



UN COLLABORATIVE PROGRAMME ON REDUCING EMISSIONS FROM DEFORESTATION AND FOREST DEGRADATION IN DEVELOPING COUNTRIES NATIONAL PROGRAMME DOCUMENT

Cover Page

Country: The Philippines
 Programme Title: UN-REDD Philippines Programme: Supporting Initial Readiness Process

Programme Outcome(s): 2005-2009 UNDAF*:

(i) Good Governance: good governance reforms and practices are institutionalized by Government, Local Government Units (LGUs), civil society organizations and the private sector in a manner that contributes substantively to poverty reduction, protection of rights, sustainable human development and promotion of gender equality; (ii) Environmental Sustainability: increased capacity of stakeholders to protect/enhance the quality of the environment and sustainably manage natural resources

*2012- 2018 UNDAF currently under finalization process – once available, the programme will be aligned to the new UNDAF

Programme Duration: 12 months
 Anticipated start/end dates: July 2011-July 2012
 Fund Management Option(s): pass-through
 (Parallel, pooled, pass-through, combination)
 Managing or Administrative Agent: UNDP MDTF
 Office

Total estimated budget*: 500,000 USD

Out of which:

1. Funded Budget: _____
2. Unfunded budget: _____

* Total estimated budget includes both programme costs and indirect support costs

- Government _____
- UN-REDD MDTF 500,000 USD
- Other _____

Names and signatures of (sub) national counterparts and participating UN organizations

By signing this programme document, all signatories – national coordinating authorities and UN organizations – assume full responsibility to achieve results identified with each of them as shown in Table 1 and detailed in annual work plans.

UN organizations	National Coordinating Authorities
Ms. Jacqueline Badcock UN Resident Coordinator Signature: [REDACTED] Date: 25 July 2011	Mr. Ramon J.P. Paje Secretary Department of Environment and Natural Resources Signature: [REDACTED] Date: 24 July 2011
Mr. Kazuyuki Tsurumi FAO Representative in the Philippines Signature: [REDACTED] Date: 26 July 2011	
Mr. Renaud Meyer UNDP Country Director Signature: [REDACTED] Date: 27/7/11	
Mr. Tim Kasten UNEP, Deputy Director, Division of Environmental Policy Implementation and Chief, Freshwater and Terrestrial Ecosystems Branch Signature: [REDACTED] Date: 27/7/11	

1. Executive Summary

The total area of forestlands in the Philippines is 15.8 million hectares, or 53% of the total land area. Of this, 15.05 million hectares have been classified and the rest remain unclassified. As of 2003, the total forest cover of the country is 7.2 million hectares or 24% of the total land area. Forests comprise open, closed, mangroves and plantations.

The combined effects of indiscriminate logging, inadequate forest protection, expansion of upland agriculture, fires, pests and diseases, and unplanned land conversion are cited as the main causes of forest depletion. The degradation of the upland environment has resulted in low productivity, underutilized land and slow diversification in the agricultural sector and reduced forest product flows which have increased poverty and reduced earnings.

This initial national programme is a one year undertaking which aims to develop the Philippines REDD readiness by putting in place the enabling environment. Specifically, it aims to achieve the over-all objective of *"to increase capacity of forestland, protected areas and ancestral domains managers & support groups to implement REDD+ projects and activities."* It is part of a comprehensive process through which the Philippines will become REDD+ ready; additional funding will be secured from bilateral and multi-lateral funding sources, including through a Full UN-REDD Programme, should additional funds become available at the UN-REDD Programme. The Initial National Programme has the following outcomes and corresponding outputs:

Outcome 1: REDD+ readiness support by effective, inclusive and participatory management process. Outputs are:

Output 1.1: Strong commitment on REDD+ from key stakeholders at the national and local level gained;

Output 1.2: Awareness of key stakeholders on REDD+ enhanced;

Output 1.3: Multi- stakeholder coordinative mechanism for REDD+ established.

