

Rights-based Approaches to REDD+



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*Case Studies from the Conservation
Initiative on Human Rights*

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Table of Contents

Introduction	
Rights-based Approaches to REDD+ _____	<u>1</u>
Case Studies:	
Participation in forest policy development	
The case of the Colombian REDD+ readiness preparation proposal _____	<u>2</u>
The Siawan-Belida REDD+ Project, West Kalimantan, Indonesia	
Free, Prior and Informed Consent (FPIC) _____	<u>5</u>
Amazon Indigenous REDD+ _____	<u>12</u>
Securing Tenure for Community-based REDD+:	
Experience in Lac Tumba Landscape, Democratic Republic of the Congo _____	<u>17</u>
Indigenous Territorial Management and Avoided Deforestation in	
the Greater Madidi-Tambopata Landscape _____	<u>21</u>
REDD+ and Benefit Sharing: Addressing Efficiency, Effectiveness and	
Equity in the Brazil national context _____	<u>25</u>

Introduction

Rights-based Approaches to REDD+

A prominent aspect of discussions concerning Reducing Emissions from Deforestation and Degradation, and conserving, sustainably managing and enhancing forest carbon stocks (REDD+) has been the potential of REDD+ to impact the rights and livelihoods of indigenous peoples and other forest dependent communities. Concerns over potential adverse impacts such as forest land-grabbing, restrictions on forest resources vital for community livelihoods and cultures, and inequitable benefit-sharing have prompted enactment of social safeguards under the UN Framework Convention on Climate Change (UNFCCC) as well as through REDD+ donor and voluntary initiatives. At the same time, REDD+ has generated great interest for the potential it offers to increase international support for the forest stewardship activities of indigenous peoples and local communities. In this context, community-based approaches to REDD+ offer positive opportunities to strengthen community land and resource rights, empower community institutions in forest management, and diversify local forest-based livelihoods.

Rights-based approaches to REDD+ integrate a strong orientation towards community-led REDD+ initiatives with a firm foundation of social safeguards, both in keeping with internationally-recognized human rights.

In January 2012, the Conservation Initiative on Human Rights (CIHR) organized a workshop on *Rights-based Approaches to REDD+* in Lima, Peru. CIHR is a consortium of international conservation organizations - *BirdLife International, Conservation International, Fauna & Flora International, IUCN, The Nature Conservancy, Wetlands International, Wildlife Conservation Society and WWF* - that seek to improve the practice of conservation by promoting integration of human rights in conservation policy and practice.

The workshop brought together representatives from conservation NGOs, indigenous peoples' organizations, social development institutions and donor organizations to build common understandings of rights-based approaches to REDD+, learn about emerging best practices and challenges, and generate recommendations to strengthen future work. Participants shared experiences on practical efforts to date, and identified opportunities for collective efforts to promote rights-based approaches to REDD+ at Peru, Latin America regional and international levels.

This volume brings together a collection of case studies, including some that were presented at the CIHR *RBA to REDD+* workshop and others contributed by CIHR member organizations and partners. The case studies focus in particular on emerging experience from the work of indigenous and civil society organizations to promote and support full and effective **participation** in REDD+ activities, **free, prior and informed consent** in the context of REDD+, security of **community land and resource tenure** as a foundation for effective REDD+, and **equitable sharing of benefits** from REDD+.

The aim of this volume is to share the diverse experiences that are being generated around the world on these common themes, in order to promote and inform wider efforts to put rights-based approaches into practice in REDD+ readiness and pilot activities. It further seeks to inform development of policies and frameworks supportive of rights-based approaches to REDD+, in order to increase both the effectiveness of REDD+ and its contributions to the rights and livelihoods of indigenous peoples and forest-dependent communities.

Case Studies

Participation in forest policy development

The case of the Colombian REDD+ readiness preparation proposal

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Introduction



The process to develop Colombia's REDD+ readiness preparation proposal (RPP), began in June 2010 and concluded with presentation of the final document to the Forest Carbon Partnership Facility (FCPF) Participants Committee in October 2011.

The process aimed to take a participatory approach to building a road-map that would define the National Strategy for Reducing Emissions from Deforestation and Forest Degradation (REDD+) in Colombia.

Approximately 800 participants representing more than 350 Colombian organizations and institutions, including indigenous communities, afrodescendants, diverse productive sectors, NGOs and the public sector, collaborated on the proposal development, which focused on the five regions of Colombia.

WWF, the Natural Heritage Fund, and other partners supported the Colombian government's RPP process. The process has been recognized within the FCPF as a one of the most compelling examples of local stakeholder participation in readiness proposal development.

The REDD+ readiness process in Colombia



With widespread interest in REDD+ among a range of stakeholders in the country, there was broad support for development of the readiness proposal. The work proposed by the R-PP team provided a platform to articulate the financial and human resources that are available, as well as a space to share interests of different institutions with regard to REDD+.

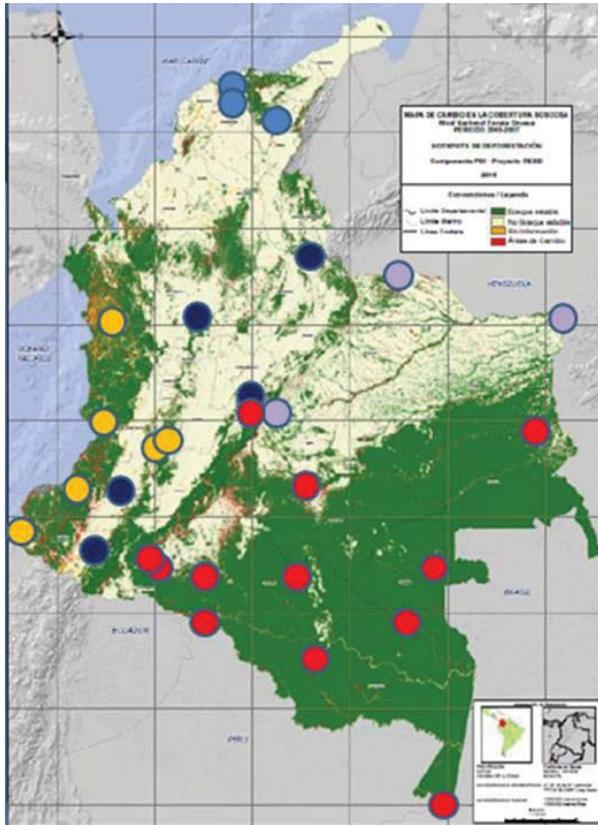
The RPP team included environmental NGOs, representatives of indigenous and afro-descendant communities, and the government of Colombia's Ministry of Environment. In order to take advantage of unique strengths provided by each stakeholder, the team developed a common goal of creating an inclusive and duly informed process, which would facilitate partnership and optimize the wealth of experience and skills provided by each participant.

The extra effort needed to facilitate the decision making process for participants from such disparate backgrounds proved to be worthwhile. The group was able to identify key common messages that were important for developing training materials and information for broader audiences. Materials were designed in such a way that they could be adapted to meet individual needs as well.

The group identified six key issues that communities need to be informed of in order to appropriately participate throughout the process. These messages were:

1. What is Climate Change, what causes it, and how it can affect us?
2. Progress in international efforts to control climate change

3. Our forests contribute to climate change control!
4. What is the mechanism for Reducing Emissions from Deforestation and Forest Degradation (REDD+)?
5. What risks and benefits can REDD+ bring to Indigenous Peoples?
6. What is the government doing to ensure that REDD+ benefits us?



Messages on each issue were prepared to address the needs of diverse stakeholder groups. They were drafted in a concrete and simple way, each theme document less than a page long, with a focus on an appropriate communications strategy.

Once the conceptual content was defined, the team worked with **organizations representing indigenous and afro-descendant communities to define venues, dates and topics** for a series of events to inform local communities about REDD+ and the formulation of the RPP. These events did not imply that the process sought 'REDD+ adherence' or that REDD+ is seen as the ultimate tool to stop deforestation and improve the lives of forest-dependent communities. Rather, the team used the opportunity to present both the progress and potential benefits of REDD+, as well as undefined issues and possible risks associated with the REDD+ mechanism. More than 700 representatives from nearly 280 different organizations participated in the 20 events (see Map 1). High participation levels in defining and facilitating the events reflect community organizations' vested interest in and understanding of their own social and logistical requirements.

KEYS TO FACILITATE PARTICIPATION

- Build trust between the parties
- Have recourse to communities' own representation mechanisms
- In the conveyed events, rely on people with decision-making power both at the institutional and community level
- Clearly define the messages to be sent and how they should be structured, taking into consideration the recipient of the message
- Manage expectations frankly
- Articulate interests and resources whilst clearly defining roles

Work with communities was not without problems. There were differences between organizations that each declared themselves as the sole representatives of a particular community or group, as well as difficulties coordinating complex logistical arrangements in remote areas of the country. Representational difficulties were addressed by recognizing that communities themselves should define their own leadership rather than outside partners and processes. While in some cases these processes may support reaching agreements and solutions, outside partners must respect autonomy and remain neutral in order to facilitate participation and dialogue between the conflicting parties.

This joint and honest effort created an atmosphere of trust where communities perceived openness from both the government and partner organizations. This became a key element to the success of the process. An inclusive, informed and effective participatory process can only take place when trust between parties is established, and open discussion and arguments that recognizing the differences among stakeholders are ensured.



Key lessons learned

- The Colombian example of collective development of a REDD+ readiness proposal is a replicable and scalable model, offering insight on the formulation and participatory development of public policies that build trust in and support from communities and stakeholders. Historically, indigenous and afro-descendant communities have been prevented from participating in these processes. This situation can be improved by first considering best practices for public policy structure and by creating opportunities that facilitate an information exchange early in the process to ensure proper decision-making later on. These steps, along with government representatives' participation in remote regions of the country form a model that, while not perfect, certainly is greatly preferred as it develops trust from which further processes could benefit.
- The process included a focus on strengthening local organizational structures themselves. Even if in some cases, as with the afro-descendant communities of the Pacific, conflict is still not resolved, it was important to address strengthening of organizational structures as both a starting point and a long term goal. Nonetheless, we must recognize that a specific process, in this case related to REDD+, cannot solve all organizational development needs of communities.
- Community representatives are the most appropriate partners to plan fieldwork logistics. Invitations should be expedited quickly and be verified to ensure that no stakeholders are excluded. Communities should be accountable for the funding they receive and must also guarantee that funds received as travel allowance are used under transparent and *auditable* conditions.
- The spaces for dialogue and the engagement level achieved through this work must be maintained over time and not be affected by issues such as budget gaps that may occur between the input of resources from RPP and its preparation.
- While project progress was slowed by the airing of grievances from actors who claimed wrongdoing from acts or omissions of the State, we must continue to keep lines of communication open to differentiate the RPP process from this historical legacy.
- Prioritizing the interests of communities and the country over those of the donor generated confidence in the process. It is recommended to try to harmonize the interests of communities and donors, particularly when it comes to time frames for RPP preparation. If there are situations where the donor's positions can potentially generate conflicts with local stakeholders, it is preferable to recognize national circumstances.
- Finally, we must recognize the remaining uncertainty regarding REDD+, and the potential benefits and limitations of the mechanism. This technical clarity, along with partnership with consultants who provided neutral information to stakeholders to facilitate grassroots decision making, allowed recipients to move beyond their preconceptions of the issue. Additionally, we recognize that REDD+ is a means and not an end in itself. It therefore lies within a broader action framework that seeks to reduce deforestation in the country, while enabling the country to empower communities, and contribute to addressing climate change, biodiversity conservation, and local development.

