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REDD Stakeholder Consultation – Symbolic or substantive representation in preparing Uganda for REDD?

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Problem statement 1/2

- REDD+ an important instrument for carbon sequestration
- In addition to mitigation objective, it is expected to deliver development benefits – plus in REDD (Article 2, UNFCCC convention)
- REDD could have +ve effects (e.g improve forest governance) or –ve (e.g. reverse people's rights)
- Thus, there is growing emphasis on social safeguards – to protect vulnerable groups

Problem statement 2/2

- World Bank requires REDD preparedness to ensure participation and influence by marginalized groups – substantive representation
- Due to lack of political power, indigenous peoples needs are often not met
- To what extent did the REDD preparation in Uganda create conditions for substantive representation?
- To show this, I analyse not only who participates, but also the ‘why’ of participation

Methods

- Employed studying Up (Nader 1974) – to examine how intervening agencies chose and justified whom they worked with in Uganda's R-PP
- 67 KI interviews
- Document analysis
- Observations in 16 high level policy meetings
- Study done in 2012-13 with additional interviews in 2014

Key Findings

Institution selected/created	Basis of Choice
National Forestry Authority (NFA) (in place of FSSD)	<ul style="list-style-type: none"> • Considered less bureaucratic • Capacity & efficiency
REDD Working Group (27 Ministry officials; 27 NGO officials; 5 university/research; 4 private companies	<ul style="list-style-type: none"> • Call thro Forest Working Group- largely NGO network- self selection • Technical nature of REDD (NGOs expertise on climate change) • Feasibility, convenience and less costly (only \$ 75,000 available) • WB preference for small No. of experts
REDD Secretariat	<ul style="list-style-type: none"> • A small team of experts domiciled at NFA (efficiency); later (in 2013) moved to FSSD
REDD steering committee	Expertise on climate change; ministerial departments with a bearing on climate change

Key Findings

- R-PP stakeholder consultation privileged central agencies and experts – central govt (32%); local govt envt officers (28%); NGOs (12%); private companies (10%); local people's reps (6%)
- Invitation of participants based on what they would be able to offer in R-PP development (instrumental goal)
- Resources not commensurate with expectations e.g 3 months timeline and one sixth of USD 200,000 for consultations

Conclusions/Recommendations

- Substantive democracy is trumped in Uganda's REDD+ R-PP by a focus on instrumental outcomes of REDD+ which were: i) to train participants on REDD ii) legitimize REDD actions in eyes of donors iii) To promote and ensure the speedy achievement of the REDD+ programme's objectives
- Exclusion of local actors **presents a potential challenge of designing a REDD+ strategy that may not address the critical safeguards necessary to secure vulnerable groups**
- Need for real time assessments to enforce adherence to representation commitments
- formal accountability mechanisms are both necessary and desirable to ensure that the claims to representation are not displaced
- Commitments needs to be matched with resource allocations