



Making Global Decisions Work at Local level through Environmental Mediation

From Global Demand to Local Actors

Global warming is a fact that all parties need to quickly act upon, otherwise humanity will not survive. The United Nations Framework Convention on Climate Change provides a global common framework for all parties to combat global warming. The Thirteenth Session of the Conference of Parties (COP 13) in Bali is expected to produce among others a roadmap for reducing emissions from deforestation and degradation (REDD), a key step in fighting climate change. The Stern Review (2006) found that reducing emissions from deforestation and degradation (DD) is highly cost effective. COP 13 will likely produce structure and agenda to provide incentives for non-Annex 1 countries to reduce emissions from DD. Nevertheless, many civil society organisations are concerned about the effectiveness of REDD particularly in relation to unclear forested land property, weak governance and fairness of payment distribution of REDD credit (C_{REDD}).

Currently REDD is being discussed at the global level. The government of Indonesia through its Minister of Environment is seeking US\$6 billion a year from rich nations to combat DD. Assuming the CO_2e price from REDD is US\$5 per metric ton and a forest contains 200 metric tons of carbon per hectare, then Indonesia would be committed to reducing deforestation by 1.6 million ha per year. This is a good commitment, but how this commitment was agreed upon across different actors and layers is questionable.

Table 1. C_{REDD} value chains (IFCA Payment Distribution Study, 2007)

Scale \ Value addition	Emission reduction activities	Provision of alternative livelihoods	Prevention of 'leakage'	Proof of additionality (BAU baseline)	Dealing with 'permanence' concerns (registry)	Accountability for changes in carbon stocks	Independent verification of emission reduction
International					*		*
National (government and NGOs)					*	*	*
Intermediate (province and district governments, large-scale industries)		*	*	*	*	*	
Local (companies, communities, forest farmers, local NGOs)	*	*				*	
Estimated share (%) in C_{RED} production costs (<i>tentative</i>)	35	35	5	5	5	10	5

* = supporting role; = primary responsibility; BAU: Business as usual

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Ultimately local actors, i.e. communities, local governments, private companies, local civil society will be in charge of REDD implementation. The value chain for carbon conservation under the REDD scheme (C_{REDD}) provides a systemic view of a C_{REDD} chain from production, measure until verification. It includes avoiding leakage, ensures permanence and additionality. Table 1 describes the rough estimation of C_{REDD} value additions contributed by various actors. It is expected that local actors at local level would contribute 70% of the C_{REDD} creation, while upper levels (provincial and national governments) would contribute 27%, and the international communities would contribute less than 3%. Since the local actors would contribute 70% of C_{REDD} creation, then they deserve to receive 70% of any incentives coming from C_{REDD} transactions through either fund or market based mechanisms. So, if the government of Indonesia should receive US\$6 billion of C_{REDD} , then \$4.2 billion should go to local actors. Without agreed upon, transparent distribution of incentives, there will be no firm commitment to reduce emission from DD.

Most forests are already distributed to different actors for various uses. To obtain commitment on behalf of those forests, the national government has to negotiate with forest users including forest concessionaires, companies that will convert forest, local communities, forest conservation managers and local governments. Local communities in particular do not have the power and capacity to negotiate on a level field with the national government. Under this circumstance REDD will bring more pressure rather than benefit to local communities, which represent about 30 million people. Conscious intervention to level the playing field is a necessary condition for successful REDD. Otherwise, REDD will bring conflict between local communities and national government and among community members.

Helping Local Communities to Negotiate REDD through Environmental Mediation

REDD is a global demand that will sooner or later be presented to locals actors. REDD could become a new threat to local actors, who might be further marginalized. REDD could go nowhere, if issues at the local level conflict with global demand. Why not turn it into an opportunity for local development?

Environmental mediation is not a new field worldwide but, in our experience, such methods should first support the development of local social capital and democratic institutions, which are major issues in developing countries. Environmental mediation methods should be adaptable and redesigned to take into account local characteristics and their dynamics.

From 2004 to 2007 Centre de Coopération Internationale en Recherche Agronomique pour le Développement and Center for International Forestry Research have implemented environmental mediation in different locations in Indonesia, Malaysia and the Philippines through an action research project called



Figure 1. Levelling the Playing Field sites

Levelling the Playing Field (Figure 1). The project aimed at facilitating environment-friendly agreements for local development. Our experiences confirmed the need to **empower** local stakeholders at the local level (village), which means to increase their capacities to organize, decide, plan and act collectively, get information and learn from experiences, as well as to speak with one voice. During the **mediation** phase a forum was established as a place for negotiation and institutionalized at a higher level (district). Actors could thus produce fair agreements. We found that the development of networks that integrate new players, either national or international, **reinforced** local actors' commitment regarding the agreement (Figure 2).

Therefore we believe that under such mediation approaches, local people's demands for development and environmental services and for REDD can reinforce each other's position and minimize conflicts. In general, the environmental mediation approach takes place in three stages, i.e. (1) empowerment, (2) environmental negotiation and (3) reinforcement and networking through market and external world (Table 2).

Policy Recommendations for implementation at local level

It took more than 15 years for the international community to agree on what is happening to the climate and the human origin of the changes. High-level negotiations at COP 13 will discuss what to do. Then the question becomes, 'How to do it?'