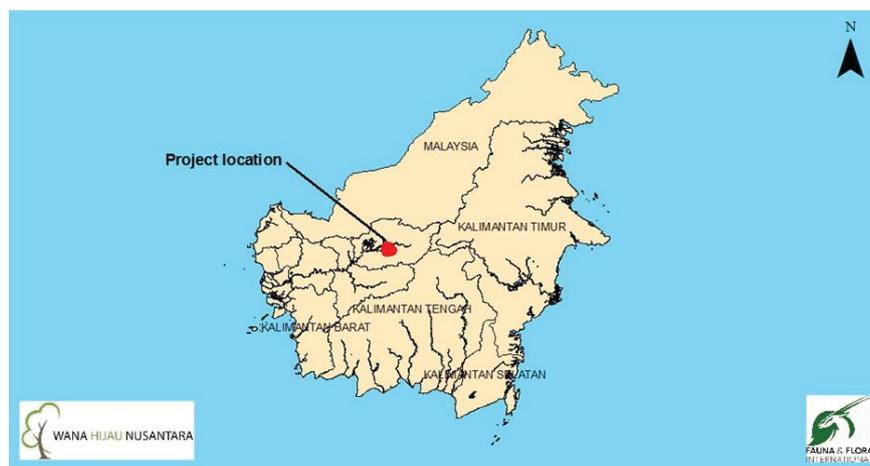
The Siawan-Belida REDD+ Project, West Kalimantan, Indonesia

Free, Prior and Informed Consent (FPIC)

Jane Dunlop, Fauna & Flora International

Introduction

The proposed site for the Siawan-Belida REDD+ Project is located in the Kapuas Hulu District, in West Kalimantan Province, Indonesia. Covering 46,000 hectares (ha), the project site adjoins the iconic RAMSAR listed wetland ecosystem, the Danau Sentarum National Park. This complex ecosystem comprises a myriad of swamp and peat forests surrounded by seasonally flooded lakes. Together, the peatlands, lakes and swamps form the upper basin of Indonesia's longest river, the Kapuas. The lakes provide critical ecosystem services in regulating water flow to the Kapuas River, upon which the 3.7 million people living in West Kalimantan Province depend for fishing, transport and bathing.



The project area is under significant threat of conversion to oil palm plantations. Oil palm licences have been granted for the areas bordering the project site to the north, south and west. The Siawan-Belida REDD+ Project is working with all levels of Government (National, Provincial, District, sub-District) to remove this threat.

1:10,000,000 0 70 140 280 420 560 Kilometers	Project Location Kapuas Hulu District West Kalimantan Province Kalimantan Barat	Sources 1. Thematic Basemap, Ministry of Forestry, 2006
		Grid and Projection System Projection: World Mercator Grid: World Geographic Coordinate System Datum: WGS 1984

Project activities include targeted intervention strategies to reduce short-term threats by supporting and influencing Government five-year spatial planning processes; and efforts to reduce long-term threats by applying for an Ecosystem Restoration Concession license for the site which will enable restoration and sustainable management of the project area. An Indonesian Ecosystem Restoration Concession is a type of conservation concession.

The project aims to achieve climate, community and biodiversity benefits through sustainable financing. The projects objectives under these four pillars include preventing significant quantities of greenhouse gas emissions and avoiding forest conversion to palm oil, improving the wellbeing of women and men in the project zone, protecting threatened species and the peatland ecosystem, and generating long-term economic returns through the sale of emission reduction credits.

The project proponents are BioCarbon, Fauna & Flora International (FFI) and PT Wana Hijau Nusantara (WHN). BioCarbon is the primary project proponent, responsible for funding and development of the project. Fauna & Flora International is joint project developer and implementing agent in Indonesia for the project. BioCarbon has supported the establishment of a local Indonesian entity, PT Wana Hijau Nusantara, as an in-country entity that is applying for the Ecosystem Restoration Concession licence underpinning the project operations. Wana Hijau Nusantara is owned by an Indonesian Foundation which has representation from BioCarbon, FFI and other Indonesian officeholders. WHN's application for an Ecosystem Restoration Concession licence is still in progress.

Communities and Free, Prior & Informed Consent (FPIC)

As part of the project's commitment to the free, prior & informed consent (FPIC) process, two inter-related streams of work have been underway since project development started in mid-2009 which focus on participatory research and community meetings.

Participatory research is needed to gather contextual information for project planning, including risk analysis and mitigation. Understanding the socio-economic context of communities allows the project to identify and differentiate community stakeholders in the Project Zone. This information is required to complete a project design document in line with the Climate, Community & Biodiversity (CCB) Standards.

Entry Points for socio-economic analysis to gain an in-depth understanding of communities in the Project Zone include:

- History, demographics and nature of communities surrounding the site
- Land and resource tenure: formal, informal, legal, customary, land use and existing or potential conflicts
- Institutions, organisation, rules and behavior: examines social groups' characteristics, intra group and inter-group relationships, and the relationships of those groups with forest resources
- Stakeholders: identifies the various groups which have an interest or a stake in the project, paying special attention to customary groups and concerns about forest use and forest rights. Stakeholders are those who are likely to be affected by the project, as well as those that may influence the project's outcomes.
- Social diversity and gender: examines how people are organized into different social groups such as ethnicity, clan, gender, and locality or according to wealth ranking or resource use group. This also examines social relations and power dynamics.
- Participation: examines opportunities and conditions for participation by stakeholders, particularly the poor and marginalized.
- Social risk: examines the social groups vulnerable to stress and shocks and the underlying factors that contribute to this vulnerability.

Community meetings started with REDD+ education and awareness raising and are building capacity for communities to manage their natural resources, including participatory mapping and negotiation of a REDD+ collaborative management agreement between the applicant for the Ecosystem Restoration Concession licence (WHN) and communities.

Participatory research and community meetings have been implemented by FFI in partnership with Indonesian organisations. KABAN, a local NGO from West Kalimantan focused on human-rights, has played a critical role in the collection of socio-economic information and in participatory community meetings. KABAN is now leading participatory mapping activities. The University of Indonesia's anthropology department carried out an in-depth socio-economic research study, which involved 20 researchers living in the villages for over three months.

The following section outlines four phases of the project's FPIC process, though it should be noted that due to the dynamic nature of FPIC these phases are iterative.

Phase 1: Identifying community stakeholders to be consulted

Phase 2: Education and awareness-raising

Phase 3: Community analysis of strengths, weaknesses, opportunities and threats of the project

Phase 4: Project Design, Agreement in Principle, and REDD+ Collaborative Management

As of August 2012, phases 1-3 have been undertaken. Phase 4 is on-going and will continue to evolve in response to community consultations.

FPIC Phase 1: Identifying community stakeholders to be consulted

A number of processes have been built into the FPIC process to enhance representativeness and inclusiveness. From stakeholder analysis it was clear that representatives from both village and customary institutions should be represented in the FPIC process, as well as representatives from other key community groups, including customary leaders (representing fishing, honey, rivers and lakes), village administrative leaders (Village Head, Village Secretary and the Head of the Village Empowerment Board), and women's representatives. The views of these groups are specifically sought throughout the project's FPIC process.

FPIC Phase 2: Education and Awareness-Raising

Phase 2 focused on providing general information about the project (the 'I' from FPIC). This was started at an early stage of project development in order for communities to consider the project prior to official application by the Project Proponents for an ERC licence (the 'P' from FPIC). Education and awareness raising activities started with general information on:

- The importance of ecosystem services to local livelihoods and wellbeing given their dependence on the natural resource base;
- Climate change, forests and REDD+;
- Ecosystem Restoration Concessions; and
- Preliminary information about the
- Siawan-Belida REDD+ Project.



KABAN staff explaining the role of forests in mitigating climate change, Entibab Village, June 2011 (Source: KABAN, 2011).

Given the generally low levels of formal education in many of the communities around the site, it was important to consider how information about climate change and carbon markets could be effectively communicated. Appropriate education tools such as comic books were developed for this purpose, including a comic book on climate change, forests and REDD. Community meetings were held in Bahasa Indonesia and local Dayak and Malay languages.

FPIC Phase 3: Community analysis of strengths, weaknesses, opportunities and threats and participation in conceptual model design

Women and men from all eight villages and customary Dayak and Malay groups in the Project Zone participated in meetings where they conducted an analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) relating to protection of the Danau Siawan-Belida forest through REDD+ by WHN obtaining an ERC.

The issue of women's participation in customary decision-making structures is always a challenging one. First, it is important to understand the gender dynamics in the place you are working. We did this through the in-depth socio-economic research. How to ensure women's views are represented needs to be addressed on a case by case basis.

Customary representatives in our project area generally did not include women. We therefore needed to ask for specific women's representatives to join participatory planning meetings and to state that a certain number of women were invite (i.e., half of the number of people invited). The issue has emerged recently in the participatory mapping activities as it was not considered culturally appropriate for women to be in the field teams who were taking the GPS reference points for the community maps. In order to ensure that women's perspectives are reflected in the mapping process, we will hold separate meetings with women to verify and validate the maps which the field teams have produced.

A SWOT analysis is considered an important element of strategic planning, and was very useful for focussing discussions in relation to community perspectives of the project. It was a useful tool in the FPIC process for assisting communities to consider the pros and cons of the REDD+ project. Meetings were facilitated by FFI and KABAN. Community representatives at all meetings were encouraged to express their thoughts in a free and open manner (the 'F' from FPIC). A SWOT analysis completed by community representatives at a joint meeting of the eight villages in the Project Zone is depicted in the table below.

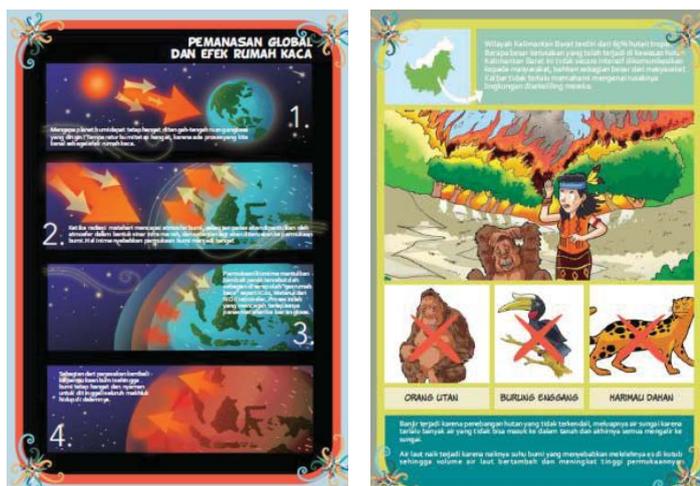


Table 1. Community SWOT analysis regarding REDD+ in the Danau Siawan-Belida forest

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> A clear area will be identified for conservation Dense forest Thick peatland stores large amounts of carbon The existence of honey and lake-based regulations and customs (customary mechanisms to protect the area) 	<ul style="list-style-type: none"> Mechanisms for agreement within and between the 8 villages are yet to be established The 8 villages are poor Forest fires due to inability of community to control activities Weak human resources at a community level Community representatives are easily influenced by the outsiders 	<ul style="list-style-type: none"> The presence of WHN in Danau Siawan-Belida has positive impact on communities because the forest can be protected from illegal logging Financial compensation will be received from the REDD project that can be used for developing the economy The wild honey farmers group will benefit from protection of trees Reforestation Conservation 	<ul style="list-style-type: none"> Illegal logging Fishing by electrocution/ poisoning High risk of forest fire The presence of oil palm plantation could threaten the protection of the forest and peat area¹ Mining, gold Lack of clear compensation for communities could lead to community disagreement

