

Frequently Asked Questions

1. What is the PGA for REDD+ ?

The Participatory Governance Assessment for REDD+ (PGA) is a truly inclusive process involving different stakeholders from government, civil society, private sector and academia with the view to produce robust and credible governance information as the first step to improve governance weaknesses, and in the long run be the basis for policy reform, and if used strategically by civil society actors has the potential to serve as an accountability mechanism.

This information will be available in the form of

- a comprehensive analysis of the state of governance relevant for Indonesia's REDD+ process in particular and forest governance in general;
- recommendations on how to address the shortcomings; as well as
- information on the performance of selected governance issues at national, district and provincial level

More information about the PGA approach is available [here](#).

2. How is the PGA relevant for national REDD+ processes ?

Analysing and addressing governance challenges are key to addressing underlying causes of deforestation as well as to identify and mitigate shortcomings and risks in current governance systems and structures. In seriously addressing governance challenges access to reliable and robust governance data is essential.

With this backdrop, the PGA serves many purposes in a country's national REDD+ process depending on which stakeholder group is using the governance data.

From a government perspective, the PGA results serve:

- To highlight shortcomings and relatively low performance, and as such point to issues of urgent attention (will help Government prioritize strategically)
- As robust governance information and evidence which can feed into and support government's policy-making, planning and strategies at national and sub-national levels
- As a basis and starting point for policy-reform
- As comprehensive governance data which can feed into the national Safeguards Information System, which Indonesia in turn will report back to UNFCCC
- To track progress or regression (if updated regularly)

From a civil society perspective, the PGA serves as/ to:

- Robust governance evidence and information to support lobbying and advocacy and to holding decisions makers to account
 - o The main advantage (for both points above) being that the government has already validated the data – discussions around the correctness of this data is



therefore avoidable and progress is more likely to be made in the dialogue between civil society and government

- Monitor progress or regression

3. What is the added value of a participatory approach as opposed to more independently conducted assessments, reports etc. ?

Although participatory processes take time, cost more and are sometimes quite challenging to implement adequately, there are in particular four added values and benefits that outweigh

these challenges :

Legitimacy: When stakeholders have been involved in deciding on main steps and components of the process; prioritizing the scope; formulating the indicators; determining how data will be collected; and validating the data - they place trust in the actual process of obtaining the data and deem the actual findings and recommendations legitimate and accurate.

Ownership: When stakeholders are involved from the onset, they also get more ownership to follow up the recommendations as opposed to recommendations being presented from external entities.

Relevant data produced: Stakeholders involved are also part of the target audience for the PGA data being produced – and by jointly determining the scope of the PGA (thereby also determining what data will be available) one ensures that the data being produced is actually in demand and seen as relevant by different stakeholders.

Comprehensiveness of data: a more complete vision of reality is made available when the realities, contexts and perspectives of different stakeholders are taken into account. This provides a better evidence base for more effective policy-making and governance reform.

In contrast to inclusive processes, governance reports and indices written by “actor x” with the view of getting “actor y” to change its current practice are more likely to be denounced and shelved – not necessarily because of the inaccuracy of the data, but rather because of the lack of engagement by the concerned party which often results in scepticism towards the results of the assessment. This is the case with most of the governance indices that produce international rankings, after which the countries scoring badly reject the methods used as well as the findings (e.g. the Corruption Perception Index).

4. Where is the PGA for REDD+ being piloted?

The UN-REDD Programme is currently piloting four PGA processes; Indonesia, Vietnam, Ecuador and Nigeria, and have established a PGA Community of Practice to facilitate both the technical and practical exchange between the countries and involved practitioners.

An overview showing the similarities and differences between these PGA pilots are available [here](#).

5. How is the UN-REDD Programme providing support to these pilots ?

The PGA approach as applied by the UN-REDD Programme builds on the different agencies comparative advantages addressing governance challenges. The approach itself builds on UNDP Oslo Governance Centre’s knowledge and experience in conducting governance assessments, as well as FAO’s



expertise in data collection in the forest sector – both tailored to REDD+ governance challenges when conducting the PGA for REDD+.

Further the UN-REDD Programme coordinates the work in the PGA pilots by providing technical support on issues such as stakeholder analysis and selection, governance analysis, indicator development, data collection, communication of results to reach all intended target audiences, sustainability elements of the PGA by institutionalizing the regular updates and dissemination of results. In addition, the UN-REDD Programme extrapolates lessons learned in the pilots and facilitates South-South Exchange.

In addition to the technical support, the UN-REDD Programme has also provided financial support the PGA pilots.

