



UNITED NATIONS  
UNIVERSITY

**UNU-IAS**

Institute of Advanced Studies



Convention on  
Biological Diversity

**UN-REDD  
Programme**

GLOBAL INDIGENOUS PEOPLES CONSULTATION  
ON REDUCING EMISSIONS FROM  
DEFORESTATION AND  
FOREST DEGRADATION (REDD)

Baguio City, Philippines  
12-14 November 2008

**SUMMARY REPORT**

**OPENING OF THE MEETING**

1. The meeting was opened by Ms. Joji Cariño of Tebtebba (Indigenous Peoples' International Centre for Policy Research and Education) who welcomed participants to Baguio City on behalf of the Ibaloy people, the traditional landholders of Baguio City and its surrounding area.
2. Ms. Vicky Tauli-Corpuz, Executive Director of Tebtebba and the current Chairperson of the United Nations Permanent Forum on Indigenous Issues (UNPFII) welcomed participants on behalf of the traditional indigenous peoples of the Cordillera region collectively known as *Igorot*. She introduced the partnership that had been established between Tebtebba, the United Nations University Institute of Advanced Studies (UNU-IAS), the UN-REDD Programme and the Secretariat of the Convention on Biological Diversity (SCBD) to organize the consultation and thanked the David and Lucile Packard Foundation and the United Nations Development Programme (UNDP) for their generous support to the organization of the consultation.
3. Mr. Tony Gross welcomed participants on behalf of the UNU-IAS and emphasized the increasing importance of REDD-related research and capacity-building in the work of the Institute. He recalled the results of the South East Asia Indigenous Peoples Regional Consultation on Reducing Emissions from Deforestation and Forest Degradation organized by Tebtebba and UNU-IAS held during the previous three days, the outcomes of which could help to inform the discussions of the Global Consultation.
4. Mr. Charles McNeill of UNDP welcomed participants and partners on behalf of UNDP and the UN-REDD Programme, established between FAO, UNEP and UNDP. He expressed his hope that the consultation would serve to inform the work of UN-REDD and other actors in this important field to produce benefits for indigenous peoples while protecting forests and ensuring climate change mitigation results.
5. Mr. John Scott of the Secretariat of the Convention on Biological Diversity welcomed participants on behalf of Dr. Ahmed Djoghlaif, Executive Secretary of the Convention on Biological Diversity, and made a statement summarizing the anticipated impacts of climate change on indigenous peoples and on biodiversity. He thanked the partners and the Packard Foundation for making the meeting possible.
6. Ms. Rhea Suh of the David and Lucile Packard Foundation thanked participants for attending the meeting and the staff of Tebtebba and other partners for preparing the meeting. She expressed her hope that the meeting would help clarify potential impacts of REDD on indigenous and local

communities and that the outcomes and recommendations of the Consultation would have an impact on the global REDD debate and on national implementation.

7. Ms. Vicky Tauli-Corpuz presented an introductory overview of the expected impacts and mitigation options of climate change, with a focus on REDD. She introduced the main mechanisms and bodies of the United Nations Framework Convention on Climate Change (UNFCCC), as well as possible ways for Indigenous peoples to contribute to the climate debate. REDD is a fairly new proposal, introduced in 2005, as an addition to previously discussed Land Use, Land-Use Change, and Forestry (LULUCF), and there are presently a number of options under discussion in the framework of UNFCCC. She introduced some of these options, including a carbon market based or fund based approach, as well as some risks, amongst others related to governance, and perverse incentives.

## **ELECTION OF OFFICERS**

8. Ms Joji Cariño (Tebtebba, Philippines) was elected by acclamation as Chair of the meeting, and Mr. Johnson Cerda (Comuna Santa Elena, Ecuador) was elected by acclamation as Rapporteur.

## **OBJECTIVES OF THE CONSULTATION**

9. The Chair explained that the Consultation aimed to provide an opportunity for indigenous and local communities to be fully informed about the activities of the international system regarding REDD schemes and climate change, as well as providing them with space to consider information provided and to develop informed positions and timely input into the implementation of such concepts.

10. She identified the objectives of the workshop as being:

- (a) To provide timely information from the international system on the development and implementation of REDD schemes;
- (b) To provide an opportunity for indigenous and local community representatives to formulate their own informed positions and strategies regarding REDD, including investigating opportunities and challenges;
- (c) To provide an opportunity for indigenous and local community participants to influence the development and implementation of REDD schemes taking into account biological diversity, their traditional knowledge and their rights;
- (d) To ascertain to the current level of involvement of indigenous and local communities in the global debate on REDD;
- (e) To allow indigenous and local communities to become familiar with current capacity building tools and opportunities regarding REDD and to ascertain their own capacity building needs regarding REDD and to strategize to ensure their needs are met.

11. Mr. McNeill additionally identified several questions for consideration of the participants, to give them an opportunity to provide input and guidance to the development of the UN-REDD Programme, including:

- (a) What mechanisms / processes to follow for national level stakeholder consultations?
- (b) What principles, standards, guidelines, approaches, should the UN-REDD Programme adopt?

- (c) How to ensure legitimate representation of Indigenous Peoples in consultations?
- (d) How to monitor if REDD or UN-REDD is working for IPs & civil society organizations?
- (e) What recourse if civil society undermined by REDD or UN-REDD?

