REDD net

Networking for equity in forest climate policy

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Visioning REDD+ in East Africa: a focus on benefit sharing in Uganda and Tanzania

Progress in international debates about 'Reducing Emissions from Deforestation and forest Degradation' (REDD) and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks' in developing countries (REDD+) is slow. At the national level, a different story is emerging. The process of REDD+ implementation has started in many countries through national planning processes and the development of pilot projects, giving some sense of what REDD+ might look like in practice. This bulletin, compiled through discussions with regional REDD+ 'practitioners', looks at progress so far in Uganda and Tanzania on how the questions of participation and benefit sharing are being considered.

In this issue:

The planning of approaches to reduce carbon emissions from deforestation and degradation (REDD+) is advancing rapidly in Tanzania and picking up speed in Uganda. Under REDD+, both countries will implement policies to address the drivers of deforestation and degradation. Examples of policies include enhancing community based forest management, developing 'payment for environmental service' schemes and changes to agricultural and energy policies. Financial support is already being given to both countries to develop national REDD+ plans, and in the case of Tanzania, start implementing projects. The innovation in REDD+ is that financial support from the international community to implement these policies is likely to be linked to performance in reducing deforestation and degradation rates. The diverse stakeholders involved in deforestation processes combined with these pressures for performance, raise major questions about how these financial 'incentives' will be distributed in order to achieve their environmental objectives whilst ensuring equity, especially for poor people.

NGORONGORO FOREST, TANZANIA. SOURCE: FLICKR

A key feature of current proposals in both countries is the prominent role given to existing forestry policies in REDD+ implementation and, as a result, these policy approaches will have a major influence over how benefits from REDD+ will be distributed. By drawing lessons from experience in implementing these policies, the articles below highlight a number of important issues.

REDD may offer opportunities for local communities in terms of direct financial payments for carbon preserved in forests and indirect investments in infrastructure. Under existing proposals in Tanzania, for example, REDD+ could result in an expansion of community-based natural resource management approaches and associated rights, and additional revenue to community institutions. Enhanced environmental protection may also offer benefits. However, there are also a number of risks and barriers for local communities to benefit from REDD+ which are becoming apparent in both countries:

- Conflicts could arise between different types of management systems, or existing conflicts could be exacerbated by REDD+;
- Insecure tenure is a major issue, which makes it difficult to ensure emissions reductions are permanent, and may therefore make investment unattractive;
- 'Additionality' means that areas where deforestation rates are low are unlikely to benefit from REDD+;
- REDD+ could act as an incentive for government or investors to occupy poorly defined 'surplus' land;
- Lack of clarity over rights to carbon and lack of access to legal systems even where rights are well defined may exclude poor people;
- Establishing and maintaining benefit sharing systems will require significant government capacity;
- High transaction costs of implementing REDD+ in areas where forests (or their ownership) are fragmented, may exclude communities from REDD+ schemes.

Whether REDD+ strategies manage to maximize these opportunities and reduce the barriers and risks will depend on whether such an incentive based approach can overcome some fundamental challenges in forest management. An issue that appears to have been little discussed in the existing plans in both countries relates to wider policy changes required to reduce deforestation and degradation rates. For example, energy policies and agricultural policies will need to be part of overall REDD+ approaches, requiring effective cross-sector coordination at national and local levels. These policies may have implications for different stakeholders, which need to be better understood.

Another barrier is the lack of understanding about how benefits and costs of REDD+ for communities balance out. For example, in Tanzania there is much hope that REDD+ can help to ensure that Community Based Forest Management approaches benefit poor people in communities. Currently, these policies are seen as environmentally effective, but they have not benefitted the poor. However, it is still unclear whether the scale of benefits from REDD+ can help to overcome such issues, or in fact whether REDD+ may actually result in new pressures that exacerbate existing inequalities.

