

1-7-2011

# REDD and International Organizations

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## Recommended Citation

Giannini, Valentina, "REDD and International Organizations" (January 07, 2011). *Fondazione Eni Enrico Mattei Working Papers*. Paper 545.

<http://services.bepress.com/feem/paper545>

## REDD and International Organizations

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### Abstract

Climate change mitigation can be achieved, according to many, by means of Reducing emissions from deforestation and forest degradation in the Tropics (REDD). Within the climate change policy debate we thus find discussions on how to reduce GHG emissions by designing appropriate REDD programmes and projects. In this paper I try to capture this debate by looking at the role of five major international organizations, which were chosen to represent the different aspects related to REDD. In order for REDD to be successful, not only GHG reduction, but also multiple benefits should be achieved: indigenous and local peoples' involvement, livelihood improvement, fair and equitable labour, biodiversity conservation, and sustainable forest management, to name some of the most relevant. The selected international organizations are: UN-REDD, The GEF, The CBD, ITTO, and ILO. The role of these is assessed, to understand not only what has been defined and achieved, but also what possible way forward the organizations are envisioning, and what issues remain to be addressed.

**Key words:** Reducing Emissions from Deforestation and Forest Degradation; REDD; climate change; climate policy debate; mitigation; multiple benefits; UN-REDD; The GEF; The CBD; ITTO; ILO.

**JEL classification:** O13, O20, Q23, Q28, Q54, Q56, Q57

## List of Acronyms

AHTEG	Ad Hoc Working Group
CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species
CDM	Clean Development Mechanism
COP	Convention of the Parties
CPF	Collaborative Partnership on Forests
FCPF	Forest Carbon Partnership Facility
GEF	The Global Environment Facility
IGO	Intergovernmental Organization
ILO	International Labour Organization
IMF	International Monetary Fund
ITTO	International Tropical Timber Organization
LULUCF	land use land use change and forestry
MoU	Memorandum of Understanding
MRV	measurement, reporting and verification
NGO	Non-Governmental Organization
PES	Payment for Ecosystem Services
Ramsar	Ramsar Convention on Wetlands
REDD	Reducing Emissions from Deforestation and Forest Degradation
REDD-ALERT	Reducing Emissions from Deforestation and Degradation Through Alternative Land Uses in Rainforests of the Tropics
SFM	sustainable forest management
TFA	tropical forest account
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
UNFF	United Nations Forums on Forests
UNPFII	United Nations Permanent Forum on Indigenous Issues
UN-REDD	The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
WB	World Bank
WHC	World Heritage Convention
WTO	World Trade Organization

## 1 INTRODUCTION

In the debate on Climate Change mitigation an increasing role is played by the possibility of reducing greenhouse gas (GHG) emissions by promoting policies to decrease deforestation and forest degradation in the tropics, known now under the acronym REDD (Reducing Emissions from Deforestation and Forest Degradation in the tropics).

Deforestation is responsible for GHG emissions. According to the IPCC 5.8 GtCO<sub>2</sub>/yr of the global emissions comes from forests around the world (IPCC 2007:543). According to Gullison et al. tropical deforestation is responsible for almost 20% of GHG emissions, or ~1.5 GtC per year during the 1990s (2007:985).

The policy debate on how to design REDD programmes and projects is therefore recent, meetings which lead to new developments are happening as I am writing. In this overview I have tried to capture the debate looking at what development some of the most relevant organizations would like REDD to have.

This analysis aims to give an overview of the positions of international organizations with respect to REDD policy as of June 2010. It is part of a research project called "Reducing Emissions from Deforestation and Degradation through Alternative Landuses in Rainforests of the Tropics" (REDD-ALERT, EU FP7, <http://www.redd-alert.eu/>). My specific task within this research project was to give an overview in 5 weeks on the REDD debate. Time constraint limited the research, but was functional to provide an understanding of the debate and to orient further research.

In the [METHODS](#) section I explain what criteria I used for the selection of the organizations (i.e. agencies, secretariats, bodies, etc.) that I have looked at to describe the policy debate; I also describe how I was able to select the interviewees. Then I describe how the questionnaire was built, and I define what structure I will use for the desk study on the chosen organizations, and indicate how they relate to one another.

The [ROLE OF ORGANIZATIONS](#) section reflects the views of the organizations considered. It mainly consists in the summary of the information I have found during the desk study, searching on the web pages of the organizations. A list of the sources is available at the end of each section. The information gathered found correspondence in the interviews, which I have also used to enrich the desk study.

In the [DISCUSSION](#) section possible answers to the research questions are found, lines of convergence and controversial issues describe the policy debate on REDD. Open questions are identified at the end of each sub-section.

In the [CONCLUSIONS](#) section some further research needs are identified.

The research questions I tried to answer are the following:

- How are international organizations/ bodies/ secretariats of treaties dealing with the emerging discussions on REDD?
- Who wants to be involved, why and in what way?

- What contributions do these bodies want to make to the REDD discussion?

## 2 METHODS

### 2.1 Organization selection

The starting point was the document written by Constanze Haug, Harro van Asselt, and Joyeeta Gupta (Graphical Architecture of Global Forest Governance, WD2 of REDD-ALERT). Figure 1 (below) in this document provides a graphical overview of organizations dealing with REDD. Organizations listed here as <Public> and <Global level> are taken into consideration.