## **PRESENTATIONS FROM INDIGENOUS AND LOCAL COMMUNITY PARTICIPANTS**

12. The Chair invited participants to provide views, on a regional and national basis, based on the following key questions:

- (a) What are the main challenges and opportunities regarding REDD from your perspective?
- (b) How are you currently involved in the national/regional/global debate on REDD?
- (c) How do you cooperate with other indigenous organizations regionally/globally to address this issue?
- (d) What are your capacity building needs, if any?

13. Representatives of indigenous peoples' organizations from the following regions provided their views:

- (a) Asia-Pacific: Mr. Chuong Phea (Cambodia Indigenous Youth Association), Ms. Mina Susana Setra (Indigenous Peoples Alliance of the Archipelago, Indonesia), Ms. Jenita Engi (Indigenous Peoples Network of Malaysia), Ms. Anne Kajir (Environmental Law Centre, Papua New Guinea), Ms. Helen Magata (Tebtebba, Philippines), Mr. Aekkasit Sommunal (Inter-Mountain Peoples Education and Culture Association, Thailand), and Mr Cao Phan Viet (Centre for Sustainable Development in Mountainous Areas, Viet Nam). Mr. Shaju Thomas (Centre for Diversity Studies, India) presented the perspective of local communities.
- (b) Latin America: Mr. Estebancio Castro Diaz (International Alliance of Indigenous and Tribal Peoples of the Tropical Forests) presented challenges and opportunities from a Latin American regional perspective. Mr. Juan Carlos Jintiach (Amazon Alliance) presented regional and national views on behalf of member organizations of the Amazon Alliance and COICA (Coordinating Body of Indigenous Organizations of the Amazon Basin). Presentations on national perspectives were made by Mr. Augusto Otarola Toscano (IXACAVAA, Costa Rica), Mr. Johnson Cerda (Comuna Santa Elena, Ecuador) and Ms Florina Lopez Miro (Latin American Women's Biodiversity Network).
- (c) Africa: Mr. Ibrahim Njobdi Amadou (Lelewal, Cameroon), Mr. Daniel Mpoiko Kobei (Ogiek Peoples Development Programme, Kenya), Mr. Elifuhara Laltaika (Community Research and Development Services, Tanzania), Mr. Charles Topoth Angella (Tunga Rural Cross-border Development Initiative, Uganda) and Mr Robert Chimambo (Chalimbna River Catchment Conservation Committee, Zambia).

## **PRESENTATIONS BY INTERNATIONAL ORGANIZATIONS**

14. The Chair invited the representatives of international organizations to:

- (a) Provide an overview of their organization's REDD activities, including at pilot country and project level activities;
- (b) Explain how their organization facilitates and supports the involvement of indigenous representatives in REDD;
- (c) Explain how their organization works with national governments regarding involvement of indigenous and local communities, and addresses indigenous rights issues;
- (d) Discuss what capacity building support may be provided now and in the future.

15. Presentations were made by: Mr. Tony Gross for UNU-IAS and its Traditional Knowledge Initiative; Mr. John Scott and Mr. Tim Christopherson for the Secretariat of the Convention on Biological Diversity; Mr. Charles McNeill (UNDP), with Ms. Elspeth Halverson (UNDP) and Mr. Yuji Niino (FAO), for the UN-REDD Programme; Ms. Haddy Sey and Mr. Navin Rai for the World Bank's Forest Carbon Partnership Facility and the World Bank's safeguard policies in respect of REDD.

## **OTHER PRESENTATIONS**

16. Ms. Myrle Ballard (Southern Chiefs Organization, Canada) gave a North-American perspective on climate change and indigenous issues. Mr. Maurizio Ferrari (Forest Peoples Programme, United Kingdom) summarized the conclusions of a review of the Forest Carbon Partnership Facility carried out by the FPP and FERN.

17. Ms. Jennifer Rubis (Building Indigenous Initiatives in Heritage, Malaysia) presented the Summary Report of the South East Asia Indigenous Peoples Regional Consultation on Reducing Emissions from Deforestation and Forest Degradation held in Baguio City, Philippines from 9 to 11 November 2008. The meeting welcomed the report and supported the 'Elements of an indigenous strategy on reducing emissions from deforestation and forest degradation for South East Asia' contained in its Annex 1.

## **DISCUSSION OF KEY REDD ISSUES**

18. The Chair presented her summary of key issues raised through the country presentations and requested that participants consider items 6 to 9 of the agenda<sup>1</sup> in regional groups.

19. Participants broke into regional groups to consider these issues and develop possible strategies for indigenous and local communities.

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<sup>1</sup> Item 6: Review of Current Level of Involvement of Indigenous and Local Communities in the Global Debate on REDD; Item 7: Capacity Building Strategy for Indigenous Peoples; Item 8: Strategies for Indigenous Coalitions to Effectively Engage in International REDD Processes; Item 9: Additional Tools for Influencing the Development of REDD Schemes.

## **ADOPTION OF CONCLUSIONS AND RECOMMENDATIONS – MAPPING THE WAY FORWARD**

20. Following discussions in regional groups and reports back to plenary, the participants adopted a global indigenous peoples strategy on reducing emissions from deforestation and forest degradation attached as Annex 1 to this report.

