

# Developing quality standards to strengthen governance for REDD+ and forest sector MRV

UN Climate Change Conference, Bonn, 16 May 2012  
IGES Side event

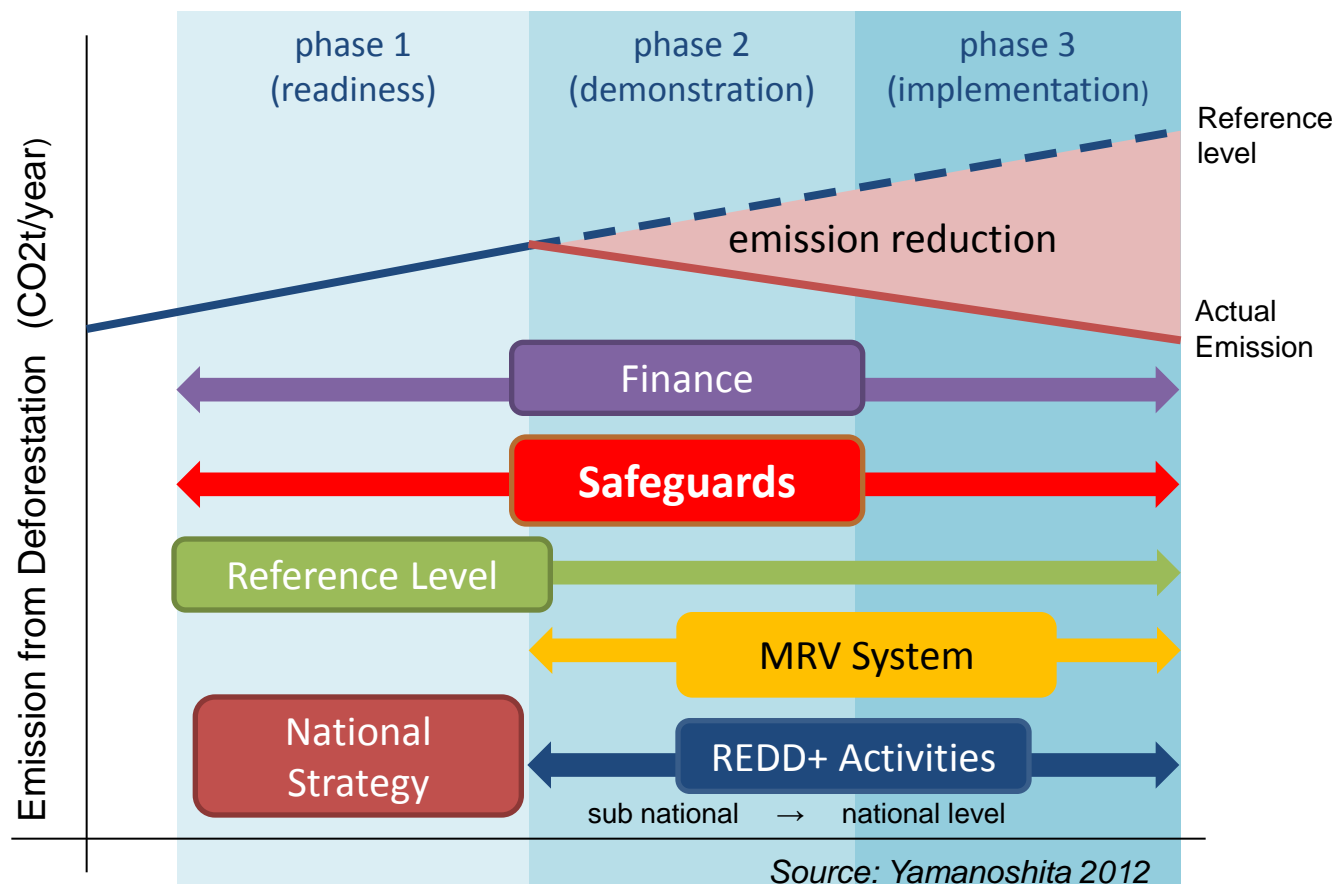
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# Outline

