

Independent Review of the Stakeholder Consultation Process for Guyana's Low Carbon Development Strategy (LCDS)



Commissioned by Governments of Guyana and Norway

**Report from the Independent Monitoring Team
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Acronyms

AAU	Assigned Amount Units
APA	Amerindian Peoples Association
BHI	Bina Hill Institute
Caricom	Caribbean Community
CBO	Community Based Organisation
CI	Conservation International
Co2	Carbon Dioxide
COP	Conference of Parties
FDI	Finance Direct Investment
FITUG	Federation of Independent Trade Unions
FLEG	Forest Law Enforcement and Governance
FLEFT	Forest Law Enforcement and Trade
FPA	Forest Products Association
FPIC	Free Prior and Informed Consent
FSC	Forest Stewardship Council
FTCI	Forest Training Centre Inc.
GFC	Guyana Forestry Commission
GGMC	Guyana Geology and Mines Commission
GGDMA	Guyana Gold and Diamond Miners Association
GMSA	Guyana Manufacturing and Services Association
GOIP	Guyanese Organisation of Indigenous Peoples
GT&T	Guyana Telephone and Telegraph Company
IFM	Independent Forest Management
IIED	International Institute of Environment and Development
IPCC	Inter-governmental Panel on Climate Change
Iwokrama	Iwokrama International Centre for Rain Forest Conservation and Development
LCDS	Low Carbon Development Strategy
UNFCCC	United Nations Framework Convention on Climate Change
MoAA	Ministry of Amerindian Affairs
MoA	Ministry of Agriculture
MSSC	Multi-Stakeholder Steering Committee (of the LCDS)
NADF	National Amerindian Development Foundation
NCS	National Competitiveness Strategy
NDS	National Development Strategy
NGO	Non-Governmental Organisation
NFP	National Forestry Programmes
NRDDB	North Rupununi District Development Board
NTC	National Toshias Council
OCC	Office of Climate Change
OP	Office of the President
PSC	Private Sector Commission
REDD	Reduced Emissions from Deforestation and Forest Degradation
SFM	Sustainable Forest Management
TAAMOG	The Amerindian Action Movement of Guyana
TUC	Trade Union Congress
UG	University of Guyana
UNCED	United Nations Conference on Environment and Development
UNEP	United Nations Environment Programme
VPA	Voluntary Partnership Agreement
WAB	Women's Affairs Bureau
WEDO	Women's Environment and Development Organization
WWF	World Wildlife Fund

Executive summary

BACKGROUND

- ***Guyana's Leading and Pro-active Role in Combating Climate Change***

The Low Carbon Development Strategy (LCDS) was launched by the President of Guyana on June 8, 2009. The LCDS is a national strategy that seeks to create “a low-deforestation, low carbon, climate-resilient economy” with the major objective being the transformation of the economy of Guyana while combating climate change mainly through incentives to avoid deforestation, which accounts for about one fifth of total global emissions. The lobby is to secure an agreement that will support payments to rainforest countries like Guyana for its storage of forest carbon in its standing forests under a new REDD mechanism currently being negotiated, with an outcome expected in Copenhagen in December 2009. The UN Framework Convention on Climate Change (UNFCCC) states that parties should act to protect the climate system “on the basis of equality and in accordance with their common and differentiated responsibilities and respective capabilities.” Guyana is playing a leading international role in broadening the vision of REDD – away from narrow payments solely contingent against a baseline of deforestation towards more holistic low carbon development investments for those countries with high forest cover and low deforestation rates (HFLD countries). Guyana's Low Carbon Development Strategy “Transforming Guyana's Economy while Combating Climate Change” therefore presents an innovative REDD + model. Guyana's draft LCDS is a framework that attempts both to avoid deforestation and retool society along a low-carbon development path. Guyana's LCDS is therefore a work in process, building a development model that sets out Guyana's view on how a platform for partnership can be created in which poor and developing countries are seen not merely as passive recipients of aid, but as equal partners in the search for solutions to the devastating impacts of climate change.

- ***Multi-stakeholder Strategy Building and Implementation Process for the LCDS***

A milestone for Guyana along the REDD + road was reached on February 3, 2009, when Guyana's President, Mr. Bharrat Jagdeo, and the Prime Minister of Norway, Mr. Jens Stoltenberg, issued a Joint Statement on cooperation on climate and forest issues which commits the two countries to work to ensure the establishment of a REDD mechanism under the UNFCCC post-2012 climate change agreement to be finalised in Copenhagen in December 2009. Within that joint statement it is acknowledged that in aiming towards permanent emission reductions, adequate involvement of all those affected by the national REDD strategy, especially the people living in and/or dependent upon the forests, is crucial to the effectiveness of a REDD regime. An inclusive, transparent, multi-stakeholder strategy building and implementation process was therefore agreed.

- ***Evolution of the Guyana Low Carbon Development Strategy (LCDS)***

As observed in the President's foreword to the LCDS: “Despite our other differences, successive Guyanese governments of different parties have provided strong leadership to the world on the need to protect our forests.” This trend is reflected, for example, in the establishment of the unique Iwokrama Rain Forest Programme, an internationally recognised conservation, research and development forest concession offered to the world by Guyana as an area to study and sustainably utilise the multiple values of a tropical rainforest, including sustainable forest management, ecosystem services and co-management of resources with neighbouring communities of Indigenous Peoples (which was proposed by one Head of Government in 1989 at the Commonwealth Heads of Government in 1989 and legislated by another in 1996)¹; and the contribution by the Guyana delegation to the Earth Summit in Rio in 1992 where Guyana's representative to UNEP chaired the working group which produced the Statement of Principles for a Global Consensus on the Management,

¹ Respectively by President Desmond Hoyte of the PNC and President Cheddi Jagan of the PPP in 1996.

Conservation and Sustainable Development of all Types of Forest.² The LCDS likewise evolved out of a recent history of multi-institutional policy development such as the Economic Recovery Programme (1980s) to the National Development Strategy (NDS 2001), other Social & Economic Development and Environmental Protection Strategies (Competitiveness, Poverty Reduction, MDGs, the proposed National Protected Areas System and the Biodiversity Action Plan etc.) through to the Amerindian Act of 2006 and the Forest Bill of 2009.

- **Supporting Legislative Framework**

Also underpinning the LCDS framework for stakeholder participation is the ongoing (brave if sometimes stuttering) constitutional reform process intended to anchor all national strategies under the forward looking Guyana Constitution (amended 2003). The right of Guyanese to participation, engagement and decision-making in all matters affecting their well-being is given strong and binding legislative support and guarantees under the excellent Article 13, which speaks to the establishment of an inclusionary democracy and increasing opportunities for citizens and their organisations to participate in the management and decision-making processes of the State that directly affect their well-being and which is elevated to a justiciable fundamental right in Article 147 D. Additionally, the rights of Indigenous Peoples (Article 149 G) are upheld along with the protection of the Environment (149 J) and a suite of other Human Rights are likewise protected and enshrined (154 A) through seven International Treaties to which Guyana is a signatory and which are binding on the local courts.

- **Governance**

Since Guyana's independence in May 1966, successive national governments have been beset by weaknesses and challenges in governance and accountability. Valiant efforts at nation-building by both state and non-state actors over the past forty-three years have prevailed with varied results and with many lessons to be learned. Progress has certainly been made though somewhat stymied by demonstrations of political intransigence on all sides in the context of the complexities of a small but highly multi-ethnic, multi-cultural society. Having strong non-government stakeholder involvement in public-private initiatives and ensuring that such structures and initiatives have sufficient autonomy and authority to function effectively will help grow a stronger state and a stronger civil society. The LCDS provides an opportunity for improving governance and for enabling a shared responsibility with civil society for taking on board a long-term national agenda that is environmentally sound and economically bold with transformative potential for social and political sectors.

The current government has committed itself to a regime of independent international inspection of its forest estate and granting local and global stakeholder oversight of financial accountability for attendant payments under LCDS/REDD arrangements with the overriding assurance and guarantee of national sovereignty. This opens unprecedented opportunities for openness and transparency to prevail at the public level and private level. Members of Parliament and all other government and non-government sectors of the society can make extremely valuable contributions to the process of national consultations and decision-making of which the preliminary discussions of the draft LCDS played an important part.

- **Independent Team to Monitor the LCDS Stakeholder Process**

In response to the request of President Jagdeo for independent monitoring of the stakeholder consultation process in Guyana to ensure it was guided by internationally accepted principles and standards, the Government of Norway, as part of its cooperation arrangements with Guyana on REDD, engaged the International Institute for Environment and Development (IIED). The remit of the IIED team was to track the preliminary round of the LCDS consultations during phase 1 – "Launching of the LCDS" (2009).

² Guyana's representative to UNEP, Mr. Charles Liburd chaired the working group on the Non-Legally Binding Authoritative Statement of Principles for a Global Consensus on the Management, Conservation and Sustainable Development of all Types of Forest.

- **Guiding Principles**

A conceptual framework for the consultations was developed and agreed. This document was publicly posted on the LCDS website (<http://www.lcnds.gov.gy/>). The aim was to keep this stakeholder consultation framework simple, practical and flexible; with its objectives set in a way that would meet with international standards of good practice and simultaneously be nationally appropriate. The process was guided by nine standard best practice and internationally recognised principles: **transparency, inclusivity, information, timeliness, representation, flexibility, clarity, accountability and continuity.**

GENERAL ASSESSEMENT and KEY ISSUES

- **General Overview**

The Independent Monitoring Team finds that the process of multi-stakeholder consultation surrounding Guyana's Low Carbon Development Strategy has broadly followed principles derived from international best practice and has met these criteria. It is the opinion of this team that the consultative process, to the extent that its findings inform a revised LCDS, can be considered **credible, transparent and inclusive.**

The government's commitment to **transparency** and **accountability** has been commendable during the preliminary consultation process of the LCDS and it is hoped that the openness and **inclusivity** with which this first phase is proceeding will be strengthened and continued in the ongoing phases of its development and implementation.

- **Score Card Assessments of Guiding Principles**

In order to include the opinions of key stakeholder representatives and individuals in the independent assessment of the multi-stakeholder consultations on the LCDS, a simple questionnaire was administered to a representative sample of more than 40 stakeholders who participated in the national, sub-national and awareness and outreach sessions. A section of the questionnaire asked stakeholders to assess the stakeholder participation criteria by providing a score between 1 and 10 on an ascending scale. They were also invited to give comments on continuity mechanisms for ongoing stakeholder participation in the LCDS implementation phases. The results analysed to date are as follows:

Transparency	8
Inclusivity	8
Information linked to...	
Timeliness	6
Representation	8
Flexibility	7
Clarity	7
Accountability	7
Continuity – too early to assess	

- **Human Development Goals and Integrated National Policy Frameworks**

Interlinkages and synergies between the LCDS and other national development strategies, such as the National Development Strategy (NDS 2001-2010) and key environmental policies are indicated in the LCDS draft for discussion. It is recommended that a strong and binding cohesion between these be realised through an appropriate and effective framework and mechanism so that social justice and the developmental benchmarks of the Millennium Development Goals (MDGs) supported by the fundamental human rights guarantees enshrined in the Guyana Constitution (2003), will be firmly integrated and clearly articulated within the LCDS; and that these will inform its goals and comprise verifiable indicators against which development through the LCDS will be measured.

In this way, economic growth, social and political development, good governance and environmental stewardship will be better monitored, measured and upheld as part and parcel of Guyana's LCDS. It is therefore anticipated that the combined goalposts of Low Carbon - High Forests - Social Justice - Good Governance - Economic Growth and Environmental Integrity will frame the strategy as it moves forward into its other consultative, educative and implementation stages.

- ***Independent Forest Monitoring and Fiduciary Oversight***

Measures such as independent forest monitoring and independent fiduciary oversight consistent with the highest international standards are expected to underpin the implementation of the LCDS/REDD component and be anchored by strong national stakeholder representation, participation and decision-making along with appropriate partnerships with the international community.

- ***Basis of the Findings***

The findings, opinions, and recommendations contained in the IIED independent report are based on the following: observation and participation at all national and sub-national consultation events and at some of the stakeholder specific awareness sessions; evaluation of the reporting and publication of submissions on LCDS; review and analysis of the matrix of stakeholder responses for all consultations; review of articles in the press and media as well as Emails etc.; review of reports of other independent studies that were commissioned; administering of a modest sampler questionnaire to gauge the perspectives of representatives of the key stakeholder groups who participated in the consultative process on the ground; observation and participation in the drafting committee to revise the LCDS; and participation in the Multi-Stakeholder Steering Committee (MSSC) of the LCDS.

- ***Criticisms, Objections and Divergent Views***

The process was seen to be an open one and throughout persons in and out of Guyana who objected to the LCDS or to the current government in power and governance issues had free and direct access to the Press, the OCC, the consultations, the international community and donors including the relevant Norwegian government official(s) and to IIED, and other non-governmental international organisations and agencies. Criticisms from commentators in the media were noted by the independent team which advised that these be posted on the LCDS website and this was the standard agreed and adhered to by the MSSC.

- ***Limitations***

In keeping with the spirit of shared stakeholder responsibility for engagement with the process, the limitations and deficiencies summarised below, are directed not only at the Office of Climate Change (OCC) and Office of the President (OP) - the organisers and initiators of the LCDS process but also at national stakeholder groups and stakeholder sectors and include the independent monitoring and advisory team itself.

The ***limitations of the stakeholder process*** were found to be as follows: (i) the non-engagement in the consultation process on the ground by the Opposition Members of Parliament and Opposition political parties; (ii) the constraints of logistics in getting the draft LCDS documents out to the public with sufficient time beforehand for study before the consultations themselves were convened; (iii) mechanisms for providing feedback / reports to the hinterland communities, in particular, after the consultations since these communities would not have much general access to Internet or to the LCDS website; (iv) insufficient highlighting of the multi-year, multi-phased approach and timelines of the LCDS so as to emphasise the fact that the three month review period was a first step only in a series of ongoing activities and opportunities for stakeholder involvement in the LCDS implementation; (v) the abbreviated, bullet point format of the reporting might have benefited from the capture of some more detail and depth; (vi) greater inclusion, participation self-mobilisation on the part of academia, education, training and capacity building institutions would have been useful in this preliminary phase – and are considered essential in the immediate and follow-on phases of the LCDS, and lack of representation on the MSSC of this stakeholder group should have been raised by the IIED

team; (vii) the use of trained, independent facilitators may have enhanced and maximised the participatory process of the community consultations; (viii) the addition of rapporteurs to the IIED team would have supported reporting outputs; (ix) the general lack of comprehension on the part of the Guyanese public as to what an environmental service actually is - such as forest carbon storage (and other such services) and how the carbon market works in the context of the LCDS; (x) the need for greater analysis and attention within the LCDS of the negatives and positives so that the risks could have been better addressed therein;

Also noted were views that the original drafting of the LCDS would have benefitted from stakeholder input to allow for inclusivity and a sense of shared ownership from the inception of the process.

- ***Transparency and Inclusivity in the LCDS Phase 1 Preliminary Consultations and Awareness Sessions***

The principal vehicle for 'consultation' used by the Office of Climate Change during the three month LCDS dissemination, feedback and awareness phase has been a series of some 50 well-advertised face to face stakeholder sessions held nationwide which were organised as a variety of stakeholder "open forums" and "awareness sessions" to disseminate the draft of the LCDS and receive preliminary stakeholder opinions and feedback. This process was commendably *transparent* and sought to gauge and engage broad and diverse stakeholder opinion and to receive inputs and recommendations to inform a revised LCDS document with which to go forward. A conservative estimate of over 7,000 Guyanese participated in these face to face discussions ranging from small camp-based or shop front type meetings with miners in the field, to village-based sessions in Amerindian communities, workers and trade union forums in rural and peri-urban areas to national-level, stakeholder specific public forums. (Other events still being scheduled and attendance numbers being tabulated.)

- ***National / Sub-National Consultations***

Following the national launch of the LCDS on June 8, 2009, a series of 15 "sub-national consultations" were held in all 10 regions of the country between June 19 and July 7, 2009 in which representatives from 222 communities participated inclusive of forest dependent and Amerindian communities. Additional outreach sessions were also convened in the three counties of Demerara, Essequibo and Berbice. Host villages or urban or rural centres which served as the cluster catchment for the sub-district or sub-regions were selected on a logistically rational basis in terms of accessibility, centrality, capacity and suitability of facilities. Provision was made for an average of between ten and thirteen members per community to participate. The profile of community participants showed a broad spectrum of participation by elected leaders as well as other community leaders, women, youth and elders. A healthy gender balance was evident, likewise proportional representation of youth and elders representation. This was verified by the IIED team through on the ground observation and by scrutinizing the registration lists. There was an emphasis on outreach to hinterland communities and to Amerindian communities (where the forests and forest dependent people are located) in this first round of consultations.

- ***Sector Specific Awareness Sessions***

A further series of over 30 'Awareness Sessions' with specific stakeholder groups such as industry, labour unions, private sector and civil society NGOs, Indigenous Peoples, Toshias, women and youth have complemented the government led sub-national forums. These included a second set of follow up community awareness and outreach sessions organised and led by three Amerindian NGOs for communities in Upper Mazaruni in Region 7 and sub-region one of Region 8 which in which a total of 953 persons participated from ten communities (6 Villages and 4 satellite communities). There is also an ongoing series of community-based consultations organised and led by the North Rupununi District Development Board (NRRDB) catering to sixteen North Rupununi communities in Region 9. Independently funded and organised was a Youth Forum organised by the Bina Hill Institute in Region 9. Three Georgetown-based "Dialogues" organised jointly by Conservation International-Guyana and the Iwokrama International Centre for Rain Forest Conservation and Development were also well attended. Members of the IIED independent monitoring team were present at all

sixteen of the national and sub-national events, and at ten of the 'awareness sessions' organised by the other stakeholder groups. Members of the MSSC were variously in attendance at all of these events which were also discussed during planning and de-briefing sessions held during the weekly MSSC meetings.

- **Timeliness and Flexibility**

The pre-distribution of key documents to Amerindian stakeholders in the remote hinterland areas in a manner timely enough to have allowed for reading of texts and familiarisation of content prior to the preliminary LCDS consultations and sensitisation sessions proved to be a challenge and a main shortcoming of the process. While it is recognised and appreciated that there are distinct logistical and financial constraints in getting such quantities of information into so many remote areas of the country, this was clearly one of the key criticisms and deficiencies of the process. Steps to correct this shortcoming will need to be taken in future phases of information dissemination in the LCDS process with a timeframe set and mutually agreed to by the Indigenous communities, possibly communicated through the National Toshias Council to the LCDS secretariat and Office of Climate Change so that corrective action can be taken in future phases of the LCDS process.

The three-month period allocated for the review of the LCDS draft was likewise criticised by some stakeholders as being too limited a time period, however it needs to be stated for the record that the original time frame was one month and that the Government of Guyana responded immediately to the recommendation by the IIED team for an extended timeframe to the more reasonable (though still limited) three month period, demonstrating **flexibility** and responsiveness. It is also recognised by the monitors that a timetable of international events and schedules had been pre-set as part of the global agenda which naturally influences the time conditions for consultations and revisions of the LCDS. More importantly however is the fact that there is a phased approach to the LCDS consultations which is clearly outlined in the draft document tabled for review as seen on pp 17 – 19. The indicative timeframe presented runs from 2009 to 2020 and onwards. This is laid out in a series of four proposed phases with the preliminary phase 1 designated for 2009 termed "Launching of the LCDS." In particular, phase 2 (2010 – 2012) allows more time for following up with in depth consultations with Amerindian communities with continuing opportunities in other LCDS phases through to the year 2020 and onwards to 2050 etc. The LCDS is, in short, conceived more as an open book than as a closed one in terms of long term **timeliness** and **flexibility**.

- **Information and Clarity**

The IIED team found that the content and text of the LCDS draft itself to have been generally well written and presented and that there was a concerted attempt to present the concepts and proposals in a readable way. The accompanying simplified supplement to the LCDS – the "Frequently Asked Questions" (FAQ) booklet and the additional Information Fact Sheet for Amerindian Communities were useful guides and were generally well received by the communities. It is also a fact, however, that much of the information is new to Guyanese and some of it is quite technical and would not, therefore, be easily absorbed. There is therefore need for simplified, user-friendly versions of the LCDS. Recommendations have been made at the level of the Multi-Stakeholder Steering Committee and by the members of the Drafting Committee for a revising and re-packaging of the FAQ information including that for Amerindian communities.

Recommended are illustrated pamphlets, booklets and guides to the LCDS with accompanying visual aids, charts, maps and other graphics. Such written material importantly needs to be accompanied by audio visual versions and / or key messages from the LCDS – produced as videos and / or DVDs and even animated Power Point presentations. The recent locally produced WWF series "Leaving Ourselves a Living Planet" is a good example to follow. Also suggested are village and / or youth produced short films using the PV (participatory video) method. This may prove a good way to build grassroots understanding and ownership of the LCDS and are necessary for distribution. Information on REDD and on the REDD preparation planning process is equally necessary and similar or better yet, integrated packaging of the LCDS/REDD strategy and plan along the abovementioned lines can be produced and disseminated as soon as feasible for the follow up phases of the

LCDS consultations. It is expected that professional expertise and start-up /seed monies will be deployed in this endeavour.

- **Native Languages Translations of the LCDS**

Bi-lingual translators were catered for in the conceptual framework for the LCDS consultations and were on hand and utilised as required at the sub-national sessions. The Ministry of Amerindian Affairs responded to calls from Amerindian leaders in the early consultations for documents to be produced in their own language. A process of translation into five languages was commissioned, but this was only contemplated for the LCDS factsheet. The complexity of translating written texts should not be underestimated. These are oral languages and the majority of Amerindians are not familiar with the recently developed orthography and the written form of their languages. So that even if these are translated into written documents, they will not be easily read by most. None-the-less, the recent experience of the Makushi Research Unit in North Rupununi has shown that translating sections of the Amerindian Act has allowed for a definite deepening and internalization of the nature and tenets of this law. Given the challenges and time consuming effort involved, it is recommended that the translations be deferred for completion until the revised draft of the FAQ is produced, and to use the updated LCDS text for producing the native languages translations. It is also recommended that quality checks and peer approvals of these translations be done so as to ensure acceptability of same. Alternatively, oral translations can also be made using the revised FAQ. It is recommended that an optional format – that of making an audio-visual film (short documentary – Video or DVD) of bi-lingual translators presenting key concepts and components of the LCDS would be an effective way of getting the message across in a direct and interactive way. Most villages have access to video machines, so showing a video, or playing an audio tape on a tape recorder would be quite suitable.

- **Representation and Accountability**

In terms of **representation** and **accountability** all LCDS consultation activities have been overseen by a Multi-Stakeholder Steering Committee (MSSC) which met every week during the LCDS three month review period (and on a continuing basis) which was chaired by the President. The composition is drawn from relevant stakeholder groups listed in the draft LCDS which is generally based on the UN definition of “major groups”. These are listed in section 2.3 of the Report.³ Requests to expand the membership to include additional groups always met with a positive response from the Office of Climate Change (e.g. additional Amerindian representatives and environmental NGOs). Members of the MSSC took part in planning and participating in the consultation events, reviewed all reports for accuracy prior to their publication on the website and made decisions about publicly posting information, collation of findings, and the establishment of a multi-stakeholder drafting committee to revise the LCDS. The concluding section of the Report lays out a number of immediate next steps required to increase and expand stakeholder representation and pro-active responsibility.

- **Inclusion of Different Groups in the Consultation Process**

Elders, youth, women, labour representatives and Amerindians visibly and vocally participated in the consultations in all of the twenty-five consultations observed first hand by the IIED independent team. The IIED team also observed a healthy ethnic balance present at the National Launch, the Women's and Youth Forums and the three Dialogues held in Georgetown. In terms of **inclusivity**, there appeared to be a genuine effort made to include stakeholders from all walks of life from the ten regions and that the less powerful and vocal were given opportunity to express themselves in their sector specific forums and awareness sessions. Stakeholder feedback, criticisms and recommendations from these out-reach, information-sharing and feedback sessions were utilised to improve and steer the multi-stakeholder process forward and, importantly, is being analysed to inform the revised edition of the LCDS. The level of effort made to reach stakeholder groups in Guyana was found to be compatible with the principles of **representation** and **inclusivity** outlined in the consultation framework. It is the opinion of the Independent Monitoring Team therefore that credible

³ Also posted on LCDS website.

effort has been made to ensure that the consultations were inclusive of all who wished to have their voices heard.

- **Continuity**

The issue of continuity is discussed further below under the section on 'Process for revising the LCDS'.

SPECIFIC ISSUES RELATING TO INDIGENOUS PEOPLES

- **Participation of Indigenous Peoples**

The LCDS recognises and acknowledges the historic stewardship of forests by Guyana's Indigenous peoples. As rights-holders of forest lands an open-ended option is included in the LCDS whereby they can choose (or not) to pledge their forest lands for protection and compensation under the LCDS-REDD proposition for incentives for avoided deforestation. In this preliminary consultation phase, the LCDS was introduced and initial discussions held and feedback received. All of these sessions were well attended. The participants were mainly Toshias, council members and other community leaders including women, youth and elders who made maximum use of the time for questions and comments. An additional opportunity was provided at the National Toshias Council Conference for the elected leaders to deliberate further and to report back from their own community meetings held after the preliminary round of consultations. Phase-specific community by community deepening of discussions, negotiations and decision-making processes with Indigenous peoples will occur during follow-up phases of the LCDS.

- **Recommendation for Indigenous Peoples Working Group⁴**

In order to support the ongoing consultative process, it is recommended that: "An Indigenous peoples working group on REDD and the LCDS be established and recognised by government to assist and support informed and culturally appropriate consultations with Amerindian communities. Indigenous peoples must be able to choose their own representatives to take part in this working group."

- **Principle of Free, Prior Informed Consent⁵**

An independent assessment by an indigenous attorney-at-law was made of the consultation process as it related to Free Prior Informed Consent (FPIC) – see appendix 1. This assessment concluded.

"The LCDS process has been generally guided by the existing national legal framework and policy. However, the adequacy of this framework will determine the level of protection of rights of the Indigenous peoples and their participation in the Strategy. The Guyana Constitution provides appreciable Indigenous rights protection and sets the foundation for the exercise of FPIC. The LCDS has established the principle of FPIC as the standard for Amerindian communities to "opt in" to the forest protection programme. The exercise of the right to FPIC is interwoven into a process which extends over time and requires full participation and involvement of communities or through their chosen representatives at every stage. The LCDS, to date, has made significant efforts to ensure that the requirements of FPIC have been complied with. While the process is not without fault, it could nonetheless serve as the catalyst for the development and sustained improvement of a model for the protection of the right of Indigenous peoples to their Free, Prior and Informed Consent within a national legislative and policy framework".

⁴ Recommendation from Participants Declaration from the Workshop on Indigenous Peoples' Rights, REDD and the draft Low Carbon Development Strategy (Guyana) July 2009

⁵ This section is based on an Independent Opinion prepared for the IIED Independent Monitoring Team by an attorney-at-law specialising in indigenous rights and himself an Amerindian. Mr. David James, attorney-at-law, who sits on the MSSC in an independent capacity and who tracked the sub-national consultations and National Toshias Conference.

- **Land Tenure Issues**

Amerindians comprise 9.1 percent of Guyana's population and currently own approximately 14% of the land with a majority of the communities holding Absolute Titles to their lands. The Amerindian Act (2006) lays out a process for land titling. During the consultations the situation of untitled communities and their rights to FPIC was raised with calls to ensure protection of their rights to their traditional lands and to enable fair benefits for these communities. It is anticipated therefore that the revised LCDS will take on board these appeals and address ways and means of settling such matters. The LCDS draft says that: "The Ministry of Amerindian Affairs is continuing to work to expand land under Amerindian ownership, and extra resources provided through REDD and other forest payments will be used to accelerate this process."⁶ Recommendations were made for garnering of interim funds from donors through bi-lateral funds and other grants to support and expedite this measure.

- **Safeguarding the Traditional Land Use Practice of Rotational Farming**

Current Guyana laws recognise and uphold the traditional land use practice of rotational farming.⁷ The call was therefore made for this not to be classified as either "deforestation", "degradation" or derogatively referred to as "slash and burn". Indigenous peoples called for this to be recognised as a sustainable activity and to be safeguarded as such within the LCDS-REDD programme.

PROCESS for REVISING the LCDS

- **The Goal of Shared Decision-making**

Beyond 'information' and 'consultation' lies the goal of 'shared decision making' namely that the views of the Guyanese public will substantially shape a revised LCDS. Accountability for that aspiration has rested with the operation of the Multi-Stakeholder Steering Committee (MSSC). A multi-stakeholder drafting committee has been suggested and established. Clearly, the **accountability** of that team to the many (and sometimes divergent) views of the Guyanese public will be critical in defining the overall success of this consultation process. To this end, the quantity and quality of stakeholder inputs reflected in the finalised revised draft of the LCDS will be the final arbiter of the degree to which the stakeholder input has been taken into account to inform the outcome in terms of the decisions and the revisions of the LCDS – which itself will stand as the major policy framework for Guyana's development over the next couple of decades.

- **Process for Revising the LCDS**

The system being used for the revising of the LCDS draft entails a comprehensive review and analysis of individual and collective stakeholders' input using a detailed matrix of stakeholder inputs tabulated from all of the various consultations held. The drafting committee has a reasonable balance of government and non-government members drawn from the MSSC. Both of the independent civil society members of the MSSC as well as the national IIED monitors / advisers have been incorporated into the drafting team. While, at this stage, it is simply too early to judge the final outcome of the revised LCDS draft, it is nonetheless verified that the process developed and being utilised by the drafting committee meets **accountability** standards.

- **Stakeholder Continuity Mechanisms for LCDS Financial Oversight & Accountability**

- The LCDS Multi-Donor Trust Fund and Stakeholder Representation**

In terms of **continuity** of stakeholder involvement in oversight the Funding and Financial mechanisms for the LCDS – recommendations for oversight at both international and international levels were made by the majority of respondents. A Multi-Donor Financial Facility has been proposed as a mechanism to serve as the repository for transitional, bi-lateral funding commitments for the LCDS. It is

⁶ Pp 26 LCDS draft (June 2009)

⁷ Also referred to as "shifting cultivation"

anticipated that such a Fund or facility will be administered by the World Bank.⁸ Making provision for a credible, independent and appropriate local civil society presence on the Board of such a mechanism would further strengthen standards of stakeholder oversight and accountability criteria within the LCDS process.

ii. **Role of Parliament**

The question of Parliament's role in the proposed and continuing decision-making as well as financial oversight mechanisms for the LCDS was also raised by key stakeholders and it is agreed as a matter of principle that Parliament will play an essential part in overseeing accountability of LCDS revenues and generally, in overarching decision-making and oversight of matters of national importance in accordance with its role.

iii. **Indigenous Peoples Financial Mechanisms and Role of National Toshias Council**

At the level of the Indigenous peoples, any funding mechanisms for revenues from forests which they may seek to pledge would be under the control of the Indigenous peoples themselves and managed through mechanism(s) to be set up under the National Toshias Council working in tandem with Village Councils with technical, legal and financial expertise provided as may be necessary. This point has been clearly articulated in the LCDS draft document and has been further emphasised in the Stakeholder Consultation Framework and in sub-national outreach meetings and other awareness sessions and at the level of the MSSC. The Indigenous Peoples' financial mechanisms proposed so far include:

- An Amerindian Development Fund for LCDS payments
- Indigenous Peoples' Low Carbon Development Bank
- Indigenous Peoples LCDS Trust Fund

iv. **Indigenous Peoples' LCDS Technical Support (Continuity) Committee**

To provide support in the follow up phases for Indigenous Peoples' negotiations in keeping with FPIC principles, Amerindians have proposed that a technical support committee or support team be established through the National Toshias Council to provide guidance and expertise to the various Village Councils. Such a team of experts, it is proposed should provide technical assistance in legal, environmental (forestry and natural resources), social and cultural matters.

• ***Uptake of Strategic Stakeholder Inputs and Other Recommendations for the Revised Strategy***

The degree to which relevant stakeholder inputs are reflected and treated in the revised strategy will determine the level of stakeholder uptake and decision-making in the process. It will be important to see concerns and recommendations on which there is widespread consensus adequately addressed in the revised LCDS document, as well as other strategic recommendations for coordinating mechanisms and institutional arrangements which include relevant and appropriate multi-stakeholder participation, advice and decision-making roles. For example the following calls were widely reflected in stakeholders' views across the board as tracked by the IIED Team:

- A section on Mining to be included in the revised LCDS which highlights increased monitoring and enforcement of more stringent national and international standards on mining.

⁸ Future funding under the REDD mechanism may be channelled and administered through the World Bank's Forest Carbon Partnership Facility.

- Low-cost financing to allow small miners to gain access to mercury-free technology with training in the same.
- Reforestation and rehabilitation of degraded areas with regulations to be established / strictly enforced with specific reference to mined areas inclusive of bauxite, gold & diamond (and other quarrying) companies.
- Strengthening and supporting sustainability and good governance of forest management in Guyana, and its independent monitoring, through the LCDS / REDD provisions and related MRV system.
- More stringent enforcement of and compliance with forest laws and practices by commercial logging companies, including small operators in order to curb unsustainable forestry activities.
- Afforestation of some savannah lands (fruit trees) etc. and incentives and capacity building in techniques and methods for community-based organic agriculture, savannah farming etc.
- Caution with planning large scale agriculture in the savannah grasslands and wetlands, which also store significant amounts of carbon. Converting these savannah lands to large scale, single crop plantations will require chemical spraying and heavy fertiliser use, mechanisation and invasive infrastructural interventions for D&I which are likely to affect these fragile ecosystems causing imbalances and irreversible negative impacts in the future.
- Environmental and Social Impact Assessments, independently carried out, are recommended for all relevant projects.
- Ecotourism as an important engine for wealth creation, cultural preservation and environmental and landscape protection – especially in the interior of Guyana, but not confined only to this.
- Support for the process in the Amerindian Act for titling of Amerindian land, demarcation and extensions – with funding to speed up this process.
- Consideration for disputed Amerindian lands and mutually agreed measures to be put in place for the resolution of these mutual satisfaction of both parties, so that such Amerindian lands and the respective rights holders to these are enabled to benefit from the LCDS “opt in” option.
- The issue of Amerindian community conserved territories to be given special consideration under the LCDS (with the granting of such status to the Wai-Wai territory setting the precedent) and a special committee led by Amerindians to be set up to advise the National Toshios Council and negotiate with the Ministry of Amerindian Affairs for others to be granted (e.g. North Rupununi Wetlands, Wa Wiiz, Wa Kaduuz in South Rupununi and others).
- Timely and improved information, communications and feedback mechanisms related to LCDS and its implementation generally across Guyana, and especially to Amerindian and hinterland communities.
- Simplified materials on the revised LCDS to be produced and disseminated nationwide with special emphasis on hinterland and Amerindian communities with provision for both oral (audio) and written translations of native languages.

- Financial and benefit-sharing mechanisms related to the carbon payments for Amerindian forests under the “opt in” component of the LCDS are to set up under the aegis of Village Councils and the National Tshaos Council and simplified versions of all such agreements for benefits made available to villagers.
- Arrangements agreed upon by Amerindian communities for “opting in” to the forest carbon payments under LCDS/REDD are to be written as formal agreements / contracts with the “opt out” option also stated.
- Village and Area-based Development and Resource Use involving community mapping, zoning of protected and sustainable use areas and resource uses and projections for economic development initiatives and plans are recommended.
- A Communications Strategy to communicate the revised LCDS is required and to support the implementation and monitoring of the LCDS etc. is required.
- Indigenous Peoples’ Working Group and Advisory Committees to be established by Amerindians themselves to give support to the National Tshaos Council and to strengthen relations and synergy between the NTC, communities and the Amerindian NGOs especially related to the LCDS and relevant REDD mechanisms.
- More prominence in the LCDS given to Protected Areas (not necessarily for the carbon market at this point in time), but because of their intrinsic value to the environment for landscape integrity and preservation, for the global good they provide through environmental services such as biodiversity (there is mention of biodiversity centres in LCDS); as well as for the economic activities linked to community livelihoods through Eco-tourism, research and ecosystem management;
- More prominence in the LCDS of Iwokrama as a model and demonstration of many of the low carbon business priorities cited - including sustainable forestry, wood processing, eco-tourism, and generally in its pioneering thrust for enhancing the nation’s human capital by establishing models for community partnerships and co-management arrangements, benefit-sharing mechanisms and creating new livelihood opportunities for forest-dependent and other Indigenous communities, research and capacity building benchmarks, and for readiness activities for future LCDS business opportunities in Payments for Eco-system Services (PES).
- Youth and education – particularly relating to vocational training in various skills, cartographers, GIS technicians, foresters, ecosystem managers, forest and wetlands rangers, tour guides, climate change specialists, climate change and/ or social scientists etc. as well as in operating relevant small business options;
- Oversight by Parliament of LCDS/REDD financial flows with the inclusion of other stakeholder(s) entity to ensure transparent and effective fund management and to strengthen the role of state and civil society partnerships and joint accountability in the implementation of the LCDS.
- Establishment of a viable LCDS / REDD coordination entity that would align the relevant agencies and line ministries harmonise policy and laws, monitoring and related activities, enable synergy and correlation for all relevant components of LCDS/REDD implementation. In keeping with the trend for multi-stakeholder inclusion and oversight, national non-state entities (civil society / NGOs) will have a role to play in such an agency as well as representation of relevant donor partners on some type of recommended Overview and Advisory Panel to the proposed LCDS/REDD coordination entity.