21. Participants noted that they had not discussed all relevant issues in detail, such as the voluntary carbon market, and that further discussion on such issues would be needed in future.

22. Participants requested the rapporteur, Mr Johnson Cerda, to present the outcomes of the Consultation to the meeting of the CBD Ad Hoc Technical Expert Group on Biodiversity and Climate Change to be held in London, UK from 17 to 21 November 2008.

## **CLOSURE OF THE MEETING**

23. The Chair congratulated participants for their work and closed the meeting at 19:15 on 14 November 2008.

## **INDIGENOUS PEOPLES AND LOCAL COMMUNITIES' GLOBAL STRATEGY ON REDD**

### Overarching Principles

The United Nations Declaration on the Rights of Indigenous Peoples (UN-DECRIPS) and International Labour Organization Convention No. 169 (Indigenous and Tribal Peoples Convention) should guide a human-rights based approach to all activities on REDD and Indigenous peoples.

The Free, Prior and Informed Consent (FPIC) of Indigenous Peoples (IPs) must be ensured in REDD initiatives.

All actors will work through legitimate indigenous authorities, institutions and organizations, ensuring that there is broad representation of indigenous peoples, including women and youth.

Indigenous peoples respect and support the rights of other forest-dependant communities.

Distinguish between reducing emissions from deforestation and forest degradation as a goal that interests all climate change stakeholders including IPs (redd) and the use of term REDD to signify possible future policies and instruments designed to achieve this goal.

### Recommendations

#### **Indigenous Peoples**

1. Indigenous peoples and forest-dependent communities to engage all UN processes and bodies relevant to tackling climate change.
2. Strengthen the existing Indigenous organizations and networks to address REDD issues, including through the establishment of Indigenous Peoples Working Groups on Climate Change at the national and regional levels.
3. IPs and local communities to undertake case studies, field research and develop and disseminate information packages to influence the discussions on redd/REDD at the national, regional and international levels in collaboration with the United Nations University (UNU), research bodies and universities and relevant partners.
4. Indigenous Peoples to establish an Indigenous Peoples Global Coordinating Body on Climate Change.
5. Indigenous Peoples to establish funds for climate change actions that are under their direction, control and management.

#### **National level processes**

6. Develop a legal framework and consultation mechanisms for Indigenous Peoples based on Free Prior and Informed Consent, including consideration of customary laws, norms and practices.
7. Each REDD pilot country be required to report on the legal situation of Indigenous territories, lands and resources and rights of forest-dependent communities.

8. Enhance capacities of all actors and structures at the local, national, regional and international levels to act effectively and with responsibility on redd/REDD as a matter of urgency.
9. Conduct training on good governance for government officials involved in REDD and establishment of mechanisms to check on corruption.
10. Empower Indigenous peoples and forest-dependent communities by raising awareness on redd/REDD issues through learning activities (e.g. training community leaders, train-the-trainer initiatives) and other media (e.g. community and national radio) with the involvement of Indigenous experts recognized by the community.
11. Improve the exchange of information and experiences, e.g. legal frameworks for implementation based on Free Prior and Informed Consent; underlying causes of deforestation; and evaluating compliance with government commitments concerning forests (including under CBD and the United Nations Forum on Forests).
12. Promote subnational processes and mechanisms that decentralize redd/REDD, including planning, consultation, benefit sharing, etc.
13. Government delegations to hold discussions with indigenous peoples and their organizations before relevant international meetings, including UNFCCC.
14. Evaluate the legal situation of land tenure and recognition of indigenous territories before the implementation of redd/REDD initiatives.
15. All REDD and climate mitigation activities should be subject to stringent and independent Environmental Impact Assessments (EIA) and Social/Cultural Impact Assessments (SCIA) with the full and effective participation of Indigenous Peoples. The EIA and SCIA should be done prior to acceptance and implementation of development projects (e.g. dams, commercial lumbering etc) by private investors and other donors.

### **International processes and organizations**

16. Coordinate and share information with the UN agencies, specialized bodies and initiatives like CBD, UNFCCC, UNESCO, FAO, UNICEF, GEF, FCPF, UNDP, UN-REDD Programme, UNU Traditional Knowledge Centre, UNEP and others that are considered relevant for the purpose of implementing direct and articulated action on climate change and indigenous peoples.
17. Recognizing the close links between traditional knowledge, biodiversity and climate change, ensure close cooperation and more synergy between the CBD and UNFCCC on traditional knowledge and climate change, and supports the establishment of a working group on local level adaptation with the full and effective participation of Indigenous peoples.
18. The Joint Liaison Group of the CBD/UNFCCC/UNCCD to establish a Working Group/Expert body on Traditional Knowledge and Climate Change.
19. UN-REDD Programme and other funders should develop compliance guidelines.
20. UN-REDD Programme and other funders should have a grievance and recourse mechanism to ensure that Indigenous Peoples' rights are observed at the national and international levels.

