



Plurinational State of Bolivia

**The Joint Mitigation and  
Adaptation Mechanism for the  
Integral and Sustainable  
Management of Forests (JMA)**



Plurinational State of Bolivia



Non-market based approaches in the context of policy approaches and positive incentives on issues relating to reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries

## **The Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests (JMA)**

December 2014

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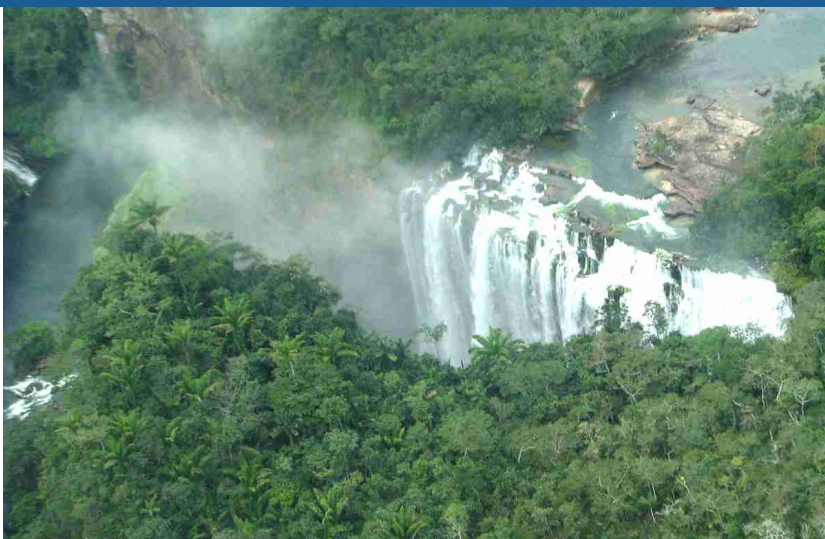
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# Background

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## Background

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Following the mandate of the World Conference on the "Rights of People and Mother Earth" held in Tiquipaya, Bolivia in April 2010, the Plurinational State of Bolivia has questioned the implementation of REDD+ market-based schemes as part of the Green Economy, which is oriented to convert the components of Mother Earth into commodities. The Plurinational State of Bolivia questions the linking of forests to global carbon markets for ethical reasons since this authorizes the effective conversion of Mother Earth, considered sacred by Bolivian society, into a commercial commodity, thus allowing the transfer of responsibilities for mitigation of climate change from developed to developing countries, fostering the latter to continue subsidizing the former. In addition, these arrangements, mediated by the market, may lead to the loss of sovereignty by States and people with regard to the use and management of their natural resources.

The Rio+20 outcome document "The Future we Want" of the Conference of Sustainable Development provides further justification for the development of different approaches under the United Nations Framework Convention on Climate Change (UNFCCC). Therefore, in the context of the policy approaches for deforestation and forest degradation, it is necessary to set out in a coherent way the different approaches and visions of the different countries. In the context of what has been agreed at the Rio+20 outcome document, it is necessary to



move forward with the development of a range of different approaches considering joint mitigation and adaptation in the context of non-market based approaches, taking fully into account the integral and sustainable management of forests.

Therefore, it is important in the context of the UNFCCC to constitute the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests, to foster the role of forests in mitigation and adaptation to climate change, advancing also on an additional agreement of the Outcome Document of Rio +20 which calls for the urgent implementation of the "non-legally binding instrument on all forest types" which is focused on implementing actions for the sustainable forest management.

**"The future we want"**  
**Conference of Sustainable Development of Rio+20**

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

Beyond ethical considerations, there are important reasons that justify the establishment of non-market compensatory approaches. Such approaches should strengthen the integral and sustainable management of forest resources as a basis for enhancing mitigation and adaptation co-benefits to climate change, while considering explicitly the multiple benefits of forests, biodiversity concerns, and social and economic issues into the contributions of forests to coping with climate change.

This approach should thereby enhance local and national forest governance, in the context of the systems of life of Mother Earth, as a way of improving people's livelihoods, based on climate friendly and resilient economic development, while ensuring sustained reduction of carbon emissions (mitigation) and moderating the adverse effects of climate change through a range of actions targeted at the vulnerable systems of life and peoples (adaptation). This means developing mitigation and adaptation measures while explicitly considering the goals of socio-economic development and environmental concerns.

In this context the proposal entitled "Sustainable Life of Forests" was presented by the Plurinational State of Bolivia at the Conference of Parties (COP17) in





Durban-South Africa and adopted as paragraph 67 of the decision 2/CP.17 supported by an important number of countries. This proposal called in Durban (COP17) as "joint mitigation and adaptation for the integral and sustainable management of forests" was moved to the SBSTA in Doha (COP18); then, the session thirty-eight of SBSTA decided to advance the methodological design of non-market based approaches, considering that these are important to support the implementation of the activities referred to in decision 1/CP.16, paragraph 70.