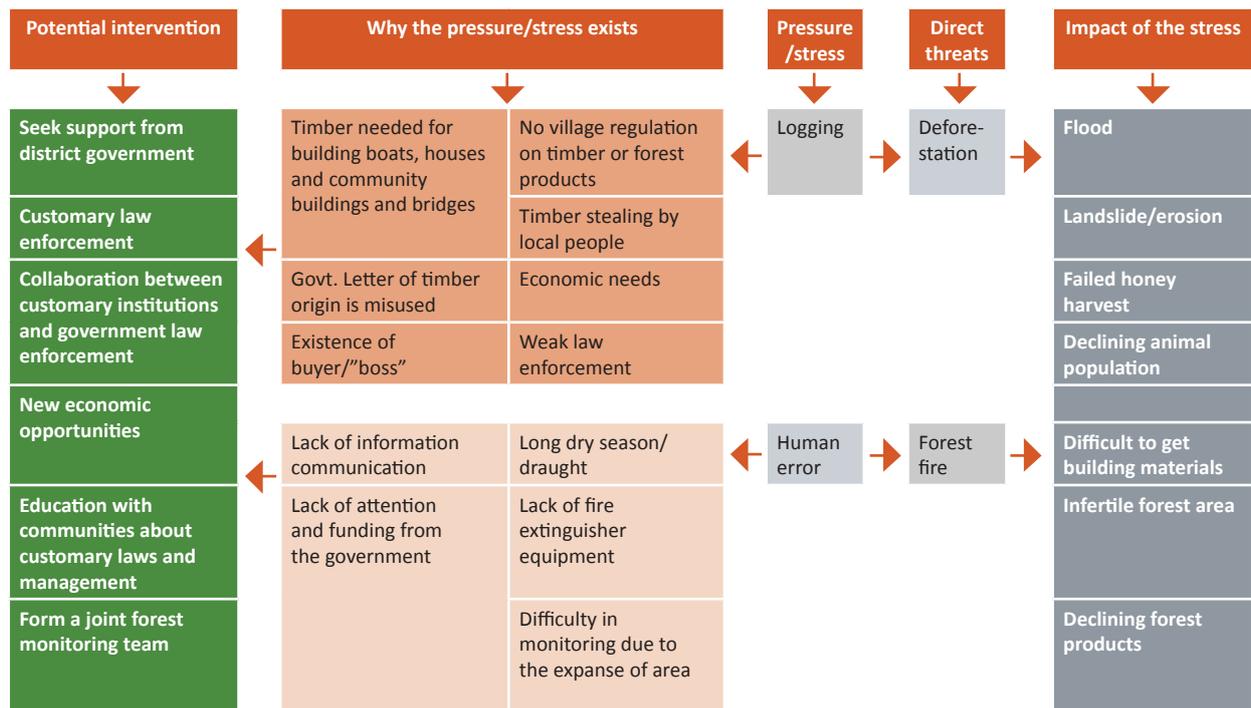
Community representatives also participated in the design of concept models, in which they considered threats to forest resources in their area, and proposed potential interventions.



Developing village concept models for forest protection, Jelemuk, Nanga Tuan, Keliling Semulung and Tekalong villages (clockwise from top left), November-December 2010

¹ Communities view oil palm plantation development in Siawan-Belida as a significant threat. While the RED+ project would remove this threat through obtaining an ERC licence which would enable conservation and restoration, this understanding is not yet reflected in the community analysis.

Figure 1. Combined community-developed conceptual model for forest protection in the project zone



Results, Impacts and Next Steps

At community meetings to date, including meetings with representatives of the eight villages in the Project Zone as well as customary Dayak and Malay representatives, participants expressed strong support for the project and encouraged FFI and WHN to move forward with the ERC as soon as possible. According to the customary leader of the Dayak Su'uk Territory expressed at a meeting with Dayak and Malay leaders (28 August, 2011):

'Sangat banga sekali atas programme FFI Siawan-Belida. 95% positif. Dulu, PT tidak pernah mendukung masyarakat – apalagi masyarakat adat. Kali ini, Temunggun diundang. Ini bukan anak buahnya. Temunggun sudah diundang sebagai pihak utama. Saya sudah Temunggun selama 55 tahun, dan ini belum jadi sampai sekerang. Pada malam pertama saya sudah jelas. Sangat, sangat mendukung proyek ini.'

'From this meeting I am very excited about FFI's programme for Siawan-Belida, and I can already see it is very positive. With other businesses, we customary leaders are not usually invited to speak. As the highest customary representative, I would like to say that I support this program. I will help this program so that it achieves results.'

Communities support the project because they see it as an opportunity to:

- Overcome the threat of oil palm development because of its harmful impacts on communities and the environment
- Strengthen local customary institutions;
- Clarify customary, village and sub-village boundaries of authority in order to strengthen tenure;
- Resolve existing conflicts in order to enable better protection of their land and natural resources; and
- Improve livelihoods.

However, a number of questions and concerns have also been raised by community representatives, including:

- The extent of community boundaries in the project area is unclear, making it difficult to proceed because of concerns about land tenure uncertainty and outsiders taking community land and natural resources; and

- The extent to which communities can share in revenues generated by the ERC and REDD+. Community participatory mapping activities are currently being conducted in response to the first concern. The issue regarding benefit-sharing will be addressed through discussions to reach a REDD+ collaborative agreement about the site, discussed under FPIC Phase 5.

FPIC Phase 4: Project Design, Agreement in Principle, and REDD+ Collaborative Management

Outcomes from the participatory research and community meetings have formed community aims and objectives of the project, which are outlined below.

The current vision is for the FPIC process for the development phase of the project to culminate with a REDD+ collaborative management agreement between the holder of the ERC licence and the villages and customary groups².

Figure 2 : Community aims and objectives of the project



Key elements of the collaborative management structure are likely to include³:

- An Indonesian foundation (Yayasan Hutan Hijau), with representation from BioCarbon (commercial financier), FFI and other officeholders, will provide an oversight and governance role to the activities of the ERC licence holder, WHN.
- A joint management agreement between WHN and a representative community structure(s). This will include the results of the participatory land mapping as well as detailed future community land use plans and REDD+ revenue sharing arrangements based on Indonesia regulations.
- High level oversight and strategic decisions by a Collaborative Management Board with representation from WHN, communities and FFI.
- Day-to-day implementation managed by an Implementation Unit with offices in Putissibau and around the project site. Activities of the Implementation Unit will be divided into three streams: 1) management and protection of the project area; 2) monitoring and enforcement; and 3) community development.

² For the purposes of this project, collaborative management is defined as: "A situation in which some or all of the relevant stakeholders are involved in a substantial way in management activities. Specifically, in a collaborative management process the agency with jurisdiction over natural resources develops a partnership with other relevant stakeholders (primarily including local residents and resource users) which specifies and guarantees the respective management functions, rights and responsibilities" (Borrini-Feyerabend, 1996).

³ Again, this is indicative only and depends on the outcomes of the ERC licensing application and FPIC processes.

In recognition that the collaborative management agreement will take time to develop, the project proponents also hope that an 'agreement in principle' can be reached between community representatives as an interim arrangement. While oral support has already been provided by a number of community members in meetings with FFI and partners, this would be the first written indication of consent (the 'C' in FPIC) to proceed with the project.

The consent will be conditional upon agreed principles and next steps to be outlined in this agreement. Based on questions arising from community meetings to date, it is envisaged that the agreement in principle will proceed according to the following conditions:

WHN agrees to:

- Work with communities in good faith
- Provide timely information to community representatives on an ongoing basis (with appropriate representatives to be agreed by communities) on the status of the ERC, REDD+ project activities and sharing of revenues
- Map community boundaries jointly with communities, including village administrative boundaries and customary work areas
- Respect community rights and needs to sustainably utilise timber for local purposes
- Respect Government of Indonesia laws and regulations

Communities agree to:

- Work with WHN in good faith
- Work with FFI and WHN to identify and overcome local drivers of deforestation and forest degradation and unsustainable hunting and fishing practices
- Provide information to FFI and WHN on a timely basis
- Develop, strengthen and implement customary regulations pertaining to natural resource management and protection
- Establish representative community structures

These are indicative principles only. Actual content will be developed based on community input following meetings with WHN and internal community meetings.

Emerging Good Practice and Lessons Learned

- **Invest in in-depth socio-economic research and local staff who spend time living in the community.** This process may reveal critical information that project developers were unaware of. In the Siawan-Belida REDD+ project, for example, project proponents learned that the community's worldview is inextricably attached to water resources, not to land or forest. This has significant implications for project design and the way in which they interact with communities.
- **Partner with local organisations.** Local organisations often have existing relationships and knowledge which the project can benefit from. They might also be around for longer than the project developers, so are crucial for longevity of the project. Different local partners can be pulled in for different pieces of work. Working with local organisations also makes it much more likely that the project will gain support from communities and government. In the Siawan-Belida REDD+ project, project proponents have worked with local NGO KABAN to gather initial socio-economic research, conduct information sharing and participatory planning meetings, and to lead participatory community mapping. Where an academic style of research was required for in-depth socio-economic research, the project partnered with the University of Indonesia's Anthropology Department. Project staff should work alongside these partners to ensure consistency, and to retain institutional knowledge gained through this work which is critical to project design.
- **FPIC for REDD+ is a *continuing* process, relevant over the life of the project.** FPIC is not a 'tick the box' exercise simply to be implemented at the start of the project, it is a process of information sharing and engagement with communities, which becomes increasingly robust over time as project details become clearer and as the knowledge held by communities grows.

- **Community meetings are a central part of the FPIC process.** A number of small decisions along the way eventually lead to a more significant decision. Minutes at community meetings should be kept, with attendance lists and key decisions highlighted. FPIC is also an iterative and dynamic process, which is shaped by the results of community meetings and input from participants. For example, in the FFI-BioCarbon Siawan-Belida REDD+ Project, the FPIC process revealed that communities were concerned about their tenure security. As a result, the project developer supported communities to map their customary tenure and to undertake a spatial/land-use planning to ensure that discussions were based on a clear understanding of community rights.
- **It is important to start with ‘Information’ as early as possible, as it takes time for people to properly understand.** During the early stages of the Siawan-Belida REDD+ project there were a lot of misconceptions. After one of the initial information sharing meetings about REDD+, project proponents overheard a community member explain to another person that a series of pipes would be set up to extract and export carbon from the forest. This misunderstanding reflected communities’ past experience with companies who were extractive-oriented and highlights the extent to which communities’ past experiences inform their interpretation of present events.
- **Building trust with communities takes time.** In the past, communities within the Siawan-Belida REDD+ Project Zone have had negative experiences with timber companies. Through the issuance of logging concessions between early 1970s and 2003, large areas of forest were selectively logged in the project area and community authority over the forest was progressively eroded. Community members have stated that during this time, they were bystanders to the logging. As they watched the timber float downstream on its way to the mill, they felt their livelihoods floating away as well. Communities recall the negative impacts of commercial-scale logging, including reduced fish catches due to polluted waterways, destruction of local agriculture, and severely reduced honey harvests due to felling of honey trees. Understandably this causes them to be more wary of outsiders. Because community tenure is often uncertain in REDD+ project areas, clarifying tenure will also add time to the FPIC process.
- **Community/customary tenure is a central part of the FPIC process for REDD+.** This is because REDD+ activities are inextricably linked to land and forest tenure, and because the communities living in forest areas are often highly dependent on land and natural resources. The issue of community/customary tenure requires consideration of community ownership, management and use both in a customary, de facto context and legal/de jure context. In many REDD+ project locations as government will often claim de jure ownership, but there will be overlapping customary rights and other uses of the land. Participatory land mapping is a useful tool for projects to implement as a starting point to deal with these complexities.

