



Emerging hybrid governance to foster low-emission rural development in the amazon frontier

Carolina Milhorange*, Marcel Bursztyn

Centre for Sustainable Development, University of Brasilia (CDS/UnB), Brazil



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ABSTRACT

The Governor of the state of Mato Grosso in Brazil announced during the United Nations Framework Convention on Climate Change Conference of Parties, in December 2015, a plan to reduce considerably the state's greenhouse gas emissions—the Produce, Conserve and Include Strategy (PCI). Its governance structure - made up of members from the civil society, the private sector, and distinct government agencies - was planned to promote the integration of public policies. This article presents the building process of PCI strategic plan, questioning its innovation regarding former experiences in the state of Mato Grosso and its potential effectiveness in promoting low emission rural development agenda in Brazil's largest carbon emitter. It concludes that PCI has a great potential to consolidate innovative governance towards more sustainable and integrated strategies; however it does not intend to promote a politico-economic paradigm shift.

1. Introduction

The Paris Agreement, crafted during the United Nations Framework Convention on Climate Change Conference of Parties (COP) in December 2015, represented a historic international commitment to halt climate change. Parallel to the multilateral conference, several side events discussed the means of implementing the agreement in the sub-national contexts. The state of Mato Grosso, situated in the Brazilian Amazon, is the largest single source of deforestation and related greenhouse gas emissions in the country and, in turn, is responsible for a significant share of global emissions. Marking a new moment in the state's climate agenda, the governor of Mato Grosso, Pedro Taques, announced a plan to promote low-emission rural development—the Produce, Conserve and Include Strategy (PCI)—as a commitment to reduce the state's emissions by 6 Gton of CO₂ by 2030.

The PCI's goals intend to assure the expansion and increased efficiency of agricultural production and forestry, the conservation of remaining native vegetation and restoration of deforested area, and the socioeconomic inclusion of family farming and traditional population (see Table 1). Later after the conference, in March 2016, the governor issued a decree (468/2016) for the instalment of a multi-stakeholder committee to oversee the implementation and monitoring of the PCI.

The decree turned the PCI targets into an official public planning instrument, formally aiming at integrating existing policies and building on prior efforts to reduce deforestation, advance Forest Code compliance, meet sustainable supply chain commitments, build opportunities around REDD +¹, and promote social inclusion in family farming and indigenous and traditional communities. This governance structure, made up of members from the civil society, the private sector, and distinct government agencies, was based on the integration of public policies from formulation to implementation. The establishment of governance arrangements which includes private stakeholders is not a novelty in the state, as it will be presented hereunder. However, the PCI represents a broader agreement aimed at going beyond supply chain commitments or civil society councils.

This article presents the building process of the PCI strategic plan, questioning its innovation regarding former experiences in the state of Mato Grosso and its potential effectiveness in promoting the low-emission rural development agenda in Brazil's largest carbon emitter. The study initially describes the patterns of land use in Mato Grosso and contextualises the political environment of strategy formulation. Drawing on participant observation,² we then describe the interactions between divergent stakeholders in the definition of priorities. The last section discusses the PCI's institutional design, based on a trust fund, as

* Corresponding author.

E-mail address: cmilhorange@gmail.com (C. Milhorange).

¹ Reducing Emissions from Deforestation Forest Degradation.

² Contribution as an independent consultant (from January to July 2017) to the formulation of the PCI's implementation plan. The contract included interviews with key stakeholders, meetings with focus groups, participation in local events and meetings, review of state's policies and identification of private and public initiatives related to low-emission rural development in Mato Gross, identification of political demands from interest groups, and organisation of a workshop for elaborating the PCI's action plan with the participation of 83 representatives of public (state and federal) agencies, NGOs, social movements and private sector.

Table 1
PCI Goals.

Produce	Conserve	Include
<p>Beef cattle</p> <ul style="list-style-type: none"> ● Recover 2.5 million ha of pasture areas of low productivity by 2030. ● Raise productivity from 50 to 95 kg/ha/year by 2030. <p>Agriculture</p> <ul style="list-style-type: none"> ● Expand areas of grains, in areas of degraded pasture, from 9.5 to 12.5 million ha by 2030. ● Raise production of grains from 50 to 92 Mton by 2030. <p>Native Forest</p> <ul style="list-style-type: none"> ● Expand area under sustainable forest management from 2.8 to 6 million ha by 2030. <p>Planted Forest</p> <ul style="list-style-type: none"> ● Raise timber production from 4.9 million m³ to 11.75 million m³ by 2030. 	<p>Deforestation</p> <ul style="list-style-type: none"> ● Maintain 60% of native vegetal coverage. ● Reduce deforestation in the forest by 90m², having as reference a baseline of 5,714km² in 2001-2010 (PRODES) and reaching 571 km²/year by 2030. ● Reduce 95% of the deforestation in the Cerrado, having as reference a baseline of 3,016 km² (SEMA) and reaching 150 km²/year by 2030. ● Eradicate illegal deforestation by 2020. ● Conserve 1 million ha of those areas likely to be legally deforested. <p>Environmental Regulation</p> <ul style="list-style-type: none"> ● Register 90% of the rural properties (CAR) by 2016. ● Validate 100% of declared CAR by 2018. ● Recompose 1 million ha (100%) of degraded permanent preservation areas by 2030. ● Regulate 5.8 million ha (100%) of Legal Reserve, 1.9 million ha by reconstitution by 2030. 	<p>Production and inclusion in the market</p> <ul style="list-style-type: none"> ● Expand technical assistance coverage and rural extension (ATER) of family farming from 30% to 100% of families by 2030. ● Raise participation of family farming in the regional market from 20% to 70% by 2030. ● Expand participation of family farming products in all institutional markets from 15% to 30% by 2030. <p>Land Regularisation</p> <ul style="list-style-type: none"> ● Perform land regularisation of 70% of lots of family farming by 2030.