- More prominence needs to be given within the LCDS of the Guyana-Brazil road link, its consequences and the necessary measures needed to be put in place to regulate and manage its development and maintenance including the need for a well-resourced social and environmental road management plan concerning business opportunities opened up by the road link and potential improvement of the livelihoods of communities in the vicinity of the road as well as to address potential forest loss, degradation of the wetlands and threats to biodiversity, negative social and cultural impacts etc.
- More effective linkages, synergy and contextualisation between the LCDS and the National Development Strategy (NDS), National Competitiveness Strategy (NCS) etc. Recommendation is to integrate and re-position the LCDS as the overarching economic development platform of a new NDS with the vision chapter, social sector chapters and the governance chapter of the NDS all updated for inclusion / extension into a new national low carbon policy framework and development strategy 2010 – 2020.

- ***Intergenerational Commitment to the Guyana LCDS Process***

The establishment of effective continuity mechanisms and appropriate linkages to other national strategies and policy frameworks is seen as key requirements to strengthen and secure stakeholder participation and inclusive decision-making processes within current and future phases of the LCDS.

Members of Parliament, the private sector, the public sector, civil society organisations, academia and environmental organisations as well as the political opposition – in other words all major groups of the society will be required to engage the current and future iterations of the LCDS and, as such, appropriate, timely, meaningful and effective mechanisms must be deployed to ensure the participation of these key partners. The evolution and implementation of the LCDS recognises the intergenerational commitment that sustainable development processes demand as its timelines indicate - 2009, 2012, 2015, 2020 and onwards to 2050 will require a commitment not only of future governments but the evolving society as a whole. To engender this change nationally and to engage the financial and technical support of international partners require Guyanese and Guyanese governments to engage the creative ability of all to harness the experiences of the past to inform this future paths.

1. The historical context for the LCDS

We introduce the Report with an overview of the historical background which informs Guyana's Low Carbon Development Strategy (LCDS). The aim is to highlight some of the background and links that shaped the initiative – and some of the reaction to it.

1.1 International developments and climate change

Forest carbon emissions account for some 20% of all greenhouse gas emissions currently. The total stock of carbon in the world's forests are some 360 billion tons. The total amount of carbon dioxide released by all industry is 6.3 billion tons. It is evident therefore that there is an urgent need to recognise the importance of standing forests through a more progressive regime than the Kyoto Protocol offered. The failure of the Kyoto Protocol to count the value of standing forests has, in the view of many, led to the loss of many thousands of hectares per year of forests and contributed significantly to the current contribution from deforestation of one fifth of all global emissions. That the post-Kyoto arrangements must, as a matter of priority, develop the necessary incentives for the reduction and redress of deforestation is a central theme of Guyana's Low Carbon Development Strategy (LCDS).

There are two main arguments that are being made with regard to forests in the preparatory sessions that will lead to the Copenhagen meeting, the 15th meeting of the Conference of Parties. These arguments are made in the main by countries that support and are arguing for REDD – Reduced Emissions through Deforestation and Degradation – and those who are not. In addition to the national positions there is a division in global civil society along the same axis for the same and different reasons. The argument is that if forests enter as an offset, then the Annex 1 countries – the high emitters of the developed world will simply offset their present lifestyles and polluting production methods by buying credits. The worry is that desired change in behaviour would therefore not occur and the short term fix would delay the critical change needed in the developed world.

Those who support the new regime of incentives that recognise the role of standing forests and seek to develop monetary and market based mechanisms to avoid further deforestation and degradation are demanding that *anything* that can so quickly reduce present global emissions must be adopted as an immediate measure. The argument is that this action alone would offer most immediate relief to the present deteriorating trend of emissions. Also, since the current global financial recession has heralded backsliding by the same Annex 1 countries, who are now cash strapped and do not wish to honour commitments to deeper cuts on the 1990 baseline, it is all the more relevant that the 20% stock of forest carbon based emissions be halted and reversed .

For many rainforest countries – all of whom fall in the 'developing' category – the backsliding on emissions commitments is a potentially large disappointment since the Kyoto Protocol and the CDM (Clean Development Mechanism) proved at best to be insufficient as an incentive and mechanism to retool their societies and offered little or nothing to mitigate pressure on their forest resources. Guyana has decided to tackle this aspect of the dilemma head on by raising the stakes through the development of a strategy that places avoided deforestation at the centre of its economic and development strategy – challenging the paradigm by taking a holistic view on a low carbon development pathway.

Guyana's draft LCDS is an interesting model (especially for other forest rich countries) precisely because it explicitly addresses the broader underlying causes of deforestation (e.g. it attempts to provide economic alternatives to agricultural, industrial and other commercial activities that would not lead to deforestation).

The Guyanese government is not alone in making this argument. Many NGOs argue that an incentive regime that avoids deforestation, while good in itself, does little to retool societies with the urgently needed changes in the manner of production. For example, avoided deforestation does not inherently lower fossil fuel based activities nor change personal lifestyles in the way that ultimately is needed if the increase in global temperature is to be stopped. Guyana's draft LCDS is a framework (however perfect or imperfect) that attempts both to avoid deforestation and retool society along a low-carbon development path and, importantly, in engaging the nation and its partners in a transformative process.

1.2 A common and differentiated responsibility

The global commitment made in the Rio Declaration reads: "In view of the different contributions to global environmental degradation, States have common but differentiated responsibilities. The developed countries acknowledge the responsibility that they bear in the international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command". The Framework Convention on Climate Change (UNFCCC) goes on to state that parties should act to protect the climate system "on the basis of equality and in accordance with their common and differentiated responsibilities and respective capabilities."

1.2.1 International developments and Norway

The Norwegian Climate and Forest Initiative was launched during the climate change negotiations at Bali in December 2007. It forms a leading bilateral example of a developed country shouldering its 'differentiated responsibility' on climate change. The initiative seeks to achieve cost effective and verifiable reductions in greenhouse emissions from deforestation and forest degradation in developing countries (REDD). The working areas of the initiative include all types of tropical forests.

The 20% of global annual anthropogenic carbon dioxide (CO₂) emissions that come from deforestation are not addressed in the Kyoto Protocol commitments. According to the IPCC, reducing emissions from deforestation and forest degradation is an important and appropriate mitigation option, because it is relatively cost effective and can bring about large scale reductions in emissions relatively rapidly.

Measures to reduce deforestation will be essential to achieve the target of limiting temperature rise to 2 degrees centigrade, which depends on emissions peaking by 2015. Reducing deforestation and forest degradation will have substantial benefits in addition to the reduction of greenhouse gas emissions. These include positive impacts on biodiversity and on development, including poverty reduction and indigenous people's rights. Thus reducing deforestation and degradation can produce a triple dividend – gains for the climate, for biodiversity and for sustainable development.

It was against this background that Prime Minister Jens Stoltenberg launched Norway's International Climate and Forest Initiative during the climate change negotiations in Bali in December 2007 - and announced that Norway is prepared to allocate up to NDK three billion a year to efforts to reduce greenhouse gas emissions for deforestation in the developing world.

From the Norwegian perspective it will only be possible to achieve large scale reductions in greenhouse gas emissions from deforestation and forest degradation if these emissions are included in a global post 2012 climate regime. It will therefore be important to be able to demonstrate progress in developing good projects

and solutions, particularly as regards monitoring of emissions, before the December 2009 Conference of the Parties under the Climate Change Conventions (UNFCCC) in Copenhagen.

1.2.2 Guyana

Guyana has some 18.6 million hectares of tropical rainforests – which a combination of sustainability through the longstanding traditional forestry practices of indigenous peoples, government stewardship and economic context have kept intact. Guyana also clearly recognises global environment concerns especially with regard to its sister Caricom nations, mostly small island developing states and their exposure to the ravaging effects of climate change. Furthermore, Guyana itself, with its low-lying coastal belt (some 6 ft. below sea level) is vulnerable to sea level rise and other threats to its agricultural base.

Guyana's new Low Carbon Development Strategy (LCDS) positions the country as willing to work with others to solve these environmental problems. The central premise is that the world needs to break the false debate which suggests that a nation must choose between national development and combating climate change. Instead the LCDS showcases a vision of "how to forge prosperous low carbon economies where national development and combating climate change are complementary, not competing, objectives"⁹.

Guyana has played a significant role in the argument for the greater recognition of standing rain forests at the international level. The seriousness of Guyana's advocacy in recent times was first brought to global attention in 1989 with the dedication at the Commonwealth Heads of Government Conference of nearly a million acres of pristine rainforest (Iwokrama) to the international community for the development of sustainable forestry practices and for research that would underpin such practices including the use of NTFPs. The significance of this offer and approach three years before the Rio Conference and the Biodiversity Convention in particular spoke to an internal dynamic in Guyana that recognised the unique potential of its over 75% forest cover and the unbroken canopy that the Guyana rainforest contained.

The Iwokrama Programme envisioned a multilateral approach to its development, whose original partners were the Commonwealth Secretariat including the United Nations Development Programme (UNDP), the Global Environment Facility (GEF), Britain's Overseas Development Administration (ODA), and the International Development Research Centre (IDRC) of Canada. It is governed by an international board of trustees which also includes Guyanese representation from government, civil society and indigenous peoples. Importantly, in addition to its research and sustainable forestry programme, the Iwokrama programme recognised the rights of the Amerindian communities living within and contiguous to the forests and soon sought to operationalise those rights in a collaborative programme that remains exemplary. One of the significant outcomes of this programme with respect to indigenous people in Guyana has been the establishment of a community-based NGO - the North Rupununi District Development Board (NRDDB). The NRDDB acts as the representative and decision-making body of the traditional rights holders to the Iwokrama forest and who are now the current frontline stakeholder partners in the Iwokrama Programme. In 1992, at the United Nations Conference on Environment and Development, Guyana's representative to UNEP Charles Liburd chaired the working group on the Non-Legally Binding Authoritative Statement of Principles for a Global Consensus on the Management, Conservation and Sustainable Development of all Types of Forest.

Also in 1991, and for the first time since the nationalisation of its major state industries, Guyana entered into negotiations with a Malaysian/Korean firm to establish a forest based company whose stated intention was the production of plywood from lesser known species in the northwest region of Guyana. This company, Barama, was the largest and first FDI in Guyana's use of natural resources since the 1970s. Barama has in the very

⁹ Foreword to the LCDS draft (June 2009)

recent past extended its reach into other areas of Guyana. In recent years, a large fine has been imposed by Barama by the Guyana Forestry Commission for violations of various kinds and Barama has had its FSC certification withdrawn. (Now under new management and heavy scrutiny, the Barama Company, is taking a number of corrective actions.)

While the Iwokrama Programme has struggled from the lack of anticipated financial support from the international community, the reach of FDI investment into the forests of Guyana has grown with the increased investment in logging and milling operations by predominately Asian companies. This period, the late nineties to present, has also seen the decline of established Guyanese timber companies some 50 years old, such as Willems Timber, and the rise of new locally owned entities whose markets are often linked to the growing Asian connections. New value-added products like decking, shingles and construction matting have replaced the more traditional exports, though the majority of exports remained log exports. The exports of value added products like furniture from wood and non-wood materials have not grown significantly due to a number of factors, primarily marketing constraints and competition from more developed markets of Asia.

The 1990s also heralded the setting up of offices and programmes by Conservation International and WWF. These organisations sought to both increase the scientific basis for decision making with respect to the forests and to develop programmes to improve the livelihoods of those people who lived within or near to these forests. These institutions worked closely with the state institutions - the Guyana Forest Commission (GFC) and sectoral Ministries to improve their knowledge base as well as to advocate for sustainable forest practices and for the resources needed for the monitoring of the forest. Their programmes also focused on the empowerment of local communities and helped to augment the best practice of the Iwokrama programme. Other international and national institutions have also joined forces to ensure that the forest of Guyana were maintained while respecting their importance to livelihoods,

The Low-Carbon Development Strategy can be viewed as the next step in a series of thinking on natural resource management in Guyana, and as an elucidation of ideas that have been predicted by a number of relevant policy statements of the Government of Guyana

1.3 Forest policies and institutions

While forestry has been documented in Guyana since the 18th century, formal control of the sector was established by the Crown Lands ordinance of 1887 and the establishment of a Forestry Branch of the department of Mines in 1908. Early regulations were primarily concerned with securing revenue from the sector, with little reference to sustainable management of forest resources. However, a notable exception is the 1929 creation of Kaieteur National Park.

In 1953, the legislative council established the Forest Department as an executive body charged with ensuring systematic management of 29,000 square miles of Crown Forest. While increasing production and maximizing revenues remained central to forest policy, the link between the development of the forestry sector and environmental protection began to be defined. For example, one of the guiding principles of the Forest Department was “the development of the Forest Resource of the Colony as part of an integrated land use policy for the conservation and development of all natural resources.” Similarly, when the Forest Department was incorporated as the Guyana Forestry Commission in 1979, the Commission was charged with ‘the management and control of the exploitation of the forests of Guyana so as to ensure an optimum yield of forest produce and the maintenance or improvement of the environment’.

In 1997 a National Forest Policy was prepared, which identified the overarching objective of forest management as “the conservation, protection, management and utilisation of the nation’s forest resources,

while ensuring that the productive capacity of the forests for both goods and services is maintained or enhanced.” The Forest Policy in fact outlines the inherent dilemma of developing countries that resource rich but economically poor: “While we are aware that there is a national and global responsibility for the sustainable management of Guyana’s tropical rain forests and recognise its vital role in maintaining the earth’s climate and eco-systems, it must be accepted that Guyana’s forests are an increasingly important source of income and wealth for national development.” This situation therefore requires an appropriate balance to address this dichotomy which is best met by sustainable forest management (SFM) with strong laws, codes of practice, compliance regulations and effective monitoring. The Code of Practice of the Guyana Forestry Commission and the Forest Bill of 2009 have increased measures for SFM.

Guyana’s position paper: “Incentives for Avoided Deforestation” lays the premise for the LCDS that our trees are worth more alive than dead and that since they provide an essential environmental service that is a global good, serving as a key defence mechanism against the devastating threats of global warming linked to climate change, that payments for forest carbon storage should be part of the new global arrangements and frameworks being negotiated for the REDD framework agreements.

Currently, as part of the LCDS a new model is being built by Guyana for its Avoided Deforestation commitment through a national Monitoring, Reporting and Verification (MRV) system. The MRV standards which are required for the implementation of the relevant LCDS-REDD forestry components will help to strengthen forest governance, stakeholder oversight on compliance and better secure SFM practice across the spectrum in Guyana.

1.3.1 The New Draft Forest Act 2009

The New Draft Forest Act (Forest Bill 2007) was tabled in Parliament in 2007 and was passed on January 22, 2009 and will become law when assented to by the President.

The Guyana and Norway governments commissioned a study of forest governance and a draft Report entitled “Forest Law Enforcement and Governance and Forest Practices in Guyana” (August 2009) was produced by consultants by Jorge Trevin and Robert Nassi. This report comments that the new Draft Forest Act (2009) has guided forest policy in the last few years and several features of this draft Act, like the community forest management agreements, are being implemented in practice. The Trevin-Nassi study finds that the new draft Act “... promotes the participation of Amerindians and local communities in the development and implementation of sustainable forestry, establishes a comprehensive regulation of the multiple uses of the forests including traditional uses, provides for the declaration of protected areas within a consultative process and in coordination with the Environmental Protection Agency (EPA), introduces the figure of Afforestation Agreement on State Forest between the GFC and any person, and defines procedures for the approval of codes of practice for forest operations.”

The study discusses the current shortcomings, deficiencies and criticisms by stakeholders of forest governance and law enforcement and finds that the enactment of the New Draft Forest Act would be important for any REDD program in Guyana, noting that particularly relevant are “...the provisions for forest conservation of areas of State Forest, the regulation of forest operations through a code of practice which could be amended as required and would have legal status (“subsidiary legislation”), and the fire protection provisions.” The new Act also establishes a requirement of consultation with the Commission before granting any licence for mineral prospecting, mining or petroleum prospecting or production.

1.4 The evolving framework for national development and the LCDS

1.4.1 The National Development Strategy 2001-2010

In 2001 a comprehensive National Development Strategy (2001-2010) was launched. The NDS provides an overarching framework for national development, and has been cited as the guiding document to subsequent sectoral strategies including the Poverty Reduction Strategy (2001) and the National Competitiveness Strategy (2006). In the preliminary consultations held, the continuity link between the NDS which ends in 2010 and the LCDS was articulated.

The National Development Strategy, identifies the need to amend legislation to address

- potential conflicts and valuable synergies between forestry, protected areas and nature tourism;
- conflicts between mining and sustainable management of renewable resources and cost sharing for access, infrastructure and social services;
- achieving a better balance between the economic development of the hinterland and the need for preserving and utilising Amerindian knowledge and cultural assets;
- use of protected areas, national parks as core areas for conserving Guyana's biodiversity to offset risks of losses in areas where higher-impact development is being planned.

1.4.2 The National Competitiveness Strategy 2006

The National Competitiveness Strategy 2006, prepared jointly by the government and private sector in a consultative process, sought to identify and address barriers to economic diversification and growth. While addressing impediments to the development of traditional sectors, including forestry and mining, the NCS outlines a policy framework for the development of non-traditional sectors, including value-added forest products and ecotourism. The NCS does not explicitly reference low-carbon development, however the thinking behind the non-traditional sub-sectors identified as priorities for investment and development feeds into the Low Carbon Development Strategy (LCDS).

1.4.3 The Low Carbon Development Strategy 2009

The LCDS was prepared by the Office of the President and launched as a discussion draft on 8 June 2009. The new LCDS is founded on an economic study, launched previously on 5 December 2008 entitled "Creating Incentives to Avoid Deforestation" which was based on the work of the McKinsey Group hired by the Guyana Government with the support of DFID. The McKinsey report argued mainly for a market-based mechanism and incentives relevant to carbon – based on the value of the currently intact forests to the nation and tropical rain forests as a global good.

- **Draft for Stakeholder Sensitisation & Discussion**

Laid out on pg. 5 of the draft LCDS is a useful summary of the scope of the preliminary stakeholder consultation and sensitisation exercise which is intended to set the stage for further phases of deeper and more specific consultations in the next phases.

"The current draft LCDS (June 2009) is a draft for discussion by national stakeholders. It will kick-start the next phase of consultation among forest communities, following earlier sensitization meetings. Over the coming years, forest based Amerindians – who total approximately 9.1 percent of Guyana's

population and own approximately 14 percent of the land – will have a choice of whether to put their forests into a forest compensation program (side by side with the State Forest Estate). No deadline is being set for when communities must “opt in” – it is envisaged that the process will move at different speeds in different communities, as consultations proceed in line with the Amerindian Act and international norms that seek to gather prior and informed consent from impacted communities.

In addition, safeguards and systems will be developed to ensure the continuing protection of Guyana's tropical rainforests through globally-verified forest and other land use governance standards and transparent, accountable deployment of forest payments”.

- **The “Low Carbon” Planks of the LCDS Economic Plan**

Guyana proposes to eliminate approximately 30% of non-forestry emissions through the use of clean energy and to use payments garnered for its forest carbon storage to embark on its LCDS. Also laid out in the same section (pg. 5) of the draft are the five broad “low carbon” development planks proposed:

- *Invest in strategic low carbon economic infrastructure, such as: a hydro plant at Amalia Falls; improved access to unused, non-forested land; and improved fibre optic bandwidth to facilitate the development of low-carbon business activities.*
- *Nurture investment in high-potential low-carbon sectors such as fruits and vegetables, aquaculture, and sustainable forestry and wood processing.*
- *Invest in other low-carbon business development opportunities such as business process outsourcing and ecotourism.*
- *Expand services to the broader Guyana citizenry, including improving and expanding job prospects, promoting private sector entrepreneurship, and improving social services with a particular focus on health and education.*

Also noted is the fact that Guyana's people and productive land can be protected from changing weather patterns by investing in priority climate adaptation infrastructure which can reduce the 10% of current GDP which is estimated to be lost each year as a result of flooding.

- **General Structure of the LCDS Discussion Draft**

The 33 page LCDS draft was structured in 6 sections: Section 1 outlines global and national challenges and opportunities; Section 2 addresses how to generate the investment needed and building an international partnership; Section 3 outlines how to move the Guyanese economy onto a low carbon trajectory; Section 4 describes plans to build better climate resilience into that economy, for example by upgrading flood defences - as 39% of Guyanese people and 43% of GDP are in regions exposed to significant flooding risk; Section 5 sets out the administrative arrangements for the LCDS and then

- **The Multi-Phased Approach of the LCDS 2009 – 2020 and onwards**

A phased approach for the implementation of the LCDS is set out in the draft document at pp 17 – 19.

Chapter 2: It is recommended that this section, after update and review, be more prominently repositioned in the text of the revised LCDS. The Four Phases of the LCDS are set out in the draft as follows:

- **Phase 1 2009: Launching the Low Carbon Development Strategy.**

This is described as the start-up phase. It involves demonstrating that Guyana is committed and able to carry out the LCDS while protecting its standing forests; gaining broad support for the LCDS within Guyana

through visible support from Guyana's partners; implementing an internationally accepted monitoring, reporting and verification (MRV) system; sourcing capital for strategic investments for the LCDS;

○ **Phase 2: 2010-2012: Building the Foundation for the New Economy.**

This phase anticipates payments from partners, starting with Norway, but requiring the participation of other global partners. Eight specific points are recorded including execution of five to ten priority infrastructure projects "needed to re-orient the economy toward low-carbon growth", attract major international investors in at least three key new economic sectors; implement the most critical climate adaptation measures and signature programs to improve health care and education; align all land-use policies with the LCDS – most importantly, forestry and mining policies; deepen quality and comprehensiveness of the MRV system and other capacities necessary to protect forests; work with Indigenous peoples' groups who want their land included in overall transitional arrangements to incorporate them in the payment regime en route to a full scale REDD program; seek expressions of interest from potential investors in Guyana's expected AAUs from REDD post 2013; if other markets for environmental services (PES) for bio-diversity emerge – their potential will also be examined and expressions of interest considered.

○ **Phase 3: 2013 – 2020 Integrating the New Economy with a Global Climate Deal**

During this longer phase flows of REDD payments and REDD credits are anticipated so as to allow Guyana to build and grow the following three platforms for development. These are: (i) Continued investment in the highest priority low-carbon economic infrastructure and adaptation priorities combined with expanded education/health programs and reaping some benefits from higher value services sectors such as business process outsourcing; (ii) build further capability, as needed, to manage and invest funds, drive economic development projects and deploy the forest MRV system and related capabilities and promote these capabilities throughout government and private sector- with an aspiration to (hopefully) reverse the "brain drain" of skilled labour; (iii) agree on the first wave of REDD investments which will take advantage of opportunities to export forest offset credits into greenhouse gas compliance trading markets that have sufficient availability of offset access rights.

○ **Phase 4: 2020 Onwards, Operating "At Scale" Under Functioning International REDD Regime.**

This phase posits the following: "At the point when financial flows for REDD are at EVN or higher, Guyana should be able to fund its further low carbon development efforts from these flows, and no longer need transitional payments". And indicates if such a point in time is reached prior to 2020, the transitional payments will be phased out.

2. Process for preliminary consultation phase of the LCDS

2.1 The conceptual framework to guide the consultations

As part of the partnership between Norway and Guyana on REDD, and in response to the request of President Jagdeo for independent monitoring of the stakeholder consultation process in Guyana to ensure it complies with international standards, the Government of Norway engaged the International Institute for Environment and Development (IIED) to provide advice to assist the consultation process and to monitor the process on the ground.

What follows in this section is a description of key components of the 'conceptual framework' for the preliminary consultation process that was developed (with advice from IIED), adopted and then publicly announced and made available for comment on the LCDS website throughout the consultation process¹⁰. The intention is to introduce the key principles of this framework once again, before analysing how it was implemented in subsequent sections of this report. The full text of the consultation framework is attached in Appendix 2.

- **Advantages and Disadvantages of Multi-stakeholder Consultations**

Multi-stakeholder consultations have long been promoted as a way of generating better outcomes¹¹. Multi-stakeholder consultation is most needed when the impacts are large and there are big differences of opinion (and differential impacts) about possible courses of action (e.g. when a lot of money is at stake). Such consultations are particularly important when the complexity of the possible courses of action make it difficult to predict what will be best and for whom and different groups have different opinions about the nature of the problem and the priorities for solving it.

The main advantages of consultative processes can be listed as follows:

- Bringing together different stakeholder groups can bring new insights to bear and help all to learn from one another
- Hearing divergent opinion through deliberate consultation can both inform and change attitudes of all involved
- Active participation both avoids the misrepresentation of views or the ignoring of views of those affected by a course of action
- Consultative approaches can lead to better outcomes for example, that work for more of the groups concerned and so avoid political risk

The main disadvantages of multi-stakeholder consultations are:

- They involve significant time to build trust and expense
- They do not guarantee agreement in the end
- Participants can retreat into generic positions without sufficient specificity to test the feasibility of what is proposed.

Windows of Change:

Any genuine effort enable, ensure and support meaningful multi-stakeholder consultations attention should be given to three main pre-conditions for success:

¹⁰ Office of Climate Change 2009

¹¹ Ramirez, 2001

- Setting up of multi-stakeholder decision-making structures that help to reduce the power of the driver of the process;
- Long time horizons – stakeholder groups must be given time, space and resources to meaningfully consider what is being proposed and to come to broad agreements, or negotiated solutions, compromises action the proposal at hand;
- Reflective and adaptive practice – i.e. never seeing outcomes as set in stone, but rather, seeing them as part of a continuous cycle for development and change for the greater good, and building into the process (1) Analysis; (2) Policy formulation and planning; (3) implementation (4) Monitoring and evaluationfollowed by more analysis, policy formulation and planning, implementation¹². It is not unusual for there to be flaws in the policy cycle and progress relies on windows of change.

A genuine multi-stakeholder process will, in the end, countervail against the imposition of top-down decision-making which will suppress any real change or opportunity for influencing the outcomes by taking on board stakeholder concerns and will result in verifiable uptake and inclusion of stakeholders' inputs whatever course of action, policy or strategy, for instance, is at stake.

IIED has been guided by AccountAbility's international stakeholder engagement standard¹³ in advising and monitoring the preliminary LCDS stakeholder process. Guyana is still at the start-up stage and of the multiphased LCDS and its embedded REDD mechanisms for forest carbon financing. "The world is learning REDD – we are all in a learning process" to quote the Norwegian Minister when he visited Guyana and met with an informal roundtable grouping of civil society stakeholders in May 2009 organised by IIED's national monitors. Guyana is helping to lead and shape the world's thinking on REDD and in placing the world's large tracts of remaining tropical rain forests at the centre of the climate change negotiations. The LCDS offers a stakeholder platform for Guyanese to get this new agenda right at the local/ national level so as to offer a reasonable model to the rest of the world.

That there are imperfections in Guyana's political system and sometimes glaring wrong-doing by public and private officials is a plain fact, improving national standards, ethics and accountability is necessary. In a small, but significant way, the stronger the force of stakeholder participation there is in getting the national agenda set and right for the LCDS, the greater the chance for also changing the political culture and the mind set of our nation and for making the changes at individual levels of citizens as well.

In taking decisions that affect many different people there is usually a need for both multi-stakeholder consultation and expert (technical) input. Expert input is most necessary when there are broad gaps in knowledge and capacities. For newly evolving and complex issues such as REDD and, specifically the Low Carbon Development Strategy (LCDS) proposed by the Guyanese government, there is almost certainly a need for both.

2.1.1 Overarching national legislative framework

The consultation process did not occur in a vacuum, but was framed by a number of key Principles and Articles enshrined in the Guyana Constitution (2003) which advance the protection of the culture and way of life of the Indigenous Peoples, the protection of the Environment and the rights of all citizens to participate in decision-making processes of the State. The consultation process as conceived by the IIED team has been appropriately anchored by these fundamental rights and principles.

¹² O' Hara, 2009

¹³ AccountAbility, 2005

- **Article 13**

The principal objective of the political system of the State is to establish an inclusionary democracy by providing increasing opportunities for the participation of citizens, and their organisations, in the management and decision-making processes of the State, with particular emphasis on those areas of decision-making that directly affect their well-being.”¹⁴

- **Article 149 G: Indigenous Peoples Rights**

Indigenous Peoples shall have the right to the protection, preservation and promulgation of their languages, cultural heritage and way of life.

- **Article 149 J: The Environment**

1. Everyone has the right to an Environment that is not harmful to his or her health or well-being.
2. The State shall protect the Environment, for the benefit of present and future generations through reasonable legislative and other measures designed to –
 - a) prevent pollution and ecological degradation;
 - b) promote conservation; and
 - c) secure sustainable development and use of natural resources while promoting justifiable economic and social development.

- **Article 154 A: Protection of Human Rights**

Subject to paragraphs 3 & 6, every person as contemplated by the respective International Treaties set out in the Fourth Schedule to which Guyana has acceded is entitled to the human rights enshrined in the said international treaties and such rights shall be respected and upheld by the executive, legislature, judiciary and all organs and agencies of Government and where applicable to them by all natural and legal persons and shall be enforceable.

2.1.2 Approach

A non-prescriptive approach was adopted so as to encourage broad-based participation and to allow for independent self-mobilisation by stakeholder groups, individuals and caucuses to review the LCDS and provide inputs and recommendations to the draft LCDS.

Initial awareness events organised by the Climate Change Secretariat within the Office of the President would introduce the LCDS, first at a national launch event and then through a series of sub-national meetings. The preliminary stakeholder feedback, criticisms and recommendations from these meetings would be analysed and used to improve and steer the process forward into further avenues agreed by the participants at those meetings. Time for self-mobilisation by stakeholder groups was seen to be a key issue. These follow up sessions organised by the major stakeholder groups and NGOs themselves were then expected to elaborate stakeholder positions and perspectives. Once these positions and perspectives had matured, the intention was that they should then be submitted in writing to the Office of Climate Change for potential uptake into a revised LCDS where consensus was reached. A drafting committee was to be established to capture all relevant comments and to revise the LCDS based on submissions from all stakeholder groups.

¹⁴ Article 13, Constitution of the Cooperative Republic of Guyana (2003) Chapter II, Principles and Bases of the Political, Economic and Social System)

The preliminary consultative process was scheduled to be conducted over a three month period (8 June – 8 September 2009), using the LCDS Launch date as the start of the national dissemination/ feedback and review process of the draft document. The intention was to foster a process flexible enough to cope with the widely different capacities and options for participation and communication across the country – giving people a choice of how to participate and provide input and feedback – and at what level – in a free and varied way. It was anticipated that participation and feedback could be at individual, village, community, district, sub-national, national and sector specific levels. Views from the wider Guyanese Diaspora were also to be encouraged and would be welcomed and noted.

Since a healthy, inclusive and transparent stakeholder consultation was envisaged, it was anticipated that this process would give rise to divergent views and permit the airing of concerns and criticisms. Recording, summarizing, and documenting stakeholder perspectives and working group reports was therefore felt to be a key component for verifying and ensuring that stakeholder opinion is captured for the record and where consensus is reached and where it is not. A strong commitment was made to note and record divergent views. Where no consensus could be reached, the plan was to record these views on an “agree to disagree” basis. Where feasible and / or required a commitment was tabled to try and resolve any impasses over time by the stakeholders groups who have disagreements between and among themselves and / or with Government.

In terms of recording stakeholder perspectives, agreement in principle with the thrust of the LCDS draft and common ground on content and approach reached by stakeholders during the LCDS draft review was to be documented and recorded as such. Relevant recommendations, amendments and suggestions for viable new initiatives that might be financed through the LCDS were to be submitted by stakeholder groups and / or individuals and recorded and made public in a timely manner.

2.1.3 Targeted stakeholder groups and consultation mechanisms

The underlying principle was that any group of stakeholders could organize themselves into a focus group, caucuses or broad based forum to advance their own views, concerns, consensus positions, divergent opinions and seek the assistance of resource personnel from the Office of Climate Change, the MSSC, and, of course, any other technical and expert opinion from any source. At the outset, however, key stakeholder groups were identified inclusive of decision-makers, state and non-state / civil society actors, forest dependent people including rights holders to forests - such as the Indigenous Peoples, other forest resource users, regulatory agencies and other relevant “major groups” (adopted terminology of the UN and Agenda 21).

- All Members of the Parliament
- All Toshaos and Members of Village Councils
- Forestry Business Community
- Mining Business Community
- Major Private Sector Organisations
- Organised Labour
- Guyanese Non-Governmental Organisations (NGOs)
- International Environmental NGOs
- Youth
- Women
- Indigenous peoples
- Academia
- Professional associations

The consultation process was, however, to be open to all Guyanese and other interested parties. In the spirit of a non-prescriptive approach for the LCDS stakeholder review process the following options and types of stakeholder dialogue, discussion and feedback methods were listed for reference and use by stakeholders. Any other suitable or preferable form for convening stakeholders and effecting LCDS reviews were also officially welcomed and that there would be continuing discourse and engagement with the LCDS as REDD related protocols, developmental programming, the MRV systems and community-based projects etc. got underway.

A variety of forms and ways for stakeholders to engage with the LCDS propositions were suggested:

- Focus groups / study groups
 - Forums & Speak Outs
 - Round Tables
 - Presentations & Briefings by Resource Persons / Technical Advisors to Stakeholder Groups followed by Open Floor Discussions
 - Community Meetings
 - National LCDS Conference(s)
 - Written Submissions by individuals and groups
 - LCDS Website
 - LCDS Bulletin Board on Website to post progress reports, recommendations, comments, divergent views, and supportive statements and to serve as a virtual interactive mechanism to track the stakeholder reviews of the LCDS draft.
 - LCDS Media Columns
 - Op Eds in Press
 - TV Talk Shows with LCDS Stakeholder panels
 - Call In Programmes
 - Text Messages through GTT
 - Stakeholders self-facilitated / self-mobilised sessions
 - Facilitated sessions for stakeholder groups
 - School and Youth Forums
 - Women's Forums
 - University Forum
 - Youth Parliament
- **Debate in Parliament**

A commitment was made to table the LCDS in Parliament for discussion and debate in order to provide the elected officials with a focused opportunity to make input into the current draft of the LCDS, and in any other manner take collective ownership of the LCDS.

2.1.4 Proposals made by the IIED team for facilitating information and feedback

Website

It was also proposed that the LCDS Website would post comments and submissions and would provide summaries of stakeholder consultations and stakeholder feedback. It was proposed that an LCDS Bulletin Board be a feature of the Website which will publicly track stakeholders' submissions to and comments on the LCDS draft. The Website would also record statements of support in principle for the LCDS, criticisms and concerns, divergent views, and recommendations. It was hoped that in that way the spectrum of public opinion will be recorded and documented in a transparent and open way.

Facilitators

In the preliminary national consultations themselves, it was recommended that the Office of the President use the option to utilise independent and experienced facilitators to ensure meaningful and effective participation, stakeholder ownership of the process and outcomes, non-partisan and professional outcomes and to pre-empt any accusation of the manipulation of the outcomes.

Rapporteurs

To assist the LCDS Facilitators in competent and timely feedback reports to stakeholders and general documenting of meetings and process, it was recommended that a pool of rapporteurs be identified and coached in recording of stakeholder discussions and dialogue that will reflect the recommendations made, areas of consensus reached and divergent views expressed for the record.

Stakeholder Drafting Team

A small drafting team with stakeholder involvement was to assist with the LCDS drafting process as part of finalising of the revised LCDS edition.

2.1.5 Specific provisions for indigenous people's participation

Guyana's Indigenous Peoples have jurisdiction over the forests in all their own titled lands which are legally held by them under the Amerindian Act. The Government of Guyana has jurisdiction over state forests and other state lands and can therefore only commit such forests and lands to the LCDS. Therefore inclusion of lands under Amerindian jurisdiction in the LCDS could only be determined by the Indigenous communities themselves after they have been engaged in appropriate consultations in their own time and in their own way to decide whether they wished their lands to be included and on what terms. The LCDS stakeholder review process was designed to enable Indigenous Peoples' full participation in accordance with the Amerindian Act and international norms through a series of consultations during the initial three month period following on from the National Launch.

The Indigenous Peoples' consultations were not to be limited to this period, however, since it could only be an open invitation for them to opt in to the LCDS at any time. Indigenous peoples' forums, meetings, Village Council meetings and District, sub-regional and regional level discussions and consultations were anticipated so as to have the opportunity to fully ventilate the pros and cons of the LCDS as perceived by Guyana's Indigenous Peoples and to ensure that any decisions made by them would be in their best interest and meet with broad consensus. Financial and technical and other forms of assistance were agreed to be facilitated upon request to the secretariat of the Climate Change office and, of course, supplied from other sources available to the Indigenous Peoples' including that of a proposed LCDS Multi-Stakeholder Steering Committee (MSSC).

In order to adhere to the free, prior, informed consent (FPIC) principle that is referred to in the LCDS draft, the consultations of Guyana's Indigenous Peoples were planned to be structured so that communities had space to meet independently of the formal consultation process in order to develop their positions. Provisions for native language translators were committed for the process where necessary and / or requested.

