

# REDD+



## Indigenous Peoples' effective engagement in REDD+ processes in Philippines and Cambodia



Published by  
**Asia Indigenous Peoples Pact (AIPP)**

2014



# Indigenous Peoples' effective engagement in REDD+ processes in Philippines and Cambodia

Copyright Asia Indigenous Peoples Pact (AIPP) 2014

The contents of these case studies may be reproduced and distributed for non-commercial purposes, if AIPP is notified and the authors are acknowledged as the source.

Published by:

Asia Indigenous Peoples Pact (AIPP)

108 Moo 5, Tambon Sanpranate, Amphoe Sansai

Chiang Mai 50210 Thailand

[www.aippnet.org](http://www.aippnet.org)

[www.ccm.in.aippnet.org](http://www.ccm.in.aippnet.org)

[www.iphrdefenders.net](http://www.iphrdefenders.net)

[www.iva.aippnet.org](http://www.iva.aippnet.org)

Layout and cover design: AIPP Printing Press

Photos: NTFP-EP, IPWG and AIPP

This case study is supported by



ISBN: 978-616-7898-06-3

Disclaimer: The contents of this case study are the sole responsibility of the Asia Indigenous Peoples Pact (AIPP) and can under no circumstances be regarded as reflecting the position of the donors mentioned above.

Printed by: AIPP Printing Press Co., Ltd.

[www.aippprinting.com](http://www.aippprinting.com)



The printing press has been established with support from the European Union's European Instrument for Democracy and Human Rights





# Indigenous Peoples' effective engagement in **REDD+** processes in Philippines and Cambodia

Published by

**Asia Indigenous Peoples Pact (AIPP)**

2014





## Executive Summary

Several governments in Asia are in the process of implementing REDD+ (Reducing Emissions through Deforestation and forest Degradation) preparatory stage. This is part of the International Agreement to reduce carbon emission under the UN Framework Convention on Climate Change (UNFCCC). With the serious implications of REDD+ to millions of indigenous peoples in Asia, indigenous communities and their leaders have been engaging with government bodies to influence the development of the REDD+ policy and programs and its implementation in order to protect their rights, livelihoods and for equitable benefit-sharing. In this regard, the Asia Indigenous Peoples Pact (AIPP) conducted two case studies in the Philippines and Cambodia to document the processes and engagement of indigenous communities at local and national levels. These case studies highlight the challenges and achievements of indigenous peoples in their engagements with relevant actors, particularly with their government agencies.

The case study on the Philippines captures the experiences of indigenous communities in crafting the Philippine National REDD+ Strategy (PNRPS) and informs the implementation of various strategies under it. The case also discusses the partnership of indigenous communities with various actors, including government agencies, and the processes that have worked well in that country. The Cambodian case study highlights the process of the development of the national road map for REDD+ readiness in 2009, and the self-mobilisation of indigenous communities and how they gained their representation as indigenous peoples in the National REDD+ Consultation Group in 2013.

The two case studies highlight the challenges they face, lessons learnt, recommendations for meaningful engagement of indigenous communities and for improving the implementation of the National REDD+ Strategy. Some of the key lessons learnt and recommendations include the following:



### a. Lessons learnt:

- ❖ Early actions from government and NGOs can address negative and discriminating policies and mechanisms relating to the effective participation in the management of forest areas and in the benefit-sharing from the utilization of resources therein without waiting for a complete safeguards framework and guidelines to be approved.
- ❖ There is heightened demand for information/orientation at all levels, thus creating the need for more Information Education Campaigns (IEC) to reach out to indigenous communities and various stakeholders. These include relevant government agencies
- ❖ Capacity building is necessary in REDD+ national strategy and will only be effective if coupled with clear good governance measures for its implementation with the full and effective participation of indigenous peoples and forest-dependent communities.
- ❖ Partnerships are best delivered through a transparent and inclusive multi-stakeholders and multi-level participatory processes and these are stronger if built on partnerships and processes that have been proven to be effective.
- ❖ Governments are not monolithic. Champions and allies in the promotion of the rights of indigenous peoples for REDD+ can be developed from their ranks.
- ❖ There is a need to understand and enhance the linkages between the Convention on Biological Diversity (CBD), Sustainable Forest Management (SFM), forest governance frameworks in strengthening REDD+ relating to indigenous peoples, sustainable forest management, biodiversity enhancement and benefit-sharing.






## **b. Recommendations:**

- ❖ The REDD+ programme must adopt a rights-based approach and uphold democratic principles, including the protection of land tenure of indigenous peoples. Sustainable community forest management and land tenure must be provided in REDD+ and guaranteed even after the life of the REDD+ project agreements.
- ❖ The right to full and effective participation of indigenous peoples including indigenous women in all REDD+ stages and plans shall be guaranteed. The roles and contributions of indigenous women, as well as their specific needs and aspirations shall be taken into account all relevant REDD+ activities.
- ❖ REDD+ must recognize indigenous peoples' rights, welfare, low-carbon lifestyles, sustainable livelihoods and the multiple values of forest to them as it relates to their cultures, identities and spirituality. It shall thereby prioritize non-carbon benefits, rather than focusing on carbon benefit alone.
- ❖ Governments must uphold the right to free prior and informed consent-FPIC of indigenous peoples for any development or REDD+ related activities in indigenous lands and territories including in benefit sharing schemes or arrangements.
- ❖ Traditional forest livelihoods and customary resource management practices of indigenous communities such as shifting cultivation/ rotational agriculture and gathering of NTFP must be protected, and must be considered in the sustainable forest management activities in REDD+. Sustainable forest management must be promoted through the allocation and demarcation of forest lands to indigenous communities with the necessary technical support and protection.
- ❖ Promote convergence and harmonization of relevant government agencies working on REDD+, climate change, and those that have jurisdiction over forests and natural resources.



- 
- ✦ Respect indigenous governance systems and ensure the full and effective participation of indigenous elders and leaders in REDD+ and at the same time strengthen those systems while introducing REDD+ or any other project.
  - ✦ Build capacity of indigenous communities at the grassroots level on REDD+ related issues, and ensure technical and other forms of support to indigenous peoples representatives in REDD+ and related bodies.
  - ✦ Governments, donors and other REDD+ actors shall ensure the development and broad and effective dissemination of appropriate information materials, using various forms of media including radio and TV, and in local and indigenous languages. This information should include the rights of indigenous peoples, the implications of REDD+ to their rights, wellbeing and aspirations, the potential benefits and drawbacks of REDD+ to communities, among others.
  - ✦ The national REDD+ programme should allocate funds to support community forestry management including the enhancement of their livelihoods, forest patrolling, monitoring activities and reforestation in degraded areas and others. The equipment related to these activities should also be provided to communities for forest protection under the REDD+ programme.





## Acknowledgement

Asia Indigenous Peoples Pact (AIPP) expresses deep gratitude to all individuals and organizations, who have contributed their valuable time and efforts in this case study. AIPP extends sincere thank to Ms. Anja Mertineit, Ms. Anika Schroeder of MISEREOR for continuous support and cooperation and hopes incessant support in future as well. AIPP also would express profound appreciations to MISEREOR for providing this small grant to carry out research and case study in Southeast Asia.

AIPP also expresses deep appreciation and thanks to our partners for this case study for their generous contributions and sustained partnerships such as Non-Timber Forest Products Exchange Programme in South and Southeast Asia (NTFP-EP), CoDe REDD in Philippines, CAPPA in Indonesia. We appreciate the contributions made by the researchers Ms. Marlea Munez in Philippines, Mr. Bunhieng Hean and Ms. Femy Pinto in Cambodia and Mr. Rivani Noor in Indonesia.

Asia Indigenous Peoples Pact (AIPP)  
Chiang Mai, Thailand



## Abbreviations

<b>BMU-GIZ</b>	Nature Conservation and Nuclear Safety - Deutsche Gesellschaft für Internationale Zusammenarbeit
<b>CBD</b>	Convention on Biological Diversity
<b>CBFM</b>	Community-Based Forest Management
<b>CBO</b>	Community Based Organization
<b>CCC</b>	Climate Change Commission
<b>CCO</b>	Climate Change Office
<b>CG</b>	Consultation Group
<b>COP</b>	Conference of Parties
<b>C2P2</b>	Community Carbon Pools Program
<b>CSOs</b>	Civil Society Organizations
<b>DENR</b>	Department of Environment and Natural Resources
<b>ELCs</b>	Economic Land Concessions
<b>ERDB</b>	Ecosystems Research and Development Bureau
<b>FA</b>	Forestry Administration
<b>FAO</b>	Food and Agriculture Organization
<b>FECOFUN</b>	Federation of Community Forest Users, Nepal
<b>FPIC</b>	Free, Prior and Informed Consent
<b>FCPF</b>	Forest Carbon Partnership Facility
<b>FMB</b>	Forest Management Bureau
<b>FRA</b>	Forest Resources Assessment
<b>IEC</b>	Information Education Communication
<b>ILCs</b>	Indigenous and Local Communities
<b>IPs</b>	Indigenous Peoples
<b>IPWG-REDD+</b>	Indigenous Peoples Working Group on REDD+



<b>KEF</b>	Kalahan Educational Foundation
<b>MRV</b>	Monitoring, Reporting and Verification
<b>NCCAP</b>	National Climate Change Action Plan
<b>NCCC</b>	National Climate Change Committee
<b>NFSCC</b>	National Framework Strategy on Climate Change
<b>NCI plus 1</b>	National Convergence Initiative
<b>NCIP</b>	National Commission on Indigenous Peoples
<b>NGOs</b>	Non-Governmental Organization
<b>NLBI</b>	Non-Legally Binding Instrument on All Types of Forests
<b>NPD</b>	National Program Director
<b>NRS</b>	National REDD Strategy
<b>NTFP-EP</b>	Non-Timber Forest Products Exchange Programme
<b>PAWB</b>	Protected Areas and Wildlife Bureau
<b>PDP</b>	Philippine Development Plan
<b>PEB</b>	Programme Executive Board
<b>PFEC</b>	Philippine Federation for Environmental Concern
<b>PNRPS</b>	Philippine National REDD+ Strategy
<b>PRP-COP</b>	Philippine REDD+ Community of Practitioners
<b>R-PP</b>	Readiness Plan Proposal
<b>PSF</b>	People's Survival Fund
<b>REDD+</b>	Reducing Emissions from Deforestation and Forest Degradation, Conservation and Sustainable Management of forests and enhancement of forest carbon stocks in Developing Countries
<b>RECOFTC</b>	Center for People and Forests Regional Community Forestry Training Center
<b>REDD</b>	Reduced Emissions from Deforestation and Forest Degradation
<b>REL</b>	Reference Emission Level
<b>RGC</b>	Royal Government of Cambodia
<b>RUAM</b>	Resource Use, Allocation and Management



<b>SAERES</b>	Strategic Actions on Ecosystem Resilience and Environmental Sustainability
<b>SBSTA</b>	Subsidiary Body for Scientific and Technical Advice
<b>SFM</b>	Sustainable Forest Management
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SWOT</b>	Strengths, Weaknesses, Opportunities and Threats
<b>ToT</b>	Training of Trainers
<b>TWG-FR</b>	Technical Working Group on Forestry Reform
<b>ULAN</b>	Upholding Life and Nature
<b>UNDRIP</b>	United Nations Declaration on the Rights of Indigenous Peoples
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>UN-REDD</b>	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
<b>USAID</b>	U.S. Agency for International Development
<b>WB-FCPF</b>	World Bank Forest Carbon Partnership Facility
<b>WISE</b>	Women's Initiatives for Society, Culture, and Environment



## Table of Contents

Executive Summary	3
Acknowledgement	7
Abbreviations	8
1. Designing a National REDD+ Strategy: Building on Philippine Partnerships and Processes	13
1.1. Executive summary	14
1.2. Introduction	16
1.3. Initiation of REDD+ in the Philippines	17
1.4. Implications of the process of developing the PNRPS to existing forestry scenario	18
1.5. Methodology	18
1.6. Designing the Philippine National REDD+ Strategy	19
1.7. Lessons learned	30
1.8. Challenges	39
1.9. Conclusions and recommendations	46
2. Indigenous Peoples Engagement in REDD+ in Cambodia: Opportunity or Threat?	51
2.1. Executive summary	52
2.2. Introduction	53
2.3. Purpose of the case study	55
2.4. Methodology	56
2.5. National REDD+ Strategy: context and status	59
2.5.1. Engagement spaces for the indigenous peoples in REDD+ process and development in Cambodia	
2.6. Key issues and lessons learned	64
2.7. Strengths, weaknesses, opportunities and challenges of indigenous peoples' engagement in REDD+ in Cambodia	71
2.8. Conclusions and Recommendations	75
Annexure	
Annex I. Update on the PNRPS Implementation	79







# 1. ■ Designing a National **REDD+** Strategy: Building on Philippine Partnerships and Processes

by Marlea P. Muñoz



## 1.1. Executive Summary

This case study concerns partnerships and processes that have worked in the Philippines, including successes and opportunities for improvements in drafting the Philippine National REDD+<sup>1</sup> Strategy (PNRPS).

This paper covers different aspects, such as technical, capacity building, communication, policy/governance, community/social, and financing. It concludes that:

- ❖ Partnerships are best delivered through multi-stakeholders and multi-level participatory processes and these are stronger if built on partnerships and processes that have been proven effective
- ❖ Social contracts work
- ❖ Having a blueprint such as the PNRPS is an excellent starting point
- ❖ Capacity building and communication as an entry point in REDD+ and designing a national strategy on REDD+ is effective, but could be more so if coupled with policy/governance support
- ❖ Governments are not monolithic and closed to engagement with civil society on REDD+
- ❖ Official delegations to the Conference of Parties (COP) will eventually lose touch of meaningful contributions in the negotiations if there is lack of involvement in national level REDD+ activities
- ❖ Full and effective participation as a safeguard remains challenging
- ❖ National/domestic financing for REDD+ has potential that is yet to be explored

---

<sup>1</sup> Reducing Emissions from Deforestation and Forest Degradation, Conservation and Sustainable Management of forests and enhancement of forest carbon stocks in Developing Countries (REDD+).



