

Webinar:

***Polycentric Governance in Climate
Change Policies***

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Outline

1. Polycentric approach in climate change policies
2. The case of REDD+ implementation in Mexico
3. Recommendations for policy makers
4. Q&A

Polycentric Governance

*Form of decision making that involves **multiple levels** of authority and **multiple sectors** representatives under a shared system of rules to regulate their relationships.*

Polycentric Governance

Time	Author (s)	Characteristics
1950's	Michael Polanyi	➤ Abstract concept linked to freedom of expression and ideological diversity in science, law, arts and economics
1960-1990's	Vincent & Elinor Ostrom	<ul style="list-style-type: none">➤ Practical issues: Governance in metropolitan areas and common-pool resource management.➤ Goal: efficient production and provision of public and collective goods.
2000's	Elinor Ostrom	<ul style="list-style-type: none">➤ Effective approach to address global environmental problems such as climate change.➤ International agencies not the only relevant actors, smaller-scale governance units should also be taken into account.



According to the Global Climate Action Portal, in 2018

- ✓ **9,378** Cities
- ✓ **126** Regions
- ✓ **2,431** Companies
- ✓ **363** Investors
- ✓ **98** Civil Society Organizations

....had made commitments to act on climate change in themes such as land-use, ocean/coastal zones, water, energy and transportation.

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❖ Go to the Global Climate Action Portal
<http://climateaction.unfccc.int/>

The Pan-Canadian Framework on Clean Growth and Climate Change

- Main pillars: 1) pricing carbon pollution; 2) complementary measures to reduce emissions; 3) adaptation and resilience building; 4) innovation, clean technology, and jobs creation.

The federal government has committed to:

- ✓ Ensuring that the provinces and territories have the flexibility to design their own policies to meet emission-reduction targets.
- ✓ Work with provinces and territories to complement and support their actions without duplicating them.
- ✓ Strengthening the collaboration between the governments and Indigenous Peoples on mitigation and adaptation actions, based on recognition of rights, respect, cooperation, and partnership.

❖ Read the *Pan-Canadian Framework* at:

<https://www.canada.ca/en/services/environment/weather/climatechange/pan-canadian-framework/climate-change-plan.html>