A clear statement was made that should any Amerindian Village or Villages wish to pledge their forests and to "opt in" then a specific set of deepened consultations and negotiations would be held with any such community to jointly work out details and arrangements for this.

The option for Indigenous Peoples to add their forests for forest carbon payments under the LCDS/REDD arrangements was explicitly stated to be open ended and Amerindian communities could enter into the LCDS arrangements as they saw fit now or in the future. It was also stated in the LCDS that Indigenous communities

could also choose to withdraw – to “opt out” from the LCDS even after they may have decided to pledge their forests in order to gain revenues from the carbon market as outlined in the LCDS.

It was made clear during Stakeholder briefings prior to the Official Launch of the LCDS draft on 8 June 2009 and during the preliminary consultations and sensitisation sessions, that any revenues which were forthcoming to Indigenous Peoples who “opted in” and who pledged their forests for trade in the carbon market would be held solely by the Indigenous peoples themselves whose forests were pledged. In this regard, there was no indication that the State would have any control over such revenues for forests under Amerindian Village jurisdiction. However, so that all Amerindians could stand to benefit from the LCDS, including those whose lands did not contain forests, included in the LCDS draft was a recommendation to establish an Amerindian Development Fund into which these revenues would be placed. Possibly, such a Fund might be managed by the National Toshias Council (NTC), with some level of oversight by the Indigenous Peoples’ Constitutional Commission (IPC) and the Ministry of Amerindian Affairs. Other recommendations and proposals by Amerindians themselves were expected to be put forward during the stakeholder consultations and these would help to decide and define the most appropriate financial mechanisms to be established. All such discussions would be recorded and disseminated in a transparent manner.

2.2 Standards and principles for the LCDS stakeholder consultations

In preparing this Framework to guide monitoring and assessment of the stakeholder process, the advantages and disadvantages of consultation as a method and lessons from other processes were taken into account. Some of these are outlined in Annex 3.

In addition to monitoring and tracking the consultations themselves and advising / participating in the MSSC, the independent team led by IIED were to conduct an assessment of the process and produce a report of the findings which it hopes would be a fair record and credible both nationally and to the international community.

The following nine principles were agreed by the Government of Guyana and the Multi-Stakeholder Steering Committee to define the process of consultation and to set the standards by which the consultations would be assessed.

- **Transparency**
 - Stakeholder consultations will be held openly and organised as far as possible by the stakeholder groups themselves.
 - Opportunity will be provided by stakeholders to meaningfully consult with the relevant parties with actual decision-making power at levels of the State as well as with other stakeholder groups.
 - Consensus opinion and / or dissent, support for and buy in to the LCDS, divergent views and criticisms – all will be freely given, documented and made public for the record, so as to ensure stakeholders views are counted and can contribute meaningfully to healthy debate, discussion and stakeholder participation without fear or favour.

- **Inclusivity**
 - Effort will be made to engage all relevant stakeholders and citizens generally, in such a way as does not obviously favour more powerful or vocal groups.
 - The right of any group or citizen to engage or not engage the process, if they so choose will be recognised.
 - Care will be given to enable and ensure less resourced and less visible organisations to participate in the consultation process through public information, targeted advocacy and other means.

- **Information**
 - Information will be prepared and will be disseminated and reasonable time allowed for stakeholders to make an informed decision
 - Effort will be made to make the content of the LCDS draft document explicit and available in a timely manner to key stakeholders during the initial review process June - August 2009 - and on a continuing basis after that for further stakeholder review and input as necessary.
 - The LCDS draft will be made available to all identified stakeholders and the wider public through a number of information-sharing mechanisms including a website. All inputs will be posted on this website in a timely and accessible manner to enable continuous review of the results of consultations, comments and other inputs in order to strengthen the participatory process and to engender a flow of information to the wider public and to encourage feed back.
- **Timeliness**
 - Stakeholders will be informed of the consultation process with enough anticipation and timeliness to ensure: (i) views can be aired within stakeholder groups (ii) informed inputs (either consensus or an agreement to disagree) can be prepared by those stakeholder groups, and (iii) informed inputs can really shape the trajectory of the process, rather than merely endorsing decisions that have already been taken or in which only minor adjustments are possible.
- **Representation**
 - The coordinators of the consultation process will strive to ensure that the way in which individuals are grouped as 'stakeholders' and represented in the consultation processes has legitimacy and acceptance on their own terms.
- **Flexibility**
 - Methods of engagement will be discussed with stakeholder groups in advance and will be flexible in the face of unforeseen circumstances or disputes.
- **Clarity**
 - The roles of expert resource persons, such as monitors, advisers, technical assistance providers, facilitators, as well as stakeholder representatives and other decision-makers will be differentiated and it will be clear who they are working for and what their respective roles and responsibilities are.
- **Accountability**
 - A commitment is made to accurately capture stakeholders' views, clearly acknowledge them, factor them into decision-making and ensure that they are taken into account in such a manner that their acceptance or rejection in the outcome is evident. (Recognising that - where divergent views are expressed there are reasonable and transparent statutory, economic, social or environmental grounds for preferring one alternative to another.)
- **Continuity**
 - The multi-stakeholder process will not stop at the conclusion of the consultative review of the LCDS but will continue as necessary as the LCDS is implemented and the monitoring and evaluation phases commence.

Independent monitoring against these nine criteria of the LCDS stakeholder process was to be carried out by an independent team led by IIED. See section 2.5 below.

2.3 Scope and extent of consultation activities and media outreach

2.3.1 Snapshot of location, number and structure of meetings

- **Geographical Reach**

Following the national launch event on 8 June 2009, the Office of Climate change implemented a series of consultation exercises that spanned all regions of Guyana. These preliminary consultation exercises were used as an interactive vehicle to sensitise Guyanese about the LCDS and to disseminate the LCDS draft document and its simplified supplements which consisted of an accompanying booklet entitled Frequently Asked Questions (FAQ) that was intended to serve as a general guide to the LCDS, and a Factsheet entitled "Important Information for Amerindian Communities".

- **Types of Meetings**

These sensitisation and feedback sessions were organised into two broad categories: Sub-national consultations and Awareness Sessions. However events were variously described as community outreach sessions, forums, dialogues, conferences, national conversations, etc.

- **Summarised Quantitative Analysis**

Based on figures tabulated to date some 50 public stakeholder events and sensitisation sessions on the LCDS were held between June 8 and September 8, 2009 in all ten regions of Guyana.

The sub-national consultations and community outreach sessions were held in seven of Guyana's ten regions and involved a total of 222 communities. Amerindian communities from all ten regions attended the sessions. Small towns and / or urban centres in the hinterland and on the coast also hosted these preliminary consultations (Mabaruma and Port Kaituma in Region 1, Anna Regina in Region 2, Port Mourant in Region 6, Bartica in Region 7, Mahdia in Region 8, Lethem in Region 9 and Linden in Region 10). Forest dependent peoples resided in most of these communities.

Additionally, over 30 other "awareness sessions" were held, mainly organised by and to include the major civil society groups such as women, youth, labour, Indigenous peoples, social service providers environmental agencies, academia etc. and these were held in Georgetown and other urban and peri-urban centres and spread over three coastal regions.

In addition, the LCDS was debated in the newly constituted National Toshias' Council which comprises 174 elected members from all the Amerindian communities in all regions of the country.

- **Format and Structure of the Preliminary LCDS Consultations**

Sub-National Level

The sub-national sessions were organised by the Office of Climate Change and were more formal and somewhat old-fashioned in style with head table etc. set up and chaired by a local Toshias or other official and conducted as Open Forums.

A typical team consisted of one of two Ministers and usually included the Minister of Amerindian Affairs and / or senior staff members, (others who participated at one or more session were Minister of Regional Health, Minister of Agriculture, Minister of Finance, Minister of Foreign Affairs, Minister of Education), a technical officer from the Office of Climate Change, representatives of three Amerindian NGOs and at least one independent monitor from the IIED team. The sessions were hosted by Toshias of the respective Villages or

regional officers from the host districts. At all of the sessions a prayer was said and the National Pledge recited and in many sessions cultural items – songs, traditional dances or poems were also presented. The key presentation was provided by the OCC representative who presented a simplified explanation of global warming / climate change, the role of forests in combating this and the carbon sequestration cycle and the main planks of the LCDS. The Amerindian NGOs all introduced themselves and made short presentations and interventions during the sessions.

- **Note on Methodology**

(Advice from the IIED team on methodology, tools and techniques was not solicited in the planning or design of the sub-national sessions). However, it must be said that the open forum style was maximally used by participants for questions, clarifications, opinions, criticisms, objections, challenges and recommendations as well as for raising a number of key issues and concerns and the urgent developmental needs of the communities. They were all therefore highly interactive and produced a rich quality of valid feedback. In this sense, therefore, the form of the meetings did not inhibit the content of information. None the less, it is recommended that in the follow up phases that greater attention be given to more participatory methods and processes for deepening discussions and content of stakeholder feedback, and that some innovative techniques be utilised and introduced. Highly recommended are community discussions that can last for more than one day to better allow for reflection and digestion of information and opinion and for decision-making. As far as possible, community selected personnel should serve as leaders or co-leaders of such sessions and the communities should direct the consultations with the help, if needed, of a trained facilitator. Community teams should also be trained as LCDS facilitators, community consultants and support personnel for the ongoing health, success and stakeholder ownership of the LCDS itself. Where possible, this should be connected to the understanding of the MRV system the REDD framework and to the REDD readiness plan.

- **Note on Public Promotional Events**

The Office of Climate Change also use a calendar of events to make sure that the LCDS is promoted at important events, such as at the opening of Amerindian Heritage Month in September, at the annual trade show and exposition “GuyExpo” co-convened by the Private Sector Commission and the Ministry of Tourism, Industry and Commerce (1 October 2009) in the National Exhibition Site, and at other similar events, including the Rupununi Expo which is scheduled for November 2009 etc. While some of these promotional events aim to popularise the LCDS and this is commended, it is felt by the IIED team that, while well intentioned, they run the risk of being relegated to sloganeering since they have not to date captured the transformational possibilities for business and commerce as envisaged in the LCDS. However, there is valid potential for such events to deepen and credibly showcase “low carbon” ideas and examples. In the future, therefore, it is suggested that thematic areas should be reserved at these events to showcase types of products and innovations etc. more in line with the vision and the priorities set by the LCDS itself.

Table 1. Completed record for sub-national consultations on the LCDS

	Date	Region	Location	Stakeholders Present	Persons Registered
1	19/6/09	9	Benab, Annai	Amerindians / Hinterland residents North Rupununi and South Pakaraimas including BHI	250 from 27 communities
2	20/6/09	9	St Ignatius Benab, Lethem	Amerindians / Hinterland communities Central and South Central Rupununi, including Lethem	301 from 39 communities
3	21/6/09	9	Aishalton Secondary School	Amerindian / Hinterland residents 165 persons from Deep South	165 from 11 communities

4	26/6/09	1	Hosororo Secondary School	Amerindians/ Hinterland residents Mabaruma North West District	179 from 21 communities
5	27/6/09	1	Port Kaituma Secondary School	Amerindians / Hinterland residents from North West and Port Kaituma	134 from 6 communities
6	28/6/09	1	Santa Rosa Primary School	Amerindians communities Hinterland residents	431 from 15 communities
7	29/6/09	2	Anna Regina Secondary School	Amerindians / & residents from Essequibo Coast	234 from 23 communities
8	6/7/09	10	Muritaro Primary School	Amerindians / Hinterland residents	134 from 18 communities
9	10/7/09	6	Port Mourant Secondary School	Berbice & Corentyne residents & Amerindians from Orealla and Siparuta	365 from 12 communities
10	12/7/09	7	Bartica Secondary School	Amerindians / Hinterland residents	97 from 7 communities
11	12/7/09	7	Kamarang Secondary School	Amerindians / Hinterland residents	145 from 10 villages
12	13/7/09	8	Mahdia Secondary School	Amerindians / Hinterland residents	84 from 5 villages
13	13/7/09	8	Kato Primary School	Amerindians / Hinterland residents	169 from 16 villages
14	15/7/09	10	Linden Constabulary Hall	Residents from Linden and Wismar and from 3 Amerindian communities	118 From 3 Amerindian communities & from Linden and Wismar
15	30/7/09	4	National Conference Centre	National Toshao's Council Meeting	

• Awareness & Outreach Sessions

Stakeholder groups were urged, both in the consultation framework, at the launch and in media coverage to organise and lead their own discussion forums. In addition, therefore, to the schedule of preliminary national / sub-national consultations which were held across the ten Regions and the three Counties of Guyana, an additional 33 “awareness and outreach” stakeholder sessions and events were also held to provide for further and more focused discussions on the LCDS.

These meetings were more varied in structure and form and some were led and / or organised with more scope for flexibility and informality. Support was also available from the OCC in terms of technical personnel providing the standard, simplified presentation or variations of this, and this was welcomed and utilised.

The Awareness Sessions schedule included meetings of miners and forest producers, women and youth forums, discussions with members of the Federation of Independent Trade Unions (FITUG), an event sponsored

by the Private Sector Commission, briefings for the Rotary Club, an interactive forum discussion sponsored by the Boy Scouts Association, a three day Indigenous Youth Forum sponsored by the Bina Hill Institute, a series of follow up community outreach sessions to deepen information and feedback on the LCDS with sixteen Indigenous communities in North Rupununi, Region 9 and led by the NRDDDB and in Regions 7 and 8 led by Amerindian NGOs.

A number of these sessions were organised and financed by the organising groups themselves, such as those from the private sector, miners' association etc. and by environmental organisations. There was also a commitment expressed that any group wishing further opportunities to discuss these issues or present their interests would be facilitated so to do both in terms of technical and financial assistance. To the best knowledge of the monitors every request presented to the Government of Guyana for any such additional consultations has been met with in a positive manner, presented for approval at the MSSC. After a request from youth organisations the Government of Guyana supported an event with more than 400 students from all of Guyana's regions held on 14 August 2009. The NRDDDB received support for conducting LCDS outreach themselves in sixteen communities in the North Rupununi. A request for a two week field mission for follow up community sessions with Indigenous Peoples in Regions 7 and 8 was put forward by the Amerindian NGOs and approved resulting in ten community meetings being held and 953 persons participating, including some secondary school students. Of particular note is the large number of meetings organised by the Guyana Gold and Diamond Miners Association (GGDMA) in association with the Guyana Geology and Mines Commission (GGMC), where uniquely among these awareness session the GGMC requested time to consolidate findings before releasing those reports. The reports have now been released and inspected by the IIED monitoring team.

Beyond the Government itself, two institutions, Conservation International (CI) and Iwokrama International Centre organised an independent series of Stakeholder Dialogues on the LCDS on three themes: Capacity Building, Sustainable Livelihoods, and Multilateral Environmental Agreements which were attended by a reasonable number of people in Georgetown. At these Dialogues, invited experts provided lead presentations with inputs from the Office of Climate Change which were followed by open floor discussions. These events were recorded and reports produced by the OCC rapporteurs as well as an independent combined report produced by the organisers. More recently a process of cabinet outreach commenced under the heading of 'Conversations on Development' with the first interactive session at the National Conference Centre on 22 August 2009. These will be followed by further conversations in region 4 along the coast. (See Table 2 below).

Table 2. Schedule of awareness sessions

	Date	Region	Location	Stakeholders Present	Organisers
1	2009/07/13	4	Regency Hotel	Forest Producer Association Members	FPA/GFC Private Sector/ Forest Industry
2	2009/07/16	8	Kurupung Primary School	Miners	GGDMA / GGMC Private Sector /Miners Assoc.
3	2009/07/17	10	Kwakwani Kwakwani Primary School	Miners	GGDMA/GGMC Private Sector Miners Assoc.
4	2009/07/18	7	Tamakay Kool Breeze Hotel	Miners	GGDMA/GGMC Private Sector / Miners Assoc.
5	2009/07/18	8	Puruni Landing GGMC Mining Station	Miners	GGDMA/GGMC Private Sector/ Miners Assoc.
6	2009/07/18	8	Frenchman Creek	Miners	GGDMA/GGMC

			GGMC Mining Station		Private Sector/ Miners Assoc.
7	2009/07/18	1	Arakaka	Miners	GGDMA/GGMC
			Arakaka Primary School		Private Sector / Miners Assoc.
8	2009/07/18		Aranka/Aranguy	Miners	GGDMA/GGMC
			Jerrick's Shop		Private Sector / Miners Assoc.
9	2009/07/20	8	Imbaimadai	Miners	GGDMA/GGMC
			Paul Persaud's Shop		Private Sector / Miners Assoc.
10	2009/07/20	1	Matthews Ridge	Miners	GGDMA/GGMC
			Matthews Ridge Primary School		Private Sector / Miners Assoc.
11	2009/07/20	7	Itaballi	Miners	GGDMA/GGMC
			Itaballi Primary School		Private Sector/ Miners Assoc.
12	2009/07/20	10	Linden	Miners	GGDMA/GGMC
			Linden Constabulary		Private Sector/ Miners Assoc.
13	2009/07/21	4	Carnegie School of Home Economics Board Room	Women Leaders from various organisations	Women's Bureau / Women's NGOs
14	2009/07/21	4	Forest Products Development Marketing Council	Working Group for Agriculture Sector	FPDMC
			Conference Room		Private Sector / Forest Industry
15	2009/07/23 & 2009/07/24	9	Youth Learning Centre of the Bina Hill Institute, Annai	Youth Leaders of North Rupununi	Bina Hill Institute, Region 9
					Indigenous NGO
16	2009/07/24	7	Jawalla	Miners	GGDMA/GGMC
			Jawalla Health Centre		Private Sector /Miners Assoc.
17	2009/07/28	4	Xenon Academy	Students	Xenon Academy
			Grove		Youth Group
18	2009/07/29	National	Hotel Tower	Miners	GGDMA/GGMC
					Private Sector/ Miners Assoc.
19	2009/07/29	4	Pegasus Hotel	Rotarians	Rotary Club of Stabroek
					Private Sector / NGO
20	2009/07/29	2	Anna Regina	Forest Producers Association	FPA
			Essequibo		Private Sector/ Forest Industry
21	2009/07/30	4	Cheddi Jagan Research Centre Kingston – FITUG	Labour Union Branch Officials	FITUG
					Labour Union
22	2009/07/31	4	Institute of Business Education Industry	Students	IBE
					Business School
23	2009/08/11 – 2009/08/13	National	Sophia Exhibition Centre	Scouts, NAPS, Help & Shelter, EPA	Scouts Association of Guyana
					Youth / NGO
24	2009/08/15	National	International Conference Centre	Youths	Ministry of Culture, Youth & Sport

25	2009/08/22	4	International Conference Centre	"Conversations on Development"	Cabinet
26	31/08/09	5	Tain, Berbice	General Public Members of Trade Unions	FITUG
27	July –Aug ongoing'09	9	North Rupununi Communities 16 communities targeted	Village Leaders and Villagers	Labour Union NRDDB
28	Sept 09	7	Upper Mazaruni, Region 7;	Village Leaders and Villagers	Indigenous-NGO NADF, GOIP, TAAMOG Amerindian NGOs
29	Sept 09	8	Sub-Region 1 of Region 8	Village Leaders and Villagers	NADF, GOIP, TAAMOG
30	07/ 2009	4	University of Guyana	Lecturers and Students	Amerindian NGOs, University of Guyana
31 – 33	08/2009	4	Series of 3 "Dialogues" - Capacity Building - Livelihoods - Multilateral Environ. Agreements	Open Forum Session held with the President Guyanese Citizens and other Residents	CI & Iwokrama

2.4 Oversight through the multi-stakeholder steering committee

Taking on board the proposed list of key stakeholders put forward in the conceptual framework for the consultations, the following list comprises the current institutional membership of the Multi-Stakeholder Steering Committee (MSSC). The MSSC is chaired by the President of Guyana; it has established statutory meetings every Tuesday and has held a total of 17 meetings to date. Summarised minutes of each meeting are posted on the LCDS website.

MSSC Institutional Membership Listed in Alphabetical Order:¹⁵

- o Conservation International - Guyana
- o Environmental Protection Agency
- o Federation of Independent Trade Unions of Guyana
- o Forest Producers Association
- o Guyana Forestry Commission
- o Guyana Geology and Mines Commission
- o Guyana Gold and Diamond Miners Association
- o Guyana Trades Union Congress
- o Guyanese Organisation of Indigenous Peoples
- o Individual Capacity Mr David James (Attorney-at-Law specialising in Indigenous Rights)

¹⁵ All of the four Amerindian NGOs were invited to participate as MSSC members and all four accepted from the inception, one of these NGOs, the APA, subsequently withdrew, citing lack of time due their own busy schedule and the need to consult with their principals. The Iwokrama International Centre for Rain Forest Conservation and Development was also invited, but having been commissioned by the Governments of Guyana and Norway to assist with a study of forest governance and legislation in Guyana, it was agreed that Iwokrama would join the MSSC after submission of the commissioned FLEG Report so as to avoid any conflict of interest.

- Individual Capacity Mr. Joe Singh (Maj.Gen rtd.)
- International Institute of Environment and Development (Monitors / Process Advisors)
- Ministry of Amerindian Affairs
- Ministry of Agriculture
- Ministry of Culture, Youth and Sport
- National Amerindian Development Foundation
- National Tshaos Council
- North Rupununi District Development Board
- Office of Climate Change
- Office of the President
- Private Sector Commission
- The Amerindian Action Movement of Guyana
- Women's Affairs Bureau
- World Wildlife Fund

- **How the MSSC Functioned**

Weekly meetings were convened of the MSSC which worked to an Agenda and which was chaired by the President. In the first phases, each sector representative or representatives reported on what was being planned in terms of dissemination and consultations of the LCDS, and / or provided updates and reports of sessions held. Where proposals or schedules had been drawn up for events, these were presented and discussed and agreed upon.

Reports and de-briefings after sessions were held were also provided after stakeholder consultation sessions were held. The draft reports from rapporteurs were also presented discussed and corrected as necessary at MSSC meetings and approved for posting on the LCDS website as part of the public record.

Issues, concerns and recommendations were also flagged and discussed by members at these meetings and actions and decisions made. In this regard, feedback from miners and loggers, farmers and Amerindian communities proved to be very valuable and led to the planning of follow up meetings and / or support for other appropriate community-based action.

In keeping with the conceptual framework for the consultations, a general decision was made to post all views received by the OCC on the LCDS website so that the diversity of points of view, divergent opinions, criticisms and objections could be all part of discussions. The website suffered from some technical and efficiency problems from time to time, but was, in principle, a good mechanism to have established. There was a policy of free and open discussion at the MSSC meetings, and the IIED team representatives were privy to all matters discussed at MSSC and played a pro-active role.

There is general agreement that the MSSC and / or some similar multi-stakeholder body should be established as a formal stakeholder continuity mechanism for the implementation stages of the LCDS.

The MSSC in its next form and phase would benefit from an even greater number of key civil society organisations joining its ranks so as to broaden and deepen representation on the MSSC and this is strongly recommended for the succession of the MSSC in future phases of the LCDS.

There were many calls from stakeholders during the review process of the LCDS draft for an analysis of the negatives and positives of the LCDS. It was noted that there was no assessment of the risks and challenges in the LCDS draft nor was any presentation made to capture these factors during the preliminary round of the LCDS consultations and awareness sessions. This is a valid criticism. While it is recognised that the Guyanese public and members of the MSSC raised and discussed a number of the negatives (challenges, gaps, limitations,

needs) during the three month review period, it is felt by the IIED team that there is need to include in the revised draft either such an assessment and / or to establish in the revised LCDS an independent mechanism for providing risk analysis, ESIA's etc. as necessary for any plans or projects to be undertaken.

- **Recommendations**

In terms of strengthening the representation, role and functions of the MSSC, the following recommendations are made based on the experience gained by the IIED over the past 3 to 4 months and from a retrospective position.

- **Strengthening Membership and Inclusivity of MSSC**

It is recommended that the membership of the MSSC should be strengthened and expanded with representation from the following sectors:

Academia, education and training sector (including technical and vocational institutes);

Civil society specifically representatives from Women and Youth organisations;

Farmers' organisation(s) to be included;

Local environmental NGOs and for Iwokrama to come on board;

Professional associations;

Tourism organisation(s);

- **MSSC Caucuses to Increase Stakeholder Education and Participation in LCDS**

In order to increase the effective representation of the sector groups on the MSSC, it is recommended that LCDS caucuses be instituted which should meet in-between MSSC meetings. These caucuses may be convened by the relevant MSSC institutional representative or other designated sector representative. Such stakeholder clusters and / or joint caucuses can be convened to support, monitor and liaise with the respective and wider stakeholder groups in terms of implementing further rounds of sessions to disseminate the revised LCDS and for ensuring ongoing stakeholder participation in the unfolding phases of the LCDS – especially concerning LCDS initiatives that directly involve or affect these sectors. (It is anticipated that to complement and enable informed participation of stakeholders that ongoing education, advocacy as well as eventual programme planning and project implementation related to the LCDS will be a key mandate in the immediate and ongoing phases of the LCDS.)

2.5 The Process for Recording and Reporting the Consultation Meetings

- **Summarised Reports of Main Points**

For each of these consultation meetings, rapporteurs prepared draft reports of the session with a concise summary of the main points raised. The draft reports were all been prepared within 2-3 days and then submitted to members of the Multi-Stakeholder Steering Committee (MSSC) at which final approval for publication was given. The length of time between event, drafting, transmission to Georgetown, review by the MSSC to publication on the web has at most been a couple of weeks, 7-10 days being the norm. This effort to produce the reports in a timely manner is commendable. While a brave attempt was made by the rapporteurs in concert to produce summarised reports, capturing key points and issues, challenges, and criticisms, recommendations and responses, the quality of the reporting could have been improved with more detail supplied.

- **Video Footage of Proceedings of Each Meeting**

Complete video footage of all the sub-national consultations and a good number of the awareness sessions is also available for the record and has been sampled by the monitoring team. This video footage serves as a check and balance measure to the summarised reports and as a comprehensive verbatim record of the LCDS

sessions where fully filmed presentations and contributions would have been captured and which can stand as a substantial and verifiable part of the record. It has been recommended by the IIED advisors that a film archive of the LCDS consultations be kept for the record and it is verified that this has been done. Also recommended are that copies of these videos be given as feedback records to each community along with the summarised written reports.

- Additionally, other educational videos are recommended for phase 2 featuring key aspects of LCDS, REDD, Carbon sequestration and other Environmental Services for on going education, capacity building and understanding of the issues at stake.

- **Database of Submissions etc.**

Within the Office of Climate Change a database of all the letters, emails, telephone calls and visits has been set up. While it is commendable that these submissions are being collated and entered into a database, the Independent Monitoring Team have recommended that all submissions be posted on the LCDS website so that the public can be informed by a wide and free debate.

- **Content Analysis of Reports and Matrix of Stakeholder Comments**

The Office of Climate Change has conducted a content analysis of reports from LCDS dissemination and outreach consultations / awareness sessions, and submissions – in which they have tabulated clusters or groups of issues that have widespread resonance – and then more specific points. This material has been prepared in the form of a matrix for review and analysis by the drafting team so that stakeholder inputs can be used to inform a revised LCDS. A consolidated analysis from both the consultations and the awareness sessions is to be published on the website once completed and reviewed by the MSSC.

- **Media work**

Face to face consultation and awareness events with the Guyanese public have been complemented by a sustained media outreach programme to draw attention to the strategy and opportunities to participate in discussions. Three programmed 'viewpoints' were produced and aired in which independent and professional people on the field of climate change give perspectives on climate change in radio / television.

In addition, for general awareness, TV and Radio information bulletins / advertisements were prepared and released on both government (NCN Georgetown, Linden, Berbice) and independent media channels (65, 69, VCT 28, CNS 6, HGP 16, HBTV 9, GWTV 2 Tarzie (Bartica) RCA (Essequibo) LRTV (Berbice)). Similarly a jingle was prepared by Dave Martin and the Trade Winds that succinctly describes the main points of the LCDS.

Throughout the consultations there have been regular and ongoing newspaper features – with a dedicated person in the Office of Climate Change writing press releases. Weekly features have been published since 8 June 2009 in all of the major newspapers, the Guyana Chronicle, the Stabroek News, the Kaieteur News and the Guyana Times – e.g. the LCDS discussion by CARICOM heads of state. Booths at large events have been set up to distribute the LCDS and materials about it and these have been well attended. The GuyExpo annual national trade fair (slated for first week in October 2009) has adopted the LCDS as its theme this year.

Early in the consultation process on 22 July 2009 the President met with the combined press corps to host an interactive session and talk to the media in an open and interactive way about the LCDS, distributing at the same time a media kit that had been prepared for the event. From then on, every Thursday after the cabinet meeting, the Head of the Presidential Secretariat (HPS) has spoken to the press about the LCDS and new developments in the consultation process.

- **LCDS Website**

An LCDS website has been set up with the LCDS document and the various reports from the different consultation sessions (once edited and approved by the MSSC). An attempt was made rather belatedly to

upload press articles on the LCDS in late August, but was further delayed by an attempt to reduce any duplication of articles published in more than one paper. In addition a comment board was long delayed and eventually launched in August 2009. Unfortunately, this was almost immediately the subject of an unhelpful abusive hacking incident that further delayed what might prove to be a helpful avenue for comment. The LCDS Website has been useful, but it would have benefitted from greater dedicated attention to day by day management of features, updates and upgrades, since aside from the unfortunate hacking, there have been lapses noted by the IIED team. It is recommended that the LCDS Website be improved and be a continuing feature of the LCDS implementation.

- **Panel Discussions**

To ensure that the more specific implications of the LCDS were understood and debated a series of five panel discussions were set up. Teams of sectoral experts were selected, ensuring a mix of private sector, NGO and Government involvement relating to five particular sectors: (i) General LCDS discussion; (ii) Agriculture and the LCDS; (iii) Forestry and the LCDS; (iv) Amerindian Affairs and the LCDS; and (v) Tourism and the LCDS.

- **Information Kit**

Beyond these specific events, the Office of Climate Change has also prepared a more general information pack for a variety of audiences. These information resources include:

- Basic documents – the LCDS itself, the Frequently Asked Questions booklet, the LCDS launch speech, and a simplified version of LCDS executive summary for a younger audience
- Information on UN related REDD processes – including a copy of the little REDD book
- Information on IPCC 2007 documents
- Climate change for kids stories including the EC story ‘what scorching weather’ and a book by the World Meteorological Organisation ‘We care for our climate’
- UNEP climate change posters
- Fact sheets aimed at the general public, schools and including a ‘what you can do’ list

It is proposed that a Students Forum for senior classes of secondary schools be organised where the LCDS information packages will be distributed and students can discuss the LCDS from their perspectives.

Also in train is the production of a simplified document and supplements on the LCDS targeted specifically to farmers and the Agriculture sector that is being prepared by the Ministry of Agriculture. This is a good initiative and more of these types of simplified LCDS versions are encouraged. Certainly LCDS guides dedicated to miners and loggers and one for Amerindians are necessary.

2.6 General Assessment of Stakeholder Participation in the Preliminary Consultation Process

- **Consultation – an overarching definition**

“Consultation is a means to an end but is not the endpoint in and of itself. Consultation is one of the initial and essential steps towards informed decision-making that is geared towards responsible and active participation in the process of development. Consultation involves collective planning, information-sharing, negotiation, consensus building, decision making, evaluation, reflection, adaptation, learning and change – all interwoven in a dynamic process of engagement. It is essential to have a collective and clear sense of the goal or goals, a vision that is strong, meaningful and shared by stakeholders, guided by principles for good practice and integrity of purpose. These are the underpinnings for successful stakeholder participation in any process”.

The following section presents the findings and assessment made by IIED Independent Team of stakeholder participation measured against the nine guiding principles established in the LCDS conceptual framework for the LCDS consultation. It also transcribes some of the comments on the consultation process that were expressed and captured within the consultation exercises themselves. Interwoven into the assessment are also comments from a modest questionnaire from IIED that was circulated and / or administered to representatives of key stakeholder groups and others who participated directly in the consultation process.¹⁶

- **Representation and Inclusivity**

It was found that there has been broad-based representation, inclusion, engagement and participation by a majority of key stakeholder groups in the LCDS discussions held and standards of stakeholder representation and inclusion have largely been met. The key stakeholder groups listed in the conceptual framework for LCDS stakeholder participation were, with one notable exception, all visibly and actively represented in the sub-national and in their own sector-specific forums during awareness sessions held during the three month period. This was verified by scrutinising all of the registers of participants that were compiled at the sub-national and awareness sessions, which included miners, loggers, Amerindians, youth, women etc. Representation was also verified through direct observation and monitoring of these sessions by the IIED team on the ground and / or by viewing videos of the consultations.

- **Parliament**

“It is unfortunate that in the highest Forum of the land we have not seen evidence of profound debates and consensus building on the merits of the LCDS among the representative political parties”¹⁷.

There was notable lack of participation, however, on the ground by one of these key stakeholder groups listed – namely “All Members of the National Assembly” and specifically the Opposition Members of Parliament – of the National Assembly. The failure of Parliament to debate the LCDS and the failure of opposition parties or leaders to participate in the consultations was directly commented on during interviews and in responses to questionnaires, as well as by civil society level stakeholders.

At the time of preparing this report, no full debate of the LCDS document in Parliament by both sides of the House has occurred, though this has been tabled in July by the Minister of Agriculture. The independent monitoring team has checked and verified the status of the LCDS within Parliament by contacting the Clerk of the National Assembly, accessing and reading the minutes of the relevant Parliamentary sittings, seeking opinions from high level representatives from both government and opposition. It has been found that the LCDS was laid in Parliament by the relevant Government Minister on July 9 2009, it was deferred to a later mutually agreed date, July 30 2009, discussed on that date by the Government majority and subsequently adopted on August 4 2009. The reason there was no debate was on account of a walk-out of Parliament made as protest action by the Opposition on a matter unrelated to the LCDS itself on the very day that the LCDS was scheduled for debate.

The Parliamentary situation has, however, been discussed at the MSSC level and it was agreed that the revised LCDS will be placed before the National Assembly in the coming session which commences in October 09. This is a commitment specifically made by the President himself. This will hopefully allow the revised LCDS strategy

¹⁶ Questionnaire circulated / administered late August – mid September 2009.

¹⁷ Respondent to IIED stakeholder interview and questionnaire respondent. It was made by one of Guyana's most respected, independent and prominent private sector citizens currently serving on the LCDS Steering Committee, Mr. Joe Singh (Maj.Gen rtd.) who is well regarded by both the Opposition forces as well as the Government of the day, and whose opinion is valued by the international community.

to be carried forward to the UNFCCC meeting in Copenhagen in December 2009 with the benefit of the deliberations of the full National Assembly.

At the National Launch in June, only two prominent Opposition MPs were observed to be present, one from the PNC-R and one from GAP-ROAR. Notably, even when two internationally accredited environmental non-governmental organisations (Conservation International and Iwokrama) publicly advertised, organised and co-hosted a series of public Stakeholder Dialogues on the LCDS held in central locations in city environs, there was, regrettably, no attendance by opposition MPs or other opposition political party representatives either observed or recorded.

On the other hand, while there was no “on the ground” engagement by the Opposition parties noted in the several forums and sessions held throughout Guyana, views and comments by some the Opposition parties were extensively carried in the press and media which ensured that their perspectives received wide national coverage on a regular and ongoing basis.

At a different level, there were three or four small inception round tables organised by the national monitors between April and May 2009 for the benefit of the IIED international team leader and the Norwegian Government team along with the Norwegian NGO - Rain Forest Foundation, to meet with representatives of Indigenous Peoples’ organisations, other hinterland based persons, representatives of environmental organisations and a cross section of other civil society entities. Follow up sessions in late August and mid-September 2009 for the IIED international team leader and Norwegian team, respectively, were also organised variously with civil society, Indigenous representatives and representatives of political Opposition parties. Both the IIED international team leader and the Norwegian team also met with the MSSC. The IIED team also met with another international NGO, Global Witness, whose representatives visited in late August and IIED assisted them with facilitating contacts with local stakeholder groups and individuals.

Also noted were views that the original drafting of the LCDS would have benefitted from stakeholder input to allow for inclusivity and a sense of shared ownership from the inception of the process. This was reiterated as a point of concern by a leading member of the main Opposition party¹⁸. It is anticipated / recommended therefore that there will be strengthened opportunities for opposition stakeholder participation and decision-making in the unfolding phases of the LCDS and that the Opposition and Parliament will also endeavour to play a responsible role in future LCDS consultations and in its implementation.

- **Inclusivity**

In terms of inclusivity, there appeared to be a genuine effort made to include stakeholders from all walks of life from the ten regions and that the less powerful and vocal were given opportunity to express themselves in their sector specific forums and awareness sessions. Elders, youth, women, and Amerindians, visibly and vocally participated in the consultations in all of the twenty-five consultations observed first hand by the IIED independent team. The IIED team also observed a healthy ethnic balance present at the National Launch, the Women’s and Youth Forums and the three Dialogues held in Georgetown.