The lessons learnt from reviewing progress on existing REDD+ processes in the region and looking at some existing forest management processes that may be used as part of REDD+ strategies, highlight a number of conclusions for moving ahead with equitable REDD+ approaches:

- Further progress on land reform processes will be needed in order for REDD+ benefits to accrue to areas and stakeholders that currently have insecure tenure. Safeguards may be needed to ensure that such reforms are not orientated towards benefitting elites and REDD+ may need to be developed with a specific 'pro-poor' mandate;
- Accountable and transparent financial systems need to be developed for benefit sharing, including processes for conflict resolution;
- Guidelines for negotiating participatory forest

management approaches need to be developed and support is required to implement such guidelines properly;

- Voluntary approaches to REDD+ should be tested alongside government initiated pilots, as these offer a different model for implementing REDD+;
- Cross-sector coordination will need to be enhanced, with financial support from REDD+ used to support policy changes in much broader areas than those typically under the jurisdiction of forestry departments.

REDD+ in Uganda: Are existing approaches to benefit sharing up to the challenge?

The way in which benefits (and costs) are shared is likely to be a key factor in developing REDD+ systems that are sustainable in the long term. It is frequently argued that ensuring benefits reach those actors most affected by REDD+ policies, such as the forest dependent poor, is the only way to ensure that forests are effectively protected. Examples of the benefits associated with REDD+ could include direct payments for the carbon stored in trees, indirect income from employment, or non-monetary benefits such as infrastructure investments or improved local environmental quality. In this article, we take a brief look at the REDD+ process in Uganda and draw insights from existing systems of benefit sharing, in order to understand more about benefit sharing systems in REDD+.

TIMBER PROCESSING IN UGANDA

National REDD+ development: picking up speed

It is early days for REDD+ in Uganda. A Readiness Plan Idea Note (R-PIN) has been developed as part of the World Bank's support through its Forest Carbon Partnership Facility (FCPF). It forms the initial basis for a more detailed plan that will include a plan for providing incentives that enhance forest conservation and address deforestation drivers; regulatory and institutional frameworks; and monitoring systems. REDD+ will be spearheaded by the Ministry of Water and Environment, related aspects will be undertaken by the Forestry Support Department and the implementation and reporting of REDD+ will be headed by the National Forestry Authority. The process will involve the establishment of a multi-stakeholder coordinator of REDD+ comprised of the heads of REDD+ institutions and representatives of civil society, private and donor organizations. The National Forestry Authority (NFA) will provide the secretariat for the coordination Group and will lead the preparation process of REDD+ strategy. The REDD+ strategy will then be part of the National Forest Plan and will be an appendage to it after formal approval by the Minister of Water and Environment. The budgetary component of the implementation of the REDD+ strategy shall be approved by the Ministry of Finance and Economic Planning.

Current discussions are focusing on options for implementing REDD+ in the Albertine Rift, Montane Forests, Lowland Rainforests, Lake Victoria Mosaics, and some national parks such as Mt. Elgon National park, Kibaale national park and the cattle corridor. In these areas the rate of deforestation and forest degradation is high.

Deforestation and degradation have a range of drivers in Uganda, including agricultural expansion, fuel wood, grazing, harvesting timber trees and fires. Underlying causes include population increases, poverty, lack of enforcement, poorly defined or undefined rights, conflict, politics, commercial motives, and inadequate awareness of government policy and law on forests. If REDD+ is implemented, it would need to find ways to address these drivers. REDD+ funds could be used to finance a multitude of different policies and measures, such as:

- Forest protection policies: improved enforcement of protected areas; expansion and better implementation of participatory forest management;
- Land reform processes: for example, tenure reform surrounding the issue of landlords and tenant farmers;
- Strengthened implementation of agricultural policies that help to relieve pressures related to agricultural expansion;
- Strengthening energy policies to decrease use of forest resources for energy production.

