



5.6 Planning for social justice

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Introduction

Inclusive development as a concept was introduced in response to a market expectation that development would follow from economic growth through a trickle-down effect. In fact, economic growth by itself can lead to massive unemployment and growing inequality. This led scholars and policy-makers to conclude that civil and political rights must be ensured in the development process (Sachs 2004; Chibba 2008).

The idea of inclusiveness became a key goal. However, the question of how inclusive development can be used in landscape planning has not been answered.

By analyzing recent changes in Indonesia, this article shows that the use of social safeguards in spatial planning can support change through inclusive development at the landscape level. Going beyond mere compliance with internationally agreed social safeguards and standard mechanisms — such as the UN-REDD programme and the Forest Carbon Partnership Facility (FCPF) of the World Bank — the World Agroforestry Centre (ICRAF) tried to integrate social inclusiveness into a comprehensive approach to land-use and spatial and development planning for low-carbon development.



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Embedding social justice dimensions into spatial planning and using globally consistent approaches to the recognition and participation of indigenous peoples and local stakeholders is likely to affect a wide range of right-holders. This helps address the requirement that a well-functioning landscape integrate not only development objectives and environment but social justice and equity for socially vulnerable people as well.

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Spatial and development planning in Indonesia

Previously, spatial and development planning mainly promoted economic growth. It was less concerned with environmental issues and social aspects, despite continuous debates and conflicts on these matters. Indonesia responded with shock and denial when it was ranked as the third-largest global emitter of greenhouse gas (GHG), 80% of which came from deforestation, peat and forest degradation (PEACE 2007). It became clear that the underlying causes of deforestation and degradation were found in a political economy that gave priority to economic development during spatial planning processes, and in the fact that powerful interest groups benefitted financially from resource depletion (Dewi et al. 2011). The hope arose that planning for low-carbon development and a green economy could become a tool to achieve sustainable development.

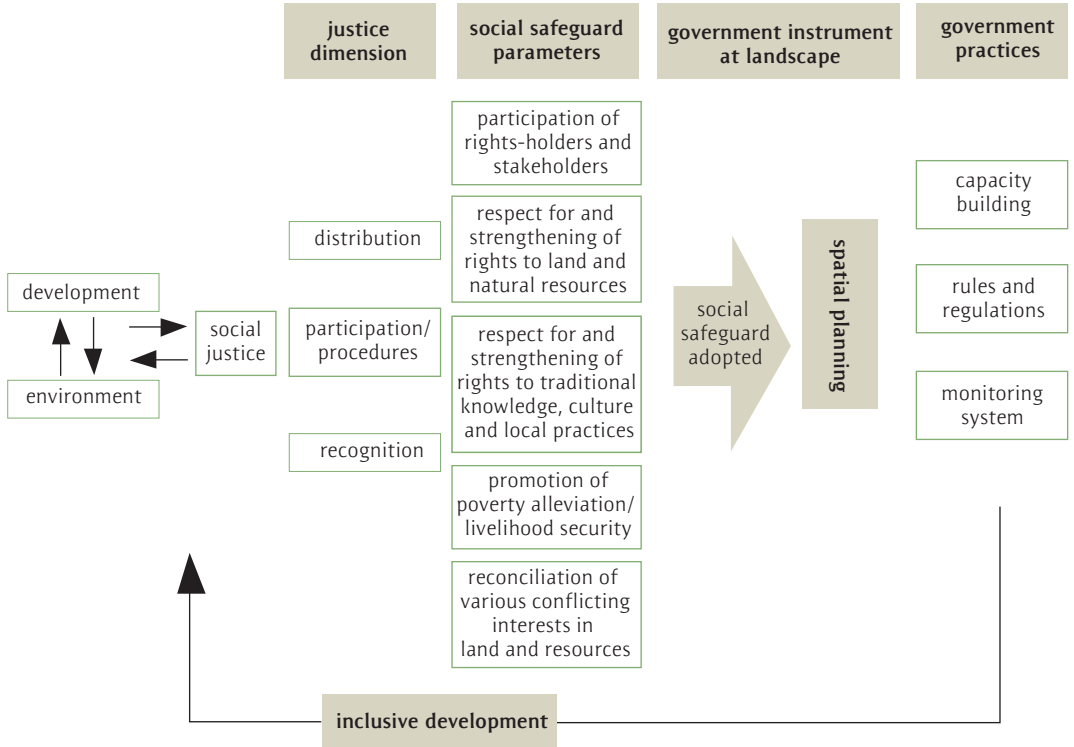
In Indonesia's Soeharto era (1965–98), mainstream, market-based development led to large-scale land grabbing for mono-crop production and to the marginalization of local communities in favour of large enterprises. Land tenure conflicts and the eviction of local communities and indigenous people from their traditional livelihoods and lands were frequent, due to the allocation of permits to well-connected private-sector stakeholders through top-down spatial and development planning. The policies of decentralization in the reformation period after 1998 provided only small adjustments; in fact, it increased payoffs to local elites. Due to the lack of transparency and accountability during spatial and development planning processes, powerful interest groups could easily take advantage of forest conversion and permit allocations. Lack of participatory and inclusive consultation also led to the exclusion of local people and their knowledge. This resulted in plans that were not appropriate to local circumstances, despite the inclusion of sustainable development and local decentralization concepts.

