the REDD desk   GCP GLOBAL CANOPY PROGRAMME

READY FOR REDD+
LESSONS FROM THE FIELD

In December 2012, at the UNFCCC COP18 in Doha, the Global Canopy Programme (GCP) in collaboration with the United Nations Office for REDD+ Coordination in Indonesia (UNORCID), hosted an event: 'Ready for REDD+: Lessons from the field'.

A panel of experts from five tropical forest countries at different stages of REDD+ readiness were invited to share successes from their respective countries surrounding progress made in the critical elements of REDD+, as well as their perceptions regarding the remaining barriers and what they propose as catalysts to overcome these.

The event was chaired by Satya Tripathi, Director of UNORCID. The keynote address was given by Minister Kuntoro Mangkusubroto, Chair of Indonesia's REDD+ Taskforce and Head of the President's Delivery Unit for Development Monitoring and Oversight.

The speakers were: José Carlos Fernández Ugalde – Mexican National Forestry Commission (CONAFOR); Ugan Manandhar – UNFCCC Delegation for Nepal and WWF-Nepal; Charles Meshack – Tanzania Forest Conservation Group; and, Gwen Sissiou – Office of Climate Change and Development, Papua New Guinea.

EVENT BACKGROUND

Reducing greenhouse gas emissions from deforestation and forest degradation is essential in concerted global efforts to combat climate change. Reducing Emissions from Deforestation and forest Degradation (REDD+) is a crucial mechanism that will support this reduction, both contributing to climate change mitigation and potentially offering social and environmental co-benefits.

International negotiations have decelerated in recent years; however individual countries have continued to forge ahead, gaining significant ground in their preparations for REDD+. However, progress has been fragmented and whilst failures are often well documented, it is important to pay due attention to individual country successes on the road to REDD+ readiness.

Promoting collaboration and the dissemination of information and lessons learned between countries engaged in readiness activities is essential for the efficient evolution of REDD+.

The REDD desk[1], a project of the Global Canopy Programme, is a centralised and collaborative knowledge platform aiming to provide information on REDD+ readiness at all levels. As tropical forest nations advance in their design of national REDD+ readiness processes, accessibility and transparency of information is key. A recent stakeholder survey of the REDD desk however has highlighted that users focus their research predominantly on REDD+ processes within their own countries, indicating that there is a need to facilitate information sharing between countries on their different paths to REDD+ readiness.

By bringing together experts from countries at different stages of REDD+ readiness, the event aimed to respond to this need. By inviting speakers to share their experiences of REDD+ to date, the event aimed to stimulate cross-border learning on how to achieve progress and to offer an opportunity to establish partnerships between tropical forest countries working towards REDD+.

The event proposed three main questions:

WHAT HAS WORKED SO FAR?
What are the major successes that can be shared on the critical elements of REDD+, such as developing Monitoring, Reporting and Verification (MRV) technology, securing adequate REDD+ finance, or establishing appropriate legal frameworks for REDD+?

WHAT IS LEFT TO DO?
What are the remaining barriers to REDD+ readiness, and how do these differ across countries?

WHAT CAN CATALYSE CHANGE?
What are the key catalysts that will help each country overcome these barriers?

Kuntoro Mangkusubroto
Head of Indonesia's REDD+ Taskforce

Minister Kuntoro is the Chair of Indonesia's REDD+ Taskforce, which was established in 2011 through Presidential Decree[2]. The REDD+ Taskforce holds the responsibility of developing a new REDD+ Agency, designing a National REDD+ Strategy and putting in place other governance and coordination mechanisms for REDD+ implementation in Indonesia. The Task Force reports directly to the President.

Minister Kuntoro opened the event with a keynote address and spoke of experiences from Indonesia

Although experiences from REDD+ in Indonesia have been encouraging, that is not to say that they have been easy. REDD+ is not just about emissions reductions, but is about a change in the fundamental management of both the forests and the country. It requires a shift from an old paradigm that saw revenue gained from cutting trees to one that aims to keep them standing.

As a developing country, whilst tackling climate change Indonesia must prioritise development, by addressing unemployment and alleviating poverty. The concept of a 'green' economy is eagerly offered as a solution, however translating this from theory into practice is complex and as of yet there is no concrete plan of action. REDD+ is therefore not just about carbon, but about people too. It must allow for sustained economic growth whilst reducing emissions and to gain support, it must improve the welfare and livelihoods of local people.