Guelph Rotary Tree Planting 2019



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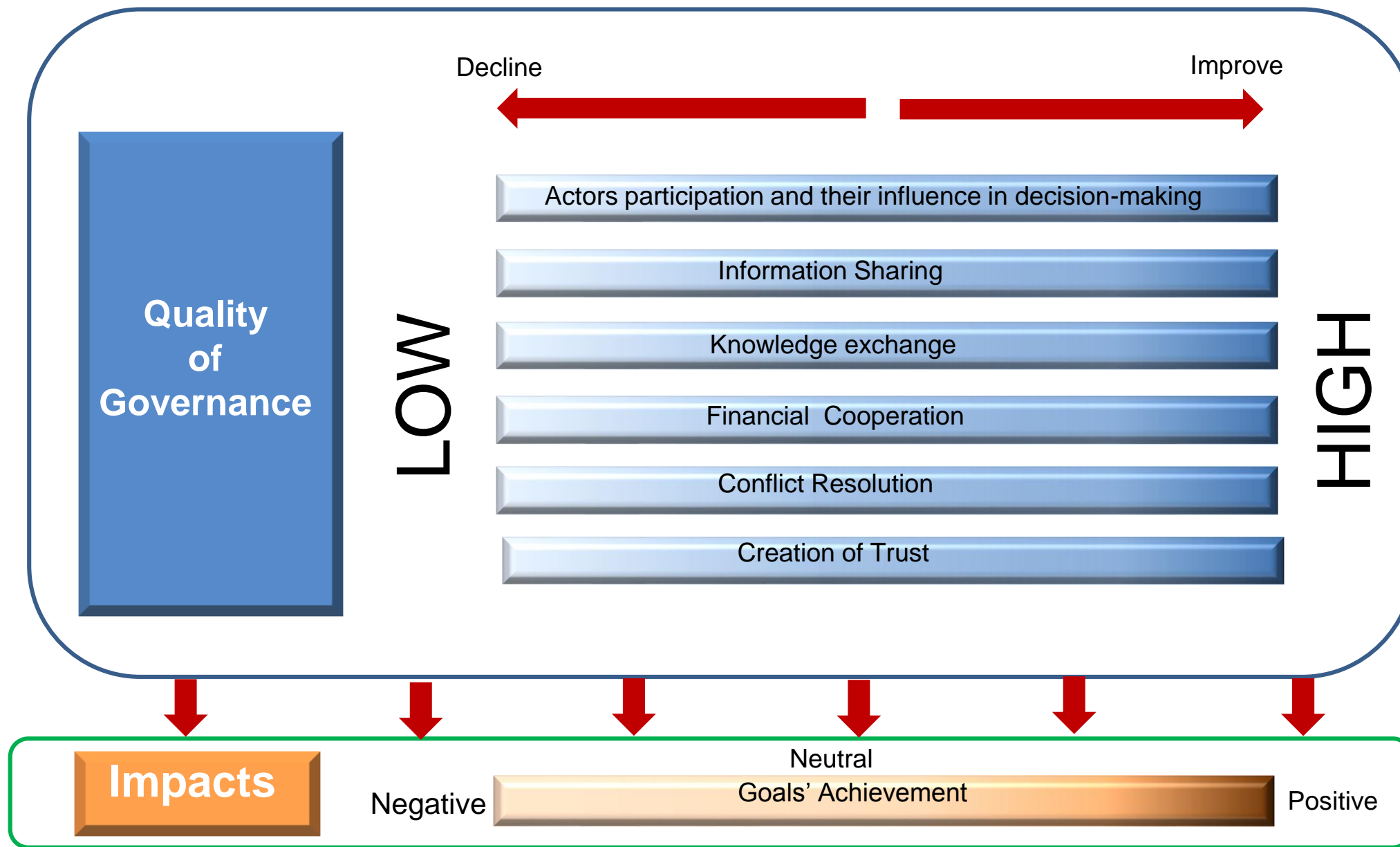
My daughter

Current global climate change mitigation and adaptation policies **are polycentric:**

- They include different levels (local, regional, national, international) and different sectors (public and private sector, NGOs, academia, local communities),
- They promote the creation of institutional arrangements with common rules. For example: The United Nations' Framework Convention on Climate Change (UNFCCC)
- They have an internationally agreed common goal: limiting global warming to well below 2°C

The effectiveness of polycentric governance implementation can be a subject for debate.

Polycentric Governance Model



REDD+

Reducing Emissions from Deforestation and Forest Degradation



*Conservation of forest carbon stocks
Sustainable management of forests
Enhancement of forest carbon stocks*

Non-carbon benefits:

*Economic, social, cultural and environmental
benefits other than carbon emissions reduction*

REDD+

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The Nature Conservancy @nature_org · 10 sept. 2018
#DYK natural **climate** solutions can deliver **30%** of the **solution** to **climate change** by 2030, but receives < 3% of public funding? See how you can make sure **nature** doesn't become the #TheForgottenSolution » bit.ly/2Qa7uQ8
#GCAS2018

<https://www.theforgottensolution.org/>

Watch: How nature can save us from climate breakdown



#Forests4Climate

#BetterWithForests

UN-REDD Programme Partner Countries

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AFRICA

 Benin
 Burkina Faso
 Cameroon
 Central African Republic (the)
 Chad
 Congo (the)
 Côte d'Ivoire
 Democratic Republic of the Congo (the)
 Equatorial Guinea
 Ethiopia
 Gabon
 Ghana
 Guinea (Republic of)
 Guinea Bissau
 Kenya
 Liberia
 Madagascar
 Malawi
 Morocco
 Nigeria
 South Sudan
 Sudan (the)
 Tanzania
 Togo
 Tunisia
 Uganda
 Zambia
 Zimbabwe

















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ASIA-PACIFIC

 Bangladesh
 Bhutan
 Cambodia
 Fiji
 India
 Indonesia
 Lao Peoples' Democratic Republic (the)
 Malaysia
 Mongolia
 Myanmar
 Nepal
 Pakistan
 Papua New Guinea
 Philippines (the)
 Samoa
 Solomon Islands
 Sri Lanka
 Thailand
 Vanuatu
 Viet Nam

