owner or tenant, but does not acknowledge individuals undertaking REDD+ activities on these properties – even in cases where land ownership is unclear. This legal shortcoming will greatly influence the level of stakeholder interest in participating in these kinds of initiatives and projects.

In Guatemala, endangered areas eligible for REDD+ are heterogeneous and encompass different kinds of land property, ownership or tenure – including those with indigenous populations that have experienced problems having their ownership and tenure rights acknowledged in the past. There are also communities that have traditionally inhabited lands owned by the State and have legal access to natural resources in these areas. Many of these groups have been identified as key stakeholders for REDD+ due to their crucial participation in REDD+-enabling activities.

Legal studies carried out so far have emphasized the need to consider the array of land ownership types in the development of REDD+ projects, including stakeholders holding tenure rights and those who lack

them but still have the possibility to implement REDD+ activities.

In this context, an alternative proposal has been made to enable legitimate stakeholders implementing REDD+ activities to benefit from carbon rights resulting from a specific project. This proposal is based on the fact that achieving a REDD+ project's anticipated sequestration rate requires stakeholder effort and active involvement – regardless of whether the stakeholders concerned actually own the land where the project is implemented. These active stakeholders have the right to benefit from the outcomes of their efforts – which in the context of REDD+ translate into the carbon units generated and the benefits derived from carbon trading.

In spite of the challenges identified, Guatemala is making progress on developing national legal and institutional frameworks compliant with the guidelines of the United Nations Framework Convention on Climate Change (UNFCCC), the Warsaw Framework for REDD+ and LMCC. This progress has enabled the country to offer legal assurance to the parties of REDD+ negotiations and grant them access to benefits. At the same time, important inputs have been made through studies that have helped to identify gaps and overlaps in the current legal-institutional framework and have generated specific recommendations.

The LMCC regulation is still pending. This regulation will make it compulsory for the State to develop relevant rules for project registry, monitoring and verification, and will enforce adjustments to institutional projects for promoting REDD+ activities. This is a good opportunity to take into account the property rights of those individuals developing REDD+, their rights over the outcomes of their work, as well as outstanding issues relating to baselines and REDD+ safeguards.

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# Gender and REDD+ in Uganda

**Sophie Kutegeka** of IUCN reports on transforming a roadmap into action in Uganda's REDD+ process.

There is growing global recognition of the importance of a gender dimension in climate change and environmental decision-making. In Uganda, IUCN assisted the Government in developing a Gender Roadmap to help integrate gender into a number of aspects of the country's REDD+ strategy.

From the outset, the Ugandan Government has promoted a participatory REDD+ process with active involvement of civil society and the private sector in defining the frameworks. This has been crucial in ensuring that some of the less funded aspects are advocated for and considered part and parcel of the entire process.

Despite its intention to have a participatory REDD+ process, putting one in place has been challenging. In its approval of Uganda's Readiness Preparation Proposal (R-PP), the World Bank Forest Carbon Partnership Facility indicated that Uganda lacked a clear strategy on how vulnerable groups such as women would participate and be consulted during the development of REDD+ strategy and implementation of pilot activities.

To help Uganda map such a strategy, IUCN undertook a gender training in collaboration with the Ministry of Gender, Labour and Social Development, the National REDD+ Secretariat, and the Climate Change Unit. The training targeted representatives from gender-focused civil society organizations, academia, policy-makers and development partners. This training resulted in what has come to be known as a Gender Roadmap, which enabled the preparation of a national strategy for mainstreaming gender into the national R-PP.

In addition to building capacity, the Roadmap clearly mapped out the gender concerns, stakeholders, and strategies for respect and recognition of both men and women's rights that are necessary at all stages of the REDD+ process to avoid potential negative impacts on equity, efficiency and effectiveness of REDD+ implementation.

The Roadmap is not a stand-alone strategy. Instead, Uganda is identifying and integrating key gender aspects in the various R-PP activities. This is evident in the fact that the terms of reference for each preparation process have clearly integrated gender issues.

For example, the consultation and participation structures that will provide a platform for discussions and feedback on the REDD+ activities are expected to include representatives of gender-focused groups, marginalized groups, and the youth, with clear indicators to measure the level of inclusion and participation of the identified categories of stakeholders. This participatory process has promoted the active



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**Villagers in Manafwa, Uganda using beads to rank forest resources that support their livelihoods.**

involvement of stakeholders and their ownership of the process. As part of this, IUCN is working with the national REDD+ Secretariat to re-activate the Gender and REDD+ taskforce as one of the key actions proposed in the Roadmap to fast-track implementation and streamline contributions to the National REDD+ Strategy.

