



Policy brief

A PAN AFRICAN CLIMATE JUSTICE ALLIANCE'S JOURNEY OF EMPOWERING AFRICAN
CIVIL SOCIETIES

CONSOLIDATION OF LESSONS LEARNT FROM THE FOREST CARBON PARTNERSHIP
FACILITY (FCPF) CAPACITY BUILDING PROGRAM (CBP) ON REDD+ IN AFRICA

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I. Project Context: Forests & REDD+ as a Climate Change Response Measure

The role of Forests in mitigating against Climate change

The struggle against climate change is one of the defining challenges of our times. To achieve the ultimate goal of the United Nations Framework Convention on Climate Change (UNFCCC) and avoid dangerous interference with the climate system, global emissions must peak in the near future and be followed by sustained, deep cuts, as provided by the assessments of the Intergovernmental Panel on Climate Change (IPCC).

Globally, forests cover about 4 billion ha or 31 per cent of the world's land surface. Their destruction releases the stored carbon into the atmosphere causing an imbalance in the carbon cycle. Globally, forest ecosystems are under intense pressure from human actions, including deforestation, encroachment on wildlife habitats, intensified agriculture, and acceleration of climate change, which have pushed nature beyond its limit due to demand for more land and resources.

Forests exist across all countries and landscapes on the African continent, covering about 650 million hectares. Over two-thirds of Africa's people rely directly and indirectly on forests for their livelihoods, including more than 70% of households that utilize wood as their primary energy source. Africa's rapid deforestation is threatening the flow of key environmental goods and services at the local, national, and global levels. Africa contributes an estimated 11% of global tree cover loss, mostly driven by urbanization and infrastructural development.

Africa's forest landscapes are diverse, including the rainforests of the Congo Basin which constitutes the World's second-largest tropical forest; the Afromontane type of forests serving as important sources of water and resources for communities threatened by logging, mining & agriculture; dry forests and woodlands of southern, West & Eastern Africa which acts as critical landscapes for pastoralists and the Semi-arid forests, bushlands and thickets. These forests are important for NTFPs such as honey and plant exudates and hunting and rural energy production. Coastal forests of East Africa are high in biodiversity with importance for NTFPs and as sacred forests.

A Synopsis of REDD+

Efforts towards Reducing Emissions from Deforestation and Forest Degradation, enhancement of carbon stocks, conservation, and sustainable management of forests in developing countries (REDD+) remains crucial in seeking solutions to the challenge of climate change. Today, economic undervaluation of standing forests drives deforestation and forest degradation. Therefore, for REDD+ to succeed, the economic incentive structure must be changed.

REDD+ is an international framework that aims to mitigate climate change by incentivizing developing country efforts that address the problem of deforestation and forest degradation and those that promote conservation, sustainable forest management and afforestation and reforestation. It's an effort to create a financial value for the carbon stored in forests, offering incentives for developing countries to reduce emissions from forested lands and invest in low-carbon paths to sustainable development.

The building blocks for REDD+ implementation have been addressed in number of UNFCCC COP decisions beginning from the Bali Action Plan, the Cancun safeguards, the

Warsaw Forest pact, and Paris Agreement among other REDD+ relevant decisions. Concerted global, national, and local actions will be critical to achieve this. The UNFCCC constitutes the global framework for countries' efforts against climate change and should provide the long-term basis for a REDD+ partnership.

The importance and urgency of extensive action on REDD+ can hardly be overstated. According to the Food and Agricultural Organization of the United Nations, some 13 million hectares of forest are destroyed annually. With land-use change, this contributes about 17 per cent of global greenhouse gas emissions as estimated by the IPCC. This makes Deforestation and forest degradation the second major cause of global warmings.

80% of the Earth's above-ground terrestrial carbon is in forests. 40% of the Earth's below-ground terrestrial carbon is in forests. Several scientific estimates postulate that stopping deforestation, and promoting afforestation and reforestation, may provide up to thirty per cent of the cost-effective global mitigation potential.