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LATIN AMERICA AND THE CARIBBEAN

 Argentina
 Bolivia (Plurinational State of)
 Chile
 Colombia
 Costa Rica
 Dominican Republic
 Ecuador
 El Salvador
 Guatemala
 Guyana
 Honduras
 Jamaica
 Mexico
 Panama
 Paraguay
 Peru
 Suriname

17

Visit the country pages at: <https://www.unredd.net/regions-and-countries/regions-and-countries-overview.html>

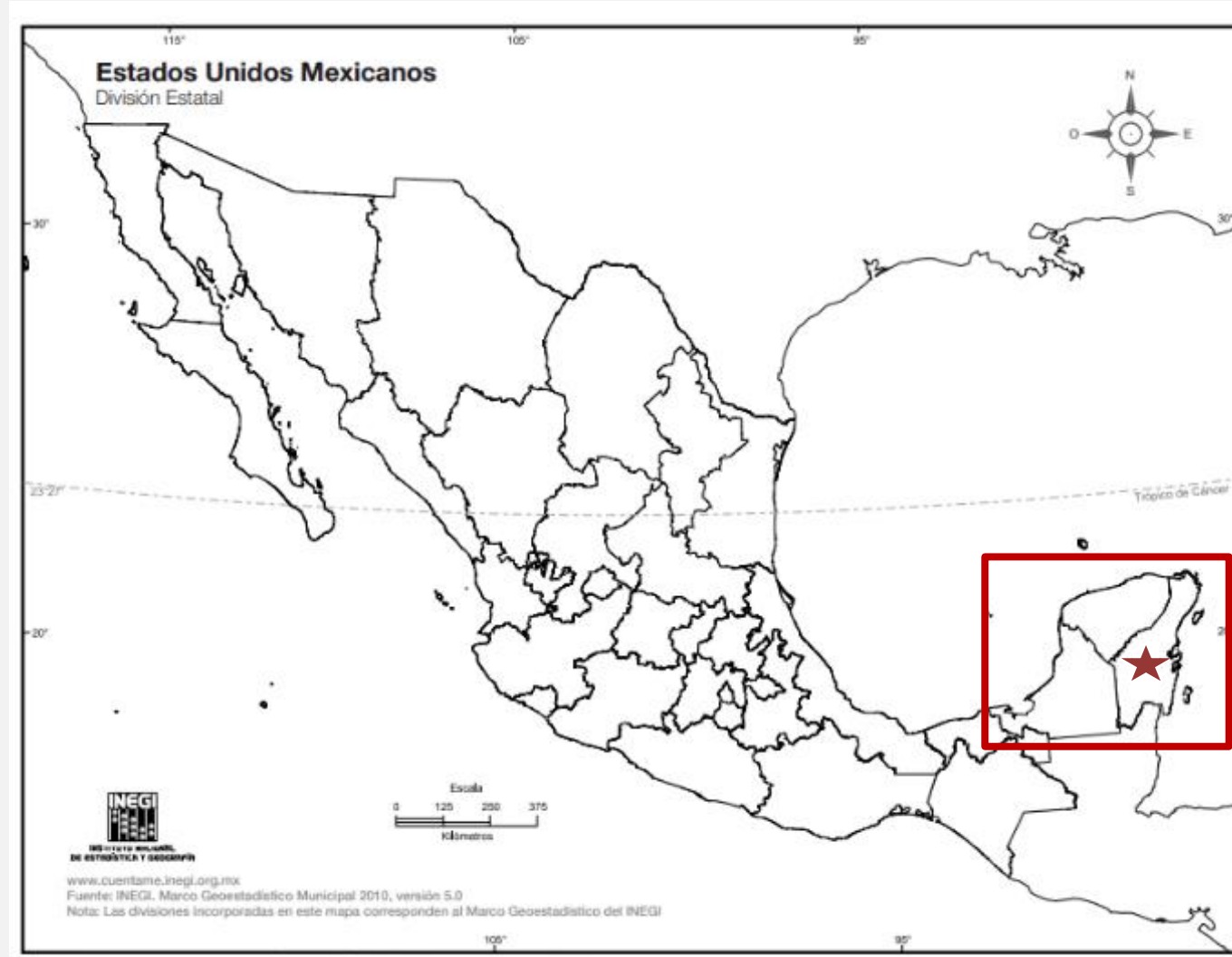
Mexico...