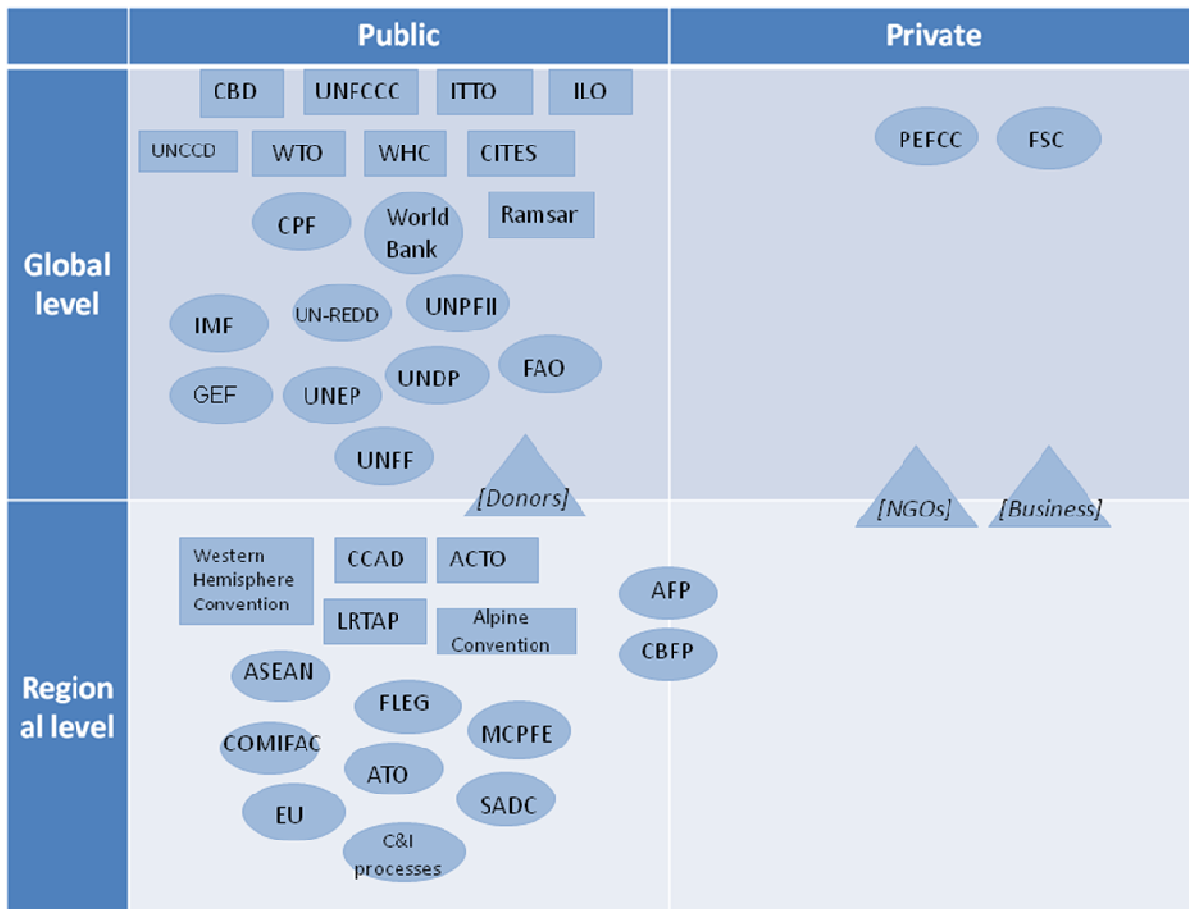


Figure 1: Classification of forestry regimes in terms of public and private at global and regional levels (source: C. Haug, H. van Hasselt & J. Gupta. Graphical Architecture of Global Forest Governance, WD2 of REDD-ALERT)

Then considering these organizations I started mapping the relationships among them (see Figure 2). I created a framework to identify and map the structure of who is influencing who, and the connections among organizations. In this way I was able to identify and select the most influential organizations, i.e. those who have the most ties with others, the REDD policy debate is thus represented at the highest level.

Since this is a first overview of the debate on REDD the organizations were also chosen because they represent one, or more, of the issues that need to be addressed in REDD projects: carbon sequestration, funding, stakeholder engagement, multiple benefits, biodiversity conservation, and sustainable forest management. Therefore the choice of the organization was carried out making sure all these issues were represented. Since REDD comes out of the post-2012 debate I chose UN-REDD to represent what is debated at the global level on mitigation, which is the main focus of REDD. I chose the Global Environment Facility (GEF) to represent the point of view of the funding agencies. Following the recognition REDD should bring multiple benefits, I also wanted to make sure all voices are included, so I specifically chose the International Labour Organization (ILO) to have representation of Indigenous and Local Peoples, and the Secretariat of the Convention on Biological Diversity (CBD) to represent the issue of biodiversity conservation. Last but not least, the International Tropical Timber Organization (ITTO) was chosen to represent the forestry sector, considering both issues of stakeholder engagement and sustainable forest management.

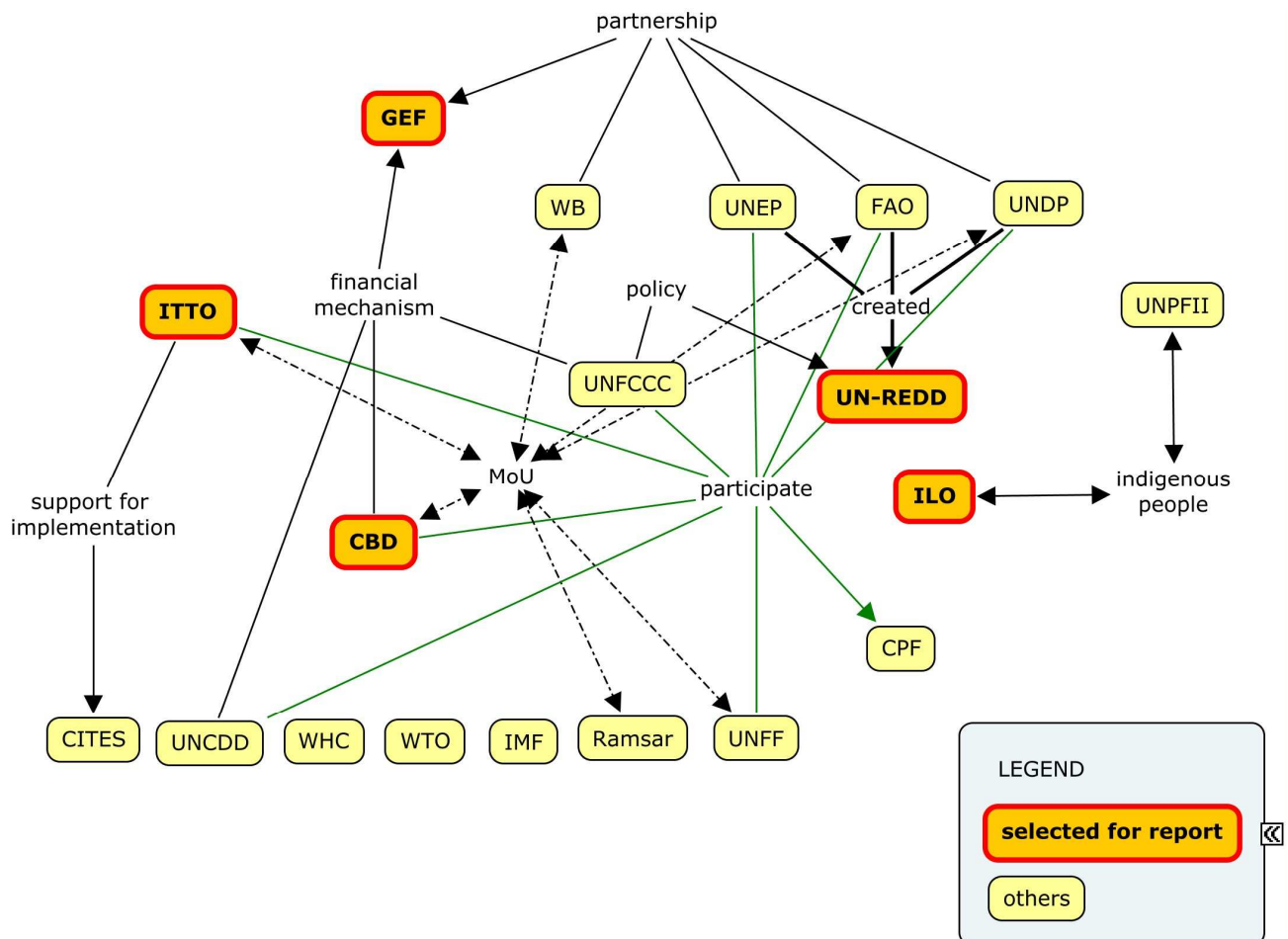


Figure 2: Map of some of the most relevant International Organizations dealing with REDD and the connections (represented by arrows) among them

