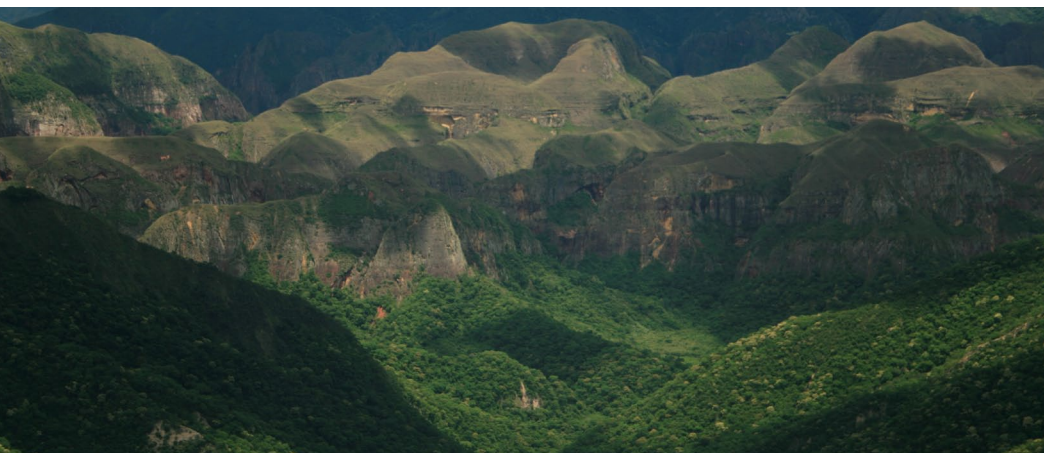




**The Plurinational
State of Bolivia**

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



Presented to the
United Nations Framework
Convention on Climate
Change
(UNFCCC)

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1. BACKGROUND

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+ market-based 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 Mother Earth, considered sacred by Bolivian society, 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 use and management of their natural resources.

Beyond the ethical considerations, mentioned above, there are important reasons that justify the establishment of non-market compensatory mechanisms. Such mechanisms should attach value to the integral and sustainable management of forest resources as a basis

for enhancing mitigation and adaptation to climate change. This mechanism should thereby enhance local and national forest governance as a way of improving people’s livelihoods, based on climate friendly and resilient economies, while ensuring sustained reduction of carbon emissions (mitigation) and moderating the adverse effects of climate change through a range of actions targeted at the vulnerable systems of life and peoples (adaptation). This means developing mitigation and adaptation without affecting the legitimate goals of socio-economic development.

In this context the proposal entitled “Sustainable Life of Forests” was presented by the Plurinational State of Bolivia at the COP17 in Durban-South Africa and adopted as paragraph 67 of the decision 2/CP.17 supported by an important number of countries.



2. THE RATIONALE FOR THE DEVELOPMENT OF THE PARAGRAPH 67 OF THE DECISION 2/CP.17

Paragraph 67 of the decision 2/CP.17

67. 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;

This proposal filled a large gap in the international negotiations on climate change since only mitigation and the development of global carbon markets constituted the primary focus of the working group on *“Policy Approaches and Positive Incentives on Issues Relating to Reducing Emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest Carbon stocks in developing countries”*.

In the following discussions of the Working Group (1.b) iii) of the UNFCCC is important to consider the following rationale for the development of the paragraph 67 of the decision 2/CP.17:

1. In the context of mitigation and adaptation to climate change, in order to promote public funding for forests it is necessary to fully develop a non-market based approach.
2. At the core of the non-market based approach is the issue of the development of the integral and sustainable management of forests linked to the issue of joint mitigation and adaptation.
3. Therefore, in order to move forward on paragraph 67 of the decision 2/CP.17 an alternative mechanism to REDD+ is needed in order to mobilize public funding. This means that it is necessary to develop the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests as the best instrument for implementing the non-market based approach (hereafter referred to as the JMA Mechanism).



Since to date REDD+ has been centered only on mitigation issues, it has been unable to address satisfactorily the issues of joint mitigation and adaptation and the integral and sustainable management of forests. In contrast, the JMA Mechanism is designed to combine mitigation and adaptation through the integral and sustainable management of forests, challenging the current understanding of the UNFCCC which addresses these issues separately.

Therefore, the only viable option open to move forward on paragraph 67 of the decision 2/CP.17 is to develop the JMA Mechanism. In addition, this approach overcomes some of the weaknesses and drawbacks of REDD+. This is because the market-based approach (REDD+) has problems in properly addressing the drivers of deforestation and forest degradation since it does not take into account variables related to strengthening of forest governance and it does not consider the relationship between forests and agriculture.