- ✓ Has concluded the National Strategic Plan
 - ✓ Has had its Emission Reduction Program approved and is one of the 4 countries negotiating result based payments with the Forest Carbon Partnership Facility
 - ✓ was the first country launching an online fully operational safeguards information system
 - ✓ Has implemented REDD+ early actions in 5 states from 2012 to 2017.
-
- ❖ The Mexican government sees REDD+ as an **inter-institutional and cross-sectoral coordination policy** to reduce deforestation and forest degradation through sustainable rural development

Mexico REDD+ System

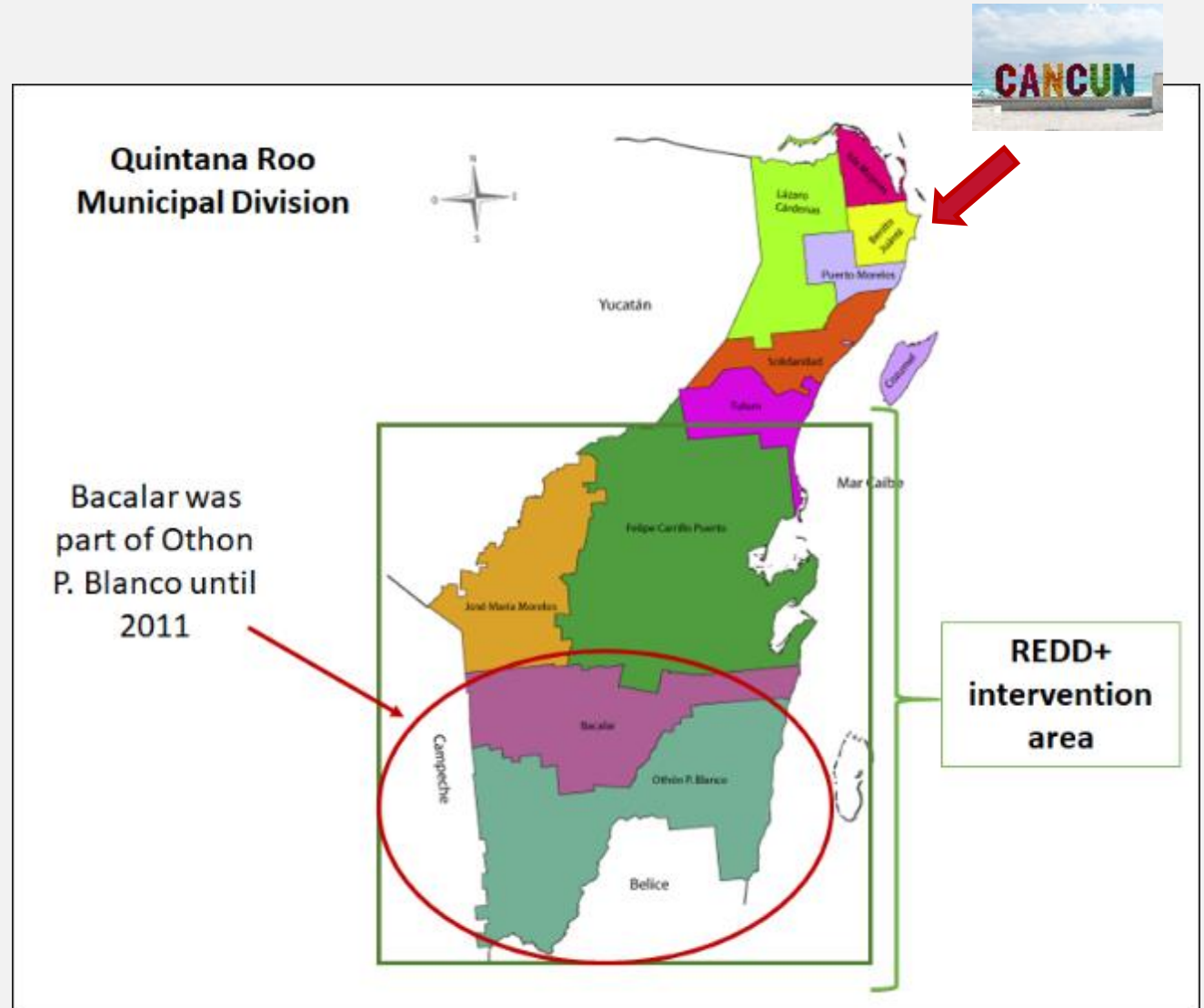
Level	Institutional arrangements	Stakeholders
National	Technical Advisory Council	NGOs, local communities representatives, academia, private sector, government
	Work group	Government officers from different agencies
State: Quintana Roo	Technical Advisory Council	Government, NGOs, local communities representatives, academia, private sector
	Work group	Government officers from different agencies Representatives from federal and municipal governments.
Local	Public Association for Territorial Development	Federal, State and Municipal government, NGOs and academia.
	Ejidos	Community members

