

## GOVERNANCE OF REDD+

*To what extent does the R-PP promote good governance within REDD+ systems and processes?*

**Stakeholder Participation in REDD+ planning and Implementation**

+ *Identifies relevant stakeholders for REDD+*

*Specifically considers how to engage vulnerable groups*

*Establishes procedures to ensure a transparent process and accountability for stakeholder input*

- *Establishes a grievance / dispute resolution mechanism*

*Considers how to learn and build from other relevant participatory processes*

The R-PP identifies an array of relevant stakeholders for REDD+ and emphasizes that vulnerable groups—including forest-dependent communities, indigenous peoples, women and youth—should be involved in the formulation and execution of a REDD program (Annex 2b). However, the R-PP does not offer any tailored strategies to specifically target these groups. One of the main stated objectives of the proposed REDD Consultation and Outreach Plan (Annex 2b) is to make decision-making more inclusive, transparent and accountable. In order to achieve this, the R-PP proposes to create “effective communication channels” through which information about REDD can be disseminated to stakeholders and feedback can be collected. At this stage, however, few concrete details are offered to describe how feedback will be incorporated into decision-making processes, and there appears to be no validation process in place to ensure that stakeholder concerns have been adequately addressed.

**Recommendations:**

- Clarify how the “representative from civil societies” will be elected to the National REDD Working Group, and consider whether additional non-governmental representatives should be included
- Consider developing a validation process in order to ensure accountability for stakeholder input
- Establish a grievance / dispute resolution mechanism for REDD stakeholders
- Discuss any lessons learned from the stakeholder consultations in the IFCA process

**Government coordination in REDD+ planning and implementation**

*Considers REDD+ in the context of other sector policies, land use plans, and national development plans*

- *Proposes a process to reconcile potential conflicts between REDD+ strategies and other policies/plans*

*Proposes effective mechanisms to coordinate REDD+ across sectors*

*Proposes effective mechanisms to coordinate REDD+ across levels of government*

The R-PP regularly emphasizes that a REDD program should be consistent with long-term national development goals, and should promote coordination across sectors and between central and local government. It does not, however, provide any information about the existing dynamics and challenges of cross-sector coordination. The ongoing spatial planning process is described as a key strategy for rationalizing competing land uses, particularly concerning the conversion of forests to plantation crops such as oil palm (p5&44). As such, the R-PP could be strengthened by including additional details about the current status and remaining obstacles to effectively implementing the new spatial planning laws of 2007.

According to the R-PP, a National REDD Working Group will be established to oversee REDD implementation, which will include representatives from 13 different ministries and agencies as well as local government (p10-11). A National Council on Climate Change has also been set up to handle high level coordination on climate change, especially across sectors (p11). Finally, the Ministry of National Planning is also coordinating a working group to prepare Road Map on Climate Change (p8). While the existence of these various bodies reflects a broad commitment to coordination, it is not clear how these high level bodies will themselves coordinate, and it seems that competing interests, priorities and jurisdictions could potentially be problematic.

**Recommendations:**

- Explain how the National REDD Working Group and National Council on Climate Change will coordinate
- Identify any non-forest sector policies and strategies that may have implications for REDD
- Explain how local governments have been involved in REDD planning thus far, and if any challenges are foreseen

**Transparent and accountable REDD+ revenue management & benefit sharing**

- *Proposes a transparent system to track and coordinate international financing of activities related to REDD+*

+ *Considers measures to promote fiscal transparency and accountability for REDD+ revenue management*

*Proposes a transparent process for deciding who should benefit from REDD+ and how benefits will be targeted*

### Reviews lessons from past and/or existing systems for managing and distributing forest revenues

The R-PP mentions several existing fund models that could serve as a basis for a revenue distribution system for REDD, and states that current revenue sharing regulations between national and sub-national government entities will play a role in future allocation decisions (p36). The R-PP also describes several ongoing initiatives to promote improved governance with respect to financial management, including requiring the disclosure and divestiture by cabinet members of forest-related financial holdings and the adoption of national financial sector regulations to safeguard REDD payments and markets (p7). However, the R-PP does not describe any past lessons learned from revenue management and allocation in the forest sector.

The R-PP also describes three potential channels for REDD funds to be distributed (p36), although at this stage it is not clear how local communities might be able to receive revenues or other benefits through REDD, especially as they generally possess no legal rights to the forest they inhabit and use. The R-PP does suggest that REDD related financial resources could be used to finance programs that will create alternative and sustainable livelihoods for forest-dependent communities (p28), although it does not yet suggest what these programs might entail.

#### **Recommendations:**

- Elaborate on how forest dependent communities might benefit from a REDD program
- Consider lessons learned from past experiences with revenue management and allocation in the forest sector

### Transparent monitoring and oversight of REDD+

*Proposes to establish information management systems for REDD+ that guarantee public access to information*

*– Proposes mechanisms for independent oversight of the implementation of REDD+ activities*

*– Proposes mechanisms to monitor progress of efforts to address governance-related drivers of deforestation*

The R-PP does not propose to create any systems for independent oversight of implementation of a REDD program. While the Indonesia R-PP was prepared using an early version of the R-PP template that does include a section on monitoring non-carbon benefits and impacts, there are some general references in the proposal to using “indicators of good governance” to determine eligibility of corporate and local government actors to participate in a REDD program (p7). One of the stated goals of the R-PP is to improve “access to data/information” (p4), including by advancing the implementation of the Ministry of Forestry’s new disclosure policy (p7). However, Component 8 of the R-PP on designing and implementing an MRV system for REDD does not contain any discussion of how information will be coordinated, managed, or made publicly accessible.

