

Calendar No. 399

112TH CONGRESS
2D SESSION

S. 1023

[Report No. 112-165]

To authorize the President to provide assistance to the Government of Haiti to end within 5 years the deforestation in Haiti and restore within 30 years the extent of tropical forest cover in existence in Haiti in 1990, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MAY 18, 2011

Mr. DURBIN (for himself, Ms. COLLINS, Mr. KERRY, Mr. LUGAR, Mr. LEAHY, Mr. BINGAMAN, Mr. SANDERS, Mr. BROWN of Ohio, Mr. CARDIN, Mr. LIEBERMAN, Mr. MERKLEY, Mrs. BOXER, Mr. AKAKA, Mr. WHITEHOUSE, Mr. NELSON of Florida, Mr. WYDEN, Mr. COONS, Mr. UDALL of New Mexico, and Mrs. GILLIBRAND) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

MAY 15, 2012

Reported by Mr. KERRY, without amendment

A BILL

To authorize the President to provide assistance to the Government of Haiti to end within 5 years the deforestation in Haiti and restore within 30 years the extent of tropical forest cover in existence in Haiti in 1990, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Haiti Reforestation
5 Act of 2011”.

6 **SEC. 2. FINDINGS; PURPOSE.**

7 (a) FINDINGS.—Congress finds that—

8 (1) the established policy of the Federal Gov-
9 ernment is to support and seek protection of tropical
10 forests around the world;

11 (2) tropical forests provide a wide range of ben-
12 efits by—

13 (A) harboring a major portion of the bio-
14 logical and terrestrial resources of Earth and
15 providing habitats for an estimated 10,000,000
16 to 30,000,000 plant and animal species, includ-
17 ing species essential to medical research and
18 agricultural productivity;

19 (B) playing a critical role as carbon sinks
20 that reduce greenhouse gases in the atmos-
21 phere, as 1 hectare of tropical forest can absorb
22 up to approximately 3 tons of carbon dioxide
23 per year, thus moderating potential global cli-
24 mate change; and

(C) regulating hydrological cycles upon which agricultural and coastal resources depend;

(3) tropical forests are also a key factor in reducing rates of soil loss, particularly on hilly terrain;

(4) while international efforts to stem the tide
of tropical deforestation have accelerated during the
past 2 decades, the rapid rate of tropical deforest-
ation continues unabated;

(5) in 1923, over 60 percent of the land of
Haiti was forested but, by 2006, that percentage
had decreased to less than 2 percent;

(7) as a result, during the period described in paragraph (6), Haiti lost—

(A) nearly 10 percent (approximately 11,000 hectares) of the forest cover of Haiti; and

(B) approximately 22 percent of the total forest and woodland habitat of Haiti;

25 (8) poverty and economic pressures are—

(A) two factors that underlie the tropical deforestation of Haiti; and

(B) manifested particularly through the clearing of vast areas of forest for conversion to agricultural uses;

(9) 80 percent of the population of Haiti lives below the poverty line;

(A) lowered the productivity of the land due to the poor soils underlying the tropical forests;

(B) worsened the severity of droughts and flooding events:

(C) led to further deforestation:

23 (D) significantly decreased the quality and,
24 as a result, quantity of freshwater and clean

1 drinking water available to the population of
2 Haiti; and

3 (E) increased the pressure on the remain-
4 ing land and trees in Haiti;

5 (13) tropical forests provide forest cover to soft-
6 en the effect of heavy rains and reduce erosion by
7 anchoring the soil with their roots;

8 (14) when trees are cleared, rainfall runs off
9 the soil more quickly and contributes to floods and
10 further erosion;

11 (15) in 2004, Hurricane Jeanne struck Haiti,
12 killing approximately 3,000, and affecting over
13 200,000, people, partly because deforestation had re-
14 sulted in the clearing of large hillsides, which en-
15 abled rainwater to run off directly to settlements lo-
16 cated at the bottom of the slopes;

17 (16) research conducted by the United Nations
18 Environmental Programme has revealed a direct (89
19 percent) correlation between the extent of the defor-
20 estation of a country and the incidence of victims
21 per weather event in the country;