Spatial and development planning processes should ensure that rights to use land and forest resources are not altered and that local communities and indigenous people can participate. It was vital to establish a system that supported these goals and a process of participatory consultations and inclusiveness of the myriad stakeholders, including local communities. It is hoped that the inclusion of social safeguards in spatial and development planning processes will reconcile development with concepts of social justice towards landscape planning for the benefit of historically marginalized rights-holders.

Social safeguards as social justice in spatial and development planning

The concept of social safeguards was developed in the 1980s and incorporated into several international policies, such as those guiding the World Bank's large-scale infrastructure investments (Ros-Tonen, Insaadoo and Acheampong 2013). The concept has been internationally accepted in the context of efforts to reduce emissions from deforestation and forest degradation, or REDD+ (Jagger et al. 2012). It responds to concerns about centralized forest governance, a lack of engagement by local communities in decision-making and REDD+ benefits, loss of customary tenure and use rights for local populations and lack of respect for local culture and knowledge (Phelps, Webb and Agrawal 2010; Phelps et al. 2010; Lyster 2011). ICRAF adopted the concept of social safeguards and its parameters in spatial and development planning processes in select areas of Indonesia (See Figure 1).

Figure 1. The process of adopting social safeguard parameters



In Indonesia the Climate, Community and Biodiversity Alliance (CCBA) and CARE International are developing the parameters of social safeguards in the context of REDD+ under the FCPF, the UN-REDD Programme and the REDD+ Social and Environmental Standards (REDD+ SES). Safeguards have three social justice dimensions: distribution; participatory/procedural; and recognition (Sikor 2013):

- distribution concerns the way costs and benefits are allotted among people and groups with competing claims;
- participatory or procedural dimensions focus on the process of decision-making and include the recognition of competing ideas and interests, the ability to participate, the distribution of power and rules on decision-making; and
- recognition refers to acknowledging people's ideas, culture and histories and avoiding any bias toward statutory norms (Page 2006; Schlosberg 2007).

The use of social safeguards is necessary due to the lack of security in land tenure systems and the unfairness of control over and access rights to natural resources in Indonesia. It encompasses the fair distribution of benefits and the need for greater diversity among stakeholders and the transfer of property rights (Forsyth and Sikor 2013; Sikor 2010). Advocacy on behalf of indigenous peoples has emphasized the recognition of their identities and histories of exclusion, calling for the right to self-determination in certain

extreme cases. Nevertheless, justice cannot be delivered simply by applying “naturally” existing rights and distributing them in an equitable manner. It also requires understanding whose claims matter (Sikor 2010).

The initiative incorporated three social justice dimensions into five social safeguard principles (Table 1). These elaborate in detail the social dimensions of the ten principles of the landscape approach by Sayer et al. (2013).

Table 1. Social justice dimensions of social safeguard principles

Social justice dimension		
Distribution	Participation/procedural	Recognition
Promoting poverty alleviation and livelihood security through land-use planning maintains social benefits through the recognition of ecosystem services, diversifies income activities through investment planning, and promotes fair distribution of benefits	Effective participation improves the quality and acceptance of land-use planning through the effective involvement of all stakeholders and rights-holders and respects their various interests while improving community participation through the dissemination of information	Respect for and strengthening of the rights of all land users to land and natural resource uses reconciles public interest, reduces poverty and social inequality and promotes social stability, while acknowledging greater diversity among stakeholders. One of its goals is reconciliation of unfair control and access rights to land and natural resources
	Reconciling various conflicting interests in land and resources reduces violence and conflicts and reduces risks for investments while recognizing greater diversity in stakeholders' aspirations	Respecting and strengthening rights over traditional knowledge, culture and local practices increases the acceptance and integration of spatial planning while recognizing people's identities experiences and values

Key findings: practical experience in Papua, Indonesia

Landscape and social dynamics

Special autonomy for Indonesia's Papua Province was sanctioned by *Law No. 21/2001*. The law gives the provincial government full authority to regulate and manage the interests of the Papuan people according to their aspirations and traditional rights. Despite the law, however, a large number of deforestation-related and social conflicts occurred; development planning continued to promote only economic growth, with benefits distributed mainly among elite groups (Papua REDD+ Task Force 2013). The legal reform did not entail any meaningful changes in the way that development planning and implementation were carried out. The report of the REDD+ Task Force also shows

a tenfold increase in planned and unplanned deforestation in Papua, from 68,695 ha in 2003–06 to 728,416 ha in 2006–09 (ibid.). This was due to an increase in forest concession permits for large-scale private companies and small-scale community forestry enterprises, and to agricultural expansion for food crops. The report also described the social vulnerability of Papuan people. Of nearly three million people, 84% depend on forests for their livelihoods, including social and cultural benefits (ibid.). Social conflicts can easily erupt if development planning does not consider Papuan peoples' dependency on the forest.

