

REDD+ AND INDIGENOUS PEOPLES

A BRIEFING PAPER FOR POLICY MAKERS





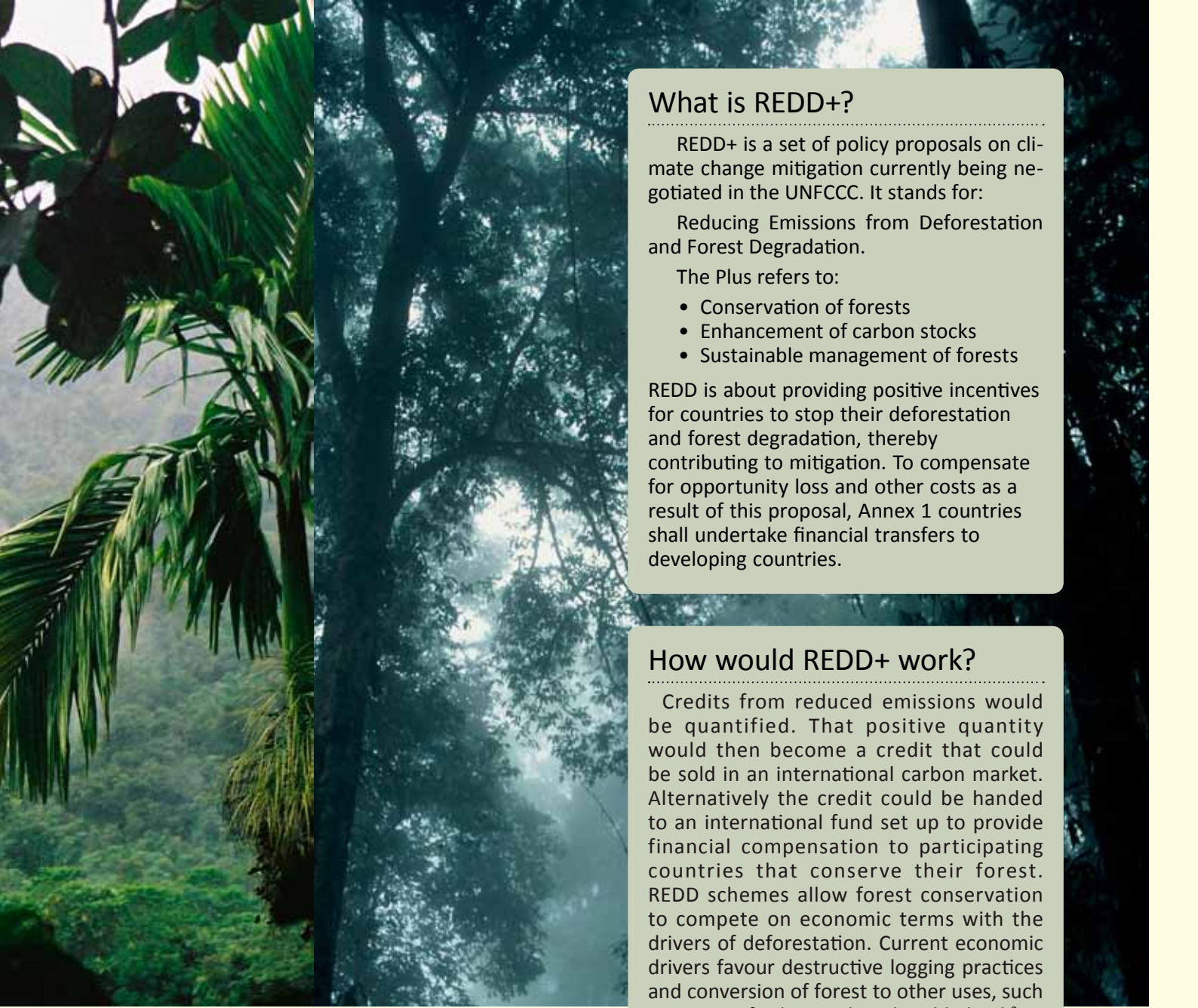
Mitigating Climate Change – the REDD+ Proposal

The Role of Forests in Climate Change

The Intergovernmental Panel on Climate Change (IPCC) report of 2007 confirmed that deforestation causes 18-20% of worldwide greenhouse gas emissions. This amount is more than the total carbon emissions from global transport sector that relies heavily on fossil fuels. Deforestation is, therefore, a major cause of climate change.