22 (17) the consequences of the January 2010
23 earthquake in Haiti, which destroyed much of the
24 infrastructure of Port au Prince, were greater be-
25 cause of deforestation which reduced hillside sta-

1 bility and increased the likelihood of mudslides, soil
2 erosion, and flooding—factors that also negatively
3 impacted the water supply and heightened concerns
4 for the spread of waterborne diseases;

5 (18) finding economic benefits for local commu-
6 nities from sustainable uses of tropical forests is
7 critical for the long-term protection of the tropical
8 forests in Haiti;

9 (19) on July 29, 2010, the Supplemental Ap-
10 propriations Act of 2010 (Public Law 111–212) was
11 enacted into law, which included \$25,000,000 for
12 “the reforestation and other restoration of Haiti’s
13 key watersheds”; and

14 (20) tropical reforestation efforts would provide
15 new sources of jobs, income, and investments in
16 Haiti by—

17 (A) providing employment opportunities in
18 tree seedling programs, contract tree planting
19 and management, sustainable agricultural ini-
20 tiatives, sustainable and managed timber har-
21 vesting, and wood products milling and fin-
22 ishing services; and

23 (B) enhancing community enterprises that
24 generate income through the trading of sustain-
25 able forest resources, many of which exist on

1 small scales in Haiti and in the rest of the re-
2 gion.

3 (b) PURPOSE.—The purpose of this Act is to provide
4 assistance to the Government of Haiti to develop and im-
5 plement, or improve, nationally appropriate policies and
6 actions—

7 (1) to reduce deforestation and forest degra-
8 dation in Haiti;

9 (2) to increase annual rates of afforestation and
10 reforestation in a measurable, reportable, and
11 verifiable manner—

12 (A) to restore social and economic condi-
13 tions for environmental recovery of 35 percent
14 of Haiti's land surface area within 5 years after
15 the date of enactment of this Act;

16 (B) to restore within 30 years after the
17 date of enactment of this Act the forest cover
18 of Haiti to at least 10 percent of the land in
19 Haiti; and

20 (C) to establish within 10 years after the
21 date of enactment of this Act agroforestry cover
22 of land in Haiti to more than 25 percent; and

23 (3) to improve sustainable resource manage-
24 ment at the watershed scale.

1 SEC. 3. DEFINITIONS.

2 In this Act:

3 (1) AFFORESTATION.—

4 (A) IN GENERAL.—The term “afforestation” means the establishment of a new forest through the seeding of, or planting of trees on, a parcel of nonforested land.

8 (B) INCLUSION.—The term “afforestation” includes—

- 10 (i) the introduction of a tree species to a parcel of nonforested land of which the species is not a native species; and
11 (ii) the increase of tree cover through plantations.

15 (2) AGROFORESTRY.—

16 (A) IN GENERAL.—The term “agroforestry” refers to systems in which perennial trees or shrubs are integrated with crops or livestock, and where perennials constitute a minimum 10 percent of ground cover.

21 (B) INCLUSION.—Actual forest cover resulting from agroforestry programs can be counted toward the total forest cover goal set forth in section (2)(b).

(3) APPROPRIATE COMMITTEES OF CONGRESS.—The term “appropriate committees of Congress” means—

(B) the Committee on Foreign Affairs and
the Committee on Appropriations of the House
of Representatives.

14 (5) FOREST.—

24 (6) REFORESTATION.—

(B) INCLUSION.—The term “reforestation” includes the increase of tree cover through plantations.

8 TITLE I—FORESTATION AND WA-
9 TERSHELDR MANAGEMENT AS-
10 SISTANCE TO GOVERNMENT
11 OF HAITI

12 SEC. 101. FORESTATION ASSISTANCE.

13 (a) AUTHORITY.—

(B) to increase the rates of afforestation
and reforestation in Haiti.

3 (2) PROPOSALS.—

(ii) adequate documentation to ensure,
as determined by the President, that—

15 (aa) carried out and man-
16 aged in accordance with widely
17 accepted environmentally sustain-
18 able forestry and agricultural
19 practices; and

(bb) designed and implemented in a manner by which to improve the governance of forests by building governmental capacity to be more transparent, inclusive, accountable, and coordinated.

nated in decisionmaking processes and the implementation of the policy or initiative; and

(II) the proposals will further es-

tablish and enforce legal regimes, standards, and safeguards designed to ensure that members of local communities in affected areas, as partners and primary stakeholders, will be engaged in the design, planning, implementation, monitoring, and evaluation of the policies and initiatives; and

(iii) a description of how the proposal
proposals support and aid forest res-
tion efforts consistent with the purpose
forth in section 2(b).