Also, REDD+ has methodological problems in the development of performance baselines for quantifications

of emission reductions, in the incorporation of environmental and developmental co-benefits, and in giving a meaningful role to the private sector beyond global carbon markets, among other related issues. In this regard it is theoretically, technically and operationally inefficient to convert a market-based approach focused only on mitigation (REDD+) into a non-market based approach, oriented to work in the opposite direction, in order to get access to public funding. Therefore, it is inconsistent for the proposal of REDD+ to connect a Mechanism designed to work with the markets into a public funding mechanism, since the challenges regarding the non-market based approach (as stated in the paragraph 67 of the decision 2/CP.17) are beyond the scope of REDD+.



3. THE NEED FOR A JOINT MITIGATION AND ADAPTATION MECHANISM

It is important to highlight the impacts of climate change on forests. As stated in the IPCC 4AR, forest ecosystems have long been subjected to many human-induced pressures and climate change constitutes a new and additional pressure that could change or endanger these ecosystems (IPCC WG3 9). The report highlighted the potential impacts of climate change on forest ecosystems and new findings indicate that negative climate change impacts may be stronger than previously projected, particularly in South America.

Also, it is widely recognized that forests have a dual role in mitigation and adaptation to climate change, though the literature and practice on forest adaptation has been limited and the UNFCCC has only recently agreed to consider ecosystem adaptation and forestry in the context of the Subsidiary Body for Scientific and Technological Advice. After extensive lobbying from Bolivia in Durban, the Nairobi Work Programme will organize a workshop on considering the adaptation, ecosystem and forest link¹.

The IPCC 4AR identified the need to explore the possibility of incorporating adaptation practices into mitigation projects to reduce vulnerability, and recommended that Parties under the Convention should consider and address this finding. Further, the report suggests that guidelines may be necessary for promoting synergy in mitigation as well as adaptation programmes and that integrating adaptation practices in such mitigation projects would maximize the utility of the investment flow and contribute to enhancing the institutional capacity to cope with risks associated with climate change.

Therefore, this approach considers that the integral and sustainable management of forests has a direct impact on the process and actions of mitigating and adapting to climate change which must be understood as two inseparable and indissoluble aspects. That is:

- At the core of the integral and sustainable management of forests are the following issues: strengthening of forest governance; developing

¹ This workshop will be important to consider in the context of the Convention practices that can support adaptation in forest ecosystems, including changes in land use choice, management intensity, adequate hardwood and softwood species mix, timber growth and harvesting patterns within and between regions, changes in rotation periods, salvaging dead timber, promoting species more resilient to the new climatic conditions, landscape planning to minimize fire and insect damage, support for effective fire management, and other appropriate approaches.



integrated management of systems of life (earth, water, forests and biodiversity), diversifying sustainable, use of forest products; the sustainable development of productive systems; improving local people's livelihoods.

- The actions following the integral and sustainable management of forests create the best conditions to minimize the risk and vulnerability of ecosystems and the local population to climate change and seize opportunities, with important implications for adaptation.
- Also, the intervention in the integral and sustainable management of forests is oriented to maintain the environmental functions of forests including mitigation, but only through the adaptation of forests and people living in forests can be generated a sustainable processes of climate change mitigation.
- Also, it is considered that adaptation practices could be incorporated synergistically in most mitigation projects in the forestry sector. The

IPCC has suggested that several principles can be defined and applied to prioritize mitigation activities that help to reduce pressure on natural resources, for example the careful consideration of vulnerability to climate change as a risk to be analysed in mitigation activities; prioritizing mitigation activities that enhance local adaptive capacity, and promoting sustainable livelihoods of local populations.

- Therefore, mitigation and adaptation are integrated efforts resulting from the strengthening of the integral and sustainable management of forests. The IPCC also indicated that the complementarity between many of the options for adaptation and mitigation, and that the further exploitation and promotion of synergies between mitigation and adaptation, could also advance sustainable development.

Mainstreaming adaptation for forests and forests for adaptation requires new modes of governance,



as traditional governance often fails to address the challenges of adaptation. International policies have a role to play through better integration of processes related to forests, climate change adaptation and mitigation, and biodiversity. Also, national policies should promote forest adaptation into the framework of sustainable forest management, and promote intersectoral coordination for linking forest and other sectors in adaptation policies.