Apart from this, forests are also referred to as “sinks.” They have the ability to absorb – or sequester – carbon from the atmosphere. It is estimated that forests are able to sequester 5 billion tons of carbon or around 20% of the total annual carbon emissions from human activity. Forests are also large carbon reservoirs. In its biomass alone, global forest vegetation stores 283 Gigatonnes(283 billion tonnes) of carbon. Carbon stored in forest soils (top 30cm) and litter, and in dead wood amount to 283 GtC and 38 GtC, respectively. In 2005, the total carbon content of forests has been estimated at 638 GtC, more than the amount of carbon in the atmosphere.¹

Thus, forests have been identified as crucial to the mitigation of climate change. If the global goal of limiting temperature rise to between 1.5 and 2 degrees Celsius is to be achieved, then deforestation and forest degradation on the one hand, and the role of forests in carbon sequestration must be factored in the equation.



What is REDD+?

REDD+ is a set of policy proposals on climate change mitigation currently being negotiated in the UNFCCC. It stands for:

Reducing Emissions from Deforestation and Forest Degradation.

The Plus refers to:

- Conservation of forests
- Enhancement of carbon stocks
- Sustainable management of forests

REDD is about providing positive incentives for countries to stop their deforestation and forest degradation, thereby contributing to mitigation. To compensate for opportunity loss and other costs as a result of this proposal, Annex 1 countries shall undertake financial transfers to developing countries.

How would REDD+ work?

Credits from reduced emissions would be quantified. That positive quantity would then become a credit that could be sold in an international carbon market. Alternatively the credit could be handed to an international fund set up to provide financial compensation to participating countries that conserve their forest. REDD schemes allow forest conservation to compete on economic terms with the drivers of deforestation. Current economic drivers favour destructive logging practices and conversion of forest to other uses, such as pasture for livestock and arable land.²

Relevant Information on Forests

Forest Cover

The total forest area of the world is about 4 billion hectares, which represents nearly 30 percent of the Earth's landmass. Approximately 56 percent of these forests are located in tropical and subtropical areas.

- Forest cover is unevenly distributed. Only seven countries possess about 60 percent of it, 25 countries around 82 percent and 170 countries share the remaining 18 percent.
- Planted forests account for approximately 3.8 percent of the total forest area, or 140 million hectares.

Forest Loss

- Net global forest loss for the period 2000–2005 was an estimated 7.3 million hectares per year.
- This represents a decrease from the period 1990–2000, for which the average deforestation rate was 8.9 million hectares per year.
- The highest amounts of deforestation occurred in South America, with 4.3 million hectares per year, followed by Africa with 4 million hectares per year.

Forests and Livelihoods

- More than one billion people rely heavily on forests for their livelihoods.
- More than two billion people, a third of the world's population, use biomass fuels, mainly firewood, to cook and to heat their homes.
- Hundreds of millions of people rely on traditional medicines harvested from forests.³

How did REDD get into the climate negotiations? From REDD to REDD+

In December 2005, countries belonging to the Coalition of Rainforest Nations led by Costa Rica and Papua New Guinea submitted a formal proposal during COP11 in Montreal for reducing Greenhouse Gas (GHG) emissions from deforestation. They proposed that compensation be provided for reducing deforestation. In response, the COP invited Parties (i.e. state governments who are party to the UNFCCC) and observers to submit their views on issues related to the proposal and their recommendations on further processes to consider the issue. Since then this has been referred to as REDD. As a result, COP11 requested that SBSTA to evaluate avoided deforestation and climate change mitigation and to report back during COP13 in Bali in December 2007.⁴

In COP14 in Poznan, Poland, a consensus was reached to broaden REDD activities. Apart from deforestation and forest degradation, 3 other strategic areas were added in. These were: 1) conservation of forests, 2) enhancement of carbon stocks, and 3) sustainable management of forests. Thus, "REDD" evolved into "REDD+".

In Bali, COP13 adopted the Bali Action Plan [] which charts the course for a new negotiating process designed to tackle climate change, with the aim of completing this by 2009. It also includes the AWG-KP [Ad Hoc Working Group on Further Commitments for Annex I Parties under the Kyoto Protocol] negotiations and their 2009 deadline...as well as decisions on...reducing emissions from deforestation.⁵

Decision 2/CP.13 of the Bali Action Plan, among others, called on Parties to:

[E]xplore a range of actions, identify options and undertake efforts, including demonstration activities, to address the drivers of deforestation relevant to their national circumstances, with a view to reducing emissions from deforestation and forest degradation and thus enhancing forest carbon stocks due to sustainable management of forests.⁶

The Bali Action Plan therefore acknowledged the importance of forests in climate change mitigation and jumpstarted a whole range of initiatives and activities on REDD+. These include projects that "seek to implement, evaluate and generate lessons about strategies to reduce carbon emissions and increase removals in specific forest sites in developing countries".⁷ These pilot projects are local and sub-national in nature, covering a specific forested region or area.

