What should REDD+ achieve? Sustainable communities and good forest governance

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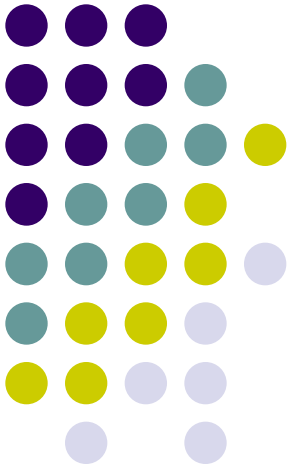

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Outline

1. Basic argument/hypothesis
2. Why focus on communities?
3. Why focus on governance?
4. Papua New Guinea case study
    1. Community in PNG
    2. Forest governance in PNG
    3. Dominant forestry development paradigm and its consequences
    4. How can REDD+ contribute to sustainable communities and forest governance

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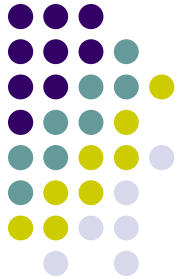
1. Basic argument/hypothesis



- REDD+ must be informed by a vision of communities that live in harmony with the natural environment and are able to meet their developmental aspirations,
- Without this vision, REDD+ policies could deny communities the opportunity to participate in SFM, leading to unsustainable conservation and development outcomes
- This will only happen through reform of forest governance to support more participatory forms of forest management and rural development

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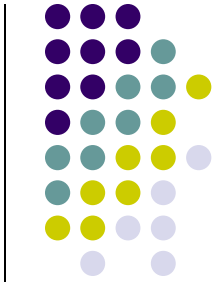
2. Why focus on communities?



- Forest important for local livelihoods and act as a safety net in times of hardship
  - Livelihoods for 1.6 billion people
  - Home for 60 million mostly indigenous people (UNFF 2009)
- Research shows communities can manage forests well when they can decide their own governance arrangements, and when benefits are greater than costs (Ostrom 1990; Dietz et al. 2003; Chhatre and Agrawal 2008; Ostrom 2009).