Therefore, it is important in the context of the UNFCCC to constitute the Joint Mitigation and Adaptation Mechanism to promote the integral and sustainable management of forests, which is not only limited to foster the role of forests in mitigation and adaptation to climate change in the context of the UN Framework Convention (UNFCCC), but attempts also to advance in the implementation of the suggestion of the Declaration of Rio +20 “The Future We Want” which called for the urgent implementation of the “non-legally binding instrument on all forest types” which is focused on implementing actions for the sustainable management of forests. Furthermore, this proposal is

intended to advance the Decision VIII/30 the Convention on Biological Diversity, which proposes the exploitation of synergies between biodiversity conservation and mitigation and adaptation to climate change and the Aichi targets number 5, 7, 11, 14 and 15, relating to forests, adopted by the last Conference of the Parties to the CBD.



4. THE JOINT MITIGATION AND ADAPTATION MECHANISM AS A NON-MARKET BASED APPROACH

The Joint Mechanism for Mitigation and Adaptation is designed to effectively advance **mitigation and adaptation to climate change through the integral and sustainable management of forests and systems of life of Mother Earth**. The overriding priority of the JMA Mechanism is to achieve sustainable development and eliminate poverty. In this context actions that generate adaptation and mitigation co-benefits should be sought to reduce deforestation, halt the loss of forest biodiversity, maintain environmental functions, reduce land and resource degradation, and facilitate the transition to better land use through the development of more sustainable production systems and contribute to climate change mitigation and adaptation of ecosystems and people.





Considering that forests should be regarded in the framework of the multiple dimensions of integral and sustainable development, and in view of appropriate international guidance and experiences, including from the UNFCCC Adaptation Framework, the JMA Mechanism should be based on the following foundations::

- a) Reinforces the principle that **environmental functions of the forests must not be converted into commodities** and the understanding that forests are much more than mere reservoirs of carbon.
- b) Recognizes and supports the efforts of indigenous and local populations' collective action to strengthen local institutions regarding integral and sustainable management of forests and forest landscapes.
- c) Promotes the governance of forests and supports the respect for local and indigenous peoples' rights and the compliance of States' duties and society's obligations in the promotion of integral and sustainable management of forests and in the creation of sustainable forest landscape dynamics.

- d) 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.
- e) Contributes to tackle the contextual conditions and the underlying causes of deforestation and forest degradation taking into account specific needs at the local, regional and national levels.
- f) Promotes actions to build the resilience of socio-economic and ecological systems, including through economic diversification and sustainable management of natural resources, and the enhancement of the sustainable livelihoods of local peoples without compromising the need to meet their food and energy needs.
- g) Develop climate change impact, vulnerability and adaptation assessments in multiple forest ecosystems including assessments of financial needs as well as economic, social and environmental evaluation of adaptation options;



5. THE JOINT MITIGATION AND ADAPTATION MECHANISM AT THE UNFCCC

- h) Takes into account that actions for the adaptation and mitigation of forest must be based on local practices and knowledge and many forest communities and indigenous people have a detailed knowledge of their environment, and have developed strategies for adapting to perennial and longer-term climate variability.
- i) Mindful of the importance of these practices and knowledge, the unprecedented rates of changes may challenge this knowledge and the capacity of learning and developing new strategies, and this gap must be addressed.

A framework for financing the full implementation of results-based on performance under the Joint Mitigation and Adaptation Mechanism

The **Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests** should be constituted in the context of the UNFCCC,

and a dedicated **JMA Mechanism window under the Green Climate Fund (GCF)**, taking into consideration the rationale of the paragraph 67 of the 2/CP.17, and ensuring decision making with active involvement of national governments of developing country Parties.

The UNFCCC Joint Mitigation and Adaptation Mechanism is a strategic entity for the implementation of the equity principle based on a non-market approach fostering the reduction of deforestation and forest degradation, which implies the establishment of a United Nations organizational structure for carrying out the compensatory payment by parties from developed countries to developing country on issues related to forests and mitigation and adaptation to climate change. This debt has to be repaid in terms of financial and technological transfers to developing countries, while ensuring that no new debt is being created from now onwards.

The Joint Mitigation and Adaptation Mechanism is then strategic entity which will not only promote mitigation and adaptation actions, but will also enhance the cost-effectiveness of these actions, through which developed



country Parties are urged to assist developing country parties to promote integral and sustainable management of forests addressing the enhancement of mitigation and adaptation actions.