Thus the following phases of this assignment will focus on the following organizations:

- UN-REDD: The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
- GEF: The Global Environment Facility
- CBD: The Convention on Biological Diversity
- ITTO: The International Tropical Timber Organization
- ILO: International Labour Organization

In the map different types of lines are used to highlight the different relationships among the organizations (in boxes). The three UN bodies which created UN-REDD, namely FAO, UNEP, and UNDP are linked to UN-REDD with a thick black line. All organizations which have Memorandums of Understanding (MoU) are linked by a dashed black line. A green line connects all organizations that partner to create the Collaborative Partnership on Forests (CPF). Thin black lines connect the rest. An indication as to what kind of connection there is among the organizations is described using one or more words, in black font without box, e.g. MoU, Indigenous peoples, and participate.

Some interviewees have expressed concerned regarding the outcomes of the survey, due to the exclusion of the World Bank (WB) (I-10, I-6). This was done mainly because of time constraints: I had to make a selection which would enable me to have an overview of the REDD debate in 5 weeks, so I thought that I could exclude the WB because I was including another very important funding agency, namely the GEF. After the interviews I can also argue that since some interviewees (I-5, I-2, I-7, I-6, I-1, I-9) have said that UN-REDD and the WB are collaborating for the success of REDD projects, having excluded the WB in a first overview seems reasonable.

Since, as will be described in the following sections, REDD will be implemented at the country level, in further research local, national and regional organizations should be included, broadening the overview on REDD.

## 2.2 Interviewees selection

The next phase is the selection of the interviewees. The list of possible interviewees comprises: (1) research partners of REDD-ALERT, (2) University Professors and Researchers, (3) people from Intergovernmental Organizations (IGO) and Non-Governmental Organizations (NGO), and (4) people working for the selected organizations. For time constraints the choice was to concentrate on people working for the five selected organizations.

The identification of the interviewees was carried out mainly while researching on the web for documents to describe the single organizations. A list of authors of reports, members of boards, participants to meetings and congresses was made. The proper choice of the interviewees was partially confirmed during some of the interviews (question n.13). It is critical, in fact, for the success of this assignment, to interview people who hold the relevant information and can give an overview of what is happening.

I will cite interviewees anonymously, because it was agreed I would do so during the interviews, so at times I will not be able to be specific. The notation will be the according to the following example: interviewee number 1, will be cited as I-1 (capital letter i, dash, and number), numbers are 1 to 10).

### 2.3 Questionnaire development

While identifying interviewees I have also developed a questionnaire (see [ANNEX 1](#)). The questionnaire was built so that one is guided from the general discussion on REDD to a more focused insight on the organizations chosen. The last question is aimed at making sure all relevant issues are captured with the questionnaire, and knowledgeable people are interviewed.

- Questions 1, 2 and 3 are to describe the WHO and the WHAT, i.e. who is participating or not participating in the debate, and what do they want to achieve;
- Questions 4 and 5 are to identify gaps and overlaps, e.g. to see what still needs to be discussed, and what synergies there might be;
- Questions 6, 7, 8 and 9 look into the practicality of REDD programmes, addressing the multiple benefits focus of REDD;
- Questions 10, 11 and 12 refer specifically to each organization;
- Question 13 gives the possibility of adding further remarks and to direct me to the relevant people.

### 2.4 Organization assessment

The assessment of the organizations' policies has not only been done through interviews, but also by means of policy documents and of web pages of the organizations. For this I have developed a framework, which will enable me to compare organizations' efforts.

After browsing several websites, mainly concentrating on the five organizations selected, and reading documents available online, the following framework was defined for organizations' assessment:

- a) EXPECTED OUTCOMES
- b) IMPLEMENTATION: FINANCIAL AND TECHNICAL ASSSISTANCE
- c) STAKEHOLDER ENGAGEMENT
- d) IMPROVEMENTS WITH RESPECT TO OTHER EXISTING MECHANISMS

It can be seen that the desk study and the central part of the questionnaire are referring to the same kind of information: questions n. 6, 7, 8, and 9, refer to -respectively- sections a), b), c), and d) of the desk study.

## 3 ROLE OF ORGANIZATIONS

All organization agree on the necessity to protect forests not only to reduce greenhouse gas (GHG) emissions, i.e. to mitigate, but also as a means to preserve the livelihoods of the people that live there, be they Indigenous Peoples, Local Communities, or Civil Society, and to preserve



biological diversity<sup>1</sup>. Thus multiple benefits are recognized, REDD is seen as a possibility for increasing the wellbeing of people, while contrasting environmental degradation. In the following paragraphs I will try to describe what is unique to the organizations considered.

The description points out how some of the most important organizations are dealing with REDD. Besides UN-REDD, who was purposely created with this goal, the others are involved in REDD policy making because of the strong linkages with their main objectives.

The description in each section is a mere summary of the information found in the sources listed at the end of each section, so the subject of each sentence or action is the organization itself. When additional information with respect to the desk study has been given by interviewees, I cite them anonymously.

### 3.1 UN-REDD

#### 3.1.1 Expected outcomes

UN-REDD is a United Nations (UN) interagency, launched in September 2008, and thus is based on the knowledge and experience of FAO, UNDP, and UNEP.

UN-REDD goals are to build consensus and knowledge, to ensure consistency in approaches, and to document best practices. Expected outcomes of pursuing these goals are: the recognition of the social and environmental benefits of REDD to sustainable development; the development of indicators to assess governance and socio-economic benefits within the REDD framework; and the increase of policy makers' confidence in REDD methods and implementation.

REDD has the potential to achieve multiple benefits. Work in the nine pilot countries will help understand potential multiple benefits and develop tools and guidance for decision makers. To achieve these benefits UN-REDD will specifically: assess needs and priorities in the nine pilot countries; develop a framework to understand land use change consequences for biodiversity and on ecosystem services; provide decision support tools to analyse trade-offs and set priorities in relation to national goals.

UN-REDD will facilitate a transformation phase: the reform of the forestry sector, which is needed to address the drivers of deforestation (I-10, I-5).

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<sup>1</sup> UN-REDD Programme: Multiple Benefits - Issues and Options for REDD. 28 May 2009.

GEF: A New Climate for Forests. GEF Action on Sustainable Forest Management. April 2009.

CBD: Biodiversity and Climate Change Action: Recent CBD scientific findings on biodiversity and climate change. Information Note 1 for UNFCCC COP15. November 2009.

ITTO: Tropical Forest and Climate Change; International Expert Meeting on Addressing Climate Change through Sustainable Management of Tropical Forests. Technical series 30. September 2008.