The development of REDD+ in Indonesia is underway. A logging moratorium [agreed in 2010, signed in 2011] has suspended all new licenses for mining and plantations on the country's primary forests and peatlands[3]. The country has also developed a single map for forest cover which has aimed to remedy inconsistencies between different sectors. This map includes the territories of local people in its classification of forest cover. Given that Indonesia does not use the term indigenous peoples and current legislation does not clarify what their rights are, this can be seen as a sign of progress towards respecting the customs and rights of its customary or 'local' people.

José Carlos Fernández Ugalde
Mexican National Forestry Commission (CONAFOR)

Mr. José Carlos Fernández Ugalde is the Head of International Affairs and Financial Development, CONAFOR, and has formed part of the Mexican Delegation as a negotiator for REDD+ for the last three years. Mr. Fernández Ugalde has therefore been highly influential in the development of REDD+ in Mexico.

Mr Fernández provided insights into REDD+ financing in Mexico

CONAFOR was set up in 2001 in response to a number of pressures, including high profile environmental issues. An extensive process of scaling up activities and finance has followed; increasing 20 fold over the last 10 years. Despite this fast-paced growth, CONAFOR has only been able to support 2000 out of Mexico's 9000 communities, and 12 million out of its 64 million hectares of forests. If Mexico is to be serious about REDD+ it must therefore be serious about finance.

The scale of the initial investments required is proving problematic. Land conversion to pasture is the most pervasive threat to forests and is taking place throughout Mexico. For the REDD+ process to be effective, it must address these drivers [of deforestation] with investments that are sufficient enough to tackle these external factors. The question is how can we ensure that financing from investments addressing drivers at the national level flows to appropriate local areas? And how can we ensure the coherence of local policies in the face of these drivers? For forest investments to be scaled up the necessary 30 fold there is a need for innovative sources of financing. A national multi-layered fund could then bring a pipeline of funding successfully down to the local level.

There is currently too strong a focus on the specific impacts of any one action on carbon. There tend to be many different interventions occurring simultaneously, and determining which ones are responsible, in terms of cause and effect, is complex. It is important to remember what REDD+ is about. It is about reducing emissions and not just getting money from the carbon market. Attracting private lines of investment to the sustainable intensification of agriculture and pastoral activities is a priority.

2. Presidential Decree No. 25/11 concerning a Task Force for preparing the establishment of REDD+ Agency
3. Presidential Instruction No.10/2011 Regarding suspension of granting of new licenses and improvement of governance of natural primary forest and peat land

Ugan Manandhar
UNFCCC Delegation for Nepal and WWF-Nepal

Mr. Ugan Manandhar is part of the UNFCCC Delegation, Nepal; Coordinator for the Climate, Energy and Fresh Water Programme, WWF Nepal; a member of the Technical Committee formed for REDD+ issues under the Ministry of Forest and Soil Conservation. Mr. Manandhar has been engaged with government officials in the implementation of REDD+/forest carbon projects in two major conservation landscapes: the Terai Arc Landscape and the Sacred Himalayan Landscape. He has been involved in training government officials, local communities and students in forest carbon inventory processes to help the development of a national monitoring, reporting and verification (MRV) system that integrates local accounting.

Mr. Manandhar gave insights into MRV methodologies at the sub-national scale from the Terai Arc Landscape Programme in Nepal

The Terai Arc Landscape Programme's forest carbon inventory process adopted the Intergovernmental Panel on Climate Change's (IPCC) Tier 2 Guidelines for its MRV.

In order to assess forest carbon stock, above and below ground biomass; shrubs, litter and soils as carbon fluxes were assessed. Dead wood was not included due to its frequent extraction for use as fuel. Initial questions centred on how best to stratify the forest; whether to do so by tree species or canopy density. Given the prominence of broad leaf species in the area, canopy density was used as the basis for stratification. Canopy density was divided into four categories: 1-10 % - shrub land; 11-40 % - degraded forest; 41-70% - moderately dense forest; and 71-100% - dense forest. Forest carbon stock was assessed in the different strata using 121 circular plots (radius 12.62m). This involved the training of 120 local resource persons. In addition the forest carbon stock in the landscape was assessed using LiDAR analysis .

The integration of local people in the forest carbon inventory process was an opportunity to build community capacity on the evolving concept of REDD+. Explaining the technical detail and jargon was a challenge initially. Despite this, the involvement of local people is essential for capacity building and improving local awareness and understanding of REDD+. Whilst developing local knowledge of the technicalities of the inventory is vital given the likelihood that it will form the basis of benefit sharing. The case from the Terai Arc Landscape shows that whilst the accuracy of locally executed inventories can, initially, be a problem, accuracy drastically improved with increasing numbers of plots measured. Furthermore, local people were able to locate plots more easily compared to outsiders, who might be more technically sound. Monitoring showed that on average each hectare of forest represented 237 tonnes of carbon. Government-managed

forest was found to have the lowest carbon per hectare (206 tonnes per hectare), followed by community-managed forest (240 tonnes per hectare) and then protected areas with the highest carbon per hectare (274 tonnes per hectare) [Confidence interval and error still to be taken into account]. Whilst protected areas are likely saturated in their carbon storage, there is potential to increase stocks in other types of forest through improved forest management. Having said this, it is important that despite not necessarily being able to increase the carbon they store, protected areas are included within the boundaries of REDD+ payments.

