

118TH CONGRESS  
2D SESSION

# S. 5195

To establish a verifiable international terrestrial ecosystem services conservation program and provide international technical assistance for the development of markets, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

SEPTEMBER 25, 2024

Mr. CARDIN introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

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## A BILL

To establish a verifiable international terrestrial ecosystem services conservation program and provide international technical assistance for the development of markets, 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 “Combatting Global De-

5       forestation Act of 2024”.

6       **SEC. 2. FINDINGS.**

7       Congress finds the following:

1                   (1) Forests are vital to the ecological health  
2                   of the Earth, biodiversity, the protection of water  
3                   and soil quality, the prevention of erosion and dan-  
4                   gerous landslides, the production of oxygen, the reg-  
5                   ulation of carbon dioxide in the atmosphere, and the  
6                   regulation of the global system.

7                   (2) Forests are critical natural resources that,  
8                   when appropriately managed and conserved, provide  
9                   significant economic, cultural, health, and commu-  
10                  nity benefits to humanity.

11                  (3) Since the start of the 20th century, an esti-  
12                  mated 3,900,000 square miles of forest have been  
13                  lost due to human activities, including land conver-  
14                  sions for agricultural production, cattle ranching,  
15                  logging, land development, and extractive industrial  
16                  activities such as mining and fossil fuel extraction.

17                  (4) Since 2000, 23 percent of global tree cov-  
18                  erage loss has been the result of deforestation in-  
19                  cluding—

- 20                   (A) 48 percent in Brazil;  
21                   (B) 50 percent in Argentina;  
22                   (C) 89 percent in the Philippines; and  
23                   (D) 96 percent in Indonesia.

24                  (5) Deforestation disproportionately affects—

(A) critical habitats and ecosystems for critically endangered species such as Sumatran Elephants and Orangutans in Indonesia;

(B) the health and quality of water resources through the alteration of critical ecosystem services to hydrological systems, including slowing stormwater runoff into surface waters and providing natural filtration for fallen precipitation that infiltrates groundwater resources; and

(C) approximately 370,000,000 people in indigenous communities that rely on naturally forested lands that are historically and culturally significant and provide community and economic opportunities, sustenance, medicinal resources and spiritual connection;

17 SEC. 3. DEFINITIONS.

18 In this Act:

19                             (1) ADDITIONALITY.—The term “additionality”  
20                             means emissions reductions or other terrestrial eco-  
21                             system services in developing countries that would  
22                             not have occurred but for activities to reduce green-  
23                             house gas emissions in partner developing countries  
24                             funded and made possible by funding provided pur-  
25                             suant to section 5.

1                             (2) APPROPRIATE LOCAL PARTNER.—The term  
2        “appropriate local partner” means any relevant sub-  
3        national government, local authority, indigenous  
4        community, non-governmental entity, or private  
5        landowner in a partner developing country com-  
6        mitted to and capable of achieving the goals de-  
7        scribed in section 4(b).

8                             (3) COUNTRY OF CONCERN.—The term “coun-  
9        try of concern” means the government or ruling  
10      party of any of the following countries:

- 11                             (A) The Russian Federation.
- 12                             (B) The People’s Republic of China.
- 13                             (C) The Democratic People’s Republic of  
14        Korea.
- 15                             (D) The Islamic Republic of Iran.
- 16                             (E) The Bolivarian Republic of Venezuela.
- 17                             (F) The Republic of Cuba.

18                             (4) DEFORESTATION.—The term “deforest-  
19        ation” means a change in land use, including forest  
20        fragmentation and forest degradation, from a forest  
21        to any other land use.

22                             (5) ELIGIBLE PROJECT.—The term “eligible  
23        project” means a verifiable and measurable national  
24        or subnational activity developed or executed by the  
25        central government, subnational government, local

1 authority, indigenous community, non-governmental  
2 entity, private landowner, or any group of such per-  
3 sons in a partner developing country that supports  
4 enhancing terrestrial ecosystem services.