At the COP15 in Copenhagen in December 2010, state Parties failed to come up with any agreement on the future climate arrangements beyond 2012 as identified in the Bali Action Plan. While the meeting did not reach consensus among all 192 countries required to formally adopt a new climate agreement, it produced a non-binding, political agreement called the "Copenhagen Accord", which leaves it to each country to choose whether and how to implement the recommendations made. However, the SBSTA adopted a decision on Methodological Guidance for Activities Relating to REDD+.⁸



The Copenhagen Accord mentions REDD+ and recognizes "the crucial role of reducing emission from deforestation and forest degradation and the need to enhance removals of green house gas emission by forests." It also points at the need to establish a mechanism for the mobilization of financial resources to be able to achieve this. Six countries initially pledged 3.5 Billion US\$ to fund REDD+ initiatives for 2010-2012.

Two meetings have been held since COP15: the Climate Talks in April and June,⁹ both held in Bonn, Germany. The April meeting reiterated the Bali Action Plan but also decided that elements of the Copenhagen may be incorporated in the negotiating texts, as strongly proposed by Annex 1 countries. In the June Bonn Climate Talks, a Chairman's text was released by the Chair of AWG-LCA that reflected this. States-Parties commented on the text, and a non-paper¹⁰ was drafted. This non-paper¹¹ will further be discussed in the coming climate talks.

Piloting REDD+, UN-REDD, FCPF and the Interim REDD+ Partnership



While the UNFCCC is still negotiating the final form of REDD+, numerous pilot projects on REDD+ are now being undertaken in several countries in varying degrees. In Asia, these include Vietnam, Indonesia and Nepal.

Funding mechanisms and partnerships have been set up to help developing countries implement these pilot projects and future REDD+ initiatives. The UN-REDD is a collaborative program of the UN Development Programme (UNDP), UN Environment Programme (UNEP) and the Food and Agriculture Organization (FAO). In 2007 the World Bank launched, the Forest Carbon Partnership Facility (FCPF). The latest of these initiatives is the Interim REDD+ Partnership launched in May 2010. Bilateral agreements include partnerships between Indonesia and Australia (Kalimantan Forests and Climate Partnership), and Indonesia and Norway.

Countries eligible for funding under the various programs must be considered as REDD country, meaning to say, that they have become partner countries of either UN-REDD or the FCPF.

UN-REDD and the FCPF “coordinate missions when operating in the same country and hold their policy meetings back-to-back to allow participants to share ideas. Both initiatives also have several REDD demonstration activities underway in different countries to better understand how REDD can be implemented and to test the workability of different approaches.”¹²

The UNFCCC and the Kyoto Protocol

UNFCCC –The UN Framework Convention on Climate Change sets an overall framework for intergovernmental efforts to tackle the challenge posed by climate change. It recognizes that the climate system is a shared resource whose stability can be affected by industrial and other emissions of carbon dioxide and other greenhouse gases. The Convention entered into force on 21 March 1994.

COP - The Conference of the Parties is the “supreme body” of the Convention, that is, its highest decision-making authority. It is an association of all the countries that are Parties to the Convention.

The COP is responsible for keeping international efforts to address climate change on track. It reviews the implementation of the Convention and examines the commitments of Parties in light of the Convention’s objective, new scientific findings and experience gained in implementing climate change policies. A key task for the COP is to review the national communications and emission inventories submitted by Parties. Based on this information, the COP assesses the effects of the measures taken by Parties and the progress made in achieving the ultimate objective of the Convention. The COP meets every year, unless the Parties decide otherwise.

Subsidiary Bodies - The Convention established two permanent subsidiary bodies: the Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI). These bodies give advice to the COP and each has a specific mandate. They are both open to participation by any Party and governments often send representatives who are experts in the fields of the respective bodies.