Challenges in the monitoring phase include how best to classify and measure degradation. Whereas deforestation is far easier to quantify, degradation is harder to measure via changes in canopy class. Other technical issues involve the problem of imperfect time series data and image quality in assessing canopy class and the interpretation of remote sensing. Reporting represents another challenge. At present, Excel software is being used, but there are questions over whether it is the most appropriate method or whether new global software will be developed to present statistical analysis and maintain the transparency in information sharing.

The way forward: a base year will be decided on by the Government of Nepal; and a process for a reference level will be developed and submitted to the international community for feedback. Moreover, the ER-PIN (Emissions Reduction Programme Idea Note), which is yet to start, will commence in the coming months.

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4. Tier 2 Guidelines of the 2006 IPCC Guidelines for National Greenhouse Gas Inventories, Chapter 4, Volume 4, Agriculture, Forestry and Other Land Use (AFOLU).
    http://www.ipcc-nggip.iges.or.jp/public/2006gl/vol4.html

5. LiDAR is an optical remote sensing technology that assesses the light scattered back from shining on an object and can therefore be used to assess canopy density

Charles Meshack
Tanzania Forest Conservation Group

Mr. Charles Meshack is the Executive Director of Tanzania Forest Conservation Group (TFCG), a national NGO. Charles joined TFCG in 1996 to work in Lulanda village in Mufindi District as Programme Officer. Since then he has been a dedicated advocate for forest conservation and greater rights for communities in natural resource management and has been at the forefront of forest conservation in Tanzania. TFGC is working in partnership with the Community Forest Network of Tanzania (MJUMITA[6]) on a five-year REDD+ pilot project called "Making REDD work for communities and forest conservation in Tanzania".

Mr. Meshack shared his experiences in promoting community involvement in TFCG-MJUMITA's pilot projects in Tanzania

Tanzania has been engaged with REDD+ activities since 2009 and has recently developed the Final Draft of its National REDD+ Strategy[7] and Action Plan. The REDD+ readiness process in Tanzania includes nine pilot projects that aim to demonstrate different approaches to REDD+ and therefore contribute to the establishment of a national REDD+ scheme. TFCG and MJUMITA are working in partnership on a five-year project, called "Making REDD work for communities and forest conservation in Tanzania". The project is being implemented in two sites and aims to model a community-oriented approach to REDD+. It has been active since 2009 in two biodiversity hotspots in the Eastern Arc Mountains and the Eastern Arc Coastal Forests. The sites include 36 villages and together cover an area of 373,200 hectares, including 215,000 hectares of forest.

The project aims to pilot a mechanism whereby REDD+ can reduce emissions whilst providing incentive payments and benefits for local communities. The project aims to prepare a mechanism in which payments are channelled as directly as possible to communities with forest on their land. The project also aims to assist communities in accessing funds from the voluntary markets, in the absence of a compliance market or funds-based mechanism for REDD+. The project also intends to act as a model that can be applied elsewhere, to channel different types of REDD+ finance to the local level.

The project has undertaken several key processes. Firstly, site selection, which involved the consideration of a number of factors, including forest area, deforestation rate, biodiversity, and importantly, the level of stakeholder interest. Secondly, obtaining the Free, Prior and Informed Consent (FPIC) of the communities was vital. The project area includes 36 villages and 178 sub-villages. Despite there being no national guideline for FPIC, there has been a lengthy consultation process involving meetings with the members of each village and

sub-village, to raise awareness and explain REDD+ and its potential impacts. So far the consent of 36 participating villages has been obtained. The project engaged with men and women from each individual village to identify appropriate strategies to address deforestation, carried out participatory social impact assessments (SIAs), and worked with communities to integrate REDD+ into traditional land-use planning and Participatory Forest Management (PFM) approaches.