5 (6) EMISSIONS REDUCTIONS.—The term “emis-  
6 sions reductions” means greenhouse gas emissions  
7 reductions and increased sequestration achieved  
8 from—

- 9 (A) reduced, or avoided deforestation;  
10 (B) reforestation;  
11 (C) preservation of terrestrial ecosystems;  
12 or  
13 (D) enhancements to terrestrial ecosystems  
14 that will result in the increased sequestration of  
15 greenhouse gas emissions.

16 (7) FOREST DEGRADATION.—The term “forest  
17 degradation” means any reduction in forest stocks  
18 due to the effects of human land-use activities, in-  
19 cluding land-use changes driven by human activity.

20 (8) NATURE-BASED SOLUTION.—The term “na-  
21 ture-based solution” means an activity within a part-  
22 ner developing country to conserve, restore, or better  
23 manage forests and terrestrial ecosystems to improve  
24 terrestrial ecosystem services.

(10) PARTNER DEVELOPING COUNTRY.—The term “partner developing country” means—

(A) a country eligible to receive official development assistance according to the income

1 guidelines of the Development Assistance Com-  
2 mittee of the Organisation for Economic Co-op-  
3 eration and Development; or

4 (B) any other country identified by the  
5 Secretary with globally significant forests or  
6 terrestrial ecosystems the loss of which is, or  
7 has the potential to, significantly contribute to  
8 the loss of terrestrial ecosystem services.

9 (11) PROGRAM.—The term “Program” means  
10 the program established pursuant to section 4(a).

11 (12) TERRESTRIAL ECOSYSTEMS.—

12 (A) IN GENERAL.—The term “terrestrial  
13 ecosystems” means naturally occurring grass-  
14 lands, forests, tropical rainforests, mangroves,  
15 peatlands, or wetlands comprised of native spe-  
16 cies generated and maintained primarily  
17 through natural ecological and evolutionary  
18 processes.

19 (B) EXCLUSION.—The term “terrestrial  
20 ecosystems” does not include tree plantations,  
21 such as crops of trees planted by humans pri-  
22 marily for the purposes of harvesting.

23 (13) TERRESTRIAL ECOSYSTEMS SERVICES.—  
24 The term “terrestrial ecosystems services” means

1       the direct and indirect benefits that terrestrial eco-  
2       systems provide to humans, including—

3                 (A) material or energy outputs from an  
4        ecosystem, including food, forage, fiber, fresh  
5        water, and other resources;

6                 (B) benefits obtained through moderation  
7        or control of ecosystem processes, including reg-  
8        ulation of local climate, air quality, water qual-  
9        ity, soil quality, emission reductions, natural  
10      carbon sequestration, flood control, erosion con-  
11      trol, disease control, and pollination;

12                 (C) maintenance of fundamental ecosystem  
13        processes, such as habitat for plants and wild-  
14        life, or the maintenance of genetic and biologi-  
15        cal diversity; and

16                 (D) non-material benefits provided to  
17        human societies and culture, including opportu-  
18        nities for recreation, tourism, aesthetic or artis-  
19        tic appreciation, and spirituality.

20                 (14) SECRETARY.—The term “Secretary”  
21        means the Secretary of State.

1   **SEC. 4. VERIFIED INTERNATIONAL FOREST ECOSYSTEM**

2                   **SERVICES CONSERVATION PROGRAM.**

3         (a) IN GENERAL.—The Secretary shall establish a  
4 program, to be known as the “Verified International For-  
5 est Ecosystem Services Conservation Program”.

6         (b) PURPOSE.—The purpose of the Program shall  
7 be—

8                   (1) to enhance efforts to halt terrestrial eco-  
9 system degradation and loss, and increase terrestrial  
10 restoration at scale;

11                  (2) to provide contingent outcome-oriented as-  
12 sistance for the achievement of eligible projects in  
13 partner developing countries through incentives and  
14 assistance to halt terrestrial ecosystem loss; and

15                  (3) to enhance restoration of terrestrial eco-  
16 systems.