Which of these is most appropriate will depend on their potential effectiveness, costs and their knock on effects, for example in terms of equity. Under a national approach to REDD+, funding provided to the government would likely be channeled through existing institutions and approaches for managing different types of land. The three main types of land in Uganda that have been designated since forest reforms began in the 1990s are:

- National Parks and Wildlife Reserves, managed by the Uganda Wildlife Authority (UWA)
- Central Forest Reserves, managed by the National Forest Authority (NFA)
- District Forest Reserves, managed by the District Forest Authorities (DFOs)

In terms of land ownership, the majority (70%) of the forest area is on private land. The remainder is held in trust by government for the citizens of Uganda, 15% in Central Forest Reserves and 15% in National Parks and Wildlife Reserves. The districts in conjunction with the National Forestry Officers manage a small area (5000 ha) of Local Forest Reserves.

Benefit sharing systems targeted on local communities have been developed in connection with all of these types of land, and it is likely that they will be used in the implementation of REDD+, if it becomes a reality.

Existing benefit sharing systems: a useful basis for REDD+?

One of the most likely arrangements for implementing REDD+ schemes would be to improve protection of wildlife reserves and national parks. Benefits could be shared using a similar system to that used on for wildlife reserves and national parks, managed by the Uganda Wildlife Authority (UWA). The UWA is obliged to share 20% of its park entry fees with the local governments adjacent to the forest reserves (Box 1). This obligation is based on the acknowledgement that communities on the frontline of protected areas endure a disproportionate burden of the costs associated with the conservation of protected areas.

A second approach for benefit sharing under REDD+ could be based on Collaborative Forest Management (CFM) systems that have been developed in order to enhance local community involvement in Central Forest Reserves. These could either be invoked where Central Forest Reserves, which have a significant level of natural forest, are used for REDD+ schemes, or similar arrangements could be applied to other types of land. Collaborative Forest Management guidelines already exist for National Forest Reserves, though these are not yet functioning effectively and appear

Box 1: Benefit sharing systems in Uganda's National Parks

Uganda Wildlife Authority (UWA), which is mandated to oversee all protected areas in Uganda, is obliged to share 20% of its park entry fees with the local governments adjacent to the forest reserves. The fund is first credited to the Revenue Sharing account of a specific protected area. Adjacent parishes apply for this fund through proposals submitted to UWA through district local governments. After vetting by UWA, the fund is transferred to the district account as a conditional grant. The district awards contracts for implementing the proposed activities through a tendering process. The district then transfers the balance (less the tendering costs) to the sub-county account to pay the contractors on successful implementation.

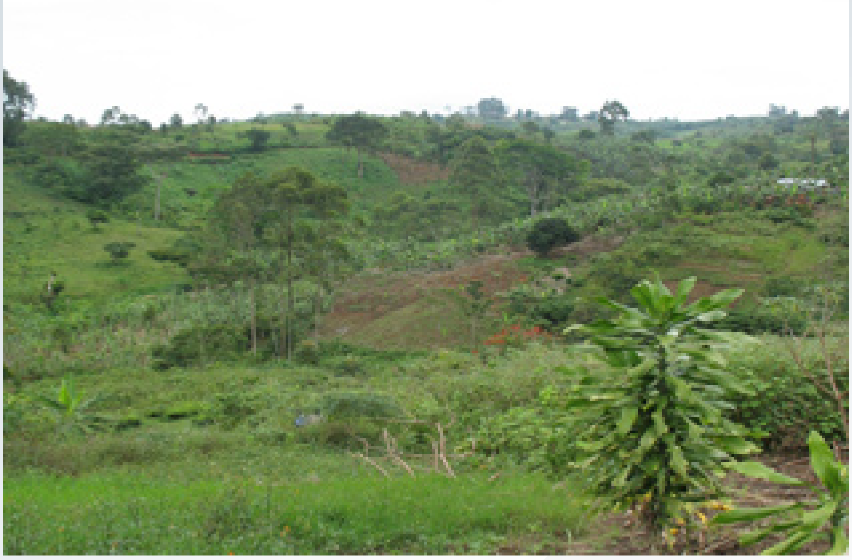
This obligation is based on the acknowledgement that communities on the frontline of protected areas endure a disproportionate burden of the costs associated with the conservation of protected areas. Revenue sharing provides an enabling environment for establishing good relations between protected areas and adjacent communities, by demonstrating the economic value of protected areas and giving a framework for collaborative management for the protected areas (UWA 2000).