Stakeholders generally expressed a positive view that they were invited to participate in these preliminary consultations¹⁹. And moreover they were pleased to see that key stakeholder groups, sometimes less vocal, powerful and on the sidelines of policy-making were to be included in the consultative process.²⁰ (E.g. small scale miners and loggers, workers mainly from the coast communities and their labour union representatives

¹⁸ Interview with Mr. Winston Murray of the PNC-R.

¹⁹ MSSC 2009b; 2009I

²⁰ MSSC 2009a

and community-based Amerindians.) All three groups were explicitly concerned with the possible threat to their livelihoods.²¹

– **Miners**

Small miners felt their livelihoods to be the most threatened and from their perspectives the question was asked: “If the forest has to be preserved, what level of mining will be done and to what extent can pork knocking be conducted?”²² Generally, the small miners felt that “assurance is needed that small gold miners will not be forced to obey the regulations in the LCDS while the large scale gold miners will be excused.” A firm view was also held that the “LCDS should include agreements or requirements that large bauxite mining companies such as Rusal and Bosai should refill their holes.” It was felt that there should be a balance between the gold and diamond miners since they remove part of the forests. Echoed in other forums and dialogues was the question asked first by a stakeholder in Region 1: “How does oil drilling (CGX) fit into the strategy?”²³ Gold and Diamond miners were addressed by the President at the annual general meeting of the Guyana Gold and Diamond Miners Association who allayed their fears to some degree by asserting that small scale mining would not be stopped under the LCDS but that much stricter compliance with laws and regulations on their part is necessary, and that improved technology and methods that were environmentally friendly would also need to be acquired and utilised.

– **Amerindians**

“We are happy that recognition is being given to Amerindians for keeping forests intact. They have been doing this for years.”²⁴

The extensive effort to include and prioritise Amerindians as rights holders to forests, stewards of the environment and as people dependent of the forests (and other natural environments) was recognised.

The view was expressed that “Amerindians’ option of opting in or out is good” and the related question posed “Will Amerindians set the rules and practices if they opt in?”²⁵ There was a recommendation from Region 9 that each Village Council submit a Development Plan indicating what is on stream and what progress has already been made and outline future low carbon business enterprises and plans for the community.²⁶

The Indigenous Peoples’ Declaration²⁷ noted that the global community and the Government of Guyana must explicitly recognise Indigenous peoples as rights-holders not merely stake-holders in all climate change discussions, policies and programmes²⁸.

• **Transparency**

– **Reporting and Recording Stakeholders’ Inputs**

Rapporteurs at each meeting compiled a report of the event, the comments made and any answers to questions given. Reports were produced by rapporteurs in a very **timely** way that deserves commendation. These reports were reviewed by the MSSC and any corrections and / or editorial inputs were collectively approved to ensure that a fair account of events was recorded. All reports were then publicly posted on the

²¹ Matrix of Stakeholder Comments / Suggestions - Sub-National Consultations – comments from Regions 1,2,6,7,8,9,10

²² Matrix of Stakeholder Comments / Suggestions - Sub-National Consultations – comment from Region 8

²³ Matrix of Comments / Suggestions from Sub-National Consultations.

²⁴ Comments recorded in consultations in Regions 7 and 9.

²⁵ Matrix of Comments

²⁶ Matrix of Comments / Suggestions from Sub-National Consultations.

²⁷ Public statement of participants -Workshop on Indigenous peoples’ rights, REDD and the draft Low Carbon Development Strategy (Guyana) (July 2009), full text available on LCDS website.

²⁸ IPP 2009

LCDS website. The Independent Monitoring Team being present at several of the consultations and awareness sessions and at all of the MSSC meetings had both access and oversight of each report compiled and approved.

The quality of some of the transcription of comments made and answers given, was felt by the Independent Monitoring Team to be in some cases overly abbreviated. This abbreviated format in which consultation submissions were captured – a bullet point style – did not always adequately convey finer points and meanings though the gist of what was recorded was found to be accurate enough when cross-checked against independent notes taken by the IIED monitor during consultations. Additionally, all the consultation and awareness sessions that were supported by the OCC were fully filmed and these verbatim visual records stand as absolute records of fact as to what transpired during these sessions. It has been verified by the independent team that these fully recorded and unedited film records are filed and archived and can be accessed on request through the LCDS secretariat.

Whatever shortcomings there may have been in the written reports produced, the system devised for capturing all such points has proved invaluable in tabulating these into a master matrix for review, analysis and uptake into the revised LCDS by the drafting committee. The master matrix system is impressive and comprehensive, with virtually every comment made at the consultations recorded. This level of effort gives assurance that stakeholder perspectives ought to be adequately considered and, where relevant, represented in the revised LCDS.

At every consultation or awareness session, participants have been invited to self-organise and send in formal submissions to the Office of Climate Change on the LCDS. Submissions have been made in writing and by email, letter, as well as by telephone or through personal visits to the Office of Climate Change. All such submissions have been logged in a database system seen to be operational at the Office of Climate Change in preparation for work of the drafting committee to revise the LCDS. The Indigenous People's Declaration was the first submission made and it has been made publicly available through the website in line with the process agreed in the consultation framework. Submissions were made by Private Sector businesses and organisations and forestry industry owners and operators, from self mobilised meetings of miners from various regions who participated in nine consultations including a central one in the city in which they were able to interact first hand with the President and other members of the Office of Climate Change and MSSC. Additionally, an independent submission was made by one miner, Mr. Pereira. The Environmental NGOs joined forces with citizens and civil society perspectives and a joint report on the LCDS Dialogues sponsored by Iwokrama and CI have been posted. A number of other submissions were made by independent forestry stakeholders (Kwakwani group - Mr. Jensen, Mr. John Willems etc.).

An effort was made to compile and post all comments independently published in the National Press. Initial publication of these press cuttings was temporarily removed in order to remove some multiple publications of the same letters. A comment board on the website to capture and publicly display further comment was designed later on in the process and made available in line with the recommendation in the conceptual framework for stakeholder participation – but has suffered from two hacking attacks. Increased and costly security systems have since been installed.

– ***Commissioned Series of Articles on LCDS in Local Press***

Though not formally tendered or received as a submission, an extensive and comprehensive ten part series of articles on the LCDS was commissioned by a local newspaper and produced by Dr. Janette Bulkan, a Guyanese who lectures abroad in forestry policy and governance and internationally recognised. This series, produced from a critical standpoint received wide circulation through the Press and Internet. The Guyana Forestry Commission and the Office of Climate Change published rejoinders to some of these articles correcting what were seen as factual errors and rebutting a number of the views expressed from their respective positions,

which allowed for an open debate in the press and for opposing perspectives to be aired. The MSSC also encouraged the series to be posted on the LCDS website for access and reference.

This broad approach to different stakeholder groups – and the invitation for them to represent their views publicly or privately, orally or in writing in any way they saw fit, and the open ended provision for tolerance of diversity of opinion which challenges and criticizes components of the LCDS is compatible with the principle of **transparency** and demonstrates its applicability.

– **Summation**

There was widespread recognition and appreciation across the regions that it was useful to have the strategy widely distributed, publicly presented (both in the media and consultation) and questions on it answered. There were some complaints that some of the consultation framework provisions for posting documents on the website were being implemented too slowly²⁹. All reports from consultations and awareness sessions were produced by rapporteurs in record time and posted on the LCDS website within what the Independent Monitoring Team feel was a reasonable, if not commendable, timeframe. All minutes of the MSSC meetings were also publicly posted on the LCDS website. All of the LCDS national, sub-national and stakeholder consultations and several of the national level awareness sessions were also filmed in their entirety and these stand as visual and verbatim records of the comments and feedback made by stakeholders during these forums. These measures are all in line with commitments to **transparency** and it was found that a fair account of events was recorded.

It is the opinion of the Independent Monitoring Team that the Office of Climate Change has responded positively to all requests for greater **transparency** and has made increasing efforts to ensure that both positive and negative perspectives from stakeholders concerning the LCDS are publicly available through the LCDS website. All stakeholder comments, criticisms, challenges, commendations and recommendations from reports of the stakeholder sessions held have been tabulated into a matrix. This is being used by the drafting committee (appointed by the MSSC) as the tool to analyse stakeholder inputs for uptake in the revised LCDS document.

This level of public **accountability** and **transparency** provided by the LCDS stakeholder review process is unprecedented in national stakeholder consultative processes. Even though there may have been teething problems during the start-up phase and some flaws, technical set-backs and definite room for improvement in both the design and operations of the LCDS process, the development and use of the LCDS website for open access by the public for tracking and scrutiny of the process deserves credit and recognition for raising the bar and setting an example for other national processes to follow.

• **Information**

– **Overview of Scope and Reach of Public Information on the LCDS**

The multi-stakeholder consultation process ran for three months from 8 June – 8 September 2009. The national launch event on 8 June 2009 was followed by an extensive nation-wide effort to launch the LCDS and garner stakeholder feedback through community interface and on the ground dissemination, outreach and awareness sessions accompanied by media outreach. The media campaign consisted of a broad range of communications and information-sharing mechanisms on the LCDS included the development of a dedicated website on which the LCDS was posted, weekly press releases, three TV and radio viewpoint documentaries, weekly post-cabinet press briefings, five interactive panel discussions, plus a host of advertisements, video and radio clips aired on both government channels (NCN Georgetown, Linden, Berbice) and non government channels (65, 69, VCT 28, CNS 6, WRHM 7, HGP 16, HBTV 9, GWTV 2 Tarzie (Bartica) RCA (Essequibo) LRTV (Berbice) as well as through a

²⁹ SN 7/8/09

small, hinterland, community radio station Radio Paiwomak FM 97.1 located in Annai and serving the North Rupununi in the Region 9 hinterland area.

The range of information carriers was also diverse and diffuse. Coastal children & youth painted a LCDS mural with “messages” on Guyana’s sea defence (sea-wall). Youth from the Indigenous Bina Hill Youth Institute in Region 9 composed a Climate Change theme song and poem that they use in the outreach on LCDS to 16 communities in collaboration with the North Rupununi District Development Board. The Office of Climate Change has produced an information kit for a wide range of audiences and has sponsored a LCDS jingle for use on the radio by well-known artist Dave Martins of the Trade Winds. The annual Trade exposition GuyExpo jointly organised by the Private Sector Commission and the Ministry of Trade, Industry and Tourism used the LCDS as its theme this year, and the Amerindian Heritage Month celebrations also promoted LCDS as its theme at both community and national events. The Guyana Telegraph and Telecommunications (GT&T) corporation issued a total of a quarter million (250,000) text messages promoting the LCDS and distributed a personalised Letter from the President to 120,000 subscribers. Digicel, another cellular telecommunications operation also distributed a number of text messages to its subscribers. There has also been a positive spin off from the LCDS media promotion in increasing public education and information on the wider themes of climate change and global warming and what we can do about it.

It is recognised that significant efforts were made by the OCC to ensure that published versions of the LCDS reached all participants given the tight time frame imposed by Copenhagen. Nevertheless, particularly in the early consultations, there were numerous complaints that the Amerindian groups had received the LCDS strategy very late or only at the meeting itself and had needed more time to review it before the consultation meeting.³⁰ This criticism is valid and needs to be corrected in terms of *timeliness* of distribution of information to stakeholders – especially in hinterland areas which do not have easy or regular alternative access to information via Internet, TV, radio etc.

These complaints diminished as later consultations afforded groups more time to prepare. The findings of the independent team have confirmed that there has been extensive production and dissemination of public information to a wide spectrum of stakeholders and that those diverse and divergent views were noted and posted on the LCDS website in an unprecedented attempt, nationally, to meet criteria for the transparent and inclusive dissemination of information.

It is the opinion of the independent monitoring team that the Office of Climate Change has successfully raised awareness of the LCDS amongst a broad cross section of Guyanese citizens. For example, in an ad hoc survey of Georgetown’s taxi drivers, the monitoring team found that all had some knowledge and engaged easily with the subject, and many possessed an impressively detailed knowledge of the LCDS and its content. However, there is need for ongoing education and dissemination of information especially in hinterland and rural areas in a simplified and more easily accessible form, and there is opportunity for this to happen during phase 2 using the revised text of the LCDS and mounting an educative drive.

– **Note on McKinsey Information**

Some members of the public wished to have access to the background documents underpinning the McKinsey Report on which the LCDS economic arguments are made. The IIED team wrote to the McKinsey team on this and are awaiting a response, however, the independent team ascertained from non-government sources that that there were no hidden documents, that the report entitled “Incentives for Avoided Deforestation” and the President’s speech that accompanied the launch of this document in December 2008, along with the information in the Appendices of the LCDS draft contain the relevant results and valuation analysis of the McKinsey study as this pertains to the concept of the LCDS.

³⁰ MSSC 2009c; 2009d

– **Native Languages Translations**

Translation by bilingual speakers of native languages was generally well catered for in the hinterland regions at the sub-national consultations, in one region only there were complaints that the lack of written translations and time for translation reduced their capacity to fully participate³¹. It was agreed at the MSSC and by the OCC that the LCDS be translated into Amerindian languages and simplified so that people could more readily appreciate it³². This was echoed by the Indigenous People's Declaration³³. This took time to achieve, with translations of a much abbreviated fact sheet only reaching publication towards the end of the consultation period. This material will, however, be useful for the ongoing internal discussions in Village Councils on the LCDS and, of course, for follow up consultations in Phase 2 of the LCDS in which there will be specific, detailed discussions with Amerindian communities concerning LCDS implementation and arrangements for negotiations with those communities who wish to pledge their forests for payments under the LCDS.

The complexity of translating written texts should not be underestimated. It is a laborious and painstaking undertaking to produce written translations in native languages. These are oral languages and the majority of Amerindians are not familiar with the orthography of their languages. It has taken decades of unrelenting effort by trained linguists to translate the New Testament into Makushi and Patamona, for instance, since these are oral languages. None-the-less, the recent experience of the Makushi Research Unit in North Rupununi has shown that translating sections of the Amerindian Act has allowed for a definite deepening and internalization of the nature and tenets of this law. Given the challenges and time consuming effort involved, it is recommended that the translations be deferred for completion until the revised draft of the FAQ is produced, and to use the updated text for producing the native languages translations. It is also recommended that quality checks and peer approvals of these translations be done so as to ensure acceptability of same. Alternatively, oral translations can also be made also using the revised FAQ. It is recommended that an optional format – that of making an audio-visual film or simply taping the translator might be an effective way of getting the message across in a direct and interactive way. Most villages have access to video machines, so showing a video, or playing an audio tape on a tape recorder would be quite suitable.

– **Updated, Upgraded and Enhanced "Popular Education" LCDS Guides Recommended for Phase 2**

*"The LCDS is difficult to understand. Simpler version is needed. Or pamphlet made."*³⁴

*"An extensive, plain-language awareness drive should be implemented at the neighborhood / community level so that informed stakeholders can truly contribute to the shaping of the LCDS."*³⁵

It is a fact that much of the information on REDD, Climate Change, valuation of carbon stocks and valuations and carbon trading markets etc. is new to Guyanese and some of it is quite technical and would not, therefore, be easily absorbed. Whilst the IIED team found the content and text of the LCDS draft itself to have been generally well written and presented and that there was a concerted attempt to present the concepts and proposals in a readable way, the appendices were highly technical and not easily digestible. The accompanying simplified supplement to the LCDS – the "Frequently Asked Questions" (FAQ) booklet and the additional Information Fact Sheet for Amerindian Communities were reasonably useful guides and were generally well received by the communities. Recommendations have been made at the level of the Drafting Committee for a revision and re-packaging of the FAQ information with more visual aids (not necessarily limited to the technical

³¹ MSSC 2009j; 2009j

³² MSSC 2009e

³³ IPP 2009

³⁴ Stakeholder Matrix of Comments /Suggestions from Sub-national Consultations – comments from Regions 7,9,10

³⁵ Respondent to IIED Questionnaire

graphs in the document), maps and posters and that the Amerindian Communities fact sheet will also be expanded and incorporated into the a new and improved FAQ for distribution in LCDS phase 2 consultations.

Short LCDS videograph films are also recommended. The recent locally produced WWF series "Leaving ourselves a Living Planet" is a good example to follow. Also suggested are village and / or youth produced short films using the PV (participatory video) method. This may prove a good way to build grassroots understanding and ownership of the LCDS.

- **Timeliness**

The three month period for LCDS dissemination, sensitisation and discussions had been increased to three months from the original one month period which was originally suggested by Norway in terms of the timetable and scheduled events set for the lead up to the United Nations REDD Summit in Copenhagen in December 2009. **Flexibility** was well demonstrated by Norway and Guyana in this timeline extension.

The 2009 phase is termed "Launching of the LCDS" with opportunity for deepening discussions for programming and implementation as well as for the Amerindian forest protection and compensation "opt in" option in the next phase 2010-2012.³⁶

Prior to the actual consultation events, communities did express concern over the way in which too little time was available for them to read the document and consult among themselves³⁷. In one region only they went further to suggest that the process as a whole was inadequate as a result.³⁸

- **Flexibility**

In terms of positions and opinions rendered through feedback from stakeholders, there has been demonstration of accepting and acknowledging identified gaps, new thoughts and additions to the LCDS and reasonable willingness on the part of the OCC and organisers of the consultations to take these on board. The Independent Monitoring Team has not received any indication that any group has ever been refused a further consultation opportunity after requesting it. While there has been noted some rigidity of position at the start of the process, this tendency lessened and changed as the outreach progressed allowing for healthy iteration while the actual consultations were underway. This represents an acceptable and positive degree of **flexibility** on behalf of the organisers and officials involved.

There is also room for improvement in utilising more innovative and interactive facilitation techniques and it is the view of the IIED independent team that the process would have benefited from bringing on board trained, experienced and independent facilitators to have advised on the form and method of the consultations and assisted in facilitation of the sessions themselves.

The Office of Climate Change repeatedly stated at consultation and awareness events that any group wishing further opportunities to discuss these issues or present their interests would be facilitated so to do. The Women's Forum (21 July) and Bina Hill Youth Forum (24-26 July) were also held, with a high degree of **flexibility** in format.

The Women's Forum was enhanced by a number of leaflets and pamphlets providing further explanations and initiatives being taken by women around the world on REDD and forests and the particular women's issues and priorities around the environment and development and economic platforms, and the Minister responsible for Women's Development requested that one of the IIED team members co-chair the meeting to increase interaction and NGO leadership of the session. A Grassroots Women's conference as a follow up to the

³⁶ LCDS June 2009 Draft Pp 17 – 19

³⁷ MSSC 2009d

³⁸ MSSC 2009g

Women's Forum is planned later in the year which will utilise the revised LCDS draft and the report from the Women's Forum and promises that a Guyanese Women's Declaration statement will be produced out of the Grassroots Women's Conference and forwarded as part of the women's networking process to other international women's organisations such as the Women's Environment & Development Organisation (WEDO) and the Women's Coalition on Climate Change, which have indicated their interest in the Guyana process and their commitment to engaging the LCDS in the on-going UN process to culminate in Copenhagen in December 2009.

The BHI Youth Forum was self organised and self-sponsored and self-mobilised. It was a fine example of an independently designed and facilitated forum using local leadership and expertise and combining short films, participatory methods, small working groups that discussed the pros and cons of the main themes for economic activity outlined within the LCDS with the groups reporting back on these. Innovative message carrying tools such as a Climate Change poem and Theme Song were also produced by the youths and performed as motivational and popular education exercises. An official from the OCC made the technical presentation on the LCDS using refreshing and effective interactive methods. This youthful forester, seconded from the GFC to the OCC demonstrated excellent *flexibility* and innovative style of presentation to get the point across.

While appreciating the opportunity afforded by the initial consultation, some contributors explicitly called for a further consultation such that they could air their views after they had had time to read and digest the strategy.³⁹ Such opportunity, to some degree, was provided through the sector specific awareness sessions, through the Dialogue series sponsored by CI and Iwokrama and through the National Toshias Conference. The LCDS document is a framework document, and as such, it is anticipated that during the immediate next phase there will be ongoing continuity mechanisms for stakeholder input and decision-making. This is the hope. Where Amerindians are concerned, further consultations are already mandated in the LCDS in phase 2, 2010-2012, and recorded at the National Toshias Conference (July 2009) that a follow up round of discussions will be held concerning the "opt in" option and related financial mechanisms and MRV requirements.

- **Clarity**

- ***Roles and Responsibilities***

There was clarity over the consultation process and responsibilities – but the LCDS itself was felt by many to be overly technical and difficult to understand.⁴⁰ A much simpler version was requested.⁴¹ Generally, it was felt that the specific functions and representative roles of the members of the teams that presided over the LCDS consultations were clearly outlined. These teams consisted of both state and non-state personnel – usually a Minister of State, officials from the OCC, representatives of NGOs and / or independent professionals and an independent monitor from the IIED team.

- ***Information and Communication***

At the consultations and awareness sessions themselves, and from responses to the IIED questionnaire survey, many participants commented on the *clarity* of the presentations by the representatives of the Office of Climate Change and the efforts on its part to answer questions posed. While many participants had difficulties understanding some of the more technical components of the LCDS itself, and the absence of the LCDS in necessary local languages may have been at stake here, although this was well compensated for through the competent bi-lingual translators who were on hand in each of the hinterland areas where consultations occurred and in where native languages were extant. The publication of the 'Frequently Asked Questions' booklet, and LCDS Factsheet for Amerindian communities assisted people in understanding the main thrust of

³⁹ MSSC 2009d; 2009h

⁴⁰ MSSC 2009g; 2009i

⁴¹ MSSC 2009j; 2009k

what was being proposed in the LCDS, and the additional and direct benefits that the “opt in” for Amerindian community-owned forests provided. Of particular note were the content, style and delivery of the two main OCC lead “technical” presenters. The text of this standard technical presentation, which was well received at the sub-national consultation forums, serves as an excellent communications tool, in the view of the IIED team, and it is highly recommended that it be produced as an illustrated user-friendly guide and / or incorporated into a fuller Guide to the revised LCDS. At any rate, it would have been useful to have disseminated this document during the consultations and made it available along with the Factsheet for Amerindian Communities. It is also recommended that the text of this simplified technical presentation be used for translation into Amerindian languages. (It may also be more useful to consider producing audio tapes of oral translations of this and other summarised sections of the LCDS text or audiovisual CDs or videos, since it is the opinion that while in principle, written translation texts are required, many Amerindians are unfamiliar with the orthography of their languages and therefore good oral translations that they can have in hand to play and replay in the second round of the LCDS consultations with Indigenous peoples may be a useful additional communications tool to consider.)

– ***The Ps & Qs: LCDS Financing Projections and Questions***

Generally, there was a good deal of interest shown by stakeholders in the financial calculations, propositions and opportunities presented by the LCDS. Some enterprising local business persons had come up with their own calculations and financial propositions with a notable amount of thoughtful detail produced by one of the leading residents participating at the Muritaro, Upper Demerara session.

A stakeholder in Region 1 challenged the term “economically rational deforestation path” taking issue with the terminology “economically rational”. The underlying premise of “economically rational deforestation” within the LCDS and the calculations of the opportunity costs derived thereof were questioned and more clarity and information were sought by a number of stakeholders at the consultations and awareness sessions and also through the media.

It is noted that the valuation of the Guyana Forest Estate was the first of its kind and produced as a premise and start point for a new and innovative way of earning revenues for Guyana’s significant amount of standing forests through a firm pact at the global level for avoiding deforestation under the REDD framework.

It was also cautioned by some stakeholders that speculations and notional allocations of funds projected by both officials and stakeholders during the consultations might cloud and mystify reality and raise too many expectations.

Questions and comments concerning compensation payments for Amerindian forests under the “opt in” scenario, specificity as to the scale of resources and related economic activities envisaged under the LCDS, prioritization of funds etc. were amongst those recorded.

While some clarity could be given in responses provided in the stakeholder sessions about many elements of the LCDS, without firm funding commitments in hand at this stage, there were inevitably unanswerable questions posed.

- **Accountability**

Some concerns were expressed that the LCDS was not being presented in a consultative way and that people were being 'sensitised' rather than 'consulted'⁴². The first phase of the LCDS process slated for 2009 is termed "Launching of the LCDS"⁴³. The sub-national consultations awareness sessions were obviously sensitisation sessions linked to the dissemination of the LCDS and discussions on the main elements therein. Village Councils, for instance, would have time to further deliberate and discuss in their own time and to engage further at the National Toshias' Council slated for the last week in July. There was no need or pressure to make any decision to "opt in" to the forest protection and payment initiative.

There were also concerns from users of the LCDS website that the Office of Climate Change was too slow in posting submissions publicly.⁴⁴

- **Decision-Making- the Role of the Multi-Stakeholder Steering Committee**

Beyond 'information' and 'consultation' lies the goal of 'shared decision making' namely that the views of the Guyanese public will actually shape a substantially revised LCDS. Accountability for that aspiration has rested with the operation of the Multi-Stakeholder Steering Committee (MSSC). It is this MSSC that has met on a weekly basis to help plan and then review incoming reports of the consultations, assess how to make documentation public and transparent, and helping to plan the redrafting of the LCDS document. A multi-stakeholder drafting committee has been suggested and established. Clearly, the **accountability** of that team to the many (and sometimes divergent) views of the Guyanese public will be critical in defining the overall success of this consultation process. To this end, the quantity and quality of stakeholder inputs reflected in the finalised revised draft of the LCDS will be the final arbiter of the degree to which the stakeholder process can be deemed valid and has been accounted for in the decisions made in revising the LCDS – which itself will stand as the major policy framework for Guyana's development over the next couple of decades.

- **Revision of the LCDS**

The system being utilised by the drafting committee provides for an extensive and comprehensive review and analysis of individual and collective stakeholders' input using a detailed matrix of stakeholder inputs tabulated from all of the various consultations held. An analysis of this matrix is currently being pro-actively undertaken by the drafting committee members. The drafting committee has a reasonable balance of government and non-government members drawn from the MSSC and a similar balance of thematic area team leaders is in place. Both of the independent civil society members of the MSSC as well as the national IIED monitors / advisers have been incorporated into the drafting team. While at this stage it is simply too early to judge, it is nonetheless positively verified that the process developed and being utilised by the drafting committee meets **accountability** standards.

- **Continuity**

There was widespread understanding that the LCDS exists, and broad awareness of the ongoing consultation process, but less clarity on how this would be continued. For example many people had heard that they had time to decide on the LCDS and that the consultations were ongoing, but they had received no information about precise dates and times⁴⁵. (The phased approach of the LCDS is outlined on pp 17 – 19 in the LCDS draft of June 2009.)

⁴² MSSC 2009f

⁴³ Pp 17 – 19 of LCDS draft document

⁴⁴ SN 17/8/09

⁴⁵ KN 16/8/09

– **Multi-Stakeholder Mechanism**

The implementation of the LCDS itself will require considerable multi-stakeholder inputs as the more exacting task of prioritising, procuring and delivering the main investment programmes envisaged in the draft gets underway. There was an overwhelming view expressed that some form of multi-stakeholder mechanism for participation, decision-making and oversight continue to function as part of the LCDS implementation process and phases for the foreseeable future. So far this call has been positively met by the decisions for:

- Continuance of the current MSSC meetings to provide oversight for ongoing process and revising of LCDS.
- MSSC representation on Drafting Committee for revising of the LCDS. Members of the MSSC have also been appointed to serve on the Drafting Committee to review and analyse stakeholder input and recommendations for uptake into the revised draft of the LCDS.

– **Independent Technical Stakeholder Committees**

There was also a call by stakeholders for establishment of independent technical stakeholder committee(s) and / or think tanks to accompany the implementation of the LCDS consisting of experts from state and non-state entities so as to further strengthen stakeholder roles and responsibilities in the LCDS **continuity** process. Specifically, a technical advisory body is recommended to oversee the MRV component and related RPP plan of the forest component of the LCDS.

– **Continuity Mechanisms for LCDS Financial Oversight & Accountability**

In terms of **Continuity** of stakeholder involvement in oversight the Funding and Financial mechanisms for the LCDS, recommendations for oversight at both national and international levels were made by the majority of respondents. The proposed mechanism announced by the President is that of a Multi-Donor Trust Fund to serve as the repository for funds for LCDS and related REDD revenues. This Fund will be administered by the World Bank. This was outlined by the President to the MSSC and at some of the later stakeholder public awareness sessions. Making provision for a credible, independent and appropriate civil society presence on the Board of such a mechanism would further strengthen standards of stakeholder oversight and accountability criteria within the LCDS process.

– **Role of Parliament**

The question of Parliament's role in the proposed and continuing decision-making as well as financial oversight mechanisms for the LCDS was also raised by stakeholders.

– **Indigenous Peoples Financial Mechanisms and Role of National Toshias Council**

At the level of the Indigenous peoples, any funding mechanisms for revenues from forests which they may seek to pledge would be under the control of the Indigenous peoples themselves and managed through mechanism(s) to be set up under the National Toshias Council working in tandem with Village Councils with technical, legal and financial expertise provided as may be necessary. This point has been clearly articulated in the LCDS draft document and has been further emphasised in the Stakeholder Consultation Framework and in sub-national outreach meetings and other awareness sessions and at the level of the MSSC. The Indigenous Peoples' financial mechanisms proposed so far include:

- An Amerindian Development Fund for LCDS payments
- Indigenous Peoples' Low Carbon Development Bank
- Indigenous Peoples LCDS Trust Fund

– **Indigenous Peoples' LCDS Technical Support (Continuity) Committee**

To provide support in the follow up "opt in" phase for Indigenous Peoples' negotiations in keeping with FPIC principles, Amerindians have proposed that a technical support committee or support team be established

through the National Tashaos Council to provide guidance and expertise to the various Village Councils. Such a team of experts, it is proposed should provide technical assistance in legal, environmental (forestry and natural resources), social and cultural matters.

- **The Negatives and Positives: A Sampler of Stakeholder Views**

The following sentiments from forest dependent peoples who participated in the preliminary round of national consultations encapsulate on the one hand an overwhelming expression of broad support in principle for the vision and ambition of Guyana's Low Carbon Development Strategy (LCDS); and on the other, scepticism, fears and concerns that the justice of the "polluter pays" principle will not prevail and that Guyana's initiative will be jeopardised by the rich and / or industrialised nations of the world who may not commit the necessary support for rewarding poor countries for their standing forests or make sufficient pledges to reduce their own global emissions in order to negotiate a good and strong agreement in favour of our one world at the Global Summit on Climate Change taking place this December in Copenhagen.

"We support the LCDS initiative. Guyana is the only country taking this bold initiative. LCDS is a visionary / ambitious document. It can be a model for communities around the world."⁴⁶

"Why is Guyana undergoing this initiative? Guyana did not cause climate change. Will Developed countries step up or continue to pollute? Will they support the LCDS? Are there any guarantees?"⁴⁷

There was a rich tapestry of critical questions and flagging of potential risks, threats, objections to certain propositions in the LCDS and negative situational analyses presented in all of the consultation forums / awareness sessions attended by the IIED team members.

The level of astuteness of the Guyanese population in every quarter was apparent and heartening to observe. A tabulation of critical questions and comments that tackled risks and issues ranging across a wide spectrum of topics some made with great specificity just from the 15 sub-national sessions records 85 clusters of such questions and comments with a weighting of 147 in terms of frequency.

There was a frequency of 15 times in terms of calls such as "simpler version of LCDS is needed" as well as "further discussions needed with technical and legal advice."

A frequency 11 times issues were raised concerning land issues and demarcation etc.

The same level of frequency was recorded for issues raised concerning the destructive nature of mining – deforestation caused by mining and the higher incidence of malaria also attributed to mining activity.

These comments ranged widely from criticisms concerning the R-Plan. "There is mention of the R-Plan. What is the R-Plan? How soon will we get access to this R-Plan? How can we be consulted if we don't have the R-Plan document?" to concerns about mangroves and the negative effects of the Carbon Markets; to asking for verification as to whether "the use of mercury in mining will be banned as stated in a release circulated by the GGMC?"

⁴⁶ Matrix of Stakeholder Comments / Suggestions from Sub-national Consultations – amalgamated comment based on comments from specific stakeholders in Regions 1, 2, 6, 7, 8,9,10 and endorsed by stakeholder views from Awareness Sessions held in Regions 4, 2, 5, involving labour, civil society groups, environmental organisations, forums for women, youth, private sector and by Indigenous Peoples at the National Tashaos' Conference.

⁴⁷ Matrix of Stakeholder Comments / Suggestions from Sub-National Consultations – amalgamated comment from participants in Regions 1,2,8,9,10.

On the positive side there was a high frequency of 73 from across all regions that recorded articulating general support for the LCDS initiative, asking if the “polluter pays” principle will be applied to the developed world and whether there are any guarantees that the industrialised countries (the polluters) will support Guyana’s LCDS?

A rhetorical question was asked: “Is the LCDS another form of modernised colonialism by the super powers?”

Recommendations were made for afforestation on savannah lands in the form of fruit trees and other crops; for reforestation of abandoned bauxite and gold mining areas; that Education sector should be a main beneficiary of the LCDS; and “how does oil drilling (CGX) fit into the strategy?”

There were recommendations for each Village Council to submit a Development Plan indicating what has been happening and future plans so as to be ready for the funds we will get for the forests; “A spin-off of the strategy should include the training of young people as environmentalists and climatologists”. There were statements that LCDS once implemented will put an end to poverty; “We should think in parts: Carbon market today; Ecosystem market in the future”.

Several calls for opting in by Amerindians were made and recommendations such as: “My Village, in fact our whole district is ready to opt in now. We support the development of an Amerindian bank into which all the funds accruing from forests in titled Amerindian lands will be diverted. The National Toshias’ Council should receive and manage the money. Money should be put into social sectors”.

There was a suggestion that there should be a document with the signatures of the Toshias and Senior Councillors who are supporting the Strategy and who are ready now for the big negotiations and technical discussions for opting in; “Let’s get ready now! We have been waiting for this all our lives – this is our traditional way and now it is also our modern future. We Amerindians can lead all Guyana forward with LCDS, because we are the keepers of the forest and our lifestyle is real low carbon – and that’s a fact!”

2.7 Specific Issue relating to Indigenous Peoples

- **Acknowledgement of Forest Stewardship Role of Indigenous Peoples**

There is official recognition and mention made in the LCDS for Indigenous peoples as owners of forest lands in Guyana and special acknowledgement made of their stewardship of forests. As rights-holders of forest lands a special option is included in the LCDS whereby they can choose (or not) to pledge their forest lands for protection and compensation under the LCDS-REDD proposition for incentives for avoided deforestation. The following section of the report is largely based on an independent Opinion on the participation of Indigenous Peoples in LCDS process with an assessment of the degree to which the FPIC principle was met by the LCDS consultations. This Opinion was prepared for the IIED Independent Monitoring Team by an attorney-at-law specialising in indigenous rights and himself an Amerindian.

- **Indigenous Peoples’ Participation in LCDS Consultations⁴⁸**

- **MSSC Level**

Prior to the launching of the LCDS, a Multi-stakeholder Steering Committee, made up of government and state agency officials and NGO and civil society representatives, was established to oversee the LCDS process. Four national Indigenous peoples’ organisations were from the inception invited to be members of this committee. Eventually, three of the four organisations were represented on the committee. In addition, a community

⁴⁸ Excerpt from Independent Opinion provided by indigenous rights attorney-at-law David James and member of the MSSC.

based NGO (the North Rupununi District Development Board) and an Indigenous Peoples' rights advocate and attorney-at-Law in his individual capacity were later invited and joined the committee along with a designated representative of the recently elected National Toshias Council.

– ***Participation in Consultations***

The participation of the majority of Amerindians in the LCDS process has been mainly through the sub-national consultations which focused primarily on the regions where most Indigenous peoples are located. The participants at these consultations were mainly Toshias, council members and other community leaders and members who had the opportunity to ask questions, make comments and recommendations in relation to the Strategy. Persons in attendance at the consultations made maximum use of the time allowed for questions and comments. All of these consultations were well attended. There was also an additional opportunity provided at the National Toshias Council Conference at the end of July for the elected leaders to deliberate further and to report back from their own community meetings held on LCDS.

At some of the consultations participants expressed the view that they had very limited time to read and study the draft LCDS document since they received it shortly before the arrival of the consultation team and as a result they felt that they could not adequately comment on it. However, they relied on the presentations made by the consultation team to inform their comments, questions and recommendations.

Also on hand were bilingual translators at all sessions held in Amerindian locations and, in addition to the simplified LCDS guide "Frequently Asked Questions", a supplemental Factsheet "Important Information for Amerindian and Forest Communities" was also distributed.

It might have been useful to have had some visual aids available including one that outlined the four phases of the LCDS showing that 2009 was simply the year designated for the launching of the LCDS concept and preliminary talks and revisions of the draft. Highlighting this critical information is recommended for the next round of consultations so as to assure persons that there was and is ample time for further discussion within their communities – and throughout their decision making mechanisms to deliberate and decide how they would best prefer to participate in the LCDS.

– ***Reporting Back of Consultations***

All proceedings at the consultations were recorded and included in a report which was reviewed by the Multi-stakeholder Steering Committee of the LCDS following which it was posted on the LCDS website. However, the majority of persons consulted particularly the Amerindians would not have been able to access this information as most Amerindian communities do not have access to the internet. This fact was addressed by the open time frame established by the process for these communities to decide on their participation, and the undertaking that they could deepen their knowledge of the process through a number of mechanisms including requesting assistance from the Office of Climate Change.

