

MADAGASCAR

*(R-PP dated 8 October 2010)***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 stakeholder consultation plan clearly describes consultations held to date on the R-PP and outlines a process for informing and consulting stakeholders that emphasizes the need for accountability through stakeholder feedback (p24). There are some existing systems for consultation in Madagascar already in place, such as the public participation requirements in environmental management as set out in the Environmental Charter. Furthermore, the R-PP lists some existing processes such as Planning and Monitoring and Evaluation Platforms, Multi-Local Planning Committees and Forest Commissions as mechanisms for facilitating stakeholder engagement and conflict resolution, although how the R-PP could build on these processes is not specified (p17). A “revitalized” conflict resolution mechanism is briefly mentioned as part of the implementation framework for REDD+ that will be developed during year 2 of the readiness process (p59).

Initial consultations were held at the national level, including with key ministries, national and international NGOs, and the scientific community. For sub-national consultations, 7 regions with high rates of deforestation were selected for regional consultations that utilized guidance tools such as videos, maps and schematic tools. Attempts were made to ensure local agents were present to communicate in both local and official languages, but the R-PP notes the need to hold future consultations at a district level as well, since many regional centers are not easily accessible for local stakeholders (p21). The R-PP suggests that a representative sample of women and vulnerable sectors should be identified for inclusion in consultations, although it does not clarify what is meant by “vulnerable groups” in this context. The plan also lists the types of communities that will need to be included in consultations, such as slash-and-burn farmers, communities managing natural resources, small-scale mining operators, and stakeholders in the timber market (p23).

Recommendation:

- Develop a more detailed list of national and sub-national stakeholders to be included in the consultation and planning process, including a definition of vulnerable sectors.

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 demonstrates a commitment to ensuring the REDD+ planning is coordinated and that REDD+ policies are consistent with national development plans. The R-PP lists unresolved issues such as overlap between forest and mining areas, programs that promote agricultural investment, and poor coordination of land use planning all pose potential challenges to successful integration of REDD+ programs that will need to be addressed. The R-PP describes some efforts to address these issues through its management arrangements for REDD+. An existing Interministerial Committee (CIME) will be responsible for overall decision-making, integrating REDD+ into sectoral policies, and coordinating REDD+ in Madagascar (p12). A REDD+ Technical Committee (CT-REDD) is also tasked with providing coordination and technical support, and the R-PP states that, over the course of the readiness process, this body will become a REDD+ Readiness Coordination Platform (PCP-REDD+). A REDD+ Unit housed within the Ministry of Forestry is also intended to help link the REDD+ process to other decision-making processes and

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sectors (p14). It is not clear how clearly the division of roles and responsibilities have been divided between these groups. Furthermore, a National Monitoring and Mediation Structure is tasked with overall monitoring and linking of REDD+ to intersectoral decision-making processes (p55). At the sub-national level, the Regional Forest Commission will be involved in relaying information about the PCP-REDD+; however, coordination across levels of government is noted as a current challenge that is exacerbated by lack of clarity in the division of roles and responsibilities between central and sub-national levels of government.

Finally, while the R-PP does mention that past coordination efforts have not been effective, there is no in depth explanation of the existing capacity of these institution to coordinate activities and the possible challenges for developing process to resolve conflicts between sectors.

Recommendations:

- Establish clear roles and responsibilities for the various coordinating bodies discussed in the R-PP
- Include a discussion of how new initiatives to improve coordination for REDD+ will differ from past efforts that were described as ineffective

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 importance of developing efficient and transparent revenue management processes for REDD+ is expressed in the R-PP, although specific systems for tracking or sharing funds are not proposed. Several existing mechanisms for sharing benefits are discussed as providing potential lessons for REDD+ revenue sharing, such as benefit sharing systems that share proceeds from protected areas and ecotourism with local communities and conservation agreements for community conservation efforts (p39, 40). The R-PP states that revenue-sharing mechanisms from the forest sector, as well as experiences with sharing of mining and oil revenues, will be assessed as part of the process of developing a system for REDD+ and options will be evaluated during the process of preparing a more detailed strategy. These assessments will include analysis of some of the institutions involved in these funding mechanisms. Once financial management arrangements are in place, the National Monitoring and Mediation Structure will play a monitoring role and help ensure access to information on revenue management is available to the public.