Study area: *Quintana Roo*



Study area: *Quintana Roo*

- 85% of the state surface is covered by tropical rainforest
- One of the 5 Mexico's REDD+ early action states
- Instruments needed for REDD+ implementation



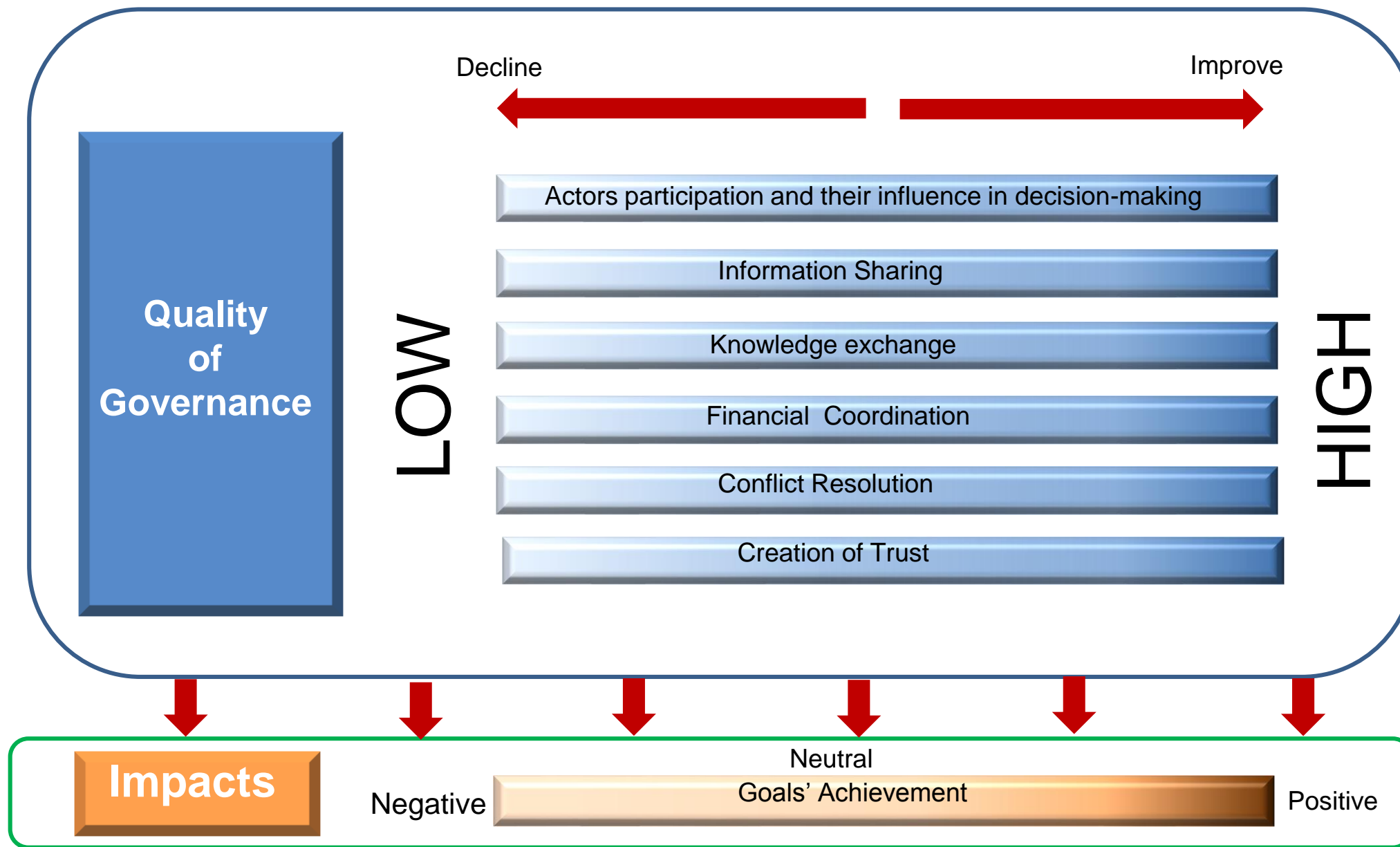
Interviews summary

Data Collection: July to October, 2018

Institutional Arrangement	Description	Interviews	Total of participants
REDD+ Work Group	Government agencies	10	15
REDD+ Advisory Council	Sectors' representatives	7	7
<i>Ejidos</i>	Local communities' leaders and members	6	12
Total		23	34

Some interviewees, especially in local communities, did not want to participate in an individual interview, therefore some “group interviews” were conducted. As a result, the number of interviews is smaller than the number of participants.

Polycentric Governance Model



Actors participation and their influence in decision-making



- The most influential actors in Quintana Roo's REDD+ planning and implementation processes were the state Ministry of the Environment and the National Forest Commission.

"...agencies directly involved in the forest sector"

"There must exist leadership to guarantee operability and order"

- Sector representatives did not believe they were influencing decision-making. This fact caused lack of motivation to continuing participating in REDD+ activities.

"We have not been able to do anything but listening and give opinions on the work that has already been done..."

"... what ended the motivation was that they [the government] were using us just to validate things."

- Local communities were not engaged in REDD+ planning and decision-making, they were recipients of training/technical support/funding.

Information Sharing



- Group meetings and online mechanisms (websites, email, dropbox) were the main tools for information sharing among stakeholders.

- Most participants mentioned that they did not know if deforestation has reduced in Quintana Roo.