17         (c) IMPLEMENTATION.—The Secretary shall develop  
18 the criteria, guidelines, and processes necessary to imple-  
19 ment the Program.

20         (d) GOALS.—In carrying out the program established  
21 pursuant to subsection (a), the Secretary shall work with  
22 the governments of partner developing countries and ap-  
23 propriate local partners to identify, develop, and imple-  
24 ment eligible projects that will or have the potential—

25                  (1) to help partner developing countries meet  
26 their forest conservation and restoration goals, in-

1       cluding efforts to achieve emissions reductions and  
2       enhance net natural sequestration capacity associ-  
3       ated with deforestation;

4                 (2) to enhance terrestrial ecosystem services;

5                 (3) to improve natural habitat for species;

6                 (4) to preserve culturally and ecologically  
7       unique forested lands, including forests containing  
8       rare, threatened, or endangered plant species;

9                 (5) to contribute to cooperative efforts to con-  
10     serve and restore natural forests and other terres-  
11     trial ecosystems that provide local, regional, and  
12     global environmental and health benefits;

13                 (6) to provide a counterbalance to investments  
14     from any country of concern in activities that utilize  
15     destructive industrial practices that degrade or de-  
16     stroy natural forests and other terrestrial ecosystems  
17     in partner developing countries; and

18                 (7) to reduce illegal deforestation.

19       (e) OUTCOME-ORIENTED ASSISTANCE.—

20                 (1) IN GENERAL.—An eligible project shall  
21     qualify for outcome-oriented assistance under the  
22     Program if—

23                         (A) in the determination of the Secretary,  
24     the partner developing country or appropriate  
25     local partner will be able to fulfill its obligations

1           under a multi-year agreement described in sub-  
2           section (d) in support of an eligible project  
3           through the Program, including (as applicable)  
4           with respect to—  
5                         (i) standards of governance and re-  
6                         spect for rule of law in the partner devel-  
7                         oping country;  
8                         (ii) environmental and social safe-  
9                         guards; and  
10                         (iii) safeguarding against the potential  
11                         for corruption or misuse of assistance pro-  
12                         vided under this section;

13                         (B) the eligible project is appropriately de-  
14                         signed to use outcome-oriented assistance;

15                         (C) the partner developing country or ap-  
16                         propriate local partner, as applicable, agrees—  
17                                 (i) to abide by transparency require-  
18                         ments with respect to the use of funds re-  
19                         ceived under the program established pur-  
20                         suant to subsection (a);  
21                                 (ii) to fulfill measuring, reporting, and  
22                         verification requirements, including inde-  
23                         pendent third-party verification, necessary  
24                         to provide outcome-oriented assistance;

8 (iv) to ensure that women, indigenous  
9 communities, and other local stakeholders,  
10 as applicable, are empowered and enabled  
11 to meaningfully participate in the develop-  
12 ment, implementation, and potential bene-  
13 fits of the eligible project; and

14 (v) to disclose any debt the applicant  
15 may owe to any entity known to be owned  
16 or controlled by a country of concern, in-  
17 cluding loan amounts, duration, rates, and  
18 contractual provisions;

1           local partner agrees that the assistance pro-  
2           vided under this section may not be used to am-  
3           ortize any loan principal owed to any entity  
4           known to be owned or controlled by the country  
5           of concern.

6           (2) IMPACT OF INDIGENOUS COMMUNITIES.—

7           The presence of indigenous communities subsisting,  
8           and engaging in sustainable economic activities, on  
9           the lands of an eligible project shall not—

- 10           (A) be infringed by activities conducted in  
11           association with an eligible project; or  
12           (B) impact the qualification of an eligible  
13           project.