(B) DETERMINATION OF COMPATIBILITY

WITH CERTAIN PROGRAMS.—In evaluating each proposal under subparagraph (A), the President shall ensure that each policy and initiative described in the proposal submitted by the Government of Haiti under that subparagraph is compatible with—

(i) broader development, poverty alleviation, sustainable energy usage, and nat-

1 ural resource conservation objectives and
2 initiatives in Haiti;

3 (ii) the development, poverty alleviation,
4 disaster risk management, and climate
5 resilience programs of the United States Agency for International Development,
6 including those involving technical support from the United States Forest Service; and

7 (iii) activities of international organizations and multilateral development banks.

8 (b) ELIGIBLE ACTIVITIES.—Any assistance received by the Government of Haiti under subsection (a)(1) shall be conditional upon development and implementation of a proposal under subsection (a)(2), which may include—

9 (1) the provision of technologies and associated support for activities to reduce deforestation or increase afforestation and reforestation rates, including—

10 (A) fire reduction initiatives;

11 (B) forest law enforcement initiatives;

12 (C) the development of timber tracking systems;

(D) the development of cooking fuel substitutes;

(E) initiatives to increase agricultural productivity;

(F) tree-planting initiatives; and

(G) programs that are designed to focus on market-based solutions, including programs that leverage the international carbon-offset market;

15 (A) the establishment of transparent, ac-
16 countable, and inclusive decisionmaking proc-
17 esses relating to all stakeholders (including af-
18 fected local communities);

(B) the promotion of enhanced coordination among ministries and agencies responsible for agroecological zoning, mapping, land planning and permitting, sustainable agriculture, forestry, and law enforcement; and

(C) the clarification of land tenure and resource rights of affected communities, including local communities;

10 (A) the use of best practices and tech-
11 nologies to monitor land use change in Haiti,
12 including changes in the extent of natural forest
13 cover, protected areas, mangroves, agroforestry,
14 and agriculture;

15 (B) the monitoring of the impacts of poli-
16 cies and initiatives on—

(i) affected communities:

(C) independent and participatory forest monitoring; and

1 (4) the development of and coordination with
2 watershed restoration programs in Haiti, includ-
3 ing—

4 (A) agreements with the Government of
5 Haiti, nongovernmental organizations, or pri-
6 vate sector partners to provide technical assist-
7 ance, capacity building, or technology transfers
8 which support the environmental recovery of
9 Haiti's watersheds through forest restoration
10 activities, provided that the assistance will help
11 strengthen economic drivers of sustainable re-
12 source management, reduce environmental vul-
13 nerability, and improve governance, planning,
14 and community action of watersheds in Haiti;

15 (B) actions to support economic incentives
16 for sustainable resource management, including
17 enhanced incentives for the replacement of an-
18 nual hillside cropping with perennial and non-
19 erosive production systems;

20 (C) enhanced extension services supporting
21 the sustainable intensification of agriculture to
22 increase farmer incomes and reduce pressure on
23 degraded land; and

24 (D) investments in watershed infrastruc-
25 ture to reduce environmental vulnerability, in-

1 cluding the establishment of appropriate erosion
2 control measures through reforestation activi-
3 ties in targeted watersheds or sub-watersheds.

4 (c) DEVELOPMENT OF PERFORMANCE METRICS.—

5 (1) IN GENERAL.—If the President provides as-
6 sistance under subsection (a)(1), the President, in
7 cooperation with the Government of Haiti, shall de-
8 velop appropriate performance metrics to measure,
9 verify, and report—

10 (A) the conduct of each policy and initia-
11 tive to be carried out by the Government of
12 Haiti;

13 (B) the results of each policy and initiative
14 with respect to the tropical forests of Haiti; and

15 (C) each impact of each policy and initia-
16 tive on the local communities of Haiti.