21. Calls on the World Bank to have ongoing dialogue with indigenous peoples on issues of mutual interest, through a permanent mechanism.
22. Request UN-REDD Programme and the Forest Carbon Partnership Facility (FCPF), in cooperation with the United Nations Permanent Forum on Indigenous Issues (UNPFII) and appropriate indigenous institutions and organizations, to incorporate training and awareness on UN-DECRIPS in their consultations and national round-tables on REDD.

### **REDD Funds**

23. Tie funding to compliance and observance of Indigenous Peoples' rights and the Declaration.
24. UN REDD and other donors should have specific funds and facilities that Indigenous Peoples and forest dependant communities can access directly.
25. Specific funding should be set up for Indigenous Peoples and forest dependant communities, for start up and ongoing capacity building and climate actions.

### **Civil Society Organizations (CSOs)**

26. CSOs should be proactive in lobbying for indigenous peoples rights at all levels, regarding redd/REDD.
27. Establish an Independent Committee (including Indigenous peoples, NGOs, other stakeholders) to monitor all REDD activities at all levels.



## Summaries of Presentations

### *Asian and Pacific region*

#### **Cambodia**

Mr. Chuong Phea (Cambodia Indigenous Youth Association) expressed his hope to learn more about REDD from this meeting, and plans to share its results with his organization and community. Climate change is having severe impacts on Cambodia, in particular on the rural poor who depend on forests and other natural resources. Changes in lifestyles and loss of IP's lands have lead to loss of traditional knowledge. Logging and other concessions often decrease IP's quality of life and community structures, and provide little benefit in terms of employment. Parallels to REDD can be drawn from the problems with forest concession management, in particular weak governance and lack of benefits for IPs. The private sector and the government should be held accountable to the standards of the United Nations Declaration on the Rights of Indigenous Peoples.

#### **India**

Mr. Shaju Thomas (Nirmala College) explained approaches on REDD in Kerala and other parts of India, based on the existing legislation and acts for conservation and social welfare in the country. The People's Biodiversity Register (PBR) was established in Kerala and could be used as a basis for REDD and other Payments for Ecosystem Services. National Forest Policy and other parts of the legal framework are not yet reflecting recent REDD developments, and the NPCC is not target oriented or time bound. There is a need to clarify REDD terminology; to keep procedures simple; to develop strategies that support co-benefits; to recognize country specific conservation values; to include Guaranteed Emission Control (GEC) from natural forests; to observe links with joint forest management (JFM) such as promoting natural forest regeneration; and to link REDD with A&R activities. Alternative strategies should consider relevant benchmarks; and incentive framework should be revised (e.g. new carbon based taxes). Capacity building should include exchange of experiences, and focus on training of trainers.

#### **Indonesia**

Ms Mina Setra (Indigenous Peoples' Alliance of the Archipelago – AMAN) presented the situation in Indonesia regarding Indigenous peoples rights and REDD. She recalled that deforestation and forest degradation is only a small part of the pertinent issues for Indigenous Peoples, who generally suffer from a lack of sovereignty, prosperity, and dignity in Indonesia, while REDD is but a derivate issue of the incessant encroachment on IP's social and ecological integrity. Traditional governance structures are often paralyzed. Most issues can be traced back to the lack of recognition of existence or rights of Indigenous peoples in Indonesia, and lack of basic data. Natural resources have been depleted in Indigenous territories, and some climate change mitigation measure are repeating the same mistakes as past developments, such as establishment of agriculture plantations. Indigenous rights are excluded from spatial planning, and all indigenous territories have been assigned for land development projects. There is a fear also REDD could become a business like any other, and that developers can pay a fee/rent to the government for the use of a carbon as a commodity, including on Indigenous territories. REDD is e.g. drawing high interests of various players such as the sectoral Ministries, and they tend to monopolize information and decision making. Other main concerns on REDD include: who will make decisions on use and distribution of payments? Who will negotiate with ILCs? What will be the role of the voluntary market? What is the relation between agrofuels, REDD, and other mitigation measures?

#### **Malaysia**

Ms Jennifer Rubis (Building Indigenous Initiatives in Heritage) gave an overview over challenges and opportunities in Malaysia. Indigenous peoples represent around 10.2% of the population. Special

rights and privileges are accorded to some ILCs, but implementation is lacking. Climate change impacts are already visible, including through data from IPs: increased volume and intensity of rainfall; lack of seasonal change and decreased variability of climatic zones; more severe weather events, in particular floods. This affects food security, and disrupts the spiritual and cultural calendar of IPs (e.g. such as traditional rituals connected to rice *padi* cycles). More research on climate change impacts and adaptation and preservation of TK is needed. IPs are main forests stakeholders, dependent on forests through a variety of uses, including ecotourism and NTPFs. However, the most powerful stakeholders are logging and plantations (mainly oil palm), government, and NGOs. Lack of well organized civil and human rights organizations, and consequently lack advocacy opportunities, are a problem for IPs. The government is aiming to curtail IP rights, e.g. in Sabah and Sarawak, and implementation of legal IP rights is lacking. Expansion of oil palm plantations is limiting the availability of arable land. Malaysia is the world's second largest producer of oil palm, which cover half of all arable lands. The government aims to double the oil palm plantation area in Sabah and Sarawak by 2010, including 400.000 ha on traditional lands. REDD and other mitigation measures might provide further incentives to appropriate indigenous lands. Expropriation is usually permanent if following land conversion, e.g. from forest to oil palm plantation. Oil palm productions generally decrease quality of life of ILC e.g. through use of pesticides, generation of waste, and loss of biodiversity and traditional livelihoods, etc. The present government is very business friendly, which makes it more problematic for IPs to assert their rights. Opportunities e.g. could be built on the Malaysia FLEG VPA. There is a need for an early involvement in the process, and need for educating ILCs, and need for research from local communities to be included in national design and strategies. The United Nations Declaration on the Rights of Indigenous Peoples should be the minimum standard for the consideration of indigenous issues in REDD.