Recommendations:

- Identify which institution could be responsible for management of REDD+ revenues and discuss any capacity building efforts that might be required
- Outline a process for how the revenue systems will be developed in consultation with relevant stakeholders

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*

A commitment to information sharing with all actors is expressed in the R-PP, which notes the need to build capacity of institutions to manage information systems. In general, several different institutions have forest information management responsibilities in Madagascar, including the Ministry of Environment and Forests and its subsidiary body the National Environmental Office (ONE), which is frequently responsible for making information publicly available. The preliminary vision for oversight of REDD+ implementation includes a National Monitoring and Mediation Structure that is responsible for monitoring of REDD+ implementation, coordination and technical planning, as well as a Technical Monitoring and Information

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Management Unit (p55), although it is not clear whether the Monitoring and Mediation Structure functions as an independent body.

A specific system for governance monitoring is also proposed and will consider the issues identified in the REDD+ strategy options, as well as monitor the transparency and accountability of the different institutions and actors involved in REDD+ implementation (p84). An indicator matrix for assessing these governance components will be created through a consultation process.

Recommendations:

- Clarify the roles and responsibilities for information management and dissemination across the different technical and coordinating bodies discussed in the R-PP
- Clarify whether the National Monitoring and Mediation Structure is an independent body or part of an existing institution

GOVERNANCE CHALLENGES FOR ADDRESSING DEFORESTATION DRIVERS

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 tenure situation in Madagascar is generally described as insecure, thus incentivizing forest clearing for agriculture and other purposes. Forest land belongs to the state, and recognition of property ownership is contingent on a process of registration that requires proof of “obvious and permanent personal hold” such as land clearing (p28). A National Tenure Program is in its initial phase, but aims to improve tenure security by improving the quality of tenure services such as tenure mapping, decentralizing tenure management and administration services to the commune level, and reviewing the legal framework for tenure (p35). While specific tenure challenges are not explicitly addressed in the preliminary REDD+ strategies, the overarching strategy options identified include efforts to improve forest governance and manage access to forest areas that may need to consider tenure security. The R-PP does classify existing strategy options as “provisional” and outlines a process for developing these strategies further once needed assessments and consultations have been conducted (p47).

Recommendations:

- Discuss the existence of judicial or other systems to resolve tenure-related conflicts
- As part of the process of developing a more detailed set of REDD+ strategy options, outline potential strategies to address tenure-related drivers of deforestation

Forest Management

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

+ *Considers the role of different stakeholders, including communities, in forest management*

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

The R-PP describes some of the existing initiatives and ongoing challenges faced by forest management activities in Madagascar that will need to be addressed in the readiness phase. The Forest Administration’s lack of resources, corruption, ineffective decentralization policies, and unreliable forest information contribute to a forest management system that is susceptible to corruption and weak governance (p38).

There have been some attempts to diversify the suite of actors involved in resource management by transferring responsibilities for forest resource management to local groups. Enhancement of some of the existing efforts to improve forest management through transfer of management responsibilities to a more decentralized management structure is part of the REDD+ strategy being

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developed. These efforts attempt to delegate forest management responsibilities to non-government actors such as local communities, civil society and the private sector (p48).

Recommendation:

- Provide more detail on why past efforts to improve forest policy and administration have not been successful

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 identifies a range of existing law enforcement challenges such as poor enforcement of regulations, poor surveillance systems, lack of human and financial capacity, and gaps in regulations that impose penalties for forest crimes (p37). Furthermore, since the 2009 political crisis illegal logging of valuable timber species such as rosewood has increased. Some input from regional consultations also identified weaknesses in the judicial system, citing instances of forest crime in which the cases of offenders were discharged when they arrived in court, although specific reasons for this are not discussed. Corruption is also identified as a cross-cutting issue in the forest sector. Specific types of corruption are not discussed, but several existing structures for fighting financial corruption are listed (p86).

Improving law enforcement, particularly surveillance systems that could help in monitoring of forest crime, is a priority for carrying out a REDD+ strategy, but specific mechanisms for addressing the types of capacity, enforcement, and corruption issues discussed in the R-PP are not clarified.

Recommendation:

- Propose a study to examine gaps in the existing legal and regulatory frameworks for forest law enforcement and forest crime

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 identifies forest governance as a major constraint for REDD+ implementation due to poor enforcement of existing laws and the long process of reforming the legal framework (p43). Capacity of the forest administration, insufficient numbers of forest agents, and corruption all negatively impact governance of the forest sector, and planned reforms are still in a beginning stage. Improving forest governance is one component of the three major strategy options proposed, and the need for improved legal and administrative frameworks will be assessed as part of the process of refining the REDD+ strategy.

Recommendation:

- Conduct a more detailed assessment of why attempts to improve forest governance have been implemented slowly and how REDD+ strategies can improve on these past efforts