At the international level, the JMA Mechanism should fulfill the following main functions

- a) Establish expedite procedures to promote the flow of public funding from the GCF to developing country Parties as outlined in Article 4.7 of the UN Framework Convention on Climate Change..
- b) Promote the constitution of Joint Mitigation and Adaptation Mechanism in each specific developing country, to ensure the establishment of decision making procedures at the national level with the participation of local and indigenous peoples' representative organizations
- c) Facilitate the development of schemes to create conditions for improving local forest governance; to foster territorial planning and reaching of common agreements;

- d) Support the establishment of a framework of action for the integral and sustainable management of forests; and conditions for monitoring and the evaluation of performance.

Financing options and sources

The provision of financial support is without doubt the most important task to be fulfilled by the JMA Mechanism through new, additional and reliable funding that will come from a variety of sources, both public and private (outside the markets). 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, fully respecting the sovereignty and national capacities of developing countries. External sources of finance may be derived from the following sources:

- (a) **External Public funds**, transferred from the “**Green Climate Fund**” to the “National Fund for Climate Justice” to be constituted by developing countries at national levels following country-specific policies.



(b) Ethical private funds, fundraising activities targeting international private funds outside carbon markets, which can be channeled directly to the “National Fund for Climate Justice” at the national level.

The financing and technology transfer in the context of the JMA Mechanism considers **“sustained ex-ante funding” based on the performance of joint mitigation and adaptation indicators through the integral and sustainable management of forests**, leading to the establishment of broad conditions, among them: improved governance, management, and use of forests and systems of life, conservation and restoration of forests, biodiversity and environmental functions, development of local people’s sustainable livelihoods, and facilitating the transition to more optimal land use through the development of more sustainable production systems that reduce deforestation and forest degradation.

In this context, the transfer of ex-ante funding and technology from developed to developing country

Parties is based on the **trustworthiness of agreements with host governments** to implement cross-sectoral and integrative policies and measures, to be reported voluntarily by developing country Parties.

Finally, it is important to mention that the UNFCCC should transfer funding to foster the development of the JMA Mechanism in developing country Parties.

Addressing the financing of non-carbon benefits and drivers of deforestation

The JMA Mechanism is oriented to effectively address the drivers of inappropriate deforestation by considering the following:

- a)** Previous assessment of local forest governance conditions and the support to developing country Parties to transit to secure land tenure rights and policy reforms towards decentralized and autonomous forest governance, while ensuring the strengthening of local



community institutions, taking into account country-specific needs.

- b)** The combination of territorial planning, the implementation of a bundle of instruments (regulation, control and promotion), and actions to facilitate the transition to improved land use through the development of sustainable production systems (linking agriculture and forestry).
- c)** The valuing of the forests through the diversification of the management of the forest products and use of the overall territorial space.
- d)** The development of an appropriate territorial scale of intervention (units of local governance such as municipalities) instead of smaller and dispersed units of intervention would make a difference in the achievement of goals of mitigation and adaptation and improve the efficiency of funding.

Because the underlying rationale of the approach is that forests constitute systems of life having an environmental function linked to mitigation and are no considered mere

reservoirs of carbon, the reduction of carbon emissions is not then the central issue of the JMA Mechanism. This Mechanism is not therefore oriented to financing directly non-carbon benefits but, from the outset, fully supporting the multiple functions and benefits of the forests associated with multiple management, including their environmental functions, through “sustained ex-ante funding”.

The role of the private sector in the Joint Mitigation and Adaptation Mechanism

In the JMA Mechanism the private sector has important roles such as the following:

- a)** To provide ethical private funds (outside carbon markets) to be channeled to the support of the integral and sustainable management of forests, as mentioned above.
- b)** To participate at the national level in business initiatives with private-community partnerships fostering the