Based on the conclusions the following are some recommendations:

- ✦ Map opportunities
- ✦ Promote convergence of agencies that have jurisdiction over forests
- ✦ Draft a PNRPS that is based on science from the mainstream and from communities
- ✦ Learn by doing activities and ensure these are well-documented and analyzed within context
- ✦ Further organize the REDD+ Community of Practitioners and recruit champions
- ✦ Saturate information channels with messages related to REDD+ and the PNRPS
- ✦ Hold government officials accountable through media work and regular policy dialogues
- ✦ Prioritize issuances of policies through the executive or national agencies and strategically work on new laws/legislative measures through capacity building and communication activities targeted at the relevant officials
- ✦ Support structural changes such as reorganization of offices for more responsive and coherent services
- ✦ Adhere to community-based forest management (CBFM) strategy regarding social preparation, tenure, resource access and control
- ✦ Develop an inventory of indigenous governance systems, elders and leaders who can participate in REDD+ and strengthen indigenous governance systems while introducing REDD+ or any project
- ✦ Incentivize REDD+ by mobilizing national/domestic funding and invest in innovative measures



## 1.2. Introduction

Since COP 15 in Copenhagen in 2009, REDD+ has become the most progressive mechanism in the United Nations Framework Convention on Climate Change (UNFCCC) negotiations. Given this, developing countries have initiated their respective efforts on REDD+ with varying entry points. Readiness funds for REDD+ have also started to flow to support country-level activities. The Philippines, as a developing country, has identified its strengths that allowed REDD+ development. It has strong research community and national capacity to engage with forestry projects. It has relatively decentralized natural resource management capable of instituting local-level REDD+ projects. These factors enable environmental, social and rights-based policies and frameworks. They support a robust civil society capable of supporting REDD+ development and implementation at multiple scales. This presents significant opportunities to generate social and environmental co-benefits. Considering all these, the Philippines formulated its National REDD+ Strategy.

Despite all this, deforestation and forest degradation continue. Weak policies and governance contribute to deforestation and forest degradation, as do poverty and population pressures. Market demands and economic development counter REDD+, as do technological and biophysical pressures. Thus, as appraised by the Nature Conservation and Nuclear Safety - Deutsche Gesellschaft für Internationale Zusammenarbeit (BMU-GIZ), besides greenhouse gas emissions from deforestation and forest degradation, the protective functions of forests, the highly endemic terrestrial biodiversity of the country and the basis for livelihoods of local communities and indigenous communities are threatened.

In view of the above, the aim of this case study is to share the experience of the Philippines in crafting the PNRPS to further inform the implementation of various strategies under it. In addition, the study will provide lessons learned and recommendations based on identified results and challenges to contribute in improving processes and outcomes in similar undertakings.



### 1.3. Initiation of REDD+ in the Philippines

In 2008, the Non-Timber Forest Products Exchange Program for South and Southeast Asia (NTFP-EP) initiated a project to join the debate and discourse on REDD in order to comprehend REDD and look at its potential and pitfalls for forest-based communities. An environmental lawyer's group Upholding Life and Nature (ULAN) and the local community forestry organization Kala-han Educational Foundation (KEF) joined the effort. They were supported by Natureandpoverty.net<sup>2</sup> and together with the NGOs working with indigenous communities and local communities, they sought to understand the REDD mechanism.

Based on the consultative sessions, this group of NGOs organized and called themselves CoDe REDD Philippines<sup>3</sup>. They are involved in livelihood, conservation and community development projects in Philippine forests. The group work towards pro-community and pro-conservation REDD through advocacy. From April 2009 to March 2011, CoDe REDD Philippines mobilized resources through the Swiss Agency for Development and Cooperation (SDC) supported project entitled "REDD Mapping, Baseline Piloting and Local Stakeholders Consultations for the Philippines and Southeast Asia." This facilitated the drafting of the PNRPS. The interest of SDC then was civil society engagement in the Philippine REDD processes. The process involved stakeholder authorities including the Climate Change Commission (CCC), the Department of Environment and Natural Resources (DENR) through the Forest Management Bureau (FMB), Protected Areas and Wildlife Bureau (PAWB), and Ecosystems Research and Development Bureau (ERDB) and local governments. Non-governmental organizations (NGOs), indigenous communities, local communities, academics and research institutions also

---

<sup>2</sup> Natureandpoverty.net is an initiative of 17 Dutch conservation, developmental and research organizations, aims to bring together these organizations and their respective partners in the south to optimize exchange of knowledge and learn collectively about topics concerning the interrelationship between ecosystem management and poverty reduction. Natureandpoverty.net is coordinated by IUCN-Netherlands.

<sup>3</sup> Community Development through REDD, Communities Developing REDD, and Conservation and Development through REDD is composed of forest-based communities and civil society organizations.



participated as stakeholders. Apart from CoDe REDD Philippines, in June 2010, BMU-GIZ initiated the Climate Relevant Forest Policy and Piloting REDD+ Project in the Philippines that supports the PNRPS. Subsequently, in October 2011, the UN-REDD Philippines Program “Supporting Initial Readiness Process Project” was launched, which also supports the PNRPS.

#### **1.4. Implications of the process of developing the PNRPS to existing forestry scenario**

The Philippines has been a trailblazer in terms of a multi-stakeholder and multi-level process in drafting a national REDD+ strategy. It introduced a new parameter in the planning process, which required a change in government-driven top-down mechanisms in the forestry sector. Drafting the PNRPS involved building on existing networks and synergy of actions. This means giving preferential attention to working with those who have invested in the process and ensuring current and future projects are complementary.

This can be achieved in adhering to a common and shared national REDD+ strategy. However, adopting the strategy will continue to face challenges in the Philippines. There are already established processes in government that can produce results but are bereft of genuine participation of stakeholders and rights-holders. To other countries, our message would be, “It can be done”. However, institutional and structural changes are needed to adopt this new process.

#### **1.5. Methodology**

This study is based on existing documents in relation to the PNRPS and REDD+. It also draws on discussions with individuals involved in the process of drafting the PNRPS and those still engaged in REDD+. The main points come from the author who has first-hand experience with the PNRPS and the major processes undertaken to finalize it. The PNRPS was chosen as a case study because of the novel PNRPS development process. In the PNRPS





process, civil society was very much involved, and as an equal partner/stakeholder in the preparation process. This is different from national strategies on REDD+ driven largely by government and private sectors.

## 1.6. Designing the Philippine National REDD+ Strategy

Before COP 15 in Copenhagen, the NGOs in the Philippines working with indigenous peoples and local communities already knew about UN-REDD but they were not yet clear about the concept. Given this, the NTFP-EP for South and Southeast Asia through the leadership of Ms. Maria Cristina Guerrero<sup>4</sup>, initiated a project to join the debate

*"We were several NGOs in a taxi on the way to a meeting when we started talking about REDD and the possible applications in the Philippine context. We were of the same thinking that REDD could possibly assist in reversing the deforestation and degradation of Philippine forests if sufficient safeguards were installed and enforced".*

Maria Cristina Guerrero, NTFP-EP

on REDD in order to comprehend REDD and look at its potential and pitfalls for forest-based communities. With the environmental lawyer's group ULAN and the local community forestry organization KEF, NTFP-EP launched the project on REDD (primarily for the Philippines but also involving other countries in Southeast Asia) with support from Natureandpoverty.net. This project is also known as "REDD Mapping, Baseline Piloting and local Stakeholders Consultation for the Philippines and Southeast Asia".

NTFP-EP's network in the Philippines, the NTFP-Task Force, is part of the NGO CBFM Consortium, a group composed of those who work with CBFM communities and participated in the formulation of the Philippine CBFM Strategic Plan. Considering the level of involvement needed in the consultation process on REDD, NTFP-EP and the NGO CBFM Consortium members agreed to work together on this project to start with a national consultative workshop.

---

<sup>4</sup> Ms. Guerrero has been serving as the convenor/facilitator of CoDe REDD Philippines





While the operational planning was being facilitated by NTFP-EP, there was an opportunity to participate in the Regional Workshop on Capacity Building of Forestry Sector Civil Societies in Nepal facilitated by the Center for People and Forests Regional Community

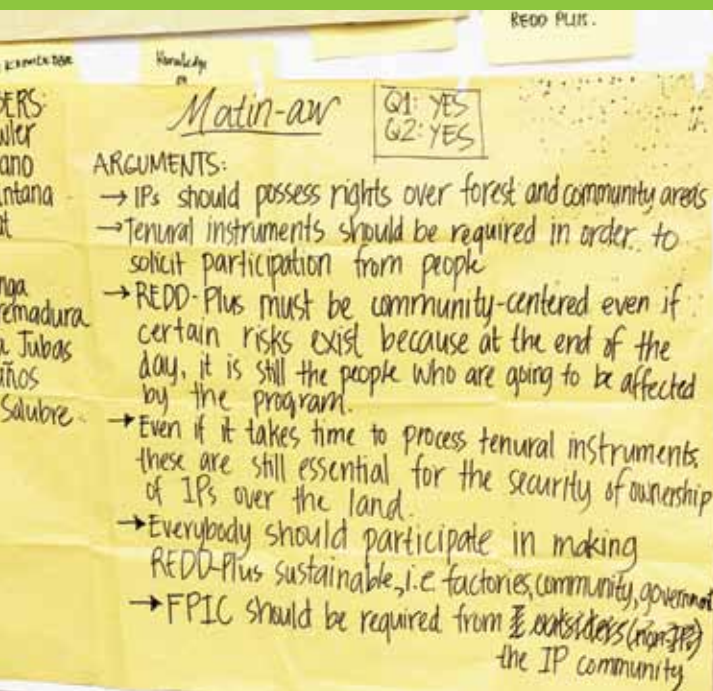
*"We thought we were the last to know about REDD, when in fact we were talking about REDD+ already when Marlea and I were in Nepal in April 1989."*

*Florena Samiano, DOST-FPRDI,  
formerly with PFEC*

Forestry Training Center (RECOFTC) and Federation of Community Forest Users, Nepal (FECOFUN). Taking into account the need for clarity on REDD and linking the Philippines with other efforts on REDD, NTFP-EP and the NGO CBFM Consortium sent forester Florena Samiano of the Philippine Federation for Environmental Concern (PFEC) and Marlea Muñoz, Women's Initiatives for Society, Culture, and Environment (WISE) to the workshop. It was at this point that the group had to come up with an identity; thus members were requested to suggest a name that would capture the nature of the network. After several exchanges, CoDe REDD was born. For the purposes of being more specific, in some formations, CoDe REDD Philippines is used.

With that initial regional presence of CoDe REDD Philippines, its articulation of REDD was shared. The network endeavoured to link with individuals and organizations that were at various stages of awareness of REDD, hence it





contributed in having the Philippines on the “global REDD map”.

From April 28-29, 2009, a national consultation entitled “REDD Something to Dread or the Way Ahead? REDD in Developing Countries: Exploring Forest Carbon Revenues for Philippine Forest-Based Communities” was held. Government agencies and NGOs participated in the discussions. Former DENR secretary (who later became the presidential adviser on climate change), Mr. Heherson T. Alvarez graced the occasion and shared that the Philippines at that time was not clear about its engagement on REDD. Nevertheless, its connection with adaptation strategies would be a necessary element in any climate-related action. This was followed by three more sessions covering the Philippine regional formations: Luzon, Visayas and Mindanao.





During the initial consultations, the DENR was hesitant to engage with civil society on REDD/REDD+. However, during the session in Palawan, one of the forested provinces in the Philippines, the DENR realized that the Philippines has an advantage to proceed with REDD+ considering the favourable policy environment, forest peoples/indigenous peoples, and local communities. Through its representative, forester Mayumi Quintos-Natividad of the FMB, DENR, expressed that they are willing to take on the challenge of leading the REDD+ initiative in the Philippines. This was followed by the support relayed by former DENR Undersecretary and now Commissioner/Vice Chairperson of CCC, Atty. Mary Ann Lucille L. Sering during the Mindanao consultation where she served as the guest speaker.

To facilitate the process and come up with a good number of representatives from various communities, agencies and organizations, CoDe REDD Philippines employed the platform used in the formulation of the Philippine CBFM Strategic Plan in 2006-2008. Additional participants coming from academic and research organizations as well as those who are not with the NTFP-Task Force and NGO CBFM Consortium were invited. The relevant agencies that took part in the process were the DENR, Forest Management Bureau, NCIP and CCC.

A focused and common set of people participated in all the sessions, who served as the technical wing in the organization of the national-level session held in November 2009 to commence the drafting of the National REDD Strategy (NRS). This was again followed by sessions with experts from government and independent organizations and those who participated in the REDD consultations from April to August 2009.

As the international discourse on REDD developed, the concerns that came out of the pre-PNRPS consultations were considered in COP 15 where REDD+ gained momentum. With this, the drafters of the NRS adopted REDD+ which was then the updated framework when the planning sessions were carried out that lasted until March 2010.

Similar to most strategic planning processes, the workshops started with background documents such as those coming from the COPs from the Phil-



ippine Delegation member Dean Antonio GM La Vina, also a former under-secretary of the Department of Environment and Natural Resources, SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of the forestry sector prepared by former FMB director, forester Romeo T. Acosta. Given these, the workshop participants agreed to have a set of values and principles to serve as handles in crafting the PNRPS.

These values and principles organized the tenets shared by the crafters of the PNRPS from the very beginning of various workshops and write-shops. Therefore, the vision, mission, key features, timeline and the component strategies were all anchored here.

With the participation of indigenous peoples and local communities, government agencies, NGOs, academic and research organizations, and individual experts, the PNRPS envisions “Empowered forestlands managers and support groups sustainably and equitably managing forestlands and ancestral domains with enhanced carbon stock and reduced greenhouse gases emission”.

The Philippine National REDD+ Strategy

Values ... C-R-E-A-T-E

1. *Care for the Earth and life in all its diversity*
2. *Respect for human dignity*
3. *Encourage social responsibility*
4. *Attainment of social justice*
5. *Transparency and accountability*
6. *Empowerment through partnership and collaboration*

Differentiating REDD+ in the Philippines from other developing national strategies, the PNRPS identified the following impact areas and co-benefits:

- » Reduced forest degradation and deforestation
- » Poverty alleviation
- » Biodiversity Conservation
- » Improved governance

To achieve this vision, the PNRPS adopted the mission: “Forestlands managers to assume responsibility in implementing REDD+ programs, research, projects, and activities with the support of the international, national and local agencies, NGOs and other support groups”.