KP - The Kyoto Protocol is an international agreement linked to the United Nations Framework Convention on Climate Change. The major feature of the Kyoto Protocol is that it sets binding targets for 37 industrialized countries and the European community, who have been recognized as historically the biggest emitters of greenhouse gases, for reducing greenhouse gas (GHG) emissions. The targets for these countries are set to at least an average of 5% of the emission levels of 1990 annually over the five-year period from 2008 to 2012. These countries are listed in Annex 1 of the Kyoto Protocol and are therefore referred to as “Annex 1 countries.”¹³

1. UN-REDD

– offers developing countries extensive support on deforestation and forest degradation issues. The programme offers capacity building, helps design national strategies and tests financing approaches and institutional arrangements to monitor and verify reductions in forest loss. UN-REDD is operating in nine countries: Bolivia, the Democratic Republic of the Congo, Indonesia, Panama, Papua New Guinea, Paraguay, Tanzania, Vietnam and Zambia. Demonstration projects have already commenced in a number of tropical forest areas and will examine the specifics of how REDD will work in practice.¹⁴

2. Forest Carbon Partnership Facility (FCPF)

– is similar to the UN programme, but is much larger in scale. It is operating in 29 countries: Argentina, Bolivia, Cambodia, Cameroon, Central African Republic, Chile, Colombia, Costa Rica, the Democratic Republic of the Congo, El Salvador, Equatorial Guinea, Ethiopia, Gabon, Ghana, Guatemala, Guyana, Honduras, Indonesia, Kenya, Lao People's Democratic Republic, Liberia, Peru, the Republic of the Congo, Suriname, Tanzania, Thailand, Uganda, Vanuatu and Vietnam.¹⁵

3. Interim REDD+ Partnership

– its objective is to “contribute to the global battle against climate change by serving as an interim platform for the Partners to scale up REDD+ actions and finance...including improving the effectiveness, efficiency, transparency and coordination of REDD+ initiatives and financial instruments...”¹⁶ As of May 2010, total pledges among developed countries amount to US\$4.5 billion (up from the earlier pledge of US\$ 3.5B). There are currently 58 country-partners; membership is open to all countries willing to support or undertake REDD+ actions. Funding will be coursed through existing mechanisms of the UN-REDD and FCPF.



What are the challenges for REDD+?

Four key challenges have been identified:

• Measuring carbon

To place a value on the carbon-bearing potential of any forested area, we must accurately estimate how much carbon is being stored there. New technologies such as satellite imaging and computer modeling are making the measurement of carbon stocks both swift and accurate. A transparent system to measure and verify emission reductions now looks feasible.

• Making payments

How will countries be rewarded and what form will that reward take? Who should be paid for protecting a specific forested area: national governments, local forest communities or logging companies? Donor countries are asking that payments should benefit poor people. National governments in countries likely to benefit from REDD, however, may wish to retain control over how payments are distributed.

• Accountability

If a REDD payment is made, but a forest still gets destroyed, what then? What can be done to ensure that carbon payments lead to sustained forest protection?

• Funding

Should developed countries create a fund to reward countries that reduce emissions from deforestation? Or, should these emissions reductions be linked to a market-based carbon trading system? How would such a market system work in practice? Researchers and policy makers are beginning to realise that REDD schemes are unlikely to be ‘one size fits all’ solutions. The best way to design and implement a global REDD regime may be to allow countries to proceed in parallel with several different models. That way, a range of new schemes can evolve and each country can select what works best for its particular set of circumstances.¹⁷



REDD+ and Indigenous Peoples

Who are Indigenous Peoples?

Indigenous peoples are estimated to number 300 to 340 million and live all over the world. In Asia, indigenous peoples account for 5% of the estimated population of nearly 4 billion. The United Nations have recognized indigenous peoples and their collective rights by adopting the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). The UN has however not come out with an official definition of “indigenous” due to the diversity of indigenous peoples. However, it has “developed a modern understanding of this term based on the following:

- Self- identification as indigenous peoples at the individual level and accepted by the community as their member.
- Historical continuity with pre-colonial and/or pre-settler societies
- Strong link to territories and surrounding natural resources
- Distinct social, economic or political systems
- Distinct language, culture and beliefs
- Form non-dominant groups of society
- Resolve to maintain and reproduce their ancestral environments and systems as distinctive peoples and communities.”¹⁸

The International Labour Organisation’s Convention 169 concerning indigenous and tribal peoples in independent countries, on the other hand, provides the following criteria on who are indigenous and tribal peoples:

- (a) Tribal peoples in independent countries whose social, cultural and economic conditions distinguish them from other sections of the national community, and whose status is regulated wholly or partially by their own customs or traditions or by special laws or regulations;
- (b) Peoples in independent countries who are regarded as indigenous on account of their descent from the populations which inhabited the country, or a geographical region to which the country belongs, at the time of conquest or colonization or the establishment of present state boundaries and who, irrespective of their legal status, retain some or all of their own social, economic, cultural and political institutions.

ILO Convention 169 further states that the fundamental criterion on who are indigenous or tribal peoples is self-identification.