17 (2) REQUIREMENTS.—Performance metrics de-
18 veloped under paragraph (1) shall, to the maximum
19 extent practicable, include short-term and long-term
20 metrics to evaluate the implementation of each pol-
21 icy and initiative contained in each proposal devel-
22 oped under subsection (a)(2).

23 (d) REPORTS.—

24 (1) INITIAL REPORT.—Not later than 18
25 months after the date of enactment of this Act, the

1 President shall submit to the appropriate commit-
2 tees of Congress a report that describes the actions
3 that the President has taken, and plans to take—

4 (A) to engage with the Government of
5 Haiti, nongovernmental stakeholders, and pub-
6 lic and private nonprofit organizations to imple-
7 ment this section; and

8 (B) to enter into agreements with the Gov-
9 ernment of Haiti under subsection (a)(1).

10 (2) BIENNIAL REPORTS.—Not later than 2
11 years after the date on which the President first
12 provides assistance to the Government of Haiti
13 under subsection (a)(1) and biennially thereafter,
14 the President shall submit to Congress a report that
15 describes the progress of the Government of Haiti in
16 implementing each policy and initiative contained in
17 the proposal submitted under subsection (a)(2).

18 (e) ADDITIONAL ASSISTANCE.—The President is au-
19 thorized to provide financial and other assistance to the
20 Government of Haiti, local government bodies, or non-
21 governmental organizations for the purpose of—

22 (1) providing local communities information re-
23 lating to each policy and initiative to be carried out
24 by the Government of Haiti through funds made
25 available under subsection (a)(1);

1 (2) promoting effective participation by local
2 communities in the design, implementation, and
3 independent monitoring of each policy and initiative;
4 and

5 (3) promoting, consistent with supporting the
6 sustainability of forestation activities, enhanced wa-
7 tershed governance, national planning, and commu-
8 nity action programs that lead to increased—

9 (A) development of a national watershed
10 management policy for Haiti with the Inter-
11 Ministerial Committee for Land Management,
12 the Ministry of Environment, Ministry of Agri-
13 culture, and the Ministry of Planning and Ex-
14 ternal Cooperation;

15 (B) establishment of an effective forum for
16 donor coordination related to management and
17 reforestation in Haiti;

18 (C) support for the National Center for
19 Geospatial Information (CNIGS) to provide
20 technology, data, and monitoring support for
21 improved watershed and forest resource man-
22 agement at a national scale in Haiti; and

23 (D) development of effective governance
24 structures in Haiti for stakeholder engagement,
25 coordination of approaches, and land use plan-

1 ning and disaster mitigation at the watershed
2 scale.

3 **TITLE II—GRANTS FOR**
4 **REFORESTATION**

5 **SEC. 201. REFORESTATION GRANT PROGRAM.**

6 (a) ESTABLISHMENT.—The President is authorized
7 to establish a grant program to carry out the purposes
8 of this Act, including reversing deforestation and improv-
9 ing reforestation and afforestation in Haiti.

10 (b) GRANTS AUTHORIZED.—

11 (1) IN GENERAL.—The President is authorized
12 to award grants and contracts to carry out projects
13 that, in the aggregate, reverse deforestation and im-
14 prove reforestation and afforestation.

15 (2) MAXIMUM AMOUNT.—

16 (A) IN GENERAL.—Except as provided in
17 subparagraph (B), the President may not
18 award a grant under this section in an amount
19 greater than \$500,000 per year.

20 (B) EXCEPTION.—The President may
21 award a grant under this section in an amount
22 greater than \$500,000 per year if the President
23 determines that the recipient of the grant has
24 demonstrated success with respect to a project

1 that was the subject of a grant under this sec-
2 tion.

3 (3) DURATION.—The President shall award
4 grants under this section for a period not to exceed
5 3 years.

6 (c) USE OF FUNDS.—

7 (1) IN GENERAL.—Grants awarded pursuant to
8 subsection (b) may be used for activities such as—

9 (A) providing a financial incentive to pro-
10 ect trees;

11 (B) providing hands-on management and
12 oversight of replanting efforts;

13 (C) focusing on sustainable income-gener-
14 ating growth;

15 (D) providing seed money to start coopera-
16 tive reforestation and afforestation efforts and
17 providing subsequent conditional funding for
18 such efforts contingent upon required tree care
19 and maintenance activities;

20 (E) promoting widespread use of improved
21 cooking stove technologies, to the extent that
22 this does not result in the harvesting of tropical
23 forest growth and other renewable fuel tech-
24 nologies that reduce deforestation and improve
25 human health; and

(F) securing the involvement and commitment of local communities—

(ii) to carry out afforestation and re-
forestation activities.

