



WWF GUIDE TO BUILDING REDD+ STRATEGIES

REDD+ Governance

SETTING REDD+ GOALS, TARGETS AND PRINCIPLES



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Key Messages

- One of the first steps in building a national or subnational strategy to reduce emissions from deforestation and forest degradation (REDD+) is to define clear and ambitious goals, targets and principles. These can help galvanize and guide internal efforts, motivate external support and assuage the concerns of REDD+ stakeholders.
- REDD+ principles are a key tool to avoid conflicts in REDD+ implementation and can help frame and guide responses and reactions in any unexpected situation.

INTRODUCTION

Goals, targets and principles are key components in the design and implementation of national and subnational REDD+ strategies. In this section we will refer to goals (or objectives) as the ultimate results (or impacts) that we want to achieve when undertaking REDD+ (e.g. to reduce greenhouse gas emissions or to achieve sustainable development). Targets are quantitative, or at times qualitative, milestones that help us assess progress toward these goals (e.g. to halve deforestation rates by 2015 or to reduce emissions from deforestation by 70 per cent by 2020). Finally, principles are a set of values or ideals that guide the implementation of actions to achieve goals (e.g. REDD+ should recognize and respect the rights of indigenous peoples and local communities).

Defining goals, setting targets and agreeing on the broad principle that will guide the implementation of REDD+ has been at the core of the international climate change discussions. This process should play an equally central role in the development of national and/or subnational REDD+ strategies. There are various arguments for when goals, targets and principles should be defined; setting REDD+ national goals, targets and principles early on will help inform the creation of policies and laws, address stakeholders' concerns and ratchet up support for the REDD+ implementation. This process will benefit, however, from ample consultations and may need periodic updating as more experience accumulates.

The benefits of defining goals, targets and



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principles include:

- Compelling and overarching vision for REDD+ implementation;
- Ambitious targets to motivate stakeholders into action;
- Framework for concerted action, facilitating the integration of REDD+ with other sectoral and cross-sectoral strategies and planning processes such as climate change strategies, biodiversity strategies, forest policies, sustainable development strategies, natural resource management strategies, national development and poverty-reduction policies, etc.;
- Yardstick to assess and communicate status and trends of forest cover to policymakers and the public;
- Harmonization of subnational targets into a national goal;
- Clear indication of a long-term strategy, political will and desired outcome, which are important criteria for attracting national and international support and investments in REDD+;
- Identification of important synergies to complement national targets related to non-climate international processes such as the UN Convention on Biological Diversity (CBD), the UN Forum on Forest (UNFF) and the UN Millennium Development Goals (MDGs).

INTERNATIONAL POLICY CONTEXT



Goals, targets and principles for REDD+ and forest conservation more broadly are embedded within the United Nations Framework

Convention on Climate Change (UNFCCC). The convention document itself states that the ultimate objective of the convention is the “stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system.”¹ More specific guidance on goals, targets and principles under the UNFCCC is provided below.

COP 16, Cancun

At the UNFCCC Conference of the Parties (COP) 16 in Cancun, under the discussions on REDD+, parties agreed to “collectively aim to slow, halt and reverse forest cover and carbon loss”. While this target is qualitative and is not time-bound, it is still a strong statement from parties. In it, they call on tropical forest parties to reduce emissions from deforestation and forest degradation below business-as-usual levels (to slow), achieve zero net deforestation (to halt), and to ultimately expand forests (to reverse forest cover and carbon loss).

The UNFCCC COP 16 resolutions, known as the Cancun Agreements, also discussed principles under the rubric of guidance and safeguards. These principles include being “country-driven”, “consistent with Parties’ national sustainable development needs and goals”, “results-based” and “[respectful] for the knowledge and rights of indigenous peoples and members of local communities.”²

Other International Conventions, Forums and Agencies

Other international conventions, forums and agencies have also adopted and promoted forest conservation goals, targets and principles, including:

- Aichi Biodiversity targets of the UN Biodiversity convention (CBD), see www.cbd.int
- Forest objectives of the UN Forum on Forest (UNFF), see www.un.org/esa/forests
- The Millennium Development Goals, in particular goal number 7 on environmental sustainability, see www.un.org/millenniumgoals

Multilateral institutions that are out in front of the UNFCCC piloting REDD+ are guided by their own sets of principles. For instance, the UN-REDD Programme is guided by five interrelated principles of the UN Development Group (UNDG):³

- Human-rights-based approach to programming, with particular reference to the UNDG Guidelines on indigenous peoples' issues
- Gender equality
- Environmental sustainability
- Results-based management
- Capacity development



In its charter, the Forest Carbon Partnership Facility (FCPF) outlines five guiding principles:

- Respect for participating REDD+ countries' sovereign rights and responsibilities to manage their own natural resources, recognizing the pilot nature of the FCPF, following the "learning by doing" approach;
- Consistency with UNFCCC guidance;
- Compliance with the World Bank's operational policies and procedures, taking into account the need for effective participation of "forest-dependent indigenous peoples and forest dwellers in decisions that may affect them, respecting their rights under national law and applicable international obligations";
- Building private-public partnerships, particularly among indigenous peoples' organizations;
- Maximizing synergies with other multilateral and bilateral programmes focused on REDD+.⁴

NATIONAL AND SUBNATIONAL OPTIONS



This section provides an overview of what forest countries have accomplished to date regarding setting national and subnational goals, targets and principles.