ILO: Belén Sanchez, A., and P. Poschen. The social and decent work dimensions of a New Agreement on Climate Change. ILO Technical Brief. June 2009.

### 3.1.2 Implementation: financial and technical assistance

Knowledge transfer and capacity building are central to UN-REDD. An interviewee, who does not work for UN-REDD, acknowledged the fact that UN-REDD has done good work at country level on capacity building to develop national plans (I-1). UN-REDD will facilitate knowledge transfer, especially looking into the possibility of South-South collaborations; countries such as Brazil, India, and Mexico have capabilities that others could access and benefit from (I-5).

One of the main aims of capacity building is to ensure measurement, reporting, and verification (MRV) approaches are in place so that data collected is transparent, consistent, comparable, and accurate. UN-REDD also recognizes that MRV approaches are necessary for robust and transparent implementation, therefore guidance and training programmes will be developed. An example of this is the design of an equitable benefit system in Viet Nam.

The Government of Norway was the biggest donor in 2009, Denmark and Spain have also committed or pledged money to UN-REDD. The funds coming from all three countries are managed through a Multi-Donor Trust Fund.

There are different proposals for the design of funding mechanisms: UN-REDD will contribute information and experience for the design of them. UN-REDD has been successful in funding disbursement (I-2, I-7).

### 3.1.3 Stakeholder engagement

According to UN-REDD Indigenous peoples' and civil society's livelihoods and environmental conservation need to be taken into consideration. Guiding principles are: representation, transparency, access to information, accountability, participation and inclusion, thus design, implementation, monitoring and evaluation need to take place with the involvement of indigenous peoples and civil society. An interviewee, who does not work for UN-REDD, has acknowledged the fact that UN-REDD facilitated the participation of those at the margin (I-4).

Following the widespread recognition that REDD will only be successful if indigenous peoples and other forest-dependent communities will be engaged, "Operational Guidance for the Engagement of Indigenous Peoples and Other Forest-Dependent Communities" (Guidance) have been developed during an ad hoc consultation. The United Nations University, TEBTEBBA, the Secretariat to the Convention on Biological Diversity, and UNDP hosted the Global Indigenous Peoples Consultation on REDD in Baguio City, Philippines, in November 2008. This Guidance is distributed to all those involved in UN-REDD projects, including indigenous peoples, UN staff and local authorities.

Indigenous peoples and civil society are also represented on the Policy Board of UN-REDD, thus providing leadership, direction and decisions on financial allocations. Members of it include: one representative chosen by the UN Permanent Forum on Indigenous Issues (UNPFII) and one from the Civil Society. Observers are also chosen among Indigenous Peoples to represent the three regions of UN-REDD Programme and Civil Society, thus enabling the link between the UN-REDD Policy Board and networks, organizations and communities.

To ensure that REDD projects support forest peoples' rights and livelihoods, the UN-REDD Policy Board has fostered the creation of a Civil Society Advisory Group on Forests, Livelihoods, and Climate Change. However, analysis and recommendations of this Advisory Group are not binding for UN-REDD or other UN Programmes.

Last but not least, activities to raise awareness of indigenous people and local communities on the importance of REDD should be facilitated and organized by UN-REDD.

#### **3.1.4 Improvements with respect to other existing mechanisms**

UN-REDD is promoting a readiness phase for capacity building and institution strengthening.

UN-REDD will foster understanding of the multiple benefits of REDD by facilitating consultations in the nine pilot countries to define priorities and information needs; by understanding drivers of land use change, and how land use change impacts biodiversity; by analyzing carbon storage in forests, and how this is related to biodiversity and ecosystem services; by developing tools to assist decision makers; by facilitating an international workshop on multiple benefits; and by holding regional training workshops.

A series of meetings and conferences with stakeholders (indigenous peoples and civil society) took place in 2008. Other are planned during the implementation phase in the form of global and regional consultation workshops, while at the national level UN-REDD will facilitate the engagement of stakeholders in UN-REDD activities.

#### **3.1.5 Resources for this section**

[www.un-redd.org](http://www.un-redd.org)

UN-REDD Programme. 2009 Year in Review. March 2010.

downloaded from: [www.un-redd.org/](http://www.un-redd.org/)

UN-REDD Programme. Multiple Benefits - Issues and Options for REDD. 28 May 2009.

downloaded from: [www.un-redd.org/UNREDDProgramme/InternationalSupport/multiple\\_benefits/tabid/1051/language/en-US/Default.aspx](http://www.un-redd.org/UNREDDProgramme/InternationalSupport/multiple_benefits/tabid/1051/language/en-US/Default.aspx)

Operational Guidance for the Engagement of Indigenous Peoples and Other Forest-Dependent Communities: Working document, June 25, 2009.

downloaded from: <http://www.un-redd.org/Home/EngagementofIPs/tabid/1033/language/en-US/Default.aspx>

## **3.2 GEF**

### **3.2.1 Expected outcomes**

The Global Environment Facility (GEF) is an independent financial organization that unites 181 governments. The GEF provides grants to developing countries and countries with economies in transition to address global and environmental issues, such as projects related to biodiversity, climate change, and land degradation, thus REDD falls within the projects

that can be financed. Land Use Land Use Change and Forestry (LULUCF) is the category within which REDD is mainly addressed.

The GEF has the mandate of the countries parties to the United Nations Framework Convention on Climate Change (UNFCCC) to address causes and mitigate climate change, from the Convention on Biological Diversity (CBD) and the United Nations Convention to Combat Desertification (UNCCD) to foster forest stewardship, and collaborates with United Nations Forum on Forests (UNFF). The GEF will increase its financial commitment for Sustainable Forest Management (SFM).

### **3.2.2 Implementation: financial and technical assistance**

The GEF is the implementing agency of UNFCCC, CBD, and UNCCD, all relevant organizations to deal with forest conservation and management. The GEF could therefore become one of the central institutions in the post-2012 climate agreement, coordinating conservation and management goals across conventions.

Since its foundation in 1991 the GEF has funded more than 300 projects on forest conservation and management in developing countries. The GEF has dedicated an increasing amount of resources to financing projects belonging to three categories: (1) protected areas and buffer zones, (2) forest production landscapes, (3) forests and trees in the wider landscape.

The GEF focuses on the multiple benefits forests provide: sustainable management of forests must therefore be central. The GEF in November 2007 has launched a SFM framework strategy to address climate change, biodiversity, and land degradation in a coordinated manner. The goal of SFM is to restore and protect ecological forest function for the benefit of present and future generation. Within this framework the GEF has funded REDD projects. A mechanism designed to implement this framework is the Tropical Forest Account (TFA), which gives an incentive to the 17 countries in the target regions (Amazonia, The Congo Basin, and Papua New Guinea/Borneo) to focus their resources on projects that promote multiple benefits from forest management.

### **3.2.3 Stakeholder engagement**

No specific stakeholder engagement is envisioned for the implementation of REDD projects.