In the context of Asia, indigenous peoples are referred to by governments as “ethnic minorities,” “hill tribes,” “tribal people,” “aboriginal people,” “native people,” among others. This does not mean, though, that they are the only native or original people in their own countries.¹⁹

What is then UN Declaration on the Rights of Indigenous Peoples?

“The UNDRIP is the result of more than 20 years of work by indigenous representatives, governments and experts – writing the contents, and negotiating and agreeing among themselves, until it was eventually adopted by the UN General Assembly on 13 September 2007. The purpose of the Declaration is to identify standards by which governments can recognize the rights of indigenous peoples. It sets the minimum standards for the survival, dignity and well-being of the indigenous peoples of the world.”²⁰

“The document emphasizes the rights of indigenous peoples to live in dignity, to maintain and strengthen their own institutions, cultures and traditions and to pursue their self-determined development, in keeping with their own needs and aspirations. Other UN bodies address indigenous rights through Conventions such as the International Labour Organization’s Convention No.169 and the Convention on Biological Diversity (Article 8j).

The Declaration addresses both individual and collective rights, cultural rights and identity, rights to education, health, employment, language, and others. The text says indigenous peoples have the right to fully enjoy as a collective or as individuals, all human rights and fundamental freedoms as recognized in the Charter of the United Nations, the Universal Declaration of Human Rights and the rest of international human rights law. Indigenous peoples and individuals are free and equal to all other peoples and individuals and have the right to be free from any kind of discrimination, in the exercise of their rights, in particular that based on their indigenous origin or identity. Indigenous peoples have the



right to self-determination. By that right they can freely determine their political status and pursue their economic, social and cultural development. They have the right to maintain and strengthen their distinct political, legal, economic, social and cultural institutions, while retaining their rights to participate fully, if they choose to, in the political, economic, social and cultural life of the state.

Many of the rights in the Declaration require new approaches to global issues, such as development, decentralization and multicultural democracy. In order to achieve full respect for diversity, countries will need to adopt participatory approaches to indigenous issues, which will require effective consultations and the building of partnerships with indigenous peoples.”²¹



Disproportionate Impacts of Climate Change on Indigenous Peoples

Indigenous peoples in the Asia region inhabit the most fragile ecosystems. These include tropical rainforests, high mountain areas, low-lying coastal areas and floodplains as well as temperate forests.²²

Indigenous peoples have close relationships with their territories and natural resources. They depend on their ecosystems for the economic, cultural and spiritual existence.²³ They have “managed ecosystems nurturing its integrity and complexity in sustainable and culturally diverse ways. Their customary resource management systems have proven to be ecologically sustainable, low carbon economies.”²⁴ They have developed complex knowledge systems and practices that guide their lives and ensure their individual and collective well-being.

It is because of the close relationship with nature that climate change has a very severe impact on indigenous peoples. The

threats they are facing include:

*intensified typhoons, cyclones, monsoons and storms, long droughts and expansion of desertified areas, melting of glaciers leading to flooding and decrease of river flows and water supplies, sea-level rise, stronger sea waves and currents, coastline erosion and salinization of freshwater resources and soils, rampaging and longstaying floods, landslides and increase in cases of vector-borne and water-borne diseases (malaria, dengue, cholera and other gastro-intestinal diseases), phenomenal temperature rise causing heat strokes and more forest fires.*²⁵

Indigenous peoples have, for centuries, been adapting to changing weather patterns through their indigenous knowledge and practices. This resilience has helped them to survive and develop appropriate adaptation methods. However, the severity of current climate change is seriously testing their capacity to adapt to its impacts.

Indigenous Peoples and Forests

For indigenous peoples, “forest plays an essential part in ensuring their physical, cultural, spiritual and economic well-being by giving them access to secure means of subsistence, medicinal plants and the ability to practice their customs.”²⁶ In short, forests, for indigenous peoples, have multifunction roles that provide various ecosystem services.

Their traditional forest management practices have directly led to the conservation of their forests and biological diversity. These practices, among others, “contribute to soil fertility and prevention of soil erosion, increase of vegetative cover and watershed development and protection.”²⁷

In the Philippines, some of these practices include the *lapat* of the indigenous Tingguians in Abra province in the Cordillera region. This forest management practice regulates the use of natural resources, such as cutting of trees, hunting of ani-



mals, and even fishing in rivers during certain periods. Elders impose penalties to violators of this system. This practice has successfully led to the conservation of their forests and the regeneration of biodiversity.