### **Papua New Guinea**

Ms Anne Kajir (Environmental Law Centre Ltd) presented the situation in Papua New Guinea, where the majority of the population are descendants of indigenous clans and tribes, and 97% of the land is customarily owned. By national legislation, FPIC is the basis for natural resource management decisions, but this is often not implemented. Logging operations often decrease the quality of life of ILCs. Lack of proper governance, corruption, illegal logging and lack of implementation of existing laws are the main problems which would also affect the implementation of REDD. A lack of transparency and lack of benefit sharing mechanism could impede the roll-out of REDD. It is unclear how benefits would reach the local level. Any REDD income should go towards infrastructure development for ILCs. It is doubtful that REDD can or should co-exist with logging. Customary land registration should not become a prerequisite to participate in REDD, as it would bypass the traditional land tenure system. The government has just set up a national office for climate change, but it is unclear what the government plans concerning REDD are. A moratorium should be placed on all new projects, and new logging concession and land conversions, while these and other pertinent issues are discussed and clarified.

### **Philippines**

Ms Helen Magata (Tebtebba) outlined present junctures of Philippine policies on climate change as perceived by Indigenous peoples. ILCs have, after some discussion, agreed to actively embark on influencing REDD, keeping also in mind the similarities with other land use policies. The government approach includes a Presidential Task Force and a Response Action Plan on climate change. However, there is not yet any clear, coordinated implementation on the ground. The annual deforestation rate is very high (2.1%). Main problems include illegal logging, forest fires, and agricultural expansion. The management of much of the remaining forest cover is undertaken by IPs in the North of the country (Cordillera Region). Land use change is a main problem, especially mining, which is a major focus of the government. E.g. in Cordillera region, mining applications have been filed for 1.1m ha out of 1.8m ha of the total land area of the region. Biofuel expansion is another major threat, with the overall the aim of energy independence by 2010. REDD credits are proposed to be used e.g. as offsets for coal fired power plant and related mining emissions (a pilot project for this approach covers 10,000ha of forests). There is a need to improve land tenure rights; support the

dissemination of appropriate information to IPs; improve the documentation of IP experiences; enable direct lobbying with the government, esp. REDD negotiation team; and enhance IP capacities for negotiation on REDD and other related issues. FPIC should be the minimum standard for IP involvement.

### **Thailand**

Mr Aekkasit Sommuat (Inter-Mountain Peoples Education and Culture Association in Thailand) presented main impacts of climate change in Thailand, such as forest fires, seasonal change, sea level rise and floods, and loss of biodiversity. IPs are being unfairly and incorrectly blamed for causing climate change through traditional practices such as shifting cultivation. IPs in the northern Thailand this year are impacted by government policies to increase forest area; policy on forest management, and waste management. Policies restrict rights of IPs to access markets; rotational farming; designation of new protected areas, e.g. by relocation of villages. IP responses to climate change include adapted forest management, such as forest fire management, and other adaptations of traditional practices. The government is exclusively focusing on carbon benefits from REDD, not co-benefits or impacts.

### **Viet Nam**

Mr Cao Phan Viet (Centre for Sustainable Development in Mountainous Areas - CSDM) provided an overview of climate change impacts to Viet Nam, and mitigation measures including REDD. 54 ethnic minorities represent 14% of the total population, and about 86% of these are Kinh people. Vulnerability of the country to climate change is high, in particular rural poor (in mountain areas, coastal regions, highlands) including IPs. Climate change impacts include temperature increase of up to 2.8C by 2010, rainfall decrease in north and central Viet Nam, and extreme weather events, resulting in loss of arable land and food insecurity. Viet Nam is a UN REDD pilot country, but the concept is not yet well known, including in ILCs. There is a lack of transparency for the development of a national mechanism. REDD efforts should be guided by the United Nations Declaration on the Rights of Indigenous Peoples; there is a need for awareness raising and capacity building of ILCs. Throughout the region, IPs are often unjustly being blamed for causing large-scale forest fires which contribute to climate change, because of perceived link between shifting cultivation and forest fires. Several RPINs, e.g. from DRC, incorrectly identify collection of fuel wood and shifting cultivation as main drivers of deforestation. This misrepresentation of traditional practices casts doubts on the credibility of governments and their willingness to consult with IPs. Stricter control of traditional practices was identified as one of the biggest risks of REDD for IPs in the Asia regional consultation of the FCPF.