Output 1.4: National REDD+ capacity programme developed;

Outcome 2: Systematic and structural approach to REDD+ readiness identified through concrete studies of options and inclusive consultation. Outputs are:

Output 2.1 Approach on REDD+ social and environmental safeguards developed;

Outcome 3: Capacity to establish reference baselines increased. Outputs are:

Output 3.1: Harmonized methodology for reference baselines for selected REDD-able sites established;

Output 3.2: A national MRV approach established.

The project will address national priorities of poverty alleviation, environmental protection and management and adapting to climate change impacts while contributing to reduced greenhouse gas emissions globally. The direct beneficiaries are the Philippines' forest communities, especially indigenous peoples. The project will be implemented by the Forest Management Bureau of the Department of Environment and Natural Resources and its partners, primarily CoDE REDD civil society organizations, supported by the following UN organizations also comprising the UN REDD partnership: Food and Agriculture Organization (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP).

2. Situation Analysis

The current Common Country Assessment (CCA) which underpins the UN Development Assistance Framework (UNDAF) for the period 2011-2015 notes that although the Philippines is now considered a lower Middle Income Country (MIC), challenges to its sustainable development remain. It has a Human Development Index (HDI) ranking of 105th out of 182 countries but lagging behind in its attainment of some MDGs. The country still has wide disparities in both incomes and human development outcomes across regions and sectors.

Poverty is a persistent problem, with the number of poor people estimated to be greater today than 25 years ago due to the interlocking issues of quality of growth, population growth, food security, physical characteristics which render it perennially vulnerable to disaster risks and exacerbated by new challenges like climate change, decades old armed conflict in the south and a less than desired quality of public governance, among others.

An estimated 33% of the Philippine population still lives below the poverty line.¹ Poverty in the Philippines is predominantly rural in character and occurs mostly in the coastal and upland regions of the country, particularly Mindanao. An estimated 25 million Filipinos live in uplands with half of them occupying forest lands (Cruz, 1997). High unemployment rate, low level of educational attainment and weak support for human resource development are features of forest based communities. With relatively higher poverty rates, communities in the upland and rural areas are mostly indigenous peoples and settlers who are dependent on forest resources and are among the poorest and most marginalised.

Poverty alleviation is expedient in forest conservation actions. Forest resource dependent communities' main source of livelihood is farming of subsistence and cash crops supplemented by forest-based accessing of woodfuel either for domestic energy needs or for the market (firewood and charcoal) or for timber poaching as lucrative source of income under the control of entrenched financiers. Various forms of swidden agriculture (or kaingin) especially in logged-over areas are widely practiced, causing unregulated forestland conversion to small-scale farms or plantation of monocrops. In addition, forest lands are converted to expanding human settlements and industrial zones, or accessed for extractive economic activities.

Practices in sustainable management of forests not yet linked to impacts of climate change, weak law enforcement due to inadequately equipped people and organizations in terms of training, equipment, network, incentives and favorable policy conditions that provide development interventions are also factors that contribute to forest depletion. A Multi-Sectoral Forest Protection Committee (MFPC)² was institutionalized in 1995 to support forest law enforcement and governance but the number of MFPCs have been declining and interests waned due to lack of support.

Land Use, Forest Policy and Governance

Land Classification and Land Use Trends

The Philippines has a total land area of 30 million hectares broken down into certified alienable and disposable land (14.195 million hectares or 47%) and forestlands (15.805 million hectares or 53%).

¹ National Statistics and Coordination Bureau 2006

² Introduced under a World Bank project in 1992, MFPCs are composed of selected leaders in the community who bind themselves together to assist DENR in the crusade against illegal logging. Members include the LGUs, youth, academe, religious, women, media, military, business and other government agencies (Amaro, 2006).