In Cambodia, indigenous peoples in Ratanakiri and Mondulkiri, have designated parts of their forests as sacred forests. Referred to as spirit forests, this is where they conduct their rituals and it is taboo to cut and destroy the trees and resources therein.²⁸

However, some existing national forest laws, policies and programs have compromised the relationship of indigenous peoples with their forests and natural resources. According to the State of the World's Indigenous People published by the UN:

*The experience of most indigenous peoples is that national forest policies and legislation have generally been designed without, or with very little, input and involvement from them. Very few countries have included considerations regarding forest-related traditional knowledge in their forest policies. There are critical problems of an overlap of logging concessions with traditional territories, as well as problems of illegal logging on indigenous peoples' lands.*²⁹

Indigenous Peoples' Perspectives on REDD+

Through their age-old sustainable practices, indigenous peoples have, in reality, been reducing emissions from deforestation and forest degradation as a result of sustainable forest and resource management practices.

In the global arena, indigenous peoples have actively been engaged in the UNFCCC processes, specifically on negotiations related to REDD. In 2007 during COP13 in Bali, indigenous peoples presented their views on the launching of the World Bank's Forest Carbon Partnership Facility. The Chairperson of the UN Permanent Forum on Indigenous Issues (UNPFII) said that consultations with indigenous peoples should be undertaken as they would be affected directly by projects to be funded by the FCPF. The Chair also said that the Facility, corporations and governments need to recognize indigenous peoples' rights as "starting framework of any discussion or negotiations related to the access and use of resources of the Facility."³⁰

As climate change and REDD negotiations progressed according to the Bali Action Plan, indigenous peoples also organized their own processes to better understand climate change, discuss the role of the UNDRIP, their





cision-making processes and activities related to climate change... The United Nations Framework Convention on Climate Change (UNFCCC) agreements and principles must reflect the spirit and the minimum standards contained in UNDRIP.³¹

Since indigenous peoples are not only seriously affected by climate change but are also facing direct threats from the various proposed mitigation actions they called for the establishment of mechanisms for their full and effective participation within the UNFCCC and in "formulating, implementing, and monitoring activities, mitigation, and adaptation relating to impacts of climate change." They also called on governments and the UNFCCC to call upon the Parties to the UNFCCC to recognize the importance and role of traditional knowledge in the development of climate change strategies.

Regarding REDD, the Anchorage Declaration stated that:

*All initiatives under Reducing Emissions from Deforestation and Degradation (REDD) must secure the recognition and implementation of the human rights of Indigenous Peoples, including security of land tenure, ownership, recognition of land title according to traditional ways, use and customary laws and the multiple benefits of forests for climate, ecosystems, and Peoples before taking any action.*³²

local adaptation and climate mitigation contribution using their traditional knowledge, and the proposed mitigation actions such as REDD. Regional summits of indigenous peoples and climate change were held in early 2009, leading towards the Global Indigenous Peoples' Summit on Climate Change in April 2009 in Anchorage, Alaska. The key result of the summit was the Anchorage Declaration that presents indigenous peoples analysis of climate change, their positions and strategies.

In particular, the Anchorage Declaration states the importance of indigenous peoples' rights in climate change processes:

We uphold that the inherent and fundamental human rights and status of Indigenous Peoples, affirmed in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), must be fully recognized and respected in all de-

Indigenous peoples' analyses and recommendations by were further affirmed in a Policy Statement drafted by indigenous peoples during the Climate Talks in Bangkok in September 2009. This statement served as framework for the proposed texts that indigenous peoples lobbied for with the different government delegations in the meetings leading to COP15 in Copenhagen. Some of these proposed texts were later incorporated in the negotiating texts prepared by the UNFCCC's Ad-Hoc Working Group on Long Term Cooperative Action (AWG-LCA).³³



Recognizing Indigenous Peoples' Role and Rights in REDD+

In the UNFCCC negotiations, indigenous representatives worked hard with governments (e.g., Norway, the Philippines, Bolivia, Ecuador, Nicaragua, Uganda, Tuvalu) and civil society organization to incorporate indigenous peoples proposals in the negotiating texts. In Copenhagen, during COP15, the Subsidiary Body for Scientific and Technological Advice (SBSTA) finally came out with a decision:³⁴

Recognizing the need for full and effective engagement of indigenous peoples and local communities in, and the potential contribution of their knowledge to, monitoring and reporting of activities relating to decision 1/CP.13, paragraph 1 (b) (iii),

3. Encourages, as appropriate, the development of guidance for effective engagement of indigenous peoples and local communities in monitoring and reporting;

This decision by the Convention recognizes that indigenous peoples need to be engaged in monitoring and reporting of REDD³⁵ and the potential contributions of their traditional knowledge. It also encourages that guidelines be developed on how indigenous peoples can effectively engage in monitoring and reporting of REDD+ activities.