– ***Agreement in Principle with LCDS***

At the sub-national consultations many of the community leaders stated their agreement in principle with the Draft Strategy and indicated their intention to subsequently study and discuss the LCDS documents and other information with their respective community members in a manner and time more relevant to their needs.

– ***National Toshias Council Conference & Resolutions on LCDS from Village Councils***

At the subsequent National Toshias Council Conference in July, where more than 150 Amerindian leaders inclusive of Toshias and councillors participated, a number of Toshias reported that their councils had held community meetings following the sub-national consultations and in some cases the Toshias took the opportunity to read the resolutions emanating from the community meetings. The statements read generally

indicated support for the LCDS while some expressed support but requested respect for Indigenous rights in the implementation of the Strategy.

– **Readiness to “opt in”**

It appears, based on the feedback from some Tshaos, that their communities have completed internal discussion and agreement and therefore are ready to “opt in” to the forest protection and compensation component for Amerindians as laid out in the Strategy and to proceed with the negotiation process which could eventually lead to an agreement.

– **Free, Prior and Informed Consent (FPIC) in International Norms**

Contemporary International law protects the right of Indigenous peoples to their free, prior and informed consent (FPIC). By virtue of this protection Indigenous peoples have the right to participate in decision making and to give or withhold their consent to activities that affect or are likely to affect their rights to lands, territories and resources in general. The legal protection of the right of Indigenous peoples to FPIC entails that consent should be given freely and prior to any action or decision taken and should be based on full information and understanding of all issues to the activities or plans in question and consequently the use of the term “free, prior and informed consent” or FPIC. The right of FPIC flows from the collective right of Indigenous peoples to property and from their collective right to self-determination.⁴⁹

– **FPIC in Relation to the LCDS**

The Constitution of Guyana is the highest law of the State and provides the primary legal framework for the implementation of the LCDS. The LCDS establishes “prior and informed consent” as the national standard for Amerindian titled Villages to “opt in” to the forest protection programme which is in accordance with the Constitution and international law governing the rights of Indigenous Peoples. The LCDS only refers to titled lands as being under Amerindian jurisdiction and therefore only these titled communities have the right under the law to “opt in” under the Strategy. This situation has implications for the exercise of the right of FPIC by untitled Amerindian communities and for direct community benefits for these communities under LCDS.

– **Amerindian Land & Tenure Rights**

The issue of Amerindian land and tenure rights was a constant theme that emerged from feedback from of the stakeholder consultation process, especially as this relates to untitled Amerindian communities and to titled Villages that are applying for extensions to their lands. A clear procedural system for application and processing of Amerindian land claims and the titling of lands is laid out in the Amerindian Act (2006) and this system was referred to in the responses supplied by the Ministers and government officials during the consultations.

The LCDS recognises the legal right of titled Amerindian Villages to FPIC and therefore having the right to “opt in” to the Strategy and to receive associated benefits including direct benefits for forest pledged under the Strategy. However, the right of untitled Villages to FPIC under the Strategy is not protected by law at his time and this situation could have implications for the property rights of these communities and their receiving of equitable benefits.

The exercise of the right of FPIC by Indigenous peoples is directly related to land tenure and resource rights. Therefore, the issue of untitled communities and their rights to FPIC needs to be addressed to ensure protection of their rights to their traditional but untitled lands and to enable fair benefits for these communities. More importantly however, is the need to address and accelerate the resolution of outstanding Amerindian land tenure and rights issues.

⁴⁹ UN Declaration on the Rights of Indigenous Peoples, Articles 3 & 4.

– **Deeper Discussions & Consensus Building with Untitled Amerindian Communities in Phase 2**

It is anticipated that the current legal procedure under the Amerindian Act concerning untitled Amerindian lands will be alluded to in the revised LCDS that as the official mechanism for resolving these land issues. In addition to this, it is also recommended that an interim consultative approach be found to allow for further detailed discussions with untitled Villages / untitled Amerindian communities and for some consensus to be reached on this issue during the next phase the LCDS consultations with indigenous peoples (see Annex 1 for full Opinion and Recommendations made).

– **Summation**

The LCDS acknowledges and recognises the historical stewardship role of indigenous peoples in protecting Guyana's forest on their traditional lands. It is anticipated that this recognition will extend in the revised LCDS to the recognition of traditional rotational farming / agriculture and to community conserved territories within this context of historical stewardship.

The LCDS process has been generally guided by the existing national legal framework and policy. However, the adequacy of this framework will determine the level of protection of rights of the Indigenous peoples and their participation in the Strategy. The Constitution provides appreciable Indigenous rights protection and sets the foundation for the exercise of FPIC. The LCDS has established the principle of FPIC as the standard for Amerindian communities to "opt in" to the forest protection programme. The exercise of the right to FPIC is interwoven into a process which extends over time and requires full participation and involvement of communities or through their chosen representatives at every stage. The LCDS, to date, has made significant efforts to ensure that the requirements of FPIC have been complied with and while the process is not without fault, it could nonetheless serve as the catalyst for the development and sustained improvement of a model for the protection of the right of Indigenous peoples to their Free, Prior and Informed Consent within a national legislative and policy framework.

• **Note on Rotational Farming / Shifting Cultivation**

The issue of traditional Indigenous practices for rotational farming / shifting cultivation by forest dependent peoples was raised by many Amerindians and others in nearly all of the consultations. The derogatory implications of the term "slash and burn" to describe a centuries old, sustainable practice was flagged by indigenous and non-indigenous stakeholders alike. It was also noted that the safeguarding and preservation of the traditional Indigenous Way of Life is protected by the Guyana Constitution.

– **Terminology**

It was agreed by the MSSC that the use of the term "slash and burn" is unsuitable and inappropriate when referring to the traditional and sustainable land use / farming practice carried out for centuries by indigenous forest-based peoples in Guyana. The alternative term "rotational farming" used in the Indigenous Peoples' Declaration on REDD / LCDS and other international declarations by indigenous peoples is therefore recommended. (The term "shifting cultivation" is another standard term used by researchers and is also in standard use though not the preferred term by indigenous peoples.)

– **An Environmentally Benign Practice**

As reported in the study prepared by Jonas Cedergren "Measurement and Reporting of Forest Carbon in Guyana: Preparing for REDD Implementation" (July 2009) which was commissioned by the Governments of Norway and Guyana and produced with the support of the Guyana Forestry Commission, *"The matter of Shifting Cultivation as done today in Guyana is on a small scale, and can be regarded as a balanced system. It is doubtful whether the shifting cultivation of today qualifies as forest degradation. It is highly unlikely that it causes deforestation."*

– **A Cautionary Note**

A cautionary note is made however that this “environmentally benign” practice could change rapidly if an influx of miners and small scale mining activity increases in forested lands and a new market for cultivated crops develops as a consequence. Should that happen, Cedergren argues, “...shifting cultivation could become a very major driving force of forest degradation. This development could happen fast. Tendencies have been observed in Suriname. What a development of unsustainable shifting cultivation would mean in terms of carbon is next to impossible to predict. It depends on the extent of the practice.”

– **Harmonising and Applying Laws and Protocols for Sustainable Forestry Management**

Harmonising the Amerindian Act (2006) with the new provisions in the Forestry Bill (2009) has been recommended by the MSSC so as to reduce the risk of the above scenario occurring and to protect the strictly traditional and sustainable practices of rotational farming. It is recommended that the National Toshias Council or an LCDS / REDD committee appointed by the NTC consider and assess this situation (among others) in consultation with the GFC and come up with an appropriate solution. Such action should be considered as part of the process for deepening discussions with Amerindian communities as follow up to the first round of consultations.

3. Stakeholder inputs: Overview and recommendations for further consideration in the LCDS

This overview attempts to capture and distil the many constructive comments and suggestions on the LCDS that have been made, either in the programme of awareness events and consultations described in Chapter 2, or through letters to the media, or through personal submissions to the Multi-Stakeholder Steering Committee (MSSC). The authors have sought to refrain from adding their own views – except to expand some of the more succinct summaries that were recorded in the consultation reports based on the monitoring team's participation in those events. Where more than five contributors from these consultative exercises stated much the same thing, we have marked that text in red. It should be noted that submissions are still coming into the OCC, so there may be some additional priorities that emerge. Similarly, there will be further feedback on the revised version of the LCDS – but it is the ongoing role of the Multi-stakeholder Committee to ensure these are captured within any revised LCDS.

In terms of press articles, it has been much more difficult to make a balanced assessment, partly because a very small number of people have dominated the press coverage. Nevertheless, the independent monitoring team have read every press article on the LCDS since its launch (running to more than 200 pages of text). In terms of analysis, however, we had to show some discretion and tried to limit our analysis to named (or occasional editorial opinion pieces) articles with a substantive point to make on the content of the LCDS or the consultation process. We have therefore not cited explanatory GINA articles, defence of the factual content of the LCDS, repetitive articles printed in different newspapers or independent accounts of the LCDS or consultation events (that would duplicate published reports elsewhere). This has made the task more manageable. In addition, for purposes of highlighting key issues in red, we have only allowed one of their references to count per contributor of press articles to avoid the risk that more vocal voices bias the overall findings. And it was noted that many innovative suggestions come from single contributors!

The intention here is to highlight areas where members of the broad Guyanese public felt clarifications, additions or revisions to the LCDS could be made in a revised second version of the LCDS draft. Each and every comment is referenced to the official public records of events or press articles in which those views were expressed.

3.1 *The empirical foundation on which LCDS rests*

There was general agreement with the general thrust of the LCDS. It is important to stress from the outset the high degree to which the LCDS has struck a chord that resonates with the vast majority of Guyanese⁵⁰. It has also inspired some people overseas⁵¹. All that follows should be read in that light. Both in the consultations, and in independent interviews by the independent monitoring team with all sectors of Guyanese society, it would be misleading to suggest anything other than widespread pride in, and support for, the principles underlying the LCDS. This is not to dismiss the views of a minority who reject the LCDS on various grounds⁵².

In order to strengthen the document still further, contributors pointed to the need to address the perceived 'isolated' or 'stand-alone' nature of the first draft. Many stakeholder groups would feel more comfortable with a document that relates more specifically to other nations' plans and negotiation strategies on REDD (e.g. in Suriname or Brazil). Equally importantly, including a section positioning the LCDS in terms of the prior Guyanese National Development Strategy, sector strategies, National Competitiveness Strategy and other

⁵⁰ MSSC 2009b; 2009c; 2009d; 2009e; 2009f; 2009i; 2009j; 2009k; 2009l; 2009m; 2009n; 2009q; 2009r; 2009v; GC 2/7/09; GC 9/6/09; GC 11/6/09; KN 12/6/09; KN 18/6/09; IPP 2009; SN 13/7/09; GC 27/7/09; SN 1/1/08; KN 11/8/08; GMSA, 2009

⁵¹ KN 11/8/09

⁵² SN 15/6/09; KN 20/6/09; KN 29/6/09; KN 1/8/09; SN 1/8/09

international negotiation positions would be valuable.⁵³ A member of the National Youth Forum voiced the wider concern that the opposition party PNC had walked out of the parliamentary debate on the LCDS and that there was a need to make sure this vision had cross-party support⁵⁴.

While the central premise of payments to Guyana for the environmental services it contributes to the world community was accepted by most, there were serious concerns over the veracity of the US\$ 580 million figure that had been calculated by McKinsey and Company, with calls for greater availability of the documents on which it was based and the realistic prospects for finance materialising.⁵⁵ It was felt that the reports on which such figures rested (e.g. from Guyana Lands and Surveys Commission) should be made publically available and reviewed.⁵⁶ The point was made that should these Guyanese projections (based on 0.4% of the world's forests) be extrapolated globally the challenge to their materialising becomes apparent⁵⁷. Some Amerindian communities had made calculations based on their percentage of national forests and were consequently questioning (perhaps tongue in cheek) when their annual US\$ 800,000 would appear⁵⁸.

To avoid unrealistic expectations, contributors called for information on what it would actually cost for performance based measures to conserve the forest in the face of real development threats⁵⁹. This would avoid any tendency of the LCDS to undermine young Guyanese sense of responsibility, for example which one contributor called a 'sit back and relax and watch the money roll in' plan⁶⁰. Another commentator noted that this was already contemplated within the LCDS through performance base Monitoring, Reporting and Verification (MRV)⁶¹. Janette Bulkan undertook to write a ten part series that included calculations on Guyana's carbon emissions⁶².

Some contributors cautioned that the evolving negotiations in Copenhagen were unlikely to see the release of funds to Guyana on the scale anticipated by the McKinsey report⁶³. Others took issue with the way in which carbon markets might be perceived to undermine sovereignty and privatise environmental services⁶⁴.

Some contributors noted another specific area where a small change in language could greatly enhance the 'feel' of the document was the removal of the term 'economically rational' deforestation – several contributors felt this language was counterproductive to national interests⁶⁵. In particular the point was made that Amerindian communities had been conserving their environment for generations, and should be recognised as such – not associated with any 'economically rational deforestation'⁶⁶.

Questions were raised about exactly what conditions might be imposed on Guyana that would have to be fulfilled for money to flow⁶⁷. Greater clarity on the conditions against which payments would be made is needed within the LCDS.

⁵³ MSSC 2009f; SN 19/7/09; SN 17/8/09

⁵⁴ MSSC 2009x

⁵⁵ MSSC, 2009f; 2009i; 2009t; 2009v ; SN 10/7/09; SN 16/7/09; SN 11/8/09; SN 18/8/09; KN 19/8/09

⁵⁶ MSSC 2009f; SN 19/7/09; SN 26/8/09

⁵⁷ KN 6/7/09

⁵⁸ MSSC 2009i

⁵⁹ MSSC 2009p; SN 10/7/09

⁶⁰ SN 11/7/09

⁶¹ SN 13/7/09; KN 14/7/09

⁶² SN Various

⁶³ KN 25/6/09; SN 8/8/09

⁶⁴ KN 29/6/09

⁶⁵ MSSC 2009c

⁶⁶ MSSC 2009j; 2009k

⁶⁷ MSSC 2009a

There was more than one negative opinion on the consultative process underpinning the R-Plan for REDD and concern as to how this would be integrated and managed in line with the LCDS.⁶⁸ It was also noted how little information was available on the R-Plan in comparison with the huge and successful outreach for the LCDS⁶⁹.

3.2 Strategic economic infrastructure

Hydropower

There was widespread recognition and support for the fact that Guyana needs to cut down on its own emissions and move towards greener alternatives such as hydropower⁷⁰, not to dismiss one pessimistic assessment of the difficulties of finding investment in such projects⁷¹. In interior communities the use of fuel power generators as an unnecessary source of emissions was mentioned as an example⁷². The example of the Moco-Moco hydro station in Central Rupununi, Region 9 was referred to where contributors had already seen the benefits of hydropower⁷³.

The specific investment plans in hydropower at Amaila Falls received strong endorsement from the Federation of Industrial Trade Unions of Guyana (FITUG) and the Guyana Manufacturing and Services Association (GMSA)⁷⁴. Among Amerindian groups support was more qualified - there was some feeling that 'not all eggs should be put into the same basket'⁷⁵. There were requests for detailed work to be done, and an explicit statement within the LCDS made, to ensure that this did not have adverse affects on adjacent communities⁷⁶. For example, in the Indigenous People's Declaration it was stated that proposed hydro-dam projects must fully respect Indigenous peoples' rights in accordance with international law and must meet standards established by the World Commission on Dams (WCD)⁷⁷. In addition, there was a feeling that other potential hydro sites, such as the one at Wamakaro, should be revisited under the LCDS⁷⁸. Alternatively, some contributors asked why plans were not in place to buy electricity from across the border⁷⁹.

This general support for hydropower as a good thing (subject to it not being bad for the livelihoods of neighbouring Amerindian groups) was added to by many requests from people, particularly in the Amerindian communities, for parallel investment and a more comprehensive strategy towards broader low-carbon energy sources – especially solar power, but also including wind and hydro⁸⁰. **The revised LCDS was felt to need an explicit strategy for developing solar power, especially in hinterland communities which would not have direct access to any new hydropower grid**⁸¹. Some questioned whether it might be possible to develop hydro-resources (e.g. micro-hydro) in such areas⁸². It was recommended that a serious consideration should be given to **alternative hydro sites alternative sites such as Tiger Falls in the Demerara River and other micro and mini 'run of the river' hydro**⁸³, wind turbines and photo-voltaic systems.⁸⁴

⁶⁸ MSSC, 2009e; 2009i

⁶⁹ MSSC 2009i

⁷⁰ MSSC, 2009c; 2009x

⁷¹ SN 30/6/09

⁷² MSSC 2009c

⁷³ MSSC 2009k

⁷⁴ MSSC 2009r; GMSA, 2009

⁷⁵ MSSC 2009i

⁷⁶ MSSC 2009c; 2009g

⁷⁷ IPP 2009

⁷⁸ MSSC 2009k

⁷⁹ SN 24/6/09

⁸⁰ MSSC 2009d; 2009f; 2009x

⁸¹ MSSC 2009a; 2009b; 2009c; 2009d; 2009f

⁸² MSSC 2009b

⁸³ Jardine Falls was one recommendation made at the follow up consultation with Nappi, Region 9.

⁸⁴ IIED questionnaire respondent

Along the coast one contributor requested that a serious assessment be made of tidal power⁸⁵. Another contributor (UK volunteer with church-based social services in an Amerindian community) suggested thermal power be explored, pointing out that solar power systems sold by private companies in Guyana to remote communities sell or recommend acid and lead-based batteries which would appear to cancel out the “low carbon” and environmentally-friendly thrust of new energy options.⁸⁶

Draining, irrigation and road development

While major road development was welcomed in at least one formal submission in the LCDS⁸⁷ there were concerns that this should specifically include improving transport more generally in the interior⁸⁸. Others wanted to see a broader transport policy with investments in public transport and schemes such as car pooling⁸⁹. A critical issue, given the large potential loss of forest that can accompany road development, was that specific measures within the LCDS and any other REDD initiatives should be geared towards making sure that such deforestation does not occur⁹⁰. **A respondent to the IIED questionnaire specifically said there should be priority given to road development to improve access to the large stretches of unproductive agricultural lands along the coast; commenting that agricultural development in the intermediate savannahs has been tried repeatedly, and has failed every time⁹¹.**

As noted under the section on fruit and vegetables beneath, there were major concerns over major investment in infrastructure to implement such things as large-scale rice production – which is overly dependent on machinery (not labour employment), with major pollution consequences for waterways through the use of pesticides and herbicides⁹².

Instead of commercial agricultural development, some Amerindian communities also called for resources within the LCDS to be set aside for draining and preparing community agricultural land in the interior.⁹³

One specific comment was made as to whether the LCDS would include a plan for investment in developing airstrips to make interior areas more accessible⁹⁴.

Fibre optic cables and the technology park

The Guyana Manufacturing and Services Association stated that the new fibre optic cable would offer significant benefits to the manufacturing sub-sector in Guyana⁹⁵. In view of the lack of reach of fibre optic cables in the interior, there were calls instead for promoting better telecommunication in the interior through better cellular phone cover⁹⁶.

It was also pointed out in public presentations made by the Guyana Telephone & Telegraph (GT&T) company (including one at the National Toshias' Conference) that GT&T is already building jointly with Telesur, Suriname (at a cost of US\$61M) a new fibre optic submarine cable which will be completed in 2nd Quarter 2010

⁸⁵ MSSC 2009v

⁸⁶ Sub-National consultation Aishalton, Region 9 (IIED monitor's report)

⁸⁷ GMSA 2009

⁸⁸ MSSC 2009j

⁸⁹ MSSC 2009v

⁹⁰ KN 18/7/09; SN 21/7/09

⁹¹ IIED questionnaire respondent

⁹² MSSC 2009j

⁹³ MSSC 2009c; 2009e

⁹⁴ MSSC, 2009h

⁹⁵ GMSA, 2009

⁹⁶ MSSC 2009k

and which will have 4000 times the current band width, full redundancy by cable and be more than adequate to provide for the ICT Strategy and Technology Park and for the foreseeable future. GT&T argues that funds for the proposed 'other' fibre optic cable should be spent partnering GT&T to set up V-SATs for remote communities and tele-centres that allow for universal access.

Fruit, vegetables and commercial agriculture

The benefits to larger commercial farmers within the LCDS were felt to be clear – and some wanted to broaden and diversify the introduction of commercial agricultural techniques to include also areas such as fruit tree plantations (Brazilian Mangos were cited as one example)⁹⁷.

Many contributors noted the importance of agriculture, but many wanted a shift in emphasis also towards a fund to support investments in small-holder agriculture rather than large scale commercial agriculture⁹⁸. *In the interior a particular concern was investment to encourage diversification of agriculture and other income generating opportunities (and hence greater food security in the face of climate and market change)*⁹⁹. For example, in the Indigenous People's Declaration it was noted that priority should be given to support for community-based farming and other sustainable development activities in savannah and forest areas¹⁰⁰.

Some contributors were strongly opposed to the introduction of large scale commercial agriculture (e.g. Soya or Rice) to the savannah regions within the LCDS¹⁰¹. An explicit statement was made in the Indigenous People's Declaration that large-scale industrial farming and aquaculture on fragile, non-forest land in savannah, mountain and wetland areas must not be promoted¹⁰². Others insisted that any such developments be subjected to Free Prior Informed Consent (FPIC)¹⁰³. Yet others noted the important biodiversity values of the savannah regions that seemed unrecognised in the LCDS¹⁰⁴. Another contributor wanted to know specifically how the displacement of traditional cattle ranching that such agriculture would involve would be handled within the LCDS¹⁰⁵.

Other voices were not opposed to the introduction of Brazilian experiences of planting rice in Savannah rice, provided it fell under their control¹⁰⁶. There needs to be greater clarity about exactly what is being proposed and for whom in the LCDS.

A different point of view was that it was not the scale but the type of agriculture that mattered – and that it was more important for example to ensure that organic agriculture rather than conventional chemical-based agriculture took place¹⁰⁷.

In addition to large-scale agriculture there were explicit calls for greater attention to issues of food security in the hinterland region¹⁰⁸.

Some suggested investment to support the establishment of enrichment planting of fruit and palm trees in the areas of indigenous green garden cultivation¹⁰⁹. Other alternatives were also mentioned such as establishing

⁹⁷ MSSC 2009q

⁹⁸ MSSC 2009d

⁹⁹ MSSC 2009d; 2009e; 2009l; 2009k; 2009n; IPP 2009; GC 10/7/09;

¹⁰⁰ IPP 2009

¹⁰¹ MSSC 2009i; KN 30/6/09

¹⁰² IPP 2009

¹⁰³ MSSC 2009j

¹⁰⁴ MSSC 2009j

¹⁰⁵ MSSC 2009

¹⁰⁶ MSSC 2009k; SN 15/7/09

¹⁰⁷ MSSC 2009j

¹⁰⁸ MSSC 2009e

crabwood plantations that provide both wood and oils from the fruit¹¹⁰. The LCDS might therefore need to consider the issue of reforestation in a more concerted way.

Aquaculture

It was noted that aquaculture was theoretically a good option to generate profits, especially along the coast¹¹¹. However, it required a level of technological sophistication that was difficult to contemplate in the immediate future for many interior groups¹¹². Transfer of cottage industry type technology which was successful in the Philippines in harvesting and processing of shrimp and crabs is being piloted as innovative village-based aquaculture in Amerindian communities in Region 1. This pilot is part of the “Transforming Village Economies” priority cited in the LCDS and is now being implemented in the Moruca and Region 1 areas, with support from the FAO/IFAD and expertise supplied through VSO. The project was presented by the Minister of Amerindian Affairs at the independently sponsored Dialogues by CI and Iwokrama on “Livelihoods” held in August 2009.

Sustainable forestry

Contributors noted that the State Forest Estate had largely been kept intact over Guyana's history¹¹³. **At sub-national level contributors recognised that what was needed was not a cessation of logging, but the improvement of the sustainability of forest management in Guyana, and its independent monitoring, through the LCDS¹¹⁴.** The need to direct some LCDS Investment towards legality assurance systems, capacity building to apply sustainable forest management principles, added value activities and Codes of Practice were all noted¹¹⁵. Ensuring sustainable forest management was felt to be equally important on Amerindian lands¹¹⁶. More broadly, the Indigenous People's Declaration called for the Forest Act 2009 and the forthcoming Protected Areas Act to fully respect their rights, including customary rights to land and resources¹¹⁷. At the MSSC level, there was also a recommendation made that sustainable forestry codes of practice should be universally applied in Guyana's forests and that there could be harmonisation between the Amerindian Act (2006) and the Forestry Bill (2009) so that techniques like Reduced Impact Logging etc. could be incorporated into community forestry and forests owned by Amerindians. It was also noted that the MRV systems would be applicable to across the board for all forests that would be put forward under LCDS for protection and compensation payments.

The freedom to apply for concessions was recognised – although there were some constraints due to the scale at which concessions are distributed and therefore the capital investments required¹¹⁸. The Forest Products Association in particular noted that keeping harvests to the annual allowable cut will not hinder but aid the growth of the forest and forest industry¹¹⁹. One contributor felt that the GFC was pushing increased production and questioned whether this was compatible with the spirit of the LCDS¹²⁰.

A substantial number of contributors spoke of the need to curb unsustainable and uncontrolled forestry activities in commercial logging companies and stated the need for the LCDS to be more explicit on a

¹⁰⁹ MSSC 2009a; 2009b

¹¹⁰ MSSC 2009e

¹¹¹ GC 10/7/09

¹¹² MSSC 2009j

¹¹³ MSSC 2009v

¹¹⁴ MSSC 2009a; 2009c; 2009d; 2009h; 2009i; 2009k; 2009u; GC 10/7/09; GMSA, 2009

¹¹⁵ MSSC 2009v

¹¹⁶ MSSC 2009v

¹¹⁷ IPP 2009

¹¹⁸ MSSC 2009u

¹¹⁹ MSSC 2009u

¹²⁰ MSSC 2009u

commitment to more stringent control and enforcement of the forest industry including smaller operators¹²¹. A call was made for a moratorium on industrial logging must be put in place in all fragile environments, including watersheds, and river and creek heads in both forest and non-forest areas¹²². Some contributors even went so far as to recommend that things were bad enough that certain large concessionaires be stopped from logging altogether¹²³. Even more moderate voices called for a close examination of what these large transnational companies were contributing to Guyana's development¹²⁴. In addition there was a call for the Guyana Forestry Commission to publish the Strategic Allocation Plan¹²⁵.

Mention was made of the weak link between the LCDS and areas where deforestation was occurring¹²⁶. Some noted, however that deforestation was a relatively small contributor to global warming and that Guyana contributed minimally to that problem¹²⁷. Women's organisations wanted to see more specific treatment as to how inevitable population expansion (and correlated needs for more agricultural land) would be accommodated within the LCDS¹²⁸. They also wanted to see some specific treatment of the Protected Areas Scheme and how this fitted with the LCDS.

There were request from some contributors for support with training in sustainable forest management (and technical issues to do with tree selection and felling)¹²⁹. Another comment was that the control of forest fire should be explicitly dealt with in the strategy, especially in views of climate change¹³⁰. The Guyana Manufacturing and Services Association (GMSA) specifically welcomed the intention to invest in value added processing in the forest sector within the LCDS¹³¹. They noted, however that a continuous programme of capacity building and dedicated investment would be needed to help the industry retool to allow this to happen – with regular reviews of what was needed. They recommended a clustered approach whereby facilities such as drying kilns could be shared across several manufacturers¹³². They also asked the Government to consider how to use export policy post 2012 to discourage log exports and foster an increasing investment in value added processing.

Where forestry had resulted in actual deforestation (e.g. in both mining, commercial forest and Amerindian areas) there were calls for specific commitment in the LCDS for reforestation and rehabilitation of degraded areas¹³³. The Forest Products Association stressed the need for tree planting, including in urban areas¹³⁴.

Mr. John Willems¹³⁵, a pioneer of the Guyanese timber industry argues that Guyana should insist on a definition of sustainability specific to its own forests in order to do what can be done to achieve sustainability in Guyana's case without jeopardizing the forest industry. He refers to research which shows that natural regeneration takes place and growth rate of seedlings / saplings accelerate once a gap is created. He makes the further point that there has never been a true economic study of the Timber Industry in Guyana which has caused a lot of conflicts and underlines the fact that sustainability requires three pillars for consideration, environmental, social and economic. The economic pillar is never taken into consideration and should be.

¹²¹ MSSC 2009a; 2009c; 2009d; 2009h; 2009i; 2009k; 2009r

¹²² IPP 2009

¹²³ MSSC 2009b

¹²⁴ MSSC 2009m; SN 4/7/09

¹²⁵ SN 15/7/09

¹²⁶ MSSC 2009m

¹²⁷ MSSC 2009m

¹²⁸ MSSC 2009s

¹²⁹ MSSC 2009d

¹³⁰ MSSC 2009k

¹³¹ GMSA 2009

¹³² GMSA 2009

¹³³ MSSC 2009b; 2009c; 2009d; 2009f; 2009k; 2009m; 2009o; 2009u; 2009v

¹³⁴ MSSC 2009u

¹³⁵ Nine point submission made to OCC

Guyana Timber Products Inc.¹³⁶ called for tactical plan to exploit the forests based on SFM as this will serve both the traditional timber industry and the “new carbon credit / consultancy industry”. The case was made for a relatively small and low risk benchmark project (based on vision and strategy and on in depth knowledge of the upstream sector) would strengthen the LCDS greatly and will open more doors for bridge funding to fund GoG projects.

Other potential investment opportunities

In order to encourage development in the interior, it was proposed that a dedicated Amerindian development fund be established within the LCDS with that aim in view.¹³⁷ This view was echoed by another group which strongly demanded that Amerindians should decide what investments should be made with any resources coming from the conservation of their forests.¹³⁸ A specific mechanism for this was put forward – that each village should have its own development plan (as some did already) and that funding should then be based on that plan¹³⁹.

Eco-Tourism

Contributors welcomed the inclusion of ecotourism as an important engine for LCDS wealth creation especially in the interior of Guyana¹⁴⁰. It was noted that several interior communities had made a success of ecotourism ventures and that this merited further support under the LCDS.¹⁴¹ In particular an idea was put forward to promote eco-tourism by creating a network of linked sites of interest in the interior¹⁴². Flexible investment funds are needed to develop ideas – for example for white water rafting¹⁴³.

Biodiversity

The need was expressed to see more about biodiversity and its conservation within the LCDS¹⁴⁴. In this regard there was a need to think more deeply about how to combine agriculture and tourism so that they were mutually supportive within the LCDS¹⁴⁵. A specific plea was made for more research and development for the medicinal uses of biodiverse forest products¹⁴⁶. The additional economic value of other goods and services of the forest should be included in the LCDS. It was recommended that intellectual property rights be addressed with regards to non timber goods and services¹⁴⁷.

Bio-ethanol

Three contributors expressed interest in the LCDS pursuit of bio-ethanol production, one in the interior¹⁴⁸. This was echoed by support for this strand of the LCDS by the Federation of Industrial Trade Unions of Guyana (FITUG)¹⁴⁹. They also noted that the sugar cane industry had carried the country for many decades and

¹³⁶ Submission made to OCC and section quoted in response to IIED questionnaire.

¹³⁷ MSSC 2009b

¹³⁸ MSSC 2009g

¹³⁹ MSSC 2009k; 2009n

¹⁴⁰ MSSC 2009a; 2009e; 2009j; 2009m; 2009v

¹⁴¹ MSSC 2009e

¹⁴² MSSC 2009m

¹⁴³ MSSC 2009m

¹⁴⁴ MSSC 2009j; 2009w

¹⁴⁵ MSSC 2009j

¹⁴⁶ MSSC 2009m; 2009v

¹⁴⁷ MSSC 2009v

¹⁴⁸ MSSC 2009d; 2009w; 2009x

¹⁴⁹ MSSC 2009r

investment to improve its competitive advantage should be a priority within the LCDS. One specific contributor called for a rather more comprehensive industrial framework to develop a bio-energy industrial base with cane sugar as a feedstock¹⁵⁰. Others cautioned against bio-ethanol or suggested it be dropped entirely from the LCDS on the basis that non-forested land intended for bio-ethanol crops should be used instead to enhance food security (crops and livestock and aquaculture) and to cultivate commercial food crops and livestock (and their value-added derivatives) that can penetrate the southern Caribbean Market and elsewhere. Additionally, it was pointed out by quite a few contributors that the science regarding bio-ethanol is still unclear as to whether the advantages outweigh the environmental and socio-economic disadvantages. Yet another view posited that this option be dropped from the LCDS based on oil potential Guyana both offshore and onshore.

Organic Agriculture, Apiculture and Aquaculture

There were calls for the development of income-generating alternatives in the interior.¹⁵¹ Specific mention was made of organic agriculture, apiculture and aquaculture¹⁵². Another contributor suggested investment in mineral water processing plant¹⁵³. With diversification as a key theme, one contributor also asked for more emphasis to value added processing in the LCDS¹⁵⁴. An important point was that the specific development prospects varied across different regions and that the government should adopt a flexible and experimental approach to encouraging new income generating opportunities across the country¹⁵⁵.

Nutriceuticals

There was an explicit recommendation for the revised LCDS to contemplate an investment programme to develop 'nutriceutical' business ventures (medicinal, herb and spice products) in the interior¹⁵⁶.

Mining, oil and additional areas of concern

Mining scarcely receives a mention in the LCDS. Nevertheless, consultations in the interior noted both the important employment and wealth creation elements of mining, but also the environmental destruction that usually accompanied it¹⁵⁷. Two contributors drew attention to the current conflicts at policy and practical levels between forestry and mining and wanted the LCDS to address this¹⁵⁸. The perception was aired that agriculture, mining and road building contribute more to deforestation than forestry¹⁵⁹. In areas near the Brazilian border there were specific complaints about unauthorised Brazilian miners operating¹⁶⁰. Many contributors mentioned the need to invest in increased monitoring and enforcement of more stringent international standards on mining¹⁶¹. Others were more concerned about potential differential approaches between small and large mining operations in terms of enforcement¹⁶². There were some concerns aired by miners about the potentially prohibitive costs of new measures¹⁶³.

¹⁵⁰ SN 13/6/09

¹⁵¹ MSSC 2009f

¹⁵² MSSC 2009l

¹⁵³ MSSC 2009l

¹⁵⁴ MSSC 2009m

¹⁵⁵ MSSC 2009n

¹⁵⁶ MSSC 2009a

¹⁵⁷ MSSC 2009b; 2009g

¹⁵⁸ MSSC 2009u; 2009v

¹⁵⁹ MSSC 2009m

¹⁶⁰ MSSC 2009e; SN 10/7/09

¹⁶¹ MSSC 2009a; 2009b; 2009c; 2009d; 2009j; 2009o; 2009u

¹⁶² MSSC 2009n

¹⁶³ SN 6/8/09; SN 17/8/09

Concerns were raised that the LCDS should address the allocation of mining rights to those who operated unsustainably¹⁶⁴. Other suggested within the LCDS a requirement and support to reforest mined areas.¹⁶⁵ The point was made that old mining areas are frequently a breeding ground for mosquitoes and malaria and that regulations should be put in place to address this¹⁶⁶.

A series of more than eight sessions were organised by the Guyana Geology and Mines Commission (GGMC) to discuss the LCDS. There was acknowledgement that the miners should abide by the Mining Environmental Regulations 2005¹⁶⁷. Exploration costs currently met by prospectors might need to be shifted to a more regulated authority such as the GGMC – which would then publish mineral maps - to minimise damage to areas without good prospects, but this would have significant costs¹⁶⁸. There should be a zoning such that mining did not occur in very sensitive areas¹⁶⁹. Others simply wanted training in better prospecting¹⁷⁰ or in environmental best practice more generally¹⁷¹. It was generally agreed that it made good sense to insist that miners contain tailings in ponds, manage water quality and do backfilling and replanting¹⁷², but also the need to run training events on best practice in that regard¹⁷³. Setting up a technical body comprising people from the Ministry of Amerindian Affairs, GGMC, GFC etc to give advice would be welcomed¹⁷⁴. Some pointed to the need for research and development on how to reclaim tailings ponds by replanting¹⁷⁵.

There were concerns among miners that the LCDS would exacerbate unemployment and many suggested the need to put in place LCDS funded transition or compensation mechanisms for mining activities that would have to stop if more stringent measures were introduced¹⁷⁶. Others suggested a tax reduction during the transition period to help finance the necessary changes¹⁷⁷. **There were calls for low-cost financing to allow small miners to gain access to mercury-free technology and modern excavators – with training in the same**¹⁷⁸. Making basic equipment available in local shops was also seen as an important step¹⁷⁹. Other suggested the training in local monitors – for example among Amerindian communities¹⁸⁰.

Subsidising the transport costs (both vehicular and air) to get such heavy equipment into the interior – plus the need to develop airstrips was mentioned¹⁸¹. There was also a need to invest in equipment (such as turbidity meters) to allow miners to better monitor their own activities¹⁸². A timetable for transition was needed with pilot areas to understand better the potential implication of tougher enforcement on small scale mining¹⁸³. Others suggested a specific line of funding to allow miners to diversify away from mining into aquaculture, citrus farming and market such crops etc¹⁸⁴.

