



The evolution of equity discourses in REDD+ - implications for policy

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Outline

- Brief introduction to CIFOR's global comparative study on REDD+
- Talking equity : equity discourses in REDD+
- Learning for equity – example benefit sharing: operationalizing and assessing equity in REDD+
- Realising equity and why it is so difficult – REDD+ political economy
- Policy implications to address equity in performance based payments for REDD+





CIFOR's Global Comparative Study (GCS-REDD+)

- To support REDD+ policy arenas and practitioner communities with
 - information
 - analysis
 - tools
- so as to ensure 3E+ outcomes:
 - effectiveness
 - efficiency
 - equity and co-benefits



Analysis of national REDD+ policies and processes
in 14 countries since 2009

<http://www.cifor.org/gcs/modules/redd-policies/>

Definition

The 3 Es: *effectiveness* refers to the extent of carbon and non-carbon benefits achieved by REDD+; *efficiency* refers to the actual costs; and *equity* refers to the distributional aspects of the associated costs and benefits, procedural aspects of participatory decision-making and the specific contexts that shape stakeholders' perceptions of equity (Angelsen et al. 2009 and McDermott et al. 2013)



REDD+ as a (**good**) idea, besides being quick, cheap, easy ?

Equity dimensions expressed in early REDD+ discourses:

- globally : turning tables, countries are no longer receivers of aid but providers of a globally needed service; safeguards
- nationally: incentives for policy mix supporting conservation PAMs, tenure reforms, other broader policy reforms
- locally: benefits for forest stewards (PES), cash and co-benefits, rights, tenure



Concerns and risks related to equity in REDD+

Some concerns expressed in discourses:

- **costs will be high and shouldered by REDD countries and the poorest ?**
- **‘recentralization’ of forests and benefits, elite capture of benefits?**
- **focus on smallholder’s deforestation instead of tackling the ‘big’ guys?**
- **“cheap excuse” for the off- setters?**
- **“profits for carbon cowboys”?**
-



Towards equity through transformational change?

Especially after Warsaw COP with inclusion of safeguards reporting as necessary condition for accessing REDD+ performance finance, REDD+ seemed to be very promising in terms of achieving equity (Menton et al. 2014)

.. there is at least a lot of talk about equity ...

Discourses on how REDD+ should look like .. (Vijge et al. resubmitted to GEC):

- What should REDD+ achieve?
- Who should monitor REDD+ outcomes?
- At what level should REDD+ be governed?
- How should REDD+ be financed?

The least controversial stance - across countries and actors :

“All REDD schemes aimed at reducing CO² emissions should also require the realization of other key benefits”



Equity and REDD+ in the Media

Research, part of a special feature on *Beyond Carbon: Enabling Justice and Equity in REDD+ Across Levels of Governance*

Equity and REDD+ in the Media: a Comparative Analysis of Policy Discourses



[Monica Di Gregorio](#)¹, [Maria Brockhaus](#)², [Tim Cronin](#)³, [Efrin Muharrom](#)², [Levania Santoso](#)², [Sofi Mardiah](#)² and [Mirjam Bűdenbender](#)⁴

(based on a review of REDD+ frames in the media in 9 countries, Di Gregorio et al. 2012, 2013, 2015)

How is equity framed in media representations of national REDD+ policy debates in Indonesia, Brazil, Vietnam and Peru?

- In all 4 countries the **most discussed equity issue is benefit-sharing** (state); followed by non-state actors concerns about livelihood impacts, tenure/indigenous rights and participation. Almost **no discussion on gender equity**.
- National state actors engage mainly with global equity issues (except Vietnam); civil society with domestic equity issues;



Discourses on 'who should benefit'

(based on a review of rationales in discourse and projects, Luttrell et al. 2013)

Different discourses which different implications for design of BSMs

- But there are trade-offs: **Effectiveness/efficiency vs. equity discourses**
- Effectiveness/efficiency = goal of emission reductions; Equity = who has the right to benefit
 - rationale I: benefits should go to actors with legal rights related to carbon emission reductions ("legal rights" rationale)
 - rationale II: benefits should go to those who reduce emissions ("emission reductions" rationale)
 - rationale III: benefits should go to forest stewards ("stewardship" rationale)
 - rationale IV: actors incurring costs should be compensated ("cost-compensation" rationale)
 - rationale V: benefits should go to effective facilitators of implementation ("facilitation" rationale)
 - rationale VI: benefits should go to the poor ("pro-poor" rationale)



... and there is a lot to learn from...