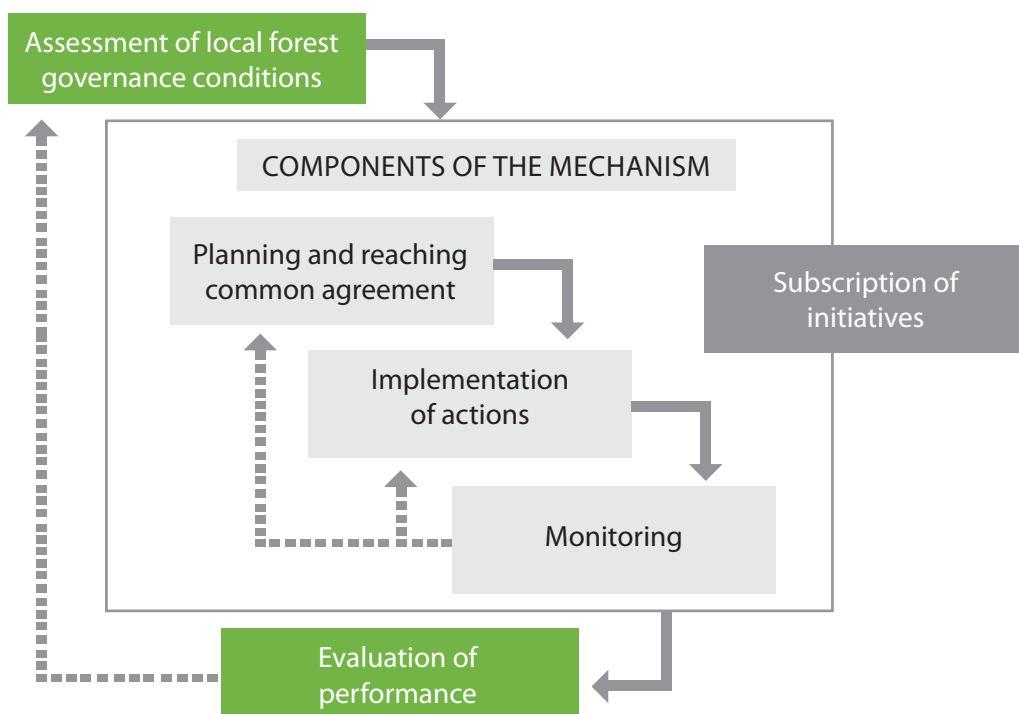
6. THE JOINT MITIGATION AND ADAPTATION MECHANISM AT THE NATIONAL LEVEL

integral and sustainable management of forests, promoting the production and trading of sustainable and organic forest products.

(municipalities, indigenous territories and communities). In these scenarios the JMA Mechanism promotes effective coordination between public, community and private actors through agreements setting common objectives and/or targets related to indicators of joint mitigation and adaptation actions to climate change.

The methodological basics

The JMA Mechanism is based on territorial planning carried out in territorial jurisdictions





Components, variables and relationships

The JMA Mechanism intervention considers the following methodological steps:

- i)** Assessment of local forest governance conditions to calibrate the effective impact of the Mechanism at the local level.
- ii)** Implementation of three related processes to guide and orient the Mechanism, which are: planning and reaching common agreements regarding the implementation of actions; and monitoring.
- iii)** Evaluation of performance which is the assessment of the achievement of joint mitigation and adaptation indicators through the integral and sustainable management of forests.

Also, it is recommended that the implementation of the Mechanism should be based on a process of subscription of the local initiatives of integral and sustainable management of forests into the JMA Mechanism. This

allows nurturing of the Mechanism with practices that are already working at the local level, which in turn should be strengthened through this process.

Assessment of local forest governance conditions

The JMAM will achieve better outcomes in tackling the drivers of deforestation and forest degradation if applied in a context of clear land tenure rights and decentralization of forest policy instruments and autonomy in decision making regarding resource use. Also, better indicators of performance will be attained if local organizations and institutions responsible for the management of forests are respected, strengthened and promoted. If countries still do not fulfill these conditions, the action of the JMA Mechanism should channel financial and technological support in order to clearly improve that scenario.

This is not the case with current carbon based transfer mechanisms that often operate in appropriate forest governance vacuums which may show short term success but which in the long term are unsustainable.



Components of the Joint Mitigation and Adaptation Mechanism

The JMA Mechanism is based at the national level on the implementation of three successive components such as the following:

Components	Description
1. Planning and reaching common agreements	1.1 Development of territorial planning 1.2 Reaching agreements on common objectives and/or goals between public, community and private actors (local forest users) regarding integral and sustainable management of forests' indicators.
2. Implementation of actions	2.1 Identification of State's obligations and society' obligations. 2.2 Implementation of a bundle of instruments: regulation, control and promotion. 2.3 Conditional transfers of finance and technology for the implementation of instruments oriented to the achievement of joint mitigation and adaptation indicators.
3. Monitoring	3.1 Monitoring of indicators for joint mitigation and adaptation to climate change.



Planning and reaching common agreements.

This implies the formulation of simplified process of participatory territorial planning in local jurisdictions (or “Plans of Life” in indigenous communities) to determine the land and land-forest uses, and building a baseline benchmark regarding the implementation of the joint mitigation and adaptation to climate change. In turn, this process allows coordination and reaching agreement on common objectives and/or goals of the overall public, community, indigenous people and private actors regarding the integral and sustainable management of forests in the selected territorial jurisdiction. The overall goals are themselves a result of the articulation of goals of smaller territorial units (related to communal or individual owners). These are in turn establish the goals and indicators to be monitored and evaluated at the local level and aggregated at the national level.

