

UN-REDD
PROGRAMME



Report from Study Visit

Participatory Governance Assessments
Vietnamese delegation visiting
Indonesian PGA counterparts
22-25 April 2014, Jakarta and Jambi - Indonesia

Report

1. Background for this study visit

The PGA process in Indonesia has served as an excellent example of how meaningful participation from a variety of key REDD+ stakeholders has led to a platform to constructively and actively address REDD+ related governance challenges, strongly supported by robust and credible governance information. This governance data in turn, has not only been validated by key stakeholders at national and local levels, but also been utilized in a number of ways by key government and civil society actors and contributes to Indonesia's overall REDD+ process by for example serving (or soon will serve) as a monitoring tool for governments at both national and provincial governments, changes made in government procedures (such as enforcing sanctions relating to corrupt practices among bureaucrats and forest conflict maps used in decision-making).

More information on the overall PGA process in Indonesia, coupled with key findings and recommendations, in addition to the different actors' actual uptake and lessons learned were seen as potentially useful and timely inputs into Vietnam's PGA process.

2. Objectives and outcomes

The overall objectives of this study visit were for the Vietnamese delegation to gain a more in-depth understanding of the PGA process in Indonesia by getting the information directly from key PGA participants in Indonesia and also see how the PGA process, data and recommendations play an important part in Indonesia's larger REDD+ process today.

This in turn, may serve to provide additional ideas to the Vietnamese delegation, as well as to the broader PGA participants in Vietnam through communication after the study visit.

The expected outputs were:

- Get a more in-depth understanding of the PGA Indonesian process, from the start-up and until today:
 - Who have been involved and how (organizational structure and stakeholder involvement)
 - What are the key governance issues covered by the PGA
 - Methodological considerations and decisions made
 - Key findings and recommendations
 - Lessons learned
 - How the PGA is being utilized today
 - What the further process is – emphasizing sustainability of updating the PGA data at regular intervals
- Get an understanding of the Indonesian REDD+ process
 - How the country has envisioned working with REDD+?
 - What are the main challenges?
 - What are the political agenda and priorities thus far?
 - Lesson learned

3. Participants

The Vietnamese delegation was made up of nine participants altogether, both from the national and provincial levels (Lam Dong) and were as follows:

From the national level:

- Ms. Nguyen Thi Thu Thuy (VN FOREST – Ministry of Agriculture and Rural Development)
- Ms. Le Ha Phuong (Vietnam REDD Office – safeguards officer)
- Mr. Nguyen Viet Dung (Vietnam NGO PanNature – Expert Group member)
- Mr. Phan Trieu Giang (University of Agriculture and Forestry - Ho Chi Minh city – Expert Group member)
- Ms. Do Thi PhuongThao (PGA Coordinator – UNDP Vietnam)

From the provincial level (Lam Dong province):

- Mr. Pham S (Vice-chairman of Provincial People’s Committee)
- Mr. Bui Van Hung (Vice-Director, Department of Agriculture and Rural Development-Provincial Working Group member)
- Mr. Nguyen Ba Luong (Vice-director, Forest Protection Sub-Department, Provincial Working Group member)
- Mr. Than Trong Toan (Head of district Committee for Ethnic Minority Affair, Lac Duong, Provincial Working Group member)

From the Indonesian PGA process the following key actors contributed with their insights and experience during the study visit:

- Pak Heru, Head of the Indonesia REDD+ Agency
- Dr. Sunaryo, the Senior Adviser to Minister of Forestry, PGA Expert panel and Former Inspector General of Ministry of Forestry
- Prof. Dr. Hariadi Kartodihardjo, Coordinator of the PGA Expert panel, Chairman of National Forestry Council and Chairman of Postgraduate Study Bogor Agriculture Institute
- Prof. Dr. Sofian Effendi, Senior Adviser to UNDP Indonesia, PGA Expert Panel and Former President of Gajah Mada University
- Mr. Ir. Irmasnyah, MM Head of Jambi Forest Department
- Mr. Nauli, SH., M.H Director of WALHI Jambi-Environmental NGO
- Mr. Datuk Usman Gumanti, AMAN Jambi-Indigenous People Organization
- Mr.Purwadi Soeprihanto, executive director and Mr Irsyal Yasman, vice chairman – Association of Indonesian Forest Concessionaires
- UNDP Indonesia: Nurina Widagdo (Head of Governance and Poverty Reduction Unit), Matthew Lux (Monitoring and Reporting officier) and PGA team Abdul Situmorang, Clara Widyasari, Muhammad Husain, Makmur Rozi, Syafari Yusmaini

