

# Multilevel governance and the challenges of establishing MRV systems

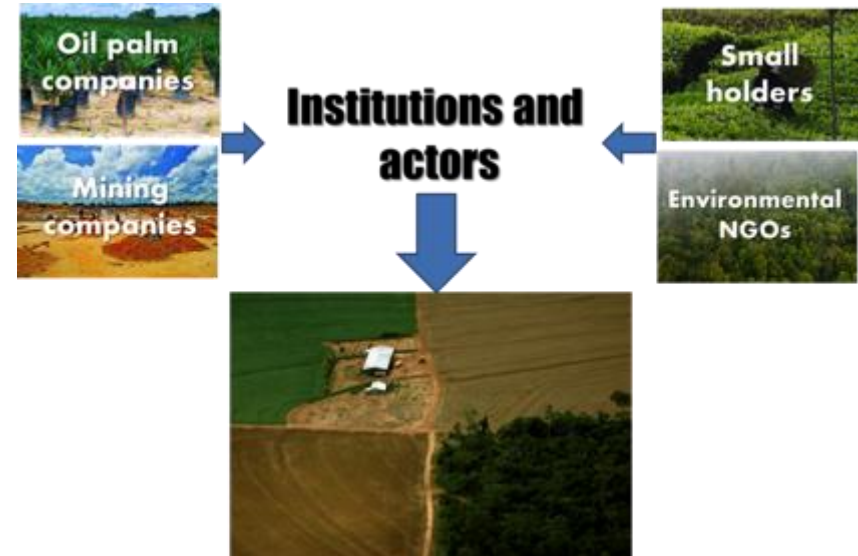
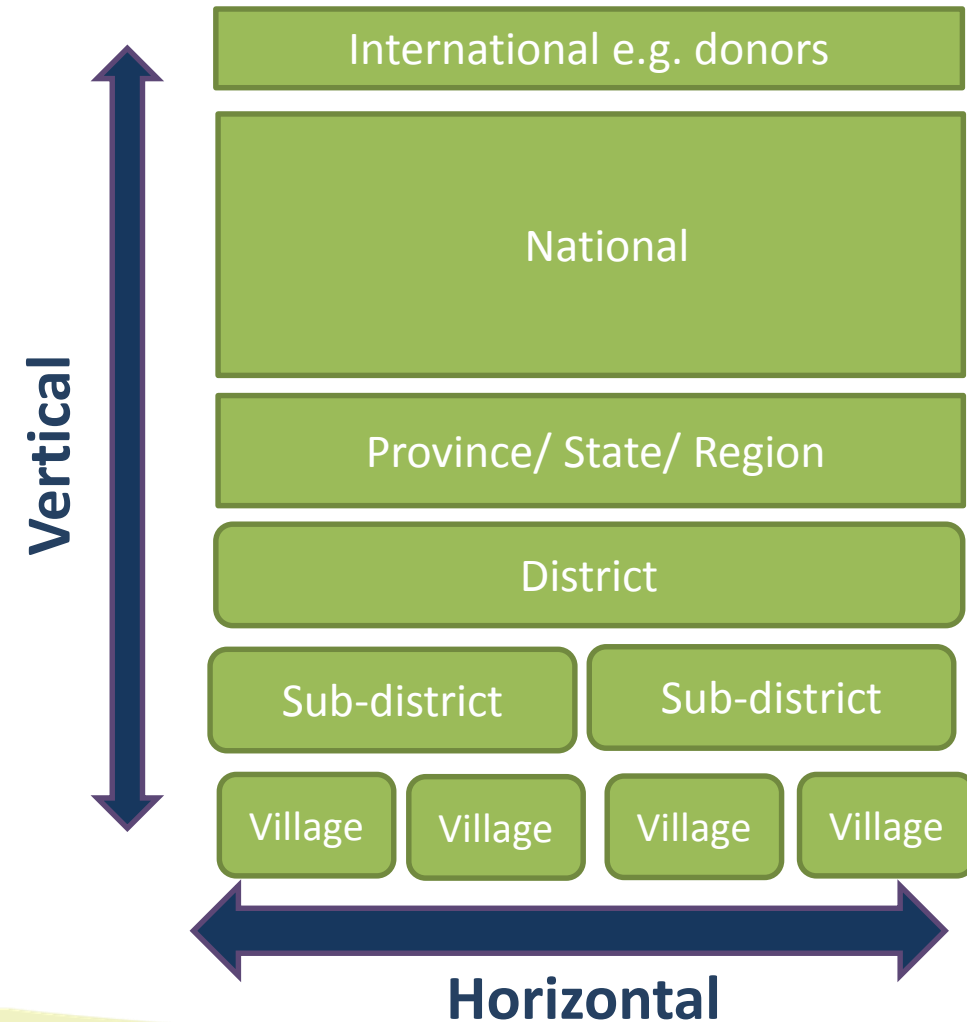