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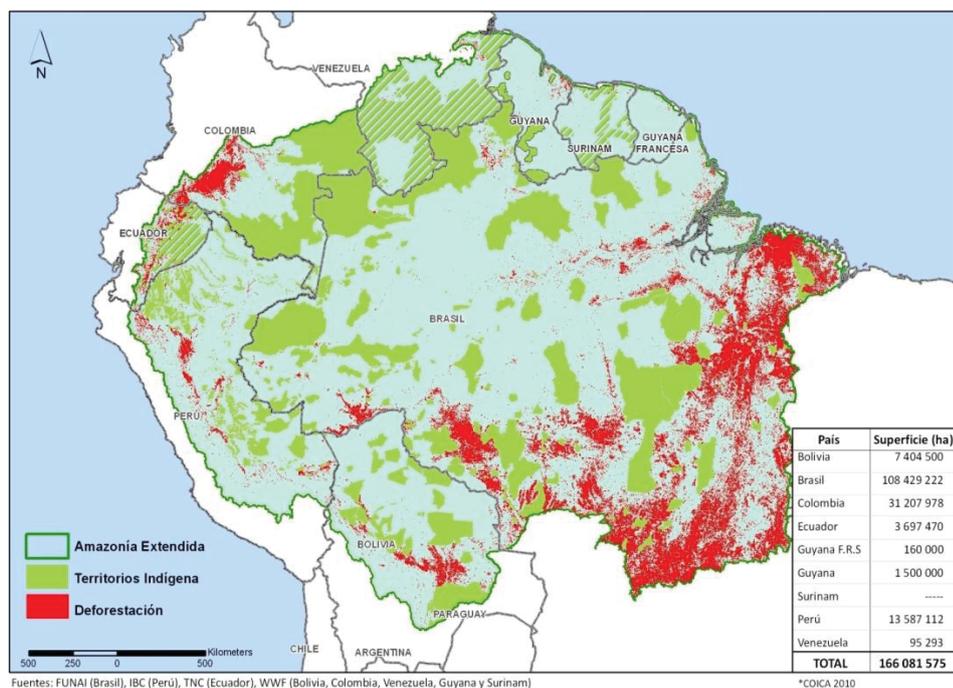
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Amazon Indigenous REDD+

Roberto Espinoza, COICA

Introduction

Spanning 6.7 million km², the Amazon encompasses the single largest remaining tropical rainforest in the world. It also houses at least 10% of the world’s known biodiversity, including endemic and endangered flora and fauna. The Amazon River flows for more than 6,600 km, and its hundreds of tributaries and streams contain the largest number of freshwater fish species in the world. The Amazon is also home to more than 30 million people who directly depend on its resources and ecosystem services.



Deforestation happens mostly outside Indigenous Territories which are strategic for the cooling of the planet. Amazon IPs territories maintain the highest carbon stock along with the full life of millions of people

During the last half century, economic transformation in the Amazon based on the conversion and degradation of its natural habitat has contributed to 17% loss of forest cover, disrupted connectivity, and has led to the exploitation of numerous endemic species.

The Amazon's forests contain 90-140 billion metric tons of carbon, the release of even a portion of which would accelerate global warming significantly. Amazonian forests play a key role in maintaining and stabilizing global climate, and there is a need to value the integrity of ecosystem services that these forests produce, as well as recognize other biophysical, biological and cultural contributions to indigenous territories.

According to the Coordinator of Indigenous Organizations of the Amazon Basin (COICA), about 9% of the population, or 2.7 million people, living in the Amazon are indigenous. The indigenous population includes 350 different ethnic groups, more than 60 of which still remain largely isolated. Currently, 25% of the Amazon is indigenous peoples lands, which amounts to 12% of the world's tropical forests. The deforestation rate in indigenous territories is less than 2%, similar to that registered in protected areas, and underscores the relevant role they play in preserving the integrity of the ecosystems.

Nevertheless, the indigenous territories are not fully secured, and could be double the size of the 170 million ha legally recognized. In many cases, titles for indigenous territories (communities, villages, reserves, communal lands, etc.) are awaiting approval of titles. It is also important to legalize autonomous areas (in voluntary isolation) and address the issue of parks located on indigenous territories, of which there are 160 cases.

Amazon Indigenous REDD+

The Amazon's forests provide the foundation for the spirituality, culture, identity, pride and future of indigenous peoples. Therefore, it is indispensable that REDD+ mechanisms be centered not only on carbon, but that they integrate other biophysical, biological and cultural contributions of indigenous territories and forests. While REDD+ offers the potential to reduce deforestation and forest degradation, there are a number of limitations associated with its design and implementation, particularly related to rights and livelihoods of indigenous peoples. The REDD+ process in the Amazon has shown critical gaps between pledges and actions to be captured in national policies and frameworks as mandated by international agreements.

These agreements address issues related to indigenous territories, participation of indigenous peoples in public policy decisions, and protection from pressures of outside speculators. Currently, the lack of regulation in early REDD+ initiatives has facilitated impunity for so-called “carbon cowboys” who have exploited indigenous communities. This has increased conflict and competition for territories and forests among companies, sub-national governments, NGOs and indigenous peoples. Indigenous peoples argue that social and environmental safeguards should go beyond the ‘do no harm’ principle to promote well being and a holistic way of life.

It is much more effective to adopt an integrated vision, centered in the essential contributions of indigenous territories, with their living and healthy forests guaranteed as property for holistic management through indigenous organizations and cultures. COICA, with the support of WWF and other organizations, is designing a proposal that seeks to assign value to ecosystem services provided by indigenous territories in the Amazon, which go far beyond carbon sequestering or storing services. By combining traditional knowledge and different scientific approaches, this holistic approach to a REDD+ proposal ensures its legitimacy and sustainability. The idea is to adopt an integral vision of the indigenous peoples’ environmental, social and cultural contributions, and determine that any valuing or rewarding mechanism must recognize and include the rights of those peoples and their historical role as forest stewards. This vision should also respect traditional knowledge and wisdom that, in some cases, science itself does not possess.

The Amazon Indigenous REDD+ proposal seeks to achieve a legal framework that respects and considers indigenous rights with funding for implementing projects guaranteed by countries and global funds. This also includes institutional adjustments to allow indigenous peoples’ participation in any decision making processes involving the REDD+ mechanism; safeguards that ensure that there are public policies and funds provided to guarantee territorial security; macro-monitoring that includes biological and cultural aspects to verify coverage and conservation of ecosystem services; and an equitable, regulated, public financing mechanism that provides transparency in all REDD+ projects and operations.

The Amazon Indigenous REDD+ approach requires attention to the following issues:

Priority of the consolidation of Integrated Territories as Indigenous Peoples, which involves:

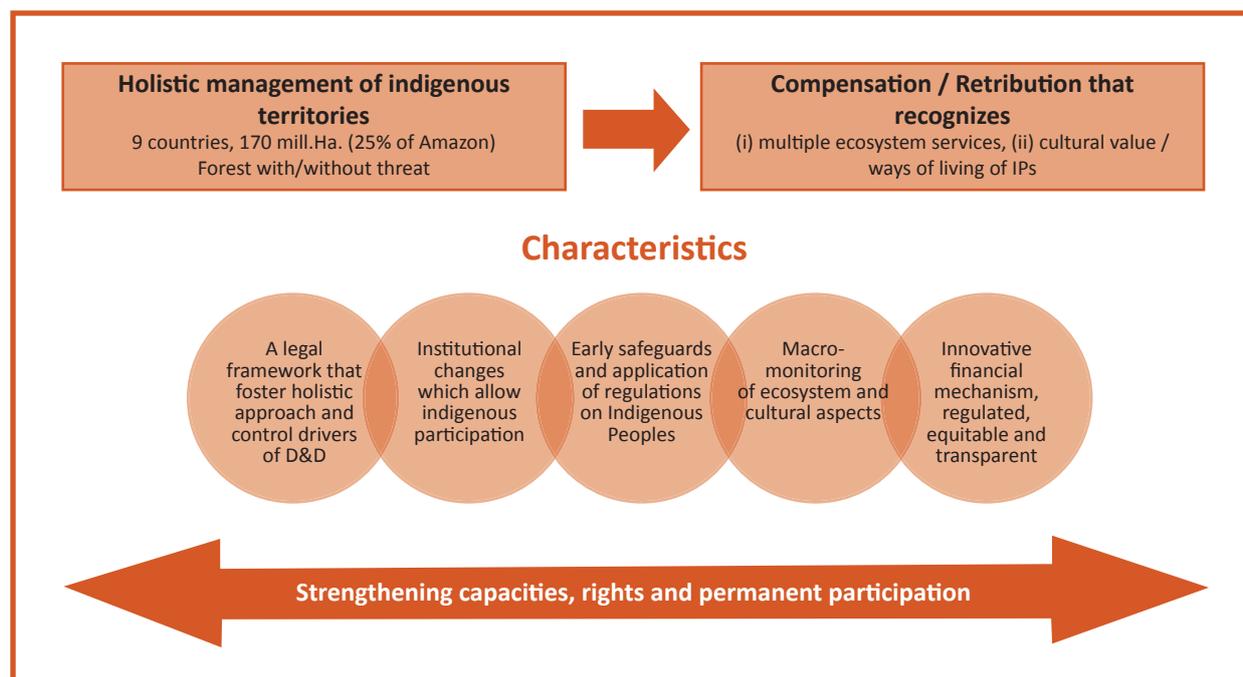
- Acceptance of the concept of integrated territories as peoples, including legislative adequacy of the States according to their international obligations: 169 Convention-ILO (C169), United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), jurisprudence from the Inter American Human Rights Court (IAHRC)
- Recognition, legal titling and territorial enlargement of communities
- Titling of original possession of communities
- Territorial reserves for indigenous peoples living involuntary isolation or initial contact
- Constitutional and legislative reforms for full control of indigenous peoples on territorial integrity: soil, subsoil, forest canopy, waters, genetic resources
- Recovery of the property and control of part of the ancestral territories where protected areas have been superimposed without previous, free and informed consent

Prioritizing the indigenous vision (regarding ways of life and territories) when developing the REDD+ mechanism:

- Proper definition of “land ownership” including concepts about indigenous territories according to our ways of thinking and the value of effective strategies for the full life of forests
- Solution to the territorial demand of indigenous peoples before, during and after the planning, preparation (REDD Package) and implementation of the REDD+ projects. The main indicator in the evaluation of REDD+ must be the advances of the indigenous territorial demand in each Amazonian country.

- Priority of budgets for the solution of territorial demands with global funds for REDD+ such as FCPF-WB, FIP-IADB, REDD+ Partnership, UN-REDD+, FIP Donations Mechanism. Climate Fund, GEF and others.
- Priority of Full Life Plan for Peoples and Communities. The control and decision of the type of development is translated into the implementation of Life Plans. Within the framework of these plans, people and communities can determine if there is sense and utility for a REDD+ initiative and what type of approach is more adequate according to local conditions. REDD+ promoters must respect and prioritize the implementation of Life Plans, and not force the logic of carbon markets for a hasty implementation of REDD+ programs and projects.

Figure 1: The Amazon Indigenous REDD+ elements



Implementation of the Amazon Indigenous REDD+ initiative will require focusing on the following key issues:

- **Promotion of a legal framework that fosters a holistic approach and controls drivers of deforestation and degradation.** This will address the indigenous vision of holistic management during the whole process of REDD + (along all its phases of planning, preparation, implementation), with budget allocation by the States and global climate funds. It is also important to develop relevant regulations implemented to control drivers of D&D (in coherence with GHE reduction goals).
- **Institutional and regulatory changes that allow indigenous participation.** This will include participation in decision-making bodies modeling the global REDD+ mechanism. It requires indigenous people participation in the construction of national and sub-national REDD+ frameworks, and the implementation of indigenous REDD+ roundtables.
- **Development of early safeguards and application of regulations on Indigenous Peoples.** This will ensure policies and public funds will offer: a) territorial security and implementation of holistic management, b) free, prior, informed and binding consultation and consent on REDD+ policies, strategies and projects, c) information, monitoring and evaluation system, with appropriated conflict solving mechanisms, and d) an indigenous peoples independent reporting mechanism, parallel to States mechanisms.

