



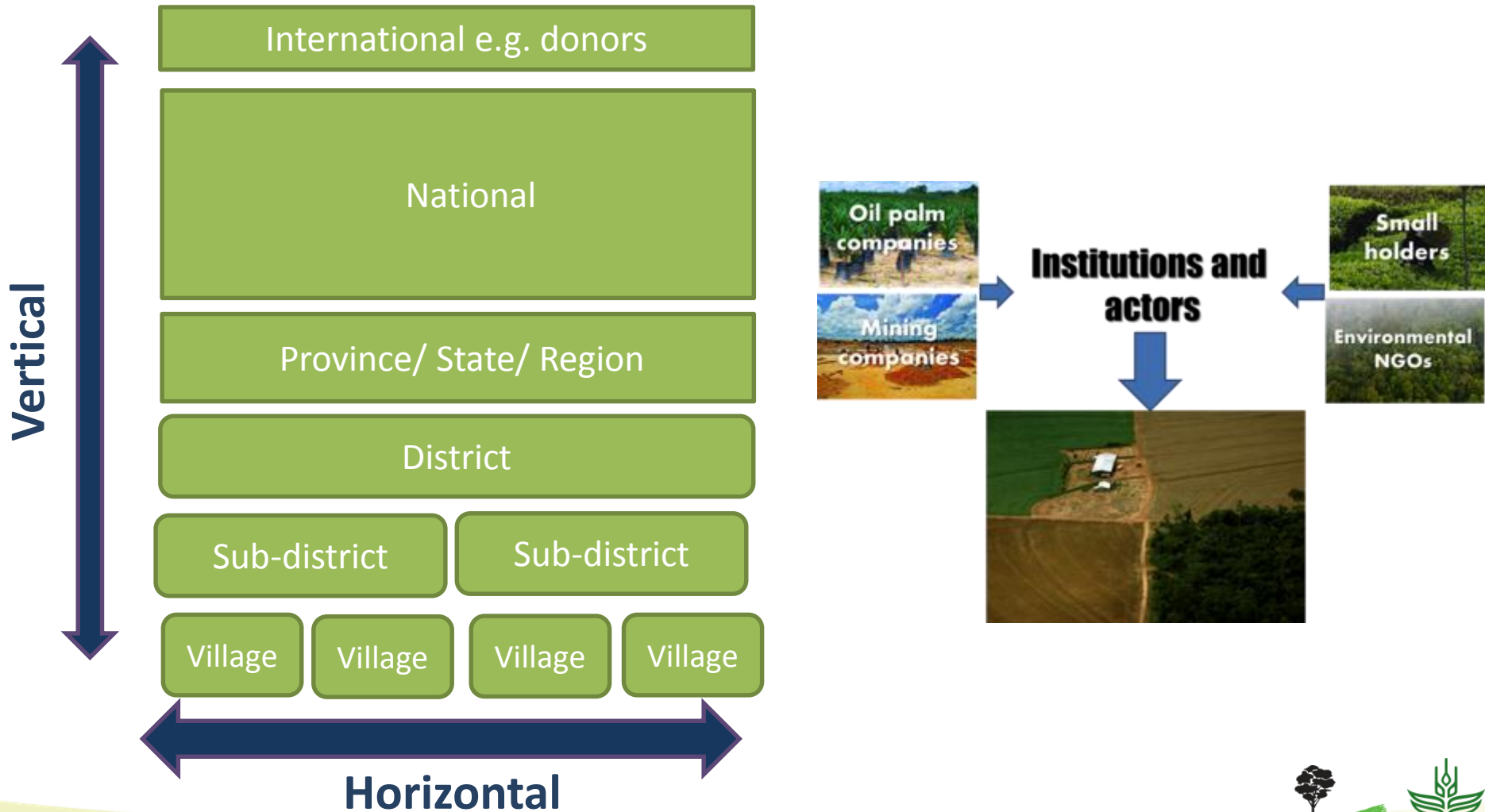
A multilevel governance perspective on REDD+