### **UNFCCC decision 2/CP.17(Durban, December 2011)**

67. Notes that non market based approaches, such as joint mitigation and adaptation approaches for the integral and sustainable management of forests as a non-market alternative that supports and strengthens governance, the application of safeguards as referred to in decision 1/CP.16, appendix I, paragraph 2(c-e), and the multiple functions of forests, could be developed;

### **UNFCCC decision 1/CP.18 (Doha, December 2012)**

39. Requests the Subsidiary Body for Scientific and Technological Advice, at its thirty- eighth session, to consider how non-market-based approaches, such as joint mitigation and adaptation approaches for the integral and sustainable management of forests, as referred to in decision 2/CP.17, paragraph 67, could be developed to support the implementation of the activities referred to in decision 1/CP.16, paragraph 70, and to report on this matter to the Conference of the Parties at its nineteenth session;

### **Thirty-eighth session of the SBSTA(Bonn, June 2013)**

14. The SBSTA noted that non-market-based approaches, such as joint mitigation and adaptation approaches for the integral and sustainable management of forests, as referred to in decision 2/CP.17, paragraph 67, are important to support the implementation of the activities referred to in decision 1/CP.16, paragraph 70.

15. The SBSTA further noted the need for clarity on types of non-market-based approaches related to the implementation of the activities referred



to in decision 1/CP.16, paragraph 70, and whether further methodological work could be needed. It took note of the relationship between this issue and the provision of adequate and predictable support, including financial resources.

16. The SBSTA invited Parties and admitted observer organizations to submit to the secretariat, by 26 March 2014, their views on methodological guidance for non-market-based approaches. It requested the secretariat to compile the submissions into a miscellaneous document for consideration at SBSTA 40 (June 2014).

The COP19 held in Warsaw, Poland has recognized both the approaches that are results-based payments (such as those of REDD +) and "alternative approaches" that are non-result-based payments such as joint mitigation and adaptation approaches for the integral and sustainable management of forests. This is visible in the decision on the financial aspects which recognizes the need to finance a variety of public and private, bilateral and multilateral resources for "alternative approaches" such as those focus on mitigation and adaptation for the integral and sustainable management of forest.

Also, it has been asked to the "Standing Committee on Finance" of the Convention incorporates in its work to consider actions to finance not only results-based payments but also financing for forests based on alternative approaches, such as joint mitigation and adaptation approaches.

### **UNFCCC decision 9/CP.19 (Warsaw, November 2013)**

(...) 8. Encourages entities financing the activities referred to in decision 1/CP.16, paragraph 70, through the wide variety of sources referred to in decision 2/CP.17, paragraph 65, to continue to provide financial resources to alternative policy approaches, such as joint mitigation and adaptation approaches for the integral and sustainable management of forests; (9.CP/19).

(...) 20. Also requests the Standing Committee on Finance, noting the urgencies of these issues, and the request to the Standing Committee on Finance to consider, in its work on coherence and coordination, inter alia, the issue of financing for forests, taking into account different policy approaches, to focus its soonest possible forum on issues related to finance





for forests, including the implementation of the activities referred to in decision 1/CP.16, paragraph 70, inter alia:

- (a) Ways and means to transfer payments for results-based actions as referred to in decision 1/CP.18, paragraph 29;
- (b) The provision of financial resources for alternative approaches; (9.CP/19).

Regarding institutional aspects, in the context of the establishment of national institutions recognized by the Convention to act as focal point of countries in the working group on reducing deforestation and forest degradation, it was decided to set out specific national entities national including those related to joint mitigation and adaptation approaches.

As part of the international functions of national institutions it has been incorporated the exchange of information regarding the development of joint mitigation and adaptation approaches for the integral and sustainable management of forests.

### UNFCCC decision 10/CP.19 (Warsaw, November 2013)

(...) 1. Invites interested Parties to designate, in accordance with national circumstances and the principles of sovereignty, a national entity or focal point to serve as a liaison with the secretariat and the relevant bodies under the Convention, as appropriate, on the coordination of support for the full implementation of activities and elements referred to in decision 1/CP.16, paragraphs 70, 71 and 73, including different policy approaches, such as joint mitigation and adaptation, and to inform the secretariat accordingly; (10.CP/19).

(...) 3. Recognizes that in order to address issues related to the coordination of support for the implementation of the activities and elements referred to in decision 1/CP.16, paragraphs 70, 71 and 73, needs and functions were identified:

... (g) Exchange information on the development of different approaches, including joint mitigation and adaptation approaches for the integral and sustainable management of forests; (10.CP/19).



This proposal filled a large gap in the international negotiations on climate change since only mitigation and the development of global carbon markets constituted the primary focus of the Working Group 1(b)(iii) on "Policy approaches and positive incentives on issues relating to reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest Carbon stocks in developing countries".