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# 1. The REDD-plus mechanism



## 4 pillars of REDD+ negotiations:

- MRV system: to monitor impacts of REDD+ activities on forest carbon stocks
- Safeguards: to prevent negative impacts
- Deforestation Drivers: Better understanding needed to develop effective national strategies
- Finance: A basket of financial options being discussed, but agreement proving elusive

## 2. Key decisions on REDD+ safeguards

### UNFCCC Decision 1/CP.16 (Cancun Agreements)

- Develop a robust and transparent national forest monitoring system
- Five forest-related activities which jointly comprise REDD+
- Develop a **system for providing information on how the safeguards are being addressed and respected...**

### Appendix I to UNFCCC Decision 1/CP.16

- **Promote and support 7 areas of safeguards**

### UNFCCC Draft Decision -/CP.17

- Provide a **summary of information** on how all of the safeguards are being addressed and respected throughout the implementation of the activities
- **Provided periodically and be included in national communications...**

### 3. Key elements of monitoring

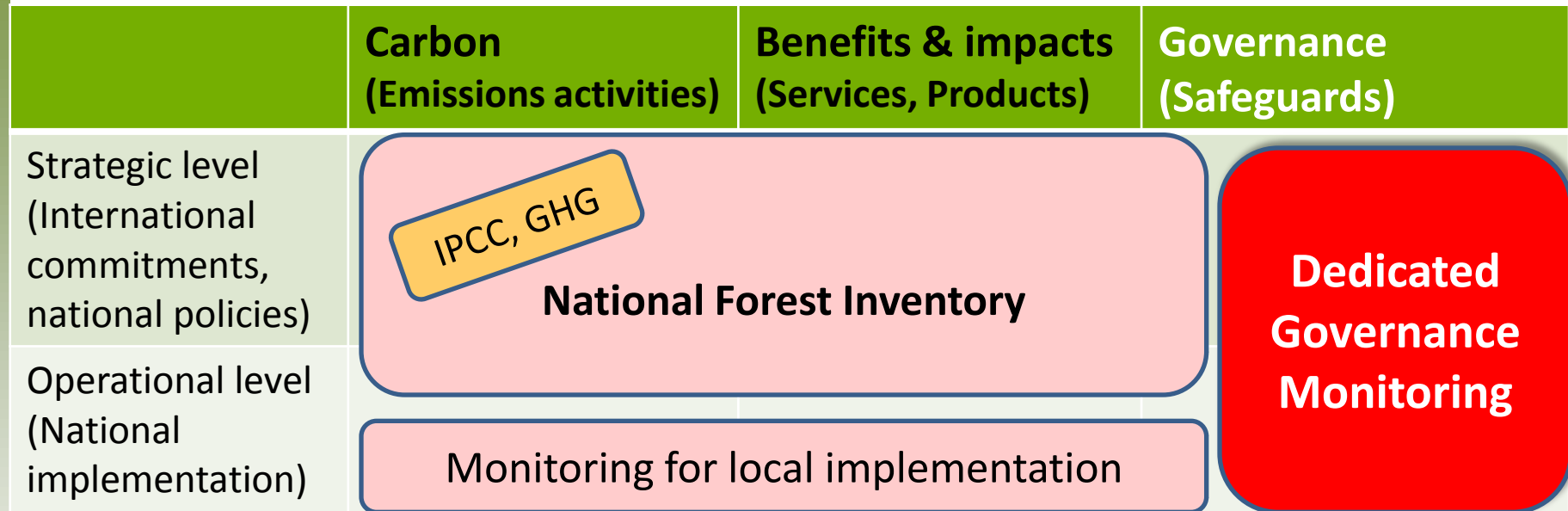
	What is monitored	How to monitor
Forest Carbon	<ul style="list-style-type: none"> <li>• Deforestation</li> <li>• Forest degradation</li> <li>• Conservation of forest carbon stocks</li> <li>• Sustainable management of forests</li> <li>• Enhancement of forest carbon stocks</li> </ul>	<ul style="list-style-type: none"> <li>• Remote sensing</li> <li>• Ground-based forest inventory</li> </ul>
Safeguards	<ul style="list-style-type: none"> <li>• National programmes and international conventions</li> <li>• <b><u>Transparent and effective national forest governance structures</u></b></li> <li>• Respect for the knowledge and rights of indigenous people and local communities</li> <li>• Participation of indigenous peoples and local communities</li> <li>• Conservation of natural forests and biodiversity</li> <li>• The risks of reversals</li> <li>• Displacement of emissions</li> </ul>	To be determined