(example benefit sharing)

(based on a review of benefit sharing mechanisms, including CCT, PES, community forestry, but also anti-corruption measures, etc. – see literature list at the end)

[CIFOR's benefit sharing knowledge tree](#)

From discourse to operationalizing equity through:

- ensuring legitimacy of the decision (Legal mandate to make them, adherence to due process & to procedural rights?)
- incorporating an assessment of costs (lessons from PES, CF)
- setting 'fair' payments (lessons from certification schemes)
- incentivizing participation e.g. through phased/upfront payments (lessons from PES, Fairtrade, Plan Vivo)
- adjusting form of payment and benefits to local context and preferences (lessons from CCT debates, CF)



So, why is equity so difficult to achieve ?

... It's the politics, stupid (and the political economy of drivers of deforestation....)

Equity in REDD+ needs transformational change:

- shifts in discursive practices (yes, new agency, new information, but not yet reflected in policy action),
- Incentives (but often lack of legitimacy, procedures often still lead to/reinforce existing patterns of rent seeking), and
- power relations in the REDD+ policy arena (but power persists and still talks BAU, no turned tables globally)

... who benefits from current patterns of deforestation and forest degradation?

... whose perspective of equity matters?



Whose equity matters?

National level (MINAM, Peru): If we talk about benefit sharing, then it raises expectations and everyone wants a piece of the pie

Local NGOs (Kalimantan): Why are outsiders always telling us what to do (with our forests)?

Provincial governments (Peru, Indonesia): There isn't enough money to make a real difference (relative to the other land use sectors); Similar comment from Vietnam provincial govt re PFES: The money is not enough to cover the costs of running the PFES program

Local communities (Vietnam - from the PFES equity work): We should be rewarded for our efforts and contribution to the village



Policy implications: addressing equity in REDD+ payments

- Contributing to structural, procedural and distributional equity:
 - tackling political economy barriers (e.g. in global trade and investment patterns, within and outside the forestry sector) → homework for financing countries !
 - providing appropriate finance → global benefits means also paying for local costs
 - ‘paying’ attention to legitimacy while responding to ‘urgency’ and while acknowledging sovereignty
- Policy learning for operationalizing equity in REDD+ and understanding performance
 - getting facts right (including who currently benefit from DD through monitoring) will support evidence based policy making and can provide further ground for calls for accountability and transparency



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**Thinking beyond
the canopy**