### ***Latin American region***

Mr. Estebancio Castro Diaz (Executive Secretary of the International Alliance of Indigenous and Tribal Peoples of Tropical Forests) presented challenges and opportunities on a Latin American regional basis, and Mr. Juan Carlos Jintiach, Executive Co-Director of the Amazon Alliance (COICA), presented regional and national views on behalf of the Amazon Alliance members and COICA.

Commonly perceived risks, challenges in the region include:

- unequal payments (different levels of payments per hectare for Indigenous peoples compared to other landholders)
- benefits may not reach ILCs and indigenous representatives institutions.
- lack of law enforcement and good governance will lead to further illegal logging and illegal land conversion
- lack of recognition of TK and associated rights
- unresolved land tenure issues, including in Protected Areas
- concession for natural resources exploitation given without FPIC
- gender issues not addressed in REDD

- lack of transparency at national government level
- lack of benefit sharing structure at national level, and lack of views on the form in which benefits should be provided

Commonly perceived potential opportunities include:

- better forest protection with government backing
- avoid concessions for extractive industries and logging
- support for land titling process and land tenure
- opportunity to raise government expert awareness and knowledge about IP issues
- improve mechanism for FPIC
- concrete example of implementation of the United Nations Declaration on the Rights of Indigenous Peoples in all the negotiations are possible
- opportunity for IPs to collaborate and share information regionally and globally

Needs:

- clarify and legally recognize rights of forest communities and organizations
- compile reliable data for deforestation and forest carbon flux, and identify underlying causes and targets
- invest in alternative and sustainable livelihoods for IPs
- raise awareness and improve implementation of the United Nations Declaration on the Rights of Indigenous Peoples, as basis for IP involvement in REDD
- Improve local, regional dialogue, e.g. through translation of relevant documents in 5 main European languages in use in the Amazon basin.

Cooperation on REDD should be based on information of IPs at national level, and the research sector should also involve IPs. IP representatives should receive more training capacity building, and pass on their knowledge to the ILCs, including through broadcast media. IP capacity building efforts require more financial and human resources. Equally important is the education of government officials. Full and effective participation and the decision making power of IPs in international processes is essential, in particular in World Bank and UNFCCC. There is a need for an effective monitoring programme for IP impacts of REDD, including under UN REDD and FCPF.

### **Costa Rica**

Mr Augusto Otarola Toscano (IXACAVAA) explained that most IP ‘organizations’ in Costa Rica lack proper organizational structure and resources. As a consequence, IPs are often marginalized in terms of receiving government benefits. Strategies of IPs regarding natural resource use should be strengthened, including through awareness raising and capacity building for IPs. In future, traditional knowledge and relevant experiences must be better taken into account. The strategy for improving IP participation includes a work programme of an indigenous learning centre, aiming to enable IPs be involved in the development of and benefit from REDD schemes.

### **Ecuador**

Mr Johnson Cerda (COMUNA SANTA ELENA) shared his experience with the new Socio Bosque Programme in Ecuador, which aims to conserve 4 Mill ha of mostly IP territory. Pilot site experience shows the need to improve land tenure rights, including land titles allocation within and between communities, which are often disputed. Proposed Socio Bosque payments are unequal: as IPs are large landowners, payments they receive per hectare are lower than for small scale owners (ranging from 5 to 30 USD per hectare). The reversal in government policies (from exploitation to protection) needs to be clarified, also in the interest of permanence and leakage. the United Nations Declaration on the Rights of Indigenous Peoples should be basis of REDD/Socio Bosque implementation. The willingness of government to include and work with IPs is positive. FCPF main concerns are that RPINs did not include IP consultations, although ‘consultations’ were mentioned in some RPINs, e.g. in Paraguay. IPs are suspicious of World Bank and government interests and hidden agenda in

consultations. Governments request World Bank funds for consultations, but the consultations are not up to FPIC/World Bank standards, and do not involve all IPs.

### **Panama**

Ms Florina Lopez Miro (La Red de Mujeres Sobre Biodiversidad) welcomed the opportunity provided by this meeting to arrive at a joint position of IPs on REDD. She provided a summary of the challenges and opportunities of REDD in Panama:

- RPIN and pilot activities are a challenge for IPs, in terms of land titles, and other rights issues, and consultation and other involvement is lacking.
- Panama has not signed ILO Convention 169 on land tenure, but has recognized other relevant international agreements and Conventions.
- Models and examples for equitable distribution of benefits are lacking
- Implementation of the United Nations Declaration on the Rights of Indigenous Peoples is lacking
- Information about REDD, including environmental, social and economic impacts, is often unclear, and the available information is not reaching ILCs.

Opportunities:

- modification of policies and environmental laws on national level, to improve forest protection
- Several environmental laws of Panama were recently abolished without consultation of IPs. REDD could provide an opportunity for stronger involvement of IPs.
- Reduction of GHG emissions would benefit IPs.
- Strengthening of practices of IPs in use of natural resources, inter alia based on TK.
- Prioritization of economic issues in REDD present a challenge. Involvement of IPs and TK could help to balance that approach.

Capacity building needs include better dissemination of information about climate change impacts on IPs; more information about REDD; and better channels for dissemination on possibilities for involvement.