However, despite the clear articulation of gender actions to be undertaken throughout the different REDD+ phases, practical implementation of the Roadmap has remained a challenge. Development partners and decision-makers have a tendency to consider most of these integration aspects as lower priorities compared to more tangible deliverables. For example, the Uganda R-PP was not fully funded and most of the funds were allocated to national assessments, with limited funds for activities which require capacity building and integration of key pro-poor principles such as gender mainstreaming, consultation and participation.

Effective implementation of the Gender Roadmap requires participation of relevant stakeholders and capacity building to ensure that the different players fully understand the key aspects for integration, with a clear framework for consolidating the emerging lessons and ensuring direct influence on the ongoing processes.

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# Mapping customary rights in Papua, Indonesia

**Yunus Yumte** of the Samdhana Institute reports on how participatory mapping exercises can lead to real results on the ground.



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**The customary boundary maps produced in Wamena have been integrated into the local government's forest management plan.**

When 140 local leaders met in November 2014 on the final day of a mapping workshop, it marked a memorable moment for the people of Moi Kelim in the Sorong district of West Papua Province, Indonesia. Together the leaders clarified, validated and recognized the tribal boundaries they had mapped the previous day. Beyond validating the maps of where and how the Moi Kelim use the lands, the workshop reflected the commitment of the communities, together with the Sorong district government, to push for their legal recognition and to show other tribes that it is possible for them to do the same.

After a long and sometimes difficult process of community mapping, the Moi Kelim have found that their customary area totals around 430,000 ha, covers the city of Sorong and the wider Sorong district and is home to 372 Moi Kelim clans/family names. Now they are on a path to gaining legal rights to that land and to participating in its management.

Indonesia's National REDD+ strategy and action plan identified the need to clarify local land tenure and forest rights as essential to the success of REDD+ and to ensure it benefits local Indonesians. Customary maps are tools to identify who owns the land and rights to the land and to help distribute the benefits from REDD+ in an appropriate

manner. In addition to supporting REDD+ efforts, these maps have proven useful tools for broader land and resource planning and dispute resolution, as well as for explaining community rights to the younger generation.

In total, twenty-four communities now have customary boundary maps and about two million hectares of customary areas have been mapped in Papua. Some communities are using these maps as tools to push for full forest management. One notable success is in the highlands of Wamena where the local government took a lead role in the mapping process and has now integrated the customary boundary maps into its long-term forest management plan.

To ensure the maps are not used to encourage investment from big plantations or forest industry activities that might seek to further deplete or degrade the forests, the Samdhana Institute and local government have identified the need to support broader, local-level economic development. In Kaimana district, West Papua Province, they have piloted the first village forests in Papua. This community-based license programme will allow community groups to continue to legally and sustainably manage their own forests. The districts and partners will develop forest measurement databases that will support the development of detailed forest management business plans and small-scale forest products trading. Using the map of their customary territory as a basis, the community has engaged in monitoring and managing their forest and land resources, and they are now seeking legal recognition of their area from the national government. The village forest licenses in Kaimana are also providing a chance for the Indonesian government to see the importance of customary right recognition in Papua and how it can be integrated into other forest and investment plans.

Building on this momentum, IUCN, the Samdhana Institute and other partners in Papua and West Papua Provinces will continue to develop maps for new customary areas to secure intergenerational tenure rights. The two provinces will also work to get land-use maps formally recognized and used by national and sub-national governments as central tools in REDD+ implementation. In the Baliem Valley, Papua Province, the maps will be legalized and used to develop customary boundary management plans based on cultural zones, as well as in the design of agro-forestry and reforestation activities in degraded areas.

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# Reducing emissions through improved agricultural practices in Ghana

**Yaw Kwakye** of Ghana's Forestry Commission highlights the innovative nature of Ghana's Emission Reduction Programme.

An Emission Reduction Programme (ERP) is being developed as one of the key outputs of Ghana's REDD+ readiness phase. This ERP will be a unique mechanism for introducing a programmatic approach to reducing deforestation and forest degradation.

Ghana is one of the World Bank's Forest Carbon Partnership Facility (FCPF) participating countries, and one of the earlier countries to benefit from the FCPF funds for REDD Readiness. The country produced the REDD Preparatory Plan (R-PP) in late 2009 and this was approved during the FCPF meetings held in Libreville, Gabon in March 2010. The country's R-PP outlined the process by which the government of Ghana will develop its national strategy for participating in and implementing the mechanism for reducing emissions from deforestation and forest degradation, conserving and enhancing stocks and sustainably managing its forests.

