Making REDD work for Communities and Forest Conservation in Tanzania

Understanding international REDD standards in the context of Tanzanian policies and laws

This policy brief compares four internationally recognized social and environmental safeguards and standards and compares them with the Tanzania draft National REDD+ Strategy and other relevant national policies and laws. The brief aims to inform discussions within Tanzania regarding the way forward for national REDD standards. It is based on a more comprehensive review that is available at www.tfcg.org/MakingREDDwork.html

What are REDD standards?

REDD+ has substantial potential benefits *and* risks for forest dependent communities and the environment in Tanzania. It is important that social and environmental risks be mitigated, benefits be enhanced, and costs and benefits be equitably shared. To help ensure that such issues are addressed in REDD+, social and environmental standards define good practice. They provide a framework for implementing REDD in an equitable and sustainable way.

Safeguards or standards?
'Do no harm' or 'Do good'?
Generally speaking, 'safeguards' represent minimum standards for REDD+, e.g. avoiding or mitigating negative impacts, while 'standards' also aim for additional positive benefits for people and the environment.

Why should we bother with REDD standards?

Standards are important for ensuring that social and environmental risks and opportunities are addressed consistently in REDD+ policy, programming, implementation, and outcomes. Standards help different stakeholders to forge a common understanding of how REDD should be implemented and provide assurance to development partners and investors that funds will be directed towards actions that minimize adverse social and environmental impacts and potentially enhance social and environmental aspects. They provide a clear set of environmental and social terms to guide different stakeholders' engagement in REDD.

Which international standards and safeguards are most relevant to Tanzania?

Among several existing and developing REDD+ standards, four internationally recognised sets are particularly applicable to the Tanzanian national programme:

UN FCCC Guidance and Safeguards: A high-level, general set of guidance and safeguards directed to State Parties. They are mostly focused on avoiding / mitigating negative impacts. Their primary strength is that they represent international consensus for REDD+ policies, processes, and outcomes. As a Party to the convention, Tanzania has a strong mandate to comply with them.

Forest Carbon Partnership Facility (FCPF) standards: The World Bank has 7 operational policies (OPs) that are applicable for REDD+. These articulate the WB's social and environmental safeguards and principles. Activities under FCPF must comply with the OPs. Tanzania is a participant in FCPF. Readiness Fund recipients use a Strategic Environmental and Social Assessment (SESA), and Environmental and Social Management Frameworks (ESMFs), to ensure consistency with OPs in the readiness phase.

UN REDD programmes' draft Social and Environmental Principles and Criteria; free, prior, and informed consent guidance; and complaints mechanisms guidance: Mostly focused on avoiding / mitigating negative impacts. UN REDD standards explicitly align with UN DRIP and other human rights instruments and multi-lateral environmental agreements to which Tanzania is Party.

REDD+ Social and Environmental Standards (REDD+ SES): These standards support the design and implementation of government-led REDD+ programmes, to help ensure respect for the rights of indigenous peoples and local communities and to help generate significant social and environmental benefits. These voluntary standards explicitly go beyond minimum safeguards, and identify and elaborate additional benefits. Their development has been based on an ongoing engagement with governments, civil society organizations, community associations, international policy and research institutions, and the private sector. The process is being facilitated by the Climate, Community & Biodiversity Alliance (CCBA) and CARE International.

International REDD standards: what do they cover and how do they differ?

Taken together, the international standards provide a sound basis for integrating social and environmental concerns in REDD+ in Tanzania - from a minimum standard of 'do no harm' to substantial additional benefits for participating communities, the environment, and Tanzania as a whole. At the same time, the standards vary in, their focus, comprehensiveness and specificity. They each have strengths and drawbacks that are, on the whole, complementary.

The table below compares the four international standards relative to key principles relevant to REDD.