Anne M Larson, Maria Brockhaus, *et al.*

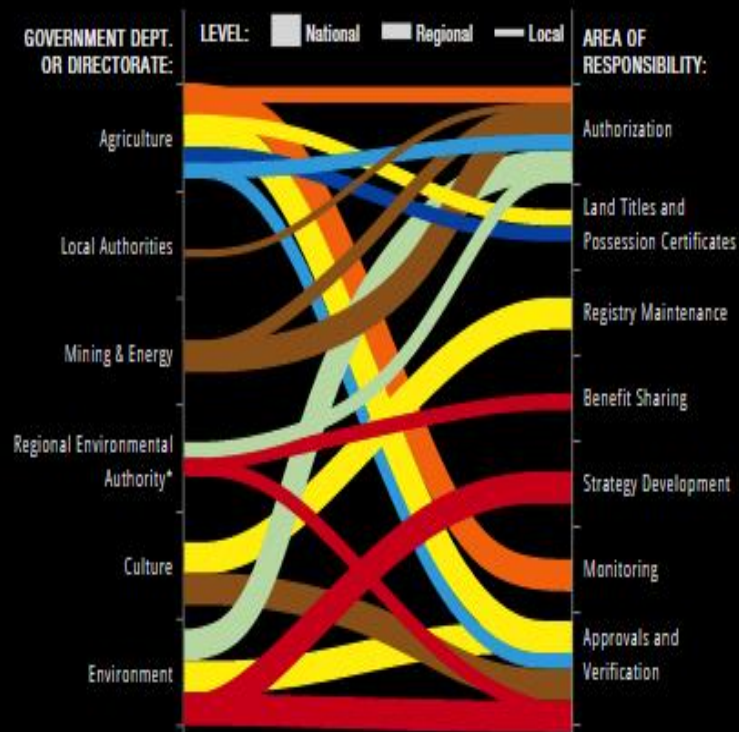
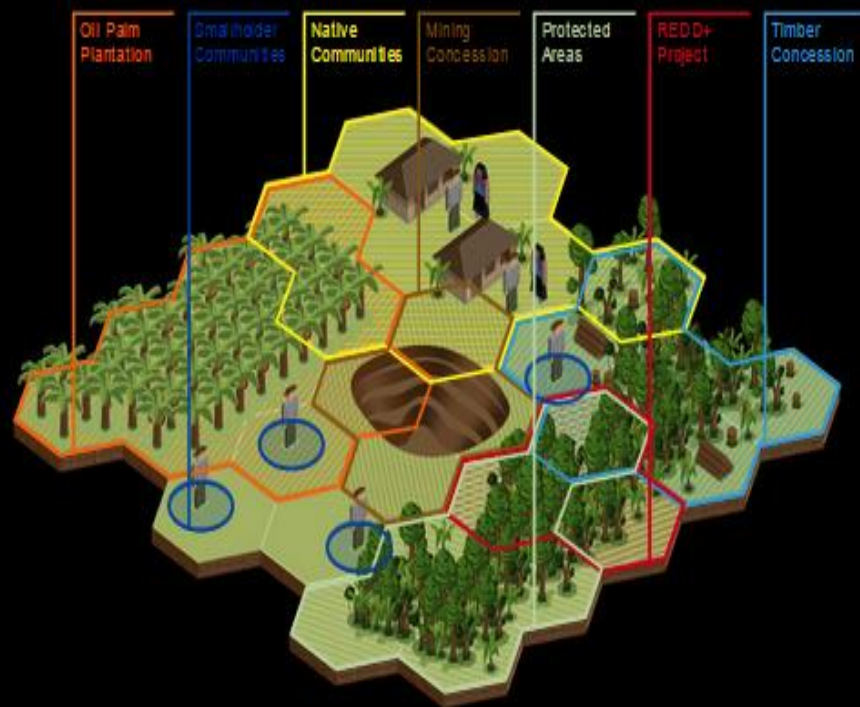
18 May 2016



The complexity of land governance



Multi-level, multi-jurisdictional landscape of Madre de Dios, Peru



<http://www.cifor.org/gcs/landscapes-governance-peru/>



How do we change the trajectory of land-based carbon emissions?