There are also a number of decisions of other United Nations multilateral scenarios where there has been progress in the consideration of the Bolivian proposal of joint mitigation and adaptation approaches. The most important is the United Nations Forest on Forum (UNFF) of the Economic and Social Council. The tenth UNFF Forum held in Turkey in April 2013 decided to support this proposal with the following decisions.

#### **United Nations Forum on Forests 10th (Turkey, April 2013)**

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

(...) 18.d) To promote the development of both market and non-market-based approaches to address sustainable forest management in a holistic, comprehensive and integrated manner to guide humanity towards living in harmony with nature". (ECOSOC, 2014).

Also, at the COP12 of the Convention on Biological Diversity (CBD) held at Pyong Chang-Korea (October, 2014) in the agenda item related to biodiversity and climate change and disaster risk reduction, it has developed a recognition of the outcomes related to the UNFCCC negotiation process underscoring the recognition of joint mitigation and adaptation approaches for the achievement of the Aichi Biodiversity Targets.



(...) (e) To compile information on experiences, lessons learned and best practices on the contribution of the activities referred to in paragraph 70 of decision 1/CP.16 of the UNFCCC towards achieving the objectives of the Convention and the Strategic Plan for Biodiversity 2011-2020 and to share this information with Parties, the United Nations Framework Convention on Climate Change and other relevant processes and organizations;

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# The need for joint mitigation and adaptation approaches

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## The need for joint mitigation and adaptation approaches

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It is important to highlight the impacts of climate change on forests. As stated in the IPCC 4AR , forest ecosystems have long been subjected to many human-induced pressures and climate change constitutes a new and additional pressure that could change or endanger these ecosystems. The report highlights the potential impacts of climate change on forest ecosystems and new findings indicate that negative climate change impacts may be stronger than previously projected, particularly in South America.

Although, it is widely recognized that forests have a dual role in mitigation and adaptation to climate change, there is limited literature on forest adaptation and only recently has the UNFCCC agreed to consider ecosystem adaptation and forestry in the context of the Subsidiary Body for Scientific and Technological Advise (SBSTA).

The AR5 Report of Climate Change 2014: Impacts, Adaptation and Vulnerability (Summary for Policy Makers, Working Group II) strengthens the Bolivian proposal of the joint mitigation and adaptation approach for the integral and sustainable management of forests. The main recommendations of this report in relation to this approach are the following:



1. Climate-resilient pathways are sustainable-development trajectories that combine adaptation and mitigation to reduce climate change and its impacts. Transformations in economic, social, technological, and political decisions and actions can enable climate-resilient pathways. At the national level, transformation is considered most effective when it reflects a country's own visions and approaches to achieving sustainable development in accordance with their national circumstances and priorities (pág. 28 and 29).
2. Significant co-benefits, synergies, and tradeoffs exist between mitigation and adaptation and among different adaptation responses; interactions occur both within and across region. Increasing efforts to mitigate and adapt to climate change imply an increasing complexity of interactions, particularly at the intersections among water, energy, land use, and biodiversity, but tools to understand and manage these interactions remain limited. Examples of actions with co-benefits include sustainable forestry (pág. 28).
3. Adaptation planning and implementation at all levels of governance are contingent on societal values, objectives, and risk perceptions. Recognition of diverse interests, circumstances, social-cultural contexts, and expectations can benefit decision making processes. Indigenous, local, and traditional knowledge systems and practices, including indigenous peoples' holistic view of community and environment, are a major resource for adapting to climate change, but these have not been used consistently in existing adaptation efforts. Integrating such forms of knowledge with existing practices increases the effectiveness of adaptation (pág. 25).

Therefore, the proposed joint mitigation and adaptation approach that is based on the holistic view of forests and in the holistic vision of indigenous peoples on forests, as well as in the synergies of mitigation and adaptation through the sustainable forest management, effectively articulating mitigation, adaptation and sustainable development for poverty reduction are principal conclusions of the IPCC, which should guide the strengthening of the joint mitigation and adaptation approach in the context of the UNFCCC.

Moreover, the AR5 Report of Climate Change: Mitigation of Climate Change (Summary for Policy Makers, Working Group III) also strengthens the Bolivian proposal through the following statements:





- The most cost-effective mitigation options in forestry are afforestation, sustainable forest management and reducing deforestation, with large differences in their relative importance across regions (pag. 25).
- Policies governing agricultural practices and forest conservation and management are more effective when involving both mitigation and adaptation (pág. 26).
- At the national level, change is considered most effective when it reflects country and local visions and approaches to achieving sustainable development according to national circumstances and priorities (footnote. pág. 13).

Consequently a Joint Mitigation and Adaptation Mechanism is needed in order to promote the establishment of non-market based approaches such as joint mitigation and adaptation approaches for the integral and sustainable management of forests.

