

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 recognizes a wide range of stakeholders that will need to be involved in the development and implementation of the REDD strategy at the national, state and local levels (p30). In particular it emphasizes (i) landholders, as the actors that will be directly impacted by REDD activities; and (ii) indigenous and marginalized groups. The R-PP describes several existing mechanisms that are currently used to support stakeholder participation at all levels (p17). These existing platforms are anticipated to provide the basis for REDD consultations, and special attention will be given to indigenous communities and marginalized groups as potential beneficiaries of the REDD scheme. The R-PP states that stakeholder input (civil society organizations, government agencies, academia and financial institutions) was compiled at the national and sub-national levels for the development of the R-PP (p15-16). At the sub-national level, the R-PP mentions consultations at the state level, but overall the document gives more emphasis to efforts by the Federal Government. The R-PP proposes to carry out consultations in four phases: (i) preparation and dissemination for consultation – the design of a consultation plan; (ii) pilot consultation exercises to adjust methodologies; (iii) consultation at the national level stratified in three geographic regions; and (iv) dissemination of results to obtain improvements through feedback (p18). The R-PP provides a comprehensive and detailed plan for future interactions that includes a methodology to identify target stakeholder audiences based on a series of criteria that include level of power (or influence), representation, stake, and vulnerability (p63-80). It proposes to develop criteria and indicators for monitoring consultation (p18), although it is not clear who will carry out this monitoring role. The R-PP does not specify any concrete dispute-resolution mechanism.

Recommendations:

- Discuss the effectiveness of existing consultation mechanisms that will be used for REDD consultations
- Specify who will monitor the consultation process
- Design a dispute / grievance resolution mechanism for REDD

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 was prepared by Federal Government officials (CONAFOR) in collaboration with staff from two research institutions (ECOSUR and COLMEX) (p15-16). REDD planning and implementation is expected to be carried out by CONAFOR in collaboration with the REDD Working Group and the REDD Task Force (p11). It is somewhat unclear from the R-PP what the relative roles and responsibilities of these three organizations will be, how coordination will be achieved, and who will have ultimate authority over key implementation decisions. These details need to be clarified, perhaps using the organizational chart on page 12. CONAFOR's board is made up by the heads of the following ministries: National Defense; Economy; Finance; Treasury; Social Development; Agriculture, Livestock, Rural Development, Fishing and Food; Agrarian Reform; Tourism; SEMARNAT (president), and the National Water commission. The objective of this composition is to facilitate coordination, but the R-PP states that this has been extremely difficult to accomplish in practice (p89). The R-PP states that the most urgent task is to integrate forest policy with agricultural policy, particularly in the context of REDD. It does not propose any concrete strategies at this stage for how this might be achieved, although it does propose several studies to examine the impacts of past land use policies on deforestation and forest degradation (p27). It is not clear how the results of this study will be utilized. Inter-agency coordination in the design and implementation of a REDD strategy will be handled through the REDD Working Group (REDD-WG) and the Inter-Secretarial Commission on Climate Change (CICC), which is comprised of various federal ministries. The CICC structure will help ensure the REDD strategy will be incorporated into a broader national land-use policy directed towards mitigating and adapting to climate change (p10).

Recommendations:

- Clarify roles and responsibilities of members of the REDD Working Group and REDD Task Force

- Specify concrete strategies for harmonizing forest policy and agricultural policy in the context of REDD

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 recognizes landowners as key actors for REDD and key beneficiaries of ecosystem services. It also recognizes that the rural poor are particularly dependent on these services and that poverty alleviation should be a goal of REDD. The R-PP proposes to support demand of forest products and ecosystem services “so that a market development can be set up at both community and national levels” (p30). It also proposes to develop a valuation index on ecosystem services at the community level (p29). Four relevant revenue distribution mechanisms are mentioned without providing specific details about disbursement. These mechanisms include the *Pro Árbol* system¹ (p30-31); a system for payment for hydrological environmental services (p92); a conservation, carbon sequestration and agroforestry management program (p92); and the Mexican Forest Fund (p10). The R-PP discusses the problems experienced from these mechanisms, and begins to discuss how they will be used to inform the development of a REDD revenue system (p92). It is envisioned that the REDD strategy will set up a payment distribution system that, at the property level, will optimize emission reductions, biodiversity conservation, and poverty alleviation. At the national level, the system will include, among other things:

- a national accounting system and a REDD payment distribution system perhaps modeled after the *Pro Árbol* system;
- payment mechanisms to compensate landowners to keep livestock activities outside of the forests;
- a compensation mechanism for landowners that maintain their lands as forested; and
- a valuation index for ecosystem services at the community level (30-31).