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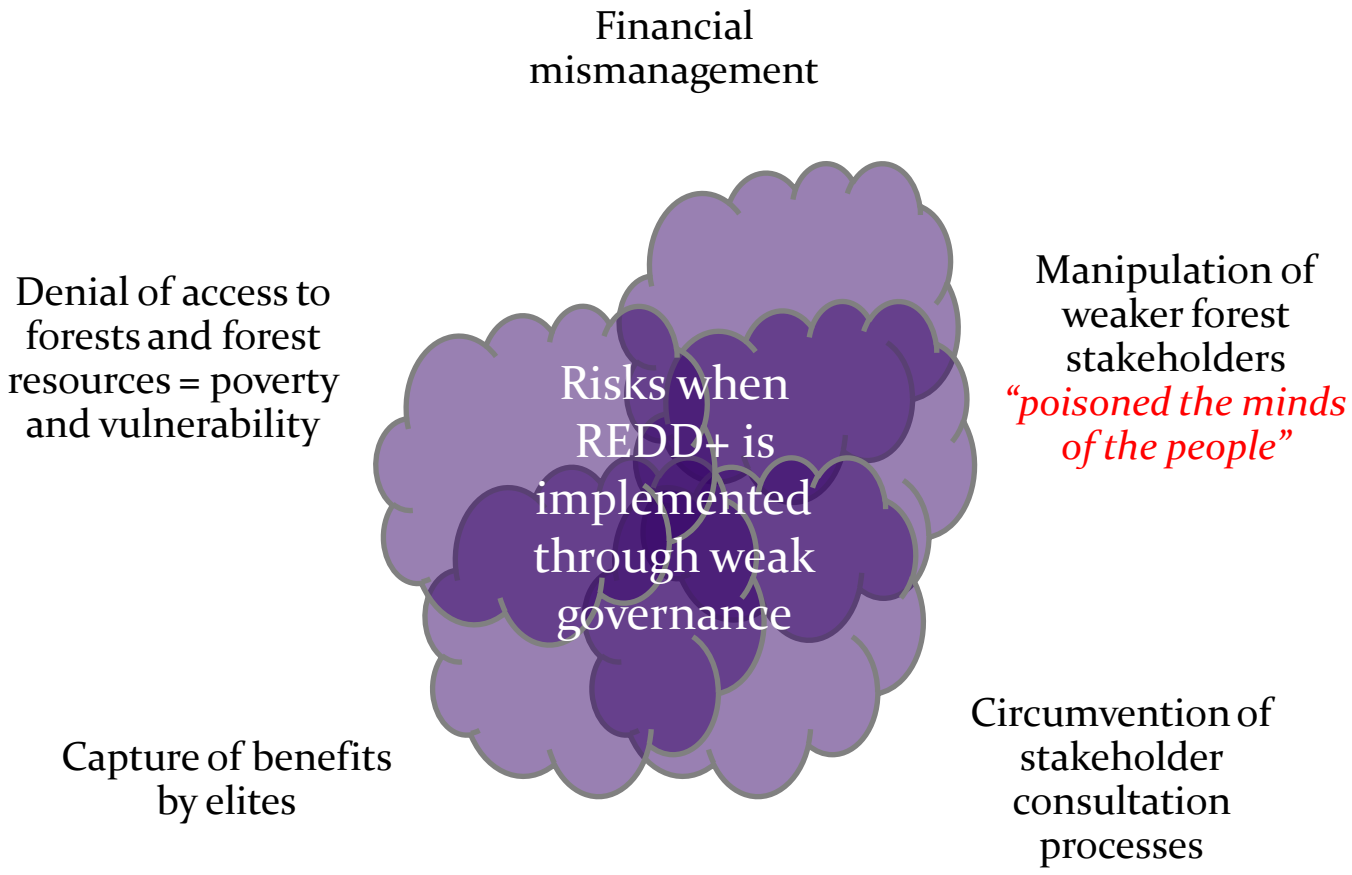
- *Learning from past mistakes, many governments now support community-based forest management*

	Cambodia	Indonesia	Philippines	Vietnam	India[c]	Nepal[e]
Total forest land	10,500,000	135,900,000	15,880,000	19,000,000	77,470,000	5,500,000
Area under Community Forest Management	720,000 7%	590,000 0.43%	5,900,000 37%	2,350,000 12%	22,000,000[d] 28%	1,653,000 30%
Community Forest Management programme	Community Forest Management (CFM)	Community Forest (Hutan Kemasyarakatan, HKm) Village Forest (Hutan Desa, HD)	Community Based Forest Management (CBFM)	Community Forest Management (CFM, pilot phase)	Joint Forest Management (JFM)	Community Forest User Groups (CFUGs)

3. Why focus on governance

- 80% of countries preparing for REDD+ selected by FCPF & UN-REDD rank in bottom half of World Bank survey of governance in 212 countries (indicators on "control of corruption" and "voice and accountability")

Source: Rozalinde Reeve



4. Papua New Guinea Case Study

- Communities in PNG
- Forest governance in PNG
- Dominant forestry paradigm and its consequences
- Weak governance + dominant forestry paradigm =
  - (1) Unsustainable logging
  - (2) Large-scale conversion for commercial agriculture
- How can REDD+ contribute to sustainable communities?