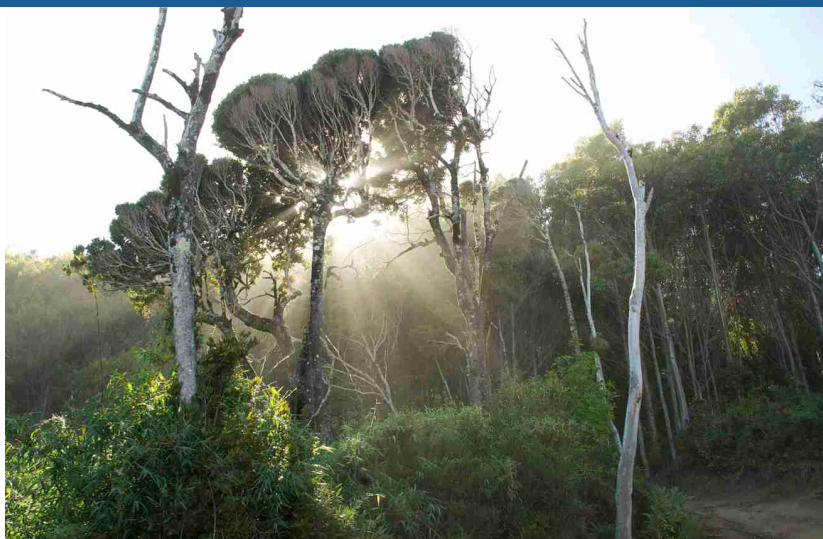


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# The development of different approaches in the context of the UNFCCC decision 2/CP.17

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## The development of different approaches in the context of the UNFCCC decision 2/CP.17

In the following discussions of the Working Group 1(b)(iii) of the UNFCCC it is important to consider the following rationale:

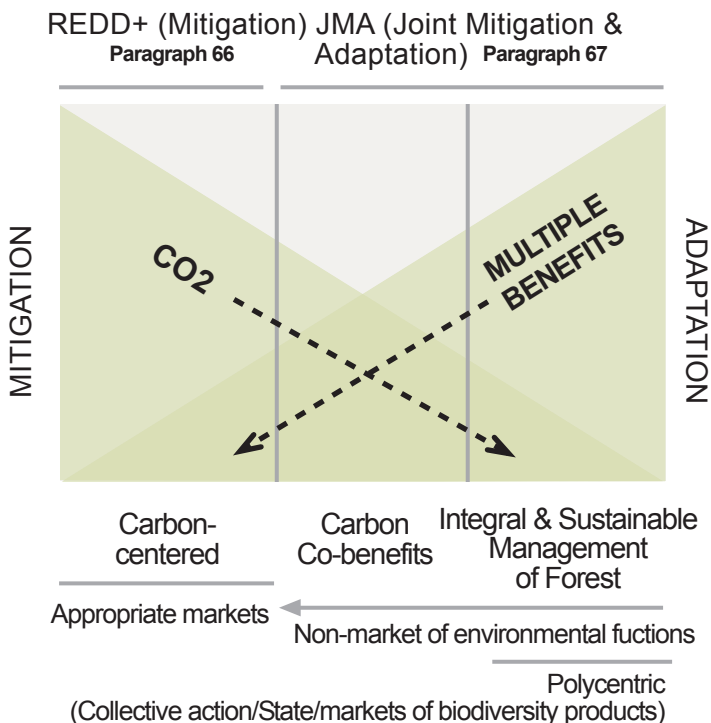
1. The mitigation approach is based on the identification of a unit of transaction: units of CO<sub>2</sub> (REDD+ units), thereby promoting only the measurement of carbon (or additional carbon related co-benefits). This structure is entirely based on the market rationale (business and contractual models), linked to either private or public funding.
2. In the context of mitigation and adaptation to climate change, in order to promote public funding for forests, it is then necessary to fully develop a non-market based approach, which is based neither on business and contractual models nor units of transaction but in sustained actions at different levels for improving sustainable forest governance. Considering that the conservation of biodiversity and environmental management are concerns of wider public interest largely under governmental domain in protected areas and the collective property of indigenous people and local populations, it is important that the role of the State (the public) and of the collective action of indigenous people and local populations should be fully recognized as crucial in ensuring forest mitigation and adaptation to climate change.



3. At the core of the joint mitigation and adaptation approaches is the issue of the development of the framework related to the integral and sustainable management of forests and systems of life of Mother Earth. The understanding of the issue of adaptation vis-a-vis mitigation is critical in order to integrate the consideration of the multiple functions and benefits of forests into the climate change scenario, considered as one of the components of the systems of life of Mother Earth.

Therefore, in order to move forward on the topics addressed at the UNFCCC Working Group 1(b)(iii) it is necessary to promote the full development of the Joint Mitigation and Adaptation Mechanism as a non-market alternative considering the full integration of the multiple benefits of forests into mitigation and adaptation to climate change. The position of Bolivia on the way to comprehensively integrate these different approaches is presented in the figure below.

**Figure 1**  
**Forest Mitigation and Adaptation Approaches**



Therefore, there are at least three approaches that should be considered in the establishment of the policy approaches and positive incentives in the context of the Working Group 1(b)(iii) at the COP18 in Doha.

