



REDD: Bridging the Gap between Negotiation and Action

Key Messages for Copenhagen

The International Institute for Sustainable Development (IISD) and the Alternatives to Slash and Burn Partnership for the Tropical Forest Margins, World Agroforestry Centre (ASB-ICRAF) delivered two workshops on reducing emissions from deforestation and forest degradation in developing countries (REDD) in November 2009 in Hanoi, Vietnam and Nairobi, Kenya. These regional workshops, *REDD at the Copenhagen Climate Talks =and Beyond: Bridging the Gap between Negotiation and Action*, aimed to increase understanding of the REDD negotiations and technical issues related to REDD among developing country negotiators and stakeholders. The workshops were delivered with the generous support of the Government of Norway. Further information on these messages and IISD--ASB-ICRAF's project can be found at: <http://www.iisd.org> and www.asb.cgiar.org.

The key messages for Copenhagen, included below, are a summary of common ideas and views expressed at the workshops; they do not necessarily represent positions of or consensus among participants.

1. *Scope: Include REDD in an international climate agreement. Agriculture should also be in the agreement, and negotiators need to consider all options for agriculture.*

REDD should be included in an international agreement. A broad scope—including avoiding deforestation; reducing forest degradation; and conservation, sustainable management of forests and enhancing forest carbon stocks—is required to spread the benefits of REDD. The REDD framework should be flexible to add other land uses, such as agriculture, in the future as countries gain experience and expertise.

Agriculture is important, and negotiators should consider all options to include agriculture in a new international agreement, including REDD, that accounts for emissions from agriculture and other land uses, cooperative sectoral approaches and sector-specific actions, nationally appropriate mitigation actions (NAMAs) and the clean development mechanism (CDM). Including agriculture is important for many African nations, allowing them to receive financial benefits for mitigation activities as well as the co-benefits of improved soil fertility and structure, improved water quality, buffering against drought and improved agricultural performance.

2. *Measurement, Reporting and Verification (MRV): Do not disadvantage REDD with excessive MRV requirements*

MRV requirements for REDD must strike a balance between ensuring the integrity of greenhouse gas emissions and encouraging participation and early action. Excessive MRV requirements could make REDD less attractive than other mitigation actions and hinder developing country involvement.

3. *Baseline: Explore the applicability of IPCC guidelines to meet the needs of REDD*

Countries with different forest covers and historic deforestation rates could hold different interests in the way reference levels are constructed. Negotiators need to separate the technical issue of establishing baselines from the political issue of determining eligibility for crediting. Intergovernmental Panel on Climate Change (IPCC) guidelines could be applicable in this regard. To facilitate the development of REDD modalities and processes post-Copenhagen, negotiators could call for a report that assesses the capacity of the IPCC 2006 guidelines for Greenhouse Gas Inventories in Agriculture, Forestry and Other Land Use to meet the needs of REDD. Regional approaches to baselines could also be explored.

4. *Leakage: Explore regional cooperation to address transboundary leakage*

Addressing leakage at the national level is primarily a question of building capacity for robust national accounting systems. Addressing transboundary leakage—the displacement of activities leading to deforestation and forest degradation to neighbouring countries—is more difficult, touching on issues of sovereignty and free trade. Regional cooperation could be one way to address transboundary leakage. Some regional organizations—such as the Association of Southeast Asian Nations (ASEAN), Central African Forest Commission (COMIFAC) and Common Market for Eastern and Southern Africa (COMESA)—have activities in place that could contribute to reducing

the risk of transboundary leakage. Developing countries and regional organizations require support to further explore how regional cooperation could contribute to effective REDD programs, which could include MRV and addressing leakage.

5. *Co-benefits: Promote co-benefits in the communities involved in or affected by REDD projects*

Social and environmental co-benefits—such as poverty reduction through alternative incomes, biodiversity conservation and increased resilience to the impacts of climate change—that reach involved or affected communities are critical for successful REDD implementation. Donors could consider including conditionalities for co-benefits in REDD programs, but this should not act as a barrier to investment and funding. The delivery of co-benefits should be encouraged, but not in a way that disadvantages REDD compared to other mitigation activities.

Ensuring that co-benefits go to local communities is the best way to address non-permanence (the risk of releasing carbon stocks or re-emitting carbon sequestered through REDD projects at a later stage). Co-benefits at the local level provide continuous incentives that will remain even if funding for REDD activities diminishes.

6. *Stakeholder involvement: Find the right approach to recognize indigenous and local communities' rights and ensure their full participation without creating barriers to action*

Stakeholder involvement is a critical pre-condition for successful REDD implementation. Safeguards are important to ensure full and effective participation, but these should not be a barrier to project development or impose greater costs on REDD projects than other mitigation projects.

7. *Financing: Support a combination of fund and market-based approaches*

REDD will require a combination of public grant funds from developed countries and market approaches. The latter can both provide financing through the carbon market and generate market-linked funds (e.g., auctioning of national emission trading allowances or assigned amount units at the international level). To encourage efficient REDD programs, financing and support for REDD can take place within and outside the UNFCCC.

Grant funds are needed for readiness and capacity building activities. Some countries are much more REDD ready than others. Less ready countries are concerned that advanced developing countries will have an unfair advantage in access to funding, which will flow to countries that are able to undertake result-based measures that are MRV-able.

Financing through the carbon market (i.e., developed countries purchase REDD credits to contribute to compliance with their emission reduction targets) requires deep emission reduction commitments by developed countries. As well, developed countries need to accept sinks offsets from developing countries in their emission trading systems. The European Union Emission Trading System and the proposed Canadian cap-and-trade scheme do not accept international forestry offsets and should reconsider such policies.

8. *Capacity building: Provide adequate capacity building and targeted support for effective REDD implementation*

Capacity building is needed to prepare developing countries to deliver effective REDD programs. While many developing countries have good technical capacity, there is a need for extra measure to prepare for REDD. Priority capacity needs include:

- REDD policies, strategies and guidelines, including cost-benefit analysis and access to markets.
- Credible/reliable data; for example, baselines, additional data collection above national forest inventories, locally accurate data collection specific to different types of forests, data beyond forest area and carbon density (i.e., co-benefits, ecosystem services).
- Targeted support to address drivers of deforestation to address leakage and permanence (e.g., improving farming systems).
- Demonstration projects on REDD implementation at the sub-national level.
- Other areas: governance, awareness raising for local communities, media engagement, regional approaches.

Education and awareness raising, in particular for youth and children, are powerful tools to ensure that drivers of deforestation are addressed in the long run. REDD should also be a way of changing of attitudes and behavior.

9. *A phased approach is needed*



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A phased approach can allow for REDD implementation in "REDD ready" countries, while building the necessary capacity in less ready countries. Adequate financing must be provided at all stages.



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