Out of the total forestlands, 15.050 million hectares have been classified and the rest remain unclassified.³

Unfortunately, Philippine forests have steadily declined, covering around 70% of the country's land area in the 1920s, to only around 20% at present. From 27.5 million hectares in the late 1500s, the country's forest cover went down to 7.2 million hectares or 24.27 % of the total land area in 2003 and has remained at approximately this level since then. Forests comprise open, closed, mangroves and plantations. Of these, only 0.8 million hectares are old growth forests. The combined effects of indiscriminate logging, inadequate forest protection, expansion of upland agriculture, fires, pests and diseases, and unplanned land conversion are cited as the main causes of forest depletion.

The degradation of the upland environment has resulted in low productivity, underutilized land and slow diversification in the agricultural sector and reduced forest product flows which have increased poverty and reduced earnings. The cumulative effect of this degradation is severe and has affected lowland and coastal areas. Flooding and sedimentation of rivers and lakes have resulted in the loss of fertile cropland and shortened the life-span of reservoirs supported by dams, affecting both hydroelectric power and water supply. Every year, the rainy season brings an average of 20 typhoons that destroy crops and wash away topsoil.

Tenured Areas

As of 2009, approximately 6 million ha. of forestlands have been covered by some form of community forest management under various government programs, each with corresponding management regimes.⁴ This includes 181 Certificate of Ancestral Domains Claims across 2.54 million ha (Catala and Manuel, 2009)⁵; 1,786 Community-Based Forest Management Agreements (CBFMA) covering 1.62 million ha, involving 1,786 People's Organizations (PO) and over 321,726 households (FMB, 2008); 58 Protected Area Community Based Resource Management Agreements (PACBARMA) across 21,573.35 has.

- Other tenure and management agreements are reported by the Forest Management Bureau, as follows:
- 6 existing/active Timber Licenses in the country, covering 325,310 ha with an annual allowable cut of 65,770 cubic meters;
- 143 Integrated Forest Management Agreement (IFMA) and Industrial Tree Plantation Lease Agreement (ITPLA) holders, covering 767,094 ha;
- 143 Tree Farm and Agro forestry Farm Leases, covering 74,210 ha;
- 1,803 Socialized Industrial Forest Management Agreements (SIFMA), covering 35,587 ha, and
- 370 Forest Land Grazing Lease Agreements (FLGLA) permits, covering 101,187 ha.

Forest Management Regime

The Philippine Constitution offers overarching guidelines for how national forest resources should be managed. It guarantees the right to a balanced and healthy environment in accord with the rhythm and harmony of nature; to protection from disasters like floods and landslides, and to protection from economic and environmental threats resulting from wood and water shortage, biodiversity loss, air pollution and drought. Likewise, the Constitution provides for the full, efficient and rights-based use of natural resources to abate poverty, promote industrialization and full employment,

³ FMB, 2007

⁴ Lasco et al., 2009

⁵ As of May 2009, the National Commission of Indigenous Peoples (NCIP) had officially recognized 107 Certificates of Ancestral Domains Titles (CADT) and Certificates of Ancestral Land Titles (CALT) in the Philippines, covering roughly 2.7 million ha, with more than 600,000 residents. Many of these CADTs and CALTs had been Claims areas that were converted (Catala and Manuel, 2009).

affirm the diverse cultures of the Filipino, and ensure the availability of these resources to present and future generations (1987).

To these ends, Executive Order No. 318 decreed Sustainable Forest Management (SFM) as the prescribed forest management regime (EO 318, 2004). Management is intended to provide for the protections listed in the Constitution, as well as to conform with the 2002 Global Plan of Implementation of the World Summit on Sustainable Development in Johannesburg. Government policy promotes SFM in forests and forestlands in watersheds.

Watersheds are specifically identified as ecosystem management units requiring an integrated ecosystem management approach through SFM, due to the interrelationships and interactions among the various ecosystems of a watershed, from uplands to coastal areas (EO 318). Their management is intended to be holistic, science-based, rights-based, technology-based and community-based. It is intended to observe the principles of multi-use, rational utilization of resources, decentralization and devolution, active participation of Local Government Units (LGUs), synergism of economic, ecological, social and cultural objectives. It is also the policy of the Government to promote sound, effective and efficient, globally-competitive and equitable forestry practices in both public and private domains (EO 318).