Source: PCI Website.

well as its potential to reduce asymmetries in regional politics and to achieve practical results of reduced emissions and rural development. It is worth noting that the results discussed here refer to the strategy's elaboration and planning processes as it refers to an ongoing experience.

2. Current trends of land use in Mato Grosso and the window of opportunity for PCI

The state of Mato Grosso (Fig. 1) is Brazil's largest producer of grains and livestock and is a major centre of focus in the expansion of soy, maize, cotton, and cattle production (IpeaDATA, 2017). It is also the largest producer and processor of timber in the Amazon. Favourable market conditions, combined with private investments and credit

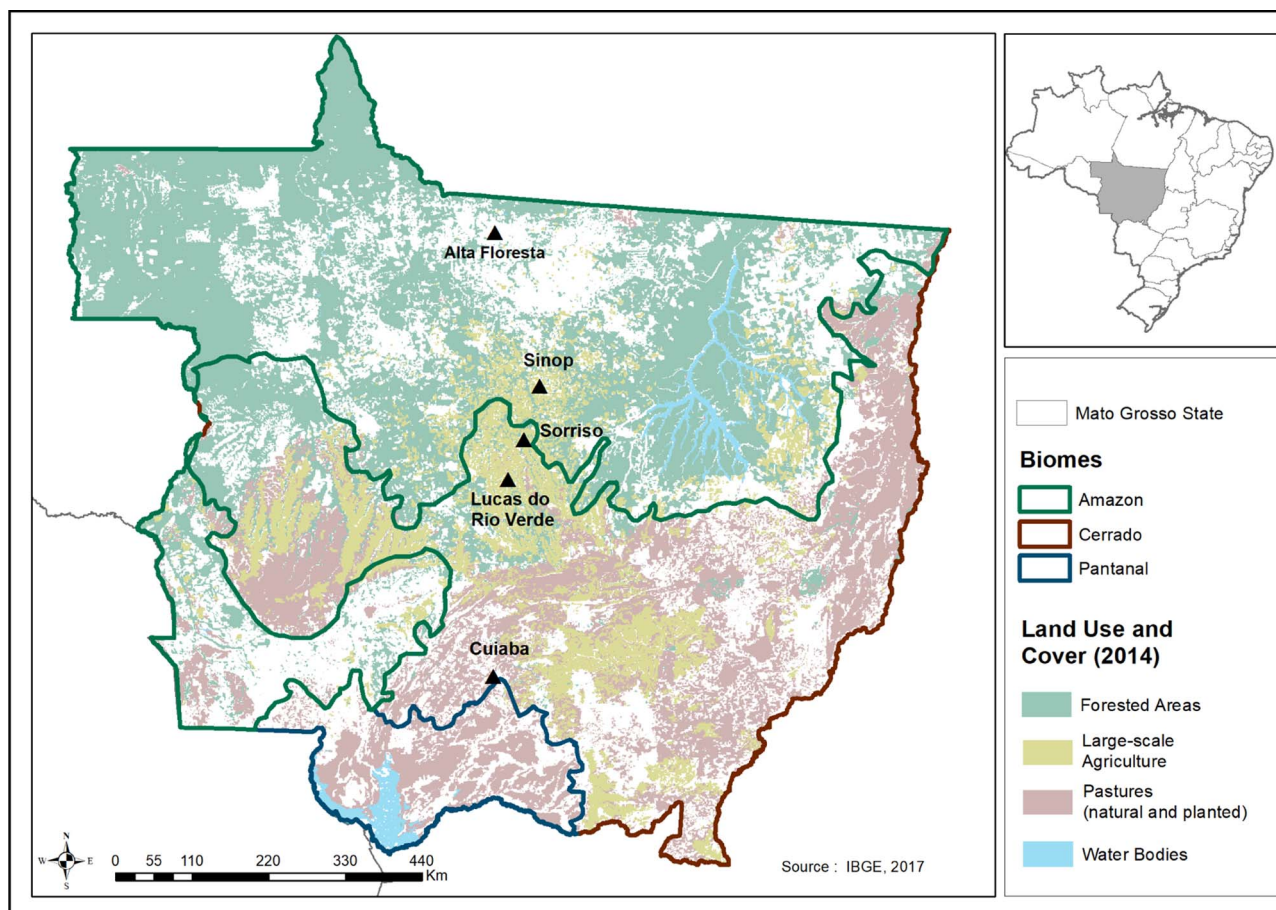


Fig. 1. Land Use and Cover in Mato Grosso (2014).
Source: Author' elaboration with IBGE data.

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