Recommendations:

- Develop a transparent system to track and coordinate international REDD financing
- Consider measures to promote fiscal transparency and accountability for REDD+ revenues

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*

R-PP indicates that CONAFOR will contract relevant organizations to help set up an independent monitoring and verification system (p7), but few additional details are provided at this stage on what this system will look like. The R-PP proposes to design and implement a transparent reporting system for REDD that will be available to “national and international agents” in order to promote external verification (p50). The R-PP does not specify if information about REDD+ will be accessible to the public more broadly. There is also no discussion of monitoring the governance related drivers of deforestation.

Recommendations:

- Propose solutions to monitor progress of governance issues once they have been identified

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 states that land rights are relatively secure in Mexico, although disputes persist in some areas (p24). It also proposes to address the lack of security on user rights to timber and carbon by improving related policies (p29). The R-PP mentions a tendency in the past to marginalize rural/community landowners (p89). Although there has been a renewed recognition of rural landowners

¹ Pro Árbol (Pro-tree) is a campaign launched by the president of Mexico in 2007 to plant 250 million trees – <http://www.unep.org/billiontreecampaign/CampaignNews/Mexico.asp>

as important actors in development activities in national policies, it is unclear if this change of perspective is reflected on the ground. According to the R-PP, about 55% of lands are property of *ejidos* or communities (either agrarian or indigenous) (p22). The R-PP does not elaborate on the legal framework recognizing indigenous land rights. About 85% of land properties have been geo-referenced and titled. In the remaining 15%, owners have not taken the initiative to have their lands titled, or are areas of drug or organized crime activities. Some of areas of tenure disputes are located within indigenous communities (p24). About 2 million hectares are in dispute among indigenous groups or between indigenous and non-indigenous communities (p24). Illegal logging is thought to be higher in these areas, although the R-PP states that no published studies exist (p22). The R-PP does not specify how tenure disputes are handled in Mexico. It is not clear if any efforts are currently being made to resolve these disputes, or if such efforts would be a part of the proposed REDD strategy. The R-PP does not propose to create any special system for conflict resolution for REDD.

Recommendations:

- Describe the legal framework for recognizing indigenous land rights
- Propose an effective conflict-resolution mechanism with the capacity to uphold the rights of citizens
- Identify strategies to overcome governance challenges to REDD+ strategy options in regards to tenure

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

According to the R-PP, the Ministry of Environment and Natural Resources (SEMARNAT) is responsible for formulating and implementing the national policy for sustainable forest development, and also, ensuring coordination and coherence with national natural resources management and rural development policies (p89). These functions are carried out in coordination with the commission for protected areas (CONANP) and the federal authority tasked with environmental law enforcement (PROFEPA). SEMARNAT has delegated forest sector planning to CONAFOR, which will also be the implementing agency for REDD, and keeps control over forest management plans (p89). It is not clear from the R-PP if there are any major capacity constraints within CONAFOR that might inhibit effective forest management. However, it notes that not all forests are under management plans, and those without plans are generally subject to higher rates of deforestation (p22). The R-PP recognizes local stakeholders (landowners, indigenous groups) as key players in the conservation and management of forest resources, as well as key actors in the implementation of any REDD strategy (p17). Most of forests in México are either community forests (55%) or privately owned (35%). Although there are good examples of sustainable community forestry management, most *ejidos*, communities and private forest owners are not well organized for sustainable forest management. Part of the REDD strategy proposed in the R-PP is therefore to build community capacity (p22). Specifically, the R-PP identifies the following areas of improvement: social organization within communities towards forestry-related activities, leadership training, participatory approaches, transparency, and local consensus building mechanisms (p7). The R-PP notes that inequalities and power disparities at the community level is a challenge and driver of deforestation (p24), although it is not clear if and how this problem will be addressed as a part of the REDD strategy.

Recommendation:

- Discuss any relevant capacity constraints within CONAFOR for conducting forest management activities

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 states that the Mexican Forest Law establishes measures to punish unauthorized land-use change and illegal logging. It does not provide additional detail on this legal framework or the penal system. Forest law enforcement is carried out by PROFEPA. Although government law enforcement capacity has increased, the R-PP states that there are not enough human and financial resources to enforce the laws. Furthermore, illegal logging, drug trafficking and guerrilla activity limit access of law enforcement personnel in certain areas. Another complication for effective law enforcement is that it is often impossible to identify the actor(s) that clears the forests. The majority of the forest is community-owned and clearance occurs often in the informal sector without official permit (p24). The R-PP does not propose any options for how law-enforcement capacity might be enhanced, and this does not seem to be a major emphasis within the proposed REDD strategies.

Recommendations:

- Outline the effects of corruption and potential solutions
- Identify potential REDD strategy options to enhance law enforcement capacity

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

Overall, the R-PP identifies many governance challenges which may have implications for REDD, but it often does not identify solutions and effectively link them to the proposed REDD strategy options.