### ***North-American region***

#### **Canada**

Myrle Ballard (University of Manitoba) gave a North-American perspective on climate change and indigenous issues. While Canada does not participate in REDD, there are many similarities in terms of climate change impacts on Indigenous peoples. Main challenges include lack of adequate compensation and support for the over 600 First Nations communities. They suffer from climate change impacts, for example through changes to the ecological calendar and related changes to cultural and spiritual events; difficulties of transportation because the winter road system is no longer available; and effects on food security and food diversity due to changing hunting seasons. There is a need for awareness-raising among indigenous communities regarding climate change, and capacity building regarding mitigation and adaptation activities.

### ***African region***

#### **Cameroon**

Mr. Ibrahim Njobdi Amadou (Lelewal) informed participants about the main REDD related challenges in Cameroon:

- lack of recognition of IP rights on 'state owned' land, and therefore lack of legal basis for consultations and FPIC
- illegal logging, corruption and lack of forest governance and law enforcement
- need for sensitization and capacity building at grass-root level about REDD
- Knowledge is presently concentrated in few IP representatives
- Lack of clarity about potential REDD impacts.

He called for a separate fund to be established as part of REDD readiness for ILC capacity building.

## **Kenya**

Mr. Daniel Kobei (Ogiek Peoples Development Programme - OPDP) and Ms Edna Kaptoyo (Indigenous Information Network) presented views of Indigenous peoples on REDD in Kenya. Awareness about climate change and political interest in mitigation measures in Kenya is high. There are several policies and acts in place but there are still some gaps, and they do not work in favour of IPs. In general, the government fails to recognize IPs and REDD preparations are so far resting exclusively with the government. The Ministry of Agriculture has been made responsible for REDD, based on the notion that agriculture is the main driver of deforestation. However, this is misguided because there are other important drivers of deforestation which need to be considered such as fuel wood/charcoal demand, poverty and income generation, and infrastructure developments. FPIC is not obtained, and so-called 'consultations' are often just information meetings. There is a lack of consistency and long-term planning security as approaches often change as governments change, resulting in changes of forest land titles and tenure rights. Present forest management challenges include widespread illegal logging, corruption, and lack of law enforcement and good governance. A REDD Task Force has been established, including IP representatives, but consultations are inadequate.

## **Tanzania**

Mr. Elifuraha Laltaika (Community Research and Development Services) and Adam Kuleit Ole Mwarabu (Parakuiyo Pastoralists Indigenous Community Development Organisation-PAICODEO) informed the meeting about the situation of Indigenous peoples with regard to REDD in Tanzania. The government has voted in support of the United Nations Declaration on the Rights of Indigenous Peoples, but has not yet recognized Indigenous peoples, and IPs do not control their lands and forests. There is no comprehensive framework legislation to address climate change. For forest management, the government encourages decision-making by local government authorities instead of ILCs, therefore IP issues are not considered. IPs are not likely to benefit from REDD, as there is no recognition of their rights, and no adequate adherence to the principle of FPIC. There is a strong need for capacity building of national ILCs and IP organizations.

## **Uganda**

Mr. Charles Topoth Angella (The Tunga Rural Cross-border Development Initiative) recalled the sharp decline in forest cover over the past 50 years in Uganda. This trend continues, mainly due to agricultural expansion, illegal logging and fuel wood and charcoal production. As a result, climate change impacts are considerable, while adaptation capacity is decreasing. Indigenous communities rank usually high on the poverty index, with high illiteracy rates. The resulting need for infrastructure development of IPs and local communities could partly be financed through REDD. There is a lack of involvement and participation of IPs in policy making, and TK is not adequately reflected in research and policy agenda. EIAs do not reflect indigenous issues, due to the overriding economic interest of the development agenda.

## **Zambia**

Mr. Robert Chimambo (Chalimbna River Catchment Conservation Committee) familiarized participants with indigenous issues regarding REDD preparations in Zambia. Climate change impacts are severe, including change of seasonal patterns and increase of extreme weather events, and therefore REDD is seen generally as an opportunity, but the government has so far not held or prepared for consultations with IPs, or other parts of civil society, on REDD. Some challenges, risks and opportunities are similar to other countries of the region, including:

- lack of recognition of rights of Indigenous peoples, and disregard for tribal differences
- high percentage of land and water resources are degraded, mostly due to mining operations
- lack of implementation of joint forest management, which could potentially be a good basis for REDD

- new copper resources were discovered and new mining concessions assigned in pristine forests in north-western Zambia, resulting in further deforestation, degradation, and over-exploitation due to population shifts/migration
- increased demand for charcoal and firewood due to hydro-power electricity shortages
- Opening up of new large agri-business/plantations causing deforestation, over-exploitation of water resources and silting-up of rivers
- government de-gazetting Protected Forest Reserves in Recharge areas

## Summary of Key Issues raised through the Country Presentations

### *Introduction*

The country presentations from the African, Asia-Pacific, and Latin American regions provided an extensive overview of the geographic, social, cultural and environmental conditions, as well as the political and legal diversity under which indigenous peoples and local communities exist. Participants emphasised throughout the discussions that REDD is only a part of the equation of climate change and forests, but it could potentially catalyze the resolution of several indigenous issues.