¹⁶⁴ MSSC 2009i

¹⁶⁵ MSSC 2009d

¹⁶⁶ MSSC 2009d

¹⁶⁷ GGMC 2009a;

¹⁶⁸ GGMC 2009c; 2009e; 2009f; 2009g

¹⁶⁹ GGMC 2009f

¹⁷⁰ GGMC 2009e

¹⁷¹ GGMC 2009e; 2009f

¹⁷² GGMC 2009a; 2009b; 2009f

¹⁷³ GGMC 2009c; 2009d; 2009f

¹⁷⁴ GGMC 2009f

¹⁷⁵ GGMC 2009e

¹⁷⁶ GGMC 2009a; 2009b; 2009c; 2009f

¹⁷⁷ GGMC 2009c

¹⁷⁸ GGMC 2009a; 2009c; 2009e; 2009f ; 2009g; 2009h

¹⁷⁹ GGMC 2009e

¹⁸⁰ GGMC 2009e

¹⁸¹ GGMC 2009c; 2009e

¹⁸² GGMC 2009c

¹⁸³ GGMC 2009c

¹⁸⁴ GGMC 2009c

There was a call from some contributors for some statement within the LCDS to do with the exploration for oil and how this was compatible with low-carbon development¹⁸⁵. It was suggested that the compatibility of oil exploration and the LCDS be given explicit treatment.

3.3 Communities and human capital

Amerindian opt-in

Many contributors from the consultations in the interior expressed broad support for the LCDS¹⁸⁶. This came with the important caveat that the LCDS fully respected the UN Declaration on the Rights of Indigenous Peoples and related human rights instruments¹⁸⁷. A limited number of contributors from Amerindian areas already expressed the desire to opt in to the LCDS¹⁸⁸ although there were voices from one region calling to opt out¹⁸⁹. With regard to an opt in, however, the majority of voices, including the National Toshias Council (NTC) wished to have more time to weigh up and consider the issue further¹⁹⁰. There were concerns that those communities that chose to opt in would receive more support and benefits than those who chose for their reasons to opt out – with the LCDS needing to be clearer on how this might work¹⁹¹. Some contributors were simply unsure of the benefits one way or another¹⁹². In addition there were calls to establish a mechanism within the LCDS for specific technical advice on whether to opt in or out¹⁹³.

In the National Toshias Council Meeting and at almost all consultation in the interior, it was requested that more explicit treatment was given in the LCDS towards investment in the titling of Amerindian lands – with funding to speed up this process¹⁹⁴. The specific point was made that an independent body comprised of Indigenous leaders and elders must be established to address and deal with outstanding territorial land claims. Such an entity can be an advisory body to the National Toshias Council¹⁹⁵. In addition there were calls for participatory revision of the Amerindian Act of 2006 to be carried out as soon as possible to strengthen its provisions so they are fully consistent with international standards, particularly its provisions dealing with land demarcation, titling and extensions; and the responsibilities of government agencies to uphold rights, including the right to free, prior and informed consent (FPIC)¹⁹⁶. Communities noted that inevitable population expansion would require extensions to these lands – and that this would have a localised affect on deforestation¹⁹⁷.

Several Amerindian communities already had sustainable development plans and there were calls for a programme of investment to support the implementation of these¹⁹⁸.

There were widespread concerns to ensure that the historical stewardship role of Indigenous peoples in protecting Guyana's forest on their traditional lands must be recognised and rewarded, including recognition and support for community conserved territories and traditional rotational agriculture within the LCDS¹⁹⁹.

¹⁸⁵ MSSC 2009b; 2009r; 2009v; SN 15/7/09

¹⁸⁶ MSSC 2009b; 2009c; 2009d; 2009e; 2009f; 2009i; 2009j; 2009k; 2009l; 2009m; 2009n; 2009q; IPP 2009;

¹⁸⁷ IPP 2009

¹⁸⁸ MSSC 2009b; 2009c; 2009d

¹⁸⁹ MSSC 2009g

¹⁹⁰ MSSC 2009c; 2009j; 2009f; 2009h; 2009k; IPP 2009;

¹⁹¹ MSSC 2009d; 2009h

¹⁹² MSSC 2009l

¹⁹³ MSSC 2009h; 2009i

¹⁹⁴ MSSC 2009a; 2009b; 2009d; 2009e; 2009g; 2009h; 2009i; 2009j; 2009k; 2009l; SN 30/6/09; GGMC 2009e

¹⁹⁵ IPP 2009

¹⁹⁶ IPP 2009

¹⁹⁷ MSSC 2009c.

¹⁹⁸ MSSC 2009b

¹⁹⁹ MSSC 2009b; 2009d; 2009h; 2009i; 2009v; KN 30/6/09; IPP 2009

Specifically, the Amerindian rotational farming must not be classified as “deforestation” or “degradation” and this sustainable traditional land use practice must be fully safeguarded in any national LCDS program²⁰⁰. Greater clarity about this within the strategy would help to assuage such fears especially as the national documents on REDD seemed to have contradictory statements regarding traditional practices of rotational farming and shifting agriculture. In addition there were calls for support and legal recognition of existing and future community-based mapping initiatives, including training of indigenous cartographers and other related technicians²⁰¹.

Repeated calls were made for the revised LCDS to be much more explicit about the implications for opting in or out of the strategy. In particular, greater clarity was required in terms of potential benefit distribution mechanisms and how these might be handled – both if communities chose to opt into the strategy, and if they did not²⁰².

For many Amerindian communities, women’s groups have been making great strides in local development and the recommendation was made to design an investment programme in support of their work²⁰³.

Entrepreneurship and employment

The National Tshaos Council felt job opportunities were a key priority for the hinterland regions²⁰⁴.

Some Amerindian communities saw the LCDS as a vehicle for training and employing more of their young scholars and graduates²⁰⁵. But there was concern over the lack of specific plans for generating new opportunities in the savannah regions. One Tshao had been developing a number of ideas such as sand mining, harvesting wild fruits such as Kokorite and Ite Palm.

Various women’s organisations noted the importance to of considering and including specific provisions for building women’s capacity to contribute to the economic development plans within the LCDS²⁰⁶. They also wanted to know what specific measures for capacity building in the University of Guyana were being contemplated generally, and specifically to train women and build their capacities for the new and innovative “low carbon” professions to allow the LCDS vision to be achieved.

Another contributor noted the importance of creating an environment for entrepreneurship – such that people could develop their own innovative ideas in a free and secure environment²⁰⁷. The same author explicitly called for the creation of an innovation and technology fund, open to any Guyanese with an innovative idea for low carbon business.

Social services (e.g. health, education, water and sanitation, citizenship)

General investments in health care were advocated for inclusion in the LCDS with calls for health posts and a regional hospital²⁰⁸. Malaria in particular was raised as an important health issue in Amerindian areas with a

²⁰⁰ IPP 2009

²⁰¹ IPP 2009

²⁰² MSSC 2009b

²⁰³ MSSC 2009b; 2009c

²⁰⁴ MSSC 2009e

²⁰⁵ MSSC 2009c

²⁰⁶ MSSC 2009s

²⁰⁷ SN 15/7/09

²⁰⁸ MSSC 2009l

call for some specific inclusion of this issue within the LCDS²⁰⁹. The impacts of climate related flooding and the incidence of disease was an area that might require specific inclusion within the LCDS.

Amerindian communities frequently made reference to investing in youth and education²¹⁰. Certainly a specific commitment to investment in schools (both primary and secondary) within the LCDS was put forward in order to build the necessary capacity to participate in this new economic vision²¹¹. Some contributors noted that training environmentalists and climatologists was a priority²¹². Other saw the reintroduction of agriculture into schools as the more pressing concern²¹³. More generally there was a call that capacity building at the community and national levels must be carried out²¹⁴.

At a national level it was felt that for the successful implementation of the LCDS, it is important for the elements of the LCDS to be integrally linked to the educational system and curricula in Guyana²¹⁵. There were also calls for the LCDS to make a commitment to vocational training, for example on-site training in sustainable forest management²¹⁶.

On a more general note, there was the suggestion, that following its revision, the LCDS should be introduced into the school curriculum²¹⁷.

Priorities for many Amerindian communities included investment in running water and that this should be part of the LCDS²¹⁸. Another contributor commented on the need for tools to improve sanitation²¹⁹.

One specific request was for the LCDS to set aside resources to help Amerindians get official documents such as birth certificates so that they could get jobs²²⁰. This point was further elaborated in considerable detail at the National Toshias Conference by several Toshias, Health Workers and this predicament supported by the Community Development Officers of the Ministry of Amerindian Affairs.

3.4 Protecting Guyana's people and productive land from floods

Infrastructure

Protection from flooding was seen as an important issue²²¹. But while maintaining sea defences was clearly an important short term measure there were calls for the development within the LCDS of a 'Plan B' for relocation to cover the worst case scenario²²². A plan to move the capital from Georgetown within the LCDS was suggested²²³. Such a plan, it was recommended, needed to be a practical and carefully phased one.

²⁰⁹ MSSC 2009b

²¹⁰ MSSC 2009b; 2009c; 2009g; 2009k; 2009m

²¹¹ MSSC 2009b; 2009g; 2009i; 2009v

²¹² MSSC 2009c

²¹³ MSSC 2009n

²¹⁴ IPP 2009

²¹⁵ MSSC 2009v

²¹⁶ MSSC 2009v

²¹⁷ MSSC 2009r

²¹⁸ MSSC 2009b

²¹⁹ MSSC 2009e

²²⁰ MSSC 2009h

²²¹ MSSC 2009k; 2009r; GC 12/6/09; KN 12/6/09

²²² MSSC 2009f; MSSC 2009w

²²³ MSSC 2009k; 2009r; KN 22/6/09; SN 18/8/09

Emergency response and migration

Citizens in the consultation held in Port Mourant, Region 6 firmly supported the need for investment in disaster preparedness²²⁴. They noted the fact that some people were digging fishponds in the foreshore and putting the sea defences at risk. Others were cutting mangroves to expose the coast. Both required specific attention in the LCDS²²⁵. In addition there were calls for adequate in engineering skills²²⁶.

Concerns were raised from several different sources on the need for the LCDS to elaborate an adequate plan for relocation in the worst case scenarios of sea level rise. Costing and planning for such a scenario should be part of the LCDS investments²²⁷. It was suggested that a detailed study using the latest global climate models be applied to develop scenarios for Guyana, especially relating to flood defence²²⁸.

3.5 Implementing mechanisms

An important priority for many was to ensure that the implementation of the LCDS should be overseen by some form of multi-stakeholder steering committee (some insisted on a non-government agency) to ensure trust over transparent and effective fund management, and avoid misappropriation of funds²²⁹. It was recommended that an independent oversight body and monitoring system should be established within the LCDS²³⁰. One particular concern was that the LCDS should not simply increase the size of government, but should be directed efficiently towards the stated investment areas²³¹.

One contributor noted that it would also be important to have an independent Procurement Board to oversee government procurement procedures for any externally funded procurement contracts that emerged from the LCDS²³².

One Amerindian community expressed concern of the potential overlapping in authority between the three proposed oversight bodies – the Office of Climate Change, a Low Carbon Development Project Management Office (PMO) and a Guyana Low Carbon Finance Authority (GLCFA)²³³. Questions were raised as to whether decision making solely by the Office of climate change was appropriate²³⁴.

Another strong recommendation was for the National Tshaos' Council (NTC) to have a greater role in the management and financing of development activities in the interior²³⁵. This was emphasised by requests that Amerindians should be able to play a role in defining what LCDS activities happen with specific benefits to individuals carrying out relevant activities, not just for the nation as a whole²³⁶. There were calls for an Indigenous peoples' working group on REDD and the LCDS be established and recognised by government to assist and support informed and culturally appropriate consultations with Amerindian communities. Indigenous peoples must be able to choose their own representatives to take part in this working group²³⁷.

²²⁴ MSSC 2009f

²²⁵ MSSC 2009f

²²⁶ KN 12/6/09

²²⁷ MSSC 2009f

²²⁸ GC 12/6/09

²²⁹ MSSC 2009h; 2009i; 2009m; 2009n 2009r; KN 21/6/09; GGMC 2009c; 2009e

²³⁰ MSSC 2009m; 2009r

²³¹ SN 11/7/09

²³² REDD Monitor 2009

²³³ MSSC 2009c

²³⁴ MSSC 2009v

²³⁵ MSSC 2009f; 2009j; IPP 2009

²³⁶ MSSC 2009h; 2009n

²³⁷ IPP 2009

One contributor felt that the Environmental Protection Agency should have a role in this structure²³⁸.

The issue was raised as to whether an Indigenous Bank would be necessary to ensure a flow of benefits to the Amerindian communities, and how this should be addressed²³⁹.

Irrespective of the concerns above there was a suggestion that the LCDS should be explicit about a separate Trust Fund to allow finances to be channelled for the overall development on Amerindian lands – with specific provisions for education, health and employment generation²⁴⁰. As one contributor put it ‘funds should go directly to the individuals, the poor, the small man, whose livelihoods will be impacted by the strategy’²⁴¹.

²³⁸ MSSC, 2009c

²³⁹ MSSC 2009e; 2009l

²⁴⁰ MSSC 2009j

²⁴¹ MSSC 2009m

4. Conclusions

4.1 Strategic LCDS Processes & Priorities from Stakeholders Perspectives

“There needs to be a built-in process for integration of the principles of the Strategy in the education system, the decision-making system and in the way business is done in Guyana”²⁴²

- **Education**

An overwhelming majority of key stakeholders saw continuity of education on the LCDS and the environment at all levels as a factor in taking informed action, understanding the issues and making the personal change necessary for an effective LCDS to take root. The following amalgamation of stakeholder recommendations further extends this theme:

- i. Education projects should be prioritized for all Guyanese to encourage greater awareness of the meaning of a low carbon economy and the reinforcement of good environmental practice.
- ii. Ongoing climate change workshops with youths & students (both in and out of school).
- iii. An extensive, plain-language awareness drive should be implemented at the neighborhood/community level so that informed stakeholders can truly contribute to the shaping of the LCDS.
- iv. Continuous dissemination of the LCDS as it progresses to get its messages out and into the communities.
- v. LCDS radio programmes to be developed and CDs or DVDs produced so that Amerindian communities without TV can see such programmes on videos or computers etc.

- **Climate Change, LCDS and the National School Curriculum**

Members of the MSSC and stakeholders in a number of the feedback comments from the community consultations made strong and well articulated recommendations that climate change, global warming, the meaning of REDD framework and especially the vision and concept of the LCDS should be integrated in educational programmes at many levels and included in schools' curriculum.

- As one stakeholder says: *“One of the key mechanisms for LCDS implementation which I would recommend is the Ministry of Education and involving the system at all levels: primary, secondary and tertiary in educating the public about environmentally friendly practices and training young people in the necessary skills to sustain the Strategy”.*
- A phased approach is recommended which will target NCERD for the development of a Low Carbon Environmental Education syllabus and texts, teacher training at CPCE and then the introduction of this Environmental Education course in schools with an option at CXC to be phased into the process. (There is already an O level syllabus developed by the Cambridge Board that may be used as a guide.)

²⁴² Key Stakeholder recommendation from IIED Questionnaire

4.2 LCDS Consultation Process – Linkages & Mechanisms for its Continuation

4.2.1 Continuity Mechanisms for Multi-Stakeholder Involvement in LCDS

Generally, the overall consensus is that there needs to be continuous stakeholder (non state) involvement in the implementation phases of the LCDS and in the decision-making, monitoring and evaluation processes involved. The degree and extent to which state and non-state multi-stakeholder involvement is seen to be representative, inclusive and transparent will determine and serve as the measure for society's buy-in to the LCDS. The greater this will be if appropriate multi-stakeholder mechanisms for decision-making, monitoring and oversight are established and / or strengthened for the coordination and cohesion for the LCDS-REDD processes in Guyana to be effective and successful. The willingness to expand the current steering committee sets a good example for an ongoing enhanced mechanism.

The President has not stunted in being responsive and responsible in setting up this type of multi-stakeholder in the start-up phase of the LCDS and has garnered a broad-based buy in to the vision and principles governing the LCDS from Guyanese throughout Guyana.

Guyana has been beset by weaknesses and challenges in governance and accountability by successive governments since our independence. Having strong non-government involvement in public-private initiatives and ensuring such structures and initiatives sufficient autonomy and authority to function effectively will help grow stronger a government and civil society. The strength and viability of both these sectors are required for a healthy nation. The LCDS provides an opportunity for improvement in governance and the shared responsibility for taking on board a long-term national agenda that is environmentally sound, economically bold and with transformative potential for social, political and economic sectors. Regardless of political party persuasion the LCDS calls on Guyanese to put the Guyana first because our country quite simply deserves it.

The following are an amalgamation of stakeholder recommendations for LCDS integration and linkage mechanisms that the IIED independent team find to be significant and useful for uptake in the revised LCDS.

- **Stakeholder Perspectives on the Mechanisms Proposed for Implementing the LCDS**

The three key mechanisms proposed for implementing the LCDS are: An Office of Climate Change (OCC); a Project Management Office (PMO) and a Low Carbon Finance Authority (GLCFA) (pgs. 30 & 31 LCDS draft). Views from stakeholders on the best coordinating LCDS-REDD mechanism which would ensure a continuity of stakeholder processes within are amalgamated as follows:

“While the suggested project management proposed in the LCDS draft for implementing the LCDS are well suited for implementing the LCDS and for now they seem adequate, their usefulness will depend on the capacity of these offices to fulfil their mandate.”

“Creating additional institutions, and bureaucracy for LCDS and REDD may further complicate the Government's institutional superstructure relating to environmental management. Government should simplify through legislation and consolidating institutions / using existing institutions. These are expected to link closely with the work of key natural resources agencies – GFC, GGMC and GLSC as well as the EPA.”

“There is a need to ensure that duplication of effort is avoided.”

“The major concern is how these entities will relate with the other sectors of the economy? It would be insufficient to place them under the Office of the President and expect that as a result their role will take precedence over the other agencies. If at all possible, it will be helpful if the process can be managed by an entity a step removed from the Office of the President. An LCDS stakeholder oversight or advisory committee or task force is therefore recommended.”

- **Establishment of REDD Agency for Agency Coordination and Stakeholder Participation**

A special agency with fairly far-reaching authority, and well defined responsibilities, to work within the LCDS-REDD implementation has been recommended. It is most important that agencies concerned in by the REDD mechanism are involved in the process and held responsible and accountable for their parts.

A council of representatives from the main groups of stakeholders to advise the “REDD Agency” would be helpful, as well as a steering committee made up of representatives for agencies involved.

- **Research and Development Team**

A Research & Development team which networks with Institutions such as UG, IAST, NARI, D&I, and with external R & D agencies dealing with low-carbon related issues, products and technology that have applicability to Guyana.

- **Community-based Low Carbon Development Plans**

Community development plans are mandated under the Amerindian Act. It is recommended that each village council to produce and submit a Village Development Plan indicating current trends and plans for appropriate low carbon initiatives best suited to the particular landscape, eco-system and natural resources of the individual villages. Community resource mapping and zoning of community lands for sustainable utilisation and as preservation areas (e.g. standing forests which may be committed to LCDS) along with other essential and vulnerable resources would be required. A recent model that may be drawn upon in terms of method and for demonstration is the Fair View Territory Resource Management Plan. Such village plans could also be clustered (where appropriate) and work in synergy within a district or sub-region as an area-based low carbon development plan.

- **Area-Based Low Carbon Development Plans**

The pooling together of such Village Plans within a particular area, district or sub-region would then serve to build an integrated, conservation-based development plan for the area that would help to maintain the integrity of the specific eco-systems while advancing economic opportunities for the transforming of village economies in a manner that would best balance a development agenda with environmental stewardship and responsibility. The NRDDDB and Iwokrama, CI, WWF and the Bina Hill Institute can also be utilised as technical resources and / or to provide basic training for such exercises. Likewise the South & South Central Rupununi District Toshias Council’s “Wa Wiiz, Wa Kaduuz” mapping and community planning team of community consultants who are engaged in a similar exercise can be used as local resources.

- **Protected Areas: Linkages for Eco-Tourism and Payment for Eco-System Services**

Stakeholders felt that there was a gap between the LCDS and Protected Areas. There were several calls made during the consultations for the inclusion of a section on Protected Areas and their correlation to the generic vision of the LCDS and its development goals. Stakeholders pointed out the many synergies between the Guyana Protected Areas System and the LCDS. For instance, Eco-tourism is a key component of the LCDS and it is precisely these Protected Areas / designated Protected Areas that are the biggest eco-tourism draws and destinations: Kaiteur, Iwokrama, the Kanaku Mountains, Shell Beach, North Rupununi Wetlands²⁴³.

²⁴³ Being proposed by the NRDDDB as a Community Co-managed Conservation Area

While all of these locations may not necessarily be targeted for the carbon market, some may qualify such as Iwokrama and the North Rupununi Wetlands where SFM is being practised. Additionally, there is substantial work and investment made already in exploring Payment for Eco-system Services (PES) with Iwokrama taking a lead in this under the Guiana Shield Initiative project and a potential partnership with Canopy Capital of the UK.

- **Iwokrama: A Key Component Within the Guyana LCDS Model – A Demonstration of Good Stakeholder Process**

“I suggest that in refining the strategy, account should be taken of the accomplishments of Iwokrama such as its successes relating to sustainable forestry and the example of communities establishing mutually beneficial partnerships with the managing authorities and living sustainably in a national park situation.”²⁴⁴

There were several stakeholder comments and recommendations made by Indigenous leaders and other Guyanese stakeholders as to the need for Iwokrama to be better recognised and highlighted within the LCDS as a model and demonstration of many of the low carbon business priorities cited including sustainable forestry and wood processing, eco-tourism, and generally in its pioneering thrust for: “Generally enhancing the nation’s human capital and creating new opportunities for forest-dependent and other indigenous communities.” (Creating a low-carbon economy - Section 3 of LCDS draft pp 20)

Iwokrama’s mission statement is indeed in keeping with the broad vision of the LCDS and over the years Iwokrama has played a leading role in combining and balancing the two pillars of environment and development. Its track record in training services and capacity building is commendable: designing and delivering practical courses and hands-on training has produced a growing cadre of natural resource managers, forest rangers, tour guides and as well a number of young professionals, now in senior management positions and in supporting junior wildlife clubs in schools in its neighbouring communities.

- **Iwokrama: A model of Public Participation and Community Partnerships**

The principle of Indigenous peoples being the rights holders to the Iwokrama forest with a say in its management and decision-making was supported and established during the early days of the implementation of the Iwokrama programme and ran parallel to the drafting and passing of the Iwokrama Act in 1996. Iwokrama has benefited from a durable experience in stakeholder partnerships, co-management and shared decision-making and mechanisms for the sharing of benefits and distribution of profits. The principles and practices of SFM have been an integral part of this process.

“The initial emphasis in participatory approaches has not changed, and joint decision making with local communities is exercised in resource management decisions. This represents the highest level of public participation in resource management in Guyana, and it requires overcoming obstacles which are a result of the lack of local experience in these practices. The Iwokrama experiment should be utilised in Guyana and the Region for improving public participation, taking it beyond the regular levels of information and consultation. On the technical aspects of forest management and utilisation, having already demonstrated the capacity to run a sustainable operation by applying the best known technologies, Iwokrama should venture into novel approaches. These might probably include creative approaches in the area of small scale logging and processing, making full use of the rich joint experience with Amerindian communities.”²⁴⁵

²⁴⁴ Comment made by Mr. Rashleigh Jackson, former Minister of Foreign Affairs and one of the key visionaries of the Iwokrama project.

²⁴⁵ Excerpt from study by Jorge Trevin and Robert Nassi: Forest Law Enforcement and Governance and Forest Practice in Guyana
Study commissioned by Govts. of Norway and Guyana to support readiness for REDD

- **Pioneering the Payment for Eco-system Services (PES)**

Currently, Iwokrama is also serving as the partner and demonstration site for the Guyana Shield Initiative (GSI) and Canopy Capital (UK) in researching and developing baseline studies for the valuation and marketing of ecosystem services other than carbon. Such pioneering work paves the way for Iwokrama's heightened role both now and in the future phases of the LCDS. It is therefore recommended that the role and example of Iwokrama be utilised more effectively within the revised LCDS. It is therefore recommended that the role and example of Iwokrama be utilised more effectively within the revised LCDS.

Centre for Biodiversity Research

Under the caption "The broader Guyana citizenry" on pp 27 of the LCDS draft, the case is made for investing a significant share of the forest protection funds it receives in initiatives aimed at developing jobs and diversifying the jobs base. One of the key areas of investment stated is that of "possibly establishing a centre of biodiversity excellence". Such an initiative was also proposed and welcomed by several stakeholders.

During the process of the LCDS review, the possibility of setting up of Biodiversity Centres / Biodiversity Research stations and programmes at various locations within the Protected Areas – (and even of designating the whole of Guyana as a biodiversity area) was mentioned by the President in his LCDS Launch presentation and in follow up sessions with a NRDDDB delegation and in NRDDDB community consultations. This idea was further taken up in presentations and comments made in the LCDS Dialogues sponsored by CI and Iwokrama held in Georgetown²⁴⁶. For all of these reasons, and because Guyana has already been put on the biodiversity maps of the world by Iwokrama, CI, WWF, some process linkages for further stakeholder deliberations on such an interlinked LCDS Biodiversity project is warranted. It is recommended that a working group on this topic be established that would include the aforementioned agencies, possibly led by Iwokrama with support from DFID. The proposed working group would include the University of Guyana School of Humanities and Environmental Studies and other relevant state and non-state actors such as the EPA, CI, WWF, OCC, Iwokrama, GMTCS, NRDDDB, Karanambu Trust, BHI, DTC of South Rupununi etc.²⁴⁷

- **Guyana-Brazil Road Link**

The Linden to Lethem Road now with the Takatu Bridge which spans the border between Guyana and Brazil completes the road link between the two countries. A major priority will be the stringent measures put in place to regulate and manage its development and maintenance. A recent IDB study undertaken by Conservation International for the Guyana Government has indicated that "with the upgrade of this road, traditional agriculture and natural resource extraction sectors of Guyana's economy will be expected to expand as forest resources and lands become more accessible. This expansion is also driven in part by the decreasing transportation distance for products from northern Brazil by as much as 500km to the Atlantic Ocean. Using observations from similar conditions in the region, the increasing accessibility to areas in proximity to the road infrastructure will cause an increase in deforestation and forest degradation." The study recommends the development and implementation of a well-resourced social and environmental management plan which will serve to mitigate forest loss and improvement of the livelihoods of communities affected by the road.

One of the mitigating factors is that one stretch of this road comprises the Iwokrama Forest Road Corridor which has put in place a road management and monitoring regime. Another strategy to be considered would be formalising the protection of the North Rupununi Wetlands as a community owned or community co-managed conservation area which would allow for an extension of the rules and regulations of the Iwokrama road corridor to be put in place and to potentially come under the management of the NRDDDB with support from Iwokrama, Conservation International, WWF and the Guyana government. It is expected that the road will

²⁴⁶ Specifically mentioned in presentation by Dr. Graham Watkins.

²⁴⁷ This essence of this recommendation (for inclusion of UG, Iwokrama etc.) is also supported in the Statement by British High Commissioner in SN article 10.09.09 "UK renews support for Guyana's LCDS".

support sustainable development enterprises and initiatives, much the way Iwokrama supports SFM, eco-tourism, training and research services and eco-system services. The savannah lands / wetlands of the North Rupununi are vulnerable and valuable and require protection from negative impacts of the road which are likely to occur without a properly designed and managed road management plan that directly involves the rights holders to the village lands on either side of this major road artery that bifurcates the North and Central Rupununi lands owned by the Indigenous Peoples of the area and also other tracts of leased lands.

4.2.2 Mechanisms for LCDS-NCS-NDS etc. Linkage, Synergy & Continuity

- **National Competitiveness Strategy (NCS)**

The NCS has been referenced and mainstreamed in the LCDS (Ref: Section of pg. 7 of LCDS draft)

“Coupled with the country’s as yet-untapped further potential for economic development – including agricultural potential, valuable natural resources and a young, educated and English-speaking workforce – the foundations are now in place to stimulate the next wave of economic growth. This will require Guyana to seize the opportunities present in today’s traditional economic sectors which have generated Guyana’s historical growth and employment, while simultaneously diversifying the economy into new sectors where Guyana possesses comparative advantage²⁴⁸. “Guyana’s National Competitiveness Strategy prioritizes the modernisation of four traditional sectors: sugar, rice, forestry and mining. It also identifies five additional sectors with the greatest opportunities for new growth and diversification: non traditional agriculture, aquaculture, manufacturing, business process outsourcing / information technology, and tourism.” The footnote (6) reads: “The policy framework to achieve these twin objectives is summarised in Guyana’s National Competitiveness Strategy (NCS) – which was published in 2006. The NDS updates key aspects of the economic strategy first outlined in the National Development Strategy (NDS). Both the NDS and NCS were prepared after extensive consultations between the Government, private sector and other civil society stakeholders.”

- **Recommendation re NCS:**

The NCS may need to be re-iterated in the proposed new section on Linkages for the revised draft to emphasise the connection between the two. Since footnote 6 makes a substantive linkage point, it ought not to be relegated to footnote status. It is recommended that this footnote be reconfigured as a substantive part - possibly as the lead paragraph coupled with text above from pg 7 to form a sub-section in the revised draft to address NDS-NCS-LCDS linkages etc.

- **National Development Strategy (NDS) and the LCDS**

Though a general linkage and continuity with NDS is the assumption underlying the LCDS, there is limited and insufficient mention of the NDS therein. There appears to be only one mention of the NDS in a footnote. (Ref: Foot note 30 (pp 32) in Chapter 6).

The President has specifically referred to the substantial link between the LCDS and the NDS in his public presentations and responses during the LCDS consultations. The Conceptual Framework for Multi-Stakeholder Participation in LCDS contributed by IIED elevates the reference of the NDS and its link to LCDS. This NDS linkage matter has also been raised and discussed at MSSC level. The issue of the NCS linkage and its relation to LCDS emerged as an important matter from the stakeholder feedback. It is therefore anticipated that in the revised edition of the LCDS the following will be seen:

²⁴⁸ Footnote from LCDS highlighted above.

- (i) Greater prominence of the NDS per se;
- (ii) LCDS – NDS synergy will be addressed in more detail;
- (iii) An appropriate stakeholder mechanism or mechanism(s) for correlating and / or integrating the LCDS within the more comprehensive and updated NDS will be indicated;
- (iv) A new comprehensive NDS incorporating the LCDS, as the main plank, should be developed as a matter of priority as the framework policy document to guide national development over the coming decade 2010 – 2020 - possibly under the title: The Low Carbon-National Development Strategy 2010 – 2020.

For consideration - specific recommendations for Process & Linkage re NDS & NCS

(a) A specific section addressing this key linkage (NDS-LCDS) issue should be written and inserted prominently in Section 1 of the Revised Draft as a subsection. This sub-section could possibly be titled “Linkages & Synergy with National Strategies and Policies” and should include substantive references to the National Development Strategy, the National Competitiveness Strategy and the Poverty Reduction Strategy. *(Note: the PRSP appears not to have been mentioned anywhere at all in the LCS draft, but is mentioned in the Conceptual Framework for Stakeholder Participation prepared by IIED and carried forward as Government endorsed document.)*

(b) Mechanisms for interlinkage and correlation of NDS-LCDS

- i. The idea is that a multi-stakeholder working committee be set up for this process which should include key persons who were involved in the former NDS Main Committee as well as current members of the LCDS MSSC and Drafting Committee with a mandate to work to link the documents and to mainstream the LCDS within the wider framework of the NDS.
- ii. A second or subsidiary mandate for the working committee would be to undertake an internal assessment of the NDS to gauge targets met and unmet, gaps remaining and identification of new and emerging issues. Such a review presents an opportunity for also integrating and correlating the National Competitiveness Strategy into the proposed new combined Low Carbon-National Development Strategy - 2010-2020.
- iii. This could include a general, overarching Vision Statement that could serve as a substantive preface which positions the LCDS as the central plank for development priorities over the next decade. This proposed preface could also describe the stakeholder mechanisms instituted for oversight, advisory and monitoring responsibilities and, also for annual reviews or assessments of the LCDS / NDS implementation.

(c) Lessons & Approach

The NDS re-drafting process (2000-2001) was widely appreciated and accepted as a good working model for stakeholder participation and decision-making in producing a national strategy. How it worked: Members of the Main Committee were appointed by the President and this Committee then set up a series of Technical Committees with responsibility for revising and editing the various chapters of the NDS. The President served as the Chair and four civil society Vice Chairs were elected by the members of the Main Committee. Members of the Main Committee also served, where relevant, on the Technical Committees. All submissions from the Technical Committees were referred back to the Main Committee for final review. A small drafting committee convened out of the Main Committee then prepared the final revised document utilising the inputs and edits from the chapters reviewed by the Technical Committees. A secretariat was set up with a coordinator to support the process through financing by the Carter Centre. All Main Committee and Technical Committee members provided voluntary service.

- **International Platform for LCDS Support²⁴⁹**

It was found that while the means of garnering national support was laid out in section 6 of the LCDS draft, there was no corresponding section which addressed the issue of securing international support for the LCDS. It is therefore recommended that there be included such a section in the revised draft. Suggested measures include use of Guyana's unique position as a continental Caribbean developing country and its attendant links of solidarity and common cause, to gain acceptance of the strategy and support for it in the wider international community. Guyana's membership of CARICOM, the Treaty of Amazonian Cooperation (countries with tropical rain forests), AOSIS and the Group of 77 should be helpful in this regard. The network of embassies other entities within the wider Diaspora might also be deployed in this effort and the expertise of international environmental organisations such as Conservation International, the World Wide Fund for Nature (WWF) and Iwokrama.

- **General Note on Facilitation and Participatory Methodology**

The standard format of the consultation and awareness events was that of a panel of presenters followed by open forum / open floor discussion. The panel of presenters / discussants included at least one Minister of Government, a representative of the OCC and a mix of other NGO representatives and an IIED monitor. The presentations consisted of a simplified technical overview of the LCDS given by a member of the OCC and presentations on the LCDS made by Government Ministers. The NGO representatives and IIED monitor also introduced themselves and made brief remarks on their respective roles within the process and each highlighted important aspects of the of the LCDS. This was followed by the open forum discussion in which participants could ask questions, raise issues or concerns, comment on the LCDS and make specific proposals for consideration. While this type of method is not considered the most effective for stakeholder participation, the quality and quantity of interaction and feedback garnered from participants during these sessions is an indication that the open forum style was maximally utilised by the stakeholders who spoke quite freely and directly, providing both corroboration of perspectives and diversity of opinion. In every session monitored by IIED a suite of relevant and thoughtful recommendations emerged as well as challenges posed which are expected to serve to enrich and improve the revised version of the LCDS. In the opinion of the independent team, the open forum format also adequately allowed for public education and opinion sharing among peers on the LCDS and REDDS related matters. The opportunity for citizens to engage face to face with Ministers and NGO representatives on the panel also provided a reasonably high degree of direct engagement.

From feedback received, it is noted that participants called for more time and for follow up consultations to deepen discussions. These second round consultations are catered for in phase 2 of the LCDS phased implementation outline (pp 17 – 19 LCDS Draft of June 2009). Generally stakeholders were broadly satisfied that their initial reactions to the LCDS were listened to, responded to, or where no answer could be provided, the question was noted for the record and there was a general expectation that their views were to be taken into account.

The IIED team felt that the consultation format adopted could possibly have been improved, had a participatory process facilitator been given greater freedom to shape those events to allow focus groups and working group activities and / or other interactive, participatory methodologies to be applied to deepen the discussion and involve responses from as many of those attending as possible²⁵⁰. It would have also helped to strengthen understanding and reflection within the process had there been opportunity to have held a two day type consultation in some of the rural and hinterland communities. The approach and method used in the BHI Youth Forum testifies to the added value of such an approach. While it is appreciated that, in the interest of

²⁴⁹ This recommendation was put forward by former Minister of Foreign Affairs, Mr. Rashleigh Jackson, at the National Launch of the LCDS, June 8, 2009.

²⁵⁰ Any future consultation work might draw more heavily for example on the excellent methodologies developed for the NFP consultations by Peter O'Hara available from IIED.

time, these design and facilitation recommendations may not have been manageable or practical in the first round of preliminary LCDS consultations, better participatory methodologies and tools are recommended for future phases of the LCDS stakeholder processes. To this end, it is suggested that a LCDS facilitation team could be assembled and trained.

4.3 Key content issues

The LCDS has attracted a lot of interest within Guyana. In the opinion of the Independent Monitoring Team, reaction to it has in general been broadly positive – despite some quite vociferous critics whose views have been duly noted and considered in Section 3 of the IIED Report.

As might be expected from a discussion draft, there have been numerous suggestions from stakeholders on how to improve the thrust of the LCDS. Areas about which there was significant broad agreement that greater attention in the LCDS was needed for the following:

The degree to which relevant stakeholder inputs are reflected and treated in the revised strategy will determine the level of stakeholder uptake and decision-making in the process. It will be important to see concerns and recommendations on which there is widespread consensus adequately addressed in the revised LCDS document, as well as other strategic recommendations for coordinating mechanisms and institutional arrangements which include relevant and appropriate multi-stakeholder participation, advice and decision-making roles. For example the following calls were widely reflected in stakeholders' views across the board as tracked by the IIED Team.

