



**SUBMISSION BY THE PLURINATIONAL STATE OF BOLIVIA**

**DEVELOPMENT OF THE  
JOINT MITIGATION AND ADAPTATION MECHANISM  
FOR THE INTEGRAL AND SUSTAINABLE  
MANAGEMENT OF FORESTS**

The UNFCCC conference in Durban undertook the first steps towards the building of an alternative approach to REDD+. This submission has the purpose of providing the necessary inputs and views on guidelines and related aspects for the design and implementation of the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests<sup>1</sup> as mandated in the Paragraph 67 of the 1/COP17 decision,<sup>2</sup> as one of the modalities for financing the activities related to reducing emissions from deforestation and forest degradation to be undertaken in developing countries with important forest resources that require to be conserved for achieving the goals of local development and due to their functions in climate change.

The Convention's main approach has defined a framework to arrange financial transfers to support the reduction of greenhouse gases (GHG) emissions in the context of the Reduction of Emission from Deforestation and Forest Degradation (REDD+). This framework, however, is intended to tackle separately both mitigation and adaptation issues, and has not fully considered the possibilities to embrace the integral management of forests as systems of life<sup>3</sup> and forest' landscapes in order to generate sustainable landscape dynamics<sup>4</sup>, which

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<sup>1</sup> From the perspective of the Bolivian government the integral governance of forests promotes forest conservation, sustainable development of forest landscapes and sustainable livelihoods of local and indigenous people by valuing the potential of forests and other land uses in forest landscapes as well as of other natural resources without negatively affecting their multiple environmental functions, and by guaranteeing the sustained continuation of those functions in articulation with social, cultural, and economic aspects of forest management.

<sup>2</sup> The referred paragraph states the following: "Notes that non market based approaches, such as joint mitigation and adaptation approaches for the integral and sustainable management of forests as a non-market alternative that supports and strengthens governance, the application of safeguards as referred to in decision 1/CP.16, appendix I, paragraph 2(c.e), and the multiple functions of forests, could be developed".

<sup>3</sup> We adopt here the definition of the United Nations (Decision of COP17 regarding Land use, land-use change and forestry) which consider forests are systems of life that have multiple and integral functions and consist of communities of diverse, interrelated and interdependent components; therefore they encompasses landscapes where are interacting different natural resources such as forest, land, water and biodiversity, among others,

<sup>4</sup> This concept refers to the management of forest taking into account landscapes based predominantly on forests and cultivated landscapes with forests but also other natural resource-use

may decisively contribute to the governance of forests with the objective of achieving sustainable and climate friendly economies while meeting people's needs for food, fiber and energy.

The latter approach challenges the current conceptual and methodological state of art in climate change negotiations; thereby, it requires of more refined conceptual definitions and methodologies. This submission is aimed at contributing to such endeavor. Specifically as input for FCCC/SBASTA/2011/L5, paragraph 5 related with Methodological guidance for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (SBASTA). With this regard, it will also be important that the LCA and SBASTA could design a route map in order to move forward the design and implementation of this Mechanism.

## 1. Context

Following the mandate of the World Conference on the “Rights of People and Mother Earth” held in Tiquipaya, Bolivia in April 2010, the Plurinational State of Bolivia has questioned the implementation of REDD+ schemes. The Plurinational State of Bolivia questions the linking of forests to global carbon markets for ethical reasons since this authorizes the effective conversion of what is considered the sacred Mother Earth into a commercial commodity, allowing the transfer of responsibilities for mitigation of climate change from developed to developing countries, fostering the latter to continue subsidizing the former. In addition, these arrangements—mediated by the market—may lead to the loss of sovereignty by States and people with regard to the management and use of their natural resources.

In his letter to the indigenous peoples of the world, President Evo Morales states that “Nature, forests and indigenous people are not for sale” (October, 2010) and declares that “It is an obligation of developed countries, as part of their climatic and environmental debt, to contribute financially to forest conservation in the tropics but **not through their conversion into commodities**. There are many alternative ways of supporting and financing developing countries, indigenous peoples and local communities that are contributing to the conservation of forests” [emphasis added].

Beyond ethical considerations, as mentioned above, there are important reasons that justify the establishment of a non-market mechanism which values sustainable and integral management as key factors for supporting local and indigenous people<sup>5</sup> to manage their forests, and forest landscapes, in sustainable ways, thus contributing to enhance local and national forest governance as a way to improve people's livelihoods relying on climate friendly and resilient economies, and simultaneously ensuring sustained reduction of the

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elements such as land, forest and water-use created by local people ensuring a social and environmental sound rural development.

<sup>5</sup> Local people refers to landholders living within or surrounding natural forests, as well as small- and medium-scale land and forest holders occupying mixed forest and agrarian landscapes and other areas needing forest restoration.

GHG emissions without affecting the legitimate goals of socio-economic development. The latter means that supporting joint mitigation and adaptation measures can contribute to foster the transition of developing countries towards pathways of social and environmental sound rural development by strengthening local resource use and management practices of forests and other land uses in forest landscapes—in community forest management, agroforestry, forest gardens, and smallholder tree planting—without compromising the forests’ multiple environmental functions and supporting the source of livelihoods of the people that depend on forest resources.