- i) The conventional REDD+ carbon-centered approach based on regulated and appropriate market arrangements (private or public transfers).
- ii) Carbon co-benefits based mainly on non-market based approaches, where the issue of carbon is still relatively important.
- iii) The joint mitigation and adaptation approach for the integral and sustainable management of forests, where carbon has less weight with respect to the multiple benefits of forests and greater linkages with biodiversity concerns and the achievement of the multiple benefits of forests and systems of life of Mother Earth.



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# The Joint Mitigation and Adaptation Mechanism as a non-market based approach

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## The Joint Mitigation and Adaptation Mechanism as a non-market based approach

The Joint Mitigation and Adaptation Mechanism (hereinafter called as JMA) is designed to effectively advance non-market based approaches considering mitigation and adaptation co-benefits to climate change through the integral and sustainable management of forests and systems of life of Mother Earth; considering that this has a direct impact on the processes and actions of mitigating and adapting to climate change which must be understood as two inseparable and indissoluble aspects. That is:

- At the core of the integral and sustainable management of forests are the following issues: strengthening of forest governance; developing integrated management of systems of life (earth, water, forests and biodiversity), sustainable use of forest, agriculture and livestock productive systems; and improving local people's livelihoods.
- The actions following the integral and sustainable management of forests create the best conditions to minimize the risk and vulnerability of ecosystems and of local populations to climate change and take advantage of opportunities with important implications for adaptation.
- Also, the intervention in the integral and sustainable management of forests is oriented to maintain the environmental functions of forests including mitigation, but this can only be generated as a sustainable process of climate change mitigation through the adaptation of forests and people living in forests.



- Also, it is considered that adaptation practices could be incorporated synergistically in most mitigation projects in the forestry sector. The IPCC has suggested that several principles can be defined and applied to prioritize mitigation activities that help to reduce pressure on natural resources, for example the careful consideration of vulnerability to climate change as a risk to be analyzed in mitigation activities; prioritizing mitigation activities that enhance local adaptive capacity, and promoting sustainable livelihoods of local populations.
- Therefore, mitigation and adaptation are integrated efforts resulting from the strengthening of the integral and sustainable management of forests. The IPCC also indicated that the complementarity between many of the options for adaptation and mitigation, and that the further exploitation and promotion of synergies between mitigation and adaptation, could also advance sustainable development,

The overriding priority of this approach is to achieve sustainable development and eliminate poverty. In this context, actions that generate adaptation and mitigation co-benefits should be sought to reduce deforestation, halt the loss of forest biodiversity, maintain environmental functions, reduce land and resource degradation, and facilitate the transition to better land use through the development of more sustainable production systems and contribute to climate change mitigation and adaptation of ecosystems and people.

The Joint Mitigation and Adaptation Mechanism for the integral and sustainable management of forests should be based on the following foundations:

- Reinforces the principle that environmental functions of the forests must not be converted into commodities and the understanding that forests are much more than mere reservoirs of carbon, since they are living systems of Mother Earth.
- Recognizes and supports the efforts of indigenous and local populations' collective action to strengthen local institutions regarding integral and sustainable management of forests and forest landscapes.
- Strengthens local resource uses and production practices of local and indigenous people oriented to the conservation and integral and sustainable management of forests and forest landscapes, including use of land, water and biodiversity.



- Contributes to tackle the contextual conditions and the underlying causes of deforestation and forest degradation taking into account the ecosystem approach, land-use planning, land tenure issues and improvement of autonomous forest governance at the local level.
- Promotes actions to build the resilience of socio-economic and ecological systems, including through economic diversification and sustainable management of natural resources, biodiversity conservation and the sustainable use of its components, and the enhancement of the sustainable livelihoods of local peoples.
- Develop climate change impact, vulnerability and adaptation assessments in multiple forest ecosystems including assessments of financial needs as well as economic, social and environmental assessment of adaptation options.
- Takes into account that actions for the adaptation and mitigation of forest must be based on local practices and knowledge and many forest communities and indigenous people have a detailed knowledge of their environment, and have developed strategies for adapting to perennial and longer-term climate variability.
- Mindful of the importance of these practices and knowledge, the unprecedented rates of changes may challenge this knowledge and the capacity of learning, requiring the development of new strategies and skills, and that this gap must be addressed.



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# Comparison between approaches: the Warsaw Framework for REDD+ and the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests

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# Comparison between approaches: the Warsaw Framework for REDD+ and the Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests

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The Joint Mitigation and Adaptation Mechanism for the Integral and Sustainable Management of Forests (JMA) is a simpler and comprehensive way for achieving long-term reduction of deforestation and forest degradation in developing countries in the course of the sustainable management or sustainable management of forests.

The JMA will foster achieving sustainable development pathways with lower carbon emissions in the forestry sector and ecosystems; which means that joint mitigation and adaptation outcomes to climate change are reached as a result of the support and strengthening of the sustainable management of the forests, and therefore mitigation and adaptation cannot be considered as ends by themselves but means for sustainable development.