14           (3) ADDITIONAL ECONOMIC ACTIVITY.—Any ad-  
15           ditional economic activity pursued on the lands of an  
16           eligible project may be permissible if such activities  
17           are carried out in accordance with the goals de-  
18           scribed in subsection (d).

19           (4) ADDITIONAL FORMS OF QUALIFICATION FOR  
20           OUTCOME-ORIENTED ASSISTANCE.—Notwithstanding  
21           paragraph (1), an eligible project may qualify for  
22           outcome-oriented assistance under this subsection  
23           if—

- 24           (A) the eligible project includes a combina-  
25           tion or aggregation of existing activities that

1 align with the goals described in subsection (d)  
2 such that the total of such projects contributes  
3 to the full national or, on an interim basis, sub-  
4 national territory in the partner developing  
5 country; or

6 (B) the eligible project is nested into the  
7 accounting and reporting of an existing national  
8 or sub-national program or activity in the part-  
9 ner developing country, including with regard to  
10 safeguard requirements and any transfer of  
11 verifiable environmental credits that qualify for  
12 use or transfer under internationally recognized  
13 systems that may meet the international envi-  
14 ronmental commitments of the partner devel-  
15 oping country, without regard to whether the el-  
16 igible project is below the subnational level or  
17 scale.

18 (5) PRIVATE OR PARTNER COUNTRY CONTRIBU-  
19 TION SUPPORT REQUIREMENT.—

20 (A) IN GENERAL.—Outcome-oriented as-  
21 sistance shall only be granted to eligible  
22 projects that secure additional funding from  
23 sources other than the United States Govern-  
24 ment in an amount that is not less than the 10  
25 percent of the amount determined to be pro-

1 vided out of the fund established under sub-  
2 section (h) for the eligible project based on the  
3 terms of the multi-year agreement of such eligi-  
4 ble project

(ii) to facilitate the security of financial commitments from private contributions, which shall be counted toward the requirement under subparagraph (A) for an eligible project.

6 (f) MULTI-YEAR AGREEMENTS GOVERNING THE  
7 PROVISION OF OUTCOME-ORIENTED ASSISTANCE.—

1 year agreements for eligible projects that include  
2 terms that leverage funding from non-profits, busi-  
3 nesses, other developed countries, and multilateral  
4 financing and development agencies.

5 (4) ADDITIONAL ECONOMIC ACTIVITIES WITHIN  
6 AN ELIGIBLE PROJECT.—Multi-year agreements  
7 shall—

8 (A) permit economic activities within the  
9 area of an eligible project; and

10 (B) seek assurances that the conduct of  
11 such economic activities does not degrade the  
12 effectiveness of an eligible project in accordance  
13 with the goals described in subsection (d).

14 (5) TERMS.—In negotiating multi-year agree-  
15 ments under this subsection, the Secretary shall do  
16 the following:

17 (A) RECIPROCAL COMMITMENT.—The Sec-  
18 retary shall take steps to ensure that the part-  
19 ner developing country or appropriate local  
20 partners in the partner developing country, as  
21 applicable, reciprocate the commitments to  
22 achieving the goals described in subsection (d).

23 (B) DURATION OF AGREEMENT.—The Sec-  
24 retary—

(i) shall negotiate and reach a mutually agreed upon term-length for each multi-year agreement;

(ii) may renegotiate and re-enter a multi-year agreement prior to or after the terms and dates of the multi-year agreement expire; and

(iii) shall seek assurances that the agreed upon goals and objectives for enhancing terrestrial ecosystem services achieved through the relevant eligible project will last in perpetuity.

(C) RIGHT TO TITLE.—The Secretary may negotiate for the United States to own and control title to the greenhouse gas emission reductions associated with the activities of an eligible project for the purposes of counting such reductions toward the international emission reduction commitments of the United States.