- **Develop a macro-monitoring system for ecosystem and cultural aspects.** This must be effective and results-oriented, with geographic goals and macro-measurable methods focused on the verification of a) GHE reduction, b) standing forests and the conservation of ecosystem services, c) promotion of equity and intercultural understanding
- **Innovative financial mechanisms that are regulated, equitable and transparent.** These mechanisms will not depend on the carbon credit market and its speculative problems, and will guarantee effective public regulations on REDD+ to accredit and validate transparency of private carbon trade agreements

Financing the Amazon Indigenous REDD+

The necessary financing for the implementation of the Amazon Indigenous REDD+ should consider adequate and sustainable amounts to contribute to Zero Net Deforestation and Degradation goals for the Amazon. This should be based on actual needs determined by each Amazon country (e.g. AIDSESP from Peru has estimated US\$ 22 mill to solve territorial demands in the whole country).

The design and implementation phases necessitate multiple funding sources including public (e.g. national budgets) and private (climate funds, international cooperation) that do not depend on the carbon credit market. It also requires the use of multiples instruments such as loans, grants, and bonds.

Examples of funding sources include the following:

- The creation of an Amazonian Indigenous REDD+ Fund, which will use the model of trust funds (e.g. COICA trust fund)
- Several types of bonds (central and sub regional states, cooperatives, municipalities, etc) for climate change, applying the obligations of Amazonian states to promote mitigation and adaptation to the climate crisis.
- Specific State Taxes (e.g. footprint tax)
- Funds from bilateral or multilateral cooperation for mitigation and adaptation (e.g. FCPF, FIP, BNDES, among others), forest governance (e.g. FLEGT) and community forest management initiatives.
- Non-reimbursable funds from philanthropic organizations or corporate social responsibility

This proposal should consider existing finance mechanisms, including multilateral arrangements such as the World Bank's Forest Carbon Partnership Facility and the Amazon Fund, as well as bilateral agreements and innovative financial like public bonds.

Activities under the Amazon Indigenous REDD+ will fund the cost of implementing holistic management of indigenous territories, including implementation of "Life Plans," to enhance ecosystem functions of the Amazon Basin, as well as participatory monitoring and measuring results.

REDD+ Contractual Agreements

COICA recommends that Amazonian indigenous communities do not sign contracts on the sale of carbon credits to private companies, consultants and NGOs. Aside from all the aforementioned shortcomings and structural uncertainties, there are various operative problems with REDD+ which especially affect indigenous communities. International and national regulations regarding REDD+ are still being designed and negotiated so it is difficult to know how these processes will turn out and what impacts they will have on contracts signed beforehand.

Before entering REDD+ processes and projects, communities must define their "Life Plans," and be informed about REDD+ and legal and regulatory requirements that may affect their rights and use of natural resources. Agreements on information and training or research regarding REDD+ must be executed in coordination with local and national indigenous organizations. It is important that information biased towards particular forms of REDD+ funding (private or public).

Future contracts or agreements must refer to the management and monitoring of forests in an integrated manner, including carbon and all the other ecosystem services, without relinquishing control and autonomous governance of the people on these resources.

Emerging Good Practice and Lessons Learned

- Intercultural and gradual construction of a proposal can ensure its legitimacy and its sustainability. The construction of a proposal must be responsive, combining traditional knowledge and different scientific approaches relevant to REDD+.
- The Amazon Indigenous REDD+ proposal has contributed to the broader dialogue on REDD+ and has given greater visibility to indigenous peoples organizations within the decision making sphere.
- COICA warns that the signing of carbon credit contracts is hasty and risky for communities. However in instances where the communities have already signed them or decide to begin negotiations, COICA will continue to provide guidance indigenous peoples' rights are respected. In these cases, COICA offers the following recommendations:
 - Deal with the original funders, duly registered and accredited by public institutions, not with speculating intermediaries (carbon cowboys, carbon pirates, etc.)
 - Sign short-term agreements, annually adjustable, periodically monitored and regulated by the assemblies of the involved communities
 - Include clauses for the prevalence of ILO169 and the UNDRIP in any conflict of contractual interpretation
 - Retain, not yield communal control on access and uses of the forests
 - Consider, in the distribution of benefits, that the most important contribution comes from the indigenous communities as they own the forests and they have the capacity of maintaining them through their organizations, ways of life and ancestral knowledge
 - Ensure that the contracts follow the laws, arbitration systems, conciliation and tribunals of the communities' countries (not the buyers')
 - Ensure the communal control of intellectual property in the REDD+ operations and their derived products, respecting ancestral knowledge
 - Ensure that the administration of expenses, income and benefits is done with participation and control of the community
 - The powers of possible partners must be limited to specific matters and limited in time: no absolute power of attorney
 - Agreements should not be confidential or secret due to the necessary transparency and because communities are public interest entities
 - Signing of agreements must be done with the presence of guidance and supervision from guaranteeing institutions, such as the Ombudsman's Office and regional and national indigenous organizations

Securing Tenure for Community-based REDD+: Experience in Lac Tumba Landscape, Democratic Republic of the Congo

Serge J. Darroze, Lac Tumba Landscape Program Manager, WWF

Introduction

In the Democratic Republic of Congo, where most land is formally held by the State, significant practical authority over allocation and use of land and natural resources remains in the hands of traditional chiefs. In the Lac Tumba landscape of DRC (Bandundu and Equateur provinces), WWF has worked with communities at the level of authority of traditional chiefs - *the terroir* - to conduct land-use planning in

The 2002 Forest Code and implementing regulation on community forest concessions will enable communities to register forests under their customary tenure as community concessions. The final draft of the Arrêté on Community Forestry (Article 37) explicitly exempts revenues from payment for ecosystem services and conservation from any taxation and stipulates that revenues generated by REDD+ projects on community concessions will be allocated to a community development fund. However, the implementing decrees establishing procedures for allocation of community forests have not yet been passed and no community concessions have been created.

The customary approach to land tenure and natural resources use is a very complex affair that varies according to the tribal laws. In a decentralized arrangement, decision-making power is vested in “chef de terres,” with “terroirs” ranging between a few thousand hectares around a single village to multiple hamlets or villages. In other scenarios, authority remains centralized, covering “terroirs” over hundreds of thousands of hectares and encompasses a large number of villages to which limited decision-making power is devolved. Any intermediate situations can also be found and sometimes clans or family groups share a single terroir. Adding another dimension is the presence of indigenous people in the area. Traditionally, Batwa pygmy groups did not have formal access to a terroir, but used large tracks of the forest at will. Most of these groups are now sedentary and either recognize their own terroir around their village or share a village terroir with the Bantu villagers when mixed.

Customary tenure remains the de facto system that most people manage and gain access to land and other natural resources, especially in rural and suburban areas. Coordination between customary authorities and the local administration is an important context and must be taken into account during the process of decentralization and devolution of forest resource management established by the 2002 Forest Code. Furthermore, understanding customary power and administration is critical for the legitimacy and sustainability of REDD+ projects. Beyond its legal legitimacy, customary power, strongly rooted in cultural heritage, has moral legitimacy. As head of a community, the traditional leader manages the land. The development and implementation of activities in a territory and within a community are subject to approval by chiefs. This procedure also applies to local development projects and planning and participatory management of natural resources. Participation may be enhanced once the development of decentralization will be sufficiently advanced to include chiefdoms. In this context, it will be important to evaluate the legislative framework and policies of current support systems for community ownership by developing recommendations on how it can be strengthened, particularly for support the implementation of REDD+ and mechanisms for sharing benefits associated with it.

Providing support for legal recognition of customary lands and institutions

WWF is supporting local communities to increase their ability to participate in decision-making processes on land use by ensuring that communities are informed of the policy, legal, and contractual issues that may affect land use and local rights. WWF is also building capacity for devolution of land use management by working with local communities to map land cover within territories and the customary use of resources. Maps of land cover and customary use are being used as a basis for the development of local land use plans. These maps serve as descriptive materials that also raise local awareness on issues of sustainable management of people’s territories. They also incorporate constraints imposed by the presence of other actors in the territory, including private companies to which rights have been granted. Elements captured through this process include villages and hamlets, roads, agriculture areas, extractive forest areas, conservation areas, ecotourism areas, concessions, springs, spawning areas, sacred sites, and fishing grounds, among others. The process includes both traditional physical terroirs and traditional control rights that contribute additional layers to the maps but are not officially recognized by the law.

In 2010, the WWF initiated a participatory mapping of six territories within the North Bateke Chiefdom, in the southern part of the LTL, in the Bolobo Territory. This activity aimed at creating a baseline for REDD-related processes, including calculation of income-sharing between the communities. Four maps were produced for each terroir: spatial map, land tenure, land use, and land affectation. The approach was developed into a systematic participatory mapping exercise in the entire landscape, and the maps are used to inform local management plans that will be later consolidated at higher levels. The mapping

exercise encourages traditional knowledge and practices and promotes more effective management of community forests. This process also empowers communities by ensuring that customary power and land uses by communities, including by women, are reinforced and integrated into land use planning. A land use plan based on the needs and issues identified by community members and other local stakeholders will guarantee the legitimacy and sustainability of REDD+ at the local level by ensuring that REDD+ strategies are adopted by the actual users of the forest and the agents of deforestation.

Beyond the local level WWF has been working with community partners and administrative authorities to facilitate the process required to obtain official recognition of community maps. This process of recognition begins with the “Administration du Territoire” (AT), and continues through to the District Commissariat, Provincial Interior Ministry, and finally the National Interior Ministry. WWF is also providing support to communities to organize Local Committees for Development and Conservation (CLDCs) at the village level, where decision-making regarding land and natural resources management traditionally occurs. CLDCs are considered a platform for dialogue and action for the development of the village and function as an intermediary between communities and other institutions at local, state and provincial levels. These groups are elected by communities and involve representation of traditional leaders. CLDCs are established at various levels, either village or groupement level, and are organized according to the traditional structures of the ethnic groups participating. Notably, this administrative structure would be qualified to initiate local development projects, however the CLDC is not a structure formally recognized by the state and does not replace existing authorities. However, the CLDCs are federated into Local Management Committees (Comité Local de Pilotage, or CLP) at the groupement level, which is the basic level of administrative decentralization and formally recognized by the government of DRC. Both committees (CLDC and CLP) vote on regulations that are officially recognized by the local administration. The community then acquires a status of “Moral Person,” similar to an association.

Results, Impacts and Next Steps

To date, 135 terroirs have been mapped and nearly 350 CLDCs have been organized. The maps and numerical data gathered in the exercise have been shared with institutions including Institut Géographique du Congo and Institut National de la Statistique at the national and provincial levels. Printed maps are distributed to the communities and administrations. The participatory mapping process has been adopted as a regional strategy by WWF’s Central Africa Regional Programme Office which aims to complete micro-zoning in 50 percent of priority landscapes is has identified by 2015.

The next stage will be to help the communities prepare local land use plans known as Simple Management Plans (*Plans Simples de Gestion*) which will inform communities’ management of their natural resources.

Emerging Good Practice and Lessons Learned

- **Support and buy-in from communities takes time.** During the mapping exercise, some community members were reluctant to participate at first however they began to trust the process once they recognized the potential benefits. Some communities are already using the maps to prepare joint management activities with their neighbors where demarcation conflicts have been addressed, or to defend their rights against logging companies that try and exploit their forests without their consent.
- **Costs for the mapping exercise ran high and operations were logistically challenging.** The costs associated with the community mapping exercise ranged between US\$2,000 and \$3,000 per terroir, depending of the logistics and the accessibility of the areas. In the LTL, mapping teams found that they needed between three and seven days per terroir. Obviously mapping in much larger terroirs would require a longer period of work. WWF has trained 19 young cartographers in this process, who are referred as consultants when budgets allow. Meanwhile, organization of the CLDCs is comparably less burdensome and can be carried out with lower costs.
- **Local administration should be involved at every stage of the process.** WWF systematically included representatives of the Administration du Territoire in the mapping exercise. These representatives participated also in the inception and final validation workshops for this process.