There is no doubt that local traditional uses of forest as a systems of life are climate friendly, and economically, culturally, and socially viable options that have higher impacts on reducing poverty. These traditional uses of forests maintain a high potential for adaptation to global warming given that changes in temperature and precipitation are becoming more serious; they are often the most productive options, thus can be economically and socially attractive; they rely on production systems that with a low dependence on external inputs and consumption of resources that need to be produced or extracted elsewhere. Finally, they have a low impact on GHG emissions, and under proper institutional conditions can contribute to enhance carbon stocks.

In our proposal, the strengthening of local and indigenous people, and their diverse social and economic options associated to the multiple management of forest and forest landscapes is highlighted as the privileged option to enhance forest governance, and with it sustaining a pattern of climate sound rural development. This proposal is suggested in opposition to the one that privileges the transition to low-carbon resilient economies based on financial transfers subject to meeting additional reductions in their GHG emissions, as it is currently stated in REDD+. Nonetheless, making progress towards integral and sustainable management of forests, and forest landscapes, requires of important complementary actions aimed at reduction of deforestation and forest degradation, mainly through aligning forest and non-forest policies, leveling the playing field by reducing barriers that work against the rural poor, and reducing asymmetries in access to land and other assets. In addition, the support and development of institutions at different levels is central for this proposal to work.

## **2. Foundations and guidelines**

The Joint Mitigation and Adaptation Mechanism is based on the following foundations:

- (a) Reinforces the principle of “non-commodification” of the environmental functions of the forests based on the recognition that forests are not only reservoirs of carbon.
- (b) Recognizes, values and supports the efforts of indigenous and local populations’ collective action to strengthens local institutions regarding integral and sustainable management of forests and forest landscapes.
- (c) Supports the respect for local and indigenous people’s rights and the compliance of States’ duties and society’s obligations in the integral and sustainable management of forests and in the creation of sustainable forest landscape dynamics.
- (d) Promotes the governance of forest with joint results in mitigation and adaptation.

- (e) Strengthens local resource uses and production practices of local and indigenous people oriented to the conservation and integral and sustainable management of forests and forest landscapes, including use of land, water and biodiversity.
- (f) Contributes to tackle the contextual conditions and the underlying causes of deforestation and forest degradation taking into account country-specific needs.
- (g) Promotes the development of local people's sustainable livelihoods without compromising the need to fulfilling their food and energy needs

The following guidelines should be considered in the implementation of the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests:

- (a) Facilitating the development of an enabling policy environment and incentives, according to country-specific situations, to reduce deforestation and forest degradation, thus complying with additionality in GHG emissions reduction.
- (b) Supporting the integral and sustainable management of forests, and sustainable forest landscapes dynamics, through an approach which is based on the convergence of rights, duties and obligations rather than on the payment for environmental services.
  - Rights of people to enhance their livelihoods to overcome poverty (land and forest tenure, self-governance and defense of indigenous rights) and duties to protect forests and the goods and functions that they provide
  - Rights of nature to be respected in its whole condition to regenerate life.
  - Duties of States to establish appropriate institutional conditions and incentives to promote the integral and sustainable management of forests ensuring the provision of multiple environmental functions.
  - Obligations of developed countries to support the rights of developing countries through transparent, new and predictable flow of financial resources.
- (c) Recognizing, valuing and supporting the development of institutions (regulations and sanctions) of local and indigenous people in order to conserve forests, and support the development of sustainable forest landscape dynamics, sustainable livelihoods for local people, and climate friendly economies.
- (d) Developing multi-scale programs and projects, with wider social participation, favoring forest conservation options, sustainable forest landscape dynamics, and sustainable livelihoods of local and indigenous people.
- (e) Fostering private-, public- and community-based initiatives promoting the sustainable use of forests and forest landscapes, including the access of local communities and local people to a wide variety of financial and non-financial services in order to strengthen local resource use and productive practices.

### **3. Proposal of the Approach and Mechanism**

The implementation of the non-market based approach as stated in the paragraph 67 of the 1/COP17 decision outcome is based on the creation and establishment of the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests, and the reduction of pressures conducive to deforestation and forest degradation.

The Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests will be established in two levels: international and national, nevertheless respecting fully the sovereignty of developing countries

The Joint Mechanism should fulfill at each level the following three main tasks: coordination, financial and operational, as described below.

### **3.1 Coordination**

Coordination is a responsibility that should be developed for the Joint Mitigation and Adaptation Mechanism in the two different arenas. First, at the international arena coordination is a key issue in order to achieve the following:

- Constitution of the Joint Mitigation and Adaptation Mechanism at the international arena ensuring decision making with active involvement of national governments of developing countries.
- Establishment of a dialogue between the international and national arena in order to move towards the development of “agreements of compensation” taking into account the principle of differentiated but common responsibilities in climate change.