Without REDD+, the goal of limiting the rise in global temperatures to 2°C above preindustrial levels will be much harder, and substantially more expensive, to achieve. With REDD+, we may significantly reduce, remove and avoid global emissions at a reasonable cost, while also taking due account of the rights and livelihoods of indigenous peoples and local communities, protecting biodiversity, rainfall patterns and soil quality, and helping developing forest countries adapt to climate change. REDD+ can also stimulate private sector action, and enable cooperation with businesses to reduce deforestation associated with the production of key global commodities.

The REDD+ mechanism in developing countries, while contributing to global climate change convention, is identified as a key vehicle for delivering forest sector goals under the United Nations Forum on Forests (UNFF), Convention on Biological Diversity (CBD) and the United Nations Convention on Combating Desertification (UNCCD). Countries have already made commitments towards achieving land degradation neutrality.

REDD+ aspires to achieve sustainable emission reductions within a legal, social, and environmental landscape, with multiple actors, often with overlapping (if not competing) views, needs and interests. REDD+ implementation may therefore trigger potential risks and impacts to both biodiversity and diverse stakeholders, particularly Indigenous Peoples, local communities, and women.

On account of these potential risks associated to REDD+, trust building across and within the diverse REDD+ stakeholders become essential. These entails developing a shared and sustained understanding of the concept of REDD+, associated risks and corresponding safeguards among local stakeholders including ensuring sustained full and effective engagement of all stakeholders, socially inclusive benefit sharing arrangements and addressing inherent capacity gaps, given the multi-sectoral nature of REDD+ programming. Addressing, land tenure related insecurity is also the central in ensuring the success of REDD+. REDD+ related safeguards elements include governance, social and environmental dimensions - a set of protection principles and instruments against potential REDD+ risks.

The rolling out of REDD+ as a climate change response measure was envisioned to go through three independent, yet interrelated phases – Readiness, piloting and Results Based payment. The Readiness phase is about development of national strategies, action plans and capacity building. Phase II is the investment phase in which Implementation of national strategies, action plans and capacity building are rolled out towards results-based

demonstration. The third phase is about payment for results-based actions fully measured, reported, and verified. CSOs actors are critical in all these phases.

Ultimately, REDD+ potentially presents avenues for tropical forest countries to generate carbon and non-carbon (monetary and non-monetary) benefits. How both carbon and non-carbon revenues from REDD+ are to be effectively and equitably shared between different stakeholders is a key question for each REDD+ country to address in the context of its Readiness activities and Emission Reduction Program design.

REDD+ Dynamics in Africa

Measures to control deforestation in the African continent are critical to mitigate against the high deforestation rates (0,49% p.a.) including through REDD+. REDD+ presents a good opportunity for Africa to protect its forests. However, in Africa, REDD+ goals frequently suffer at the hands of other development aims, with the agriculture, mining, energy, and forestry sectors all driving deforestation.

Competing and sometimes more promising land use options promoted by actors across scales is driving deforestation at the continent. At the local level, the promotion of forest protection to meet REDD+ targets must compete with the realities of poverty in rural communities, where people rely on activities such as shifting cultivation and resource extraction to survive.

One reason for this is that rural people living in poverty have to weigh carbon prices against the opportunity costs associated with avoiding deforestation, e.g., forfeiting resource extraction that supports their livelihoods. If sufficient incentives are not provided to maintain forest cover, poor communities revert to more urgent livelihood concerns, such as collecting firewood or clearing forests for farming, to the detriment of REDD+ goals. These underlying issues surrounding REDD+ underscore the need for involvement of all stakeholders, and especially local communities and indigenous peoples (IPs), for REDD+ implementation in Africa to succeed.

The fact is that forests are more important left standing than cut. Out of this understanding has come the Forest Carbon Partnership Facility (FCPF).