## Designing a National **REDD+** Strategy: Building on Philippine Partnerships and Processes

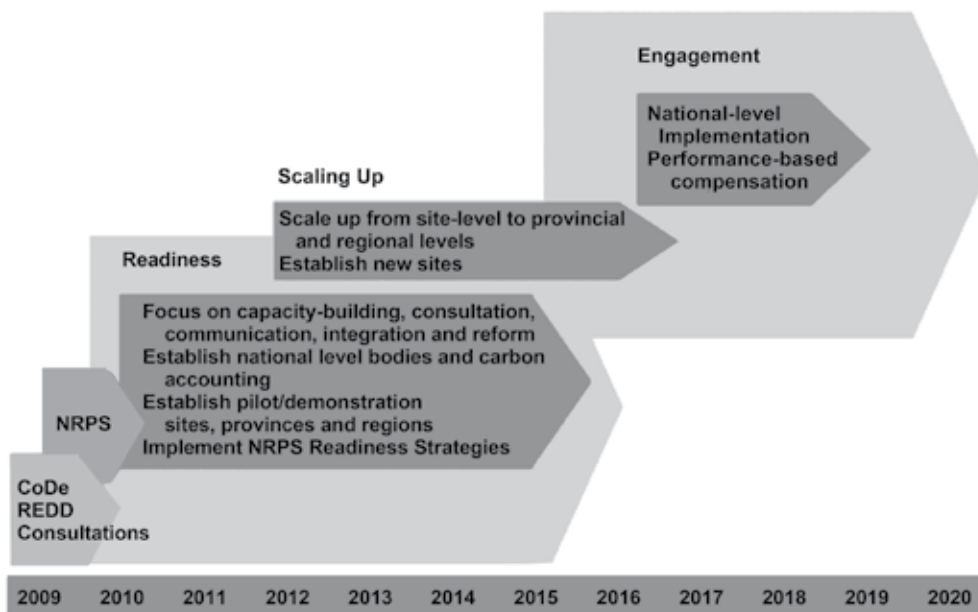
The implementation of the PNRPS is: Designed according to nine key features that deal with accounting approach, priority development areas, forest governance, structures, focus, participation and sectors, carbon accounting and management units. These features are the reasons why the PNRPS articulated the phases of implementation as follows:

- » Readiness Phase (3-5 years)
- » Overlapping Scaling UP Phase (3 years)
- » Engagement Phase (from 2015)

Compared to the phasing internationally, such as strategy development, capacity building/demonstration activities and results-based actions, the PNRPS timeline is sensitive to other plans such as the CBFM Strategic Plan until 2017 and the devolution process of authorities from national agencies to local government units (LGUs).

### The Philippine National REDD+ Strategy

1. *Nested, scaling up approach*
2. *Priority development areas- Ancestral domain areas, protected areas, CBFM areas*
3. *Decentralized forest governance*
4. *Building on existing structures*
5. *Community focus*
6. *Participatory planning and multi-stakeholder approaches*
7. *Inter-sectoral approach*
8. *Rigorous carbon accounting*
9. *Watershed, ecosystem and landscape approaches*





Given the above, the crafters of the PNRPS deliberated further on the outline, gathered all the rest of the results of the workshops and assigned the actual writing of the PNRPS to a team of writers comprising government and NGOs representatives. It is important to note here that the team of writers were working as volunteers.

From sets of concerns and desired conditions, component strategies were identified with specific major activities for each. These were initially referred to as the seven PNRPS components. Then at the later stage, these were further grouped into major strategies and cross-cutting strategies, as listed on the following pages.

Each component strategy, as well as other sections of the PNRPS, had at least two co-writers who were centrally coordinated through an email listserv. A final write-shop was organized to get the final drafts from the team, after which, sharing of drafts in the listserv continued until the final drafts were submitted.

Considering the need for coherence and consistency, the final drafts from the team of writers were integrated by Mr. Jacob Phelps. The integrated version was then subjected to facilitated round table discussions, critiques and reviews by national and international experts until its final submission to the DENR in May 2010 for consideration and further enhancement under the facilitation of its Climate Change Office (CCO).

With some DENR officials who had no direct participation in the process, the then secretary Horace B. Ramos authorized the holding of an orientation on REDD+ and the draft PNRPS in July 2010. The top management officials of DENR and bureau directors were asked to attend this session. The co-leads from DENR and CoDe REDD Philippines, with support from SDC and GIZ, jointly presented the background papers on REDD+ and elaborated on the PNRPS.

In between reviews and edits, CoDe REDD Philippines and DENR participated in various meetings that resulted in the adoption of the PNRPS components in the National Framework Strategy on Climate Change (NFSCC) under section



8.5 of the Key Result Areas on Mitigation. The same month, DENR was designated as the operational arm of REDD+ implementation Executive Order 881 of the President.

The NFSCC and new mandate of DENR strengthened the basis for official approval of the PNRPS by DENR. With FMB as the main sponsor in the DENR Executive Committee, the PNRPS was presented to the respective officials in several meetings. Finally, on August 9, 2010, DENR Execom approved the PNRPS and DENR transmitted the Strategy to the Climate Change Commission on August 27, 2010.

*“The partnership we had experienced with the CoDe REDD Philippines while doing the PNRPS was a good example of a healthy and effective partnership as we learned and benefited from each other. The processes gave us the opportunity to understand and internalize REDD+ which was really very new to us at that time”*

*Forester Mayumi Quintos-Natividad,  
Forest Management Bureau*

## PNRPS Component Strategies

### Major strategies

#### **Enabling policies**

1. Clarify carbon ownership under different tenure instruments.
2. Anticipate and clarify sources of potential conflicts among implementing agencies.
3. Review forestry sector definitions to ensure coherence with REDD+.
4. Establish enabling policies for REDD+ integrating lessons-learned from previous legislation and aligning conflicting laws and policies among different sectors.
5. Establishing a quantifiable national forestry emissions reduction target
6. Ensure REDD+ institutions have clear legal mandates.
7. Ensure legal, social, and environmental safeguards for REDD+ implementation



### **Governance**

1. Identify, consult with and meaningfully engage stakeholders from various levels.
2. Establish a National Multi-stakeholder REDD+ Council based on existing structures.
3. Build on existing sub-national (local, provincial and regional) structures to establish institutional arrangements to implement REDD+, including parallel structures for REDD+ decision making and monitoring, reporting and verification (MRV) processes.
4. Establish equitable benefit-sharing schemes with local government units and communities.

### **Resource use, allocation and management**

1. Define permanent forest lines and boundaries.
2. Promote watershed/ecosystem/landscape-based REDD+ planning.
3. Identify and improve on the different forest management regimes for both protection and production forests.
4. Clarify land tenure and associated carbon rights, especially for communities.
5. Identify and pursue options to enhance and manage carbon stocks to expand both protection and production forests.
6. Expand the protected areas network in a way that includes local communities and multiple use.
7. Pursue sustainable management of production forests.
8. Consider population growth and in-migration in forest management plans.

### **Measurable, Reportable and Verifiable (MRV) Conditions**

1. Assess existing capacities, available data and future requirements for MRV.
2. Establish emissions reference levels using existing skills and data, and improving as resources become available (at least to the tier 2 level).
3. Establish community-based accounting with adequate training, resources, incentives and supervision.
4. Implement national-level MRV system supplemented by sub-national MRV.
5. Establish guidelines for non-carbon reviews.
6. Establish MRV system to review REDD+-related policies and processes.



## **PNRPS Component Strategies**

### **Cross-cutting Strategies**

#### **Research and development**

1. Identify the primary drivers of deforestation and forest degradation and collaborate with diverse stakeholders to propose science-based conservation interventions such as legislation, incentive structures and capacity building.
2. Identify, establish and thoroughly study a diversity of REDD+ pilot/demonstration sites, and corresponding provincial and regional pilot/demonstration sites.
3. Collaboratively establish a broad REDD+ research agenda, including policy, social science and carbon cycle aspects of REDD+.
4. Establish initiatives to measure site baselines for biodiversity, ecosystem services and carbon stocks, against which to measure future change.

#### **Capacity building and communication**

1. Formulate and implement a REDD+ communication plan to raise awareness among stakeholders and facilitate their engagement in consultations and planning.
2. Conduct competence assessments to identify needs.
3. Conduct wide-spread consultations and dialogues on REDD+ development in the Philippines
4. Conduct training programs for a range of stakeholders.
5. Develop a national REDD+ Community of Practitioners to help serve as national resource persons.

#### **Sustainable financing**

1. Capitalize on existing national capacities and resources to initiate REDD+ readiness.
2. Develop proposals for immediate voluntary donor funding for REDD+ readiness.
3. Explore opportunities for a diversified long-term financing approach, including both market and non-market-based mechanisms.
4. Plan for long-term financial sustainability and resilience by seeking multiple funding sources, establishing contingencies and investing in self-sustaining local-level programs.
5. Explore diverse fund management arrangements.



CoDe REDD Philippines continued its critical engagement with the FMB of DENR and co-organized the various working groups under the PNRPS. Co-leads were identified and put to task. Action planning sessions were undertaken from September 2010 to March 2011. Those involved in the COPs either as official delegates or NGOs have brought the PNRPS in inter-sessionals and in COP 16 in Cancun where the PNRPS was launched on December 6, 2010 by the partnership of CoDe REDD Philippines, CCC, and GIZ.

With the FMB, it has also been agreed by the partnership that projects on REDD+ should support the PNRPS. Hence, in the preparation of the proposal for the UN-REDD Programme, the outcomes were aligned with the PNRPS. This direction was further emphasized during the inception workshop of the UN-REDD Philippines Programme Project, “Supporting Initial Readiness Process Project” in October 2011. Then on November 22, 2011, the CCC approved the National Climate Change Action Plan (NCCAP) by virtue of Resolution No. 2. The PNRPS will be implemented under the Strategic Actions on Ecosystem Resilience and Environmental Sustainability (SAERES) for 2011 to 2028. In terms of the development agenda of the Philippines, the Philippine Development Plan (PDP) for 2008-2016 will implement the PNRPS under the Conservation, Protection and Rehabilitation of the Environment and Natural Resources<sup>5</sup>.

The whole planning process for the PNRPS called for resources and personnel this was provided by volunteers from CoDe REDD Philippines and partners as well as from DENR. The SDC provided project funds to NTFP-EP to conduct workshops and write-shops. In June 2010, GIZ provided support to the PNRPS process and its implementation. Both the organizations enabled the CoDe REDD Philippines and DENR to carry out joint activities through cost-sharing arrangements.

---

<sup>5</sup> The full text of the PNRPS is available at: <http://ntfp.org/coderedd/the-philippine-national-redd-plus-strategy/>.



At present, the PNRPS is being demonstrated through the following sites:

1. Forest Policy and Piloting REDD measures through DENR with support from BMU/GIZ (Southern Leyte, Leyte Island)
2. Advancing Development of Victoria-Anepahan Communities and Ecosystems through REDD (advance REDD). The project is funded by European Union Delegation and EU-REDD through NTFP-EP (Southern Palawan in Luzon)
3. Community Carbon Pools Program (C2P2). The Project is funded by European Union Delegation and EU-REDD through FFI, NTFP-TF (Quezon in Luzon)

Given the need to further address the Policy/Governance a programme titled “Capacity Building and Communication, MRV, and Safeguards, the UN-REDD Philippines Program: Supporting Initial Readiness Process Project” has been initiated whereby DENR and CoDe REDD Philippines work together to implement specific activities. Aside from this, the efforts under the Non-Legally Binding Instrument on All Types of Forests (NLBI) have also been coordinated to support the PNRPS. The DENR and the NGO CBFM Consortium, membership of which includes those from CoDe REDD Philippines, jointly carried out the inventory and assessment of efforts on NLBI as well as the capacity building activities of indigenous communities, POs and NGOs. Capacity building activities are now lined-up under the NLBI to address the findings of the inventory and assessment (refer Annex 1 for more details on the PNRPS activities).

## **1.7. Lessons learned**

### **1.7.1 General terms**

- ❖ The full realization of partnership could not be attained easily because it takes time to achieve and sustain trust and confidence among network partners.

The CBFM network of communities, development workers from NGOs and government dates back to the 1980s during the Integrated Social





Forestry Program in the Philippines and was revitalized in 1995 when the Philippines adopted the CBFM as the national strategy in forest management through Executive Order 263. However, changes in the DENR leadership of government weakened the latter's contribution in pursuing CBFM. The NGOs in the field nevertheless have continued their commitments. The parallel efforts then were not substantial given the lack of resources. It was in 2004 when CBFM was again given attention to with the issuing of Sustainable Forest Management Executive Order 318. However, it is unfortunate that it was not pursued by government and the implementing rules and regulations remained in draft form. Subsequently, there were actions unilaterally taken by DENR against CBFM people's organizations.

Considering the aggravated situation of the CBFM communities, the NGOs who have been working with them joined the National CBFM PO Federation in their call for DENR to address the lack of support to CBFM. The NGOs organized the NGO CBFM Consortium and engaged the government in the drafting of the Philippine CBFM Strategic Plan for 2008-2017. Instead of a fast track approach, the NGO Consortium and the CBFM POs insisted on having field level consultations involving stakeholders in CBFM, particularly the communities. DENR eventually agreed, therefore the process began in December 2006 to July 2008. This last major exercise of the CBFM network cemented a partnership that remains and continues to support CBFM.

In exercises such as crafting of the PNRPS, it is important to realize that processes may not be fast in terms of time, even though there are established platforms. For networks such as CBFM, there has been intervening factors that hinder sustainable partnerships with government agencies and NGOs. These appear in various forms, such as lack of funds, challenging policies, conflict of resource ownerships, and leadership struggles.

- ❖ Building on the CBFM network partnerships was an important factor in designing a national REDD+ strategy.



When REDD and REDD+ came into the picture, it was the CBFM network that provided one of the major sources of strength for convincing the country to engage in REDD+. The processes that resulted in the formulation of the PNRPS benefitted from the network that has been established. Similarly, the CoDe REDD Philippines served as a reinforcing agent to have the CBFM communities on board while they face challenges, particularly on access and control over natural resources within CBFM agreements; a relevant concern in REDD+.

With the previous and ongoing collaborative activities of the CBFM network adopting participatory approaches, this facilitated the organizing of meetings, workshops and write-shops that led to the finalization of the PNRPS. This further led to the identification of local champions of REDD+.

Tapping the CBFM network was also advantageous since the particular character of the network is their presence on the ground; even before REDD+ was introduced under the UNFCCC. This paved the way for a credible content and process.

- ❖ A deeply engaged, consistent and committed civil society from the very beginning could trigger a lot of positive developments, particularly on the initial orientation of key middle managers of the FMB and introduction of REDD+ to the top management of DENR.