4. Key issues addressed and discussed during the study

Main points raised and discussed among during the study visit:

- REDD+ is considered as one of the most important national priorities in Indonesia today, and PGA is integrated very well in the country's overall efforts to work on REDD+. The country has a clear strategy on how to implement the REDD+ strategy based on the philosophy that REDD+ involves people, land, forest and eco-systems which shape life in general. Besides, REDD+ is a combination of Climate Change mitigation and development efforts and therefore there should be a balance on both elements for a future of the country's younger generation. With the commitment made by the Indonesian president of 26% emission with national resources and 46% emission with international support, major efforts are needed at national level. At the early stage, five big areas were identified including: (i) readiness in term of institution and capacity; (ii) platform for funding and MRV; (iii) process multi stakeholders approach; (iv) mind-set change and (v) map of data use that is credible internationally. PGA serves the last area very well. More concretely it helps to monitor if forest governance has been making progress or not which in turn will help to work toward better improvement and will eventually lead to good results.
- MOU was signed between 12 Ministries/Agencies to ensure the high level of coordination to work on REDD.
- Indonesian counterparts argued that it is important for a country to identify which arguments should be chosen to work on REDD+. If the issue of financial gain is chosen as the first and highest argument, then it is recommended for reconsideration. It is good to prepare for revenue through a carbon market, but there are in particular three more important arguments which play equally important roles: **First of all it is governance. Without good governance, it will not guarantee any sustainable development.** Secondly it is the improvement of the welfare of people which will help to overcome the main challenge of how to balance between economic gain (palm-oil) and forest protection. Lastly it is about fairness and equity which will help to avoid conflicts. The risk with choosing economic gain from reducing emission as the main argument is that as there is not yet a carbon market, this argument may die and it would no longer be possible to convince people to work on REDD+ in the future. *The ultimate goal should be set beyond Carbon Agenda.* Bringing the main arguments on improving governance, welfare and equity will be able to convince everybody to work together. **The main lesson learnt is to work together with all actors on a clear and firm foundation. This is where Indonesia is heading.**
- At national level, the PGA has contributed positively to Indonesia's efforts on **bureaucracy reform**, particularly with its characteristics including: **Credibility** (multi-stakeholders of expert panel and open process); **Ownership** (member of key ministries—National Planning Agency); **Coherence**: the result of PGA study support/relevant with other initiatives (REDD+ Natstra, CSO initiative of land and forest); and **Power**: The Corruption Eradication Commission coordinate implementation of governance improvement on land and forest
- At province level, Jambi demonstrates the efforts to enhance community forest management focusing on 4 main topics for governance issue for PGA including: (i) Certainty of spatial area; (ii) Fairness in forest access; (iii) Community best forest and

(iv) Transparency on forest governance. A one-map-policy has been set up in the province which integrates all sector maps into one map. A digital map on forest conflicts and handling status with blinking lights has been set up and located in the Governor's office, providing the decision makers with useful information on where to direct their attention. PGA at the provincial level has a composition of 4 main actors: government, private sector, university and indigenous people. The main challenge is how to get the four main actors to coordinate with each other on the 4 aspects identified for PGA: to identify certainty over forest area, to create more room for community to get involved, to ensure transparency on forest management, and to enhance aspect of law enforcement and institution capacity. PGA has been utilized for policymaking, particularly with a study on corruption. The provincial level discussions and examples of PGA utilization were of particular interest to the Lam Dong part of the delegation.