The Warsaw Framework - REDD+ (WF-REDD+) results-based payment approach has important limitations and drawbacks in the context of the implementation of the Convention, as follows:

1. Forests have a dual role in both mitigation and adaptation, and even though there is not clear understanding yet about the linkages among these aspects, it is important that in order to be more effective both actions (mitigation and adaptation) need to be reinforced simultaneously.



2. The concept of "results-based payments" moves beyond the spirit of the Convention about financing, which clearly states that developed parties have commitments for the provision of finance to developing country parties for the achievement of their mitigation actions under the Convention. Results-based payments cannot be considered as part of the UNFCCC commitments for finance by developed countries to developing countries.
3. The results-based payment is based on a mitigation-centric approach, although forests are also strongly related to adaptation to climate change. Therefore, sticking to only a mitigation approach regarding forests undermines seriously the agenda of developing countries that give more importance to adaptation in the context of the UNFCCC. An approach linked to forest adaptation cannot be embedded in the idea of ex-post payments because adaptation requires ex-ante financial contributions. Countries cannot receive funding after being adapted to climate change but in order to facilitate adaptation to climate change.
4. Since the WF-REDD+ has been structured as an instrument for receiving payments for tons of carbon absorbed by forests, this approach paves the way for moving in the future market-based schemes, promoting the commodification of the environmental functions of Mother Earth.
5. The WF-REDD+ approach incentivizes parties' efforts for lowering deforestation and forest degradation with results-based payments and puts all the burden of forest adaptation in the countries; and even worse in peoples living in the forests. Also, results-based-payments only favors countries having larger areas of forests, while does not favor countries having smaller forests areas and mostly degraded areas.

All Parties' efforts in the discussion of WF-REDD+ cannot only be oriented to move one single approach in the context of the discussion of policy approaches for reduction of emission from deforestation and forest degradation. Since forests is the most obvious sector for developing countries for having support in adaptation to climate change, considering that forests have a dual role in both mitigation and adaptation, it is necessary than forest adaptation jointly with mitigation will also being supported with concrete and practical means for its implementation. The JMA offers an alternative to WF-REDD+ results-based





payments for developing countries having access to additional means of implementation and provision of finance for addressing forest adaptation and mitigation simultaneously through the integral and sustainable management of forests.

Achieving sustainable management of forests in forest ecosystems cannot be reached in a comprehensive way in a carbon-centric approach through results-based payments and by monitoring performance benchmarks based on forest reference levels. This effort needs for more dynamic and holistic perspectives, in the context of non-market-based approaches, such as the strengthening of the sustainable management of forests to achieve in a comprehensive way mitigation and adaptation to climate change or, in other word, integrating climate change (mitigation and adaptation) in the course of the sustainable management of forests and ecosystems. It implies at the local level that people living in the forests will get finance for strengthening sustainable management of forests whilst joint mitigation and adaptation impacts to climate change are monitored and evaluated.



**Table 1**  
**Comparison between the characteristics of WF-REDD+ and the Joint Mitigation and Adaptation approach for the integral and sustainable management of forests (JMA)**

<b>Warsaw Framework for REDD+</b>	<b>JMA</b>
<p><b>Focused on forest mitigation encompassing non-carbon benefits</b></p> <p>Focus on forest mitigation while bringing non-carbon benefits as additional. Mitigation actions could ensure sustainable management of forest.</p>	<p><b>Focused on the sustainable management of forests resulting from long-term mitigation and adaptation</b></p> <p>Only the holistic and sustainable management of forests can bring sustained and long-term impacts on mitigation and adaptation.</p>
<p><b>Carbon-centered (mitigation-centric)</b></p> <p>Only focused on mitigation to climate change (tons of carbon)</p>	<p><b>Holistic approach (mitigation and adaptation)</b></p> <p>Joint mitigation and adaptation through the integral and sustainable management of forests and recognizing the multiple functions of forests (economic, social, cultural and climate change)</p>
<p><b>Ex post results-based payments</b></p> <p>Payments according to performance benchmarks regarding forest reference levels. Measurement, Reporting and Verification (MRV) of Tons of carbon.</p>	<p><b>Needs-based approach (ex-ante sustained and long-term finance)</b></p> <p>Long-term public finance according to joint mitigation and adaptation needs.</p> <ul style="list-style-type: none"> <li>- Use of proxies for monitoring mitigation.</li> <li>- Use of standards for evaluating adaptation.</li> </ul>



The Warsaw Framework has concluded a methodology for REDD+ to be financed through a variety of funding sources which is for ex-post results-based payments. While it is true that the Warsaw Framework includes methodological guidance that can be used for non-market-based approaches, the methodology has a carbon-centric approach for results-based payments for mitigation actions with results defined as emission reduction units quantified against a baseline.