Formulation of a national strategy requires a sustaining factor. The NGO ingredient, particularly that of CoDe REDD Philippines provided such continuity. The status of the government has been very unstable because officials keep changing as well as the rules. Hence, there must be a level of permanence in the critical engagement with government to keep the actions in the direction set by the PNRPS.



- ❖ Roll-on<sup>6</sup> planning and action works. The least or minimum calculated risks and avoid possible losses in planning and action.

During the start of the consultations on REDD, there were practically no funds available from the government. The former Director of FMB, forester Romeo T. Acosta served as the entry point of CoDe REDD Philippines in DENR. In terms of the CCC, allies were identified through Atty. Ronaldo Gutierrez. The situation was whether DENR was willing to start something on REDD, the CCC would also include it as the CCC was mandated to develop the National Framework Strategy on Climate Change (NFSCC) at that time (in 2009). Hence, to initiate a process from outside the government and have their respective representatives as part of the movement was the best option available. Coupled with the CBFM network, CoDe REDD Philippines and DENR finally came up with the PNRPS.

### 1.7.2 Technical

- ❖ Clarification on the purposes of demonstration sites early on, particularly at the strategy formulation level, will avoid confusion in the long run, especially on questions related to carbon ownership.

During the crafting of the PNRPS, co-learners of REDD+ were not clear about demonstrating REDD+ on the ground. The field activities identified were basically for the Resource Use, Allocation and Management (RUAM). Though the whole PNRPS is comprehensive enough, it fell short of actually stating the purpose of demonstration sites. At that time, “carbon cowboys” or speculators on carbon ownership were not yet known.

Based on observations and discussions from various sessions, the demonstration sites have at least four purposes: development and testing of methodologies, sites of exchange and continuing education programs, sources of information for the Philippine delegation for

---

<sup>6</sup> Proceeding even without established strategy yet but there are definite objectives to be met.



meetings and conferences- particularly on negotiations – and sites for research. When these were laid out, communities at least had a means to know whether those approaching them on “forest carbon projects” are under the PNRPS or not; which will accordingly decide whether they will trigger an inquiry from FMB.

- ✦ Standards with accompanying guidelines are developed by independent international organizations at a fast pace.

At least every quarter, guidance, guidelines, toolkits, and the like come out as advice to those involved in REDD+.

Technical personnel of the government and staff of NGOs, who have been involved in technical training, are still catching up with new developments in order to be abreast with latest versions of such standards and guidelines.

In drafting a PNRPS, it is critical to have a core group of people who are familiar with the latest developments in standards to guide at least the MRV and governance aspects.

### 1.7.3 Capacity building and communication

- ✦ Technical facilitation skills are necessary in translating REDD+ and the PNRPS in actionable knowledge for stakeholders to fully understand and support.

Given the CBFM landscape and the new regime of REDD+, those involved in capacity building and communication should have a set of skills that involves fast analysis and thinking processes and mastery of tools (stakeholder analysis, brainstorming, problem/objective tree analysis and log frame, etc) convergence of which should be appropriately applied in listening, communicating, people behaviours, writing and integration.



Formulating a PNRPS requires a pool of experts from national to field level. Organizing them and their thoughts is a challenge. Therefore, there should already be a capacity building and communication group that starts its task even during the PNRPS preparation. They should take care of capturing the thoughts of participants, which are expressed in various forms considering the diversity of where they are coming from.

✦ Presence makes a difference.

REDD+ and the PNRPS could easily die out in the process, especially when there are new programmes coming in with more resources. Taking up REDD+ and the PNRPS throughout, making relevant discourse on how they figure in the landscape of environment and natural resources and other sectors have kept the topics afloat.

After the final draft is submitted for the action of the authorities, there should be moves that would remind government agencies that the PNRPS needs particular action. Making champions or communicators available when there are queries and assistance requested facilitates the process of approval.

✦ Involvement of mandated and non-mandated but influential, competent and committed persons contributed in the dissemination of REDD+ and the PNRPS.

Stakeholders look at the messengers. It has been seen that things move when such people are involved and actually talk about REDD+ and the PNRPS based on science. It is therefore a positive move to actually recruit such individuals to help in the process. If REDD+ is not understood at least at a minimum level, then preparing a PNRPS will not be possible.

✦ Openness to innovative ways in communicating REDD+ and the PNRPS creates a possibility of bringing in the people and organizations that are not even supporting forestry related efforts to discuss the issues and concerns.



Adopting early on that communicating REDD+ should likewise be multi-level and multi-stakeholders, which would provide more opportunities for an understanding of REDD+ and the PNRPS. In addition, recognizing culture as another platform through music and other art forms could also enhance the process of communication. Such would pave the way for road shows and cultural shows combined with lectures, discussions and debates accordingly, a lighter but meaningful way of introducing REDD+ and the PNRPS.

#### **1.7.4 Policy and Governance**

- ❖ Partnership brings stronger and sustained relationships to support governance. Through a partnership, the following could be realized:
  - » Complementation of skills
  - » Wider pool of knowledge and contacts
  - » Moral support
  - » More creative ideas shared
  - » Complementation of limited resources
  - » More negotiation and/or consultation platforms and the drafting of the PNRPS gained from these as results of partnership
- ❖ Local processes are not insulated from external forces that influence the pace of REDD+ development.

Since 2009, there have been ongoing efforts from various sectors regarding climate change. Forestry is not excluded from this. Often the government is left behind in terms of updating its constituents on new policy developments such as REDD+. Hence, external interventions have actually gained a certain level of influence even before matters like REDD+ and the PNRPS reach the ground through the government.

The presence of “carbon cowboys” or speculators on carbon and/or those that work for the transfer of rights of carbon from communities to companies or organizations is an example. These were not actually known to many who were involved in the formulation of the PNRPS. Hence, it took some time for concerned agencies to make the necessary issuances on the matter even before the PNRPS was finalized.



On March 23, 2012 NCIP issued a moratorium on contracts relating to carbon trading. However, there was not enough political power to move this forward. After a year, DENR released an interim policy on forest carbon trading and registry of REDD+ activities where its units are ordered not to entertain contracts on forest carbon trading and requires registration of all REDD+ activities outside of demonstration activities with FMB. Despite all these, there is still proliferation of such unscrupulous individuals and groups.

✦ Government officials have different views and perspectives on having NGOs facilitating and coordinating undertakings such as the PNRPS, which means that the government is not at all a monolithic organization.

There were several reactions. Some high level officials simply kept quiet. Others gave support by being proactive. Others did not mind but made sure they had the last say. Given this, some NGOs are of the opinion that it should have been the government that initiated the process for them to have a sense of ownership from the very beginning and not just an afterthought. This would also ensure that the start-up activities are better coordinated from their end and not just reacting to what is happening. However, at that time, as mentioned earlier, the government was not ready and there was no particular initiative from them. There is definitely a learning curve on REDD+ for all organizations in the Philippines, including the government. It is a mission to be achieved to make DENR-FMB a leader on REDD+, but that will not happen by forcing it to handle a task for which it lacks the capacity.

On another note, CBFM was initiated by government and yet after the administration of former secretary Victor O. Ramos, CBFM implementation has been hindered—the core issue why the Philippine CBFM Strategic Plan was updated. Therefore, it does not matter where the starting point is in any major undertaking. The government will continue to be a volatile organization until a partnership that demands due diligence is established and sustained.





### 1.7.5 Community and Social

- ❖ Participation is a costly exercise and the common backdrop is limited resources.

To be inclusive, it needs to bring more people into the process. This is not as simple as spending funds but also in terms of time. REDD+ and the PNRPS require indigenous peoples and local communities' participation in the formulation of the strategy. Given the limited resources of the CoDe REDD Philippines, as well as that of the government at particular periods, the process took a long time and had to be in several rounds.

- ❖ Safeguards are not well understood and undermined.

Having safeguards on REDD+ through the PNRPS does not mean there are no safeguards in other forestry-related processes, measures, mechanisms, policies, programmes and projects. However, it appears that the government is concerned about the safeguards only on the projects in which they are mentioned. They are not applying safeguards in the regular delivery of services in other forestry-related processes outside of the PNRPS.

### 1.7.6 Financing

- ❖ Cost-sharing produces results if there are blueprints such as the PNRPS, wherein activities are anchored.

Activities were carried out with the partners based on the set forth action and budget plan. This cost-effective sharing of experiences and practices was likewise achieved in the PNRPS.

- ❖ The government needs to be reminded of the need to amend their planning guidelines that lead to preparation of budgetary requirements.

From 2009 to 2011, DENR already had an idea regarding the minimum budgetary requirement for REDD+. However, it had not yet mainstreamed it in its planning and budgeting processes for purposive fund allocation for REDD+. So far, DENR has been using the process of "by attribution" wherein budgets for similar activities or that which





can be linked with REDD+ are utilized while there is no specific budget for REDD+ until now.

- ✦ Participation at country-level proposal development for readiness projects is important.

CoDe REDD Philippines through its members and professionals provided written input to the proposals submitted to the UN-REDD Programme and World Bank Forest Carbon Partnership Facility (WB-FCPF). With this, support to, and consistency with, the PNRPS is addressed. Hence, there will be synergy rather than duplication of plans.

## 1.8. Challenges

### 1.8.1. General terms

A country like the Philippines has had a history of national-level issues, such as mounting poverty, corruption in the government and other sectors and natural disasters. Though REDD+ can promote good governance and provide co-benefits, such as poverty

**A challenge from the start:** *A partnership is collaborative work among individuals and/or organizations committed to common vision, goals and objectives and hinged on mutual respect and understanding, participatory approaches, transparent and effective dialogue on accomplishments/benefits/problems/issues, shared resources according to respective capacities, and clear and delineated accountabilities and responsibilities*

alleviation and addressing disasters, the government, in particular DENR and the CCC, came up with their respective banner programs<sup>7</sup> that REDD+ and the PNRPS could not compete for staff, time and resources. For example, the office of the President, with DENR as the implementation arm, ordered a moratorium on logging that includes communities with CBFM Agreements. Then, a National Greening Program (NGP) was launched for massive

---

<sup>7</sup> These are priority programs.



reforestation that should also address poverty and climate change. However, in all these initiatives, there has been a lack of responsive mechanisms that address the plight of impoverished communities in the uplands such as indigenous communities and tenured local communities, who have de facto managed the areas where REDD+ and the PNRPS will be implemented.

The government is still steered by work and financial plans that do not necessarily bring about positive changes in the lives of the communities involved. If a concern is not in the set forth targets, though very critical and important, it may not be given any attention.

Frequent changes in assignments of people in the government are additional problems to be dealt with. The usual trend for officials is such that they are given assignments and by the time they get to know what they need to deliver and are ready to move things forward, they are transferred to new assignments. Besides this, DENR now has what they term as a “strike one” policy. If you make a mistake only once (even allegedly), you will be relieved from the post immediately. This policy was applied to relieve 31 officials of DENR in the southern part of the country due to alleged involvement in illegal logging activities.

Working with individuals from the bureaucracy is also a major challenge. There are at least four types of engagement with the bureaucracy. The idea is to have willing people who are mandated by the respective heads of offices (As). However,

Type of Engagement	Willing	Mandated
A	✓	✓
B	✓	X
C	X	✓
D	X	X

there are many that are willing but not mandated (Bs) and those not willing but mandated (Cs), which results in delays in the process. In some offices, people are not willing and not mandated (Ds) despite the fact that the whole agency is responsible for REDD+, attributable to a lack of awareness on REDD+. Moving towards A will take a great deal of work both from the NGOs and government and the CBFM network.



Sustaining the established partnership will not be easy despite the level of trust, respect and confidence established by parties involved. Besides the organizational level plan of partnership, it is a fact that it is still the individuals in concerned groups that make the difference. People get tired and are vulnerable to burn out. Work and due compensation are sometimes not enough to keep them on the go and stay within the process. Hence, addressing the welfare of individuals and organizations is critical in partnerships; a matter that is not usually given attention.

### 1.8.2. Technical

- ❖ The demonstration site will have to be popularized more and be made known particularly to the Philippine Delegation to the COPs. This will enable the delegation and the negotiators to have first-hand information on how the PNRPS is being implemented with the processes and results of development of methodologies. Such an effort will entail resources and constant follow-ups.
- ❖ Due to reassignments and retirements, FMB will have to double-time in enabling its capacity to have effective bodies to catch up with REDD+ readiness processes, and adopt a multi-stakeholder and multi-level participatory approach which has been employed in the drafting, disseminating and updating of the PNRPS.
- ❖ Organizing a team at FMB and in the NCIP with support from NGOs and other institutions to focus on MRV and other technical aspects of the PNRPS with regular updating and upgrading of skills will require an investment beyond training. Along with the people, corresponding hardware and software will have to be acquired and systems will have to be put in place to fully equip the FMB. The NCIP and DENR with the other bureaux will need to do the same.
- ❖ The NCIP that is in-charge of ensuring that the rights of indigenous peoples are recognized, respected and fulfilled, and that oversees the implementation of the Indigenous Peoples Rights Act (IPRA) need to beef up its capacity on ecosystem services, as well as cultural services.



With most of the forest areas within the ancestral domains of indigenous peoples, the PNRPS provides due recognition of their rights and ensures that a free, prior and informed consent (FPIC) process be carried out. It is a challenge as to how the NCIP will be able to catch up with REDD+ and the PNRPS developments.

- ❖ There is a need to bring to the drawing table all the methodologies of the proponents and systems for Forest Resources Assessment (FRA), biodiversity assessment as well as socio-economic assessment for the MRV and forest monitoring and safeguards.

FMB had historically worked with GTZ, now GIZ, and the Food and Agriculture Organization (FAO) on FRA. Some level of work was also undertaken with USAID in terms of natural resource management. These three agencies, though they may have the same goal of having a national baseline for the Philippines and coming up with robust, reliable and scientific MRV system, provided advice to partners that somehow gave the impression that they are not working in congruence. Apart from this, other organizations outside of government have their own methodologies that may also need to be taken into account.

Another focus of reference that is also faced in the formulation of a MRV system is the discussion in the Subsidiary Body for Scientific and Technical Advice (SBSTA) under the UNFCCC process. Finally, in all these, there is a need to understand the linkages with the Convention on Biological Diversity (CBD), Sustainable Forest Management (SFM), forest governance frameworks and UNFCCC as applicable to REDD+.

### **1.8.3. Capacity building and communication**

- ❖ There is a lack of seasoned facilitators from the age group of 40s and 50s. This particular age bracket now occupies the middle level positions in government agencies as well as in NGOs who are, in fact, the movers of REDD+ and the PNRPS in the Philippines.