However, the challenge is to realize timely, effective, efficient and equitable distribution of the benefits, particularly for communities where damage has been caused by wildlife.

to offer few benefits for the poor. This is because of political interference (e.g. conflicts of interest in the politics of land reform and use) and elite capture. Insecure land tenure is also a problem due to political differences and domination of processes by elites.

Local Payment for Environmental Service (PES) schemes involving individual farmers are a third approach that could be used to achieve REDD+ objectives. These have so far been used to support afforestation and reforestation carbon schemes, mainly on District Reserve land under private ownership. The Trees for Global Benefits and TIST projects operating in the West of the country are the main examples of such schemes and have been in operation for a number of years. Benefit sharing is based on a buyer-seller principle, in which individual farmers or small groups enter into contracts to sell carbon stored in trees planted on their land. Contracts are negotiated through intermediary NGOs, but the buyers are companies in developed countries. In exchange for regular carbon payments, farmers must maintain the trees for a long period of time (25-50 years), but they are also entitled to the benefits from selling timber and any associated non-timber forest products (of course these may be more limited in some approaches to REDD+). Existing evidence indicates that communities can benefit from these schemes, but the benefits are relatively small and it is mainly more wealthy members of communities who benefit (see Box 2). This is because of the requirements to own land and have secure tenure in order to plant trees, and the high input costs involved. PES schemes can also present risks for the poor, for example, if they act as an incentive for land concentration.

Tenure security is an issue that is likely to affect the ability of poor people to benefit from REDD+, particularly on land outside Central Forest Reserves and National Parks (where tenure is more certain). It is likely to discourage investment in PES schemes because it is impossible to secure long term protection of the land. This has been a problem in existing carbon schemes in Uganda, but also in other parts of the world. Tenure reform has


LANDSCAPE IN SW UGANDA WHERE EXISTING CARBON PROJECTS ARE OPERATING

not yet proved successful, particularly in relation to the Land Act (1998) and the formation of forest-owning community land associations. This is due to political differences and domination of processes by elites. These problems are worst in the central region where land is owned by landlords.

District Forest Officers have responsibility to manage District Forests but degradation rates are still high due to various factors. These include corruption, lack of political will and weak governance. Limited financing for programme implementation also means that it is difficult to effectively offer services for sustainable forestry management and enforce policies. Moreover, laws have achieved little in decreasing rates of deforestation and forest degradation which are often fuelled by the agricultural expansion such as through oil palm plantation development in Kalangala district.

Observations

- REDD+ could offer some financial support for implementing forest protection policies, for example through collaborative forest management

Box 2: Carbon Projects in Uganda: The International Small Group Tree Planting Program (TIST) and The Nile Basin Reforestation Project

TIST is about empowering small groups of subsistence farmers to engage in activities which accomplish local sustainable development goals. Activities include tree planting and sustainable agriculture, and working under TIST creates a structure of small groups who work together to implement this activities. TIST also expects to provide long-term revenue for the small group participants through the sale of greenhouse gas credits. Under this system farmers get paid 35 USH per tree every year, in two installments of 17.5 USH per year. Assuming a farmer plants 400 trees on 1 ha under TIST and that the TIST farmer re-negotiates their contract, after 20 and 40 years, with the same price we can calculate how much the farmer would earn. The farmer under TIST will gain 400 trees x 30 payments x 35 UGX = 420,000 UGX per ha. In addition to this, TIST provide the network of small groups and farmers also benefit from the capacity which is built from this. www.tist.org