This study:

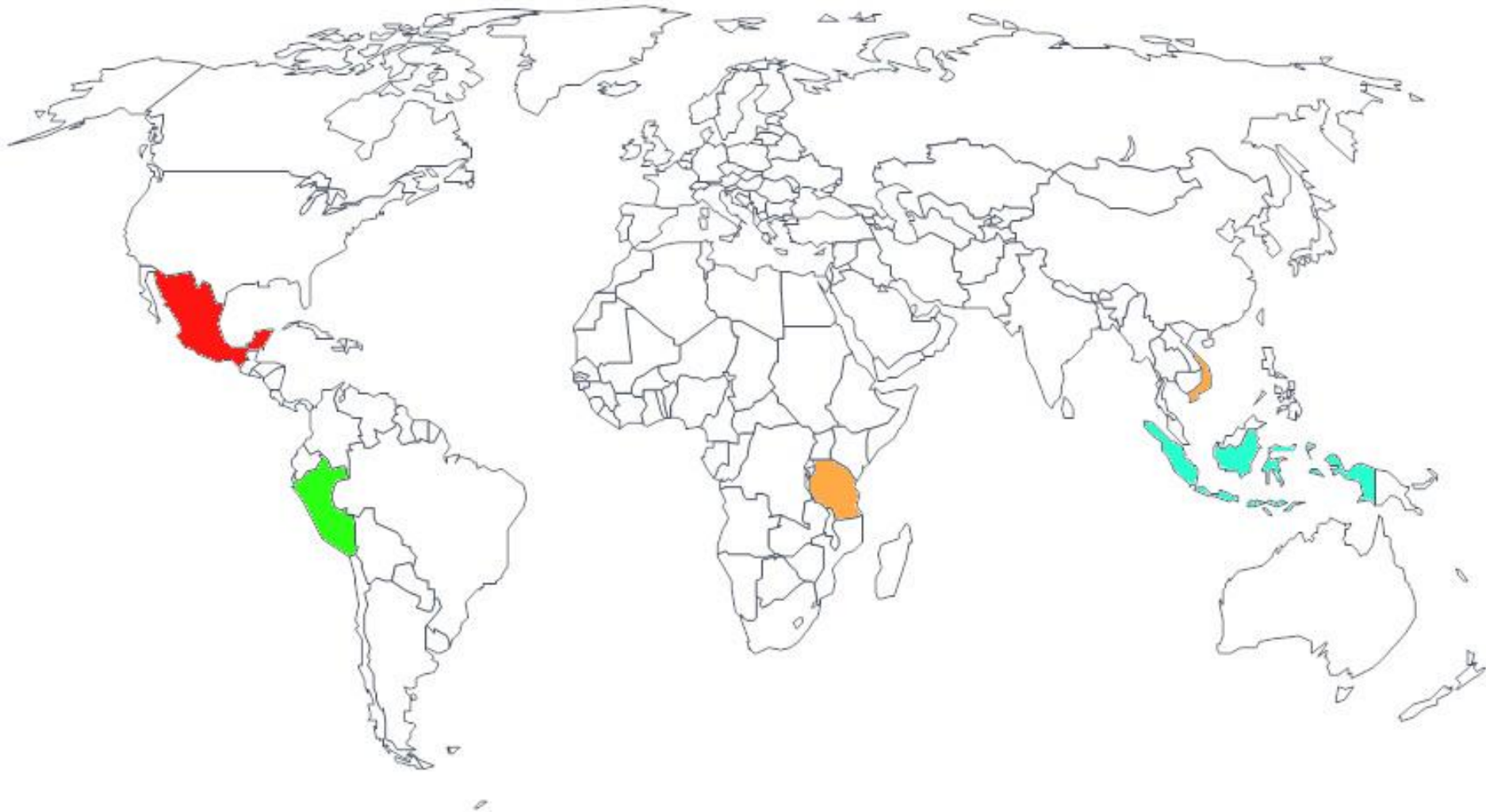
- * The multilevel politics of land use and land use change
- * How new initiatives like REDD+ interact with these multilevel politics



Research Countries:

Peru, Indonesia, Vietnam, Tanzania, and Mexico (n=5)