✓   → component of standards   ✓✓   → strong focus of standards

	UN-FCCC	UN-REDD S&E, FPIC, Complaints Mechanism	FCPF WB OPs, SESA, ESMF	REDD+ SES
Stakeholder Livelihoods				
Do not make vulnerable people worse off ('do no harm')	✓	✓✓	✓	✓✓
Enhanced livelihood security/ wellbeing (including from ecosystem services)	✓	✓		✓✓
Income generation (or 'poverty reduction' generally)	✓	✓	✓	✓
Equitable sharing of REDD costs and benefits			✓	✓✓
Support small-scale / community forest ownership		✓	✓	
Particular attention to vulnerable people		✓	✓	✓✓
Consistent with adaptation needs	✓	✓✓		✓
Environment				
Maintains forests	✓	✓	✓✓	
Enhances forests	✓	✓	✓	
Maintains other ecosystem services	✓	✓	✓✓	✓✓
Enhance other ecosystems / ecosystem services	✓	✓	✓	✓✓
Maintains biodiversity	✓	✓	✓	✓✓
Enhances biodiversity	✓	✓	✓	✓✓
Precautionary principle			✓	
Pollution prevention			✓	
Governance, participation and rights				
Good governance broadly	✓	✓✓		✓✓
Transparency	✓	✓✓	✓	✓
Accountability		✓✓	✓	✓
Equity (including gender)	✓	✓✓		✓
Full and effective, timely, empowered participation	✓	✓✓	✓	✓✓
Full and effective, timely information sharing		✓✓	✓	✓✓
Meaningful representation		✓		✓✓
Law enforcement				✓✓
Respect for/ support for communities' own decision making structures		✓	✓	✓✓
Ensuring stakeholder capacity, including rights-holders/ forest dependent communities	✓	✓	✓	✓✓
Sufficient financing and financial management capacity	✓	✓		✓
Access to justice (complaints / redress mechanism)		✓✓	✓	
Attention to quality of broader governance ("enabling") environment				✓
Tenure security	✓	✓	✓	✓
Respect for knowledge and collective rights of IPs and other forest dependent communities, including resource access		✓✓	✓	✓✓
Specific commitment to free, prior, informed consent	UN DRIP ref.	✓✓	(consult vs. consent)	✓✓
Respect for other human rights	✓	✓✓		✓✓
Avoiding economic or physical displacement	✓	✓✓	✓✓	✓✓
Policy coherence / harmonization and adequate institutional infrastructure	✓	✓✓	✓	✓✓
Ensuring long-term benefits sustainability	✓	✓		✓✓
Application of standards to sub-projects / partners			✓✓	
Assessment and MRV				
Initial assessment required		✓	✓✓	✓
Ongoing MRV required	✓	✓	✓✓	✓✓
Independent verification required			✓	✓
Assessment and / or MRV supported (e.g. tools provided)		✓	✓✓	

REDD standards and safeguards: what is already reflected in national policy?

REDD+ standards are not "new" issues for Tanzania.   Existing laws, policies and strategies address many core social and environmental concerns for REDD+ and provide a strong starting point for further elaboration of REDD+ specific standards. However, the current policy framework is not sufficient to ensure REDD+ in Tanzania reflects international environmental and social safeguards and standards. For example, there are some key provisions, including Environmental Impact Assessments under the Environmental Management Act, that would not necessarily apply to all REDD+ projects. The table below compares existing laws and policies with key principles and standards in REDD.

✓   → present in policy (though may not be clear/ strong provision)   ✓✓   → strong focus of policy

	Envt'l Man't Act	Nat'l Env't Policy	Forest Policy	Forest Act	MKU-KUTA II	Nat'l Land Policy	Village Land Act
Stakeholder livelihoods							
Do not make vulnerable people worse off ('do no harm')	✓					✓	
Enhanced livelihood security / wellbeing (including from ecosystem services)	✓	✓	✓	✓	✓✓	✓	
Income generation ('poverty reduction')		✓	✓	✓	✓✓	✓	
Equitable sharing of costs and benefits	✓	✓	✓	✓	✓	✓	
Support small-scale / community forest ownership			✓✓	✓✓	✓✓	✓	✓✓
Particular attention to vulnerable people					✓✓		
Consistent with adaptation needs	✓				✓✓		
Environment							
Maintains forests	✓	✓✓	✓✓	✓✓	✓	✓	✓
Enhances forests	✓	✓✓	✓✓	✓✓	✓		
Maintains ecosystems	✓	✓✓	✓✓	✓	✓	✓	✓
Enhance ecosystems	✓	✓✓	✓	✓	✓		
Maintains biodiversity	✓	✓✓	✓✓	✓			
Enhances biodiversity	✓	✓✓	✓	✓			
Precautionary principle	✓	✓✓					
Pollution prevention (/polluter pays principle)	✓	✓					
Governance, participation, and rights							
Promote good governance broadly	✓	✓	✓	✓	✓✓		✓
Transparency					✓		✓
Accountability					✓✓		✓
Equity (including gender)	✓	✓✓	✓	✓	✓✓	✓	✓
Full and effective participation	✓	✓	✓	✓	✓		✓
Full and effective / timely information sharing	✓			✓	✓		✓
Meaningful representation				✓			✓
Law enforcement	✓			✓	✓✓		✓
Respect for/ support for communities' own decision making structures	✓	✓	✓	✓		✓	✓✓
Capacity strengthening / technical support for rights-holders/ forest-dependent communities		✓	✓	✓	✓		
Financing and financial management capacity	✓		✓	✓	✓		
Complaints/ redress mechanism - access to justice	✓			✓		✓✓	✓✓
Attention to quality of broader governance ("enabling") environment					✓✓		
Tenure security		✓✓	✓✓	✓✓	✓	✓✓	✓✓
Respect for knowledge and rights of indigenous peoples/ forest dependent communities (including land/ resource access)	✓	✓	✓	✓		✓	✓
Free, prior, and informed consent							
Respect for other human rights					✓✓	✓	
Avoiding economic or physical displacement						✓	✓
Policy coherence and harmonization	✓	✓✓	✓	✓	✓✓		
Strong institutional framework for REDD	✓	✓	✓	✓	✓		
Ensuring sustainability of social and environmental co-benefits					✓		
Assessment and MRV							
Environmental / social assessment required	✓✓	✓	✓	✓		✓	
Ongoing MRV of social and environmental components required	✓✓				✓		
Independent verification required	✓						
Assessment / MRV support (tools provided)	✓✓				✓		