II. The Birth of the FCPF and its links with Capacity Building Program (CBP)

In response to the urgent need to mitigate and adapt to climate change, especially within the forest sector, the World Bank established the Forest Carbon Partnership Facility and their after the Capacity Building programme. A total of 18 African forested countries were earmarked to benefit from the facility.¹

The FCPF aspired to make REDD+ happen by pooling together the perspectives, expertise, interests and concerns of all stakeholders including governments, CSOs, Indigenous peoples and local communities, private sector, development partners and scientists.

The Participants Committee of FCPF launched a Capacity Building Program for REDD+, under the Readiness Fund of the FCPF in October 2008. The fund is an innovative pioneering

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effort geared towards meaningful and collaborative engagement designed to respond to unique needs and circumstances of Indigenous Peoples, Local communities and CSOs in the south.

The overarching aspirations of the Fund were two-fold. Firstly, to provide target constituencies with information, knowledge and awareness on REDD+ in order to enhance their understanding of REDD+, and to engage more meaningfully in the implementation of REDD+ Readiness activities. Second is to enhance opportunities towards direct access to climate finance for these stakeholder groups and strengthen their direct link to government-led REDD+ Readiness processes in FCPF member countries.

Specifically, the program aimed at strengthening: (i) the knowledge of targeted southern civil society organizations and local communities on REDD+ Readiness at the national level and (ii) knowledge exchange at the regional level. It aims to provide Forest-Dependent Indigenous Peoples (IP) on one hand, and Southern Civil Society Organizations (CSO) and Other Forest Dwellers (OFD) on the other, with information, knowledge and awareness on REDD+ in order to enhance their understanding of REDD+, and to engage more meaningfully in the implementation of REDD+ Readiness activities.

III. Making the FCPF CBP Work: The Place and Role of PACJA

The CBP had three components i) national capacity building and awareness raising for Southern CSO networks, CSOs and LC representatives from FCPF countries; ii) regional exchange and sharing of lessons learned, and iii) enhancing management, M&E and reporting.

Africa's project preparatory workshops helped identify Africa's grantholder(s), optimal implementation arrangements; subgrantee identification process & criteria, monitoring and feedback including Grievance Redress Mechanism (GRM). The workshop also identified key priority national/in-country and regional needs and activities for capacity building support. PACJA was nominated as the regional grant recipient organizations of the FCPF CBP funds targeted at CSOs.

Component one was rolled out in five FCPF participating countries² having signed a Grant Agreement with the FCPF and not benefitting from the Forest Investment Program (FIP) capacity building arrangement. Five more countries³ were added during the extension phase of the project. The in-country project activities were undertaken by sub-grantees/consultants CSOs organization selected through an independent vetting process that included inputs from the relevant Country REDD+ Focal Points.

Component two aimed to strengthen regional CSO collaboration through establishment of robust regional platforms for information exchange and knowledge sharing between CSO networks in all the 18 African FCPF countries having signed an FCPF partnership agreement.⁴

Component three provided financial and technical support towards strengthening the requisite human resource, fiduciary, environmental and social safeguards, monitoring and evaluation (M&E) and reporting competencies in tandem with World Bank's guidelines.

² Madagascar, Mozambique, Togo, Cote d'Ivoire and Ethiopia

³ Burkina Faso, Gabon, Nigeria, Central Africa Republic and the Republic of Congo

⁴ Burkina Faso, Cameroon, Central African Republic, Democratic Republic of Congo, Republic of Congo, Côte d'Ivoire, Ethiopia, Gabon, Ghana, Kenya, Liberia, Madagascar, Mozambique, Nigeria, Sudan, Tanzania, Togo and Uganda

Subgrantees CSOs were selected based on their legal status, Constituency of interests (CSOs in the case of PACJA), demonstrated competence in administrative and management capacities and active engagement with issues related REDD+ in-country. PACJA as the Regional recipient organizations of the FCPF CBP funds for CSOs, upon assessment of the capacity of the sub-grantees entered into sub-granting agreement arrangements with in-country organizations. Several CSOs participated in the REDD+ CBP activities under PACJA.⁵ Implementors⁶

The approach of using regional CSOs to lead in the administration of grant funds was informed by the desire to promote ownership of CBP by Southern CSO/OFD beneficiary organizations and ensure efficiency in the administration of the grants. The recipient of the CBP grant were to make most funding available for in-country activities.