However, there is a prohibition on logging and any commercial exploitation of forestry resources in old growth forests, proclaimed watersheds and other areas covered by the National Integrated Protected Areas System (NIPAS) in order to ensure the perpetual existence of all native plants and animals (EO 318).

The above policies are to be pursued using the following principles:

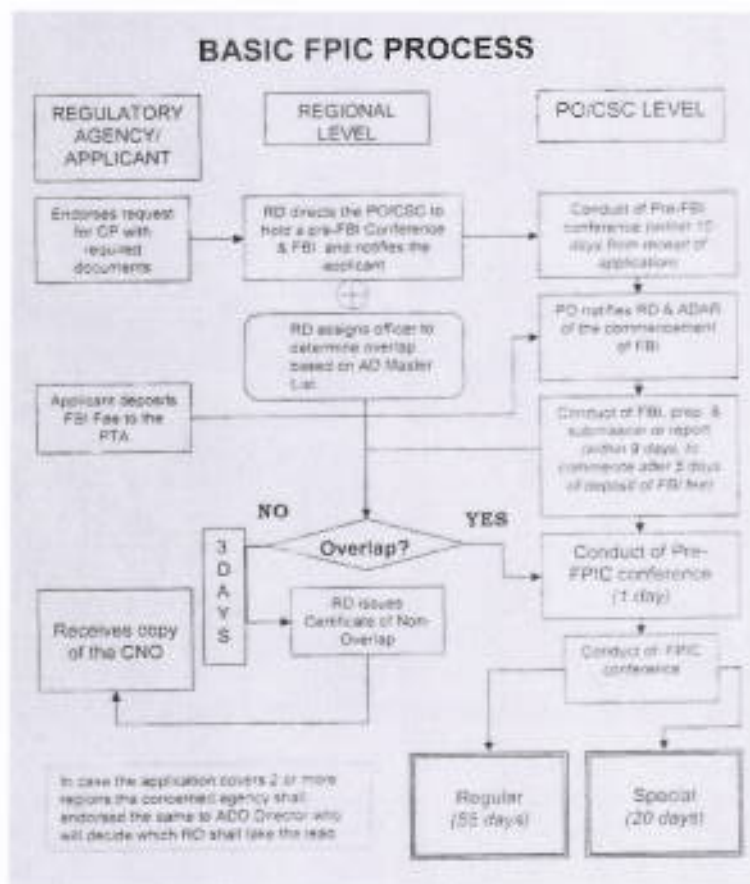
- Delineation, Classification and Demarcation of State Forestlands
- Holistic, Sustainable and Integrated Development of Forestry Resources
- Community-Based Forest Conservation and Development
- Incentives for Enhancing Private Investments, Economic Contribution and Global Competitiveness of Forest-Based Industries
- Proper Valuation and Pricing of Forestry Resources and Financing SFM
- Institutional Support for SFM.

In attaining SFM, empowering local communities in managing their resources is one of the strategies. The *Indigenous Peoples Rights Act of 1997 (IPRA Law)*, in particular, recognizes and promotes all the rights of Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs). It provided an enabling policy for the participation of IPs in SFM activities, in particular, community-based forest management and forest protection in their ancestral lands/domains.⁶

As provided in the IPRA law, legal safeguards such the Free and Prior Informed Consent (FPIC) was asserted to ensure participation of the IPs in decision-making as well as to protect their rights in the introduction and implementation of different undertakings that will have an impact in their ancestral domains. It is operationally described as "This is the consensus of all members of the ICC/IPs which is determined in accordance with their respective customary laws and practices that is free from any external manipulation, interference and coercion and obtained after fully discussing the intent and scope of the plan/program project activity, in a language and process understandable to the community. The FPIC is given by the concerned ICCs/IPs upon the signing of the Memorandum of Agreement (MOA) containing the conditions/requirements, benefits as well as penalties of agreeing parties as basis for the consent. The basic FPIC process is illustrated below,"⁷

⁶ The Philippines National Report to the Third Session of the United Nations Forum on Forests, 2003

⁷ NCIP Administrative Order No.1, series of 2006. "The Free and Prior Informed Consent (FPIC) Guidelines of 2006.