Following the initial awareness-raising meetings, SIAs were carried out to assess how REDD+ might impact different interested user groups. The SIA process was adapted from a model approach illustrated by Forest Trends[8] and the Climate Community and Biodiversity Alliance[9] (CCBA) in a one week training course offered to TFCG. The SIA was a three step process. Step 1 involved three-day workshops with representative groups of diverse stakeholders in each village. Stakeholders were identified during a separate stakeholder analysis and the workshops involved 30 people in each village; Step 2 involved landscape level meetings with representatives from all villages and from other stakeholder groups, such as local and central government and NGOs. Finally, Step 3, which is still on-going, involves the communication of the results to the communities and their presentation at village assembly meetings. The SIAs form a critical part of the strategy and identified a number of concerns, including that some local communities perceived REDD+ as a form of land grabbing that would impose restrictions on their access to land and forest products.

Another challenge identified from the outset was the likelihood of conflict within communities over the distribution of REDD+ funds. The project therefore tested a model of trial REDD payments[10] in which USD 183,211 were distributed to 17,765 community members. The trial payment model aimed to establish an equitable and transparent system of decision making with regards to the distribution of REDD+ revenues. The system aimed to promote the involvement of all adult community members in decisions over revenue distribution and ensure equitable access to REDD+ benefits.

The trial payment model emphasised the importance of increased participation and accountability in the villages that were tested, as regardless of amount, payments of even small cash dividends to individuals were effective at promoting involvement and contributing to livelihood improvements. The model also highlighted the increased sense of individual ownership related to incentive payments for village forests. It was found that women were especially responsive and that the receipt of payments for their children and dependants led to increased motivation for a reduction in activities associated with deforestation. An important factor to consider, however, when it comes to the distribution of revenue, is governance and transparency. Some communities have been reluctant to engage with community development projects given their mistrust for village government authorities in relation to the use of money.

6. Mtandao wa Jamii wa Usimamizi wa Misitu Tanzania: A federation of community forest conservation networks in Tanzania. MJUMITA is implementing a five year project (2009-2014) in collaboration with the Tanzania Forest Conservation Group called 'Making REDD+ work for communities and forest conservation'

7. Tanzania National Strategy for Reduced Emissions from Deforestation and forest Degradation (REDD+)

8. Forest Trends is an international NGO based in Washington D.C. http://www.forest-trends.org

9. The Climate Community and Biodiversity Alliance (CCBA) is a partnership of international NGOs http://www.climate-standards.org

10. Tanzania Forest Conservation Group & MJUMITA (November 2012) Building a "Village Company" to improve community-based forest management in the context of REDD

Gwen Sissiou
Office of Climate Change and Development,
Papua New Guinea

Ms. Gwen Sissiou is the Acting Director of REDD+ and Low Carbon Growth in the Office of Climate Change and Development in Papua New Guinea. Ms. Sissou is leading on coordination of the National REDD+ Strategy and the National UN-REDD Programme and as such is instrumental in the development of REDD+ in Papua New Guinea.

Ms Sissiou talked about Papua New Guinea's REDD+ strategy on governance, stakeholder engagement and carbon rights

The Office of Climate Change and Development (OCCD) is the coordinating entity for all climate change related policy and actions in Papua New Guinea, and the designated National Authority under the United Nations Framework Convention on Climate Change (UNFCCC). The OCCD was established in September 2010 and replaces the former Office of Climate Change and Environmental Sustainability (OCCES), abolished by the Cabinet in 2009. The OCCD has engaged with a broad range of stakeholders including government bodies, NGOs and civil society, and customary groups from various provinces. Stakeholder engagement has improved since 2009 and is now at the heart of Papua New Guinea's Climate-Compatible Development Strategy[11] (CCDS) which includes programmes for REDD+.

REDD+ guidelines have been developed, as have draft FPIC guidelines on how to engage with local communities. There are 22 provinces in the country, each made up of a number of different local groups and clans. Clans have customary land ownership yet it is difficult to define the boundaries for each. Customary rights dictating that clans can allocate land to other groups make mapping territories increasingly problematic. It is difficult to determine carbon rights under the current legal system. Customary and clan land needs to be recognised under an amended land act that accounts for carbon rights. Lessons from the controversies[12] that have surrounded the 'lease-lease back' system[13] in the granting of special agricultural business leases (SABLs) by the government suggest that this is not a good system to replicate for REDD+. For this to be used there needs to be a strengthening of the procedures for the community approval of SABLs.