This approach serves as the foundation for landscape mapping and institutional organization. Community maps and institutions can then be federated at any level at a later stage (group, CLP, CBNRM, etc.). This strategy ensures that future limitations imposed by the Arrêté on Community Forestry will be integrated.

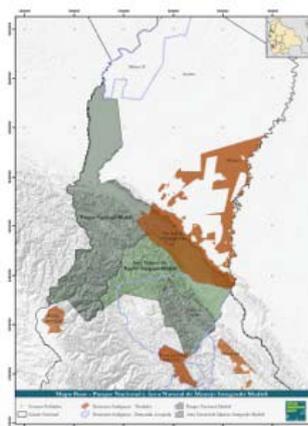
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Indigenous Territorial Management and Avoided Deforestation in the Greater Madidi-Tambopata Landscape

R.L.E. Painter and R.B. Wallace, Wildlife Conservation Society

Introduction



The Greater Madidi-Tambopata Landscape is located in northwestern Bolivia and southeastern Peru, on the slope of the Eastern Andes, covering almost 42,500 square miles. This region is characterized by a wide altitudinal range and ensuing topographic and climatic variation, which in turn has resulted in highly diverse plant and animal communities, including endemic species.

This area is also highly culturally diverse and includes ancestral lands of the Lecos, Tacana, Araona, Esse Ejja, Tsimane, and Mosekene peoples; as well as Aymara and Quechua in the higher montane forests, highland plains, and more recently in colonization areas along roads in the forested Amazonian lowlands. In recognition of ancestral land rights, indigenous territories have been established alongside or within protected areas such as Madidi, Pilon Lajas, and Apolobamba. Indigenous territories cover 15 percent of Bolivia, and 14 of these areas overlap or border protected areas of national importance.

Sustainable management of the forests on these lands is important for maintaining critical ecosystem services such as biodiversity conservation which is inextricably linked to the cultural, social, and economic livelihoods of the communities that inhabit them. The Wildlife Conservation Society (WCS) works with the Takana, Lecos, Tsimane, and Mosekene indigenous organizations to secure their land rights and build capacity for sustainable management of their lands, and to implement a concerted territorial vision based on culturally defined environmental, economic and social values. Transportation infrastructure improvement poses a major threat to the forests in the Greater Madidi-Tambopata Landscape. The paving of a major road through the region is likely to lead to additional unplanned colonization and illegal incursions.

Secure tenure encourages the exercise of traditional knowledge and practices and promotes more effective management of forests ecosystems. The territorial management approach being implemented by the local communities in the Greater Madidi-Tambopata Landscape with the support of WCS promotes sustainable forest management through activities related to promoting sustainable livelihoods, reducing exposure to present environmental risks, building capacity for adaptation to future climate change whilst also avoiding emissions from deforestation and degradation and the conservation of carbon stock; all results included under REDD+. The Plurinational State of Bolivia rejects market mechanisms to implement REDD+ but is supportive of these goals and objectives through the Mother Earth Law because of their broader relevance to Territorial Management Plans (Life Plans) that include avoided deforestation actions and are aligned with communities' development priorities.

Support to territorial management

Territorial management is a strategy for conserving critical ecosystem services and reducing the risks and impacts of climatic events such as floods, fires, and droughts. Conservation of indigenous agricultural practices maintains crop and seed diversity. Healthy ecosystems also protect human populations from

management of large extensions of intact ecosystems protects wildlife populations, which form the protein basis for Amazonian indigenous people.

The territorial management project undertaken in the Madidi-Tambopata Landscape required the participation of indigenous peoples to actively implement Life Plans or Territorial Management Plans as alternative scenarios to existing patterns of forest loss and degradation. Several indigenous territories overlap or border Apolobamba, Madidi and Pilon Lajas protected areas in Bolivia and Tambopata and Bahuaja Sonene protected areas in Peru. Protected areas comprise 26.5% of the landscape while twelve indigenous territories cover 27.3%.

Many of the areas found within these indigenous lands maintain wildlife corridors, in particular for species with large habitat ranges such as jaguar (*Panthera onca*) and spectacled bear (*Tremarctos ornatus*). The headwaters of several hundred streams are also found within indigenous lands. Encroaching development threatens both protected areas and the surrounding indigenous lands and opportunity to implement models for sustainable forest management largely depends on the engagement of indigenous communities.

Indigenous organizations in Bolivia have successfully lobbied for recognition of their collective rights and as a result the legal and institutional framework for protected areas, forests, biodiversity and environmental management acknowledges indigenous collective land and representation rights. It within this context of respect for indigenous rights and recognition of the critical importance of indigenous leadership in promoting forest conservation that the Wildlife Conservation Society has established long term alliances for building capacity for land titling, development and implementation of indigenous territorial plans in this region.

The project's territorial planning process required building capacity in the indigenous organizations representing the Tacana, Tsimane-Mosetene and Lecos indigenous peoples' collective territorial rights and legitimate decision making mechanisms. In particular WCS worked with the indigenous organizations to consolidate their internal regulations and statutes, as well as legal registration of the indigenous territorial organizations. This was done in parallel to supporting traditional internal communication and decision making mechanisms such as community assemblies and promoting greater accountability of the indigenous leadership to their member communities through regular community visits. Support was also provided to develop transparent administration and technical reports for presentation in these community assemblies.

Strengthening the representative indigenous organization through which the indigenous communities' territorial demands were presented to the Bolivian state was essential to ensure the effective participation of indigenous communities in the land-titling process. WCS supported the indigenous organization with legal advice and training to community leaders on GIS, mapping and land titling processes that would enable them to make informed decisions regarding specific areas under negotiation with non-indigenous neighbors.

Parallel to the process of land titling, the indigenous organizations received support from the Wildlife Conservation Society to develop and implement indigenous territorial plans. From the perspective of avoided deforestation, the most important aspect of the territorial plan is the zoning. This is the result of a participatory process that establishes where different activities may take place within the indigenous territories. Marginalized groups within the indigenous communities were identified during individual community diagnostics and included women, hunters and fishermen; as opposed to the local elite made up largely of community members participating in timber management. In order to promote participation of these community members, mapping exercises were carried out at the individual community level and marginalized groups were consulted separately at workshops. The different land use categories identified by the indigenous communities included cultural and sacred sites, ecotourism, non timber forest use, agriculture, silvopasture, agroforestry, selective forestry, extensive cattle rearing, intensive cattle-raising, hunting and fishing areas, and wildlife reserves. The maps revealed that areas zoned for cattle ranching generally/mostly overlapped with land classified as grasslands, and land zoned for agriculture was usually found to overlap secondary forest, or fallow plots.

A compatibility matrix and GIS were used to resolve tenure conflicts based on consensus and guided by a principle of equity. The compatibility matrix was built collectively and defined whether two land uses could coexist. For example, hunting can be carried out within forest management areas but is not compatible with ecotourism areas. GIS was used to identify availability of alternative areas.

As indigenous lands overlap with municipal jurisdictions, as well as protected areas, the zoning process also involved identifying incompatibilities and potential synergies between the various levels of territorial planning by integrating indigenous, municipal, departmental, and even national level plans. This integration is particularly important to evaluate the impacts of various development scenarios on environmental, cultural, or economic values that may extend beyond the borders of individual jurisdictions. For example, watersheds, species distribution areas, cultural values, and potential natural resource management areas with particular species may be found beyond the limits of an individual indigenous land and extend into a neighboring protected area or municipal non-indigenous land. This process has ensured mutual reinforcement of land use plans and has also led to the establishment of joint control and vigilance programs between protected areas and overlapping indigenous territories. Indigenous land use plans have also guided the development of mitigation actions to reduce the direct and indirect impacts of road projects.

Indigenous communities have also received support from the Wildlife Conservation Society to control illegal timber extraction, wildlife hunting, and forest clearance by outside settlers. The communities and productive organizations that demarcate and monitor vulnerable perimeter areas are the center of the territorial control strategy. Several community-based productive initiatives supplement family incomes and increase communities' control over of the land. These productive initiatives were designed and implemented to support the territorial land use plan and are guided by internal regulations for access and management of collective natural resources within the indigenous lands. WCS and the indigenous organizations worked together to develop their technical, financial and administrative capacity to leverage several alliances with other development or conservation agencies in support of community based productive associations, including the PUMA Foundation (Fundación Protección y Uso Sostenible del Medio Ambiente), Conservation International and the United Nations Development Program. Currently, 39 indigenous community based natural resource management associations are implementing ecotourism, timber, cacao, handicrafts, coffee, spectacled caiman and palm management projects.

The Greater Madidi - Tambopata program has focused on devolution of natural resource management to the indigenous organizations and promoted both social justice and conservation. Additionally, traditional forest management has been strengthened, not only through securing indigenous land rights but, also as a result of productive projects to manage non-timber forest products such as palms, incense, as well as subsistence fishing and hunting. Local knowledge of medicinal plants has also been documented and the use of ethno botanical veterinary treatments promoted as an alternative for commercial de-worming pharmacological treatments.

Democratization of decision-making and recognition of indigenous territorial rights has replaced a system in which decisions were made by local non-indigenous elites that had historically excluded indigenous people from access to their ancestral lands through the extractive booms in the region. In response to this exclusion and loss of access to ancestral lands, the Amazonian Bolivian indigenous movement worked during the 1990s for land reforms to establish indigenous lands as collective property that cannot be sold or divided. This has prevented land titling from opening up these areas to private markets and has led to strengthening access by indigenous communities to their traditional indigenous lands, including those overlapping protected areas.

Results, Impacts and Next Steps

Through the Greater Madidi-Tambopata program, indigenous communities have established internal consensus, developed their technical capacity, and engaged with other organizations from a position of strength. Consolidating indigenous institutional and technical capacity is critical to ensure communities continue to protect the ecological integrity of their territories from unplanned development. Within the indigenous

communities and organizations, there has also been a process of democratization through strengthening of internal decision making platforms and promotion of greater transparency and accountability from the leadership and disclosure of information from productive association making use of collective resources. This has been particularly critical for forestry associations due to the relatively high value and potential earnings, as well as environmental and social impacts of related activities.

An evaluation of the level of respect amongst the community for the zoning plans and application of internal sanctions has shown that both these tools have been internalized and are effectively fulfilling the purpose of guiding community activities. Hence, communities have not expanded their agricultural use areas to any significant extent and limit agricultural use and cattle-raising activities to the corresponding areas. The indigenous communities accept the zoning plans and the natural resource use regulations and apply them for the collective good. Internal regulations are used to penalize community members if they use more than their stipulated area or use areas zoned for a different purpose for agricultural uses. In the landscape, over 1.3 million hectares of indigenous lands have been titled and 1,856,352 hectares are managed under indigenous territorial plans or life plans. As a result of the implementation of these territorial land use plans deforestation rates within the indigenous lands are similar to those in neighboring protected areas and are much lower than in unprotected areas in the region (Forrest et al. 2008).

In addition, monitoring of wildlife has shown that current hunting levels are sustainable, that connectivity of species' habitats ranges between protected areas and surrounding indigenous lands is being maintained, and that illegal hunting is being prevented. Additionally, 39 community-based sustainable natural resource management initiatives involving 67 communities and 1,464 families have been established to improve local livelihoods, recover sustainable traditional practices, and develop new techniques to improve resource management. Subsistence activities such as hunting and fishing have been strengthened through an assessment of their sustainability, identification of critical wildlife corridors and development of monitoring capacity. Traditional non-timber management practices have been strengthened through the recovery of traditional management practices, for example in the case of incense or palm management, and by the recovery of traditional weaving knowledge for local handicrafts. Finally, ecotourism and timber management capacity has been developed through the use of best practices for tourism operations and the implementation of Reduced Impact Logging (RIL) practices.