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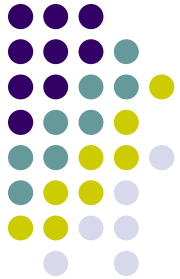
Communities in PNG

- 97% of the land is held under systems of customary tenure, involving clans or kinship groups
- Customary rights recognised by the Constitution include rights to all natural resources, with the exception of minerals, petroleum, water and genetic resources
- Communities depend upon forests for for their nutrition (especially protein), construction materials, fuel, materials for cultural activities, traditional medicines, and broader environmental services, such as drinking water

Problems of forest governance in PNG



- There is a problem with the compliance of the government itself with the laws of PNG when deciding to designate a forested area for logging purposes; negotiating the agreement with landowners; managing, monitoring and enforcing the agreement; and when extending current agreements.
- It is believed that the narrow focus of the PNGFA on exploitation of the forest resource for the primary financial benefit of the national government presents a conflict of interest which colors decisions made by the government at all levels.

Source: Achieving the ITTO Objective 2000 and Sustainable Forest Management in Papua New Guinea, Report of the Diagnostic Mission, ITTC, 2007

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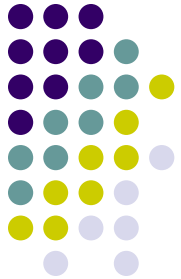
Dominant forestry development paradigm



- Development is something politicians and agencies bring to communities (exogenous); it is not something that communities do for themselves
- Government acquires the rights for development from communities and gives these to the “developers
- Communities receive benefits

No government support for local communities to manage their forests; no community-based forest management policy

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Weak governance + dominant development paradigm = (1)Unsustainable logging

- *Few sustainable forestry projects;*
- *Poor logging practices with little compliance to the Logging Code of Practice;*
- *Widespread environmental damage; very few long-term benefits, causing social upheaval; corruption a persistent problem at all levels of the industry* (McRae 2001).
- *Few lasting benefits; Payments primarily used to purchase consumables by men and infrequently invested* (LaFranchi 2004).

= (2) Large-scale conversion for commercial agriculture (the “new global land grab”)

- From 2003- 20011. ~5 million ha of customary land given to national and foreign companies as special purpose business leases (SABLs)
- Concerns that logging, not agriculture, is main objective
  - Project proposals seem unfeasible
  - Logging companies involved
  - Raw log exports permitted
- Possible governance failures
  - Vested interest of politicians
  - Failure to gain consent of all landowners
  - Failure of government departments to carry out their responsibilities

Source: Colin Filer, 2011

Table 1: Leasebacks to private companies, 2003-2010.

Year	No.	Total area (ha.)
2003	1	11,800
2004	2	365
2005	3	44,094
2006	6	125,901
2007	16	475,618
2008	15	444,140
2009	10	1,154,842
2010	16	1,959,307
TOTAL	69	4,215,848

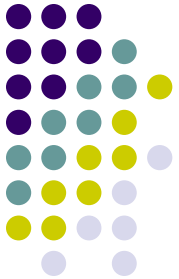
Source: PNG National Gazette.

Table 4: Status of applications for Forest Clearing Authorities by proponents of agricultural development projects, 2007–2010.

Status of application	No.	Area (ha.)
FCA granted after SABL granted	6	475,413
FCA granted before SABL granted	1	30,830
FCA granted without grant of SABL	6	141,771
Application pending after SABL granted	5	284,156
Application pending without grant of SABL	4	429,550
ALL APPLICATIONS	22	1,361,720

Source: PNG Forest Authority records, April 2010.

How can we achieve climate change mitigation and sustainable communities in PNG through REDD+?



- Challenge the dominant forestry paradigm and strengthen governance through:
  - FPIC
  - Participatory land use planning
  - Roles and responsibilities for communities in REDD+, and REDD+ through Community-based Forest Management

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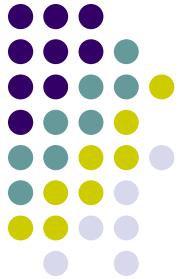
Implementation of Free Prior Informed Consent (FPIC)



- Under dominant forestry paradigm, proper awareness and consultation to gain approval from communities for logging projects often not conducted properly
- FPIC guidelines currently being developed by Office of Climate Change and Development to ensure communities are fully aware of costs and benefits of any proposed REDD+ activities
- Field testing of FPIC guidelines at April Salumei demonstration project planned