The Nile Basin Reforestation Project in Uganda is being implemented by Uganda's National Forestry Authority (NFA) in association with local community organizations. The growing trees absorb carbon dioxide from the atmosphere, and carbon credits are purchased by the World Bank BioCarbon Fund paid to NFA and the communities. The NFA has an agreement with community groups to pay them for the carbon for trees grown on National Forest Reserve land that they manage through a Collaborative Forest Management agreement. This will amount to about 15% of the total carbon income, though this is dependent on the trees being maintained on the land. The issues that arise in these benefit sharing arrangements are that carbon benefits only go to a limited number of community members involved in the community association, so access depends on meeting criteria to join the association, and there is little understanding about the scale of benefits among the community association, which could result in risks for them and the NFA as the project progresses. See http://wbcarbonfinance.org for information on the project and http://www.odi.org.uk/ccef/projects/s0185_ff_carbon_offsets.htm for a forthcoming review of the project.

approaches. It could also offer direct financial and non-financial benefits for communities, in a similar way to existing carbon projects in the country;

- The opportunities for poorer people and communities may be limited, because they often have less secure land and tree tenure and are victims of elite capture in the implementation of policies such as PFM and PES. Slow progress on reform processes such as the Land Act (1998) means that large areas of the country may be infeasible for REDD+ implementation. These issues have affected many existing carbon projects in Uganda;
- Better guidelines need to be developed for benefit sharing systems at local levels and significant REDD+ finance will be needed to broker and implement effective agreements. Existing guidelines (e.g. for PFM) appear to be inadequate to safeguard the interests of communities;
- Information is still lacking at local levels, which makes it difficult for communities to negotiate equitable agreements with government and the private sector;
- REDD+ may act as a perverse incentive surrounding land reform processes if the benefits are perceived to be large by those who hold the power.

List of resources and ongoing projects

- Uganda Carbon Bureau – a useful source of information on carbon projects in the region and developing its own REDD+ project. www.ugandacarbon.org
- Katoomba Group Incubator – carrying out background research on potential areas for REDD+ implementation. www.katoombagroup.org
- Katoomba Group REDD+ Opportunities Scoping Exercise: http://www.katoombagroup.org/documents/events/event31/REDD+OpportunityScopingExercise-Uganda.pdf
- The International Small Groups Tree Planting Project. www.tist.org
- Trees for Global Benefit. www.planvivo.org
- Nile Basin Reforestation Project. http://wbcarbonfinance.org/Router.cfm?Page=BioCF
- Uganda R-PIN: http://www.forestcarbonpartnership.org/fcp/sites/forestcarbonpartnership.org/files/Documents/PDF/Uganda_R-PIN_07-31-08_updated.pdf

Racing ahead with REDD+ in Tanzania

REDD+ is well underway in Tanzania. Assisted with about US$90 million from the Norwegian government, the Tanzanian government is forging ahead with the development of a national strategy and action plan, as well as institutions that will enable it to implement a national REDD+ scheme. These include proposals for a new Trust Fund for REDD+, a semi-autonomous National Carbon Monitoring Centre (NCMC) and new integrated methods to quantify 'co-benefits'. Two major pilot projects have also been established. All of these processes are overseen by a National Climate Change Steering Committee, which includes a REDD+ Working Group. The Forestry and Beekeeping Division will play a major role in REDD+ implementation.

Tanzania sees a strong alignment between REDD+ and national development goals, including poverty reduction. The emphasis is on developing an inclusive approach to REDD+ that takes into account national circumstances in terms of scope of emissions sources included, baseline setting and capacity to monitor, report and verify. Market systems will be a key part of strategies to finance REDD+, but these will need to be complemented by other sources of financing (e.g. from international donors), particularly in the short term.