Next steps for indigenous communities in the Greater Madidi - Tambopata Landscape include the development of capacity to monitor the effectiveness of their territorial management plans. This will include the development of sustainable finance strategies that include the contributions of community natural resource management to the collective costs of territorial management and defense, but could also include incentives to reduce deforestation and forest degradation through the implementation of their land use plans.

Emerging Good Practice and Lessons Learned

- A rights-based approach to forest conservation is an effective approach to avoiding deforestation. The indigenous territorial management program in the Madidi-Tambopata Landscape demonstrates that recognition of indigenous land rights, local autonomy, and internal regulations of access and use of natural resources can significantly reduce forest loss and degradation over large forest areas.
- Private and public initiatives that aim to reduce forest loss or degradation in areas overlapping indigenous ancestral lands should strive for the legal recognition of those rights and development of local capacity for territorial management. When local tenure rights are secure, incentives to local communities can be strengthened in exchange for deferring present livelihood benefits from forest commons. Thus, indigenous organizations with proprietary rights over large forest tracts should be considered important actors in establishing institutional mechanisms for managing forests for their multiple function, including environmental services, such as carbon reservoirs, as well as biodiversity, cultural and livelihood values.

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REDD+ and Benefit Sharing: Addressing efficiency, effectiveness and equity in the Brazil national context

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Introduction

Benefit sharing is one of the most challenging aspects of REDD+, considering that a well-established and effective benefit sharing mechanism is essential to enabling REDD+ to function. The current debate on benefit sharing mechanisms in Brazil is unclear regarding the nature of benefits, how they can be shared between stakeholders and how they are to be balanced with costs of governance and implementation of land use changes. Benefit sharing generated by REDD+ financing is interpreted in different ways by different stakeholders, with regard to the kind of benefits that will be considered (e.g., direct payments for carbon, employment, enhanced rights to natural resources, promotion of forest economies, etc.) and the scale at which they will be shared (e.g., locally through community-managed funds within REDD+ projects; or nationally through the welfare effects or broad policy reforms in energy and agriculture linked to REDD+). As a result, civil society organizations and other stakeholders express concerns that REDD+ benefits may be captured at higher levels, and about potential impacts on communities in complex social-environmental contexts⁴.

Several authors⁵ highlight that three principles should be an integral part of any benefit sharing mechanism at all levels: equity, effectiveness and efficiency. REDD+ should maximize *equity* among different stakeholders (in particular poor and marginalized groups at the local level), environmental *effectiveness* (i.e. carbon sequestration, other environmental services and poverty reduction), and *efficiency* of national and sub-national programs (largely by minimizing transaction and implementation costs). In addition to incorporating these three principles, benefit sharing mechanisms must flow in both a vertical and horizontal sense (Figure 1). Governments will need to determine how to *vertically* transfer REDD+ financing through national and/or sub-national governments to the domestic actors or entities responsible for REDD+ performance. In addition to this vertical distribution, countries will need to consider how to *horizontally* distribute REDD+ benefits to ensure that the appropriate individuals or groups receive payments or in-kind services, and that these benefits are conditional on measurable environmental services such as reducing deforestation, maintaining forest stock and restoring forest cover.

⁴ Peskett, L., 2011.

⁵ Costenbader, J., 2009. & Lindhjem, H., et al, (2009).

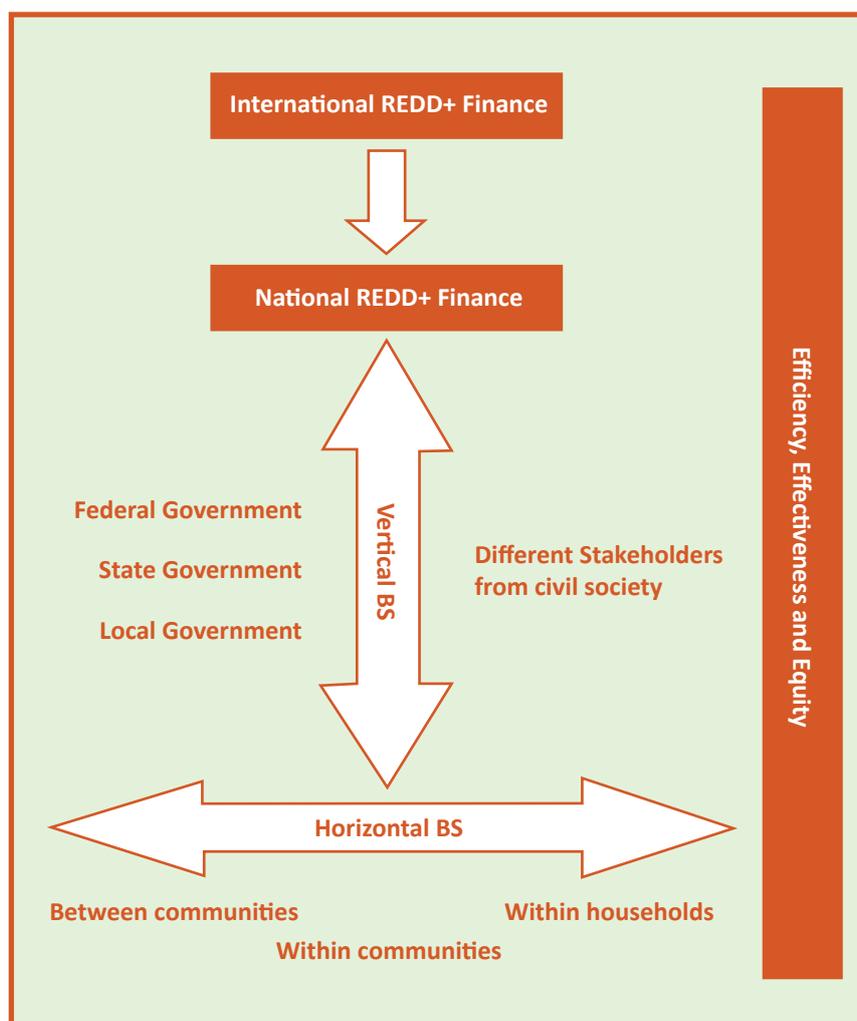


Figure 1: Benefit sharing from REDD+ in both vertical and horizontal directions, including different stakeholders and considering efficiency, effectiveness and equity. Adapted from: Lindhjem ET al, 2009⁶

This vertical and horizontal transfer will require consultations and decisions about which actors or organizations will be eligible to receive what kinds of benefits for what types of activities, and how those funds should be transferred. Distributing adequate benefits to forest-based groups such as indigenous peoples local communities, small landholders is both critical and challenging, given that these groups control extensive forest lands in Brazil and tend to be marginalized both socioeconomically and politically. The three principles of equity, effectiveness and efficiency should permeate both vertical and horizontal flows in order to maximize the chances for a successful REDD+ strategy.

This paper outlines different benefit sharing approaches utilized or planned in REDD+ initiatives in Brazil and identifies how these initiatives address the three principles of equity, effectiveness and efficiency. Currently, several dozen initiatives are in various stages of planning and implementation at project, state and national levels. These initiatives are utilizing diverse approaches related to MRV⁷, benefit sharing, safeguards and other essential components of REDD+ strategies.

Using existing case studies and theoretical background, this paper analyzes REDD+ initiatives operating at different levels in Brazil as a basis for generating principles and best practices for benefit sharing that need to be considered in public policies related to REDD+. Finally, some challenges and lessons learned from REDD+ benefit-sharing planning to date are summarized, including suggestions for next steps. The coverage of benefit sharing issues is selective due to their broad and complex nature.

⁶ Lindhjem et al, 2009.

⁷ MRV – Measuring, Reporting and Verifying.

Analysis of Different REDD+ Initiatives with a Focus on Benefit Sharing

In 2009, the Brazilian Federal Government established a National Climate Change Policy (PNMC) that set economy-wide emissions reductions targets of 36.9% to 38.1% by 2020 (in relation to business-as-usual scenarios based on expected growth projections). Most of these targets would be achieved by reducing deforestation in the Amazon (80%) and Cerrado regions (40%), based on a set of policy interventions designed each region: PPCDAM⁸ in the Amazon and PPCerrado⁹ in the Cerrado. Since 2005, deforestation in the Amazon region has declined substantially due to different causes, among which a wide range of new public policies figures prominently¹⁰. However, recent possible changes in the Brazilian Forest Code could generate up to 47 million hectares in deforestation and 27 million hectares that will not be restored¹¹.

Due to its vast forest cover and its progress to date in reducing deforestation, Brazil has an important opportunity to define and implement a National REDD+ strategy. In this context, REDD+ mechanisms could raise significant funds for programs aimed to reducing deforestation and promoting forest management, restoration and conservation. The PNMC's targeted reductions in deforestation in the Brazilian Amazon region alone have the potential to raise US\$ 30 to 85 billion by 2020¹².

To exploit this opportunity, in 2008 the Federal Government launched the Amazon Fund, which aims to attract international donations to support initiatives that can deliver reductions in deforestation and forest degradation in the Amazon region, with up to 20% of the total funding available for projects that monitor and control deforestation in other Brazilian biomes and other countries. The Fund was initially supported by the Government of Norway, which committed to donate around US\$ 1 billion for efforts to combat deforestation in Brazil. In 2012, the Fund had received a total of US\$ 102 million, including additional support from the German Government and Petrobrás. The Fund is managed by Brazil's National Bank for Economic and Social Development (BNDES), with a governing board that includes representatives from federal and state governmental agencies, the private sector and civil society. By June 2012, BNDES had contracted a total of 25 projects requesting US\$ 144 million in support, and 7 additional projects had been approved that sum around US\$ 45 million¹³.

⁸ Since 2003 the federal government has implemented the Action Plan for Prevention and Control of Deforestation in the Legal Amazon (PPCDAM), which by 2011 had been replicated in seven out of the nine Amazonian states. With a strong emphasis on command-and-control measures, PPCDAM aims to reduce deforestation in the Amazon through a series of command-and-control measures, such as (i) improved monitoring of deforestation and forest degradation, including a system that detects deforestation in real time (DETER); and (ii) increased enforcement against illegal deforestation, including increased fines for environmental crimes and blacklisting of municipalities with high levels of deforestation. Additional actions by the Public Ministry at state and federal levels have led major slaughterhouses and trading companies to suspend commodity purchases from properties without environmental licensing and blacklisted municipalities. These market pressures, in addition to the threat of suspended agricultural credit, have provided strong incentives for properties landowners to reduce their environmental liabilities and municipalities to escape blacklisting. The combination of these measures and trends has had a powerful effect on regional deforestation, which has declined 77% from a 2003-4 peak of 27,349 km² to 6,418 km² in 2010-11 – even while the region's agricultural production increased and its poverty levels declined (Barreto & Araújo, 2012).

⁹ In response to high levels deforestation detected in the Cerrado, the federal government recently launched the Action Plan for Prevention and Control of Deforestation and Burning in the Cerrado (PP – Cerrado), a set of policies that largely replicates those applied successfully applied in the Amazon region.

¹⁰ Traditionally, agricultural commodity prices have played a dominant role in influencing deforestation rates in the Brazilian Amazon. However, since 2008 commodity prices have continued to rise even as regional deforestation rates have continued to fall (Barreto & Araújo, 2012). Beginning in 2005 (when regional deforestation started to decrease), a series of new policies designed to reduced deforestation has been implemented at federal, state and municipal levels.

¹¹ IPEA, 2011. This numbers are an estimation calculated in 2011, considering the changes at that time. Due to recent changes in discussions of the forest code these estimation can be updated only when the process will be finished.

¹² Considering that the estimated avoided emission from the deforestation reduction until 2020, according to the PNMC, will be around 5.7 billion tons of CO₂ and, considering a standard value of the carbon ton of USD 5-15/t CO₂ (Moutinho, 2011).