“This topics [REDD+/climate change] we need to share the information with local people but we have to do it constantly, otherwise, you tell them about it today and next year they won’t remember it”

- Some participants expressed concern about the use of technology as the primary tool for communication

“...first of all, I don’t know how to use internet. There is internet in my community but other communities don’t have it.... This thing [smartphone] I barely know how to use it...My grandson is 12 years old, he knows how to use this thing [smartphone]. But they [young people] are not connected to social issues.”

Knowledge exchange



- There were multiple knowledge exchange examples such as courses, workshops, training sessions, sharing of good practices/successful stories, field trips, publications, development of strategies, plans and new methodologies. Most of them were organized by the federal government and NGOs. Sector representatives and community members participated in these activities.

“We wanted to bring the experience from Jalisco related to the coordinated work between environmental agencies and agricultural agencies. They are implementing mechanisms to support farmers that want to have cattle-herding areas but also conserve forest areas... as a result of this exchange we could work together in a similar project in Quintana Roo”

“Before REDD+, we created an agroforestry model that was very fitted for implementation... The model that we developed was adopted by the National Forest Commission. The officers saw value in it and integrated it into the REDD+ special program... We were able to improve the model and use it in other communities”

Financial Coordination



- Financial coordination has happened in very few and specific cases. Usually agencies at the different levels work with their own assigned budget, including REDD+ funds which were assigned to the National Forest Commission. Sector representatives and local communities have not engaged in any joint investments. Instead they were recipients of financial support from other entities.