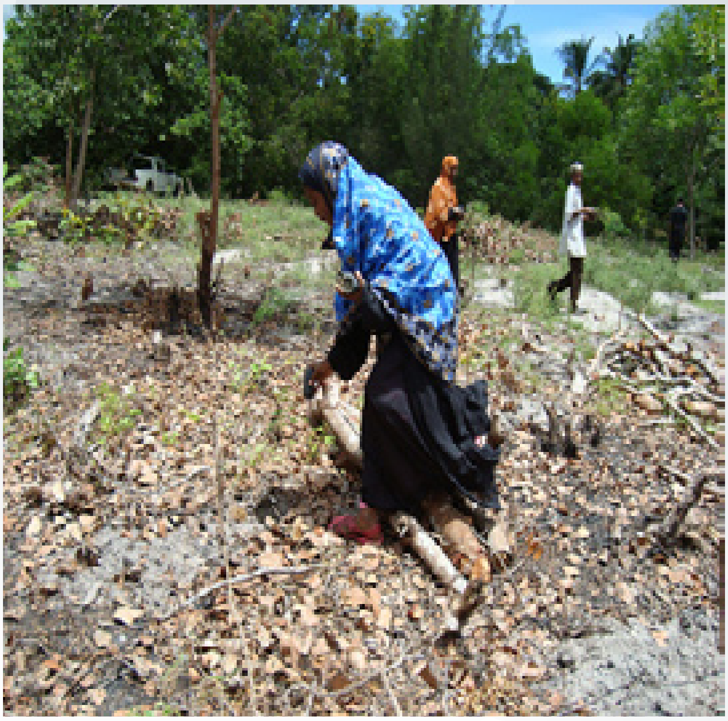
It is estimated that deforestation is occurring at a rate of around 412,000Ha per annum, which is taking place mainly on 'General Lands' (lands that have not been classified as either Reserve Land or Village Land). The rate is variable across different forest categories with coastal forests under particularly high pressure from illegal logging, charcoal production and agriculture and the Eastern Arc Mountain forests under high pressure from fire, encroachment, illegal logging and slash and burn farming.

The current REDD+ strategy emphasizes Participatory Forest Management (PFM) approaches as one of the main ways to address these drivers through REDD+. REDD+ funding would be used to speed up the rate at which the area of land under PFM is increased. In order to address the drivers of deforestation and degradation, REDD+ strategies could be applied in a range of different ways. This bulletin takes a closer look at the options for implementing REDD+ in Tanzania, and the issues that may emerge for poor communities.

What could REDD+ look like in Tanzania?

The way REDD+ is implemented in Tanzania (as in other countries) will depend on a number of key factors:

- The drivers of deforestation that need to be addressed and the severity of these drivers. This will affect whether REDD+ projects and programmes are additional to what would happen without them;
- The carbon stocks of the forests in question, which will affect the potential benefits that can be claimed (because the more carbon conserved the higher the benefits);
- The opportunity costs of stopping deforestation (e.g. it may not be possible for the income from REDD+ to compete with income from biofuels);
- The type of land tenure in the areas where REDD+ may be implemented - there are three main types of tenure: general land, village land and reserve land. These will affect the potential for REDD+ investments (insecure tenure may make it difficult to establish REDD+), management responsibilities and who is entitled to the benefits of REDD+;
- The management regime - there are three main types of management regime: Joint Forest Management (JFM); Community Based Forest Management (CBFM); and Wildlife Management Areas. These will affect who will be responsible for implementing REDD+ and how benefits are shared.



COMMUNITY TREE PLANTING. SOURCE: FLICKR

So how would REDD+ actually work? Under current proposals (which may change significantly over the next year), the likelihood is that with initial support from the international community, the government will implement certain strategies aimed at reducing deforestation and degradation rates. The government will receive finance from the international community based on how much these rates (and the associated carbon emissions) are reduced. They will then transfer this funding into policy reforms and possibly also channel direct benefits (e.g. payments or infrastructure improvements) to those who have lost out by stopping existing activities. There are few existing systems for channeling funds, except for fund transfer between different levels of government. Accountability and transparency are also low – these are issues that will need to be addressed through the proposed REDD+ Trust Fund.