The practice of respecting the mandated role of Local Government Units in autonomous, devolved and decentralized development and governance, per Republic Act 7160 (Local Government Code of 1991), similarly requires prior approval by local communities.

Management of Readiness

The 2009 passage of the Climate Change Act the issuance of its Implementing Rules and Regulations, the creation of the Climate Change Commission (CCC) and the issuance of the National Framework Strategy on Climate Change (NFSCC), provide the enabling environment for the development of REDD-plus governance. They also present significant opportunities to engagement government and diverse stakeholders in the drafting of a national legal framework on REDD-plus.

The roles of different government agencies on REDD+, however, still need to be clarified. Although Executive Order No. 881 was recently signed that placed the operational implementation of REDD+ to the DENR and the coordination of policies with the CCC, other key agencies such as the NCIP and key stakeholders like the local government units where REDD+ projects will be located, remain outside the ambit.

An approach that the Philippines has utilized in resource conservation efforts is the multi-stakeholder model wherein representatives from key stakeholders from both national agencies and local government units, civil society groups, indigenous peoples, academe, among others, are enumerated as members of the multi-sectoral body, ensuring sufficient representation by women. This democratic institutionalization of the consultative and participatory approach is reflected in

bodies such as the Fisheries and Resource Management Councils (FARMC) under the Philippine Fisheries Code of 1998⁸ and the Protected Area Management Board (PAMB) under the NIPAS Act. It can therefore serve as a useful model for REDD+.

In early 2009, civil society founded CoDe REDD Philippines, to catalyze REDD-plus readiness and ensure co-benefits for biodiversity conservation, ecosystem services and community development. In collaboration with the DENR's Forest Management Bureau (FMB), CoDe REDD Philippines and partners started to develop a multi-stakeholder REDD-plus strategy in order to facilitate REDD-plus development in the Philippines. This resulted in the Philippines' National REDD-plus Strategy (PNRPS), an outcome from the multi-stakeholder and multi-level process, that brought together the DENR-FMB, representatives from academe, indigenous peoples, local communities, local government units, local and regional conservation organizations and civil society groups. The PNRPS, which will serve to guide future national REDD-plus planning, priority-setting and implementation⁹ is proposed to be finalized under this proposal.

Next steps involve the development of an action plan and early implementation of REDD-plus readiness plans. However, this will require further consultations, through the CCC, DENR, the CoDe REDD Initiative and other multi-stakeholder processes.¹⁰

In particular, local communities (legal and de facto land managers) must be actively engaged, not only consulted, in the crafting a REDD-plus framework. This will help ensure that local customs, practices and perspectives are considered in the development of a REDD-plus legal framework. The development of enabling REDD-plus policy will involve a range of agencies and organizations, and will depend on substantial domestic expertise. The "Capacity Building and Communication" component addresses the need for such capacity building and coordination.

Given these considerations, strategies must be undertaken to develop a REDD-plus policy that is stable, enforced, enabling and integrates all stakeholders, including communities.

Initiatives of development partners related to REDD+ readiness

A number of initiatives by several development partners that are relevant to developing national REDD+ readiness are currently being implemented in the Philippines, and the following include key development partners and their initiatives that are highly relevant to the proposed joint programme:

GIZ

GIZ is implementing with DENR a 3.2 million Euro project on "Climate-relevant Modernisation of Forest Policy and REDD piloting in the Philippines". The project has the duration of 3 years, and it aims at the development of an improved forest policy and of specific incentives to avoided

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_9881