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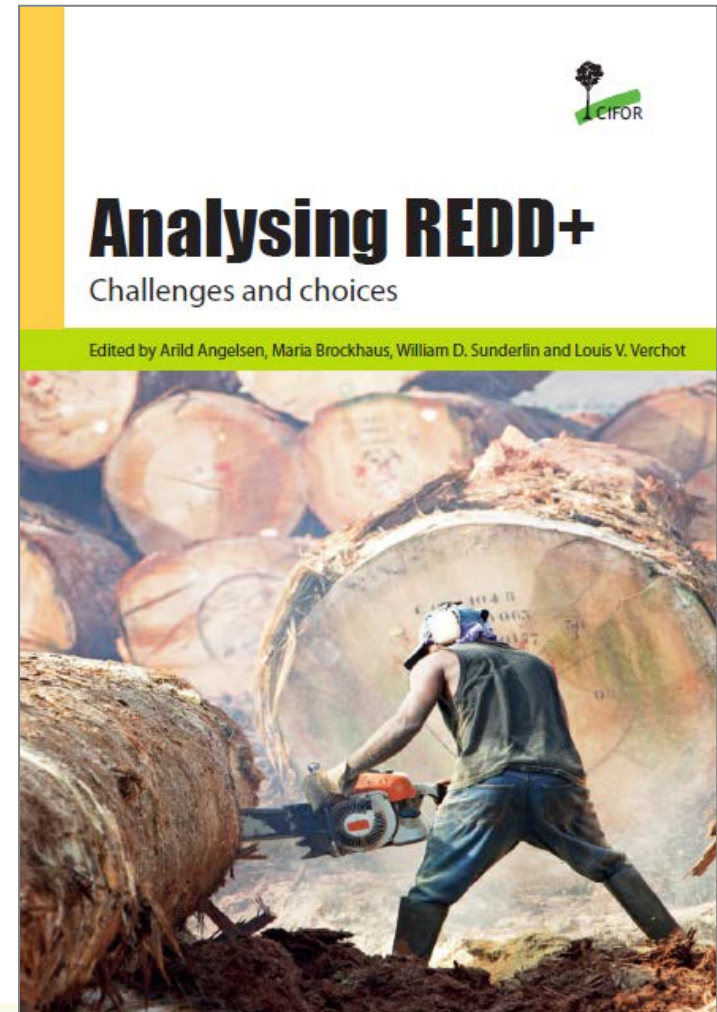
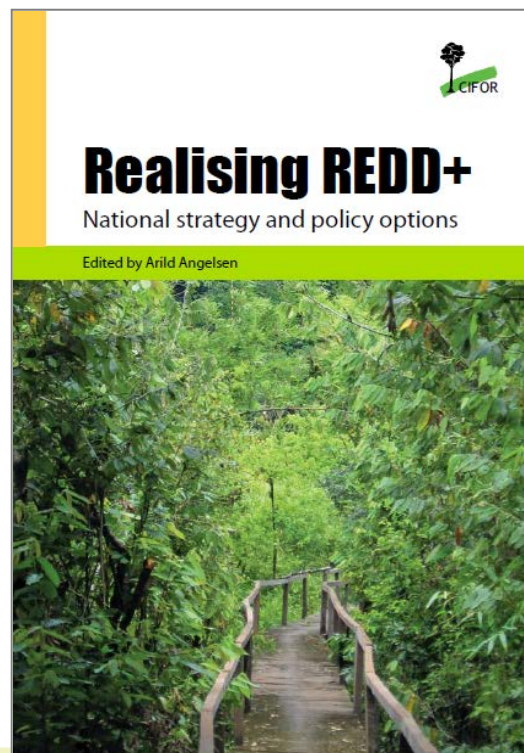
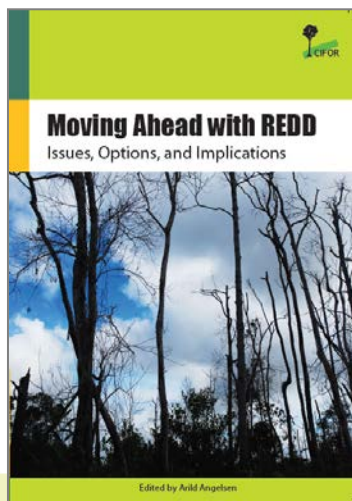
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CIFOR's 3rd edited volume on REDD

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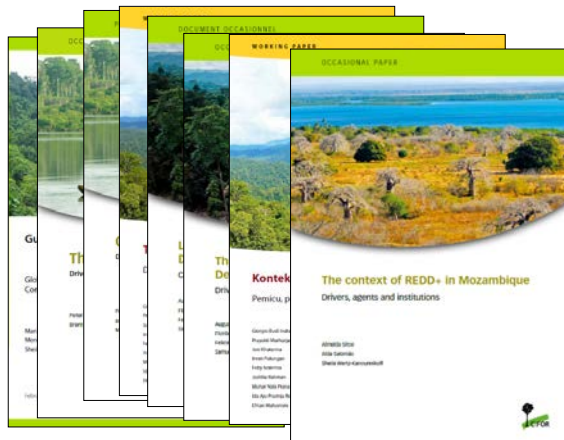


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Article

Multi-Level Policy Dialogues, Processes, and Actions: Challenges and Opportunities for National REDD+ Safeguards Measurement, Reporting, and Verification (MRV)