Ghana's ERP is unique and innovative in that it is a programme that is seeking to not only reduce emissions driven by agricultural expansion (in this instance cocoa) into forest areas, but also tackle the problem of unsustainable timber production and illegal logging. This ambitious programme aims to secure the future of Ghana's forests, significantly improve the livelihoods of communities in the forest areas and enhance farmer incomes in the country.

The condition of Ghana's forests has been in decline for many years, particularly since the 1970s. Many forest reserves are heavily encroached and degraded, and the off-reserve stocks are being rapidly depleted. For nearly a century, low-yielding, expansive agricultural practices coupled with increasing demand for timber (as an important foreign exchange earner) has driven deforestation and forest degradation in Ghana's high forest zone. Forest conversion (especially in off-reserve areas) was not really viewed as a problem until incursion spread into government gazetted reserves, particularly in the forest-rich south-western corner of the country. Increased conversion of these forest lands for agriculture has resulted in considerable loss of biodiversity across the high forest zone of Ghana.

The Ghana ERP is intended to be implemented through a series of interventions. These include: (i) facilitating multi-stakeholder dialogue and institutional collaboration; (ii) improving rights and tenure regimes (iii) linking farmers'

and farming communities' access to packages of critical farming resources with their adoption of climate-smart practices on-farm and emission reductions management systems across the landscape; (iv) implementing localized landscape-level planning and the development of local by-laws to guide sustainable and socio-culturally appropriate use of land, agriculture and forest resources and support effective forest law enforcement; (v) developing an integrated data management platform and Measuring Reporting and Verification (MRV) system that supports results-based implementation and monitoring at different scales; and (vi) limiting the climate change risks to cocoa farmers through an agricultural insurance policy that serves as an incentive for farmers to adopt climate-smart farming practices.

Ghana anticipates that it could, conservatively, reduce emissions from deforestation by 18.5 million metric tons of carbon dioxide equivalent in the first five years (2016-2020) through this ERP. The country however recognizes the challenges inherent in carrying out the ERP, and is therefore prepared to put additional efforts into making it a success.

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**Forest land is being increasingly cleared for agriculture in Ghana's high forest zone**



© Claudio Schneider

**Claudio Schneider**, Technical Director of Conservation International Peru, reflects on the outcome of the 20th Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) held in Lima in December 2014 and the implications for the next COP to be held in Paris, in December this year.

**What momentum is there from Lima to take us toward Paris?**

The effort to reach this *Lima Call for Climate Action*, in spite of all the difficulties, will definitely contribute to momentum. It is important to commend Peruvian COP Presidency for its success in reaching this historical outcome. There is a lot of hope that a global agreement can be reached in Paris.

**Can that momentum be sustained moving forward to Paris?**

Yes. Having this agreement for the first time from all Parties was a positive way to end. Although it wasn't a perfect agreement or satisfactory for all, it includes important language such as the principle of common but differentiated responsibilities and respective capabilities, sending a powerful signal that there is awareness from all Parties about the need to move this process forward. The way to Paris is going to be a difficult one but there is a way forward now and a timeline to do that.

**In the forest sector, what is happening to turn this momentum from international discussions into tangible action?**

There was a lot of interest from several Parties in demonstrating that they are starting to develop all the elements of REDD+ necessary for implementation. In the case of Peru, the National Forest Conservation Program is working to have the reference emission levels and the National Forest and Climate Change Strategy, including a REDD+ action plan, ready for Paris. Of course, Peru is focusing on its new US\$ 300m funding agreement with Norway and Germany to reduce its forest-related emissions,

which it wants to start implementing as soon as possible. So for Peru, there is a very strong momentum to move forward toward implementation.

**As someone from a conservation perspective who is also involved in both national preparations and the international negotiations, what do you think is really needed from countries in preparation to submit their Intended Nationally Determined Contributions (INDCs)?**

The most important thing now for Peru and for many other Parties is to see the INDC as an economy-wide estimation. One of the controversies during the negotiations was that many Parties were singling out the land-use sector from other sectors. The land-use sector is very important for these countries, but it needs to be part of economy-wide efforts which include all the other sectors in the INDC process.

**At this point in the process, how do you see the balance between the INDC requirements being either too prescriptive or too flexible?**

You can't be too prescriptive from the beginning in this process. There needs to be flexibility and balance. Otherwise it is going to be very difficult at this stage to come to agreement with all Parties because they have very different domestic circumstances. So we need to go from the broad to the specific in a progressive way, allowing Parties to feel comfortable during the process and to keep the process going. The important thing is to keep the process going, and I think that was achieved at the Lima COP.

**av**

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