The GEF supports sustainable forest management practices, which include: (1) participation and benefit of forest users, (2) clear and respected tenure and use rights, (3) respect for indigenous people.

A capacity building strategic approach is implemented through coordinated efforts.

### **3.2.4 Improvements with respect to other existing mechanisms**

REDD's focus on MRV enables accountability: funding will be disbursed subject to the demonstration of results achieved.

With respect to the Clean Development Mechanism (CDM), which only funded reforestation and afforestation, now with REDD also reduced deforestation is funded.

### 3.2.5 Resources for this section

<http://www.thegef.org/gef/>

<http://www.undp.org/gef/>

GEF. A New Climate for Forests. GEF Action on Sustainable Forest Management. April 2009

downloaded from: <http://www.thegef.org/gef/publist?page=1>

## 3.3 CBD

### 3.3.1 Expected outcomes

The REDD mechanism can achieve multiple benefits: mitigate climate change, support livelihoods, and preserve ecosystem services and biodiversity. The debate on linkages between REDD and biodiversity conservation are increasing, projects and policies to achieve both jointly are being developed. An example is the call for strengthening and increasing protected forest areas. Through biodiversity conservation, in fact, forests' resilience is maintained, thus its capacity to withstand to change or recover from impacts is improved.

### 3.3.2 Implementation: financial and technical assistance

In COP9 (Bonn, 2008) some actions were decided upon:

- promote and build capacity to foster sustainable management of forests, including non-timber forest products; to achieve sustainable forest management, in fact, valuation of ecosystem services, monitoring and reporting should be improved;
- promote multidisciplinary scientific research to improve understanding of climate change impacts, of mitigation and adaptation activities, of ecosystem resilience degradation, of conservation and sustainable use impacts on forest biodiversity, of impacts on livelihoods of indigenous people and local communities;
- strengthen law enforcement and governance at all levels;
- emphasize measures that promote the assessment of values of biodiversity and relate these to ecosystem services, while removing perverse incentives.

The CBD in one of the actions directly invited the GEF to continue to provide access to financial resources, such as the UNDP/GEF "Supporting Country Action on the CBD programme of work on protected areas". The CBD also hopes that the OECD and G8 will make funds available for biodiversity conservation.

### 3.3.3 Stakeholder engagement

There is an effort in forest management to involve indigenous and local communities, as well as to have their approval. Sustainable forest management should incorporate traditional and local knowledge to be successful. Moreover, capacity building to raise awareness and foster local communities' stewardship is needed. However, only if forest dwelling people's rights are implemented under the United Nations Declaration on the Rights of Indigenous Peoples, then they could derive benefits from biodiversity conservation and REDD programmes and thus have an incentive

for forest conservation. Specifically forest dwelling peoples may benefit from these programmes if they have ownership of the land.

Indigenous people and local communities should be included in the Ad Hoc Technical Expert Group (AHTEG) on Biodiversity and Climate Change.

### **3.3.4 Improvements with respect to other existing mechanisms**

The existence of several mechanisms should be thought of an opportunity to address, for example, the different scales needed in ecosystem based management, or the different disciplines involved.

The contribution of biologically diverse forests to carbon sequestration has to be acknowledged. Forest resilience and long term stability of the carbon pool should be key in REDD design; because they are not co-benefits, they should be prerequisites. Research shows, in fact, that healthy forests are more likely to cope with impacts of climate change. Therefore, illegal logging issues should be addressed.

### **3.3.5 Resources for this section**

<http://www.cbd.int/>

CBD. Biodiversity and Climate Change Action: Recent CBD scientific findings on biodiversity and climate change. Information Note 1 for UNFCCC COP15. November 2009.

downloaded from: <http://www.cbd.int/climate/doc/information-note-01-unfccc-cop15-en.pdf>

COP 9 Decision IX/5 Forest biodiversity

downloaded from: <http://www.cbd.int/decision/cop/?id=11648>

COP 9 Decision IX/6 Incentive measures (Article 11)

downloaded from: <http://www.cbd.int/decision/cop/?id=11649>

COP 9 Decision IX/16 Biodiversity and climate change

downloaded from: <http://www.cbd.int/decision/cop/?id=11659>

COP 9 Decision IX/18 Protected areas

downloaded from: <http://www.cbd.int/decision/cop/?id=11661>

Technical Series n.41, n.42, n.43

downloaded from: <http://www.cbd.int/ts/>

## **3.4 ITTO**

### **3.4.1 Expected outcomes**

ITTO's main goal with respect to REDD is to build capacity in order for member countries and stakeholders to maintain and enhance mitigation and other environmental services, and enhance adaptation and resilience of tropical forests. Specifically this goal will be achieved by focusing the thematic programme on four areas: (1) assessment and diagnosis; (2) enabling conditions and capacity-building; (3) demonstration activities; and (4) scaling up and dissemination.

ITTO

### 3.4.2 Implementation: financial and technical assistance

The Government of Norway has pledged USD 3.5 million which enables programme implementation to start in early 2009. The Governments of Japan, Switzerland and USA have also expressed their interest in contributing to funding of the Programme. In addition to these contributions, implementing agencies will give in-kind contributions.

### 3.4.3 Stakeholder engagement

Forest communities and indigenous peoples are target groups of the thematic programme, along with forest owners and managers. Together they contribute to deforestation and forest degradation. However, many indigenous peoples and forest communities have shown the capacity of managing their forests sustainably if given training and incentives.

### 3.4.4 Improvements with respect to other existing mechanisms

REDD projects are valuable because of their complementarities with other projects, thus there is the possibility of covering thematic or geographic areas not covered already. REDD projects also give the possibility of integrating all environmental services, such as carbon storage, SFM framework, and capacity building for SFM. In this way new payment for ecosystem services schemes can be developed based upon existing examples. Synergies can be created with other existing ITTO schemes, such as Thematic Programme on Forest Law Enforcement, Governance and Trade (TFLET).

ITTO in a memo presented at COP15 (11 December 2009) says production forest must be considered in REDD for it to be successful: 90% of tropical forests, in fact, are outside protected areas. Moreover SFM needs to play a role, because people need to use forests for their livelihoods, while conserving biodiversity and doing carbon sequestration.

### 3.4.5 Resources for this section

<http://www.itto.int/>

ITTO. ITTO Thematic Programme on Reducing Deforestation and Forest Degradation and Enhancing Environmental Services in Tropical Forests (REDDES). 3 April 2009.

downloaded from: [http://www.itto.int/en/thematic\\_programme\\_general/](http://www.itto.int/en/thematic_programme_general/)

Keep Production Forests in Climate Treaty, Submitted by Eduardo Mansur and Steven Johnson, ITTO, December 11, 2009

downloaded from:

<http://forestsandclimate.wordpress.com/2009/12/11/keep-production-forests-in-climate-treaty/>

Tropical Forest and Climate Change; International Expert Meeting on Addressing Climate Change through Sustainable Management of Tropical Forests. Technical series 30. September 2008.

downloaded from: [http://www.itto.int/en/workshop\\_detail/id=38450000](http://www.itto.int/en/workshop_detail/id=38450000)

## **3.5 ILO**

### **3.5.1 Expected outcomes**

Employment and income generation for forest dwellers and agricultural communities on the frontier are necessary for REDD projects to be successful.