## 4. Why governance matters to REDD+

**Tackling poor governance** is an internationally recognised **prerequisite for achieving investment** in long-term forest management or any broader environment or development aims for the forest sector (UNFF, FAO, ITTO, World Bank, G8)

- Good governance needed to encourage investments in REDD+
- Transparent and effective national forest governance needed to ensure REDD+ delivers real, long-term net emissions reductions, without compromising rights and proper process; hence, the REDD+ governance safeguard.
- Good governance required for credible monitoring and reporting on all 7 REDD+ safeguards

## 5. Governance within the framework of MRV and monitoring for REDD+



Source: UN-REDD Newsletter 10

- But, how can we ensure consistent and comprehensive reporting on governance?
- In lieu of an agreed definition, could common principles be used, and elaborated to reflect national circumstances?

## 6. What precisely is governance?

- **Governance** is the ‘dynamic interplay between civil society, business and public sector’ (Ruggie 2003, etc.), with two key principles:
  - **Participation** (“governance as *structure*”) and
  - **Deliberation** (“governance as *process*”)(Pierre and Peters 2000, Cadman 2009)
- **Attributes** that deliver ‘**good**’ governance include: transparency, accountability, interest representation, inclusiveness, resources, etc.



## 7. Elaborating governance using a hierarchical framework

- A hierarchical governance framework can elaborate governance attributes using
  - **Principles** (Fundamental rule or value of governance)
  - **Criteria** (Categories or states of governance, non measurable)
  - **Indicators** (qualitative/quantitative parameters, assessed in relation to a criterion)
  - **Verifiers** (source of information for the indicator)

**Table 1: Normative PC & I hierarchical framework of governance quality**

<u>Principle</u>	<i>Criterion</i>	<b>Indicator</b>
<u>“Meaningful participation”</u>	<i>Interest representation</i>	Inclusiveness
		Equality
		Resources
	<i>Organisational responsibility</i>	Accountability
<u>“Productive deliberation”</u>	<i>Decision making</i>	Transparency
		Democracy
		Agreement
	<i>Implementation</i>	Dispute settlement
		Behavioural change
		Problem solving
		Durability

(Cadman 2011, following Lammerts van Beuren and Blom 1997)



**QUALITY**

## 8. The value of a hierarchical governance framework

- A hierarchical governance framework or *quality-of-governance standard* can:
  - **Promote governance quality** in the forest sector, particularly for setting up **REDD+ and MRV** systems
  - Provide a basis for robust, participatory and transparent **monitoring of and reporting on governance safeguards**
  - Contribute to overcoming inconsistencies in the governance of climate change mitigation by creating a **common method** for **evaluating institutional performance** in the forest sector
  - Provide potential stakeholders with an **instrument to determine** whether to engage in a given forest/REDD+ initiative

## 9. Project to develop draft voluntary quality-of-governance standard for the forest sector and REDD+ in Nepal

- **Joint research** between University of Southern Queensland and IGES
- **Objective:** Create and test a quality-of-governance standard relevant to forest sector (incl. REDD+) projects at national level in a pilot study country
- **Methodology:**
  - ✓ Analysis based on a normative hierarchical framework of PC&I for *quality of governance* (following Cadman 2011)
  - ✓ Through a multi-stage process elaborates these for individual countries
  - This provides consistency between countries, while reflecting their national circumstances.