A few promising approaches to REDD+ that could be applied in Tanzania have been identified so far (Katoomba Group 2009):

- Expanding/Improving Community Based Forest Management (CBFM) in miombo and coastal forests;
- Expanding/Improving Customary CBFM in acacia savanna woodlands;
- Expanding/Improving Wildlife Management Areas (WMA) in miombo and acacia savanna woodlands;
- Expanding/Improving and better implementing Joint Forest Management (JFM) in Eastern Arc or other montane catchment forests;
- Expanding Forest Nature Reserves in the Eastern Arc or other montane catchment forests.

The exact details of how REDD+ might work are yet to be worked out, and they will also depend on agreements about REDD+ at the international level. However, some pilot approaches are being supported (see Box 3).

What are the key issues for poor communities?

REDD+ raises many questions for poor communities about the expected benefits and risks. These will change depending on the type of approach used and the existing land uses that poor communities are involved with. The opportunities and risks of different arrangements are summarized in table 1. CBFM arrangements are considered to offer small benefits for communities due to strengthened resource security, but there are still problems with benefit distribution within communities, with the poorest rarely benefitting much and possibly the gap between rich and poor increasing (e.g.

Box 3: Tanzania Forest Conservation Group project 'Making REDD+ and the Carbon Market work for Communities and Forest Conservation in Tanzania'.

The project aims to reduce greenhouse gas emissions from deforestation and degradation in Tanzania in ways that provide direct and equitable incentives to communities to conserve and manage forests sustainably. The project will achieve this by supporting the development of a Community Carbon Cooperative hosted within the existing Network of Tanzanian communities engaged in participatory forest management. The Cooperative will aggregate voluntary emission reductions from its members and market them according to internationally recognised standards (TFCG 2009).

Project funds and carbon market revenue will be channeled directly to the communities on a results basis, thereby maximising incentives to maintain forest cover and reduce deforestation. As an additional incentive for reducing emissions, 8 % of the project budget will only be disbursed upon demonstrating direct REDD+ results; in total, 18% of the project's financial disbursements will be paid to communities linked to results-based performance. The project includes an evaluation and communication component designed to capture the lessons learnt in order to inform project implementation and share them with the national and international community including sharing lessons learnt during project inception at the UNFCCC meeting in Copenhagen. The project also focuses on building in-country capacity with regards to REDD+ at both local and national governmental levels. This is linked with a strategic advocacy component aimed at forging a smooth path for REDD+ in Tanzania by engaging in the formulation of REDD+ frameworks and processes at national and international level (TFCG 2009).

Table 1: Possible options for REDD+ implementation in Tanzania and their opportunities and risks for the poor based on existing experience

Tenure/management regime	Opportunities	Risks
Community Based Forest Management (CBFM) in miombo and coastal forests	• Clear legal framework • Forest tree tenure and carbon rights are clear • Elected village bodies manage CBFM	• Elite capture can occur in elected bodies
Customary CBFM in acacia savanna woodlands	• Well established benefit sharing and governance systems	• At risk from encroachers and migrants and other external pressures • Not secure enough for carbon investment • Disaggregated so high costs of implementation
Wildlife Management Areas (WMA) in miombo and acacia savanna woodlands	• Occur in areas with high tree cover, large land areas and high poverty (meaning benefits for poor may be high)	• Two different management bodies at village level and ecosystem level could result in conflict
Joint Forest Management (JFM) in Eastern Arc or other montane catchment forests	• High carbon value forests	• Limited harvesting allowed so few benefits • Benefit sharing not specified in Joint Management Agreements, so risk that government could capture carbon benefits
Forest Nature Reserves in the Eastern Arc or other montane catchment forests	• Potential for innovative benefit sharing (e.g. butterfly farming) • Revenue sharing could be established with local managers	• Strict protection regimes mean opportunities for participation are limited • Revenues go to government

Based on material in Katoomba Group ROSE report (2009)

Vyamana 2009; Schreckenberg and Luttrell 2009). In order to ensure that REDD+ offers benefits for the poor, it may be necessary to design benefit sharing arrangement that are explicitly targeted at such individuals and groups.