### **3.5.2 Implementation: financial and technical assistance**

Financial resources should be obtained from public funding, such as fiscal reorientation, to compensate those who suffer the most. Moreover, financing should include innovative mechanisms and institutions to enable poor communities to cope with impacts from climate change. Social partners, labour and government representatives should be therefore part of a national coordinating body that will develop projects to cope with climate change impacts.

Local stakeholders should participate in the identification of specific needs, such as technologies, policies, actions, and funding. Thus local stakeholders should have access to finance, to information on technology development, to operational procedures, to monitoring, and to improvement. To enable the dissemination of technology public-private partnerships should be promoted, as well as cooperation among countries, including North-North, North-South, and South-South cooperation.

### **3.5.3 Stakeholder engagement**

The role and rights of indigenous and tribal peoples should be respected, as prescribed by the ILO Convention 169. Capacity building programmes should be carried out to enable local communities and indigenous peoples to obtain incentives from avoided deforestation and rehabilitation of degraded forests.

### **3.5.4 Improvements with respect to other existing mechanisms**

Many issues relevant to ILO are related to deforestation and forest degradation: the right to decent work and decent income, the request of forest dwellers for livelihood improvement, and Indigenous Peoples' rights are some. REDD is thus seen as a good opportunity to address all these issues.

### **3.5.5 Resources for this section**

<http://www.ilo.org/>

Belén Sanchez, A., and P. Poschen. The social and decent work dimensions of a New Agreement on Climate Change. ILO Technical Brief. June 2009. downloaded from: [http://www.ilo.org/integration/resources/briefs/lang--en/docName--WCMS\\_107814/index.htm](http://www.ilo.org/integration/resources/briefs/lang--en/docName--WCMS_107814/index.htm)

## **4 DISCUSSION**

Having described each organizations' contribution to REDD in the above section, in this section I analyse the information gathered during the interviews, comparing the opinions of interviewees on common issues that emerged. The "Open questions" at the end of each sub-section are for



questions and issues which still need to be answered and addressed according to some interviewees.

## 4.1 General issues

Many organizations are involved in the REDD debate, in the designing of REDD programmes, and in fund raising. The most active are: UNFCCC; UN-REDD along with UNEP, UNDP and FAO; WB especially through the Forest Carbon Partnership Facility (FCPF); GEF; ITTO; CBD; CIFOR; bilateral organizations, NGOs, Indigenous Peoples, Civil Society, and Agricultural Groups (list made with the contributions of: I-2, I-5, I-10, I-7, I-8, I-4, I-6, I-1, I-9). The last ones to join were the Agricultural Groups; generally speaking, more private sector involvement is needed (I-5, I-10).

Some organizations could have a bigger role. One example is FAO, who could have a bigger part because of their expertise, and could have a funding programme (I-6). Another example is the CBD, who should be more involved, but since all the REDD discussions are happening under the UNFCCC CBD is left out, and nobody is paying enough attention to them (I-6, not from CBD).

However, only few projects exist to this day, such as the good demonstration activities in Indonesia (I-3).

In general there is widespread acknowledgement for the achievements of UN-REDD. However it would need some strengthening at the global policy level (I-6). UN-REDD should make sure REDD programmes are not hijacked by a few, like has happened for CDM, whose benefits were obtained by a very limited number of projects (I-4). UN-REDD should focus on contribution of SFM to REDD (I-8).

One interviewee had a different point of view. Discussion on REDD is dominated by the illusion, created firstly by the Stern Review, that curbing deforestation and forest degradation is a simple and cheap way to reduce GHG emission. Other economists followed, possibly not very well informed about the forestry sector, and about what are the drivers of deforestation and forest degradation. For the people within the forestry sector this was possibly an opportunity to attract attention and funds. However, according to some estimates reducing emissions through changes in the forestry sector will not be cheap. It could be cheap only if people who rely on forest for their livelihoods are kept in poor conditions, and are not allowed to improve their livelihoods. The REDD debate is partly driven by large land owning companies in Brazil, who see this as a source of revenue, from some governments, who see this as a way of funding their forest services. The mitigation debate has so far bypassed the developing countries, which on the contrary could gain something from REDD.

### 4.1.1 Open questions

- Learning from the past, which policies, regulations and methods should be used to promote REDD (I-2)?
- In the COP15 in Copenhagen a mechanism for the implementation of REDD should have been designed, will this happen at COP16 (I-1)?

- How do you motivate high forest cover countries to continue to manage their forest well, if most resources go to countries which decrease their deforestation/forest degradation rates (I-8)?
- What is the actual work and contributions of all the organizations involved in the REDD debate (I-8)?
- REDD needs to be country specific: context, culture, capacity, policy, legislation are different. However, REDD policies are discussed at international level: how will the countries be able to implement REDD programmes taking into account their specificities (I-5)?
- What should readiness be: a nested approach leading to a national approach (I-6)?
- Who will control resource flow (I-8)?

How can sustainable forests be defined, and how is REDD related to them (I-4)?

## 4.2 Institutions overlap

The risk of overlap is there, and has happened, because of the many organizations involved, but it can be overcome, and indeed has, through collaboration (I-10, I-7, I-5, I-6, I-1, I-9, I-8, I-2). There will also be a big overlap in the activities during the implementation phase (I-6).

The most significant overlap has happened between UN-REDD and WB: now they are talking to each other, together they may coordinate groups at country level with initiatives such as the Congo Forest Fund (I-5). Coordination could be done by different organization depending on the scope: FCPF could coordinate readiness part, The GEF could coordinate the implementation part, since it is the only funding mechanism under the UNFCCC (I-6).

The advantage is that each organization gives a specific contribution (I-7). So overlap is not really an issue, it would be better to talk about how to take advantage of synergies, the problem is big and complex, and many countries have limited capacity to deal with it (I-4).

Given the fact that so many organizations are active, some of the recipient countries do not have the capacity to deal with all these interested parties (I-7). Therefore, focal points and governments should be enabled to take the lead at country level: they should have the knowledge of what is happening inside the country, and coordinate efforts (I-5, I-7).

Overlap also happens on a technical level. There are many institutions in the field of MRV, for example the presence of the private sector makes this a crowded sector (I-2).

### 4.2.1 Open questions

- How do you coordinate efforts (I-8)?
- Who will coordinate the efforts (I-6)?
- Should all interested organizations participate, or should the number of participants be limited (I-6)?
- How do you map existing initiatives when donors are making a lot of money available (I-8)?

- What is the way forward in the MRV to reduce crowding (I-2)?