The FCPF CBP for CSOs and IPLCs has been growing in portfolio size and reach, and moving towards putting these constituencies on the driver's seat of CBP funds management, design and implementation/delivery of CB interventions.

Looking back to inform the future.

It is against this background that PACJA seeks to draw lessons learnt in previous phases of the CBP to inform the design and direction of a new project with FCPF focusing on enhancement of CSOs knowledge and participation in REDD+ implementation in Africa. One of deliverables of this project is to develop FCPF CBP knowledge products that highlights experiences and lessons on the implementation of the CBP for dissemination to global audience, with a focus on Mozambique and Madagascar.

The lessons learnt from implementation of the WB's FCPF Capacity building program were drawn from CBP preparatory⁷, and completion⁸ workshops supported by the Bank, PACJA program reports and Key Informer Interviews targeted at REDD+ Focal points⁹ and CBP subgrantees.

Overall, participation of CSOs in REDD + in Africa has grown over the last 10 years. CSOs have enjoyed wide acceptance of their governments and their role in in REDD+ has become clearer over time. The majority of CSOs has played a leading role in capacity building and technical assistance to the government as they participate in various taskforces and committees within the REDD+ infrastructure.

⁵ SOUTHERN Csos & LOCAL COMMUNITIES: African Women's Network for Community Management of Forests (REFACOF); Pan African Climate Justice Alliance (PACJA); Dalit Alliance for Natural Resource (DANAR) Nepal Law Society (NLS); Instituto del Bien Común (IBC); Instituto para el Desarrollo Sustentable en Mesoamérica A.C (IDEMAC); Derecho, Ambiente y Recursos Naturales (DAR); Red Mexicana de Organizaciones Campesinas Forestales (MOCAF)

⁶ Gasy Youth up –Madagascar; Education and Development and Association for the Defense and Council of Women (ED-ADCF), Togo, Associação Rural de Ajuda Mútua, ORAM. AFHON – Cote de voire and Institute for sustainable Development (ISD)

⁷ Africa Region Preparatory Workshop - FCPF Capacity Building on REDD+ for IPs, Southern CSOs and Local Communities - Sarova Panafric Hotel, Nairobi Kenya August 19th – 21st, 2015

⁸ Africa Region FCPF Capacity Building Project Completion Workshop was held in Addis Ababa, Ethiopia, 23rd - 24th July 2018

⁹ Nigeria, Programme Manager of Climate and Sustainable Development Network (CSDevNet and ED/ADCF of Togo

In effect the approaches and results of the CBP in Africa have become an excellent incubation and learning space particularly on stakeholder engagement and local level participation.

A number of Africa's FCPF CBP Countries are moving beyond the REDD+ Readiness and Piloting phases towards market based Results Based Payment for REDD+ under the Carbon Fund with a number of them having their Emission Reduction Purchase Agreements (ERPAs) under considerations

IV. Consolidating Lessons Learnt: Africa's FCPF CBP for Southern CSOs

Engaging stakeholders at Project Onset is critical: A key lesson from CBP Phase I was that early stakeholder participation and engagement is critical to the development of viable REDD+ strategies and implementation frameworks. Considering this, it has been considered important to promote informed and meaningful involvement of stakeholders in the REDD+ implementation at the various levels.

REDD+ mechanism encompasses a wide range of subthemes: a wide range of REDD+ relevant thematic areas were covered during implementation of the CBP including knowledge/Concepts on REDD+ and climate change, stakeholder engagement & participation, institutional governance, representation and decision-making, integration of traditional knowledge systems and practices, and participatory community based forest management efforts among others. Ultimately, it's the sum of these elements that constitute meaningful capacity building and awareness raising.