Implementation of actions. It is related to the effective combination at the local level of three related processes such as the following:

- i) The identification and setting of States’ duties and society’s obligations in the promotion of integral and sustainable management of forests and sustainable forest landscape dynamics.
- ii) The selection and articulation of a bundle of instruments for regulation, control and promotion of the integral and sustainable management of forests.
- iii) The arrangements of conditional transfers of finance and technology to public, community and private actors (local forest users) aimed at fulfilling the objectives and/or targets of integral and sustainable management of forests.

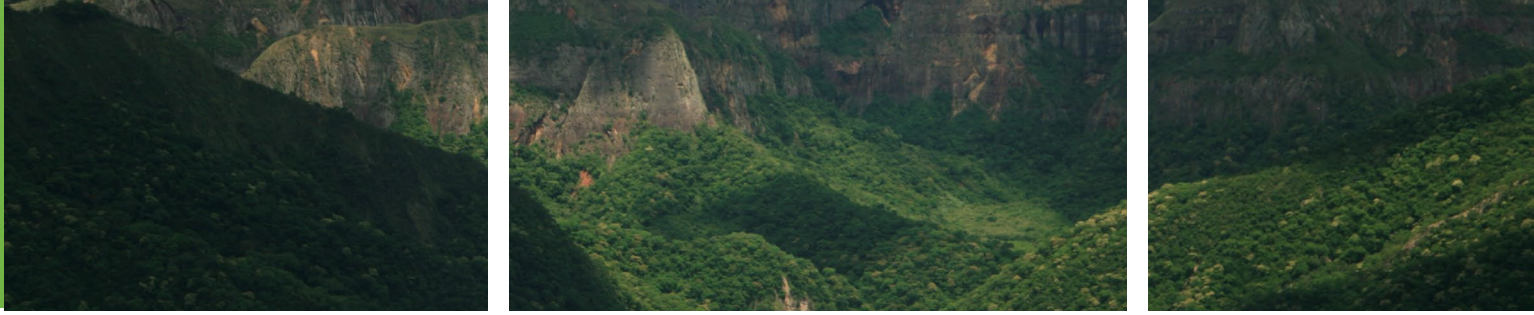
Monitoring. It involves the monitoring of forest condition at multiple levels (i.e. local, sub-national and national) emphasizing the development of monitoring systems arranged and implemented by local and indigenous people based on indicators comprising social, economic and environmental aspects associated with the integral and sustainable management of forests as proxies for the mitigation and adaptation to climate change.



Evaluation of performance. Performance is understood in a broad sense encompassing a mix of indicators regarding the effective implementation of joint “mitigation” (reduced carbon emissions) and “adaptation” (reduction of risks and vulnerability of ecosystems and people) through the integral and sustainable management of forests. This evaluation combines capacity-related indicators (upstream indicators) with indicators of vulnerability and the assessment of development outcomes under climate change (downstream indicators).

Characteristics of the intervention. *The Joint Mitigation and Adaptation Mechanism as a network for coordination.* The JMA Mechanism is not intended to be a bureaucratic public entity, rather it should operate in practice as a smart unit of coordination and articulation through building networks (horizontal and vertical) in different institutional and social levels and arenas, promoting the following:

- Subscription of ongoing initiatives of integral and sustainable management of forests and systems of life into the Mechanism for support and strengthening.
- Articulation of public efforts including the development of a bundle of instruments: both for land use and forest regulation, control and promotion, to provide services to local initiatives developing integral and sustainable management of forests. This includes coordination at the central level of government and with subnational autonomous governments (departmental, municipal and indigenous autonomies).
- Articulation of common objectives and/or goals among local public, community and private actors regarding indicators of joint mitigation and adaptation to climate change.
- Development of an institutional platform for the articulation of national actions regarding forests and climate change.



7. FUTURE ACTIONS REGARDING THE DEVELOPMENT OF THE JOINT MITIGATION AND ADAPTATION MECHANISM

Territorial units of intervention as providers and producers of services. The JMA Mechanism prioritize interventions at the municipal scenarios and indigenous jurisdictions, though is oriented to build larger scale of articulations in order to achieve greater impact in settings such as political and administrative jurisdictions (i.e. departments or regions) and macro ecological regions. In the framework of the JMA Mechanism such units of intervention exert a dual role as provision and production units of services. The provision of services refers to the jurisdictional unit in which services are provided while the production refers to those responsible for service supply. The result should be a combination of small and large jurisdictions on the supply side alongside a mix of small and large units, both public and private, on the production side.