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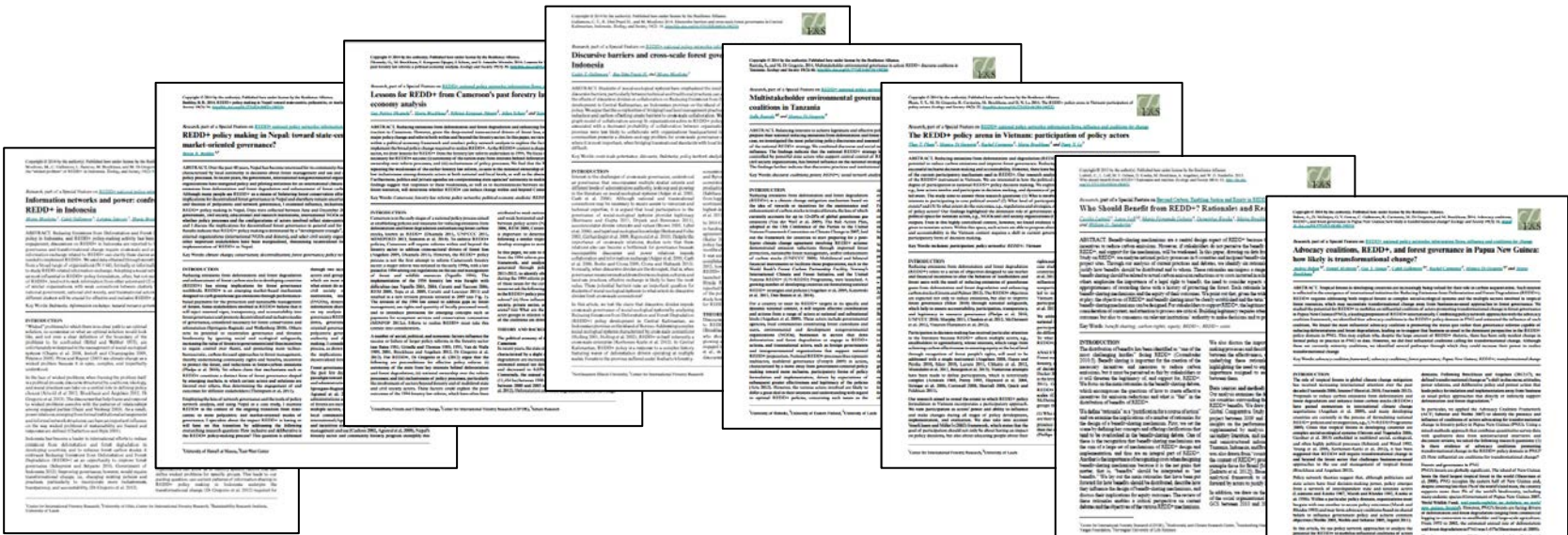
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Abstract: REDD+ social safeguards have gained increasing attention in numerous forums. This paper reviews the evolution of multi-level policy dialogues, processes, and actions related to REDD+ social safeguards (e.g., Cancun Safeguards 1–5) among policy makers, civil society organizations, and within the media in Brazil, Indonesia and Tanzania, three countries with well advanced REDD+ programs. We find that progress on core aspects of social safeguards is uneven across the three countries. Brazil is by far the most advanced having drafted a REDD+ social safeguards policy. Both Brazil and Indonesia have benefited from progress made by strong sub-national entities in the operationalization of REDD+ safeguards including free prior and informed consent (FPIC), participation, and benefit sharing. Tanzania has weakly articulated how social safeguards will be operationalized and has a more top-down approach. We conclude that in all three countries, measuring, reporting and verifying progress on social safeguards is likely to be a complex issue.



REDD+ national policy networks: information flows, influence and coalitions for change

Guest Editors
 Maria Brockhaus
 Monica Di Gregorio
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What do you need to consider when thinking about policies for sharing benefits from REDD+?

CONTEXT			DESIGN			
Types of benefits	How are beneficiaries identified?	How are benefits allocated?	How are people safeguarded from harm?	How is performance and finance monitored?	How do people participate and how are they represented?	What are the costs & burdens?

   **RESEARCH PROGRAM ON Forests, Trees and Agroforestry**

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