“The National Institute for Social Economy provided funds for community enterprises to build infrastructure such as electrical fences. The National Forest Commission provided tree plants for feeding cattle and create green fences. The Federal Ministry of Agriculture provided funds to buy cattle in the first year.”

“ They just approved 7.5 million pesos for REDD+ ...this money comes from Norway and will be assigned to The Nature Conservancy Mexico. The state government will have a saying in how to apply it”

“The platform and the legal framework for financial coordination already exist...There is the Peninsula de Yucatan Fund which is a trust fund for receiving financial resources...”

Conflict Resolution



- Discussion in meetings until reaching consensus was identified as the main mechanism for solving conflicts or potential conflicts.

“If there are disagreements, we discuss them and we solve them in the group”

“Each one has their own viewpoint but that is precisely the objective of having a work group, to hear the voices so we can move forward”

- Rallies, protests and lawsuits are mechanisms that sector representatives and local communities can use if needed but so far, they have not done it.

- The lack of flexibility in the rules of federal programs when applied at local level was mentioned as a potential cause of conflict between the government and the sector representatives

“ Most agencies have the argument that the rules of programs are written in central offices and cannot change. Then, if they cannot change what is the point of discussing about that? [They say] we will change it next year. And they never change it ...”

Creation of Trust



- High levels of trust among government officers:

“The work group meetings are meetings among friends. There is willingness to participate, we all know each other very well, the decisions are made fast and without bureaucracy”

- Sector representatives, community leaders and members do not trust external actors, especially the government.

“Let’s say that it is difficult to trust the government agencies...there is no trust to outside actors, we should trust them but it is difficult”

“There has been a total lack of trust towards the state and federal government, in the past five years, not because of REDD+ but in general. We have zero trust on the governor, zero trust on the government officers, zero trust on the federal government and its representatives”

Impacts on the achievement of goals



- REDD+ has had neutral impacts in halting tree cover loss in Quintana Roo. Although the tree cover in the REDD+ intervention area has maintained over the years, there is no strong evidence that REDD+ has contributed to it.
- REDD+ has had neutral impacts on generating socio-economic benefits for local people such as income generation and community benefits (schools, clinics, roads, social assistance). However, REDD+ did not compromise the access to land and forest products. Local people in Quintana Roo continue to generate income through sustainable timber exploitation, beekeeping, charcoal production and agriculture, among others.



Recommendations for policy makers

- **Actors' participation & influence in decision-making:** In practice, having one or two leading actors is needed to keep moving forward in climate change decision-making and implementation. However the leaders need to keep other actors engaged and motivated by defining together clear strategies and action plans in which every actor has a task. Allowing actors to have a say in decision-making is another way to keep them engaged.
- **Information sharing:** For adequate information sharing the tools (in-person fora, online resources, radio broadcasts, printed material) are important but to have a clear message (action plan, progress, challenges) is more relevant.
- **Knowledge exchange:** Sharing successful stories and best practices is a way to build in past experiences, avoid mistakes and keep moving forward in meeting targets.

Recommendations for policy makers.

Cont...

- **Financial Coordination:** This function is critical to multiply efforts and avoid duplicating activities. Investing in capacity development for local governments/organizations might lead to better and faster results.
- **Conflict resolution:** Actors working together to solve a problem, climate change in this case, have usually a good attitude toward each other and they usually reach consensus when making decisions. However, internal rules are needed to solve potential conflicts.
- **Creation of Trust:** Although this is a subjective value, it can be promoted by assuring transparency in decision-making and implementation. Regular meetings/activities might also help people to get to know and trust each other.

Recommendations for policy makers.

Cont...

•Impacts:

Although promoting all the functions explained before might lead to high quality governance, it may not result in a positive impact in the achievement of goals, as expected.

Efforts to create functional institutional arrangements (working groups/councils/committees) might exceed the actual implementation of strategies and action plans.

Decision-makers must look for a balance between policy and practice.

“For me as a farmer it is clear...we are living it. We cannot talk about the climate changing in the future, it is happening now. We have sporadic, isolated rains...I already lost 500 ha of corn crops”



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Thank you!!!

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