11. Papua New Guinea's Climate-Compatible Development Strategy
12. Winn, P. 2012. Up for Grabs. Millions of hectares of customary land in PNG stolen for logging. Greenpeeace Australia Pacific, Australia. http://www.greenpeace.org/australia/PageFiles/441577/Up_For_Grabs.pdf and Scheyvens, H. 2012. REDD+ Readiness in Papua New Guinea: State of Play – August 2012. Institute for Global Environmental Strategies (IGES), Forest Conservation Project, Japan. http://www.inapng.com/pdf_files/PNG_12-09-2012.pdf

13. The Land Act 1996 (section 102) allows for the long-term lease of customary land through a lease-lease back system, in which customary land is acquired by the government and then re-leased through the granting of Special Agricultural Business Leases (SABLs) to third parties for up to a period of 99 years.

KEY BARRIERS AND CATALYSTS FOR CHANGE

In the course of the event, the speakers identified remaining barriers to REDD+ readiness, and proposed catalysts to overcome these. Carbon rights and insecure land tenure were identified as significant issues in prohibiting the progression of effective and equitable REDD+ implementation. Inconsistencies in current laws exacerbate the problem, emphasising the need for improved legislation and legal reforms.

However, Minister Kuntoro pointed out that, although there is a clear case for reviewing legal frameworks, such processes invite opposition and are thus likely to further decelerate progress. He said that there is, therefore, an urgent need to share positive experiences across tropical forest countries to maintain momentum towards REDD+. Related to this, Gwen Sissiou highlighted the need for communities to fully understand and support REDD+, stressing the need for community involvement to precede legal reforms to ensure their guidance is incorporated into the process. This has important implications for the applications of the principles of FPIC. This was further elaborated on by Satya Tripathi, Director of UNORCID and co-host of the event, in saying that it was interesting that regardless of location, tenure issues seem to be perceived as some of the key barriers to REDD+. He also illustrated the difficulties in defining FPIC, saying that whilst 'free' and 'prior' are more easily obtainable, achieving 'informed' consent is more problematic.

Regardless of location, tenure issues seem to be perceived as some of the key barriers to REDD+.

Looking forward, conclusions from the event point to the need for capacity building so as to improve community participation and input into the REDD+ process and to progress towards the informed consent of local communities.

The lack of international agreement on a way forward for REDD+ was reiterated as a problem, especially in relation to a lack of certainty over the provision of adequate funds. Despite this, José Carlos Fernández Ugalde identified the flexibility afforded by the current status of REDD+, saying that it enables REDD+ to test different approaches

and engage with new actors that might not otherwise be involved. Investments into sustainable agricultural and pastoral practices, for example, not only address the root causes of forest loss thus contributing to REDD+, but could also offer a source of untapped financing.

Mexico's pioneering legislation, the General Law on Climate Change, enacted in June 2012, establishes a climate change fund with the objective of raising funds from public and private entities[14], and exemplifies the kind of innovative engagement required to secure financing for REDD+.

Capacity building is needed to improve community participation and input into the REDD+ process.

As REDD+ moves forward, towards a national-level approach, it is important that policies are developed that allow the support of communities on a large scale rather than just through specific projects. The identified importance of addressing the drivers of deforestation, including legislative drivers, emphasises the need for coherent policies that address these, both locally and nationally.

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14. GLOBE International. 2013. Climate Legislation Study: A Review of Climate Change Legislation in 33 Countries. Third Edition. Eds. T. Townsend, S. Fankhauser, R. Aybar, M. Collins, T. Landesman, M. Nachmany, and C. Pavese.

Further Reading

For further information, please visit the country profiles on the REDD desk
REDD Countries Database: **www.thereddesk.org/countries**

Indonesia	www.thereddesk.org/countries/indonesia
Mexico	www.thereddesk.org/countries/mexico
Nepal	www.thereddesk.org/countries/nepal
Tanzania	www.thereddesk.org/countries/tanzania
Papua New Guinea	www.thereddesk.org/countries/papua_new_guinea

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About the REDD desk
The REDD desk is a flagship project of the Global Canopy
Programme. It is a centralised and collaborative, multi-
language knowledge platform on REDD+ readiness. The
REDD desk has successfully established itself as a key
resource for news and the latest REDD+ research. It also
includes a REDD+ Countries Database, which present key
information on REDD+ related financing, activities, policies,
plans, laws and statistics for 18 countries (set to expand
to 26 by the end of 2013). Working with a global network
of developed and developing country partners engaged in
tropical forest conservation, the REDD desk is the single
largest online library of REDD+ activities globally.

About GCP
The GCP is a tropical forest think-tank, working to
demonstrate the scientific, political and business case for
safeguarding forests as natural capital that underpins
water, food, energy, health and climate security for all.

We work through our international networks – of forest
communities, science pioneers, policymakers and corporate
leaders – to gather evidence, spark insight, and catalyse
action to halt forest loss and improve human livelihoods
dependent on forests.