Sustaining the information, education and communication aspects of REDD+ and the PNRPS will depend on the effectiveness of the facilitators.



Tapping the few usual suspects directly working on REDD+ in intensive Information Education and Communication (IEC) remains a challenge since they could not actually free themselves of other development work and focus on REDD+ IEC alone.

Organizations will have to invest in people who are not only oriented on the basics of REDD+ but also those who will work on a long-term basis and get involved beyond the basics of the issues. If not, the Philippine government and NGOs will forever be dependent on consultants instead of reaching a level of work relationship with them and continue learning together while advising on the implementation of the PNRPS.

- ❖ REDD+ discourse is very dynamic and keeps changing at sub-national, national and international levels. This means that REDD+ continues to evolve; hence, it should remain as a live subject matter of concern. Given this, there is heightened demand for information and orientation at all levels, thus creating the need for more IEC undertakings to reach out to various agents of deforestation and forest degradation as well as players in sustainable management of forest conservation and enhancement of forest carbon stocks. These include government agencies that are not yet fully ready for the implementation of REDD+.
- ❖ There is feedback from the field that there are ongoing misinformation campaigns about REDD+ by parties involved in the extractive industries, such as mining, which consider REDD+ as a threat to their business. Such industries are well oiled and may have more capacity to overturn supporters in their favour.
- ❖ There are civil society organisations (CSOs) who are working on environmental concerns and against the extractive industries, such as mining, but are against REDD+ as well on the ground that the latter is market based. There are also others who are inclined to support REDD+ because of its conservation goals but are not in favour of population management.
- ❖ Fully organizing the Philippine REDD+ Community of Practitioners (PRP-COP) from those initially recruited from local and national levels (who can be engaged in various processes of the PNRPS), particularly for capacity building and communication activities may need more resources.



#### **1.8.4. Policy/Governance**

- ✦ The relationship of the CCC and DENR in terms of REDD+ and the PNRPS needs to be strengthened beyond the usual governmental channels of communication and workflow.

Since COP 15 in Copenhagen, DENR has not joined the Philippine Delegation in terms of REDD+. DENR therefore, would need to make a more concerted effort to take the lead on REDD+ concerns in the negotiations. This requires support from top management as well funds, mechanisms, enabling policies, facilities and authorities, or at least human resources.

- ✦ Clarity and bridging of policy gaps in terms of safeguards such as FPIC with corresponding responsive actions from concerned government agencies such as DENR and NCIP.

With the new policy on mining, FPIC and the PNRPS coming up with corresponding guidance notes and procedural guidelines require policy dialogues among concerned agencies, indigenous peoples and local communities and CSOs involved with indigenous and local communities (ILCs).

- ✦ The UN REDD Programme is laden with procedural concerns and thus resulted in delayed support to the PNRPS implementation. There is a need to iron out these concerns before a full-blown project on REDD+ under the PNRPS is implemented with support from UN-REDD. The same is true with local government units. Their full participation in supporting the PNRPS will necessitate appointments or designations of full-time environment and natural resources officers or REDD+ focal persons, improvement of financial procedures, systems to address corruption and proactive/strategic planning that is beyond the framework of work and financial plans.

- ✦ Social contracts of commitment from the NGOs may start to weaken if government bodies are not able to commit staff to work in tandem with the civil society for realizing the PNRPS.





- ❖ Need to hasten policy issuances and actions that deal with drivers of deforestation and forest degradation, forest policy, and carbon rights.
- ❖ DENR handles both REDD+ and mining, the latter being identified as a major driver of deforestation.

#### 1.8.5. Community and Social

- ❖ The work on safeguards will need a great deal of support to initiate early actions.

Early actions from government and NGOs can address negative and discriminating policies and mechanisms relating to effective participation in the management of forest areas and benefit-sharing arising from the utilization of resources without waiting for the complete safeguards framework and guidelines to be approved.

- ❖ PNPRS is faced with the demand that incentives to the community must be very concrete.

Explaining the pre-requisites before actual benefits are gained is not an easy task when the ILCs are impoverished. Hence, integrating livelihood activities and enterprise development upfront that should be carried out at the initial stages of the PNRPS are investment heavy and is a major challenge.

#### 1.8.6. Financing

- ❖ There are a limited number of service providers from government and non-government sectors that are experienced in both donor and private fund management for REDD+, particularly at the provincial and sub-national level. Hence, proposals for REDD+ activities suffer the same, thus programmes supporting the PNRPS are inadequate.
- ❖ Lack of expertise in providing economic analysis of the relative costs and benefits of REDD+, which is required not just at a project level, but also at provincial and national levels. This may affect the coming in



of support for forest management by communities under the PNRPS since there is already a demand for a clear and concrete picture of what will be offered by REDD+.

- ❖ REDD+ has not yet been mainstreamed in planning guidelines of DENR and CCC, but the guidelines for 2013 have been approved. To make amendments to this in the reprogramming phase may be difficult due to the new rules of the present government to avoid changes in the beginning of the ensuing year. The earliest that REDD+ will be mainstreamed in the planning guidelines will be in 2013 (to be applied in 2014). This will further aggravate the situation of inadequate funding to support programmes and capacity building activities on REDD+ implementation for CBFM POs/Indigenous Peoples (IPs) in ancestral domains.
- ❖ The People's Survival Fund (PSF) from the recently passed law on climate change needs guidance to fully utilize the fund towards mitigation and adaptation measures.

## **1.9. Conclusions and recommendations**

### **1.9.1. Conclusions**

- ❖ Partnerships are best delivered through multi-stakeholders and multi-level participatory processes; these are stronger if built on partnerships and processes that have been proven effective.
- ❖ Social contract works. Agents of change are individuals more than organizations; but the best combination would be having individuals with full support from their respective organizations and network of organizations.
- ❖ Having a blueprint such as the PNRPS is an excellent starting point. This paved the way for aligning of actions among all the parties involved through common understanding of the issues and establishing of a shared vision.





- ✦ Capacity building and communication as an entry point in REDD+ and designing a national strategy on REDD+ is effective and could be at its best if coupled with support in terms of policy and governance. Then the technical aspects of REDD+ will follow.
- ✦ Governments are not monolithic and closed to engaging with civil society on REDD+. Champions for REDD+ can be tapped from their ranks.
- ✦ Official delegations to the COP will lack meaningful contributions in the negotiation processes if their involvement in the national level REDD+ activities are inconsistent and superficial.
- ✦ Full and effective participation as a safeguard remains a challenge as National/domestic financing for REDD+ are potential sources that are yet to be explored.

### **Opportunities in the Philippines**

1. REDD+
  - 1.1. Has gone beyond minimum exposure
  - 1.2. Readiness funds are available
  - 1.3. Can pave the way to integrate different components of natural resource management (watershed, biodiversity, forest management), enterprise development and community development
2. Presence of formations or networks that can be tapped to support REDD+
3. Seeds of knowledge with LGUs have started to grow which can be harnessed, given that they have financial resources that can be allocated for REDD+
4. There are potential learning facilitators from age group 30s who are also willing to engage
5. More knowledge gaps to address, hence motivation to acquire new skills set
6. Communication and Media Plan for REDD+ in the Philippines laid out steps for interlocking strategies for effective delivery of messages and motivating responsiveness
7. The NCIP has initiated its capacity building sessions for all its officials and staff, coverage of which includes REDD+
8. New law on People's Survival Fund and Amendments of the Climate Change Act



### 1.9.2. Recommendations

- ❖ Make purposive mapping of opportunities. In the Philippines, the box on the right provides examples of opportunities that will favour activities for REDD+.
- ❖ Promote convergence of agencies that have jurisdiction over forests. In the Philippines, these would be the NCI plus one (National Convergence Initiative composed of DENR, Department of Agrarian Reform and Department of Agriculture) and the NCIP.
- ❖ Draft a scientific NRPS that is drawn from contemporary science and community science.
- ❖ Conduct purposive learning by doing activities and ensure that these are well-documented and analyzed. Train teams composed of individuals from relevant government agencies and NGOs.
- ❖ Fully organize the PRP-COP at various levels and recruit champions from a variety of fields, such as policy-makers, broadcast media, print media, project managers, heads' of organizations, chiefs' of offices, facilitators and technical personnel at the field level.
- ❖ Saturate all information channels with REDD+ and the PNRPS related messages.
- ❖ Put to task high-level government officials through media work and regular policy dialogues. This will provide the necessary pressure for government to be proactive rather than reactive. In addition, this will also give them the opportunity to talk about relevant government policies and laws.
- ❖ Prioritize issuances of policies through executive or national agencies and strategically work on new laws/legislative measures through capacity building and communication activities directed to concerned officials.
- ❖ Support structural changes such as reorganization of offices aimed at having responsive services and coherence in their output.



## Designing a National **REDD+** Strategy: Building on Philippine Partnerships and Processes

- ✦ Adhere to CBFM strategy, particularly on social preparation, tenure and resource access and control. Strengthen the advocacy on forest management by communities not only on the DENR programme but beyond, considering that IPRA is consistent with sustainable management of forests.
- ✦ Inventory of indigenous governance systems and indigenous elders and leaders who can participate in REDD+ is important and at the same time strengthen those systems while introducing REDD+ or any other project.
- ✦ Incentivize REDD+ by mobilizing national/domestic funding and invest on innovative measures. The climate negotiations might not be able to observe the deadlines and may fall short of expectations. Hence, there is room for new ways of doing things.

### Quotes on CBFM

“Trust and confidence is core.....hoping that issues and concerns on CBFM would be addressed in the coming years”.

*Forester Olivia Melendrez*

“The stories of survival and hope, and being here, I am able to learn so much from them, and am always humbled by it.”

*Ms. Abigail Aguilar*

“I earned my forestry degree in school, but I enriched my profession as a forester from the best school, the communities...”

*Forester Florena Samiano*

“The experiences of CBFM communities and those who authentically promotes the well-being of forest communities gave me an opportunity to see how a just relationship with one another is at the core of our vision for a sustainable environment”.

*Ms. Carolina Dionco*

“...finally because communities are fun to work with and challenging...”.

*Ms. Ma. Cristina Guerrero*



## References:

1. Department of Budget and Management: General Appropriations Act 2008-2011. Available at: <http://www.dbm.gov.ph/>, accessed June 10, 2012.
2. GIZ. Draft Policy Study on Key Drivers of Deforestation and Forest Degradation, August 16, 2012.
3. Phelps, Jacob W, Maria Cristina Guerrero, Dante A Dalabajan, Edward L Webb, Bruce Young. What makes a 'REDD' Country? August 2009.
4. Philippine CBFM Strategic Plan (2008-2017). Available at: <http://wisewomen.ph/files/main%20text%20of%20the%20strategic%20plan.pdf>, accessed June 10, 2012.
5. Philippine Development Plan (2011-2016). Available at: <http://www.neda.gov.ph/PDP/2011-2016/CHAPTER%2010.pdf>, accessed June 10, 2012.
6. Philippine National REDD-Plus Strategy. Available at: <http://ntfp.org/coderedd/wp-content/uploads/2010/08/Philippine-National-REDD+-Strategy.pdf>, accessed June 10, 2012.
7. Muñoz, Marlea P. Safeguards, anyone? Available at: <http://reddnetblog.wordpress.com/2012/07/30/safeguards-anyone/>, accessed July 30, 2012.
8. National Commission on Indigenous Peoples. Directive to Refrain from Approving Projects on Carbon Trading. March 23, 2010. Available at: [http://ntfp.org/coderedd/wp-content/uploads/2010/08/NCIP\\_memo.pdf](http://ntfp.org/coderedd/wp-content/uploads/2010/08/NCIP_memo.pdf), accessed July 30, 2012.
9. National Climate Change Action Plan: Philippines. Available at: <http://climate.gov.ph/index.php/nccap-executive-summary>, accessed July 30, 2012.
10. RECOFTC, IIED, REDD-NET. REDD+, Governance, and Community Forestry. Available at: [http://www.recoftc.org/site/uploads/content/pdf/Recoft%20FGLG\\_149.pdf](http://www.recoftc.org/site/uploads/content/pdf/Recoft%20FGLG_149.pdf), accessed June 10, 2012.
11. RECOFTC, UNEP, UN-REDD. REDD+ Capacity Building Services Assessment. Available at: <http://www.recoftc.org/site/uploads/wysiwyg/docs/Philippines%20REDD+%20Capacity%20Building%20Services%20Assessment.pdf>, accessed June 10, 2012.
12. Women's Initiatives for Society, Culture, and Environment (WISE). Guidance for community-level FPIC process facilitators, February 2012.



## 2. Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?

by Mr. Hean Bunhieng  
and Ms. Femy Pinto



## 2.1. Executive Summary

Cambodia has one of the highest deforestation rates in the world. Deforestation is mostly caused by the rapid pace of development in the country, including large scale agro-industrial development, and a lack of effective implementation of existing laws and policies for forest land and forest resource management. In 2009, the Royal Government of Cambodia (RGC) decided to be part of the UNFCCC in the hope of contributing to address the deforestation and forest degradation in the country through the development of its national roadmap for readiness for REDD+. The RGC, through the Forestry Administration (FA) completed its roadmap and submitted this to the UN-REDD Programme in 2009 becoming a partner country of the UN-REDD Programme in the same year; officially signing the UN-REDD National Program in 2011. In 2009, it also submitted a Readiness Plan Proposal (R-PP) to the Forest Carbon Partnership Facility (FCPF) for further support for its national REDD+ roadmap. Total funding support from both FCPF and UN-REDD Programme is 7.2 million USD for the development of its National REDD+ strategy.

In August 2013, two representative slots for indigenous peoples in the National REDD+ Consultation Group were filled. Earlier in September 2012, an indigenous representative to the Program Executive Board (PEB) of the Cambodia UN-REDD programme was selected.

Two years since the confirmation of the Cambodia REDD+ roadmap, critical inroads are being achieved to capture the opportunity for indigenous communities to have a voice at the outset of the REDD+ readiness process in the country. Along the way, momentum has been created whereby indigenous communities' support programmes and support groups have been activated as well as the self-mobilization of indigenous communities through the Indigenous Peoples Working Group (IPWG) on REDD+, for indigenous peoples' (IPs) awareness raising, information sharing, capacity building and community-based resource management.