- Participatory Forest Governance Assessment (PGA) came into life in 2012 as a specific request for support from the government of Indonesia. This tool aims at providing a diagnosis on the condition of forest governance in the form of "baseline", tracking progress and regress, policy recommendations, and a clear road map for strengthening forest governance and to be used as a monitoring instrument tool. The tool was first developed in 10 provinces with a rather heavy set of close to 200 indicators. This is now used as a comprehensive baseline. PGA has now in its second round in 2014 a revised framework to both facilitates a smoother and less costly data collection in the future. This is a useful factor for the PGA in Vietnam to consider: keeping it simple, both to have a more accessible and less academic data set, but also because the more complex the more costly it will be to collect data in the long run. On the organisational structure of the PGA, the Expert Panel in Indonesia has been set up based on the main argument that forest governance is not only about forestry but also about governance, policy, bureaucracy reform, indigenous people, private sector, etc. The Expert Panel is therefore comprised of high level representatives of all mentioned actors with a mandate to decide on the methodology, quality of data, report and policy recommendations. Indonesia has chosen to have a research institute as a third party to collect data with the key principle to consult with ten provinces throughout the process. These insights are already considered to some extent in Vietnam with regards to an Expert Group mandated to take technical decisions, but the representation may be discussed further (is it sufficient?) and the involvement of a research institute is relevant to consider in Vietnam as well.

5. Follow-up and next steps

Based on the discussions and dialogue with Indonesian counterparts and tips for how to integrate the PGA into Vietnam's broader PGA process, **items to be communicated back to the remaining Vietnamese PGA participants and stakeholders for further consideration include:**

- High level of commitment by the country leaders followed by an MOU signed by all related ministries and agencies play an important role on how the country sets goal on working with REDD+. A separate agency for REDD+ with the mandate to

coordinate all ministries and report directly to the President is a very good way to avoid overlaps and conflicting tasks and responsibilities between different government organisations with regards to REDD+. High level commitment by province Governor plays an important role as well with the example set by Jambi province.

- A mechanism should be set up on how to integrate PGA/ REDD+ into the general local development plan. This is relevant to discuss during the implementation of the UN REDD programme phase 2 in Vietnam.
 - PGA in Indonesia is relevant as it is part of the country's national and local efforts to enhance governance systems and structures and in a process of policy reform. PGA should highly be considered as a tool to work on enhancing governance of a country in general, not only on forest governance.
 - The main elements are coherence from central to provincial level include: transparency, fairness, sustainability and law enforcement.
 - The Indonesian's PGA 2014 indicators should be good reference. The indicators are revised from the framework 2012 and developed based on the main governance issues. In order to identify the main governance issues, it is important to understand how good governance would be, what good governance means and what the impacts of good governance are. And then it would be possible to identify what the main obstacles are to get there. The indicator set should not be too elaborate, but should cover well the main areas that need improvements.
 - The important role of CSO should also be considered. CSO best serves in supporting local people's capacity (for example in understanding procedures, making applications, mapping for forest allocation, etc.). CSO can also be the extra resources where government is lack of capacity.
 - Rights of indigenous people are recognized, and Indonesia is in a process to change its constitution to legalize their rights. This is done among the efforts to ensure people's welfare is of high important during REDD+ implementation.
 - Jambi province is a good example of a successful forest governance based on the combination of the PGA components : i). Certainty over state forest area, ii) Fairness in accessing to natural resources (for example: recognize and in a process of legalize the rights of indigenous people on local forest and resources, set up mechanism for private sector to cultivate in a responsible and sustainable manner toward local communities); iii) Multi stakeholders and set up mechanism for participation of all related stakeholders including CSO; iv) Transparency -> information make available on map (example from –AMAN – indigenous peoples' alliance); v) Strengthen law enforcement; vi) Ensure commitment)/multi-stakeholders (government-private sector – local people -CSO. With the case of PGA Indonesia, the main stakeholders are government actors, local communities (including indigenous peoples), CSOs and academia
 - An important lesson learnt: government cannot solve governance challenges alone and therefore a mechanism to work together with other stakeholders should be set up. It is important to find a way to work/coordinate with each other and make use of resources both internally and internationally.
- In order to further allow experience sharing between Indonesia and Vietnam, and in particular point to how the PGA may be utilized in Vietnam, it is suggested that the coordinator of PGA Indonesia and a representative from Jambi province to be invited to the launching of Vietnam PGA report which is planned to take place by the end of June this year. This would allow for more in-depth discussions on the follow-up of recommendations.

Annexes (hyperlinks)

- [Agenda for the study visit](#)
- [Participants in the Vietnamese delegation](#)
- [Photos from the study visit](#)

For more information, please visit the UN-REDD workspace folder for this study visit [here](#).