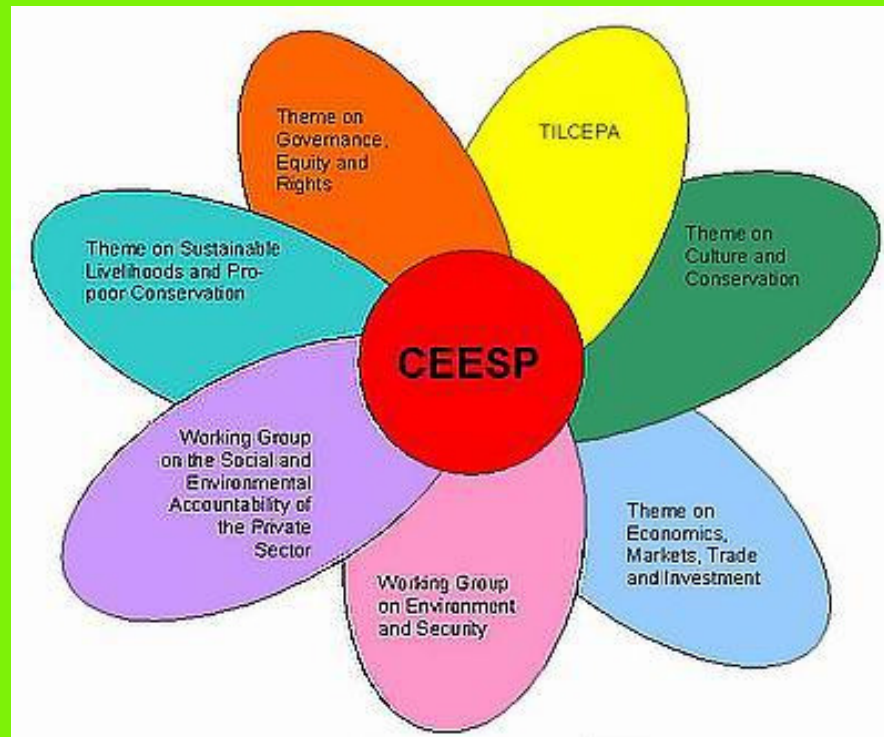


The hottest REDD issues:

**Rights, Equity, Development, Deforestation
and Governance by Indigenous Peoples and Local Communities**



Prepared by the Task Force on Communities and REDD of IUCN CEESP



- **Vision of the IUCN Commission on Environmental, Economic and Social Policy:**
- *"A world where equity is at the root of a dynamic harmony between people and nature, as well as among peoples. A world of diversity, productivity and integrity of natural systems. A world in which production and consumption patterns are sustainable. A world where cultural diversity is intertwined with biological diversity and both generate abundant livelihoods opportunities."*

Global Forest Coalition

An international coalition of NGOs and Indigenous Peoples' Organizations involved in international forest policy.



Striving for rights-based forest policy

REDD and the FCCC

- FCCC 1992: Common but differentiated responsibilities: North is responsible

- FCCC 1992: All countries should conserve forests and other carbon sinks and reservoirs

- FCCC and UNCED 1992: Northern countries should contribute new and additional resources to assist Southern countries in implementation (0.1% ODA)

- REDD: A mechanism to comply with forest conservation and financial commitments?



Equity and Rights in the Climate Regime

- Equal per capita emissions as a recognition that all human beings are equal
- Ecological debt (historical dimension)
- REDD = binding sectoral target for the South?
- Equity is related to a fair share of the relevant costs and benefits of conservation and to the opportunity of participating in decision-making on the basis of entitlements and rights.



Engagement of Rightsholders and Stakeholders



- Governance is about power, relationships, responsibility and accountability. It is about who has influence, who decides, and how decision-makers are held accountable.
- Genuine and effective engagement of the rightsholders and stakeholders in the development and implementation of policies that affect them is at the heart of both governance and equity
- Article 7 of the Aarhus Convention: Governmental obligation, participation must start in the preparation of plans and programs, transparency, fairness, provide all information in right language.
- The community must also be supported to have legal representation of their choice and any decisions reached must enjoy broad community support.

Three main features define an ICCA:

- A strong relationship between a given ecosystem, area or species and a specific Indigenous People or local community concerned about it because of cultural, livelihood-related or other strongly felt reasons;
- The community possesses - *de facto* if not also *de jure* - the power to take and enforce the key management decisions regarding the territory and resources;
- The voluntary management decisions and efforts of the community have led to (or are leading to) the conservation of biodiversity, ecological functions and associated cultural values, regardless of the objectives of management originally set out by the community.