This case study captures the process, achievements, lessons learned, challenges and recommendations for the meaningful engagement of indigenous





communities in the national REDD+ readiness process in Cambodia. In many ways, it has opened a lot of opportunities for indigenous communities to strengthen their voice on matters affecting their lands, natural resources and livelihoods. At the same time, it has also opened up challenges and pressures concerning their readiness to build their own accountable structure and representatives that would enable themselves to participate fully and effectively in the process.

## 2.2. Introduction

The Kingdom of Cambodia is located in mainland Southeast Asia and shares borders with Vietnam, Laos and Thailand. The country has a surface area of approximately 181,035 square kilometres<sup>8</sup> and features significant geographical diversity. Outside urban areas this includes expansive paddy fields and dense forests, mountain ranges in the southwest and northern border areas, seasonally flooded forests, and over 400 kilometres of coastline. In 2010, the country's population exceeded 14.1 million<sup>9</sup>, with the most densely populated areas located in low-lying central plains and the fertile Tonle Sap basin.

Indigenous peoples in Cambodia are estimated to constitute 190,000 people<sup>10</sup>, equivalent to 1.4% of the total population. They have traditionally managed nearly 4 million hectares of remote evergreen and dry deciduous forests. The long-term well-being of indigenous cultures is strongly linked to their land-use systems and access to forest resources.

Indigenous peoples in Cambodia are a part of a larger indigenous cultural area that extends beyond the Cambodian borders. Belonging to two distinct linguistic families, the main groups are the Austronesian speaking Jarai and

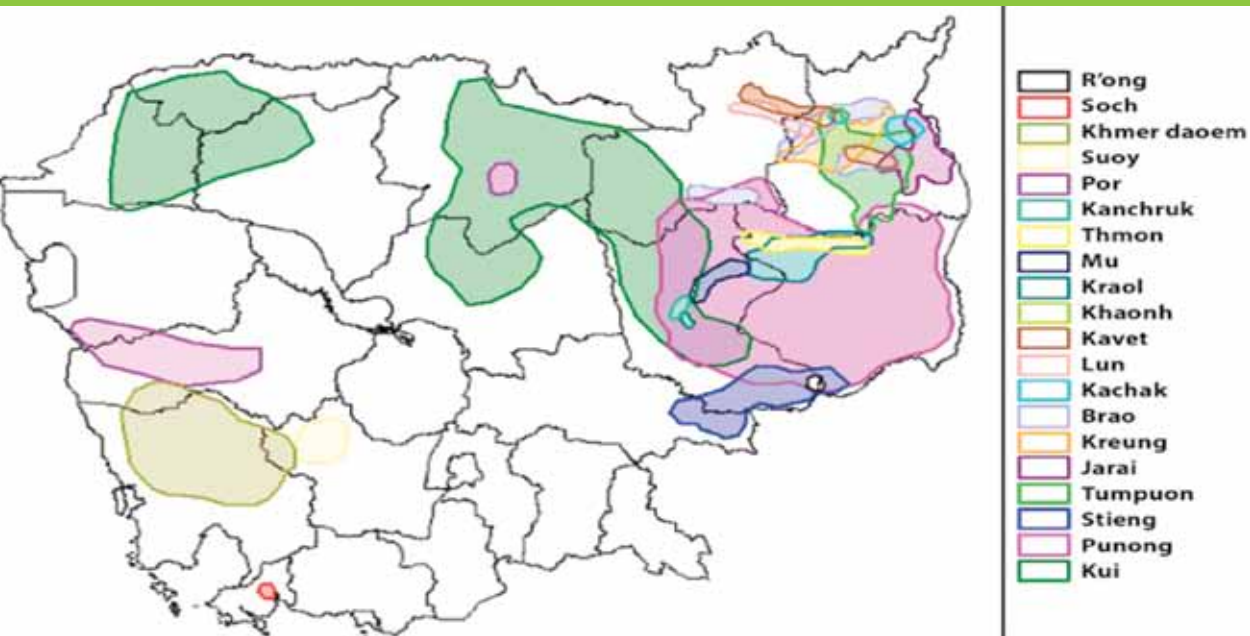
---

<sup>8</sup> World Bank, Cambodia Data Profile. Available at: [http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT\\_ID=9147&REQUEST\\_TYPE=VIEWADVANCED](http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED), accessed May 2012.

<sup>9</sup> *ibid*

<sup>10</sup> Available at: [http://www.ngoforum.org.kh/eng/en\\_project\\_article.php?article=10](http://www.ngoforum.org.kh/eng/en_project_article.php?article=10), accessed August 2013.





Source: *Indigenous Peoples in Cambodia*, NGO Forum on Cambodia 2006.

the Mon-Khmer speaking Brao, Kreung, Tompuon, Bunong and Kui. Two thirds of the indigenous population are found in the north-eastern provinces of Ratanakiri and Monduliri; forming the majority of the population in both the provinces. Information obtained from indigenous community representatives and key informants show that indigenous communities reside in 15 provinces in Cambodia, namely, Monduliri, Ratanakiri, Kratie, Stung Treng, Preah Vihear, Kampong Thom, Kampong Speu, Pursat, Koh Kong, Siem Reap, Battambang, Banteay Meanchey, Oddar Meanchey, Preah Sihanouk and Kampong Cham.

Historically, indigenous communities in Cambodia have often been marginalised and sadly, due to inequitable development processes and poor governance, Cambodia's recent economic growth has led to a significant loss of customary land and access to natural resources for indigenous communities while bringing them only very limited livelihood benefits. Specifically, the current practice of granting economic land concessions (ELCs) as well as mining concessions on land used by indigenous communities, land grabbing, deforestation and illegal logging contribute to a severe impact on indigenous communities' livelihoods and traditionally conserved and managed areas. With the loss of spirit and sacred forests, we also see the erosion of indigenous culture and identity. Vanishing forests also add up to a significant loss of ecology and biodiversity.



### 2.3. Purpose of the Case Study

The purpose of this case study is to document lessons learnt, the over-all experience and process of the engagement of indigenous communities in the national REDD+ readiness in Cambodia, covering the period between February 2012 and August 2013. The process began with an initial series of provincial awareness-raising workshops in tandem with civil society organizations (CSOs) and local communities. An indigenous women's workshop was also held to tackle issues on forestry, their experience in community forestry and raising other related concerns from their perspective. Following these workshops, self-mobilization and capacity-building activities for indigenous communities were carried out, juxtaposed with active engagement in the establishment of the management arrangement of the Cambodia REDD+ programme. The case study culminates with the selection of IP representatives to the REDD+ Consultation Group alongside other representatives of different sectors. Ultimately, the case study aims to contribute to increasing the capacity of indigenous communities through documentation of their experiences in their advocacy and engagement with stakeholders regarding their rights to their cultural identity, land, natural resources, and livelihood and the recognition of their indigenous knowledge, systems and practices, particularly in forest management. Further to this, the documentation of IPs



engagement processes in REDD+ and forest management in Cambodia would also contribute to solidarity and alliance building and mobilization of indigenous communities. At the same time, this record shall inform IPs facilitators and support groups of assistance that is still needed as the national REDD+ readiness process moves forward in Cambodia.

## **2.4. Methodology**

The case study uses the Cambodia implementation of the IP REDD+ project entitled Promoting Rights-based and Equitable REDD Strategies in the Mekong Region, a partnership project of the Asia Indigenous Peoples Pact (AIPP), Indigenous Work Group on Indigenous Affairs (IWGIA), Non-Timber Forest Products Exchange Program (NTFP-EP) for South and Southeast Cambodia, and other AIPP partners and members in Vietnam, Myanmar, Thailand and Lao PDR as its project reference.

NTFP-EP in cooperation with NGOs and CBOs organized several workshops at the sub-national and national levels in Cambodia between February 2012 and August 2012, such as in Kampong Thom, Preah Vihear, Mondulkiri, Rattanakiri, Stung Treng, Pursat and Kampong Speu provinces with special attention to indigenous representatives (including women) from Kratie (participated in Stung Treng workshop), as well as indigenous community representatives from Battambang, Kampong Speu and Koh Kong provinces (participating in the Pursat workshop), and Siem Reap province (participating in the Kampong Speu workshop). There were some key tools and approaches that was used in the workshops, which included problem tree analysis (drivers, cause, effect), resource person inputs (NGOs and community representatives), plenary and small group discussions, participants' sharing of issues and experiences from the field, viewing of REDD+ posters and illustrations and brainstorming and interpretation, film presentations and discussions, sketches on community REDD+ and pre and post-workshop evaluations. NTFP-EP and its partner organizations basically had used the above tools for two reasons, to provide awareness to indigenous communities on any issues related to REDD+ and to collect information from indigenous representatives,



## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

especially their concerns, issues and recommendations related to REDD+ issues. Each workshop discussed the following key questions:

- ❖ The Cambodia REDD+ Roadmap will produce a national REDD+ strategy. How would indigenous communities like to participate in the preparation of this? What information would indigenous communities need in order to engage effectively in the process? What types of capacity building do indigenous communities need?
- ❖ The Cambodia REDD+ Roadmap will create a REDD+ consultation group and technical teams. How would indigenous communities select their representatives to join these?
- ❖ What are indigenous communities' current issues, concerns and recommendations related to forests and Cambodia's REDD+ Roadmap?

After the series of these workshops, NTFP-EP and its partner-organizations integrated the data from each workshop and documented and published them;<sup>11</sup> as well as interactions with key indigenous leaders to write this case study.

Since it is costly and impossible to reach out to all indigenous communities in Cambodia, only key representatives from each of the 15 provinces where indigenous communities in Cambodia are living were invited for the workshops. We assume here that the general opinion, current concerns and issues as well as recommendations of the indigenous communities in the country have been adequately reflected at the workshops since most of the indigenous leaders from existing indigenous networks and in the different provinces participated in the process.

At the same time, the National REDD+ Secretariat was also starting to get organized. In February 2012, CSOs and the REDD+ Secretariat in an orientation workshop on the REDD+ management arrangement, shared

---

<sup>11</sup> REDD+ and Cambodia: Engaging Community Views and Participation. Reports from Provincial Awareness-Raising Workshops to Promote the Involvement of CSOs and Local and Indigenous Communities, March 2013. .





## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

information about the selection of a CSOs and IPs representative to the Program Executive Board (PEB) of the UN-REDD Program in Cambodia. Facilitators of the provincial awareness-raising workshop also took advantage of the opportunity to disseminate and consult information about the REDD+ program management arrangements. Subsequently, consultation workshops to nominate and select IPs' candidates were facilitated, leading to the engagement with the REDD+ programme on the selection of the IPs' representative to the PEB.

At the request of indigenous staff in the IP REDD+ project facilitated by NTFP-EP, the provincial visits and consultations were also extended to facilitate discussion about the community support needs in REDD+. During the successive provincial visits, a broad consensus was reached among community representatives to organize and select key community contacts who would play important support roles in information dissemination, capacity building and support to IPs' representatives in REDD+. Thus, an IP Working Group on REDD+ (IPWG-REDD+) was formed consisting of selected personnel from the 15 provinces where IPs are found.

Subsequently the IPWG-REDD+ became the platform for capacity building in REDD+. Training and further awareness raising about REDD+ were provided on various aspects, such as FPIC, safeguards, on the FCPF, and on community-based measures and governance in REDD+, community-based forest management, and community and integrated mapping. Finally they also tested participatory tools for forest resources assessment as one of the tools in measuring, reporting and verification (MRV) in REDD+. The IPWG-REDD+ is a group of selected community members tapped to play a communication and technical support role to enable a strong consultation and feedback loop from the community via the representatives to the management arrangement of REDD+.





## 2.5. National REDD+ Strategy: Context and Status

As stated earlier, Cambodia is considered to be a high forest cover–high deforestation country. Deforestation mostly is caused by the rapid pace of development, including large scale agro-industrial expansion, and a lack of effective implementation of existing laws and policies for forest land and forest resource management<sup>12</sup>. In 2009, RGC decided to be part of the global mechanism in the hope of contributing to address the deforestation and forest degradation in the country through the development of its national roadmap for readiness for REDD+ in 2009-2010. The RGC, through FA completed its roadmap and submitted this to the UN-REDD Programme and the Forest Carbon Partnership Facility (FCPF) in 2009, out of which funding from the two programmes was approved for REDD+ readiness implementation.

Currently, the roadmap is under implementation; the main output is a National REDD+ Strategy, which is expected to be completed by 2015. This process involves a wide range of stakeholders: government, civil society, indigenous communities, the academic and private sector. International donors support the national REDD+ programme through funding and technical support in demonstration projects and in undertaking the identification and development of appropriate benefit sharing, safeguards and consultation mechanisms, MRV guidelines and reference emission levels, among others, that underpin the national REDD+ strategic framework. As far as the management arrangement is concerned, by mid-2013, the setting up of the key bodies was already underway, from the REDD+ Task Force, the Consultation Group and the Technical Teams besides the REDD+ Secretariat (see Figure 1 below). The Consultation Group (CG) comprised two indigenous representatives and 14 other representatives from civil society, the private sector and academia. By the end of 2013, they have had three meetings. As a priority, the CG shall determine and set up their accountability, consultation and communication mechanisms in order to reach and involve the broadest constituency in Cambodia's REDD+ readiness. In addition, they also need to determine the

---

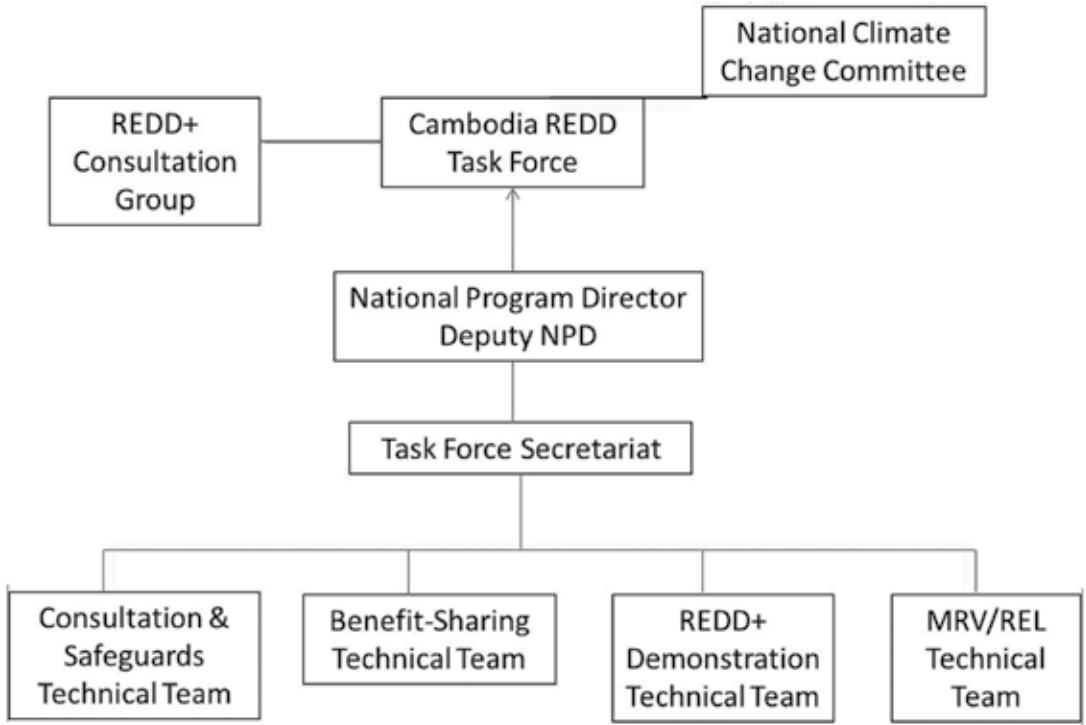
<sup>12</sup> <http://www.cambodia-redd.org/category/introduction>, accessed in August 2013.