Different Actors and Contexts call for Specific approaches: Diverse innovative approaches were employed inter alia, intergenerational, gender and constituency focused initiatives, art and theatre , technological innovation and mass media (print, electronic, radio broadcasts and talk-shows in local languages), multistakeholders dialogue platforms (e.g. Mozambique), workshops, online platforms, participatory video documentaries, music and drama performances, REDD+ related thematic easy to ready communication materials and publications among others

REDD+ Beneficiaries/Stakeholders are diverse with complimentary and sometimes overlapping/competing interests: The approaches adopted by recipient of the CBP grants in reaching out and engaging with REDD+ stakeholders were informed by the unique circumstances and needs of the respective stakeholders. Projects supported under CBP demonstrated a wide reach in terms of project beneficiaries, which included Indigenous Peoples and local communities (IPLCs), Civil Society Organizations (CSOs), Youth, Women, Local Authorities, Legislators, National REDD+ Coordination Units, Media, Refugees, Academia among others. Tailoring REDD+ messages to stakeholders' context and needs is critical for ownership and sustainable engagement.

Building trust and mutually respectful partnership has potential for triggering access to additional resources: Projects under the CBP helped establish and strengthen linkages between CSOs and National REDD+ coordination units across and within FCPF Countries. In some instances the emerging partnership, National REDD+ focal points went out of their way to directly support CSOs' capacity building initiatives such as the cases reported in Uganda & Madagascar in which the national REDD+ focal point directly financed some of the CBP activities for IPs and CSOs respectively. In the case of Uganda, a 5 year Enterprise Programme for Ethnic Indigenous Minorities in Uganda (PRO- FOREIM) estimated to cost \$52 Million was availed by the State arising from CBP engagement. ROSCEVAC of Gabon received an additional

US\$270,000 from their government. In Burkina Faso, the local government gave PACJA 3 acres of land for demonstration of forest restoration activities.

Self-determination in stakeholders' selection process to REDD+ processes is key to effective, meaningful and sustainable engagement: CSOs' self-selection and representation processes were enhanced with National constituency specific coordination platforms and networks strengthened (and established where they did not exist prior to CBP initiatives). Some of the examples that were highlighted included the case of Uganda, Cameroon¹⁰ and REPALEAC. The ultimate outcome being increased recognition and enhanced participation of CSOs and IPs in REDD+ related processes at the National level. Strong CSOs networks have the potential to continue with capacity building initiative for the communities.

CSOs' institutional strengthening is imperative for sustainable engagement and meaningful outputs for REDD+ across scales: One of the most appreciated outcome of the CBP by participating CSOs sub grantees was the enhanced institutional competencies in Project and financial management, programming, monitoring and reporting. The outcome is foundational in ensuring sustainable engagement, accountability and effective and impactful use of resources.

Government, CSOs and other actors in REDD+ play a synergetic and complimentary role: Partnerships with National REDD+ coordination units/REDD+ focal points remain an integral component of the CBP. Each of the recipient subgrantees was expected to closely collaborate with their respective Country's Focal point and meaningfully engage with the national REDD+ processes. The REDD+ Focal points reported notable improvement in government's engagement with CSOs in national REDD+ related processes. While experiences are varied across countries, the overall trend is increased positive engagement and representation of CSOs in decision-making arrangements and direct funding from government – examples include Liberia, Togo, Nigerian - with CSOs driving the agenda to address local communities' livelihoods related concerns. These efforts have facilitated stakeholder engagement improvement from discordant to harmony. Government partnership with the CSOs have promoted an enabling environment in the implementation of the REDD+ programs, projects and activities. Notable improved integrated platforms, linkages and coordination to facilitate data & information/ knowledge exchange on results, progress and experiences to promote effective participation of CSOs and the FDCs on REDD+ and climate change processes.