### 4.3 Capacity building and technical assistance

In addition to the capacity building described in each section of the [Results](#), capacity building is also needed to:

- Enable countries to participate in post Kyoto 2012 negotiations bringing their experience (I-5);
- Provide tools and guidance on how to avoid potential harm to communities, biodiversity, and ecosystem services, e.g. to avoid afforestation with the introduction of new tree species (I-2, I-9);
- Disseminate technology and methodology for MRV, in order to be able to set a baseline and monitor carbon emissions (I-5), MRV is essential because REDD is result based (I-7).

Technical assistance should be made available by donors (I-6). However, technical assistance coming from developed countries will result in flow back of money to donors (I-8).

The issue of South-South cooperation is not as present as it should be in the debate (I-6). There is a big chance for South-South cooperation, e.g. Brazil has satellite imagery capacity which could be made available to other countries (I-6); India and Mexico have a long tradition in forest inventory (I-5).

#### 4.3.1 Open questions

- How will technical assistance be delivered (I-2)?

### 4.4 Drivers of deforestation and sustainable forest management

Sustainability is one major issue in REDD (I-10, I-5, I-4). Thus drivers of deforestation need to be addressed because REDD programmes need to be sustainable (I-10). Some of the drivers of deforestation are outside forestry sector (e.g. agriculture and trade), so to minimize policy failures you have to address them (I-5, I-10). However, it is difficult to see how the funding countries will be able to stop deforestation; you need incentives that address this issue (I-4).

Policies to address deforestation should have priority, because it is easiest to measure while measuring forest degradation is still difficult (I-6). Effectively stopping deforestation would help in the acceptance of REDD, thus in its survival, otherwise the risk is to move towards the definition of yet another tool (I-6).

#### 4.4.1 Open questions

- How should the contribution of SFM to REDD be measured (I-8)?
- How will the funding made available affect those who are drivers of deforestation (I-4)?

### 4.5 Multiple benefits

REDD programmes should not limit their expected outcomes to GHG emission reductions, they should also address issues of: biodiversity conservation,

ecosystem services, food security, indigenous peoples' rights, social benefits, livelihoods improvement, MRV, SFM (list made with the contributions of: I-5, I-2, I-8, I-4, I-6, I-1, I-9). Besides attention on what should REDD do there is also an issue as to what REDD should not do: safeguards need to be put in place so REDD does no harm (I-5).

Equity, as can be seen from the above list, plays a relevant role: REDD needs to contribute to poverty reduction and economic growth of countries where deforestation needs to be reduced (I-10). To contribute to poverty reduction the value chain and economic alternatives need to be considered (I-5, I-10, I-4). REDD schemes should benefit local populations and become the basis for local economy (I-4). Economic value for standing forests needs to be created (I-7).

#### 4.5.1 Open questions

- What are the multiple benefits (I-5)?
- Who are the beneficiaries (I-5)?
- If the scope is too broad, will it be fulfilled (I-5)?
- How do you account for disparities? For example: (1) Brazil and Indonesia account for most of the carbon emissions; (2) areas with high biodiversity are not necessarily areas with high biomass. How do you devise policies that take these issues into consideration (I-5)?
- Can REDD deliver all these multiple benefits? For example, should REDD contribute to food security or should REDD just limit its action to not undermine food security (I-5)?
- How do you ensure that REDD programmes while reducing emissions address bio-physical, social and cultural issues (I-5)?
- Land tenure is not clear in some countries: who owns the carbon (I-7, I-6, I-9)?
- Will money trickle down to the poor? Will this be a fair deal for the poor (I-4)?
- An estimate says that only 20% of the money will trickle down to the local level: will REDD work? (I-9)

#### 4.6 Funding

Three phases can be identified as to where funding will come from. According to the Stern Review, small public investment is needed in the beginning, and then most of the investment will come from the private sector (I-10). Funding in the form of compensation from the north should also be made available (I-7). Most resources will be controlled bilaterally or by the WB and the GEF (I-8).

In phase 1 REDD will be funded through grants from the public sector (I-5, I-2, I-10, I-4, I-6, I-1), e.g. several countries have pledged 6.5 billion USD at the meeting in Oslo, May 2010 (<http://www.oslocfc2010.no/>). However, it is difficult to follow up after pledges are made, and it is not always clear what the additional funds with respect to adaptation, mitigation, and development are (I-9). 30 billion USD have been promised under the "Fast start funding" in Copenhagen at the COP15, realistically 10

billion per year could be raised (I-6). Public funds are needed to reform land tenure in order for private sector to make investments; no private would invest unless his rights to the land are secured (I-10).

Phase 2 will see the entrance of performance based payments (I-5).

In phase 3 the private sector, the market, carbon tax, and other will come into play (I-5, I-2, I-10, I-4, I-6, I-1, I-9, I-7). It must be said that some countries are not in favour of the market mechanism, they would like to see more public money (I-5, I-2). However, some funding already comes from the private sector on a volunteer basis, to project a positive image; this is not always acknowledged (I-4).

#### 4.6.1 Open questions

- Who will be compensated? (I-6)
- How would local people benefit from the funding? (I-4)
- Since REDD is a national programme, how will the private sector be involved? (I-1)

#### 4.7 Stakeholders involvement

Some aspects of stakeholder involvement related to multiple benefits and funding have already been addressed in the two previous sections ([Multiple benefits](#) & [Funding](#)). Here, in addition, the issue of how to involve stakeholders will be addressed.

Stakeholders' engagement is not new in forestry. The experience of community forestry is an example, so REDD represents an additional opportunity for stakeholders' engagement (I-5). REDD is, as we have seen in the [Multiple benefits](#) section, a unique opportunity to address many issues that are related to stakeholders: ownership, rights, deforestation, conflicts, impact of agriculture, ecosystem benefits, and threats to biodiversity (I-5).

Representative stakeholders need to be involved from the very early stages and contribute to the discussion in forums to give guidance (I-10, I-7, I-4, I-6, I-1). Moreover, stakeholders should be involved in all phases: project development, implementation, oversight and evaluation (I-8, I-4, I-9). They are the ones who decide whether to fell a tree or leave it standing (I-9), they are responsible for encroachment and forest fires (I-1). REDD needs to be a multi-stakeholder cooperation effort and local communities have to benefit from REDD for it to be successful (I-1).

Especially Indigenous and Local Peoples need to be involved: they have asked for "Free, Prior, and Informed Consent" (I-2, I-6, I-9, I-10, I-7). Their rights need to be granted (I-2, I-6, I-9, I-10).

There are also other kinds of stakeholders that should be involved: NGOs, private sector (e.g. forestry and agroindustry), academia, and international community (I-10, I-4). They should all contribute to the general discussion; then at country level, the same or other stakeholders within the defined global framework will set national priorities (I-10).

The survey has showed there is a general agreement: all groups that have a stake are engaged (I-5, I-7, I-10, I-2), and, for example, existing

voluntary carbon market projects have a strong stakeholders' consultation process (I-1).