## a) Process

<b>Stage 1</b> 07-08. 2011	<ul style="list-style-type: none"><li>• <b>Online questionnaire survey</b> (131 questionnaires completed)<ul style="list-style-type: none"><li>- Identified cross-sectoral viewpoints</li></ul></li></ul>
<b>Stage 2</b> 09-11.2011	<ul style="list-style-type: none"><li>• <b>Key informant interviews</b> (total 55)<ul style="list-style-type: none"><li>- Identified preliminary verifiers</li></ul></li></ul>
<b>Stage 3</b> 12.2011 – 02.2012	<ul style="list-style-type: none"><li>• <b>National stakeholder Forum</b></li><li>• Analysis</li><li>• <b><i>First draft standard completed</i></b></li></ul>
<b>Stage 4</b> Planned in 2012/13	<ul style="list-style-type: none"><li>• Ground testing in Nepal</li><li>• Process of developing formal voluntary standard and/or generic standard</li></ul>

## a) (i) Online questionnaire survey

Stakeholder	Number
Aid programme	3
Community forest users	7
Dalit	2
Finance	1
Forest-based industry	3
Government	11
Indigenous organisation	1
Madhesi	1
NGO	21
Others	16
Total	66

## a) (ii) Key informant interviews

- Interviews with key participants representing social, environmental, economic, governmental sectors and aid organisation in Nepal

➤ 50+ Interviews



## a) (iii) Multi-stakeholder forum workshop

- Kathmandu, 13-14 December 2011
- **35+ Participants**
- Group division (1 for each criterion) for verifiers development
- Plenary sessions: for discussion and comments
- Same process repeated again, until all participants agreed upon the verifiers
- **180 verifiers developed for forest governance**
- **Coordination Committee formed** (REDD+ Cell of MFSC):  
Passing verifiers to multi-stakeholders forum to revise/refine/ground-truthing for various forest mgt regimes





## *b) Results: Verifiers (1)*

Criterion	Indicators	Verifiers
Interest representation	Inclusiveness	Quality (access to all levels of committee)
		Quantity (numerical representation)
		Broad representation from minorities, poor, indigenous, etc.
	Equality	Equal representation
		Equitable treatment on the basis of rights, degree of interest, forgone use of resources
	Resources	Benefit sharing
		Capacity building: Information, knowledge, training, infrastructure
Organisational responsibility	Accountability	Rights, roles and responsibilities
		Monitoring, reporting, verification
	Transparency	Access to information
		Allocation of funds

## Results: Verifiers (2)

Criterion	Indicators	Verifiers
Decision making	Democracy	Rule of procedure applicable to all
		Including carbon pricing
	Agreement	Consensus preferred method
	Dispute settlement	Local preference
		Independent arbitration and mediation
		Settle grievances, including tenure
Implementation	Behaviour change	Incentives and compensation reduce DD
		Option of alternative forest resources
	Problem solving	Linkages to broader forest management regimes
		Forests beyond REDD+
		Expansion of forests
	Durability	Review and revision
		Ongoing finance
		Political support

# 10. Conclusions

- Process of developing voluntary national quality-of-governance standard in Nepal through **Multistakeholder Forum Workshop** has been innovative and untested
- **Active participation and engagement** of a diverse range of stakeholders demonstrates they saw the **value** of developing such a standard through a robust, participatory and transparent process
- Ultimately, the success of **an international REDD+ mechanism** will depend on governance arrangements that are:
  - ✓ Broadly **representative** of interests (i.e. inclusive)
  - ✓ Verifiably **responsible** (transparency and accountability),
  - ✓ **Effective** in terms of decision-making processes
  - ✓ **Capable** of implementing programs that deliver emission reductions at scale

# Thank you



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