Consequently, the WF-REDD+ results-based payments methodology cannot handle the support to sustainable management of forests in a holistic perspective, including adaptation. The JMA can overcome this problem through a needs-based and ex-ante finance for sustainable management of forests with joint mitigation and adaptation outcomes. In this view, long-term mitigation can only be achieved through the holistic and sustainable management of forests that includes mitigation and adaptation.



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# The methodological framework of the Joint Mitigation and Adaptation for the Integral and Sustainable Management of Forests

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# The methodological framework of the Joint Mitigation and Adaptation for the Integral and Sustainable Management of Forests

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Joint mitigation and adaptation approaches has already been agreed in Doha (COP18) and Warsaw (COP19) decisions, in the sense that alternative policy approaches to results-based payments are needed to improve actions of developing countries to the reduction of emissions from deforestation and forest degradation in the context of non-market-based approaches. This implies developing a simpler initiative to results-based payments, which is simply to promote mitigation and adaptation in the course of the support to the sustainable management of forests. In addition, finance is needed for support people's actions in the sustainable management of forests, measuring mitigation and adaptation outcomes to climate change. This clearly ensures the sustainability of forests' mitigation and adaptation to climate change.

New methodological guidance is needed for the establishment of the JMA because of the following aspects:

1. The need to include the linkages and synergies and trade-offs to support jointly mitigation and adaptation on forests;
2. Because is effectively a non-market-based approach and it is not based in the framework of results-based actions, new framework is needed in order to promote its implementation through the full support to the integral and sustainable management of forests.



3. The need to establish a needs-based approach for financing mitigation and adaptation outcomes through the integral and sustainable management of forests.

Bolivia held an expert meeting in Cobija, Pando (April 21 and 22, 2014) in order to discuss with national and international organizations the current understandings about mitigation and adaptation, and how such knowledge can help to support the design of the JMA. Experts in the meetings shared the following aspects:

### **Context**

- Still few understanding about adaptation to climate change
- Different priorities and agendas on mitigation and adaptation.
- High international interest to integrate mitigation and adaptation but limited actions

### **Scope**

- It must be aligned to holistic and comprehensive paradigms of community and environmental such as of the Living-Well in balance and harmony with Mother Earth developed by Bolivia.
- The proposal must not only be related to forest but include a territorial/landscape approach.
- It must recognize explicitly the rights and visions of indigenous peoples.

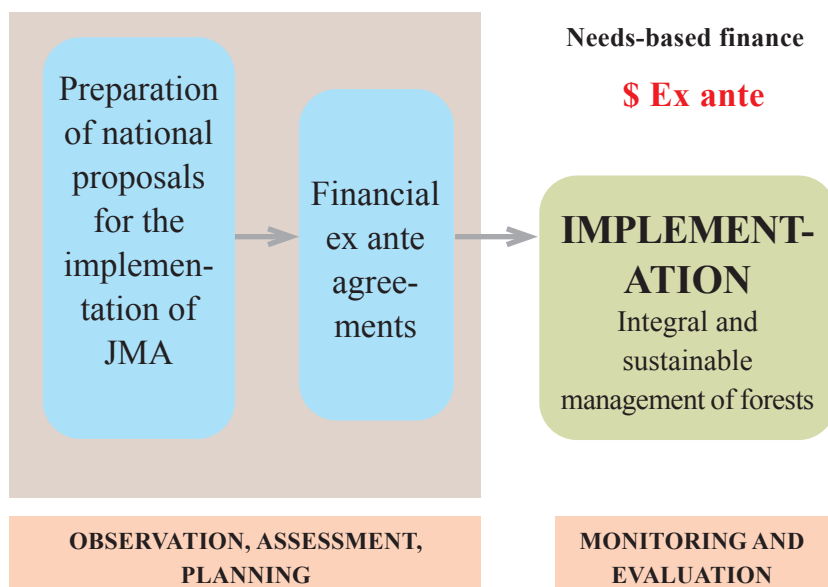
### **Monitoring**

- Difficulties to propose joint mitigation and adaptation "indicators" for monitoring.
- Better to use proxies for monitoring mitigation based on the integral and sustainable management of forests.
- Consider the need of standards for monitoring adaptation (i.e. CCB) or general criteria.

Bolivia has proposed the following methodological framework for the implementation of the JMA at the international level, allowing countries to have an alternative approach to results-based actions, and based on the implementation of integral and sustainable management of forests with joint outcomes in mitigation and adaptation, through financial ex-ante agreements, and a process of monitoring and evaluation based on proxies and general criteria.



**Figure 2**  
**Methodological Framework of the JMA**



The framework of implementation of the JMA takes into consideration the following four steps:

- a) *Preparation of national proposals for the implementation of JMA.* This includes the evaluation of the potential role of forests for mitigation and the assessment of vulnerability to climate change at the forest sector level and territorial level. Also, it includes the identification of financial needs to address adaptation options in the context of JMA. It is recommended to use the guidelines of the National Adaptation Planes (NAPs) in this process.
- b) *Financial ex ante agreements.* Is the agreement between the UNFCCC, through the Green Climate Fund, and the national entity in charge of the operationalization of the JMA regarding the goals to be achieved in both mitigation and adaptation (including the whole activities of paragraph 70 of decision 1/CP.16) and the commitments (provision of finance, transference of technology and capacity building) from the international level to the national entity responsible of the implementation of the JMA.