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Presenter: Anne Larson

Contributors: Laura Kowler, Paulina Deschamps, Ashwin Ravikumar & Rodd Myers

# The complexity of land governance



# Research questions

- Across levels and sectors, how and why are land use decisions made? (MLG research: 275 interviews Peru, 140 Mexico)
- In this complex multi-dimensional political context, what can we learn from the process of establishing MRV systems?
- *Methods on MRV*: open-ended interviews (44 Mexico, 32 Peru), observation and engagement, literature

# MRV Basics

- **Monitoring:** measurements of forest area and area change (AD) and forest carbon stock and carbon stock changes (EF).
- **Reporting:** information on emissions and removals of GHGs, and details of the activities a country has undertaken to fulfill its commitments under the UNFCCC.
- **Verification:** the process of independently checking the accuracy and reliability of reported information or the procedures used to generate information; an independent, external review.
- **From UN REDD (2015)**



# Objective of the REDD+ Strategy MRV component (Mexico):

- “[to develop a] **robust** and **transparent** national forest monitoring system for the monitoring, reporting and verification of mitigation activities in the forest sector and which will contribute to follow up on the **effectiveness of mitigation policies**, offer both **transparency** and **accuracy** to the broadest extent, and **promote local and community participation**”.



# MRV needs:

- National Forest Monitoring System to measure and monitor forest cover changes\*
- Horizontal integration into existing and future national monitoring systems (not create a parallel system)
- Vertical integration that defines roles and responsibilities across levels, and also meets relevant needs at subnational levels (NFMS and MRV)

Project/donor funding supported national and subnational efforts in both countries, subnational sites with official endorsement (by MINAM-Peru, CONAFOR-Mexico)

- Peru: *Madre de Dios* and *San Martin*
- Mexico: *Chiapas*, *Campeche*, *Tabasco*, *Jalisco*, *Yucatán* and *Quintana Roo*



# The process of developing MRV systems in Peru and Mexico-1

- What is the best *scientific basis* for maps or RELs?
  - Differences among scientists
  - Differences between agencies within the same state entity
  - Differences between authorities at different levels
  - Centralized maps or ground-truthing?
  
- Scientists are not free of “politics”



# The process of developing MRV systems in Peru and Mexico-2

- What is MRV? What is it for? Whose needs should it meet?
  - Failure to clarify roles and responsibilities
  - Different visions from different actors
  - Scale (established in national systems) does not allow monitoring and understanding dynamics and effectiveness at local level



# The process of developing MRV systems in Peru and Mexico-3

- What should the role be for subnational governments? Subnational actors argue:
  - They should not be limited to collecting information or validating results
  - They should contribute to design, improve reference levels and monitoring through local data
  - The data and monitoring system should contribute to local land use planning and decisions
  - Mexican states: interest in direct negotiations with external sources of finance, voluntary C market
- Community monitoring?



- “Discussions on MRV are technically complex, never-ending and unbearable”
- “there needs to be training for MRV experts in how to communicate what it is in plain language”
- “what is MRV for? Is it for counting carbon, or for understanding which activities work and which do not?”
- “who is going to monitor, what will be monitored, which is the scale, if monitoring needs to be done tree by tree, and how is it going to be reported”
- regional actors want “a seat at the decision-making table”
- “There is not even a word in Maya for carbon”



# Keep politics out of science?...

## ... Or embrace politics?

The MRV discussion is not merely technical, but one that is shaped by diverse interests, information, institutions and ideas and by the challenges of multilevel governance



# MRV as a technical issue...

## REDD+ as a technical issue?

- MRV as an example of technical, expert solutions – how we approach problems (REDD+ was supposed to be quick, cheap and easy)
- We (rightly) don't want "politics" (bias?) to color our science
- We know that blueprints don't work, we know that top down does not work
- We live in a political, multilevel world – we cannot (and should not try to) *avoid* the political, but rather to work with it



- Greater understanding of the needs and interests of different actors through improved communication, dialogue, and trust between national and regional governments, and between scientists and policy makers, could lead to a more useful and effective institutional architecture for MRV.



**Global Team:**

Anne Larson  
Markku Kanninen  
Ashwin Ravikumar  
Markku Larjavaara  
Jazmin Gonzales  
Tovar

**Peru:**

Laura Kowler  
Dawn Ward-  
Rodriguez  
Carol Burga  
Harold Gordillo

**Mexico:**

Tim Trench  
Antoine Libert  
Paulina Deschamps

**Tanzania:**

Martin Kijazi  
Joshua Ivan

**Indonesia:**

Rodd Myers  
Anna Sanders  
Rut Dini Prasti H.

**Vietnam:**

Annie Yang  
Tien Nguyen Dinh  
Vu Tan Phuong  
Le Quang Trung

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