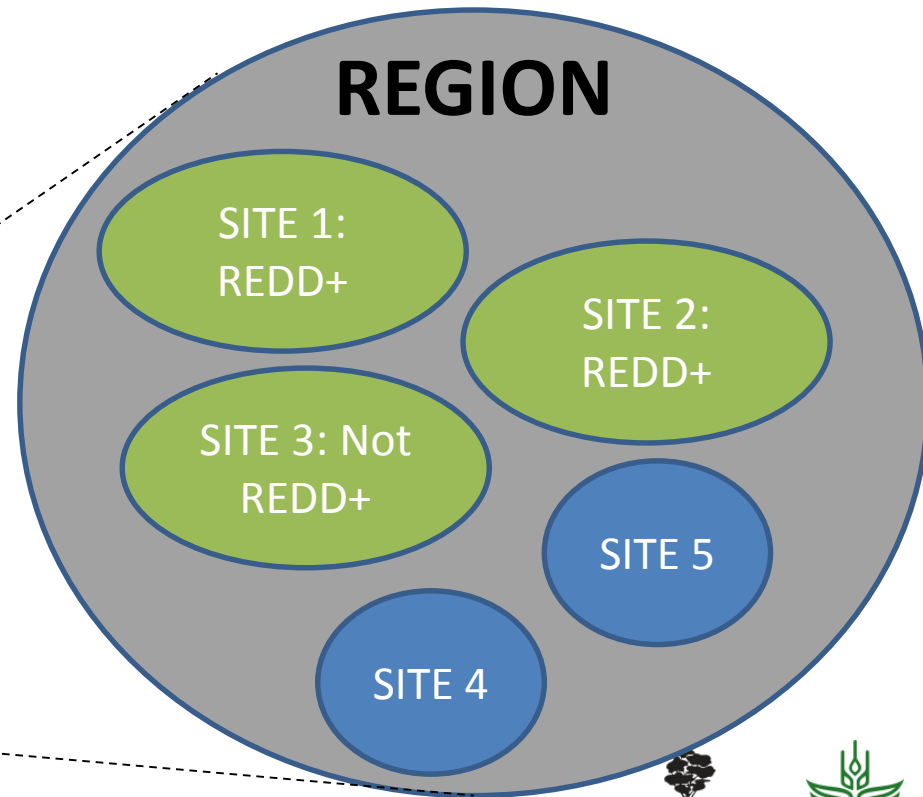
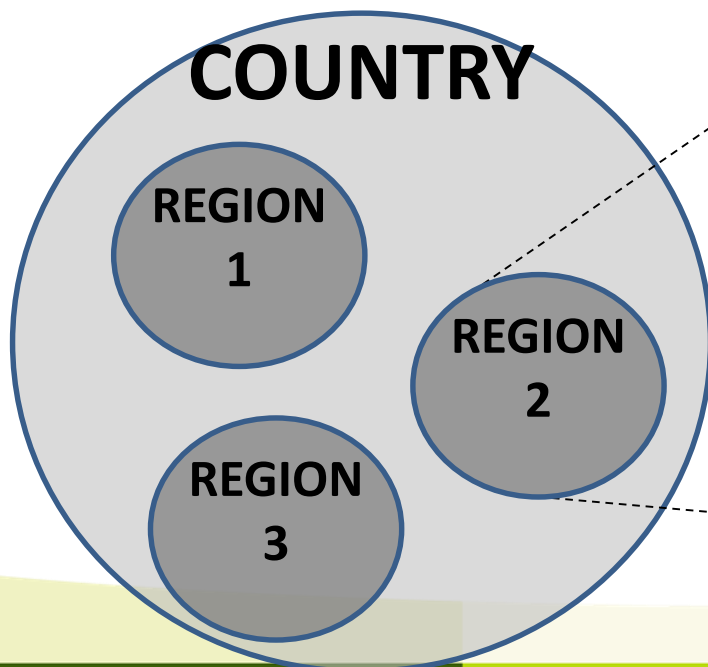
Multilevel governance and carbon management at the landscape scale



Field research site selection

“Decreasing emissions” sites

“Increasing emissions” sites



Field Research Case Studies

Peru													
San Martin						Madre de Dios					Ucayali		
REDD+ 1 (CIMA)	REDD+ 2 (CI)	Reforestation 1	PES	Oil palm 1 (GR)	Agriculture (Awajun)	REDD+ 1 (BAM)	REDD+ 2 (AIDER)	REDD+ 3 (ACCA)	Mining (La Pampa)	Agriculture 2 (Arca Pahaurca)	REDD+ 1 (AIDER)	Reforestation 2	Oil palm 2 (Ucayali)