6. How was the PGA for REDD+ conducted in Indonesia ?

When: preparations for the PGA process in Indonesia commenced in May 2011

Who: the PGA in Indonesia is structured to involve national and sub-national stakeholders throughout the process involving academia, government and civil society. Ministry of Forestry, Indonesia’s REDD+ Preparedness Task Force, the Presidential Working Unit for Supervision and Management of Development (UKP4), the National Planning and Development Agency (BAPPENAS), Bogor Agriculture Institute and President of National Forestry Council), Indigenous Peoples Alliance of the Archipelago (AMAN), Epistema and Walhi are stakeholders who have actively contributed to the process.

What:

- Based on the recognition that the PGA by no means is a silver bullet that can cover, address and solve most/ all governance challenges related to REDD+ in a country, the stakeholders’ governance analysis serves as a relevant basis from which to prioritize the most important governance issues that the PGA will provide data on
- In Indonesia, the following governance issues were seen as the most important to focus on at the moment: Law and Policy Framework, REDD+ Actors’ Capacity (Government,

Civil Society, Indigenous/Local Community, Business Entity) and Implementation aspects in the following issues: spatial and forestry planning, rights regulation, forest organization, forest management, controlling and oversight and REDD+ infrastructure.

Where: The PGA process in Indonesia both involves stakeholders and governance issues pertaining to the national levels, and similarly in the following eight provinces; Aceh, Riau, Jambi, South Sumatra, West Kalimantan, Central Kalimantan, East Kalimantan, Central Sulawesi, Papua and West Papua as well as two districts level actors in respective province.

7. What are the main findings and recommendations of the PGA for REDD+ in Indonesia ?

Some of the key findings are related to the following:

- There is a capacity disparity between the national, provincial and district levels with sub-national levels relatively weaker than the national level
- There is a clear need for transparency and better access to than to information on law enforcement as well as forest related crimes
- Too few forest related crimes are proceeded to court, and even fewer are resolved
- Civil society is often found to be far more active than government actors (at different levels) with regards to law enforcement and as drivers for policy reform pertaining to REDD+

A roadmap for improving governance with the following main recommendations are included in the PGA report:

- integrating the roles of community and civil society actors in all areas of identified limitations, weaknesses and bottlenecks;

- engaging business association initiatives in work on improving governance systems and structures – in particular in relation to permit systems;
- providing a clear direction and sufficient resources for the improvement of governance
- identifying and properly addressing drivers of deforestation at the provincial level

8. How will the critical findings indicating poor performance in some areas be dealt with?

The PGA report in Bahasa Indonesia was launched on the 6th of May this year. Following this launch, there seems to be a preoccupation in the media coverage regarding the provinces with the poorest performance and a tendency to name and shame these provinces.

Contrary to this naming and shaming, the PGA process encourages and allows for open dialogue and in turns acts as a starting point for addressing and improving critical issues and bottlenecks identified. Furthermore, it provides a set of realistic recommendations which takes into account the realities, contexts and perspectives of the different stakeholders.

During the PGA report launch on 6th of May, high level representatives of the Government of Indonesia outlined how they saw the PGA findings and recommendations being further used in Indonesia.

In addition to referring to the PGA as a “*most valuable contribution to the process of improving governance of forests, land and REDD+*”, **Kuntoro Mankusubroto**, Head of Indonesia’s REDD+ Preparedness Task Force/ the Presidential Working Unit



of Supervision and Management (UKP4) outlined the following potential usages for the PGA results in Indonesia:

- Regular updates of the PGA data to track progress and regression towards the baseline now available and set targets
- Key reference and starting point for local government leaders, both at the provincial and district levels, to improve governance accordingly

The Indonesian Minister of Forestry, Dr. Zulkifli Hasan, stated that the PGA for REDD+ report will be used a key reference to develop the next strategic forestry planning, particularly with regards to the forest governance aspects. In addition, the PGA will be used as a model to conduct forest and REDD+ governance in the future.

Abdon Nababan, Secretary General in AMAN (Alliance of Indonesian Indigenous Peoples) states that the PGA process is contributing to build a constructive space for dialogue between different stakeholders, and that AMAN has already used preliminary PGA findings and recommendations in their strategic planning during their national planning meeting in March this year.

9. Governance baseline data is now available in Indonesia – now what?

The PGA has now completed its first phase and comprehensive baseline data is available, which is a valuable and useful point of departure and basis for governance reform in Indonesia. Next steps will include:

- Ensuring dissemination of results to all relevant stakeholders at the sub-national level
- Focusing on the active use of the PGA data by both government, civil society and private sector actors – both for planning purposes and to follow up recommendations

- Institutionalization: identifying an Indonesian agency or institution to provide regular and timely updates to use the potential of the PGA to track progress and/ or regression on set targets (measure against baseline/ targets)



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