*Indigenous Peoples Engagement in REDD+ in Cambodia: Opportunity or Threat?*

most constructive approach to relate with and engage most productively with the Cambodia REDD+ Taskforce and perhaps even with the National Climate Change Committee (NCCC).

**Figure 1:** Cambodia REDD+ management arrangement



Source: <http://www.cambodia-redd.org/category/national-redd-framework/program-structure>



## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

At the time of writing this case study, the national mechanism for distribution of REDD+ benefits have yet to be determined. The technical teams were still being organized and we expect that there will be active discussions on this and other key themes in which civil society and indigenous peoples, through either the platform of the CG, the technical teams or other parallel project initiatives will engage. A critical aspect in this discussion will not only be about carbon revenue sharing but also to see concrete positive outcomes in REDD+, which is very important for indigenous peoples and local communities. In particular, it is important in the discussion on benefit sharing at the outset of the REDD+ process and through the course of its implementation to also include the generation and distribution of non-carbon benefits or co-benefits such as security of land and resource tenure and access (especially for traditional livelihoods, e.g. shifting cultivation and NTFPs).

In the meantime, there is an existing benefit-sharing scheme tested in the Oddar Meanchey REDD+ pilot project as it enters the voluntary market. Government Decision 699 (GD.699) stated that the revenues from the project will be channelled through the Technical Working Group on Forestry Reform (TWG-FR) during the first five years. Revenue from the project will be used to cover the cost of project implementation as the first priority. The Royal Government of Cambodia will provide local communities with a minimum 50% share of carbon net revenues (net revenue = revenue - cost of project implementation), and the remainder will be used to develop new REDD initiatives and to improve the quality of the forests. Local communities propose that net revenues be used for community development projects such as building roads, schools and health care centres as well as alternative livelihood projects related to agricultural improvements, sustainable NTFP collection and processing/marketing, and microfinance. On the other hand, the disclosure and reporting of cost of project implementation and more importantly the budget allocation negotiation and approval for projects would also warrant agreement with local and indigenous communities.



### **2.5.1. Engagement spaces for the indigenous peoples in the REDD+ process and development in Cambodia**

So far, indigenous communities have been visible in the national REDD+ roadmap implementation process. In particular, the government has provided the space for a self-selection process of indigenous representatives to the PEB and the CG. This is an important step in realizing full and effective participation of indigenous communities in REDD+. At this stage, indigenous representatives have the space for engagement through the IPs representative sitting in the PEB of the UN-REDD and two representatives sitting in the REDD+ CG. The IPs' representative sitting in the PEB is functioning well. The IPs' representative in the PEB has built a good working relationship and trust with concerned stakeholders in REDD+, especially with NGOs, donor agencies and the government. Similarly, there are two IPs' representatives sitting in the REDD+ CG (one of whom is also the IPs' representative to the PEB) that have just been formed recently. With project support, in 2013, the IPs' representatives were able to consult and discuss with indigenous communities (provincial representatives and indigenous peoples' organizations and association representatives) to discuss their concerns and inputs to the forthcoming PEB and REDD+ CG meetings, which are channelled through an IPWG-REDD+. The IPWG-REDD+ operates largely out of the IP REDD+ project support. In the future, it would be critical for the IPs' representatives to the PEB and CG to have a regular IP-facilitated, self-supported, consultation, feedback and reporting mechanism to a broader indigenous community constituency. This is important in order to ensure that indigenous communities' concerns and issues are duly represented, communicated and considered in the development of a national REDD+ strategy and the implementation of REDD+.

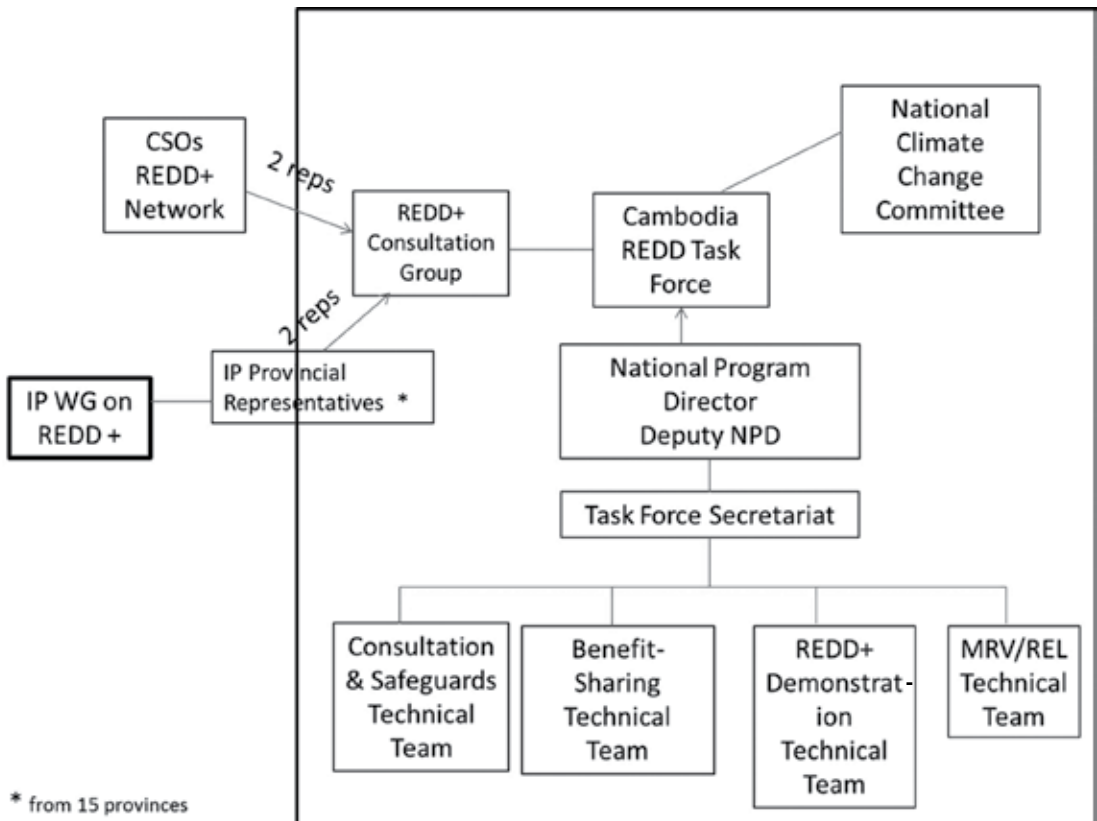
The IPWG-REDD+ is composed of 31 individuals who serve as principal indigenous communities' contacts in Phnom Penh and the key provinces in Cambodia. These contacts individually or as a group can be tapped for communication, information sharing, consultation and facilitation of capacity building of indigenous communities on REDD+.



## Indigenous Peoples Engagement in REDD+ in Cambodia: Opportunity or Threat?

The IPWG-REDD+ was formed under the auspices of the IP REDD+ project with the intention to serve as a channel to support and strengthen the indigenous communities' engagement in the national REDD+ process in Cambodia. A diagram showing the link and flow of coordination between the IPWG-REDD+ with the formally selected provincial representatives and the IPs representatives to the CG is shown in Figure 2 below.

**Figure 2:** Key Support Groups of indigenous communities and CSOs to the official representatives to the REDD+ Consultation Group



## 2.6. Key Issues and Lessons Learned

Indigenous peoples in Cambodia heavily depend on forest and natural resources for their livelihoods. In the current trend of forest and natural resource degradation and threats, the impacts on indigenous communities' livelihoods and overall well-being are immediate and significant. Throughout provincial REDD+ awareness-raising workshops and interactions with the indigenous peoples, many concerns and fears, issues and challenges around the current state of forest management in Cambodia, and its impacts on REDD+ development, were raised. These include:

- ❖ **Lack of consultation of IPs on ELCs and major development projects will also happen in REDD+:** The respect for indigenous peoples' rights enshrined in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) is not visible in the current process of review and approval of ELCs and major infrastructure development projects. Given the poor track record of consultations with IPs, it is not surprising that indigenous communities would express the fear that the REDD+ will also be implemented without the proper consultation and consent of indigenous communities that is happening in the case of ELCs and major development projects.
- ❖ **Privatization in REDD+:** The indigenous communities are afraid that the REDD+ project comes with the concept of privatization of land, forest and natural resources, at the risk of losing their customary ownership and access to the same. Indigenous communities expressed their concern that REDD+ projects may result in the loss of community access to forests and NTFPs; that the erection of fences and boundaries around REDD+ declared areas, would then lead to blocking off access of indigenous communities to customary forests and that REDD+ implementation would hinder traditional resource management practices including shifting cultivation and collection of NTFPs.
- ❖ **Limited information sharing about REDD+ projects on the ground:** Information on REDD+ and ongoing projects has been limited and this creates both confusion and concern to communities. The current lack of proactive information sharing does not seem to invite broad community engagement and participation in the REDD+ development process.

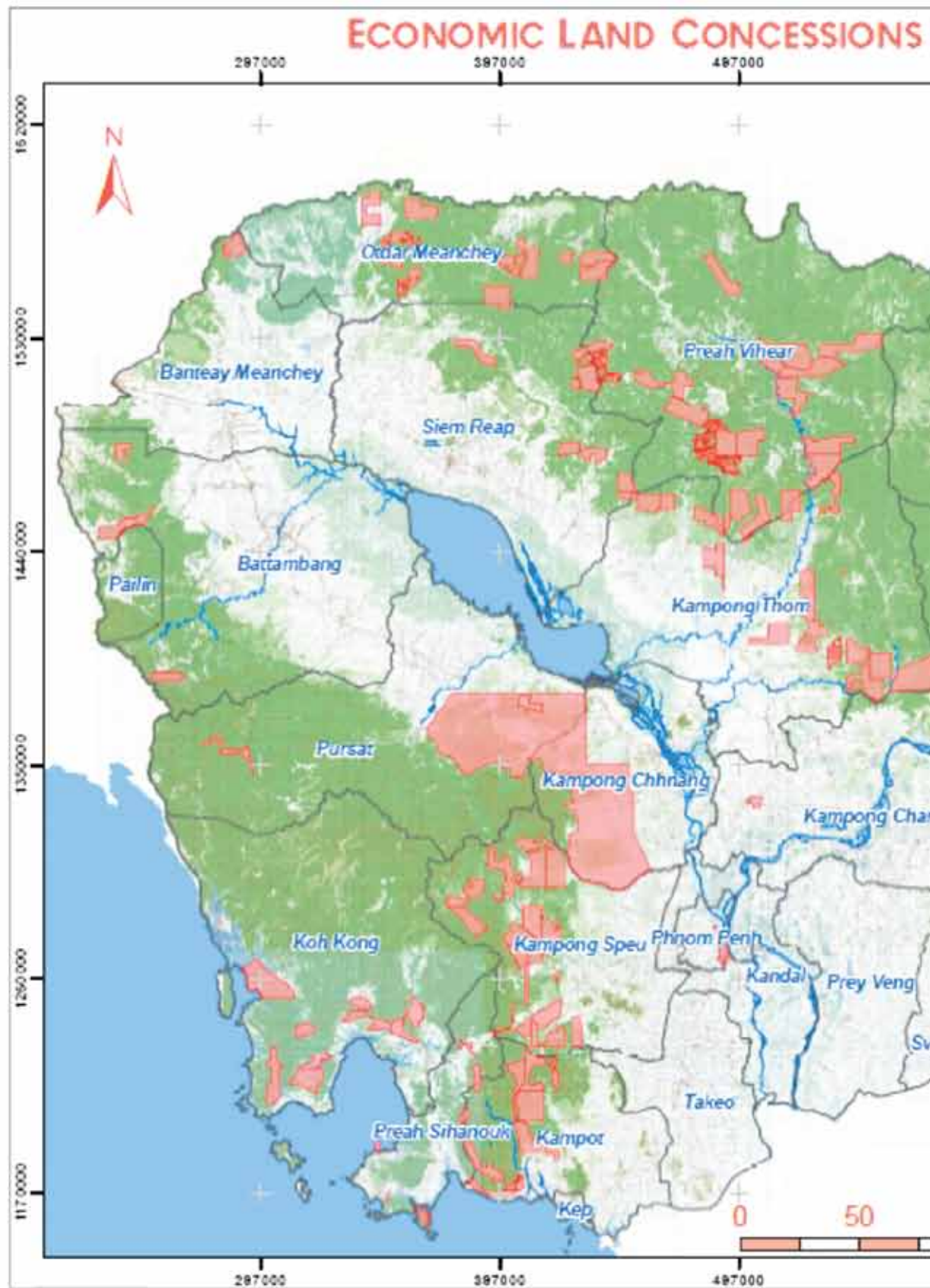


## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

- ❖ **ELCs and mining will not be resolved or hindered; instead, may even be exacerbated in REDD+:** Indigenous peoples already have ongoing negative experiences with ELCs and mining concessions. ELCs are granted commonly to private companies, and forest clearance activities normally would follow suit. Forest clearance is seen as a twin activity to ELCs and mining. Several ELCs granted are alleged to be non-compliant to the ELC sub-decree and the forestry law on various grounds. Allegedly, there has been no proper consultation with indigenous communities nor compensation or redress for negative impacts of ELCs including loss of resin trees customarily owned and used by villagers. The conduct of fair and comprehensive environmental and social impact assessments have either been absent or problematic. Monitoring of ELCs is usually marred by lack of resources and budget. The concern is that REDD+ will not make a significant positive difference to reverse the current forestry trend in Cambodia.
- ❖ **Land disputes in and outside REDD+:** The alienation of indigenous land rights as a result of illegal land transactions has plagued many of the indigenous communities, especially in Preah Vihear, Pursat, Kampong Speu, Stung Treng, Monduliri and Ratanakiri provinces. Many indigenous communities also got involved in the trading of forest lands. Some of them were not aware of the legislation, some were encouraged to sell and act as brokers by outsiders, and some had lost faith in the social and legal system and had decided to give up their customary land in exchange for short-term compensation, rather than preserving customary land and indigenous traditions. The problem has led to conflicts between indigenous communities themselves and with outsiders because indigenous villagers have been involved in selling off their community lands, and in some cases, the land of neighbouring communities. This issue may bring communities into internal conflicts, with loss of solidarity and confidence among the indigenous communities due to the competing forces within the population. It would be critical in REDD+ to demonstrate and provide mechanisms to resolving and managing such disputes.