To avoid further delays it would be necessary to invest and work on the implementation design of REDD or any similar decisions taken during the COP 13, and to act together with local actors with improved commitment and transparency. Based on our experience we should invest massively into local people's social capital to enable them to negotiate the implementation design at their level. Mediation will help actors to find negotiated solutions compatible with global and local demands through interaction of mitigation, adaptation and local development. Such a process can identify win-win or acceptable solutions. On the other hand, when acceptable solutions cannot be found with local communities, it will help to avoid misuses of international resources and the imposition of solutions upon local communities that would negatively affect their lives.

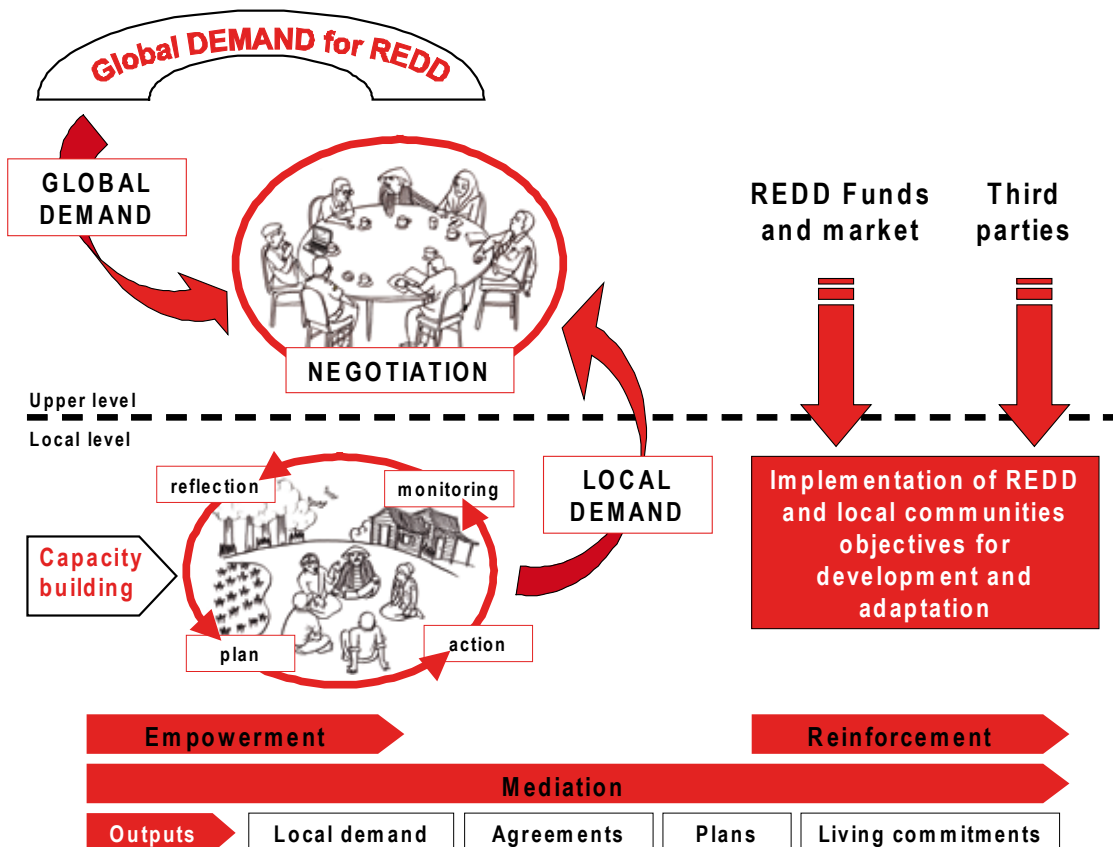


Figure 2. Environmental mediation approach

Table 2. Environmental mediation approach, results and key activities

Stages	Criteria of results	Key activities done by the project
Empowerment of local stakeholders	Community acts less as individuals and forms and selects representatives through democratic process	Facilitated development of information system for transparency within community
	Community acts on their list of priorities and learns from experiences	Facilitated development of micro-projects, which provides to the community members collective action experiences.
	Community representatives act transparently towards their environment and livelihoods	Built capacity for transparently managing local organizations
Environmental negotiation	Key actors' demand for external intervention identified	Conducted consultations and workshops to figure out mediation demands from key actors
	Places of negotiation set up	Established forum for multi-stakeholder dialogues and negotiation at community level and at least at one level up (district).
	Key actors including community representatives negotiate and agree upon long-term objective	Facilitated negotiation between local community and external actors
	Action plan with role of actors, rights to resources, management structures, system of control designed by actors	Project helps upon request, external expertise can be called in upon actors' request
	Agreement elaborated	
Reinforcement and networking	New actors recognize agreement and contribute to plan	Helped local actors to widen their network (i.e. contacts with microcredit institutions, NGOs, governmental agencies).
	Role of natural resources in relation to people's livelihood is understood by local actors, including external parties and researchers	Facilitated research, workshops, individual interviews, awareness
	A current or potential partner indicates forward contract for new environmental product	Created links between external actors and communities, which may improve local community livelihood and/or create sustainable financial agreements

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