Deliberate and targeted actions to enhance gender responsiveness in REDD+ design and implementation is paramount: Evidently, opportunities for gender inclusivity and mainstreaming were enhanced through direct support for Women-led Organizations Project/programmes¹¹, affirmative action for women participation in project activities and in access to CBP project associated benefits.¹² Overall increased women participation in key REDD+ related leadership positions and national Gender actions plans in REDD+ was reported in the case of Madagascar. In addition, at least 50% of participants in national REDD+ Social and Environmental Safeguards Assessment (SESA) consultation processes in Mozambique, were women. However, the need to go beyond gender inclusivity and mainstreaming, to embrace gender analysis in REDD+, promote gender-responsive budgeting to give impetus to the desired social transformation

¹⁰ FFAC integration into the National Gender Task force group and establishment of a national platform for indigenous organization - PREPAC - for REDD+ in Cameroon

¹¹ Association Debout Femmes Autochtonesdu (ADFAC), Congo; FFAC, Cameroon and 6. Sawa Sudan for Development and Humanitarian Aid, Sudan

¹² Community Development Initiative (CDI) Inc., Liberia; Pro-Biodiversity Conservationists In Uganda (PROBICOU), and Civil Society Coalition On Indigenous Peoples In Uganda (CSCIPU)

towards gender parity and equity, is imperative. Women Consortium on REDD+ are represented in Togo's National REDD+ Committee.

A REDD+ informed Media is an invaluable ally: Media engagement was a key success factor to capacity building and awareness raising of target communities, especially in dissemination of information. Actions for the Mobilization of Initiatives and Strategies of Development Aid (AMISTAD) for example organized a national information workshop for media stakeholders on REDD+.

Emergence & of use training and participatory tools relevant in the context of REDD+ implementation - including Participatory Assessment of Climate and Disaster Risks (PACDR/EPRACC) tool for participatory community natural resource mapping

Conclusions

While level of engagement with CSOs, IPs and LCs varies across countries, overall, the level of CSOs/IPs participation in national REDD+ programmes has greatly improved – from suspicion and mistrust to key actors leading in some components.

There is need to explore strategies to tap into the capacities gained, avoid a hit and run approach, prepare CSOs for future engagement of activities to be funded under RBP and Carbon Fund implementation of REDD+ strategies and ensure sustainability of capacity building initiatives

Participants to the African region FCPF CBP completion workshop, concluded with a request to the WB to establishment a capacity building and livelihoods support programme including on issues such as non-carbon benefits (NCBs) and Community Based Monitoring Information Systems (CBMIS) for IPs and CSOs under the REDD+ RBP of the Carbon Fund.

Subgrantee & Country Snapshots:

An agroforestry guide tool developed.
Engagement with regional authorities &
Media

AMISTAD, Ivory Coast

Community Based Natural Resources
Management Network established now
adopted by Government & Training materials
on REDD+ adopted the World Bank

Mozambique

Local Authorities & the Ministry of
Environment and Sustainable Development
committed to supporting the youth group to
advance capacity building on REDD+. Gasy
Youth Up designated institution for CB in
REDD+

Gasy Youth up, Madagascar

Establishment of a National Youth Movement
on climate change/REDD+ & Engagement with
Gabon National Assembly. An additional USD
270,000 mobilized!

ROSCEVAC, Gabon

Beekeeping training manuals for ToTs & 5
Modules on REDD+ developed – Green
Economy, REDD+ policy, MRV, GRMs,
Deforestation and Degradation

(ISD)/(EWNRA, Ethiopia

Participatory Assessment of Climate and
Disaster Risks (PACDR) too developed.

ED-ADCF, Togo

a REDD+ guide in seven local languages
developed reaching 48 villages i

CIRECK, DRC

Radio based Media Campaign on REDD+ on
local languages.

..., Burkina Faso

Enhanced networking, broader discussion on
conservation, & WhatsApp engagement
platform beyond project lifespan.

PACJA, Regional Exchanges