#### **Recommendations:**

- Propose a mechanism for independent oversight of the implementation of REDD activities
- Propose a mechanism to monitor progress of efforts to address the governance issues raised in the R-PP

## GOVERNANCE-RELATED DRIVERS OF DEFORESTATION

*To what extent does the R-PP consider key forest governance challenges for achieving REDD+?*

### Land and forest tenure

*+ Discusses the situation regarding land and forest tenure, including for indigenous peoples*

*Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens*

*– Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP describes four new regulations that were created over the past decade to strengthen the rights of communities to use and manage forest resources (Annex 1). It states that in practice, however, most of these regulations have not been implemented in any significant way, and most forest dwellers continue to access forest resources outside of the formal tenure system. For example, it states that the regulation recognizing customary ownership (now 10 years old) has not been implemented due to conflicts at the local level as well as between the Ministry of Forestry (who claims ultimate authority over the forest estate) and customary institutions. The R-PP does not describe any strategies to address this fundamental problem, either in the context of REDD or more generally. Nor does it explain the potential implications for REDD implementation. While the R-PP does not discuss the prevalence of land or resource related conflict in detail or describe how these conflicts are typically resolved, it does state that judicial reform and capacity building are part of broader efforts to improve forest governance (p7).

#### **Recommendations:**

- Assess the reasons for the slow implementation of regulations to strengthen forest tenure for local communities and

indigenous peoples, and what needs to be done to expedite the process moving forward

- Consider the implications of insecure and unclear tenure on deforestation and forest degradation, and for a potential REDD program
- Consider actions to strengthen forest tenure for local communities and indigenous peoples in the proposed REDD strategy options

### Forest Management

+ *Discusses the ability of forest agencies to plan and implement forest management activities*

• *Considers the role of non-government stakeholders, including communities, in forest management*

• *Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP states that sustainable forest management is at the heart of Indonesia's REDD strategy, and REDD-related financial resources are hoped to make a significant contribution to the costs of implementing SFM for communities, the private sector and provincial and district governments (p12). The proposed REDD strategy options include several activities in this regard, although much more detail is needed to understand how these goals might be achieved, and specifically what will be required at the institutional level. The problem of overlapping and unclear mandates between national and sub-national government entities is a theme throughout the R-PP and will need to be dealt with.

The R-PP suggests that local communities should be involved in REDD activities. However, the ability of forest dwellers and indigenous peoples to play an active role in REDD activities (based on the new REDD regulation) is dependent upon their ability to secure legitimate forest use rights within the national forest estate (p26). Annex 1 describes several relatively new regulations that allow communities to engage in the management of protected areas and to apply for conditional use rights over production, protection and plantation forests. However, these regulations are in the early stages of implementation. Without clear rights, communities will be limited to smaller roles in REDD implementation, such as monitoring activities. It seems that strengthening and supporting the implementation of these regulations should be a central piece of the REDD strategy, but currently there is little to no emphasis on local communities within the proposed strategy options (p27). The only major reference to communities within the REDD strategy falls under the demonstration activities proposed at the provincial and district level to "enhance the capacity of local community groups, including *adat* communities to engage in forest management through REDD activities" (p30).

#### **Recommendation:**

- Provide more concrete information on how local communities and indigenous peoples will be able to actively participate in a REDD program, even when they do not possess formal resource use rights.

### Forest Law Enforcement

• *Discusses the ability of law enforcement bodies to effectively enforce forest laws*

+ *Discusses efforts to combat corruption*

• *Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP recognizes illegal logging, forest crime and corruption as important drivers of deforestation and degradation, and includes a very brief description of key issues in Annex 1. It mentions several initiatives already underway to combat these problems, including the Forest Law Enforcement National Strategy (Annex 1) and special commissions and courts to deal with corruption (p6). The need to enhance law enforcement was also a key conclusion of the multi-stakeholder process on REDD that started in 2007 (p12). However, the proposed REDD strategy options does not contain a strong component relating to reducing illegal activities. The most specific activity mentioned is "voluntary adoption by private sector companies of timber theft measures" (p44).

#### **Recommendations:**

- Provide greater detail on challenges relating to law enforcement and corruption
- Consider how REDD could leverage the investments and capacity building requirements necessary to strengthen the law enforcement system

### Other Forest Governance Issues Relevant for REDD+

+ *Discusses other forest governance issues that are relevant for REDD+*

- *Links identified governance challenges to proposed REDD+ strategy and implementation framework*

The R-PP recognizes the need for a multi-sector approach to improving governance, and lists several ongoing initiatives at the national and local level aimed at improving transparency and accountability in the forest sector and beyond (p7). Further, one of the major recommendations arising from previous stakeholder consultations is that REDD should be designed with the broader goal of improve forest governance, in addition to forest management (p16). However, the proposed REDD strategy options and implementation framework do not provide a sense of the broader governance reforms that are needed.

#### **Recommendation:**

- Consider how a REDD program could contribute to broader governance reforms in the forest sector