

THE JOINT MITIGATION AND ADAPTATION (JMA) APPROACH FOR THE INTEGRAL AND SUSTAINABLE MANAGEMENT OF FORESTS

Background

- Following the mandate of the World Conference on the “Rights of People and Mother Earth” held in Bolivia (April 2010) the Plurinational State of Bolivia has criticized the implementation of forestry mitigation market-based schemes and proposed the need for the development of non-market based approaches.
- Bolivia addresses holistic, comprehensive and integrated approaches to achieve sustainable forestry development and, in this context, the importance to promote joint mitigation and adaptation approaches regarding climate change issues.
- Bolivia considers that the REDD+ carbon-centered mitigation approach is only one of different approaches on issues related to the reduction of emissions from deforestation and forest degradation in developing countries.

Principal decisions at United Nations addressing non-market-based approaches

Conference on Sustainable Development of Rio+20 (Rio, June 2012)

56. We affirm that there are different approaches, visions, models and tools available to each country, in accordance with its national circumstances and priorities, to achieve sustainable development in its three dimensions which is our overarching goal.

Paragraphs of the UNFCCC decision 2/CP.17 (Durban, Dec. 2011)

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... could be developed;

Tenth Forum on Forests of United Nations (Turkey, april 2013)

7. Encourages the Forum Secretariat and Collaborative Partnership on Forests member organizations to assist Member States upon request in the development of holistic and integrated non-market based approaches to achieve sustainable forest management, based on management of environmental functions of forests in harmony with nature, including approaches such as joint mitigation and adaptation for the integral and sustainable management of forests;

The Decision 27/8 adopted by the Governing Council/Global Ministerial Environment Forum at its first universal session (Kenya, march 2013), takes note of the approach of Living-Well in balance and harmony with Mother Earth as a holistic and integrated approach to sustainable development that can guide humanity to live in harmony with nature.

Different approaches: REDD+ and JMA

There are at least three different approaches that should be considered in the establishment of the policy approaches and positive incentives in the context of this Working Group. For

understanding this I have drawn a graph including the two roles of forests: mitigation to the left and adaptation to the right. All approaches are related to mitigation and adaptation. However, there are approaches hanging more closely to mitigation, therefore to carbon reduction, and others are more related to adaptation, then to the multiple benefits of forests.

- i) **In the left side of the figure, the REDD+ carbon-centered approach** is mostly focused on mitigation and carbon reduction. REDD+ has been built on the basis of rational theory linked to the payment of ecosystem services, and therefore to markets. Safeguards are the key in this approach in order to achieve multiple benefits of mitigation and are oriented to reduce the negative impacts on its implementation.
- ii) **In the center of the figure, we highlight the approach related to non-carbon benefits** where the issue of carbon is still very important, but it is also focused on the co-benefits of adaptation.
- iii) **In the right side of the figure is the Joint Mitigation and Adaptation approach**, which is designed to effectively advance non-market based approaches considering joint mitigation and adaptation benefits to climate change through the integral and sustainable management of forests. The focus of this approach is to achieve sustainable mitigation through adaptation, in a holistic, comprehensive and integrated manner.

Regarding the means of financing:

- The REDD+ mitigation approach is based on ex-post payments taking into account results-based actions or reduction of carbon emissions, however public finance is important in order to set out the previous conditions for its development. In this approach, payments stem from public and private sources of financing.
- The JMA approach is based on sustained public financing according to the performance of results-based actions taking into account joint mitigation and adaptation indicators, articulated fully to ex ante and ex post financing related to the achievement of multiple benefits of forests and forestry governance.
- The non-carbon benefits approach can be articulated to the two previously explained means of financing, working with the rationale of REDD+ for mitigation, and with the rationale of the JMA for non-carbon benefits. This avoids the idea of valuing economically the biological diversity and the environmental functions of Mother Earth.

Sustained public financing

Sustained public finance implies to put in motion a scheme of financing linking ex ante and ex post finance. For this, we must develop a **Forest Mitigation and Adaptation Window** to be established by the Green Climate Fund (GCF). Since there are different approaches, as I have explained previously, is not appropriate to designate this window as simply REDD+, which is only one of the approaches. Therefore, as Bolivia we suggest to denominate this window as: Forest Mitigation and Adaptation Window.

The sustained public finance scheme must be articulated to the performance of results-based actions in a long period of time. The scheme of finance can include ex ante financing in variable tranches and ex post financing in fixed tranches.

- The scheme of financing for the variable tranches implies a progressive sequence of ex ante disbursements in order to help countries to achieve joint mitigation and adaptation indicators. With the exception of the first disbursement, which is a compulsory compensation, disbursements are done in accordance with the performance of previous JMA indicators. This implies the possibility of partial disbursements for partial performances. Among the joint mitigation and adaptation indicators are the following: reduction of unplanned and illegal deforestation; strengthening the livelihoods of local peoples; development of sustainable productive systems, management of environmental functions (reduction of CO₂, water provision, among others).
- The establishment of fixed tranches implies the disbursement through ex-post financing of a fixed amount of money- under the idea of “all or nothing”. If all related conditions of governance are satisfied (for example, forestry decentralization and clear tenure property rights) money is disbursed, otherwise is not disbursed at all.

For example: A program encompassing a total amount of financing of 2.000 MM dollars in a period of 20 years for a developing world country.

- Money can be divided as follows: 400 MM for ex post financing (fixed tranches) and 1600 MM for ex ante financing (variable tranches).
- 400 MM are disbursed if conditions of general governance are achieved in a scheme of all or nothing.
- 1600 MM are disbursed in the scheme of ex ante financing at the beginning of year 1, 6, 11 and 16. Disbursements are undertaken accordingly with the evaluation of performance of JMA indicators as achieved in the previous period.

Joint Mitigation and Adaptation approach in Bolivia

Bolivia is establishing the JMA approach at the national level. This is an effort that can orient those Parties interested in implementing mitigation and adaptation to climate change based on the integral and sustainable management of forests.

The Bolivian proposal is oriented to reduce unplanned and illegal deforestation; maintain environmental functions; reduce land and resource degradation; and facilitates the transition to better land use through the development of more sustainable productive systems (linking agriculture and forestry in a landscape approach).

Law No. 300 of Mother Earth

The Plurinational State of Bolivia has enacted the Law of “Mother Earth and Integral Development for Living-well” (October, 2012) that has established the Plurinational Authority of Mother Earth and three mechanisms:

- The “Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests and Mother Earth”.
- The Mitigation Mechanism for Living-well, in order to work on energy and industry.
- The Adaptation Mechanism for Living-well, to work on reduction of risks, food security and integral management of water.

Also, it has been established the Plurinational Fund of Mother Earth, in order to provide with financing to the different mechanisms.

Methodological basis

The Plurinational State of Bolivia has developed some basic methodological orientations in order to set out this approach at the national level and to shed light into the international arena. This approach considers the following five indicative methodological steps:

1. Strengthening forest governance, including clear land tenure rights and decentralization of forestry issues.
2. Territorial planning, identifying and strengthening sustainable productive systems at the local level.
3. Reaching common agreements among different forestry stakeholders, setting common objectives and/or targets related to JMA indicators, which implies promoting coordination between public, community and other private relevant stakeholders.
4. Implementation of complementary and integral actions to support the development of sustainable productive systems at the local level, including conditional transfers to local stakeholders of finance, technology and capacity building, helping them to fulfill the objectives and/or targets related to JMA indicators.
5. Monitoring of indicators for joint mitigation and adaptation.