### *Impacts of Climate Change*

All regions reported in detail about the significant impacts of climate change already being experienced by indigenous peoples and local communities. These included increased weather extremes and variability, prolonged drought, increased floods, strong winds, and delays in the onset of regular weather events including monsoons and dry seasons. Changing weather and climate patterns have impacted both domestic and wild plants and animals, resulting in decreased agricultural yields and loss of hunting opportunities, as well as exacerbated health and disease threats to people and animals, including expanded habitats of vector-borne diseases. This disruption of ecological calendars and traditional planting seasons has led in many cases to increased food insecurity.

### **A. Challenges of REDD Schemes**

***Indigenous peoples are unlikely to benefit from REDD where they do not own their lands; there is no culture of free, prior and informed consent; their identities are not recognised or they have no space to participate in political processes.***

### *Recognition*

- Problems with land tenure and recognition of traditional territories exist in most countries.
- Many countries do not recognise the right of free, prior and informed consent.
- Some countries do not recognise indigenous identity.
- Understanding and respect is lacking for traditional knowledge and practices, such as shifting cultivation and seasonal burning.
- Some groups experienced discrimination for pursuing traditional practices, and on occasion were blamed by Governments for causing or contributing to climate change.

### *Representation*

- Indigenous communities are not adequately represented at national (and international) levels in the REDD discussions.
- Consultation with indigenous peoples and local communities is absent or inadequate.
- Environmental impact assessments are not adequately considering indigenous issues, such as cultural and social impacts.
- Awareness of REDD remains limited in indigenous peoples and local communities.

### *Governance and Equity*

- Poor governance and corruption remain obstacles to both effective implementation of programmes and benefit sharing for indigenous peoples and local communities in some countries.



- Exclusion and displacement from traditional territories is being experienced when governments implement mitigation strategies, such as establishing protected areas, biofuel schemes, etc.
- It is unclear whether and to what extent logging and other forest management practices will be permitted in REDD forests.
- Conversion of forests to support agrofuel and biofuel crops is having a significant impact on indigenous peoples and local communities in some countries.
- Culturally appropriate decision-making processes and recognition of traditional structures are needed for decision-making, and to avoid manufactured consent.
- Lessons learned from other approaches are not being taken into account, e.g. sustainable forest management, afforestation and reforestation.
- A lack of law enforcement, compliance and good governance is resulting in illegal logging, illegal mining, illegal land conversion, etc.
- Perverse incentives that work against conservation, sustainable use and indigenous rights are rewarding the drivers of climate change.
- Lack of willingness to implement payment systems that deliver benefits directly to indigenous peoples and local communities.

#### *Policy*

- Many indigenous peoples lack understanding of how to influence the global debate, as well as the opportunity to do so.
- National governments are reluctant to ensure the effective participation of indigenous peoples in the international arena.
- Traditional knowledge is not adequately reflected in research and policy agendas.
- The lack of an agreed definition of forests is problematic, e.g. it allows for the inclusion of monocultures, to the detriment of biodiversity and traditional resource rights.

#### *Gender*

- Indigenous and local community women and youth have specific vulnerabilities to both climate change and solutions to climate change (mitigation).
- Indigenous women and youth need opportunities to contribute to the conceptualization and development of REDD schemes.

### **B. Potential Threats from REDD Schemes**

- The primacy of an economic focus when implementing REDD activities could take precedence over cultural, social, spiritual and environmental issues.
- Displacement from traditional territories could result from REDD mechanisms that do not consider the rights of indigenous peoples and local communities (as has been experienced with protected areas, biofuel schemes, etc).
- Countries and communities that already successfully address deforestation may not benefit from REDD.
- Equity issues have not been resolved, such as the likelihood that benefits will not reach the communities preserving the forests, unfair payment levels, etc.

### **C. Possible Opportunities and Benefits of REDD Schemes**

***Implementation of the UN Declaration on the Rights of Indigenous Peoples is key to delivering benefits from REDD for Indigenous Peoples.***

- Climate change may be mitigated and emission of greenhouse gases reduced.

- Indigenous peoples still have an opportunity to influence how REDD is designed and implemented.
- Concessions for forestry and extractive industries may be avoided.
- Forests may be protected with government support.
- There is a significant opportunity to refocus attention and policies on forest conservation to include indigenous issues.
- There may be new opportunities to gain support for land tenure and land titling processes.
- There may be an opportunity to have input into UNFCCC.
- Mechanisms for free prior and informed consent may be created.
- Indigenous peoples have the opportunity to educate and build the capacity of governments.
- Laws and policies at the national level may be modified.
- There is an opportunity to reap additional benefits for biodiversity and livelihoods.

## **D. Needs**

### *Capacity building*

- Information needs to be available in appropriate languages and formats (including non-literacy based formats such as radio).
- Appropriate delivery of capacity-building is required, including indigenous to indigenous knowledge transfer.
- Opportunities are needed to collaborate and share experiences among indigenous communities.
- Networks for information dissemination should be built and strengthened.
- Increased opportunities for indigenous women and youth to participate in discussions.

### *Participation and safeguards*

- Mechanisms are needed to promote effective participation in the design, development, implementation, monitoring and revision of schemes and programmes.

Independent monitoring and review needs to be an integral part of every programme, and indigenous peoples need to effectively participate in the monitoring and review processes.

## Annex 4

### List of Participants

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