Developing goals, targets and principles

The development process is important in establishing the quality of goals, targets and principles. Broad engagement with stakeholders will be essential to ensuring that the views and concerns of affected parties are included in this process. In the weakest cases, targets or principles are tabled without significant in-country consultations. Ideally, national REDD+ goals, targets and principles are developed in country through participatory processes building up to a national REDD+ strategy, as demonstrated in Mexico (see related [snapshot case study](#)).

Countries' REDD+ goals, targets and principles span a spectrum of ambition. On one extreme, some countries have put forward quantitative, time-bound targets to achieve absolute emission reductions below historical emissions figures from recent years (e.g. Brazil). Others have tabled quantitative, time-bound targets to reduce emissions below business-as-usual scenarios (e.g. Indonesia). Still other countries have settled for qualitative targets with no deadlines.

Goals, targets and principles are most effective when all or part of the country's REDD+ goals, targets and principles have been the result of broad, socially inclusive consultations, are supported by strong government will, and have been enshrined into laws. Such has been the case in Indonesia and Brazil.⁵

An intermediate option for countries is the incorporation of all or some of the REDD+ goals, targets and principles (which have been developed through socially inclusive consultations) into national development plans, as is the case for Mexico. In the weakest case, a country's goals, targets and principles are no more than the result of isolated administrative or political decisions that can be reversed with a change of authorities.

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FOCUS

THE MEXICO EXPERIENCE IN SETTING REDD+ GOALS, TARGETS AND PRINCIPLES

Mexico's goal for REDD+ goes beyond reducing greenhouse gas (GHG) emissions from forests and points to achieving sustainable rural development. Mexico's Vision for REDD+ states:



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Sustainable rural development represents the best means of implementing REDD+ in Mexico, considering that only a comprehensive approach will succeed in removing the pressures contributing to deforestation and forest degradation, promoting forest management and conservation, and raising the quality of life of the communities that inhabit the nation's forests.

Mexico's REDD+ strategy includes ambitious, time-bound targets. By 2020 Mexico will have:

- Advanced significantly toward zero net carbon emissions from natural forests through sustainable development and forest management in rural communities;
- Reduced significantly forest degradation from reference levels;

- Increased the areas of sustainable forest management, natural and induced forest regeneration, and forest conservation, leading to the increase of carbon stocks;
- Conserved biodiversity and preserved or increased ecosystem services;
- Strengthened social capital and the economic development of rural communities.

Mexico's Vision for REDD+, and its subsequent expression in ENAREDD+ (the REDD+ implementation strategy), is based on a framework of principles that will orient its lines of action and help maintain the safeguards the initiative proposes. These principles are cross-cutting, focusing on comprehensiveness, coordination and complementarities with other sectors and among branches of government, and include:

- Inclusion and equity (territorial, cultural, social and gender);
- Plurality and grassroots participation;
- Transparency and legality;
- Equitable distribution of benefits;
- Certainty and respect for property rights of landholders and owners and sustainable use of natural resources;
- Free, prior and informed consent of communities;
- Promotion of the competitiveness of rural economies associated with forests, including that of communal forest businesses.

As important as the goals, targets and principles are, even more important is how Mexico arrived at them. This process was carried out over three years and included dozens of consultations with all major stakeholders and several rounds of writing and reviewing. The most recent version of the Mexico's Vision for REDD+ begins with an explanation of this process, underscoring its role as a platform from which to build the National REDD+ Strategy: "Because the involvement of different stakeholders nationwide is indispensable in the design process, this is a dynamic document that will remain in the consulting phase, with the depth and breadth that it demands." (CONAFOR, 2012)

FOCUS

REDD+ TARGETS IN BRAZIL AND INDONESIA

In Brazil and Indonesia, REDD+ targets have been developed through extensive stakeholder engagement processes and promoted by strong government leadership.

Brazil, under former President Lula, declared that its REDD+ target was to achieve a reduction of 80 per cent of deforestation in the Amazon by 2020 compared with the average for 1996-2005 and a 40 per cent reduction in deforestation in the Cerrado region compared with the average for 1999-2008.

Indonesia President Susilo Bambang Yudhoyono declared his intention of achieving GHG emissions reductions of at least 26 per cent below a business-as-usual scenario by 2020 and 41 per cent emission reductions with adequate international support. If these overall mitigation targets are applied to projected forest emissions (not including peat forests) they would represent a reduction of 78 per cent to 87 per cent over 2005 forest-related emissions.

These targets are helping guide governments in the creation of their REDD+ strategies.

Figures from Brazil (2012) and Indonesia (2012) FIP/Forest Investment plans.

WWF VIEWPOINT



On goals

WWF endorses the goals of the UNFCCC convention and the Cancun Agreements, namely that REDD+ demonstrably contributes to greenhouse gas emission reductions with national goals working toward a global objective.