Jayapura and Jayawijaya districts, Papua, Indonesia

The use of social safeguards in spatial and development planning processes is being piloted by ICRAF and its partners — *Yayasan Lingkungan Hidup* and *Yayasan Kajian Pembangunan Masyarakat* — in the Province of Papua, Indonesia, with assistance from the European Union. The governor of the province has recognized the importance of social safeguards in spatial and development planning processes and has expressed the support of the provincial government for conserving biodiversity and cultural diversity. It is hoped that the active role of local communities in these processes that is proposed by the provincial government will secure a more just approach to resource management in Papua.

ICRAF and its partners organized multi-stakeholder workshops in September 2013 and February 2014 in Jayapura and Jayawijaya districts. The workshops involved local government officials and representatives of NGOs, private businesses and local and indigenous communities. The objective was to raise awareness among the various actors of social safeguards and the importance of integrating them into spatial planning and development planning processes. The workshops also aimed to develop participatory and context-specific social safeguard criteria and indicators, based on the social safeguard's principles for the districts of Jayapura and Jayawijaya (Table 1). Participants explored how these social safeguards could be implemented during the planning processes, and what policy changes were required to support their implementation and monitoring; some examples of mechanisms are provided in Table 2.

Table 2 shows that some social safeguard mechanisms are already operational and have supporting policies at the district level. They can be used for spatial and development planning processes, such as work on mapping customary (*adat*) land, territories and livelihoods based on *Bupati* (head of the district), Jayapura and Jayawijaya's decrees to support the principle of respect and strengthening of rights to land, territories and natural resources. Table 2 also lists some changes required, such as mechanisms for dispute resolution in the acceptance of the development plans and the provision of grievance mechanisms if the communities' needs and concerns are not met. Policies and regulations at the district level are necessary to support the change envisioned in these social safeguard mechanisms. Advocacy from civil society will be important in making these policy changes. In the case of the two districts, the political will for adopting the social safeguards has been secured; this should be accompanied by the stakeholders' understanding of the benefits of these safeguards.

Table 2. Adopting social safeguards, Jayapura and Jayawijaya districts (examples)

Social safeguard principles	Enabling conditions	Implementation mechanism	Changes/innovation
Participation of rights-holders and stakeholders in development planning	Participation of rights-holders and stakeholders in land-use planning processes	Bottom-up discussion on planning and development (<i>Musrenbang</i>) from village to district level	Transparency in negotiated planning and development; community monitoring mechanism and capacity building
Transparency and rights to information	Information dissemination on land-use planning	Bottom-up planning and socialization of District Land-Use Planning (RTRWK)	Mechanism of dispute resolution in development plans; grievance mechanism
Respect for and strengthening of rights to land, territories and natural resources	Recognition and security of community rights over land, including conflict resolution	<i>adat</i> (customary) mapping of land, territories and livelihoods through the head of district decree	(not required)
Promotion of reconciliation of various conflicting interest over land and resources	Reconciliation of various conflicting interests	<i>adat</i> (customary) reconciliation mechanism (<i>para-para adat</i>)	Mechanism of dispute resolution in development plans; grievance mechanism

Identifying existing rules and agreeing on locally defined parameters have helped ensure that no stakeholder group is left out of the multi-stakeholder processes. This is a good first step toward a more inclusive planning process.

Conclusions

Social safeguards can be used to transform policies on inclusive development at the landscape level. The multi-stakeholder processes undertaken in Jayapura and Jayawijaya in revising and adapting criteria and indicators to local conditions have ensured that social safeguards are considered and that they support the understanding and ownership of rights-holders and stakeholders. These processes also facilitated discussions that support trust and consensus building among the diverse stakeholders who share the same landscape.

It will be important to establish stronger ownership on the part of the task force to ensure balanced oversight in the use of social safeguards, including review and approval of local specific indicators and the assessment and monitoring process. It will be crucial to establish a monitoring plan that clearly defines the scope of information needed, where it is found and how it will be gathered, and that identifies responsibilities for these tasks.

One of the biggest challenges is to ensure that social safeguards are incorporated in the policies, legislation and regulations for land-use planning. It is also important to identify the processes and procedures that are essential to implement social safeguards.

Inclusiveness is the key factor. Economic growth and environmental protection must not marginalize the rights of communities and indigenous peoples, and spatial and development planning must take into account the voices of these vulnerable people. In line with post-Suharto political reforms, which centred on decentralization and devolution, spatial and development planning now has to be inclusive, and must ensure that social safeguards are integrated in order to effect changes at the landscape level.

Work on social safeguards must consider all groups in society. The local community may be heterogeneous. People such as migrants may become increasingly vulnerable if initiatives focus on indigenous people's right to self-determination. Private companies may well be anxious if encroachments by local people, in the name of human rights, cannot be controlled. For inclusive development to take place, the first step is for multiple stakeholders to be involved in the design of social safeguard parameters to ensure that all concerns are taken into consideration. Social justice means including vulnerable people and others during the design of social safeguards.

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