- c) *Implementation of the JMA.* This process is achieved through the financing of multiple activities related to the sustainable management of forests, including forest governance, territorial planning, and integral projects for the management of forests including sanction and control actions. Financial resources will be disbursed at the national level for distribution to national and subnational initiatives according to countries' national circumstances and priorities and respecting fully the sovereignty of developing countries.
- d) *Monitoring and evaluation.* The monitoring of mitigation is undertaken considering proxies for assessing tons of carbon absorbed or emitted by forests (e.g. land use change, forest fires, areas under protection, forest management areas), and the monitoring of adaptation is developed using general criteria of reduction of vulnerability.





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# Bolivian proposal for the development of the Joint Mitigation and Adaptation Mechanism as a non-market based approach

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# Bolivian proposal for the development of the Joint Mitigation and Adaptation Mechanism as a non-market based approach

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The following is the text proposed by Bolivia for the decision about JMA to be taken in the next SBSTA 41 and COP20 to be held in Lima, Peru.

## **SBSTA Conclusions**

1. Decides to promote the Joint Mitigation and Adaptation Approach for the Integral and Sustainable Management of Forests (JMA), as an alternative policy approach to results-based payments, as agreed in paragraph 67 of decision 2/CP.17, and paragraph 8 of decision 9/CP.19, for the full implementation of the activities referred to in paragraph 70 of decision 17CP.16. The SBSTA recommended the adoption of the draft decision annexed to this conclusion considering the following:
2. Decides that the Joint Mitigation and Adaptation for the Integral and Sustainable Management of Forests (JMA) is:
  - a) A type of non-market-based approach for addressing sustainable development pathways with lower carbon emissions in the forestry sector with a view of the protection of the integrity of Mother Earth and the non-commodification of the environmental functions of the forests.





- b) A needs-based approach, considering the support and promotion of the integral and sustainable management of forests and forestry ecosystems with joint outcomes on mitigation and adaptation to climate change.
  - c) A holistic approach, taking into account the comprehensive views of indigenous peoples and local peoples about the multiple functions of forests and ecosystems, enforcing community-based adaptation and the rights of indigenous peoples.
  - d) A landscape approach, considering the territorial management and good governance of forests and ecosystems, and interrelated local production systems and livelihoods, in a comprehensive and integrated way.
3. Decides that the Joint Mitigation and Adaptation for the Integral and Sustainable Management of Forests (JMA) will be implemented by the SBI and relevant institutions of the Convention, such as the financial mechanism, in accordance with the initial methodological guidelines herein:
- a) Preparation of national proposals for the implementation of JMA considering sustainable development pathways with lower carbon emissions in the forestry sector fostering both mitigation and adaptation, and including the identification of financial needs.
  - b) Establishment of sustained and long-term financial agreements between the financial mechanism of the Convention and designated national entities in developing countries for provision of ex ante finance for JMA, in accordance with national JMA proposals.
  - c) Provision of financial resources, technology transfer and capacity-building for the integral and sustainable management of forests according to a needs-based approach.
  - d) Monitoring and evaluation carried out through the use of proxy indicators for mitigation and standards for adaptation according to national circumstances and capacities of countries and oriented towards building adaptive management of the JMA.



## Annex

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

The Conference of the Parties,  
Recalling decision 2/CP.17, paragraph 67,  
Also recalling decision 9/CP.19, paragraph 8,

1. Decides to promote the implementation of Joint Mitigation and Adaptation Approaches for the Integral and Sustainable Management of Forests (JMA) for achieving sustainable development pathways with lower carbon emissions in the forestry sector, allowing ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in balance and harmony with Mother Earth; and considering joint outcomes on mitigation and adaptation to climate change.
2. Decides to establish a process under the COP for the promotion and implementation of the JMA, as outlined in the elements below:
  - a) Request to the United Nations Agencies to support the preparation of national JMA proposals, including the financial needs, for the implementation of JMA considering a process of capacity-building under learning by doing process.
  - b) Request the financial mechanism of the Convention, including the GCF, among other sources, including financial entities, public and private, bilateral and multilateral, financing the JMA considering the methodological guidelines established in paragraph 3 of SBSTA decision.
  - c) Requests the SBI to formulate a framework for the monitoring and evaluation of JMA and the registration of outcomes under the UNFCCC and report by COP 21.
  - d) Also request the SBI to enhance actions for the integration of finance, technology transfer and capacity building to promote the development of JMA at national levels and report by COP21.
3. Requests the SBI to elaborate an expedite procedure for the transfer of REDD+ projects to the JMA as request by Parties.