Second, at the national arena, once constituted the Joint Mitigation and Adaptation Mechanism in each specific country, coordination will take into account the following issues:

- Establishment of a scenario of decision making with local and indigenous peoples’ representative organizations in order to develop the full potential of the Mechanism.
- Agreements with individuals, local communities or indigenous territories, and local governments, in order to set out indicators for moving towards an integral and sustainable management of forests and forest landscapes, and sustainable livelihoods.
- Development of criteria for the eligibility and implementation of joint mitigation and adaptation actions as well as identification of indicators regarding the agreement of compensation considering joint mitigation and adaptation actions.
- Revision of national policy framework to address drivers of deforestation and forest degradation and the establishment of a system of incentives for long term integral and sustainable management of forests and forest landscapes, with effects on enhancing sustainable people’s livelihoods and related GHG emission targets.

### **3.2 Operational**

This is an outstanding task in both international and national levels in order to make this proposal operational in an effective, efficient, accountable and equitable way, taking into account the procedures tuning with country-specific realities. The operational priorities that should be taken into account are the following:

- a) Definition of standard eligibility criteria for joint mitigation and adaptation actions at different scales: i) individual, ii) communal or indigenous territories, and iii) municipal.
- b) Establishment of methodologies for the assessment of ecological stability of forests and forest landscapes considering social-environmental balances and tradeoffs.<sup>6</sup>
- c) Identification and formulation of multidimensional indicators of forests integrality and sustainability including deforestation and forest degradation, joint indicators of mitigation and adaptation, and the establishment of baselines against which progress towards the achievement of indicators may be measured.
- d) Control and monitoring of forest condition at multiple levels (i.e. local, sub-national and national) emphasizing the development of monitoring systems arranged and implemented by local and indigenous people based on multidimensional indicators comprising social and environmental aspects associated with the use and management of forests.
- e) Systematization of local practices, under the premise that the joint mitigation and adaptation approach is a process based on “learning through experience”.

### 3.3 Financial

The financial is without doubt the most important task to be fulfilled by the Joint Mitigation and Adaptation Mechanism through funds to be constituted at the international and national levels in the scope of climate compensations and other institutional arrangements. The funding of mitigation and adaptation actions in developing countries should be developed in a direct, expedite and immediate way according to national strategies and priorities respecting fully the sovereignty and national capacities of developing countries.

The potential sources of financial support for the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forest are the following:

- (a) **External Public funds** (linked to the “Green Climate Fund” developed by the UNFCCC). The funding sources will be derived from public funds in developing countries as outlined in Article 4.7 of the UN Framework Convention on Climate Change in the scope of climate compensations. These funds are transferred through agreements of compensation from the “Green Climate Fund” to the “Climate Justice National Fund” to be constituted by developing countries at national levels following country-specific policies.
- (b) **Ethical private fund**, fundraising activities targeting international private funds outside the markets, which can be channeled directly to the “Climate Justice National Fund” at the national arena.

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<sup>6</sup> The monitoring of goals will be undertaken using the following instruments: Geographic information systems for monitoring deforestation and forest degradation; community monitoring of local institutions linked to forest situation based on simplified protocols of the International Forestry, Resources and Institutions (IFRI) Research Program; local monitoring of multidimensional indicators of integrality and sustainability together with joint indicators of mitigation and adaptation.

- (c) **Business funding**, developing “*pro-climate justice*” business initiatives with private-community partnership regulated by the Joint Mitigation and Adaptation Mechanism, in the context of a national and international regulatory framework.

The financial support should consider the following aspects:

- Financial support for the creation and strengthening of local institutions, initiatives and actions oriented to the integral and sustainable management of forests’ and forest landscapes, and development of sustainable livelihoods joining mitigation and adaptation, taking into account three levels: i) individual or familiar, ii) communal or indigenous territories, iii) local governments.
- Financial support for the production, transformation, and commercialization of forest’ and forest landscapes’ products fostering diversification and the strengthening of local resource use and practices.
- Supplementary financial support to those sub-national governments that meet targets for reduced deforestation and forest degradation and the establishment of sanctions for those which fail to do so.
- Financial support for the development of monitoring of forest at multiple scales including those arranged and implemented by local and indigenous people.

#### **4. Actions**

The following actions should be undertaken in order to move forward the design and implementation of the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests.

- a) It is important that the Ad Hoc Working Group on Long-term Cooperative Action under the Convention (LCA) provides a road map for how to move forward with the design and implementation of this Mechanism. It is suggested the following:
- The Mechanism should be designed during the year 2012 and approved officially in the COP18.
  - The legal framework in order to link the Mechanism to the Green Climate Fund of the UNFCCC should be developed beginning the year 2012 up to the 2013.
  - The Mechanism should be fully implemented in the year 2014
- b) There is the need of a specific working agenda to be developed through the Subsidiary Body for Scientific and Technological Advice (SBSTA) during the year 2012 in order to move forward the Mechanism, considering the following issues:

- Definition of the scope and indicators of integral and sustainable management of forests and forest landscapes and of joint mitigation and adaptation actions.
- Definition of the scope of agreements of compensation and related financial issues.
- Definition of the methodological issues regarding the implementation of the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests.
- Relationship between the Green Climate Fund and the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests both at the international and at the national arenas.
- Complete design of the mechanism taking into account the three tasks: coordination, financial and operational.