¹³ More information at: www.fundoamazonia.gov.br

About two-thirds of the applicants for support from the Amazon Fund represent governmental agencies at federal, state or municipal levels, while 20% represent civil society organizations. Due to the scale of its resources, the Amazon Fund provides an unprecedented opportunity for financing environmental initiatives in the Amazon and in other forested biomes of Brazil.

Since 2009, two processes for developing a National REDD+ strategy have been underway. In 2010 the Ministry of Environment began preparing a National REDD+ strategy. A participatory process was started with the creation of four working groups to discuss: Institutional Arrangements, Benefit Sharing and Finance Mechanisms and the fourth one that will discuss the general framework.

This process has wide participation of different organizations and stakeholders, including indigenous peoples and local communities, interested in the benefits of REDD+¹⁴. The process has been delayed due, among other reasons, to the 2010 presidential elections and changes in key governmental personnel. In 2012, a draft strategy was prepared by the Ministry of Environment and is under review by other governmental ministries, whereupon it is expected to be released for public review. Parallel to this process, in 2009 a proposed law that aims to establish and regulate so-called National REDD+ System Certified Reduction of Emissions from Deforestation and Degradation was proposed in the Brazilian Congress, which would provide the basis for a national scheme for distributing benefits¹⁵.

At the state level, in recent years various public policies related to REDD+ and Payments for Environmental Services (PES) have been defined or are in the process of development. Recent studies identified around 20 initiatives (14 laws and six decrees) that have been designed in the states of Acre, Amazonas, Espírito Santo, Minas Gerais, Paraná, Rio de Janeiro, Santa Catarina and São Paulo. Only three states have established policies specific to REDD+: Acre, Amazonas and São Paulo¹⁶. Other states such as Amapá, Mato Grosso, Pará and Tocantins are developing laws and programs that consider REDD+ as an important input to support a forest-based economy.

Despite a general lack of public policies and government programs that address and provide guidelines for forest REDD+ projects, numerous projects have been designed by different groups. Assessments made by the Ministry of Environment and the National Foundation of the Indian (FUNAI) identified 33 different REDD+ projects/initiatives in the Atlantic Forest and around 35 in the Amazon region¹⁷. This numbers are imprecise due to the rapid increase of such projects, many of which were led by grassroots organizations. The variety of different initiatives at the state and project level have created a wide range of methodologies, baselines, stakeholders involved and benefit sharing processes, generating diverse approaches that are not easily reconciled.

In order to analyze best practices involving benefit sharing in terms of their efficiency, effectiveness and equity, seven initiatives that appear to illustrate promising approaches to benefit sharing were selected at the national, state and project level. Table 1 briefly compares their governance, monitoring, complaint mechanisms, disbursement and safeguards adopted.

At the national level, results from the working groups that contributed to the National REDD+ strategy (since the strategy itself is not finished) and the Amazon Fund were selected as the focal initiatives. At the state level, Acre and Amazonas were selected due to the relatively advanced definition of REDD+ policies and programs in these states. A REDD+ project developed by the Suruí Indians in Rondônia state was selected due to its best practices and participatory processes. Other initiatives underway in the Juma Sustainable Development Reserve in Amazonas state and in the Atlantic forest in Paraná state were selected as among the first REDD+ projects in Brazil.

¹⁴ More information at: www.mma.gov.br/redd/images/stories/doc-sintese-redd-mma.pdf

¹⁵ PL de REDD+ Nº 5.586/2009.

¹⁶ IMAZON; FGV. GVces, 2012.

¹⁷ More information at: www.florestal.gov.br/redd/index.php/conheca-os-projetos-mapeados & MMA, 2011.

Table 1: Comparison of different REDD+ initiatives at the national, state and project levels.

	National		State		Project		
Governance	Working groups to the National REDD+ Strategy - MMA	Amazon Fund	Acre State ¹⁸	Amazonas State	Suruí Indigenous Land in Rondônia state	Juma Sustainable Development Reserve in Amazonas state	Project Reduction Deforestation - SPVS
	Intergovernmental Committee with participation of different stakeholders	Technical Committee and Guidance Committee	State Secretary of Environment and Institute of Regulation, Control & Registry	State Secretary of Sustainable Development	Consultative Committee, Suruí Fund and Metareilá Association	Participatory Committee - Managed by the State Secretariat of Environment and Sustainable Development and the Sustainable Amazonas Foundation (FAS)	Contact between land owner, SPVS and company
Monitoring and transparency	Scientific Committee and Monitoring platforms in the biomes	Amazon Fund Guidance Committee	Independent Verification, Certification Bodies	Monitoring and Validation State Commission	Community Participatory Monitoring	Scientific committee	Based on the GHG protocol
Disbursement	N.A.	Projects	Forest Fund and Environmental Services Agency	Projects	Projects	Direct Payment	Direct Payment

¹⁸ In October 2010 Acre's state legislature passed the System of Incentives for Environmental Services (SISA), which establishes a system of incentives for a range of environmental services, including forest carbon, water resources, scenic beauty, climate regulation, and others.

Addressing efficiency, effectiveness and equity in REDD+ initiatives

As illustrated in Table 1, the wide range of REDD+ initiatives that are currently unfolding in Brazil illustrate the need for a national REDD+ strategy that can provide strong governance and minimize replication, transaction costs and the potential for leakage. It will be important for all interested parties, and particularly indigenous peoples and other forest-based traditional populations, to participate in strategy development, in order to ensure effectiveness, efficiency and equity, and positive impacts of REDD+ on the ground. Due to the social diversity and complexity in Brazil, the initiatives presented in Table 1 include the participation of different stakeholders but with different decision-making responsibilities. Most of the cases cited consider civil society as part of a consultative process with the possibility to participate in decision-making. As an indigenous initiative, the Suruí project established a community-based committee that uses a 20-year life plan, developed by the community, to distribute the funds generated by REDD+, in order to benefit the entire community and ensure their efficient use.

The geographic scope of the initiatives is critical to prevent leakage and maximize efficiency, effectiveness and equity. The national REDD+ strategy should be national in scope and address the Amazon, the Cerrado (with the associated Pantanal), the Caatinga and the Atlantic forest biomes. The Amazon Fund is focused primarily on the Amazon region, but 20% of its resources can be directed to monitoring projects in other Brazilian biomes or in other countries. Another issue related to geographic scope is the vertical distribution of benefits. No analysis was identified of how these initiatives can be linked across the country's three levels of government - federal, state and municipal – to promote efficient complementarity.

Financing of REDD+ forest monitoring does not appear to pose a problem. Brazil's National Institute for Space Research (INPE) maintains one of the world's most advanced monitoring systems in the Amazon, which is being expanded to the Cerrado region. Forested states such as Acre have developed robust monitoring systems that complement the national system, and NGOs such as IMAZON maintain independent monitoring systems for the Amazon region. The Cerrado still needs more robust monitoring by local stakeholders and states. Nevertheless, monitoring of Brazilian forests is well-established and receives ample support from both public and private sources. In recent years governments at all levels have stepped up enforcement against deforestation – especially in the Amazon region but now increasingly in the Cerrado as well. Certainly additional resources from REDD+ could contribute to improved enforcement against deforestation in Brazil. Yet significant advances have already been made in the absence of REDD+ financing, as is evident in the steady decline of Amazon deforestation since 2005. Furthermore, systems for monitoring the impacts of REDD+ funds was mentioned in most of the initiatives without any specification of how they will work.

The responsibility for distributing financial resources from REDD+ varies across the initiatives in Table 1, mostly because they differ in geographic scope and disbursement options. There is also a multitude of stakeholders involved in forest use who could potentially benefit from REDD+ financing, including indigenous peoples; other traditional, forest-based populations; small-scale farmers; large-scale farmers and ranchers, and the government. Most of the initiatives presented in Table 1 make reference to safeguards to assure that all benefits would be based on demonstrated performance in reducing deforestation, conserving forests, restoring forests, while guaranteeing people's rights and the respect of national laws. Efficiency, effectiveness and equity are addressed by the Social and Environmental Principles and Criteria developed in Brazil and other safeguards systems.

One example of how an initiative has addressed equity issues is Acre's System of Incentives for Environmental Services (SISA). This system envisions benefits tailored to the specific needs of each group targeted under the REDD+ regime. Traditional, forest-based populations might favor a mix of benefits such as direct payments to communities and/or individuals, and technical assistance for improved forest management. Improved technical assistance could also benefit most producers regardless of their scale, although these groups would be more likely to prefer individual payments.

Conclusions and Recommendations

The likely levels of financing for a national REDD+ regime in Brazil will not by themselves guarantee REDD+ outcomes, and therefore other economic and political instruments will be required. Existing funding sources already provide considerable support for potential beneficiaries of a national REDD+ regime, including massive agricultural credit system benefiting both small- and large-scale farmers and ranchers and ongoing programs supporting monitoring of forest cover, enforcement of environmental policies and land reform.

At present, the main source of financing for different REDD+ initiatives is donations such as those administered by the Amazon Fund and the Forest Investment Program (FIP). To maximize efficiency of financial management and flexibility in the application of resources, a broad financing system from diverse sources should be designed to benefit the full range of stakeholders involved in REDD+. Finance for REDD+ should also ensure a national system is transparent and has robust social and environmental safeguards and a strong monitoring and evaluation system to guarantee efficiency, effectiveness and equity. Most analysts concur that the bulk of the resources from REDD+ should be allocated to benefiting so-called end users: the people directly involved in maintaining forest carbon stocks and reducing carbon emissions from deforestation. Those benefits can assume multiple forms and may include direct or indirect payments (i.e., payments to individuals or to representative organizations); or support for services such as improving territorial protection, defining resource tenure, providing extension for sustainable land-use systems, strengthening of marketing chains based on sustainably harvested forest products, etc. The jury is still out on the relative advantages of direct payment schemes in comparison to improved services such as those listed above. Considering the country's diverse contexts, it is likely that both direct or indirect payments as well as support for services should be utilized, as is currently taking place in Acre state's Incentives for Environmental Services program related to forest carbon¹⁹.

Mapping of opportunity costs in the Brazilian Amazon has shown that payments from REDD+ schemes might be able to cover those costs associated with highly extensive land uses such as unimproved cattle ranching, but they could not cover more intensive land uses such as improved cattle ranching and soybean cultivation²⁰. These considerations suggest that REDD+ financing alone will be insufficient to achieve the desired outcomes of REDD+ at the national level, and it will be necessary to prioritize REDD+ financing to only a subset of potential stakeholders. Identification of which stakeholders receive benefits from REDD+ financing will require establishing clear procedures to maximize efficiency, effectiveness and equity. Financing from other sources (such as restructured agricultural credit programs that are conditioned on demonstrable decreases in deforestation and increases in conservation and forest restoration) will be required to achieve the full range of outcomes envisioned by a national REDD+ strategy.

The funds from REDD+, and a mix of other economic incentives, can support the improved management of indigenous lands and conservation units in Brazil, as well as provide general support to communities on the ground, considering socioeconomic issues such as poverty alleviation and exclusion from basic services such as education and healthcare. Horizontal benefit sharing, in this context, can address social justice; it also ensures the conservation of the areas in Brazil with the highest concentrations of carbon and biodiversity. Additionally it is really important to require that governments at all levels increase their current support to these communities and areas, also guaranteeing that REDD+ funds will be additional to these government funds.

Brazil still faces formidable obstacles to the implementation of a REDD+ regime, such as weak governance, unclear land tenure and property rights of environmental services, lack of transparency, political changes dismantling the Forest Code, massive agricultural subsidies and ambitious infrastructure development. Establishment of a national REDD+ regime designed around the principles of efficiency, effectiveness and equity would contribute to Brazil's transition toward a green forest economy that provides tangible values for the environmental services provided by forests.

¹⁹ De Koni et al., 2011.

²⁰ Nepstad et al., 2007.

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