On the other hand, the AWG-LCA negotiating texts³⁶ presented to COP15 included references on indigenous peoples. It contains, as part of the section on safeguards, under paragraph 2, the following:

c. Respect for the knowledge and rights of indigenous peoples and members of local communities, by taking into account relevant international obligations, national circumstances and laws, and noting that the General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples;

d. Full and effective participation of relevant stakeholders, including, in particular, indigenous peoples and local communities in actions referred to in paragraphs 3 and 5 below;[]

The text further refers to the need to ensure full and effective participation of indigenous peoples in

the development and implementation of national REDD+ strategies or action plans:

7. Requests developing country Parties, when developing and implementing their national strategies or action plan, [or subnational strategies] to address, inter alia, drivers of deforestation and forest degradation, land tenure issues, forest governance issues, gender considerations and the safeguards identified in paragraph 2 above, ensuring the full and effective participation of relevant stakeholders, inter alia, indigenous peoples and local communities;

In the Bonn Climate Talks in June 2010, the non-paper drafted by the AWG-LCA still incorporates refer-



ences to indigenous peoples as stated above. While discussions and negotiations will continue, there is consensus among States-Parties that a decision on REDD+ will be made in Mexico in December 2010.

The UN-REDD and the FCPF have also involved indigenous peoples in their bodies. Indigenous representatives sit as member and observers³⁷ to the UN-REDD Policy Board and as observer to the FCPF Participant's Committee.³⁸ In the launching of the Interim REDD+ Partnership, indigenous peoples' representatives participated in the discussions and made several interventions calling, among others, for explicit references to the need to respect the rights of indigenous peoples.

Towards Effective Engagement of Indigenous Peoples in REDD+ National and Sub-National Implementation

To date, around 40 developing countries are in various stages of preparation for REDD+ implementation. These range from national strategy formulation to address the drivers of deforestation and forest degradation, developing systems for monitoring, reporting and verification of forest emissions which are a precondition for qualifying for REDD payments in the future. Consultations are being undertaken on the REDD+ concept, and institutional frameworks are set up to implement REDD+, including multi-stakeholder and inter-sectoral decision-making bodies.³⁸

Considering that the UNFCCC and the REDD+ funding mechanisms and partnerships (FCPF, UN-REDD and the Interim REDD+ Partnership) recognize the important role of indigenous peoples in a successful REDD+ implementation, how can governments effectively engage indigenous peoples in REDD+?

Here are some possible actions toward this:

1. Establish an open, inclusive and participatory consultation mechanism with indigenous peoples and local communities in the development of sub-national and national REDD+ policies and strategies, without preconditions; and information shall be freely available to them.

2. Institutionalize the effective participation of indigenous peoples and local communities by ensuring their representation in sub-national and national REDD+ bodies and in the programme cycle of REDD+ from the design to implementation, monitoring, reporting and evaluation stages. Representatives should be chosen by indigenous peoples through their own mechanism of selection.

3. Review existing laws and regulations relating to tenurial rights to forests, lands and resources towards the development of laws and policies that recognize customary ownership of forests by indigenous peoples as key condition for a successful REDD+ implementation. Ensure the recognition of the multiple values and role of forest to indigenous peoples, including the practice of sustainable livelihoods, and the designation of sacred sites, among others.

4. Establish equitable benefit-sharing schemes and arrangements including the recognition of carbon rights of indigenous peoples and local communities. Benefit sharing arrangements shall take into account provisions to meet the basic socio-economic needs and interests of indigenous peoples and local communities, including access to livelihood resources, and should be subject to the Free Prior and Informed Consent (FPIC) of indigenous communities.

5. Work towards the development of policies that recognize, support and promote the role of traditional knowledge of indigenous peoples in forest management and their local adaptation and mitigation actions on climate change. Incentives to enhance indigenous peoples' capacities to further contribute to mitigation should be promoted. Moreover, traditional forest management practices of indigenous peoples must not be categorized as driver of deforestation and forest degradation.

6. Undertake indigenous-sensitive training and education among government agencies tasked with the implementation of REDD+ and climate change policies, programs and projects in cooperation with duly recognized indigenous representatives.

7. Promote good forest governance that is transparent, inclusive and accountable to ensure effective REDD+ implementation. Funding for REDD+ shall be made transparent and accountability measures shall be put in place for the participatory monitoring of indigenous peoples, local communities and others.