Subscription of initiatives. The mechanism is based on strengthening the ongoing experiences related to the development of integral and sustainable management of forests and systems of life. Through the process of subscription such initiatives are recorded and included

as part of the Mechanism in order to be strengthened and supported through the bundle of instruments. In the process of subscription, the JMA Mechanism recognizes the multi-institutional arrangements at the local level: public, private and community, in which the initiatives of integral and sustainable management of forests are developed.

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

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. The following is suggested:



- The Mechanism should be approved officially in the COP18 (December 2012) and also as a dedicated window under the Green Climate Fund (GCF).
- The COP18 should approve the transfer of UNFCCC funding to developing country Parties in order to begin with the implementation and validation of the approach established in the JMA mechanism.
- The legal framework linking the Mechanism to the Green Climate Fund of the UNFCCC should be developed by early 2013.
- The Mechanism should be fully implemented by 2014.
- Definition of the scope of the “sustained ex-ante funding” based on the performance of joint mitigation and adaptation indicators achieved through the integral and sustainable management of forests and systems of life.
- Definition and complete design of the methodological issues regarding the implementation of the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests.
- Agenda of work promoting the interactions of the Mechanism with the Convention of Biological Diversity and with the agenda that resulted from Rio+20.

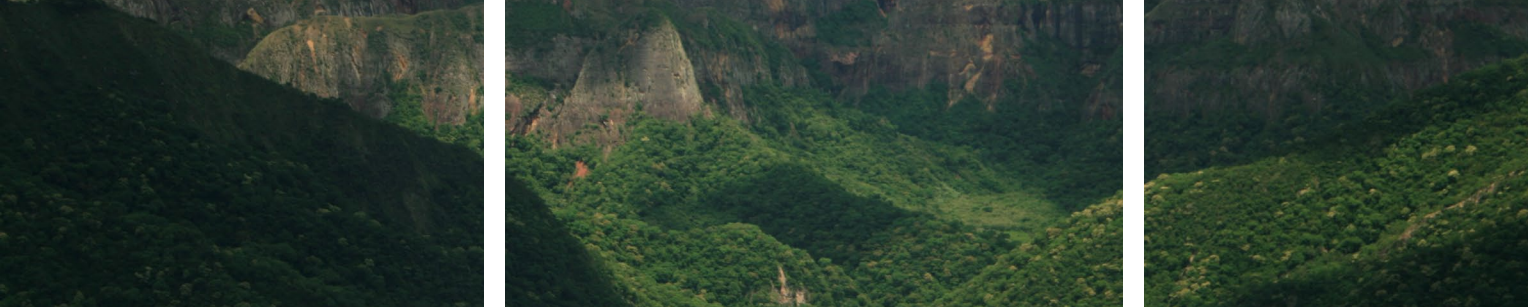
There is the need for a specific working agenda to be developed through the Subsidiary Body for Scientific and Technological Advice (SBSTA) during 2013 in order to move forward on the development of the Mechanism, considering the following issues:

- Definition of the scope and indicators of joint mitigation and adaptation to climate change as a basis



Comparison between the characteristics of REDD+ and the JMA Mechanism

REDD+ characteristics	Problems of REDD+ Extracted from CIRAD 2012 (*)	Characteristics of the JMA Mechanism
The theoretical basis		
REDD+ is employs the premise of rational choice: governments and forest users decide to deforest or not based on an economic balance, and can be stimulated to make rational decisions not to deforest if the relative prices of alternatives are offered.	“This theory assumes that the State is in a position to base decisions on cost-benefit analysis, and that having done so, it is capable to implement and enforce the appropriate policies and measures which could translate into reduced deforestation. In reality, public decision-making is influenced by a number of factors beyond rational economic choice, including weak governance, low administrative capacities, corruption and conflicts of interest in decision-making between government departments and public agencies” (page 13)	It is based on second generation theories of collective action and institutional economics. In this context institutions matter and they evolve in multiple settings, such as operational situations, collective-choice situations, and constitutional situations. Humans use collective action and institutions to overcome social dilemmas.
The scope of the approach		
REDD+ is merely focused on an approach interested in the role of forests in mitigation	“Early research from REDD+ projects shows that the fundamental concerns of leakage, lack of additionality and high costs and uncertainties in quantifying emission reductions remain” (page 10).	An approach based on the joint mitigation and adaptation to climate change through the integral and sustainable management of forests and systems of life.
Baselines and performance		
Baseline established using reference levels for forest cover and emissions	“Thorough examination of the various approaches to determining crediting baselines and “reference levels” concludes that no approach can reliably determine future deforestation rates, and baselines will to a large extent be politically determined, leading to risks of “hot air” and windfall effects, or of not rewarding genuine efforts, which undermine the objectives of REDD+” (page 11).	Development of territorial planning (or “Planes of Life” in the case of indigenous people) in order to set up a referential baseline considering indicators of joint mitigation and adaptation to climate change.