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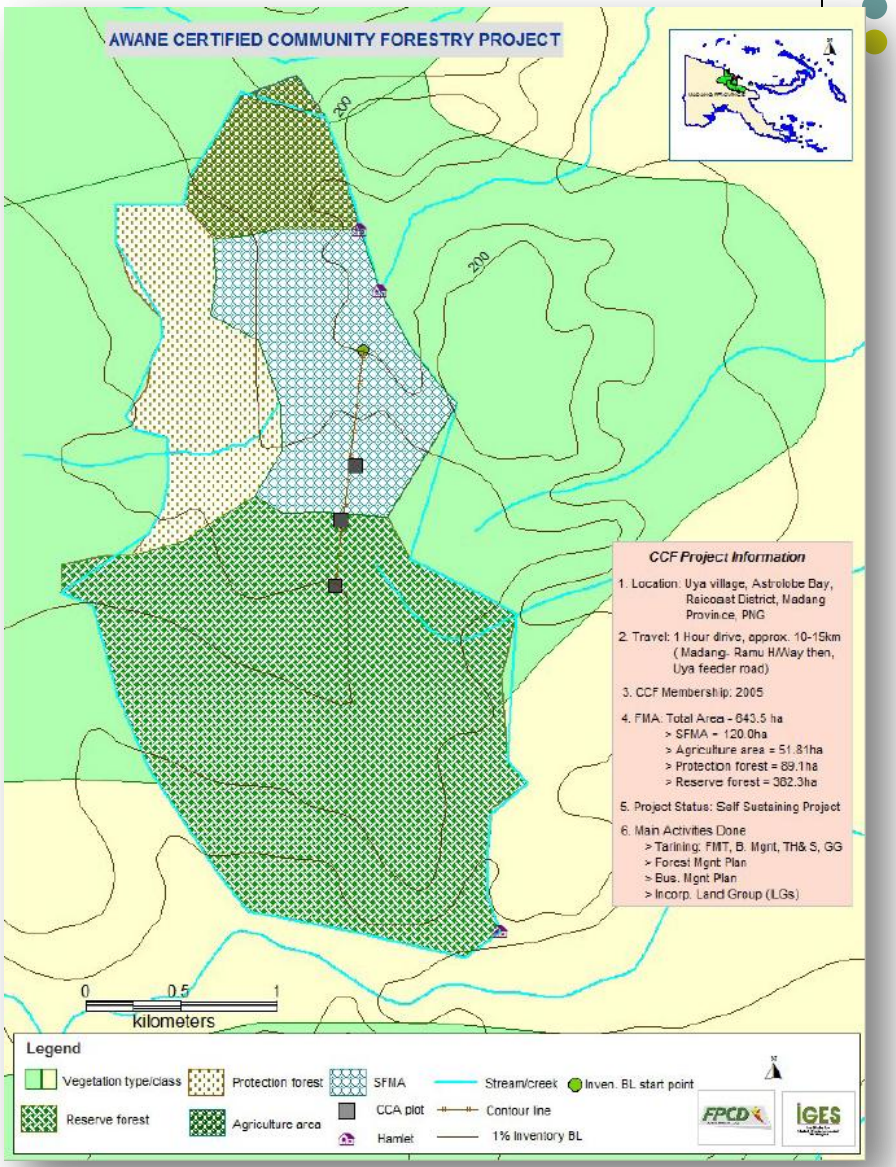
Participatory land-use planning

- PNG has no national land-use plan
- Under participatory land-use planning, communities
  - Place controls on their land use by zoning
  - Are responsible for enforcing their land-use plans
- Can be incorporated into district land-use plans and linked with private sector investment



Roles and responsibility for communities in REDD+ and implement REDD+ through community-based forest management

THANK YOU