(6) TERMINATION.—An agreement under this subsection may be unilaterally terminated by the Secretary if—

(A) the Secretary determines that the partner developing country or a appropriate local partner is failing or has failed to uphold the

1           terms and conditions established for the eligible  
2           project; or

3           (B) the Secretary—

4               (i) determines that the eligible project  
5               is not in the national interest of the United  
6               States; and

7               (ii) submits to Congress a notification  
8               of such determination.

9           (g) REVIEWS AND REPORTS.—

10           (1) PERIODIC REVIEWS.—The Secretary shall  
11           periodically review and evaluate the progress of eligi-  
12           ble projects—

13               (A) to ensure that eligible projects are pro-  
14               ceeding successfully and appropriately main-  
15               tained;

16               (B) to account for and adapt to  
17               externalities that could prevent an eligible  
18               project from meeting its objectives; and

19               (C) to advise proponents of an eligible  
20               projects in planning and executing the eligible  
21               project in accordance with this Act.

22           (2) TRANSPARENCY.—The Secretary shall—

23               (A) make publicly available a list of funds  
24               made available under the Program; and

(A) the amount of funds the private donor contributed to the eligible project for each calendar year that funds were provided;

14 (B) the location of the eligible project in-  
15 cluding country and region;

21 (D) a summary of the environmental im-  
22 pact of the eligible project including—

5 (h) DUPLICATION OF EFFORTS.—In carrying out the  
6 program under this section, the Secretary shall consult as  
7 appropriate with the Administrator of the United States  
8 Agency for International Development to avoid duplicative  
9 foreign aid efforts, particularly for conservation funds.

10       (i) TRUST FUND.—There is established in the Treas-  
11 ury of the United States a fund to be known as the  
12 “Verified International Terrestrial Ecosystem Services  
13 Conservation Fund”, which shall consist of—

17                   (2) such gifts, bequests, or devises of property  
18                   for the benefit of, or in connection with carrying out  
19                   this section as the Secretary may accept in the form  
20                   of donations by individuals or entities, including pri-  
21                   vate entities, non-profit entities, other developed  
22                   countries, and multinational entities.

24                   (1) AUTHORIZATION.—There is authorized to  
25                   be appropriated to carry out this section—

5                         (2) AVAILABILITY.—Amounts appropriated to  
6 carry out this section are authorized to remain avail-  
7 able until expended and shall be used solely for the  
8 purposes of this section.

14 (k) NATURAL FOREST REFERENCE BASELINE FOR  
15 ELIGIBLE PROJECTS.—

16 (1) PROPOSALS FOR NATURAL FOREST REF-  
17 EBENCE BASELINE.—

1           ates and establishes a forest reference level  
2           baseline of an eligible project in accordance  
3           with the criteria established by the Secretary  
4           under paragraph (2).

5           (B) DETERMINATION BY SECRETARY.—

6               (i) IN GENERAL.—After receipt of a  
7               proposal under subparagraph (A), the Sec-  
8               retary shall determine whether the forest  
9               reference level baseline meets the criteria  
10          under paragraph (2).

11              (ii) PROVISION OF OUTCOME-ORI-  
12              ENTED ASSISTANCE APPROVED FOREST  
13              REFERENCE LEVEL BASELINE.—If the  
14              Secretary determines under clause (i) that  
15              the proposed forest reference level baseline  
16              meets the criteria under paragraph (2), the  
17              Secretary may provide outcome-oriented  
18              assistance for such eligible project to the  
19              developing country or appropriate local  
20              partner in accordance with this section.

21              (iii) FAILURE TO MEET CRITERIA.—

22               (I) IN GENERAL.—If the Sec-  
23               retary determines under clause (i)  
24               that the proposed forest reference  
25               level baseline does not meet the cri-

(II) PROVISION OF OUTCOME-ORIENTED ASSISTANCE FOR AGREED FOREST REFERENCE LEVEL BASE-LINE.—Once an agreement has been reached under subclause (I), the Secretary may provide outcome-oriented assistance for the eligible project to the developing country or appropriate local partner in accordance with this section.