State-based institutions and ICCAs

- Tensions surface in initiatives aiming at "recognizing" ICCAs, fitting them within a state legislative frameworks (i.e. protected areas)
- Sometimes undermining the authority of customary institutions
- In other cases, well intentioned financial support has proved socially and morally disruptive.
- Carbon trading mechanisms can have enormous impacts on ICCAs: Opportunity or Coup de Grace?
- Concerns about commercialization of nature
- “..what mechanisms are capable of transferring funds to the local level in equitable ways, without harming the governance structures and values that have preserved ICCAs so far.”
- Indigenous Peoples’ Organizations and community-based organizations have not been able to participate in REDD negotiations



Risk of Elite Resource Appropriation

- By assigning a substantial monetary value to forests, the REDD mechanism will encourage this resource appropriation.
- Especially, but not only, with market-based approaches to REDD
- Coupled with the dumping of costs and sacrifices on the most disadvantaged: rapid entitlement of forest land by elites, implementation of policies aimed at displacing smallholders peasants out of forest areas, repression of traditional modes of farming, social marginalization
- “Community participation” can be manipulative, and used to favor the adoption of externally designed agendas.
- “Imagined communities” might compete with real communities, especially if they get REDD funding.
- The unequal power between stakeholders is a fact that predates REDD and REDD schemes are unlikely to solve this.



Risks of market-based schemes



- Resource capture and illegal appropriation
- Privatization of vast tracks of land/ land speculation
- Impact on land reform
- Unexpected liabilities
- Losses may outweigh benefits
- Undermine local self-determination
- Alter community governance and create conflict
- Impact on food sovereignty, water
- Economically powerful actors dominate conservation priorities

Particular risks for women

- Interests of women often overlooked
- Women have disadvantageous position in market economies
- Women have less land title, less money, less marketing skills
- Women are more dependent on free access to water, fuelwood



REDD will encourage the non- recognition of other forest values



REDD: a Disincentive to Good Forest Governance



- The definition of baseline deforestation data may quickly become an area of political battle
- Some policies are known to be efficient against deforestation, such as applying existing stringent laws to prevent deforestation. Why are such laws not already applied? This is obviously a governance issue, (incapacity, vested interests, lack of law enforcement). Are payments to governments likely to change this?
- Compensating reduced deforestation implies Indigenous Peoples, communities, countries who conserve or restore forests get nothing while those who failed to implement the CBD get paid.

REDD Efficiency versus Equity

- As the carbon market is expected to provide at least a tenfold more financial resources than any public fund, a compromise “combination of markets and funds” will not solve the fundamental inequity that those countries, Peoples, communities and individuals that have conserved their forests will receive far less funding than those who are currently involved in activities that cause massive deforestation.



Putting Incentives in a Broader Perspective

- PNG: Predictable, financial flows for all countries (low deforestation, high deforestation): This could never come from a market!!! (See economic crisis)
- India: Preserving carbon stocks is important. This can never be funded through REDD
- CIFOR: “direct payments to individual forest users could lead to "conflict and the marginalization of less powerful claimants" as it "would require significant political will to overcome vested interests in current policies and plans".
- “Payments for Environmental Services implies the precise definition of a service provided by the recipient, and the identification of the actors providing this service. The risk is that only services implying an active role would be considered (for example, patrolling in order to control forest clearing), and that specific stakeholders more capable of providing these services would be identified.” Subsidy schemes, to individuals or communities, are more flexible.
- Meanwhile: social and cultural incentives (based on livelihood needs) have proven to be far more powerful than financial incentives. Especially for ICCAs



Conclusions

- The current debate on policies and incentives to reduce deforestation and forest degradation could have a positive outcome if it is reshaped into a discussion about a coherent cross-cutting compliance regime with the main legally binding agreements related to forests, FCCC Article 4.1(d) and the Convention on Biodiversity, related human rights instruments like the UN Declaration on the Rights of Indigenous Peoples, and the financial agreements made in 1992. Such a compliance regime should support a broad range of social, cultural and economic incentives for forest conservation, including by respecting the historical territorial and use rights of Indigenous Peoples and local communities and by recognizing and supporting Indigenous Territories and Community Conserved Areas.