REDD standards: what is already reflected in the draft National REDD strategy?

Tanzania's draft National REDD Strategy addresses many components of international REDD standards, to some degree. The table below describes those components that are (and are not) covered.

International standards components that are not present in the National REDD+ Strategy
Governance, equity, participation and rights - Meaningful representation - Avoiding (or at least mitigation and lawful execution of) economic or physical displacement - Application of standards to sub-projects/ partners - Specific commitment to free, prior, informed consent - Ensuring sustainability of social and environmental co-benefits
International standards components that are present in Strategy in some respect, but that require clarification and/or strengthening
Stakeholder Livelihoods: - Do not make vulnerable people worse off ('do no harm') - Equitable sharing of REDD costs and benefits - Income generation ('poverty reduction') - Consistent with adaptation needs - Particular attention to vulnerable people - Enhanced livelihood security / wellbeing (including from ecosystem services)
Environment: - Maintains other ecosystems / ecosystem services - Enhances other ecosystems / ecosystem services - Maintains biodiversity - Enhances biodiversity
Governance, equity, participation, and rights: - Good governance broadly - Transparency - Accountability - Equity (including gender) - Full and effective / timely participation (including in highest level REDD+ governance bodies) - Full and effective / timely information sharing - Respect for / support for communities' own decision making structures - Ensuring sufficient rights-holder/ forest-dependent community capacity - Complaints / redress mechanism/ access to justice - Tenure security - Respect for other customary and statutory human rights of forest dependent communities
Assessment and MRV: - Initial assessment and ongoing MRV - Independent verification required - Assessment and/or MRV supported (e.g., tools provided) - Financing and financial management capacity
International standards components that are addressed by the Strategy in a comprehensive and/or clear manner
Stakeholder Livelihoods: Support small-scale/ community forest ownership
Environment: - Maintains forests - Enhances forests
Governance, equity, participation and rights: - Law enforcement - Policy coherence / harmonization - Attention to quality of broader governance ("enabling") environment

In conclusion

The social and environmental REDD+ safeguards and standards reviewed in this brief provide a strong basis for the Tanzanian national REDD+ programme to address both risks and opportunities with regard to: stakeholder livelihoods; environment and natural resources; governance, equity, participation, and rights; and assessment and measurement, reporting and verification of social and environmental components. While incorporating such standards in REDD+ is highly challenging, as a party to the UN FCCC, Tanzania has strong motivations for doing so.

Consensus is also needed as to how to ensure compliance with REDD standards. UN FCCC Parties have made a relatively weak agreement to 'promote and support' safeguards. The motivation to comply with UN-REDD and FCPF beyond readiness funding may be weak. Similarly, while REDD+ SES may be the most attractive for investors from a risk-minimisation perspective, it is entirely voluntary. Thus, to ensure that REDD+ in Tanzania avoids adverse social and environmental impacts, and realizes the greatest possible additional benefits, standards need to be reflected in national law and policy, and supported by country specific guidance. The current draft National REDD+ Strategy, and other laws and policies, address many of the core international standards components to some extent. However, there are many gaps to be addressed in order to put in place clear, comprehensive and enforceable standards