On targets: Zero net emission from deforestation and forest degradation (ZNEDD)

WWF advocates zero net emission deforestation and forest degradation (ZENDD) by 2020 to reflect the scale and urgency with which threats to the world's forests and climate need to be tackled. A clear, ambitious and measurable global target for reduced emissions from deforestation and forest degradation is a vital step toward limiting warming to well below 2°C.

To understand how ZNEDD (and the associated zero net deforestation and degradation) could be implemented in practice, WWF developed the Living Forests Model with the International Institute for Applied Systems Analysis (IIASA). The model presents various global land-use scenarios. It calculates the effect of agents such as population growth and consumer demand, and describes potential impacts in key areas such as food production, climate change, biodiversity, commodity prices and economic development. Based on this analysis, WWF concluded that ZNEDD/ZNDD is achievable, efficient and requires immediate action:

- It is possible to achieve ZNEDD/ZNDD by 2020, through better governance, a shift to sound forest stewardship and more

productive use of arable, non-forest land. By failing to make that shift, we squander valuable forests and the ecosystem services they provide.

- As populations and incomes grow, maintaining ZNEDD/ZNDD after 2030 will require forestry and farming practices that produce more with less land and water as well as new consumption patterns that meet the needs of the poor while eliminating waste and over-consumption. With such changes, ZNEDD/ZNDD can be maintained without creating shortfalls in food, timber, biomaterials or bioenergy.
- Delaying ZNEDD/ZNDD until 2030, or taking half measures, would lead to huge and irreversible losses in biodiversity and ecosystem services. To prevent runaway climate change, we need to address emissions from deforestation and forest degradation now; the longer we leave this, the harder it will become.

The analysis also identified five key issues that are crucial to achieving ZNEDD/ZNDD and avoiding negative consequences:

- **Biodiversity:** ZNEDD/ZNDD should never be achieved at the expense of biodiversity conservation (e.g. agricultural expansion in highly biodiverse grasslands to take pressure off forests). Strategies should immediately prioritize forests with the highest biodiversity so these are not lost during the time it takes to achieve ZNEDD/ZNDD.
- **Governance:** ZNEDD/ZNDD is only possible under good governance: forests with secure land tenure, effective laws and policies, and empowered, committed local communities whose rights are respected.

- **Market demand:** Much destructive forest use is encouraged by market demand, but markets can also drive better management. Incentives for high social and environmental standards in forestry and farming as well as bans on trade in illegally sourced timber can help achieve this.
- **Lifestyle and consumption:** Crop production and livestock production play a major role in forest loss. Strategies are needed to reduce food waste, meat and dairy intake, energy use, over-consumption among richer people and to ensure poor people have the food, energy and materials they need to lead healthy, productive lives.
- **Local livelihoods:** Global plans must recognize local people's needs. ZNEDD/ZNDD needs to be adapted nationally, regionally and locally to ensure that REDD+ doesn't harm people's welfare, but rather promotes and supports it.

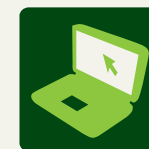
On principles

WWF, together with other conservation organizations, has endorsed the REDD+ Five Guiding Principles:

- **Climate:** REDD+ demonstrably contributes to greenhouse gas emission reductions with national goals working toward a global objective. This principle reinforces WWF's overall REDD+ goal, namely that REDD+ demonstrably contributes to greenhouse gas emission reductions with national goals working toward a global objective.
- **Biodiversity:** REDD+ maintains and/or enhances forest biodiversity and ecosystem services. WWF's REDD+ principle on biodiversity underpins the chapter on *Social and Environmental Safeguards*.
- **Livelihoods:** REDD+ contributes to sustainable and equitable development by strengthening the livelihoods of forest-dependent communities. Livelihood is a major principle discussed in the chapter on *Benefit Sharing*.
- **Rights:** REDD+ recognizes and respects the rights of indigenous peoples and local communities, as discussed further in the chapter on *Social and Environmental Safeguards*.
- **Fair and effective funding:** REDD+ mobilizes immediate, adequate and predictable resources for action in priority forest areas in an equitable, transparent, participatory and coordinated manner. This principle is elaborated on in the chapter on *Accessing Finance*.

There is a strong convergence between WWF principles, UNFCCC guidance and the principles endorsed by several REDD+ countries.

FURTHER RESOURCES



- WWF 2011 Living Forest Report, available at www.panda.org/livingforests/download
- REDD+ Five Guiding Principles, available at bit.ly/REDDfive
- UNFCCC, COP 10 Cancun Agreement, particularly Section C and Appendixes I and II, available at www.unfccc.int

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END NOTES



1. Article 2 of the Convention.

2. A full list of safeguards and principles can be found in Annex I to Decision 1/CP.16 (UNFCCC, 2010).

3. See UN-REDD, 2008.

4. See FCPF, 2012.

5. See Brazil and Indonesia 2012 FIP/ Forest Investment plans, available at www.climateinvestmentfunds.org.