REDD+ characteristics	Problems of REDD+ Extracted from CIRAD 2012 (*)	Characteristics of the JMA Mechanism
<p>Financial options</p> <p>Funding based on markets or the payment of performance ex-post results (quantified emissions reductions): to pay forest owners and users to reduce emissions and increase removals.</p>	<p>“The assumption that funds would come from carbon markets may prove incorrect. In parallel, the REDD+ debate needs to move away from a preoccupation with sources of finance and decide on an architecture which best supports the appropriate policies to meet REDD+ objectives. It is critical for REDD+ policy makers and donors to understand that most “performances” will need previous “investments” in various sectoral activities to strengthen governance and institutional capacity” (page 13).</p>	<p>Sustained ex- ante public funding (climate debt) based on the performance of joint mitigation and adaptation indicators through the integral and sustainable management of forests, to be reported voluntarily by developing country Parties.</p> <p>Also finance would support the development of an appropriate governance framework within which to develop actions supported by the Mechanism.</p>
<p>Types of payments</p> <p>REDD+ is based only on financial incentives through the basic idea of the Payment of Environmental Services (PES). It also should become an additional local subsidy.</p>	<p>“In the range of instruments governments could adopt as part of REDD+ policies, financial incentives can cover only activities where the opportunity costs are low, while regulation, proportionate law enforcement, demand-side measures and political will are needed to stop the development of the more profitable drivers to deforestation” (page 14).</p>	<p>Setting an integrated scheme of diverse instruments: planning, regulation, control, promotion, monitoring and evaluation of performance, linked to conditional transferences regarding the fulfillment of joint indicators of mitigation and adaptation.</p>
<p>Drivers of deforestation and forest degradation</p> <p>It mentions repeatedly but in its design it does not take into account seriously policies for tackling the drivers of deforestation and forest degradation.</p>	<p>“There is a clear need to support policies aimed at securing collective tenure as property rights to local communities and indigenous peoples. Critical to the environmental and development objectives of REDD+ is support for land tenure reform and, if appropriate, support for decentralized management of natural resources” (page 15).</p>	<p>JMAM takes fully into account legal and policy reforms leading to improved management, use and conservation of forests while considering that key policies for tackling drivers of deforestation and forest degradation are related to the following: Land tenure rights; decentralization and autonomy in forest management; strengthening community institutions, and the wider governance framework.</p>



REDD+ characteristics	Problems of REDD+ Extracted from CIRAD 2012 (*)	Characteristics of the JMA Mechanism
<p>Role of the private sector</p> <p>The role of the private sector in REDD+ is generally outlined as buyers or sellers of carbon credits.</p>	<p>“The role of the private sector, aside from as buyers or sellers of carbon credits, has generally been neglected in the REDD+ discussion, despite the fact that the trade in carbon credits has led more to speculation than to investment. More serious consideration is needed of the role that private companies could play in a national REDD+ strategy” (page 15).</p>	<p>Private sector engagement focused on productive investment and engagement in integral and sustainable management of forests.</p>
<p>Developing an appropriate scale of intervention</p> <p>REDD+ is oriented to support projects with different levels of scale and performance.</p>	<p>“... the international efforts towards reversing tropical forest cover loss are insufficiently focused on supporting large scale strategic programmes linked to emerging national and sub-national REDD+ strategies, including addressing the drivers of deforestation. Overall, support is geared to enabling specific, smaller scale forest-based projects which do not influence national policy or alter development pathways” (pag. 17).</p>	<p>Working in an appropriate scale (departmental and municipal governments) which allows achieving interesting targets in joint mitigation and adaptation while combining local participation and agreements in shared objectives and goals of integral and sustainable management of forests.</p>

(*) Karsenty, A., Tulyasuwan, N., Ezzine de Blas, D. 2012. Financing Options to Support REDD+ Activities. Based on a Review of the Literature. CIRAD. Funded by the European Commission.