8. Establish a grievance mechanism that shall address the concerns of indigenous peoples on REDD+ and related issues on forest governance. This mechanism shall be independent, transparent and accessible to indigenous peoples and local communities.

9. Include indigenous peoples' representatives as part of the delegation of state parties in the UNFCCC negotiations. Indigenous delegates must have a good track record in advocating for the rights and interests of indigenous peoples.

10. Provide technical and funding assistance for capacity building efforts of indigenous peoples towards a better understanding of climate change, REDD+ and government policies and programs on climate change, including their efforts to document good practices in mitigation and adaptation and to replicate and upscale these practices.



Notes

- ¹ Land Use Land Use Change and Forestry, UNFCCC, http://unfccc.int/methods_and_science/lulucf/items/4122.php (accessed 10 June 2010).
- ² CIFOR, *Simply REDD-CIFOR's Guide to Forests, Climate Change and REDD* (2010), pp. 3-4.
- ³ CIFOR, *Simply REDD-CIFOR's Guide to Forests, Climate Change and REDD* (2010), p. 10.
- ⁴ Victoria Tauli-Corpuz, et.al, *Guide on Climate Change and Indigenous Peoples*, 2nd ed. (Baguio City: Tebtebba, 2009), p. 49.
- ⁵ UNFCCC, Decision 1/CP.13 – Bali Action Plan, <http://unfccc.int/documentation/decisions/items/3597.php?such=j&volltext=/CP.13#beg> (accessed May 26, 2010).
- ⁶ UNFCCC, Decision 2/CP.13 - Reducing emissions from deforestation in developing countries: approaches to stimulate action, [FCCC/CP/2007/6/Add.1].
- ⁷ Arid Angelsen, ed., *Realizing REDD+ - National Strategy and Policy Options* (Denmark: CIFOR, 2009), p. 266.
- ⁸ UNFCCC, FCCC/SBSTA/2009/L.19/Add.1, 11 December 2009.
- ⁹ The Climate Talks were held on 9-11 April 2010 and on 31 May – 11 December 2010.
- ¹⁰ A non-paper in international relations is a proposed agreement or negotiating text circulated informally among delegations for discussion.
- ¹¹ This non-paper is entitled "Advance draft of a revised text to facilitate negotiations among Parties, to be issued as an official document (FCCC/AWGLCA/2010/8) for consideration at the eleventh session of the AWG-LCA" dated 10 June 2010.
- ¹² CIFOR, *Simply REDD-CIFOR's Guide to Forests, Climate Change and REDD* (2010), p. 6.
- ¹³ CIFOR, *Simply REDD-CIFOR's Guide to Forests, Climate Change and REDD* (2010), pp. 3-4.
- ¹⁴ UNFCCC, <http://unfccc.int> (accessed, May 15, 2010).
- ¹⁵ Ibid.
- ¹⁶ Interim REDD+ Partnership - Adopted May 27, 2010, Forest Carbon Portal, <http://www.forestcarbonportal.com/resource/interim-redd-partnership-established-oslo> (accessed June 5, 2010).
- ¹⁷ CIFOR, *Simply REDD-CIFOR's Guide to Forests, Climate Change and REDD* (2010), pp. 3-4.
- ¹⁸ UNPFII, *Frequently Asked Questions—Declaration on the Rights of Indigenous Peoples*, <http://www.un.org/esa/socdev/unpfi/>, (accessed from May 28, 2010).
- ¹⁹ Asia Indigenous Peoples Pact, 2009.
- ²⁰ Christian Erni and Helen Tugendhat, eds., *What is REDD? A Guide for Indigenous Communities*, (Chiang Mai: IWGIA, AIPP, Tebtebba, 2010), p. 67.
- ²¹ UNPFII, *Frequently Asked Questions—Declaration on the Rights of Indigenous Peoples*, <http://www.un.org/esa/socdev/unpfi/>, (accessed from May 28, 2010).
- ²² Asia Summit on Climate Change and Indigenous Peoples – Report of the Summit, (Baguio City: Tebtebba, 2009), p. 5.
- ²³ Victoria Tauli-Corpuz, et.al, *Guide on Climate Change and Indigenous Peoples*, 2nd ed. (Baguio City: Valley Printing, 2009), p. 11.
- ²⁴ IIPFCC Policy Paper on Climate Change adopted in Bangkok, Thailand on 26-27 September 2009 (unpublished).
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- ³⁸ The FCPF Charter of March 2010 says that "one representative from Relevant International Organizations" shall sit as observer in the Participants Committee. See Forest Carbon Partnership Facility, <http://www.forestcarbonpartnership.org/fcp/node/43>, (accessed June 10, 2010).
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