22 (A) is used to account for the net size of  
23 forested lands or significant naturally vegetated  
24 lands achieved from the eligible project;

(B) is national, or subnational on an interim basis, in scope;

(C) is consistent with the environmental stewardship commitments, targets, or actions that are appropriate for the partner developing country with respect to combatting deforestation or loss of terrestrial ecosystem services—

(i) taking into consideration the average annual historical emissions and removals associated with the forests, and other terrestrial ecosystems, as applicable, of the partner developing country during a period of at least 5 years; and

(ii) if appropriate, using the relevant 2006 IPCC Guidelines for National Greenhouse Gas Inventories published by the Intergovernmental Panel on Climate Change to determine applicable drivers of deforestation and land use conversion;

(D) establishes a trajectory that would result in zero net deforestation by not later than 10 years after the date on which the baseline is established;

(E) is updated not less frequently than once every 5 years to account for changing circumstances in the developing country;

(F) accounts for the size of forested areas  
based on—

(i) remaining natural forest land;

(G) takes into consideration existing or planned terrestrial ecosystem services or forest conservation or restoration projects as described in subsection (e) in a partner developing country and the effect those projects might have in determining protection or restoration activities with respect to terrestrial ecosystem services and establishing a forest reference level baseline for eligible projects funded under this Act.

## 22 SEC. 5. NATURE-BASED SOLUTIONS.

23       (a) IN GENERAL.—The Administrator of the United  
24 States Agency for International Development, in consulta-  
25 tion with the Secretary, shall conduct a program to pro-

1 vide technical assistance to build the capacities of partner  
2 developing countries and appropriate local partners to im-  
3 prove conservation, natural forest management, and res-  
4 toration of natural forests and other terrestrial ecosystems  
5 for the purposes of—

6 (1) enhancing the terrestrial ecosystem services  
7 and sustainable economic value of such natural re-  
8 sources; and

9 (2) facilitating the preparation of eligible  
10 projects in accordance with section 4.

11 (b) ELIGIBLE ACTIVITIES.—In conducting the pro-  
12 gram described in subsection (a), the Administrator of the  
13 United States Agency for International Development may  
14 provide technical support to partner developing countries  
15 and appropriate local partners for the following activities:

16 (1) Reducing deforestation related emissions,  
17 forest fragmentation, and forest degradation of sig-  
18 nificant forests within a partner developing country.

19 (2) Enhancing the natural carbon sequestration  
20 ability of the natural forests and the terrestrial eco-  
21 system services of a potential eligible project within  
22 a partner developing country, and building resilience.

23 (3) Monitoring, reporting, and verification of  
24 the environmental, social, and financial quality and

1       integrity of the project as an important component  
2       of the work.

3               (4) Assisting governments, willing, legitimate  
4       landowners, or willing customary use rights holders  
5       in developing projects to engage in conservation  
6       credit markets through—

7                       (A) the implementation of science-based  
8       metrics for determining that conservation ac-  
9       tivities have generated verifiable environmental  
10      credits that may be sold to buyers on existing  
11      conservation compliance markets; or

12                       (B) projects providing outcome-oriented as-  
13       sistance.

14               (5) Developing domestic infrastructure and ca-  
15       pacity building for creating and tracking conserva-  
16       tion credits, such as registries or projects eligible for  
17       outcome-oriented assistance, and preparing countries  
18       to implement nature-based solution initiatives.

19               (6) Ensuring that women, Indigenous Commu-  
20       nities, and other local stakeholders are empowered  
21       and enabled to meaningfully participate and share in  
22       the potential benefits of activities funded under this  
23       section.

- 1                   (7) Ensuring the additionality of projects, pro-  
2                   grams, and other activities made possible by funding  
3                   provided pursuant to this section.  
4                   (c) AUTHORIZATION.—There is authorized to be ap-  
5                   propriated \$10,000,000 to carry out this section.

○