However, two interviewees have questioned to some degree the above statements. Stakeholders, for one, should be really engaged in the process, their involvement needs to be real, not just some vague requisite (I-5). Moreover, for the other, indigenous Peoples and Local Communities are not really involved in shaping the system and in defining how it will work (I-4).

#### **4.7.1 Open questions**

- How can REDD be connected to livelihoods of people (I-9)?
- Some stakeholders are afraid their rights will be taken away from them if they sell the carbon stored in their forest, how can this fear be addressed (I-3)?
- What is the position of communities (I-3)?
- How can stakeholders receive benefits from climate change mitigation (I-1)?
- Does the person who sits in the governing bodies represent the other groups as well (I-6)?

#### **4.8 Improvements with respect to pre-existing mechanisms**

Forests have never received a comparable level of political attention and funding as now with REDD (I-2, I-9, I-1). For example, comparing REDD with Payment for Ecosystem Services (PES) international awareness and commitment by donors has increased (I-6). Moreover, the public sector is pledging a lot of money on REDD, this did not happen with CDM: it enables countries to move towards the implementation phase (I-1).

This happened when REDD was identified as an additional way to reduce GHG emissions (I-5, I-9). In the Kyoto Protocol, in fact, there is no mention of natural forests to cut GHG emissions (I-5). REDD being a mechanism under the UNFCCC, which currently has 194 Parties, represents an opportunity for many (I-6).

REDD increases funds available to promote SFM, thus livelihood improvement, in the tropics (I-4, I-1, I-8), and at the same time links the esbursement to measurable results (I-2, I-7, I-6).

The most comparisons were made with respect to the CDM. With CDM only some sectors, i.e. the energy sector, and nations benefited (I-5). For the forestry sector CDM was a failure, very few projects were funded, one of the reasons for the failure of CDM was because rules and procedure were too complicated (I-1). On the contrary REDD, including not only afforestation and reforestation, but also forest conservation, can be more efficient than CDM, which includes monoculture forests (I-6).

#### **4.8.1 Open questions**

- What rules and procedures should be designed in the negotiations to increase the possibility of REDD projects implementation (I-1)?

## 4.9 Final remarks

An Interim REDD Partnership was created in Oslo on 27 May, 2010: almost 60 nations, donors and civil society were there to keep momentum around debate on REDD, and to ensure this work feeds into the next climate negotiations (I-5).

The future negotiations have to focus on the more practical aspects: the implementation mechanism, how stakeholders will benefit from implementation, in the COP16 a road map needs to be defined (I-1), the resilience issue should be more important in the debate (I-9).

## 5 CONCLUSIONS

It seems that REDD is seen by many, if not all, as a good opportunity to address many pressing issues. From the big international organizations to the local communities comes the request of being involved proactively. The multiple benefits REDD could provide are thus recognized, the hope is that they will be delivered, that lessons will be learned from previous unsuccessful examples.

International organizations are many and their mandates vary. This can and has led to a duplication of efforts, however, more interestingly, this can also become a synergy: each organization should contribute its knowledge and expertise in collaboration with others towards one same goal. This should increase the possibility of success.

REDD is new, the debate is ongoing, rules and regulations need to be defined, projects will have to be designed, implemented and evaluated. The more the shaping of all this will be able to incorporate lessons learned from the past, the more likely REDD will be able to deliver what others have failed before.

### 5.1 Recommendations for further research

More research needs to be done, considering the other important actors, such as the WB and the private sector as indicated by some interviewees.

Some questions have remained unanswered, at times because an answer does not yet exist: (1) what the specific mandate of each organization is; (2) how are decisions made in each organization; (3) who are the funders; (4) who decides what should be funded; (5) how do countries become pilot study countries.

Of course since the debate is ongoing, updates following the discussions and decisions will have to be taken into account. As I was carrying out this research meetings and consultations were taking place, such as the Oslo Forest and Climate Conference (<http://www.oslocfc2010.no/>) where an Interim REDD Partnership was created, and the fourteenth meeting of the Subsidiary Body on Scientific, Technical and Technological Advice of CBD (SBSTTA 14) (<http://www.cbd.int/sbstta14/>), both in May 2010.

## 6 ACKNOWLEDGEMENTS

I would like first of all to express gratitude to Joyeeta Gupta and Constanze Haug for guiding me in this research effort, which is part of the research project REDD-ALERT (EU FP7). Great appreciation goes to the

interviewees, who, in such a busy time when many meetings and missions are requesting their attention, were so kindly available to answer to my questions and provided me with the most up to date insights: Barney I-2, Dirk Gaul, Eduardo Mansur, Hwan Ok Ma, Johannes Stahl, Mario Boccucci, Peter Poschen, Steven Johnson, Tiina Vahanen, Ulrich Apel, Yemi Katerere.

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## 8 ANNEX 1: questionnaire

Dear Madam/Sir,  
I am a researcher from the University of Venice and I work for Fondazione Eni Enrico Mattei. Currently I am collaborating with Professor Joyeeta Gupta and Constanze Haug from the IVM Institute of the Vrije Universiteit in Amsterdam on the EU research project REDD-ALERT (<http://www.redd-alert.eu/>). My current research is concerned with the involvement and activities of international organizations/ bodies/ secretariats of treaties with regard to Reducing Emissions from Deforestation and Forest Degradation (REDD): I would greatly appreciate interviewing you, please read below the questions I will be asking you. Your answers will be treated with confidentiality. Should you be interested I can email you the report with the results of this analysis.



This study will concentrate on the following: UN-REDD, GEF, CBD, ITTO, and ILO. These have been chosen because they are representative of the REDD debate, and you have been chosen, because you can help us gain insight on their policies.

1. Which organisations do you perceive as most active? What contributions do they want to make to the REDD policy discussions? Which organization(s) do you consider most successful/effective in making their voice heard?
2. How do you evaluate the role and activities of UN-REDD to date? Where should it focus its efforts in the future?
3. Whose voice are you missing in the global REDD debate? Is there an international organization that has not been very active yet but should be?
4. Do you see any major gaps/areas that are not addressed but should be in the activities of international organizations/bodies concerning REDD?
5. Do you see a risk of duplication of efforts/institutional overlap concerning REDD activities by the various international organizations and if so, where?
6. What are the expected outcomes REDD policies should aim to achieve?
7. How will REDD be implemented? Where will financial resources come from? What technical assistance will be offered to enable implementation of REDD, and how will it be transferred?
8. How should stakeholders be involved in the development and implementation of REDD projects?
9. What will be the improvement, added value or difference between policies promoting REDD and similar existing policies and finance mechanisms?
10. What was the main motivation for your own organization to get involved in the REDD debate?
11. What specific contribution does your organization want to make to the debate on REDD and to its implementation?
12. What do you see as the main value added of your organization with regard to REDD?
13. Is there anything else you feel is important to add? Is there anyone else I should talk to?

Thank you for your valuable time, best regards  
Valentina Giannini

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REDD-ALERT, May 2010