Recommendations from IIED for Uptake of the following strategic Stakeholder inputs

1. A section on Mining to be included in the revised LCDS which highlights increased monitoring and enforcement of more stringent national and international standards on mining.
2. Low-cost financing to allow small miners to gain access to mercury-free technology with training in the same.
3. Reforestation and rehabilitation of degraded areas with regulations to be established / strictly enforced with specific reference to mined areas inclusive of bauxite, gold & diamond (and other quarrying) companies.
4. Strengthening and supporting sustainability and good governance of forest management in Guyana, and its independent monitoring, through the LCDS / REDD provisions and related MRV system.
5. More stringent enforcement of and compliance with forest laws and practices by commercial logging companies, including small operators in order to curb unsustainable forestry activities.
6. Afforestation of some savannah lands (fruit trees) etc. and incentives and capacity building in techniques and methods for community-based organic agriculture, savannah farming etc.
7. Caution with planning large scale agriculture in the savannah grasslands and wetlands, which also store significant amounts of carbon. Converting these savannah lands to large scale, single crop plantations will require chemical spraying and heavy fertiliser use, mechanisation and invasive infrastructural interventions for D&I which are likely to affect these fragile ecosystems causing imbalances and irreversible negative impacts in the future.

8. Environmental and Social Impact Assessments, independently carried out, are recommended for all relevant projects.
9. Ecotourism as an important engine for wealth creation, cultural preservation and environmental and landscape protection – especially in the interior of Guyana, but not confined only to this.
10. Support for the process in the Amerindian Act for titling of Amerindian land, demarcation and extensions – with funding to speed up this process.
11. Consideration for disputed Amerindian lands and mutually agreed measures to be put in place for the resolution of these mutual satisfaction of both parties, so that such Amerindian lands and the respective rights holders to these are enabled to benefit from the LCDS “opt in” option.
12. The issue of Amerindian community conserved territories (or those proposed) to be given special consideration under the LCDS²⁵¹.
13. Timely and improved information, communications and feedback mechanisms related to LCDS and its implementation generally across Guyana, and especially to Amerindian and hinterland communities. Simplified materials on the revised LCDS to be produced and disseminated nationwide with special emphasis on hinterland and Amerindian communities with provision for both oral (audio) and written translations of native languages.
14. Financial and benefit-sharing mechanisms related to the carbon payments for Amerindian forests under the “opt in” component of the LCDS are to set up under the aegis of Village Councils and the National Tshaos Council and simplified versions of all such agreements for benefits made available to villagers.
15. Arrangements agreed upon by Amerindian communities for “opting in” to the forest carbon payments under LCDS/REDD are to be written as formal agreements / contracts with the “opt out” option also stated.
16. Village and Area-based Development and Resource Use involving community mapping, zoning of protected and sustainable use areas and resource uses and projections for economic development initiatives and plans are recommended.
17. A Communications Strategy to communicate the revised LCDS is required and to support the implementation and monitoring of the LCDS etc. is required.
18. Indigenous Peoples’ Working Group and Advisory Committees to be established by Amerindians themselves to give support to the National Tshaos Council and to strengthen relations and synergy between the NTC, communities and the Amerindian NGOs especially related to the LCDS and relevant REDD mechanisms.
19. More prominence in the LCDS given to Protected Areas (not necessarily for the carbon market at this point in time), but because of their intrinsic value to the environment for landscape integrity and preservation, for the global good they provide through environmental services such as biodiversity (there is mention of

²⁵¹ With the granting of such status to the Wai-Wai territory setting the precedent, possibly a special committee led by Amerindians to be set up to advise the National Tshaos Council and negotiate with the Ministry of Amerindian Affairs for others to be granted. E.g. North Rupununi Wetlands, Wa Wiiz, Wa Kaduuz in South Rupununi and others.

biodiversity centres in LCDS); as well as for the economic activities linked to community livelihoods through Eco-tourism, research and ecosystem management.

20. More prominence in the LCDS of Iwokrama as a model and demonstration of many of the low carbon business priorities cited - including sustainable forestry, wood processing, eco-tourism, and generally in its pioneering thrust for enhancing the nation's human capital by establishing models for community partnerships and co-management arrangements, benefit-sharing mechanisms and creating new livelihood opportunities for forest-dependent and other indigenous communities, research and capacity building benchmarks, and for readiness activities for future LCDS business opportunities in Payments for Eco-system Services (PES).
21. Youth and education – particularly relating to vocational training in various skills, cartographers, GIS technicians, foresters, ecosystem managers, forest and wetlands rangers, tour guides, climate change specialists, climate change and/ or social scientists etc. as well as in operating relevant small business options.
22. Oversight by Parliament of LCDS/REDD financial flows with the inclusion of other stakeholder(s) entity to ensure transparent and effective fund management and to strengthen the role of state and civil society partnerships and joint accountability in the implementation of the LCDS.
23. Establishment of a viable LCDS / REDD coordination entity that would align the relevant agencies and line ministries harmonise policy and laws, monitoring and related activities, enable synergy and correlation for all relevant components of LCDS/REDD implementation. In keeping with the trend for multi-stakeholder inclusion and oversight, national non-state entities (civil society / NGOs) will have a role to play in such an agency as well as representation of relevant donor partners on some type of recommended Overview and Advisory Panel to the proposed LCDS/REDD coordination entity.
24. More prominence needs to be given within the LCDS of the Guyana-Brazil road link, its consequences and the necessary measures needed to be put in place to regulate and manage its development and maintenance including the need for a well-resourced social and environmental road management plan concerning business opportunities opened up by the road link and potential improvement of the livelihoods of communities in the vicinity of the road as well as to address potential forest loss, degradation of the wetlands and threats to biodiversity, negative social and cultural impacts etc.
25. More effective linkages, synergy and contextualisation between the LCDS and the National Development Strategy (NDS), National Competitiveness Strategy (NCS) etc. Recommendation is to integrate and re-position the LCDS as the overarching economic development platform of a new NDS with the vision chapter, social sector chapters and the governance chapter of the NDS all updated for inclusion / extension into a new national low carbon policy framework and development strategy 2010 – 2020.

4.4 Recommended next steps

The consultation process has now formally ended and was generally a good start. But as with all participatory policy processes that are truly designed for 'shared decision-making' it is understood that these consultations were only the beginning of a process. In order to make sure that this is the case the Independent Monitoring Team strongly urge the Government of Guyana to update and publish a revised 'consultation framework' that indicates precisely how the main Guyanese stakeholder groups can continue to engage with the LCDS in its redrafting and implementation. The commitment to a 'Multi-stakeholder Steering Committee' also needs

public statement – as does the much-called-for multi-stakeholder oversight body for the implementation of the LCDS finance – if and when that emerges.

The LCDS is likely to evolve over time (especially given the current uncertainty over funding arrangements and time-frames). It is therefore recommended that the Government of Guyana open up a longer term window and process for comments as the implementation of the LCDS begins, with a commitment to revise the LCDS in the light of comments received within a certain timeframe.

4.4.1 Mechanism for Revising the LCDS Draft

It has also been agreed in the MSSC meetings that the MSSC itself would continue to oversee the process of redrafting the LCDS. A small multi-stakeholder drafting committee has been appointed.

A comprehensive matrix of stakeholders' inputs recorded from the consultation process has been produced and this is the main reference frame and tool being used for revising the LCDS draft and for ensuring that stakeholders have as direct a hand as possible in the revision process and that their manifold voices will influence and shape the resulting, iterated document.

The drafting committee will analyse and recommend inputs from stakeholders and advise on any structural or supplemental issues. It is then expected that an editing team would actually take responsibility for the writing / inputting of the agreed material. The MSSC will have full oversight and decision-making over the final revised LCDS draft.

Members from the institutions and organisations represented on the MSSC who are serving on the drafting committee are as follows as agreed to by the MSSC are as follows listed in alphabetical order.

- Amerindian NGO
- Conservation International
- Civil Society Member – Private Sector (Individual Capacity)²⁵²
- Civil Society Member - Attorney-at/Law (Individual Capacity)²⁵³
- Guyana Geology and Mines Commission
- Guyana Forestry Commission
- IIED National Monitors
- Ministry of Amerindian Affairs
- Ministry of Agriculture
- Office of Climate Change

The Drafting Committee held its first meeting on 3rd September 2009 at which the following was agreed:

- The compilation of responses into a database which would comprise broad thematic categories based on the responses.
- The identification of a team and lead person for each thematic area to review and analyse the responses and to identify those which need to be upheld for inclusion in the revised LCDS. This will then be presented to the MSSC.

²⁵² Maj.Gen rtd. Joe Singh

²⁵³ Indigenous Rights Attorney-at-Law: David James

A number of thematic areas were agreed upon as the frame in which the stakeholder matrix would be reviewed outlined in the table below. The thematic areas were agreed to as follows:

- Forestry & REDD
- Process
- Mining
- Land Issues
 - *Land use*
 - *Land tenure rights*
- Indigenous Issues
- Agriculture
- Financing
 - *Flows*
 - *Mechanisms*
 - *Distribution*
- Other Economic Opportunities
- Linkages
 - *National Strategies/Policies*
 - *MDGs*
 - *Regulations / International regulations*
- New & Emerging Issues

Database – Stakeholder Matrix

The database was provided to the teams by the OCC and included responses from the sub-national consultations, awareness sessions, e-mail and letters. The Drafting Committee met again on the 8th and 11th September 2009 to review the progress made by the teams. Final submissions from the teams were expected by Wednesday, 16th September and follow up meetings planned by the teams for discussion etc. The MSSC are updated on progress and the final draft is expected by the end of October 2009. It is expected that recommendations from the IIED and other local and international NGOs will be considered, and that the views of the donor community will also be available for uptake.

Recommended Process for Stakeholder Review of Revised Draft

A process for having a public review and discussion on the LCDS revised draft has been recommended by IIED and agreed to in principle by the MSSC, with details to be elaborated. Possibly, the revised LCDS document that emanates from the stakeholder review process can be viewed and utilised as a Working Document to enable further discussions, detailed negotiations, decisions and programming with funding from expected transitional REDD payments for the start-up implementation of the LCDS to move forward. A public, multi-stakeholder assessment and audit is recommended on an annual or bi-annual basis to evaluate the progress made on LCDS projects and programmes being implemented, the gaps or deficiencies that are found and measures to correct these and any further additions, amendments, refining and revision of the LCDS that may be required. This type of public stakeholder review forum(s) will, of course, complement the Parliamentary role for oversight. Such a process and mechanism will further strengthen stakeholder ownership and commitment to the LCDS and establish the LCDS as living and “working” strategy that demonstrates the good practice of adaptive planning and strategy implementation as truly dynamic, evolving and iterative.

4.4.2 Immediate Next Steps

The linkages and synergies for policy frameworks such as the NDS have been treated elsewhere in the document. Below are a number of proposed gathered together from other sections of the Report and are recommended as immediate next steps in securing and maintaining pro-active Stakeholder involvement in the immediate and next phases of the unfolding LCDS.

- **Revised LCDS to be a Working Document**

It is recommended that the revised LCDS be produced and labeled as a Working Document and to be seen and utilised as such rather than as a finalised version of the LCDS. This will then more suitably and practically allow for ongoing stakeholder review etc. while going forward with implementation of certain defined and accepted priorities identified as well as allow for deepening of discussions and analysis, negotiations and consensus and decision-making on other and new and emerging issues. In this way, LCDS becomes an example of adaptive management.

- **Stakeholder Review Panels for Revised LCDS**

As an extended mechanism for the initial review of the revised LCDS document, it is recommended that small expert panels be convened or invited led by key stakeholder groups to conduct a preliminary reading and review of the revised draft so as to expand stakeholder decision-making and bring on board sector specific technical and expert advice. For instance, the UG group that worked on an assessment of the LCDS be invited to read and review the revised draft and to make any final inclusions necessary. Similarly, an Indigenous Peoples review panel can do likewise, one for women and youth etc.

- **Stakeholder Conference to Review Revised LCDS Working Document**

It is recommended that a national event to launch the revised working document of the LCDS be organised.

- **Parliamentary Debate**

This was agreed as a necessary and required step from the inception and it is still a hoped for outcome of the process.

- **Stakeholder Working Group(s) (SWGs)**

To complement the MSSC, which will act primarily as an Advisory body to the President Climate Change Unit in the OP, it is further proposed that an LCDS Stakeholder Working Group be established by the stakeholders themselves. This group will comprise representatives from the key stakeholder sectors and will serve primarily as the mechanism that will liaise with the MSSC and represent the wider stakeholder group as necessary in negotiations and revising / redrafting of the LCDS.

- **Communications and Dissemination of Revised Working Draft of LCDS**

There will be need (and large resources required) to disseminate the revised draft of the LCDS. It is recommended that the various key stakeholder groups represented on the panel take some shared responsibility for this and self-mobilise and organise themselves in the abovementioned Stakeholder Working Groups so as to devise appropriate ways and means of disseminating and further engaging their constituencies with the new phase of the LCDS and readying them for the implementation stages.

- **National Communications and Promotion of LCDS**

The current LCDS communications team has done a good job and it is anticipated that this team will continue, possibly with added resources and technical personnel to improve and upgrade website management etc.

- **LCDS / REDD Initiatives synergy mechanism**

There is need to better integrate and build synergies around the REDD Readiness planning initiatives and to have greater stakeholder input at the planning and dissemination level. It is proposed that an LCDS/REDD coordination committee or other type of Working Group be set up do this.

- **Expansion of MSSC**

This has been detailed elsewhere in the Report.

- **Involvement of Donors in LCDS Stakeholder Committee(s)**

The view is that co-opting key members of the donor community onto the MSSC and / or LCDS/REDD coordinating committee is necessary. The international community is a stakeholder in the process and having more connectivity with this sector on the LCDS will be very useful. Possibly a quarterly special session with donors can be scheduled as a statutory agenda item on whatever Continuity Mechanism for the MSSC is established.

- **Youth on Board**

Special effort for the on-going and vigorous participation and leadership by youth must be prioritised in the follow-up phases of the LCDS. A permanent Youth Forum on the LCDS is therefore recommended. (Use of participatory videos and PSAS on the LCDS produced by young people and disseminated widely would be good way to get youth centrally involved as vision and message carriers of the LCDS. They are, after all, the inheritors of the Earth we will leave behind!)

- **Simplified Versions of LCDS**

Simplified Versions and Supplements of the Revised LCDS Working Document to be developed using a mix of print and audio-visual materials.

- **LCDS and the Education System**

A technical team should be established as soon as feasible to begin to set in place curriculum and extra-curriculum activities around the LCDS. The involvement of technical and vocational schools in this process will be essential.

- **LCDS and University of Guyana**

A permanent forum or committee at the University of Guyana should be set up to track and advise on the implementation of the LCDS and a member of UG should be immediately co-opted onto the MSSC of the LCDS. Capacities advisory group is needed to support the implementation of the LCDS and it recommended that this be a key function of UG and other training institutions such as GSA, Forestry Training Centre Inc. (FTCI), BHI etc. be included.

- **Participatory Processes: Methods, Tools and Techniques**

There is need to improve and to implement more innovative and accepted methods for stakeholder participation processes in the coming stages of the LCDS. It is therefore recommended that a group of practitioners are brought on board to help to design and facilitate further LCDS community stakeholder sessions and to train a local LCDS team of facilitators to conduct these. International and national experience and expertise from IIED, Iwokrama, CI, WWF, the World Bank²⁵⁴, the Clinton Foundation and the local Facilitators Forum can be brought on board to achieve this. It is further recommended that this be done as soon as possible and that a local LCDS Facilitators Team be trained and commissioned to carry forward further LCDS/REDD workshops and consultations. Special teams of and for Indigenous Peoples and Youth are

²⁵⁴ Not an exhaustive list, Global Witness, the Rain Forest Foundation, the Meridien Institute etc. have all indicated their interest in supporting capacity building.

recommended. Even possibly politicians and public sector officials might be encouraged to participate in and learn some of these techniques. In the longer term, it is envisaged that a Multi-Stakeholder LCDS/ REDD Platform for Learning and Planning and Adaptive Management will evolve as a permanent feature of the process.

4.4.3 Conclusion

In sum, the LCDS process of consultation and awareness building over the period 8th June to 8th September opened a new space for multi-stakeholder involvement that can form the basis of more permanent mechanisms for continuing broad-based decision-making with members of the major groups of Guyanese society. These processes by definition are often slow and expensive and therefore require the financial and other resources to ensure that full value is taken of them by all actors. While it is incumbent for the state to provide the mechanisms for participation it is equally important that major groups of the society, not least, political organisations also engage the process. To this end all stakeholders and the government itself must attempt a demand agenda that will facilitate the meaningful and effective participation of these institutions.

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ANNEXES

Annex 1. Independent assessment of the degree to which the LCDS consultations met with 'Free Prior and Informed Consent' (FPIC)

Opinion on Participation of Indigenous Peoples in the Low Carbon Development (LCDS) Strategy Process

by David James²⁵⁵, attorney-at-law - Indigenous Rights

Preamble

1. The Low Carbon Development Strategy (LCDS) was launched by the President of Guyana on June 8, 2009. The LCDS is a national strategy that seeks to create "a low-deforestation, low carbon, climate-resilient economy" with the major objective being the transformation of the economy of Guyana while combating climate change.

2. The LCDS in its first phase is a draft for discussion by national stakeholders to seek support for the proposals to protect the State Forest Estate of Guyana. The draft Strategy does not include the lands under "Amerindian jurisdiction" and allows for Amerindian villages to choose whether to place their forests into the international protection programme, that is "opt in" and to receive associated forest compensation payments. The draft Strategy sets no deadline for Amerindian communities to "opt in" and relies on the Amerindian Act 2006 and international norms to guide consultations and to obtain "prior and informed consent" from communities that would be affected.

Legislative Framework

3. The rights of the Indigenous peoples of Guyana are protected by international and domestic law. Guyana has acceded to a number of international human rights instruments that provide for the protection of indigenous peoples' rights and some of these instruments have been incorporated into domestic law.

4. Guyana has incorporated seven ratified international human rights instruments into domestic law and by virtue of article 154A of the Constitution the rights contained in these instruments "shall be respected and upheld by the executive, legislature, judiciary ..."²⁵⁶ These rights are enforceable, without prejudice to other applicable legal remedies, through application to the Human Rights Commission, a Constitutional Commission established by law in 2001 but yet to become operational. Article 154A (1) provides that:

Subject to paragraphs (3) and (6), every person, as contemplated by the respective international treaties set out in the Fourth Schedule to which Guyana has acceded is entitled to the human rights enshrined in said international treaties, and such rights shall be respected and upheld by the executive, legislature, judiciary and all organs and agencies of Government and, where applicable to them, by all natural and legal persons and shall be enforceable in the manner hereinafter prescribed.

5. Additionally, the fundamental rights chapter of the Constitution recognizes indigenous peoples' rights as follows: "Indigenous peoples shall have the right to the protection, preservation and promulgation of their

²⁵⁵ Mr. James is an Arawak and serves on the Multi-Stakeholder Steering Committee of Guyana's Low Carbon Development Strategy. He advises and supports Indigenous Peoples in Guyana on various issues including lands rights and trains community members and Village Councils in understanding their rights and the Amerindian Act.

²⁵⁶ Act No. 10 of 2003, *Constitution (Amendment) (No.2) 2003*, art. 154A (1) and Fourth Schedule.

languages, cultural heritage and way of life.”²⁵⁷ The preamble to the Constitution further states that Guyana values “the special place in our nation of the Indigenous Peoples and recognizes their right as citizens to land and security and to their promulgation of policies for their communities.”

Free, Prior and Informed Consent (FPIC) in International Norms

6. Contemporary International law protects the right of Indigenous peoples to their free, prior and informed consent (FPIC). By virtue of this protection Indigenous peoples have the right to participate in decision making and to give or withhold their consent to activities that affect or are likely to affect their rights to lands, territories and resources in general. The legal protection of the right of indigenous peoples to FPIC entails that consent should be given freely and prior to any action or decision taken and should be based on full information and understanding of all issues to the activities or plans in question and consequently the use of the term “free, prior and informed consent” or FPIC. The right of FPIC flows from the collective right of Indigenous peoples to property and from their collective right to self-determination.²⁵⁸

7. Examples of the elucidation of the right to FPIC are found in the jurisprudence of United Nations Expert Committees and other international human rights bodies which monitor the implementation of relevant international instruments. For instance, the Committee on the Elimination of Racial Discrimination (CERD) which monitors the compliance of States parties to the UN Convention on the Elimination of All Forms of Racial Discrimination made the following recommendation in 1997; it called on State parties to: Ensure that members of indigenous peoples have equal rights in respect of effective participation in public life, and that no decisions directly relating to their rights and interests are taken without their informed consent.” [General Recommendation XXIII (51) concerning Indigenous Peoples. Adopted at the Committee's 1235th meeting, 18 August 1997. UN Doc. CERD/C/51/Misc.13/Rev.4, at para. 3.

8. More recently, in 2006, the Inter-American Commission on Human Rights stated: “The Commission notes, in light of the way international human rights legislation has evolved with respect to the rights of Indigenous peoples that the indigenous peoples’ consent to natural resource exploitation activities on their traditional territories is always required by Law” (Case #12.338 (Surinam) Twelve Saramaka Clans, at paragraph 214).

9. The United Declaration on the Rights of Indigenous Peoples which was approved by the UN General Assembly in September 2007 also speaks to the right of Indigenous peoples to FPIC. Articles 19 and 32 (2) of the Declaration respectively state:

“States shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them” (Article 19)

And

“States shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free and informed consent prior to the approval of any project affecting their lands or territories and other resources, particularly in connection with the development, utilization or exploitation of mineral, water or other resources” Article 32 (2).

Core Elements of FPIC

10. A summary of the core elements of FPIC are as follows:

FREE: this means that communities give their opinions and decisions freely and have not been pressured, deceived or forced to decide or agree to plans or proposals made by external agencies and others.

²⁵⁷ *Constitution (Amendment) (No.2) Act*, No. 10 of 2003, Sec. 149 (G).

²⁵⁸ UN Declaration on the Rights of Indigenous Peoples, Articles 3 & 4.

PRIOR: means that external agencies must provide communities with all necessary prior information in adequate time, including notice of when they will consult with the community. The external agencies must carry out this consultation before any decisions are taken and not afterwards.

INFORMED: this means that external agencies have an obligation to tell the community the truth about their plans, including all the positive and negative things that could possibly result from the programme or project.

Communities must be provided with all the information they need in the appropriate languages, and in a clear format that they are able to understand

Communities must be given adequate time to allow for proper internal discussion and evaluation of all the information and proposals being made by the external agencies.

CONSENT means the right of communities to say either “yes” or “no” to a proposal.

External agencies must respect the communities’ customary processes for decision-making (including allowing for adequate time needed to reach collective decisions)

External agencies must accept from the very outset that a legitimate and just outcome of the consultation process may include a community’s rejection of their proposal.

STAGES OF FPIC

FPIC is a PROCESS, and not a one-off decision

Communities and their representatives should only provide or withhold prior consent BY STAGES

Stage 1: Initial Consideration

- Community receives information about a proposal such as LCDS or REDD.
- Members of the community study the proposal and discuss it internally.
- Community may decide not to accept proposal OR it may decide to request additional information and consultation OR an impact study to help them to better understand the possible advantages and disadvantages of the proposal.

Stage 2: Studies and Analysis

- Community must have direct participation in social and environmental studies and should have the opportunity to select experts or particular persons to be part of the study.
- Community must have access to all relevant impact study information and be able to access this in their language.
- On discussing the findings of the study, including possible negative impacts and benefits, the community may decide not to accept the proposal or may decide to enter into good faith negotiation with the external agency.

Stage 3: Negotiation

- Community establishes negotiation team to negotiate with external agency.
- Community negotiating team has a right to insist that the negotiation process has stages and that at each stage it is allowed adequate time to consult internally and can abide by community’s own customary laws for decision-making.
- Community may wish to invite independent international observers to monitor the negotiations.
- Community may decide to reject the project or proposal if the external agency will not accept their minimum conditions or demands OR they might decide to enter into a mutually agreed and mutually binding agreement.

Stage 4: Conclusion of Agreement

The final agreement or contract must be;

- Mutually agreed
- Collectively ratified in a public meeting such as the Village General Meeting
- Formal and legally enforceable
- Binding on all parties involved
- Enforceable in the courts

LCDS and FPIC

11. The LCDS establishes “prior and informed consent” as the national standard for Amerindian titled Villages to “opt in” to the forest protection programme which is in accordance with international law and domestic law governing the rights of Indigenous Peoples. The Constitution of Guyana is the highest law of the State and provides the primary legal framework for the implementation of the LCDS.

12. The Amerindian Act contains some limited protection of the right to FPIC for titled villages however it does not provide similar protection for untitled communities.²⁵⁹ Examples of the Act’s protections include the right to consent to small and medium scale mining and to the establishment of protected areas on titled village lands.

13. The LCDS only refers to titled lands as being under Amerindian jurisdiction and therefore only these titled communities have the right under the law to “opt in” under the Strategy. This situation has implications for FPIC and for direct community benefits for untitled Amerindian communities under LCDS.

Participation of Indigenous Peoples in LCDS

14. Prior to the launching of the LCDS, a Multi-stakeholder Steering Committee, made up of government and state agency officials and NGO and civil society representatives, was established to oversee the LCDS process. Four national Indigenous peoples’ organisations were from the inception invited to be members of this committee. Eventually, three of the four organisations were represented on the committee. In addition, a community based NGO and an Indigenous Peoples’ rights advocate and attorney-at-Law in his individual capacity were later invited and joined the committee.

15. The participation of the majority of Amerindians in the LCDS process has been mainly through the sub-national consultations which focused primarily on the regions where most Indigenous peoples are located. The participants at these consultations were mainly Toshias, council members and other community leaders and members who had the opportunity to ask questions or make comments or recommendations in relation to the Strategy. Persons in attendance at the consultations made maximum use of the time allowed for questions and comments.

16. At some of the consultations participants expressed the view that they had very limited time to read and study the draft LCDS document since they received it late and as a result they felt that they could not adequately comment on it. However, they relied on the presentations made by the consultation team to inform their comments, questions and recommendations.

17. All proceedings at the consultations were recorded and included in a report which was reviewed by the Multi-stakeholder Steering Committee of the LCDS following which it was posted on the LCDS website. However the majority of persons consulted particularly the Amerindians would not have been able to access this information as most Amerindian communities do not have access to the internet.

²⁵⁹ *Concluding Observations of the UN Committee on the Elimination of Racial Discrimination, March 2006 at para. 15.* “The Committee urges the State party to remove the discriminatory distinction between titled and untitled communities from the 2006 Amerindian Act...”

Incorporation of FPIC principles

18. FPIC is a process and therefore the incorporation of the principles of FPIC in the LCDS process has to be viewed in a continuum. The sub-national consultations could be described as part of the first stage of the FPIC process which was primarily to share information with the communities and also to receive initial feedback. Following the consultations the communities would have had time to study the Draft Strategy and discuss it internally which is in accordance with the Strategy which does not set a deadline for communities to “opt in”. After study and discussion the communities could decide whether they had accepted the Draft Strategy or not or whether they had decided to request additional information and consultation or an impact study.

19. At the sub-national consultations many of the community leaders stated their agreement in principle with the Draft Strategy and indicated their intention to subsequently study the documents and information they received and to discuss this with the members of their community.

20. At the National Toshias Council Conference in July, where more than 150 Amerindian leaders inclusive of Toshias and councillors participated, a number of Toshias reported that their councils had held community meetings following the sub-national consultations and in some cases the Toshias took the opportunity to read the resolutions emanating from the community meetings. The statements read generally indicated support for the LCDS but some expressed support while requesting respect for indigenous rights in the implementation of the Strategy.

21. It appears, based on the feedback from some Toshias, that their communities have completed internal discussion and agreement and are ready to “opt in” to the Strategy and proceed with the negotiation process which could eventually lead to an agreement.

Recommendations for representation of Indigenous peoples and Application of FPIC in future phases of LCDS process.

22. It is essential that there is continued representation of Indigenous Peoples in all phases of the LCDS/REDD process. The National Toshias Council should play key role in future steps of the process.

23. It is important that the Indigenous communities are fully aware of the principles and stages of FPIC and how it relates to the LCDS/REDD process.

24. Indigenous peoples’ and their communities’ representation in the negotiation stage of FPIC is crucial to arriving at sound agreements.

25. The land rights situation of untitled communities and communities with outstanding land extensions claims in relation to the protection of their right to FPIC in the LCDS process and any direct benefits to be derived need to be addressed as legitimate claims under property rights.

26. Opportunity for review of legislation re. Amerindian Act to bring in harmony with the Constitution and International norms.

Annex 2. Conceptual framework on process for Multi-Stakeholder Consultations on Guyana's Low Carbon Development Strategy (LCDS)

Prepared by the Government of Guyana in consultation with the Multi-Stakeholder Steering Committee and with input from International Institute for Environmental Development (IIED):

Introduction and Background Information

The Government of Guyana is playing a leading international role in broadening the vision of REDD – away from narrow payments solely contingent against a baseline of deforestation - towards more holistic low carbon development investments for those countries who have to date kept their forest largely intact. A new overarching Low Carbon Development Strategy (LCDS) “Transforming Guyana’s Economy while Combating Climate Change” sets out Guyana’s view on how a platform for partnership can be created in which developing countries are seen not merely as passive recipients of aid, but as equal partners in the search for solutions to mitigate the human contribution to climate change. The LCDS sets out a development concept for growing the economy and sustaining its development by adopting a low carbon development path. The draft document of the LCDS was launched in Guyana on June 8, 2009 at a multi-stakeholder forum.

The Guyana position on climate change argues for incentives for countries with *intact rainforests*. This goes beyond the boundary of the traditional REDD thinking that requires a baseline of *deforestation* before payments can be made to reduce it.

On December 5, 2008, a study entitled “Creating Incentives to Avoid Deforestation” was presented by the Government of Guyana, in Guyana at a Public Forum of National Stakeholders and some international partners. Guyana’s Avoided Deforestation Paper argued mainly for a market-based mechanism and incentives relevant to carbon – and the value of the currently intact forests to the nation and tropical rain forests as a global good. The Economist (in one of its December 2008 editions) also carried a feature on it. The Paper was also presented at the following international forums:

- At a side event of the 14th United Nations Framework Convention on Climate Change (UNFCCC) held in Poland. International NGOs including WWF and CI issued positive reports on it. At this forum, bilateral meetings were held with Norway, France and Japan.
- At The Summit of Latin America and the Caribbean (LAC) on Integration and Development held in Brazil where an outline of the study was presented by the President of Guyana
- At the Summit of the Americas in the Republic of Trinidad & Tobago (April 2009) the President of Guyana signaled the launching of the strategy.

On February 3, 2009, the President of Guyana, Mr. Bharrat Jagdeo, and the Prime Minister of Norway, Mr. Jens Stoltenberg issued a Joint Statement on cooperation on climate and forest issues which commits the two countries to work to ensure the establishment of a REDD mechanism under UNFCCC post-2012 climate change agreement to be finalised in Copenhagen in December 2009.

Within that joint statement it is acknowledged that in aiming towards permanent emission reductions, adequate involvement of all those affected by the national REDD strategy, especially the people living in and from the forests, is crucial to the effectiveness of a REDD regime. An inclusive, transparent multi-stakeholder

strategy building and implementation process is therefore a crucial element to the success of any REDD strategy.

As part of the partnership between Norway and Guyana on REDD, and in response to the request of President Jagdeo for independent monitoring of the stakeholder consultation process in Guyana to ensure it complies with international standards, the Government of Norway engaged the International Institute for Environment and Development (IIED) to provide advice to assist the consultation process.

The long term success of Guyana's Low Carbon Development Strategy (LCDS) is ultimately dependent not only on the international partnership outlined in section 2, but also on broad-based, inclusive domestic support within Guyana, referenced in Section 6 and further expanded in this conceptual framework.

The consultation process required to engender this change nationally and to engage international partners to funding these REDD mechanisms has to be undertaken therefore in a manner that is mutually transparent and which demonstrates the collective desire of the Guyanese community to agree in principle to a "low carbon development strategy" by finding common ground to support the general vision therein, and the international partner (Norway) to finance it.

Criticisms and divergent views emerging from the stakeholder consultations in Guyana will also form part of the stakeholder process and record. Ongoing consultations, as promised in the LCDS draft will allow for iteration by Guyanese stakeholders and further shaping and re-shaping of the details and options laid out in the draft.

Constitutional Principles & Mechanisms for Stakeholder Consultations on LCDS

The following key Principles and Articles enshrined in the Guyana Constitution (2003) will serve as the overarching framework which anchors the national stakeholder process for the LCDS review.

Article 13

"The principal objective of the political system of the state is to establish an inclusionary democracy by providing increasing opportunities for the participation of citizens, and their organisations, in the management and decision-making processes of the State, with particular emphasis on those areas of decision-making that directly affect their well-being." (*Article 13, Constitution of the Cooperative Republic of Guyana (2003) Chapter II, Principles and Bases of the Political, Economic and Social System*)

Article 149 G: Indigenous Peoples Rights

Indigenous Peoples shall have the right to the protection, preservation and promulgation of their languages, cultural heritage and way of life.

Article 149 J: The Environment

1. Everyone has the right to an Environment that is not harmful to his or her health or well-being.
2. The State shall protect the Environment, for the benefit of present and future generations through reasonable legislative and other measures designed to –
 - a) prevent pollution and ecological degradation;
 - b) promote conservation; and
 - c) secure sustainable development and use of natural resources while promoting justifiable economic and social development.

Article 154 A: Protection of Human Rights

1. Subject to paragraphs 3 & 6, every person as contemplated by the respective International Treaties set out in the Fourth Schedule to which Guyana has acceded is entitled to the human rights enshrined in the said international treaties and such rights shall be respected and upheld by the executive, legislature, judiciary and all organs and agencies of Government and where applicable to them by all natural and legal persons and shall be enforceable in the manner hereinafter prescribed.

Approach

A non-prescriptive approach is suggested so as to encourage broad-based participation and to allow for independent self-mobilisation by stakeholder groups, individuals and caucuses to review the LCDS and provide inputs and recommendations to the draft LCDS.

Initial dissemination/ introduction of the LCDS draft document has been organised by the Climate Change Secretariat within the Office of the President through a national launch and a series of sub-national dissemination events/consultations. The preliminary stakeholder feedback, criticisms and recommendations from these out-reach and information-sharing sessions will be utilised to improve and steer the process forward.

Follow up consultations organised by the major stakeholder groups and NGOs themselves will further elaborate stakeholder positions and perspectives, which should then be submitted in writing to the Office of Climate Change for potential uptake into the LCDS where consensus is reached.

Finding Common Ground: Allowing for Divergent Views

The objective is to encourage local and national conversations and sharing of opinions and positions in an attempt to find common ground for optimal proposals and solutions for a low carbon development strategy that will to grow our economy, wisely utilise and manage our natural and human resources and support partnerships and initiatives that are committed to provide revenues to keep our forests standing and intact. The viability of Guyana's model will be articulated within the global REDD framework and serve as a demonstration and working model of a holistic approach to the issue of climate change. The consultative process is scheduled to be conducted over a three month period (June – August 2009, or, more correctly – 8th June – 8th September, if we use the LCDS Launch date as the start of the national review process of the draft). The national multi-stakeholder review of the LCDS draft document is intended to allow input, feedback and participation by Guyanese in contributing to an iterated, revised LCDS document.

A stakeholder process that is designed and planned in a suitable and practical way will ensure that requisite standards are set and met and that the process informed by good practice and guided by protocols that are internationally accepted and nationally appropriate.

The process aims to encourage and facilitate broad-based and open discussions, local and national conversations and sharing of opinions, positions and perspectives between and among stakeholder groups. Rather than be prescriptive, however, the process encourages self-mobilisation by stakeholders, so that the choice of how to participate and provide input and feedback – and at what level – will be quite free and varied. It is anticipated that participation and feedback will be at individual, village, community, district, sub-national, national and sector specific levels. Views from the wider Guyanese Diaspora will also be welcomed and noted.

Since a healthy, inclusive and transparent stakeholder consultation is envisaged, it is anticipated that this process will give rise to divergent views and permit the airing of concerns and criticisms.

Facilitating the wider process using independent, professional and / or trained and experienced facilitators and moderators is an option for prioritizing outcomes.

Recording, summarizing, and documenting stakeholder perspectives and working group reports will be a key component for verifying and ensuring that stakeholder opinion is captured for the record and where consensus is reached and where it is not.

Divergent views will be noted and recorded. Where there is no consensus reached, these views will be captured on an “agree to disagree” basis. Where feasible and / or required a commitment will be tabled to try and resolve any impasses over time by the stakeholders groups who have disagreements between and among themselves and / or with Government.

Agreement in principle with the thrust of the LCDS draft and common ground on content and approach reached by stakeholders during the LCDS draft review will be documented and recorded as such.

Relevant recommendations, amendments and suggestions for viable new initiatives that might be financed through the LCDS will be submitted by stakeholder groups and / or individuals and recorded and made public in a timely manner.

Experienced rapporteurs and facilitators, as well as technical and resource persons will be brought on board as needed to assist the stakeholder consultations and work in collaboration with the Office of Climate Change during the LCDS review process.