13 (d) APPLICATION.—

(A) a description of the objectives to be attained;

(B) a description of the manner in which
the grant funds will be used;

5 (C) a plan for evaluating the success of the
6 project based on verifiable evidence; and

(B) to partner with local communities and cooperatives; and

23 (C) to focus on efforts that build local ca-
24 pacity to sustain growth after the completion of
25 the underlying grant project.

1 (e) DISSEMINATION OF INFORMATION.—The Presi-
2 dent shall collect and widely disseminate information
3 about the effectiveness of the demonstration projects as-
4 sisted under this section.

5 **SEC. 202. FOREST PROTECTION GRANTS.**

6 Chapter 7 of part I of the Foreign Assistance Act
7 of 1961 (22 U.S.C. 2281 et seq.) is amended by inserting
8 after section 466 the following new section:

9 **“SEC. 467. PILOT PROGRAM FOR HAITI.**

10 “(a) SUBMISSION OF LIST OF AREAS OF SEVERELY
11 DEGRADED NATURAL RESOURCES.—The President, in co-
12 operation with nongovernmental conservation organiza-
13 tions, shall invite the Government of Haiti to submit a
14 list of areas within the territory of Haiti in which tropical
15 forests are seriously degraded or threatened.

16 “(b) REVIEW OF LIST.—The President shall assess
17 the list submitted by the Government of Haiti under sub-
18 section (a) and shall seek to reach agreement with the
19 Government of Haiti for the restoration and future sus-
20 tainable use of those areas.

21 “(c) GRANT PROGRAM.—

22 “(1) GRANTS AUTHORIZED.—The President is
23 authorized to make grants on such terms and condi-
24 tions as may be necessary to nongovernmental orga-
25 nizations for the purchase on the open market of

1 discounted debt of the Government of Haiti, if a
2 market is determined to be viable, in exchange for
3 commitments by the Government of Haiti to restore
4 tropical forests identified by the Government under
5 subsection (a) or for commitments to develop plans
6 for sustainable use of such tropical forests.

7 “(2) MANAGEMENT OF PROTECTED AREAS.—
8 Each recipient of a grant under this subsection shall
9 participate in the ongoing management of the area
10 or areas protected pursuant to such grant.

11 “(3) RETENTION OF PROCEEDS.—Notwith-
12 standing any other provision of law, a grantee (or
13 any subgrantee) of the grants referred to in section
14 (a) may retain, without deposit in the Treasury of
15 the United States and without further appropriation
16 by Congress, interest earned on the proceeds of any
17 resulting debt-for-nature exchange pending the dis-
18 bursements of such proceeds and interest for ap-
19 proved program purposes, which may include the es-
20 tablishment of an endowment, the income of which
21 is used for such purposes.

22 “(4) TERMINATION OF PROGRAM.—The author-
23 ity to make grants under the pilot program shall ter-
24 minate five years after the date of the enactment of
25 this Act. The authority may be renewed for one ad-

1 ditional five-year period during the 30-year reforest-
2 ation period targeted by this Act if the President de-
3 termines and certifies to Congress that the pilot pro-
4 gram is effective in meeting the goals of the Act and
5 the commitment of the Government of Haiti to re-
6 turning land in Haiti to long-term sustainable for-
7 ests. The cumulative duration of the pilot program
8 may not exceed ten total years.”.

9 **TITLE III—ADMINISTRATIVE
10 PROVISION**

11 **SEC. 301. DELEGATION.**

12 The President (or the Administrator of the United
13 States Agency for International Development or the Sec-
14 retary of State as the President’s delegatee) may draw, as
15 appropriate, on the expertise of the United States Forest
16 Service in designing and implementing programs pursuant
17 to this Act relating to reforestation, watershed restoration,
18 and monitoring of land use change.

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