The lack of capacity of communities to enforce rights even where they are clearly laid out in the law is another problem that will need to be overcome in REDD+ implementation using any of the options described here. Conflicts between different types of management authority (e.g. state bodies and community bodies) occur in existing approaches and will also have to be overcome in REDD+.

One of the biggest concerns in Tanzania is the high level of 'General Land' (about 50% of forests). As most villages are not yet registered, their lands can be defined as General Land, and they may be under particular threat in REDD+ schemes. This is because there are concerns that 'surplus' forested land will increase in value and could be purchased by investors. Some NGOs have reported that similar investment interests (e.g. in biofuels) have resulted in villages losing access to lands that provide vital resources.

Another concern is that REDD+ will act as a perverse incentive for the government to accelerate the pace at which land demarcation occurs. This could lead to land grabbing where local communities could lose their land rights in areas such as General Land where rights are not clearly defined. Without adequate accountability frameworks elites could end up allocating themselves large areas of land in order to benefir from carbon revenues. This issue is further complicated by the fact that there are often disputes between local government and villages relating to the land allocation process, partly due to relatively informal legislative guidelines on how they should be carried out.

It is possible that since there is already JFM and CBFM, the carbon associated with REDD+ will be owned by the Government under JFM and by the communities through CBFM. This could have implications for how/whether benefits will reach local communities. It also leaves a gap for the role of private investors and may restrict private sector participation in REDD+, possibly affecting the overall benefits that the country and poor communities might receive.

An issue that appears to receive less attention at the moment in Tanzania surrounds the broader policies that may be implemented for achieving REDD+. For example, changes to energy or agricultural policies could be implemented which would have an impact on forest resources. Different stakeholders will be subject to the opportunities and risks associated with these options. Clearly, such issues need to be better understood.

Making REDD+ work for poor people in Tanzania

- For REDD+ to work for poor people in Tanzania it is likely that a 'pro-poor' approach will be needed, where the poorest people are explicitly targeted in benefit sharing systems for REDD+;
- Accountability and transparency systems need to be built into funding programmes at all levels;
- There will be a need to clarify benefit sharing arrangements especially for land types that are co-managed, and where rights to carbon are not clearly defined (e.g. JFM);
- REDD+ may bring new opportunities for expanded PFM systems, but in changing the value of certain types of land, there could be perverse incentives during the process of land allocation where land tenure is unclear. These will need to be handled very carefully as REDD+ develops;
- Further clarification is needed over the role that the private sector could play in the development of REDD+ and the benefits/risks this could bring.

List of resources and ongoing projects

- United Republic of Tanzania (2009) National Framework for Reduced Emissions from Deforestation and Forest Degradation (REDD+). Available at: www.REDDtz.org
- TFCG (2009) 'Making REDD+ and the Carbon Market work for Communities and Forest Conservation in Tanzania', https://www.tfcg.org/
- UN-REDD (2009) UN-REDD programme in Tanzania. www.unredd.net
- Katoomba Group (2009) 'REDD+ opportunities scoping report (ROSE)'. Available at: http://www.katoombagroup.org

About REDD-net

REDD-net is an international knowledge forum for southern civil society organizations through which they can access information about efforts to Reduce Emissions from Deforestation and forest Degradation, share their own experiences and help to build pro-poor REDD projects and policies. REDD-net is a partnership between Centro Agrononómico Tropical de Investigación y Enseñanza (CATIE), the Overseas Development Institute, RECOFTC – The Center for People and Forests and Uganda Coalition for Sustainable Development. REDD-net is funded by Norad and the World Bank.

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