Key Stakeholder Groups Participation and Consultation Mechanisms

Any group of stakeholders may organize themselves into a focus group, caucus or broad based forum to advance their own views, concerns, consensus positions, divergent opinions and seek the assistance of resource personnel from the Office of Climate Change, the MSC, and, of course any other technical / expert opinion from any source.

The key stakeholder groups identified are guided by the concept of “Major groups” as defined by Agenda 21.

- All Members of the Parliament
- All Townships and Members of Village Councils
- Forestry Business Community
- Mining Business Community
- Major Private Sector Organisations
- Organised Labour
- Guyanese Non-Governmental Organisations (NGOs)
- International NGOs
- Youth
- Women
- Indigenous people
- Academia
- Professional associations

The consultation process is open to all Guyanese and other interested parties. The launch event in early June publicly commenced the nation-wide consultations. Awareness and outreach activities utilizing the local media and internet will amplify and extend the reach and scope of the LCDS consultations. Citizens are welcome at any time to suggest in writing to the Climate Change secretariat, or to their own organisations and /or their

representatives on the LCDS Steering Committee any stakeholder groups that should be added to the abovementioned provisional stakeholder sector list.

In the spirit of a non-prescriptive approach for the LCDS stakeholder review process the following options and types of stakeholder dialogue, discussion and feedback methods are listed for reference and use by stakeholders. Any other suitable or preferable form for convening stakeholders and effecting LCDS reviews are welcome.

- Focus groups / study groups
- Forums & Speak Outs
- Round Tables
- Presentations & Briefings by Resource Persons / Technical Advisors to Stakeholder Groups followed by Open Floor Discussions
- Community Meetings
- National LCDS Conference(s)
- Written Submissions by individuals and groups
- LCDS Website
- LCDS Bulletin Board on Website to post progress reports, recommendations, comments, divergent views, and supportive statements and to serve as a virtual interactive mechanism to track the stakeholder reviews of the LCDS draft.
- LCDS Media Columns
- Op Eds in Press
- TV Talk Shows with LCDS Stakeholder panels
- Call In Programmes
- Text Messages through GTT
- Stakeholders self-facilitated / self-mobilised sessions
- Facilitated sessions for stakeholder groups
- School and Youth Forums
- Women's Forums
- University Forum
- Youth Parliament

Making a Formal Submission on the LCDS

Submissions on the LCDS should be addressed at any time in writing by post or email to:

LCDS Multi-stakeholder Steering Committee (MSC)
Office of Climate Change
Shiv Chanderpaul Drive,
Georgetown
GUYANA
Email: info@lcds.gov.gy
Tel: (592) - 223 5205 /
Web Site: www.lcnds.gov.gy

It is proposed that the LCDS Website will post comments and submissions and will provide summaries of stakeholder consultations and stakeholder feedback. It is proposed that an LCDS Bulletin Board be a feature of the Website which will publicly track stakeholders' submissions to and comments on the LCDS draft. The Website will also record statements of support in principle for the LCDS, criticisms and concerns, divergent

views, and recommendations. It is hoped that in this way the spectrum of public opinion will be recorded and documented in a transparent and open way.

Indigenous Peoples' Participation

Guyana's Indigenous peoples have jurisdiction over the forests in all their own titled lands which are legally held by them under the Amerindian Act. The Government of Guyana has jurisdiction over state forests and other state lands and can therefore only commit such forests and lands to the LCDS. Therefore inclusion of lands under Amerindian jurisdiction in the LCDS will be determined by the Indigenous communities themselves only after they have been engaged in appropriate consultations in their own time and in their own way to decide whether they wish their lands to be included and on what terms. The LCDS stakeholder review process will enable Indigenous peoples' full participation in accordance with the Amerindian Act and international norms through a series of consultations during the initial three month period following on from the National Launch. The Indigenous peoples' consultations will not be limited to this period, however, since there is an open invitation for them to opt in to the LCDS at any time. Indigenous peoples' forums, meetings, Village Council meetings and District, sub-regional and regional level discussions and consultations are anticipated so as to have the opportunity to fully ventilate the pros and cons of the LCDS as perceived by Guyana's Indigenous peoples and to ensure that any decisions made by them are in their best interest and meets with broad consensus. Financial and technical and other forms of assistance may also be facilitated upon request to the secretariat of the Climate Change office and, of course, supplied from other sources available to the Indigenous Peoples' including that of LCDS Steering Committee.

In order to adhere to the free, prior, informed consent (FPIC) principle that is referred to in the LCDS draft, the consultations of Guyana's Indigenous peoples will be structured so that communities have space to meet independently of the formal consultation process in order to develop their positions.

Provisions for native language translators will also be integrated into the process where necessary and / or requested.

Should any Amerindian Village or Villages wish to pledge their forests and to "opt in" to the LCDS during this first round of consultations, then a specific consultation will be held with any such community to jointly work out details and arrangements for this.

The option to add their forests is open ended and Amerindian communities can enter into the LCDS arrangements as they see fit now or in the future. If an Amerindian community decides to "opt in", then specific consultations will be held directly with that community.

It is also stated in the LCDS that Indigenous communities can also choose to withdraw – to "opt out" from the LCDS even after they may have decided to pledge their forests in order to gain revenues from the carbon market as outlined in the LCDS.

The President has made it clear during Stakeholder briefings prior to the Official Launch of the LCDS draft scheduled for June 8, that any revenues which are forthcoming to Indigenous peoples who "opt in" and who pledge their forests for trade in the carbon market will be held by the Indigenous peoples themselves whose forests are pledged. In this regard, there is no indication that the State will have any control over such revenues for forests under Amerindian Village jurisdiction. However, so that all Amerindians may stand to benefit from the LCDS, including those whose lands do not contain forests, included in the LCDS draft is a recommendation to establish an Amerindian Development Fund into which these revenues will be placed. Possibly, such a Fund may be managed by the National Toshias Council, with some level of oversight by the Indigenous Peoples'

Constitutional Commission (IPC) and the Ministry of Amerindian Affairs as defined in the Act. Other recommendations and proposals by Amerindians will be put forward during the stakeholder consultations and these will help decide and define the most appropriate financial mechanisms to be established. The results of these consultations will be afforded full dissemination.

The LCDS and the R-Plan

The LCDS is intended to serve as the overarching economic strategy for Guyana to pursue a low carbon development path. It is envisioned that the REDD readiness plan –the R-Plan referred to in Section 6 of the LCDS will be subsumed into the strategy. There is recognition there is variable understanding and knowledge by many stakeholders of climate change and REDD. In order to assist with accessing of information ‘The Little REDD Book,’ publication aimed at popular dissemination of REDD initiatives will be posted on the LCDS Website for general dissemination and information-sharing. Every effort will therefore be made prior and during the consultations to disseminate information for deepening Guyanese citizens’ education and understanding of the unfolding global REDD framework and to bring into clear focus the Guyana LCDS initiative in particular so as to indicate where the LCDS extends the current parameters of the REDD framework and where Guyana stands to benefit from this.

Standards and Protocols for the LCDS Stakeholder Consultations

This concept note for enhancing the stakeholder consultations of the LCDS expands on Section 6 of the current LCDS draft.

Lessons can be shared and learned from comparable multi-stakeholder consultations carried out in the development of Forest Law Enforcement Governance and Trade (FLEGT), Voluntary Partnership Agreement (VPA) negotiations and the development of National Forest Programmes (NFPs) in special LCDS forums panel discussions and workshops which may best be initiated and led by the nationally located environmental NGOs and other technical experts and partners.

Guyana’s approaches, experiences and the lessons learned in managing and facilitating national multi-stakeholder dialogue and consultations will also be drawn on – such as mechanisms employed to produce the National Development Strategy 2001-2010 and the approaches utilised to conduct the National Conversations for Social Cohesion undertaken prior to the last national elections, as well as the PRSP process and the Guyana Constitution (2003) review process.

It is in the interests of all parties that these multi-stakeholder consultations are properly conducted. A number of international standards and principles and locally adapted criteria are therefore recognised as pertinent, both to inform the conduct of the consultation process and any independent review of the outcome. The input of stakeholders and the external consultative partner IIED will be utilised on an on going basis as a mechanism for strengthening and enhancing the consultative process and its ownership by a broad base of Guyanese stakeholders.

The proposed framework and monitoring of the process by the team coordinated by IIED is intended to be an iterated one and will allow for deficiencies to be identified by stakeholders and for these to be addressed in as timely a manner as possible, preferably taking on board constructive criticism and concrete recommendations for the necessary improvements to be made. The following broad principles will inform the process of consultation:-

The Nine Guiding Principles for Stakeholder Dialogue

Independent monitoring against these nine criteria will be carried out by an independent team led by IIED

• Transparency

- Stakeholder consultations will be held openly and organised as far as possible by the stakeholder groups themselves.
- Opportunity will be provided by stakeholders to meaningfully consult with the relevant parties with actual decision-making power at levels of the State as well as with other stakeholder groups.
- Consensus opinion and / or dissent, support for and buy in to the LCDS, divergent views and criticisms – all will be freely given, documented and made public for the record, so as to ensure stakeholders views are counted and can contribute meaningfully to healthy debate, discussion and stakeholder participation without fear or favour.

• Inclusivity

- Effort will be made to engage all relevant stakeholders and citizens generally, in such a way as does not obviously favour more powerful or vocal groups.
- The right of any group or citizen to engage or not engage the process, if they so choose will be recognised.
- Care will be given to enable and ensure less resourced and less visible organisations to participate in the consultation process through public information, targeted advocacy and other means.

• Information

- Information will be prepared and will be disseminated and reasonable time allowed for stakeholders to make an informed decision.
- Effort will be made to make the content of the LCDS draft document explicit and available in a timely manner to key stakeholders during the initial review process June - August 2009 and on a continuing basis after that for further stakeholder review and input as necessary.
- The LCDS draft will be made available to all identified stakeholders and the wider public through a number of information-sharing mechanisms including a website.
- All inputs will be posted on this website in a timely and accessible manner to enable continuous review of the results of consultations, comments and other inputs in order to strengthen the participatory process and to engender a flow of information to the wider public and to encourage feed back.

• Timeliness

- Stakeholders will be informed of the consultation process with enough anticipation and timeliness to ensure: (i) views can be aired within stakeholder groups (ii) informed inputs (either consensus or an agreement to disagree) can be prepared by those stakeholder groups, and (iii) informed inputs can really shape the trajectory of the process, rather than merely endorsing decisions that have already been taken or in which only minor adjustments are possible.

• Representation

- The coordinators of the consultation process will strive to ensure that the way in which individuals are grouped as 'stakeholders' and represented in the consultation processes has legitimacy and acceptance on their own terms.

• Flexibility

- Methods of engagement will be discussed with stakeholder groups in advance and will be flexible in the face of unforeseen circumstances or disputes.

- **Clarity**

- The roles of expert resource persons such as, monitors, advisers, technical assistance providers, facilitators as well as stakeholder representatives and other decision-makers will be differentiated and it will be clear who they are working for and what their respective roles and responsibilities are.

- **Accountability**

- A commitment is made to accurately capture stakeholders' views, clearly acknowledge them, factor them into decision-making and ensure that they are taken into account in such a manner that their acceptance or rejection in the outcome is evident. (Recognising that - where divergent views are expressed there are reasonable and transparent statutory, economic, social or environmental grounds for preferring one alternative to another.)

- **Continuity**

- The multi-stakeholder process will not stop at the conclusion of the consultative review of the LCDS but will continue as necessary as the LCDS is implemented and the monitoring and evaluation phases commence.

Multi-stakeholder Steering Committee (MSC)

The main function of the MSC will be to provide advice and guidance and to have general oversight of the LCDS stakeholder review process.

The consultations are being coordinated by the Office of Climate Change at the Office of the President.

In order to ensure transparency and provide support to the Office of the President in reviewing submissions from different stakeholder groups, a broad based Multi-stakeholder Steering Committee (MSC) has been established that will meet on a weekly basis throughout the consultative period to review both the consultation process itself and the submissions arising from stakeholder groups and consultations. Decisions and reports of this body will be made public on a bulletin board of the website, the Steering Committee may respond to requests by stakeholders to meet with them and or to accept submissions. The composition of the MSC is as below. Members from:

- Office of the President
- Ministry of Agriculture
- Ministry of Amerindian Affairs
- Guyana Forestry Commission (GFC)
- Environmental Protection Agency (EPA)
- Forest Producers Association (FPA)
- Guyana Gold and Diamond Miners Association
- Guyana Geology and Mines Commission
- North Rupununi Development Board (NRDDB) - Indigenous Group
- The Amerindian Action Movement of Guyana (TAAMOG) - Indigenous Group
- The National Amerindian Development Foundation (NADF) - Indigenous Group
- Private Sector Commission (PSC) - NGO
- Trade Unions Congress (TUC) - NGO
- Federation of Independent Trade Unions of Guyana (FITUG) – NGO
- Women's Affairs Bureau - Women
- Youth Representative - Youth
- David James - Professional

- Joe Singh - Professional
- International Institute for Environmental and Development (IIED) – Monitors / Advisers on Process

Invitations have been extended to the following organisations:

- Conservation International – Guyana (CI)
- World Wildlife Fund (WWF)

Parliament

The LCDS will be tabled in Parliament for discussion and debate in order to provide the elected officials with a focused opportunity to make input into the current draft of the LCDS, and in any other manner take collective ownership of the LCDS.

Scope and Reach of National Consultations

Following on from the national launch of the LCDS on 8th June a series of sub-national outreach activities, coordinated by the Office of Climate Change, are being implemented to introduce and disseminate the LCDS. Sub-national consultations or outreach activities are planned for Georgetown, as well as in the forest communities in Regions 1, 7, 8 and 9, 10 and in the counties of Berbice and Essequibo.

Resource Persons & Technical Assistants

The Office of the President will provide resource persons and technical assistants and advisors who are familiar with the contents of the LCDS to support the reviews and discussions on the LCDS draft. Such resource persons and technical assistants / advisors may be drawn from government officials as well as civil society experts who are equipped and competent to assist stakeholders with providing information and explanation of the tenets of the LCDS. Stakeholders are also free to bring on board for their own benefit other technical and expert advisors and to recommend these to the Multi-stakeholder steering committee (MSC).

Facilitators

In the consultations themselves, the Office of the President may utilise independent and experienced facilitators to ensure meaningful and effective participation stakeholder ownership of the process and outcomes, non-partisan and professional outcomes and to pre-empt any accusation of the manipulation of the outcomes.

Rapporteurs

To assist the LCDS Facilitators in competent and timely feedback reports to stakeholders and general documenting of meetings and process, it is recommended that a pool of rapporteurs be identified and coached in recording of stakeholder discussions and dialogue that will reflect the recommendations made, areas of consensus reached and divergent views expressed for the record.

In addition it is proposed that anonymous feedback sheets be made available for comments on the consultation process itself that are collected and submitted to the Multi-stakeholder Steering Committee (MSC).

Drafting Committee for Revised LCDS

A small expert team of drafters will assist with the Finalising of the LCDS draft after the stakeholder review process is completed. Final drafts will be reviewed by the Multi-stakeholder Steering Committee (MSC) in the light of submissions made.

Independent Monitoring of Multi-stakeholder Consultation Process of the LCDS

In addition to accompanying the consultations themselves and participating in the MCS, the independent team led by IIED will conduct a mid-term review of the Multi-stakeholder Consultation process (not the LCDS content). The aim of this independent review facilitated by IIED will be conducted to ensure that corrective actions have been identified and taken up in a timely manner within the overall consultation period. This will ensure that any constructive criticisms over the process are addressed and the multi-stakeholder process is credible both nationally and to the international community. In preparing this Framework the Government of Guyana and the Multi-Stakeholder Steering Committee took into account the Lessons outlined in the accompanying Annex.

Annex 3. Lessons on multi-stakeholder Consultations – excerpts of the submission prepared by IIED

Advantages and Disadvantages of Multi-stakeholder Consultations

Multi-stakeholder consultations have long been promoted as a way of generating better outcomes²⁶⁰. In taking decisions that affect many different people there is usually a need for both expert input and multi-stakeholder consultation. Expert input is most necessary when the broad state of knowledge is poor. Multi-stakeholder consultation is most needed when the impacts are large and there are big differences of opinion (and differential impacts) about possible courses of action (e.g. when a lot of money is at stake). For complex issues such as REDD and specifically the Low Carbon Development Strategy (LCDS) proposed by the Guyanese government there is almost certainly a need for both.

Multi-stakeholder consultations are particularly important when:

- The complexity of the possible courses of action make it difficult to predict what will be best and for whom
- Different groups have different opinion about the nature of the problem and the priorities for solving it
- Solutions are generally discussed in terms of value-laden terms such as 'good' and 'bad' rather than in terms of fact or fiction

The main advantages of consultative processes can be listed as follows:

- Bringing together different stakeholder groups can bring new insights to bear and help all to learn from one another
- Hearing divergent opinion through deliberate consultation can both inform and change attitudes of all involved
- Active participation both avoids the misrepresentation of views or the ignoring of views of those affected by a course of action
- Consultative approaches can lead to better outcomes for example, that work for more of the groups concerned and so avoid political risk

The main disadvantages of multi-stakeholder consultations are:

- They involve significant time to build trust and expense
- They do not guarantee agreement in the end
- Participants can retreat into generic positions without sufficient specificity to test the feasibility of what is proposed
- Participants can get 'fired up' by the needs and prospects of engagement and then 'burned out' by the time and effort required

Necessary Pre-conditions

Despite widespread recognition of the importance of participation in the development of new courses of action, there are still widespread failures of participation which can be traced to two main factors²⁶¹:

²⁶⁰ Ramirez, 2001

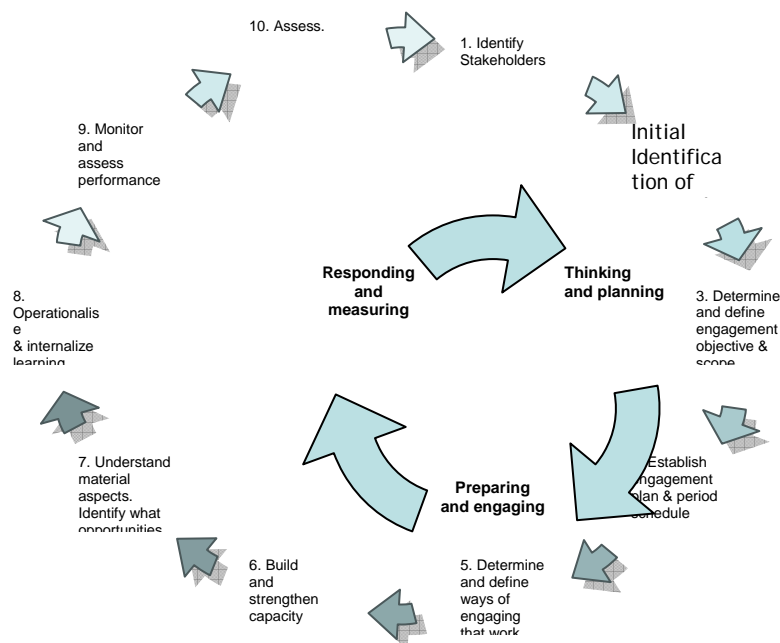
²⁶¹ Wakeford and Singh, 2008

- Hierarchical structures that impose top-down decision making. i.e. a genuine multi-stakeholder process is designed, but there are means to suppress any real change based on its findings.
- Misuse of participatory techniques to endorse pre-defined agendas i.e. the participatory processes themselves are really about informing 'participants', not taking on board their concerns.

To counter these widespread failures, meaningful multi-stakeholder consultations should give attention to three main pre-conditions for success:

- Countervailing forces in decision-making – such as the setting up of multi-stakeholder decision-making panels that help to reduce the power of the driver of the process.
- Long time horizons – stakeholder groups must be given time, space and resources to meaningfully consider what is being proposed and come with an agreed position on that proposal.
- Reflective practice – i.e. never seeing outcomes as set in stone, but rather, seeing them as part of a continuous cycle of (1) Analysis; (2) Policy formulation and planning; (3) Implementation (4) Monitoring and evaluationfollowed by more analysis, policy formulation and planning, implementation²⁶². It is not unusual for there to be flaws in the policy cycle and progress relies on windows of change.

Figure 1. Stages and elements of the Accountability framework for quality stakeholder engagement



Important Forest Sector Precedents and Known Ingredients for Success

The employment of multi-stakeholder processes is becoming routine in a number of international forestry initiatives, most notably in National Forest Programme (NFP) processes which now cover more than 130 countries and in the negotiation of Forest Law Enforcement, Governance and Trade (FLEGT) Voluntary

²⁶² O' Hara, 2009


Partnership Agreements (VPAs) which are emerging in at least 10 countries (although only really developed for one or two leading nations). Established guidance is now emerging from each of these international initiatives that should provide a firm foundation for similar multi-stakeholder consultations surrounding REDD.

Lessons from multi-stakeholder consultation in NFP processes

National Forest Programmes (NFPs) exist in many shapes and sizes. Many are driven organically from stakeholder interest. The Food and Agriculture of the United Nations hosts the National Forest Programme (NFP) Facility which has played a particularly valuable role in pursuing NFPs. From the FAO facilitated nfp processes, there is now a toolbox of methods for enhancing stakeholder participation in national forest programmes²⁶³. An overarching lesson is that participation and rigid blue print planning have proven to be incompatible. Again and again, the participation of stakeholders in NFP processes has brought new ideas and directions which require a high degree of responsiveness. It is no coincidence that NFPs have a principle that states that they are an iterative process as meaningful participation requires it.

NFP multi-stakeholder consultation processes are made up of a series of activities and methods – with no hard and fast rules for the sequence, but some logic that guides the process and sequence of methods. Usually an NFP facilitation team will start by conducting a preliminary stakeholder analysis before facilitating more thorough interactions with those stakeholders that separately explore their perspectives (positions, interests and needs). The basic intention is to move upwards in the table below:

Table 2. The spectrum of participation

	Degree of participation	Typical role of participatory facilitator
	Shared decision-making	Facilitates stakeholder analysis and negotiation
	Consulting	Extracts information (e.g. by questionnaires or focus groups)
	Informing	Lectures and published leaflets

Some important practical lessons on NFP multi-stakeholder consultation processes include the following advice based around four consultation themes of ownership, listening, debating and compromising:

- OWNERSHIP – Without widespread ownership of *who the key stakeholder groups are* there is a real risk that the legitimacy of the whole process will be undermined. A tool to discuss who should be consulted is shown in O'Hara, 2009.
 - In designing consultation processes it is important to ensure that participants are chosen such that they truly represent the views of the majority of their stakeholder group and not only present their personal views.
 - Language, seating arrangements, time control are important factors to consider when leveling the playing field in multi-stakeholder consultations. They are just as important to consider as methods of facilitation to use. Conventional seating arrangements with high tables etc. often conspire against participation of less powerful groups whereas circles of chairs with no tables in front help encourage it.
 - It is critical that all concerned have a clear understanding of the timing and process by which consultation are to take place.

²⁶³ O'Hara, 2009

- LISTENING. A good general principal is that all stakeholder groups (not just government), including villagers, should have equal opportunity to present their proposals without interruption from the outset and the justifications behind them. This requires advance notice and background materials – so that these groups have time to formulate their own proposals!
 - Using cards to collect feedback can be better than plenary discussion which is often dominated by a few powerful voices.
- DEBATING. Active debate should be encouraged! A “fishbowl” debate – so called because of its shape, an outer ring of chairs, and the bowl with the “fish” in the middle – is a good way of providing space for all groups to state their positions and to justify them²⁶⁴.
 - Try to avoid decision making in plenary that might intimidate less powerful stakeholder groups. After any debate it can be useful to gauge opinion using a secret ballot with different-coloured voting slips for each stakeholder group can be held on the position statements and results be displayed for discussion. It is then easy to identify which points are close to consensus, and which are so divergent that they can only end in “agreeing to disagree”.
- COMPROMISING. Perhaps the most contentious part in any consultation process is the struggle to find compromise and to develop and agree to joint recommendations for tackling issues of divergence in a constructive way – and to develop associated action plans and toolboxes.
 - It is quite acceptable for a consultation to conclude with agreement on some issues, compromise on others whilst on others stakeholders agreed to disagree for the meantime but take the issues forward into future cycles of consultation.
 - An important outcome of many of these processes (as stated by participants in NFP processes) includes better understanding among stakeholders, more trust and increased empathy.

Lessons from Multi-stakeholder processes in FLEGT VPA negotiations

Multi-stakeholder VPA negotiations are now a central part of FLEGT processes. The most advanced country in terms of these negotiations is Ghana (which has just signed the VPA agreement with the EU). The Ghana multi-stakeholder consultations have been widely praised as an excellent example of consensus building about difficult policy issues (although it was not without its flaws – a function of the real political will, time and resources available)²⁶⁵. A number of lessons have been learned by the multi-stakeholder negotiation team (drawn from the secretariat for the formal VPA process on the Ghana side and comprised of both government, NGO and industry representatives that negotiated the binding trade agreement with the European Community). These have been presented at illegal logging meetings in Chatham House. A summary of the main lessons follows below²⁶⁶:

- Getting consensus has involved opening up of both the VPA system and institutional design to a broad range of actors – which has involved multi-stakeholder participation throughout (and still ongoing as implementation occurs).
- The process of multi-stakeholder consultation required careful management in a give and take atmosphere, where trust slowly build between the government and other stakeholder groups.
- Reaching multi-stakeholder consensus was possible because of:

²⁶⁴ O' Hara, 2009

²⁶⁵ Macqueen, 2009

²⁶⁶ Beeko, 2009

- A clear vision collectively evolved and was owned by all actors
 - Key stakeholders were engaged early in the process and sat on the actual decision-making bodies (e.g. the VPA steering committee and the Ghana negotiating team)
 - The contribution of various actors in the process was recognised, taken on board, discussed and clearly seen to inform outcomes
 - Time was taken to study and understand the networks within the different stakeholder constituencies and to allow them to agree a position to bring to the negotiating table
-
- A neutral and level decision-making platform was an essential part of the interaction / dialogue between the actors – in this case a VPA steering committee that included members of all the main stakeholder groups (not government alone).
 - Provision of regular updates on the status of the process helped the stakeholder groups to inform their inputs – e.g. briefing papers.
 - It was necessary to engage the stakeholder groups *regularly* and commit resources to this.
 - Technical working groups / Think-tanks proved useful to draw out and consolidate technical issues and concerns across stakeholder groups that could then make it easier for people to come to the table with a well-thought out position.
 - Definition of clear road map with key milestones early in the process was critical in inspiring confidence. The map was flexible and was amended/updated as the process unfolded.
 - Exchange of views with partner countries (who were also engaged in a VPA process) was useful to see how processes were evolving elsewhere – for example, Ghana's early interaction with (visit to) Malaysia was useful. More formal arrangement / discussions among prospective partner countries would have been useful – but it is not too late!

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Annex 4. Terms of Reference (ToR) for an independent adviser to Guyana's multi-stakeholder consultation process in relation to the country's process to reduce emissions from deforestation and forest degradation (REDD).

Background

On 03.02.09, the President of Guyana, H. E. Mr. Bharrat Jagdeo, and the Prime Minister of Norway, Mr. Jens Stoltenberg issued a Joint Statement on cooperation on climate and forest issues. The two countries will work to ensure the establishment of a REDD mechanism under UNFCCC post-2012 climate change agreement to be agreed in Copenhagen in December 2009. The Government of Guyana has proposed to reduce emissions from deforestation and forest degradation (REDD) globally as an essential component of a new development path for Guyana. In aiming towards permanent emission reductions, adequate involvement of all those affected by the national REDD strategy, especially the people living in and from the forests, is crucial to the effectiveness of a REDD regime. An inclusive, transparent multi-stakeholder strategy building and implementation process is therefore a crucial element to the success of any REDD strategy. As part of the partnership between Norway and Guyana on REDD, president Jagdeo has suggested that a small team of experts consisting of two national (Guyanese) experts and one international expert (team leader) be engaged to advise the Governments of Guyana and Norway on Guyana's multi-stakeholder consultation processes.

The successful candidates should advise Guyana's present consultation process plan and, as part of a team representing the Government of Guyana, design an implementation plan for the Government of Guyana's further multi-stakeholder consultation processes. The aims of Guyana's multi-stakeholder consultation processes are:

- To include all relevant, interested and directly or indirectly affected stakeholders in order to ensure political stability for Guyanese REDD²⁶⁷ efforts over time, permanence of emissions reduction and in particular include groups that risk marginalisation through a REDD strategy (i.e., forest dwellers in general and indigenous peoples in particular);
- A mechanism for systematic, continuous consultations on the evolution of the REDD strategy and use of REDD funds is developed;
- The consultations with forest dwellers and forest based indigenous peoples in particular are carried out in a culturally appropriate manner and in settings that allows indigenous people to promote their interests and voice their concerns in their own terms, and based on the principles of free, prior and informed consent;
- Timeline and details on stakeholders and mandate for this process are presented at a relatively detailed level.

The ToR and reports from the advisors' work would be made publicly available, as a contribution to both the transparency and legitimacy of Guyana's REDD process as well as international learning and exchange of experience with REDD.

²⁶⁷ Guyana's Low Carbon Development Strategy (LCDS) is Guyana's REDD + position which argues for inclusion and maintenance of standing rain forests and payments for the carbon storage services they provide. It was the national and local dissemination and preliminary stakeholder consultations to review the LCDS draft document (June 9) that IIED tracked and monitored over the June – September 2009 period. Therefore the Guyana LCDS proposition is to be understood where mention is made of REDD in the context of these TOR. There is a separate World Bank support for the REDD readiness planning initiative (R-PLAN) which is being coordinated by the Guyana Forestry Commission. This R-Plan will be a component of the LCDS. LCDS and REDD readiness planning are all at early stages through World Bank R-Plan process has been started about a year ago.

Work Schedule and Outputs

The outputs from the assignment should be twofold; firstly a brief, independent assessment of Guyana's present REDD multi-stakeholder consultation process; and secondly, advise the government of Guyana in designing a detailed plan as appropriate with concrete timelines for further consultation processes.

The assignment should commence as soon as possible and the advisers should be present during central parts of the presently scheduled stakeholder consultations in Georgetown the period 20 April to 31 May 2009. Prior to these consultations, the advisers should have assessed Guyana's consultation plans on paper as well as provided preliminary guidance to the organisers of these consultations. Following these consultations, the consultants shall, in cooperation with the Government of Guyana, design a detailed plan with concrete timelines, as appropriate, for further REDD-related consultation processes. This plan shall be made public.

The total work input for combined members of the entire team will be limited to 65 days (8 hrs. per day).²⁶⁸

Selection of Consultants

The successful candidates are genuinely independent experts on forest governance and stakeholder consultation processes. Expertise and experience should be documented, in addition to at least 10 years of relevant experience, and be conversant with the REDD process and debate. The consultants will possess documented ability in independent assessments of all aspects of consultation processes, in particular the concerns of indigenous peoples and forest dwellers. Prior knowledge of Guyana will also be an advantage.

Budget

The team leader will be asked to submit a budget for the assignment, including consultancy fee, and travel costs and DSA²⁶⁹.

Tenders with CV and budget should be directed to the Ministry of Environment, Norway.

²⁶⁸ Approximately 21 days per team member

²⁶⁹ Travel costs and DSA relevant to international team member's overseas travel to Guyana and related costs.

Annex 5. Questionnaire to assess perceptions of the LCDS multi-stakeholder consultation process

Stakeholder Assessment Questionnaire on the Low Carbon Development Strategy (LCDS)

To assess the sensitisation, dissemination and review process of the LCDS draft as experienced by key stakeholders who participated in the national and sub-national LCDS consultations and awareness sessions.

Thank you very much for your time and willingness to participate in this part of the LCDS Review process being conducted by the International Institute of Environment and Development (IIED)

- Please circle, highlight or bold format the Yes / No answers and do same for the Score Sheet numbers.

Section A

- A1 Name:
- A2 Organisation: (if relevant)
- A3 Occupation:
- A4 Location: (Town, District, Region)
- A5 What has been your involvement in the LCDS review process?
- A6 Have you participated in any of the national or sub-national LCDS Sessions or Consultations?
YES / NO
- A7 If yes, which one(s) and where were they held?

Section B: CONTENT - Perspectives on the Broad Content of the LCDS

- B1 What is your general understanding of the LCDS? (Please write brief comment in space below)
- B2 The draft LCDS suggests spending low-carbon development money on identified priorities:
- Amaila Falls hydro-power
 - Draining, irrigation and road development to improve access to unused, non-forested land
 - Fibre optics cables to increase Internet bandwidth and setting up of a technology park
 - Improving private sector entrepreneurship
 - Protecting Guyana from floods.
- Do you think these are valid for a low carbon development path for Guyana? YES NO
 - In your view, what are the top three priorities? List them, please.
 - Should any be dropped? If so, which ones? Why?

Six high-potential, low-carbon sectors are identified based on the National Competitiveness Strategy:

- Fruits and vegetables,
- Aquaculture,
- Sustainable forestry and wood processing,
- Business process outsourcing,
- Ecotourism, and
- possibly bio-ethanol

- Which of these do you consider to be the top three priorities? List them, please.
- Should any be dropped? If so, which ones? Why?

B3 Are there any other low-carbon investments within Guyana that you would like to see prioritised? If so, please list these? (Use space below)

B4 LCDS Implementation Mechanisms

What do you think of the suggested project management, financing and monitoring structures proposed for implementing the LCDS? Do you have any further recommendations?

- The three key mechanisms proposed for implementing the LCDS are: An Office of Climate Change (OCC); a Project Management Office (PMO) and a Low Carbon Finance Authority (GLCFA) (pgs. 30 & 31 LCDS draft)

B5 Any other burning issues that you wish to raise or to highlight about the content of the LCDS?

Section C: PROCESS - Assessment of Guiding Principles for Effective Stakeholder Dialogue

C1 Please assess to what degree you feel the LCDS consultation process measured up to the following Principles. Using a scale of 1 – 10: Please indicate by circling or highlighting a number from 1 – 10. (1 = lowest score and 10 = highest score).

- **Transparency** – 1 2 3 4 5 6 7 8 9 10

Were stakeholder consultations held publicly and open to citizens of all walks of life? Were stakeholder opinions freely given and documented? Was the LCDS reported on in press and media?

- **Inclusivity** – 1 2 3 4 5 6 7 8 9 10

Were satisfactory attempts made to engage all relevant stakeholders, (including the less powerful and vocal) and to inform, arrange and enable the participation of grassroots, forest-based, rural and hinterland people in the LCDS sensitisation and outreach consultations?

- **Information** – 1 2 3 4 5 6 7 8 9 10

Was the information disseminated on the LCDS satisfactory to allow stakeholders to have an informed opinion on the LCDS? Was it sufficient and timely?

- **Representation** – 1 2 3 4 5 6 7 8 9 10

Was stakeholder representation genuine? Were people who participated in the consultations and review process seen and recognised as legitimate representatives of stakeholder organisations and stakeholder groups?

- **Flexibility** – 1 2 3 4 5 6 7 8 9 10

Was there flexibility and receptivity of opinions during the LCDS consultations and was a willingness to be adaptive demonstrated by organisers?

- **Clarity** – 1 2 3 4 5 6 7 8 9 10

Was there clarity about the purpose of the LCDS review? And of roles and responsibilities of stakeholders, resource persons (monitors, advisers, technical assistance providers, NGOs, government)

- **Stakeholder Accountability** – 1 2 3 4 5 6 7 8 9 10

To what degree were diverse stakeholder views and opinions accounted for - adequately recorded and acknowledged during the LCDS review process?

Note on uptake of Divergent Views

C2 It is expected that where divergent views and objections are expressed that there will be reasonable statutory, economic, social or environmental grounds and general consensus for preferring one alternative to another being factored into the decision-making and / or influencing the outcomes of the LCDS.

Enabling Stakeholder Input

- *Were participants able to express their views freely on the LCDS?* YES NO
 - *Were any concerns, criticisms, divergent opinions, objections etc. expressed?* YES NO
 - *Do you think stakeholder views will be taken on board and fairly assessed by the LCDS Team?* YES NO
- If YES, why? If NO, why not?*

Continuity

Stakeholder involvement will not cease after the conclusion of the three-month review of the LCDS but will continue as necessary as the LCDS is revised and implemented & monitoring and evaluation phases commence.

- *Please write any recommendation(s) in the space below as to what you think would be useful continuity mechanism(s) for ongoing & future stakeholder representation and engagement in LCDS implementation phase.*

Self-Mobilisation

- *Have you or your organisation initiated any follow up of your own on the LCDS? (community outreach, stakeholder meetings, internal discussions, studies etc.)* YES NO
- *If yes, please explain?*

Formal Submission to LCDS

Will you or your organisation be making any formal submission or sending in any direct comment, query or recommendation on the LCDS to the LCDS Secretariat? YES NO

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Thank you for participating in the questionnaire!

You are welcome to make a submission on the LCDS in writing and send by post or email to:

LCDS Secretariat
Office of Climate Change
Shiv Chanderpaul Drive,
Georgetown, GUYANA

- E-MAIL: info@lcds.gov.gy
- Tel: 223 5205
- Website: www.lcds.gov.gy