Indonesia									
West Kalimantan					Central Kalimantan				
REDD+ 1 (FFI)	Community forest (YPSBK)	National park (TNBBBR)	Oil palm 1 (Landau Leban)	Oil palm 2 (PT PAS)	REDD + 1 (KFCP)	REDD+ 2 (RMU)	Conservation (BOS MAWAS)	Oil palm 1	Oil palm 2

Tanzania											
Coastal zone						Interior zone					
REDD+ 1 (CARE Zanzibar)	REDD+ 2 (TFCG Lindi)	REDD+3 (Mpingo Kilwa)	REDD+ 4 (TFCG Kilosa)	Charcoal (Kisarawe)	Logging and charcoal (Rufiji)	REDD+ 1 (Kigoma)	REDD+ 2 (JGI Mpanda)	REDD+ 3 (TatEDO Shinyanga)	Mining (Kahama)	Agriculture (Uvinza)	Agriculture (Urambo)

Vietnam							
Dien Bien				Nghe An			
PES (PFES Hua Ngai)	Reforestation (Muong Nha)	Rubber plantations (Muong Pon)	REDD+ (Muong Muon)	Acacia (Luc Da)	Hydropower (Yen Na)	Hydropower 2 (Chi Khe)	Illegal logging (Thac Giam)

Mexico									
Chiapas					Yucatan				
REDD+ 1 (Alianza REDD)	REDD+ 2 (CONAFOR Early Action)	PES (Ambio)	Oil palm and ranching	Oil palm and rubber, ranching	PES	REDD+ 1 (CONAFOR)	State reserve	Cattle-ranchers	Mechanized agriculture



Multilevel Challenges

- Horizontal cross-sectoral challenges – identified as one of the central challenges to REDD+ at the national level (Brockhaus et al. 2014) – persist at the subnational level (Ravikumar et al. 2015)
- Coordination issues (horizontal and vertical) related to scattered and non-transparent data sharing are complicated by divergent interests and needs around 'technical issues' (like MRV, Kowler and Larson 2016)
- Central government overrides subnational government decisions, or subnational governments ignore central directives – and powerful actors often find a way to get what they want
- Projects often target proximate but not the underlying deforestation/ degradation drivers (Kijazi, forthcoming)



Common responses...

- ...if there were better coordination
- ...if there were better land use planning
- ...if land use planning were binding
- ...if different levels and sectors would coordinate their land use plans
- ...if a higher level government could just control the lower level governments
- ...if lower level governments just had more autonomy (or capacity, or funding)
- Clearly REDD+ needs to move beyond the environment sector, but...



All of these are solutions,

And none of them are...

**Because there are reasons that
these things do not happen now.**



Where did we find “successes”? (preliminary findings)

Legitimate processes

- Processes for engaging with communities are fundamental for winning support and legitimacy
 - More legitimate arrangements and less conflict were associated with meaningful participation in the process and decisions
 - Legitimate processes are based on effective communication, broad-based participation and effective representation, and a clear definition of roles and expectations

Ownership

- The same can be said for *all levels* of engagement:
 - Ownership of REDD+ processes is key to finding embedded and sustainable solutions
 - (“Why are outsiders always trying to tell us what to do?”)
- > Coalition building?

Leadership matters

- Individuals throughout the multilevel network matter for innovative decisions and challenges to existing practices (or business as usual) – and for decisions to be both made and implemented.
 - Equity and local livelihoods outcomes were not determined by the type of actor or intervention (e.g. an oil palm company, a conservation NGO) but rather by the commitment to certain goals and processes of an intervention
 - Livelihoods and environmental outcomes were strongly influenced by the ideology of key actors, both with regard to social inclusion and sustainability, with or without economic incentives
- > The same rules were applied in different/ better ways because of committed individuals

Questions for RBF

- RBF pays for the results, not for the process
- Process is embedded in politics and power relations
- What kind of guidance can be provided for addressing the politics?
- How do we incentivize the will for change – to shift the politics in favor of moving outside of business as usual development models?

Equipo global:

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

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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<http://www.cifor.org/gcs/>

<http://www.cifor.org/gcs/modules/multilevel-governance/>

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