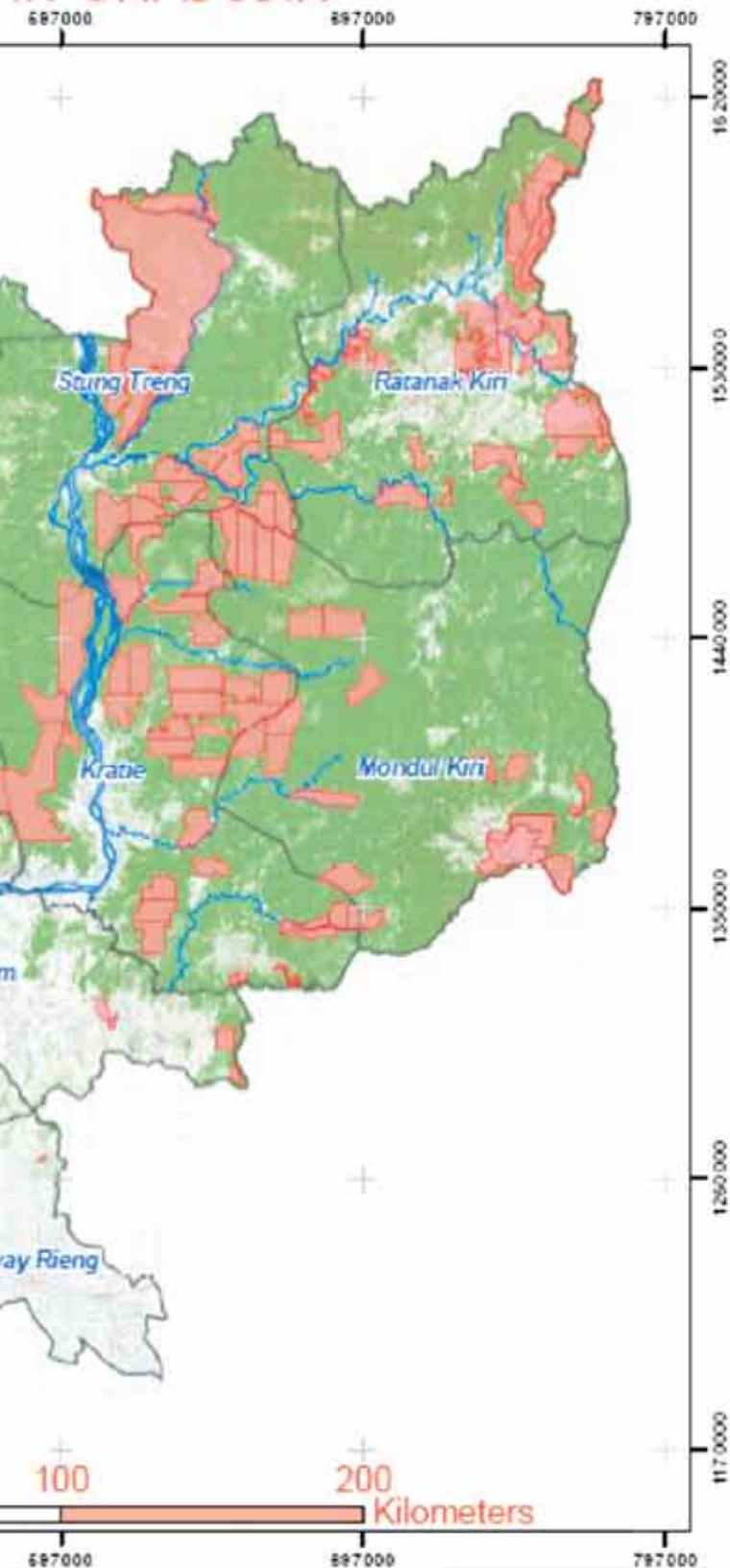






**Figure 3.1:** REDD+ feared to be similar to ELC and mining concessions in terms of potential land and forest alienation.

# IN CAMBODIA



## Map Data Sources :

- Topographical Map 1:100,000
- Base Map 2011

## ELC Data Sources :

- Gazette (Sub Decree)
- MAFF Website
- Other Contract

Paper size : A4 Land Scape

Projection UTM

Datum WGS 1984

Zone 48N

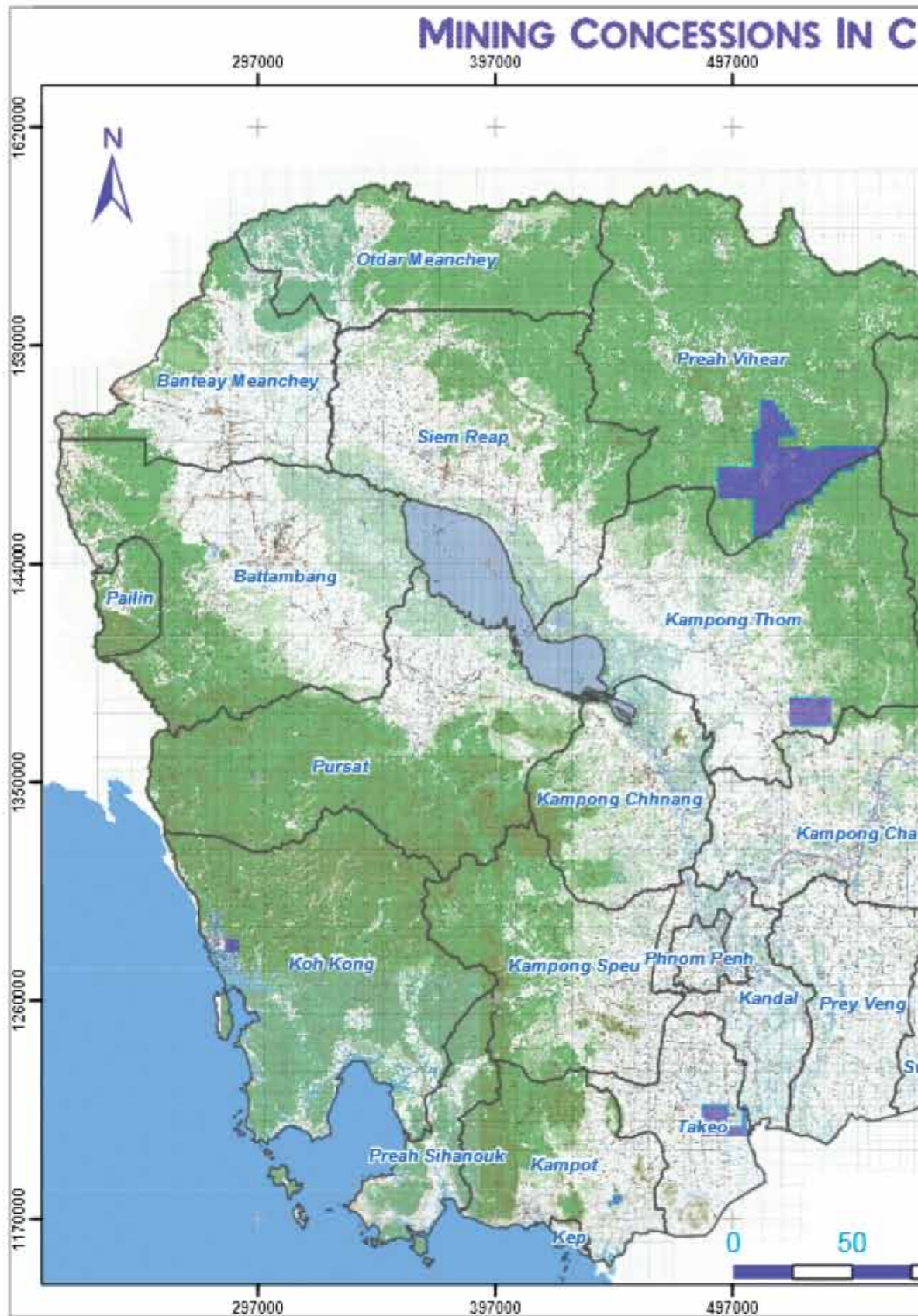
Scale 1 : 2,700,000

## Legend

- ELC Government Data Complete (2011)
- Provinces
- River

Updated : 22 March 2013





**Figure 3.2:** REDD+ feared to be similar to ELC and mining concessions in terms of potential land and forest alienation.

# AMBODIA



## Map Data Sources :

- Topographical Map 1:100,000
- Base Map 2011

## Mining Data Sources :

- MIME
- Companies Website
- Other Contract

Paper size : A4 Land Scape

Projection UTM

Datum WGS 1984

Zone 48N

Scale 1 : 2,700,000

## Legend

- Provinces
- River
- Government Data Complete (13)

Updated : 03 May 2013

## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

❖ **Livelihood impacts and co-benefits:** Forest resources are part of indigenous community subsistence. Indigenous communities can access NTFPs for food and cash income. Forests are also part of affirming and supporting culture and biodiversity. However, forest degradation is affecting communities' traditional occupations and is leading to shortage of food, which can cause chronic diseases and poor health and nutrition in local communities. When a forest is degraded, people are often evicted or intimidated by concessionaires and the use of areas is blocked by fences or by the military or police employed as concession guards. Villagers and their animals may not be allowed to enter or stay close to areas where they would traditionally collect NTFPs. Sometimes, violence arises or people whose animals cross into concession areas are targeted and punished for encroaching on customary lands that have been transferred to concessions. Indigenous communities fear that land and forests they have traditionally used and depended on will be gone and handed over to concessions. The onus is on REDD+ project developers and implementers to disprove and demonstrate that their implementation will emphasize community benefits beyond carbon, such as presenting clear and tangible livelihood benefits, and an approach clearly different from the modus operandi of ELCs.

❖ **Cultural and spiritual impacts:** Some ELC companies have desecrated the spirit forests and ancestral burial grounds of indigenous communities, whose beliefs centre on spirits that protect their households, forests and their fields. ELCs have taken over indigenous reserved lands, grazing lands and farm lands. Although the communities raised their concerns with the companies and provincial authorities, many community grievances have not been addressed. Indigenous communities have expressed their concerns that their culture, traditional ways of life and identity are presently under threat. They fear that any further initiatives that do not take into account cultural and spiritual aspects in forest management and REDD+ development will be a threat rather than an opportunity or benefit to indigenous culture, tradition and identity.

These issues, concerns and fears would not only need to be heard in the REDD+ process; more than that, the IPs engagement process would also have to support the integration and critical understanding of the context of indigenous communities in the REDD+ roadmap implementation, strategy of REDD+ in Cambodia and project development.





## **2.7. Strengths, Weaknesses, Opportunities and Challenges of Indigenous Peoples Engagement in REDD+ in Cambodia**

### **2.7.1 Strengths**

- ✦ Placing an emphasis on the awareness raising and capacity building as entry points of engagement in REDD+ have been the key. Various tools were used such as visual media in the local language, community visits and workshops on climate change and REDD+ themes, and exchange and exposure opportunities inside and outside of the country for IPs' representatives and focal points have been useful.
- ✦ Project facilitation and travel support for IPs' representatives and the conscious effort to ensure the participation of indigenous women in national and regional consultation, information dissemination and sharing workshops on REDD+ topics made it possible for indigenous communities to have a distinct and inclusive voice on key REDD+ roadmap topics and activities. In particular, the IP REDD+ project supported the travel costs of IPs' participants in the selection process for the IPs' representative to the PEB and the various awareness raising, training and information sharing activities. The project resources provided the opportunity for indigenous communities to conduct their activities independently and yet in parallel with the official programme activities and also alongside CSOs (non-IPs) awareness and capacity building activities.
- ✦ Tapping indigenous community focal points into the IPWG-REDD+ in Cambodia helped to focus on the capacity building efforts of communities among the IPs. Forming the IPWG-REDD+ serves as a foundation for a feedback and information sharing mechanism in REDD+ at community level. In particular, trainings provided to the IPWG-REDD+ who are IPs' focal points serve as seeds of capacity



## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

building of indigenous communities on REDD+. The focal points have an understanding of the basic concepts of climate change, REDD+, FPIC, rights and benefits in forest management and REDD+, and advocacy and lobby to key stakeholders in forestry and REDD+. The IPWG-REDD+ can be tapped as community trainers, facilitators and communicators regarding REDD+ and the importance of IPs' engagement in the national REDD+ development process. The IPWG-REDD+ can also be tapped to monitor the information flow between IPs' representatives and communities.

- ❖ Project support enabled the interface of the IPs' representative to the PEB with the IP provincial representatives and the communities at large. The outreach and consultation of indigenous communities is still not comprehensive i.e. resources are still limited to reach all indigenous communities. However, the efforts to consult and communicate, for example, the agenda of PEB, REDD+ Task Force and CG meetings, at least through the IPWG-REDD+, and crafting inputs to be delivered and raised by the IPs' representative to the PEB provides a useful exercise on the type of feedback and accountability loop that is necessary between the IPs' representative and his constituency. This has to be cultivated further in the coming years.

### **2.7.2 Weaknesses**

- ❖ IPs engagement on REDD+ was largely through project support; while this had opened up spaces, voluntary contributions and initiatives were not always evident.
- ❖ Information sharing on REDD+ development among indigenous communities was usually prompted by project staff rather than voluntarily or out of communities' conscious interest and understanding of the principles of information disclosure and accountability.
- ❖ Capacities and knowledge about REDD+ is still limited even amongst facilitators conducting community awareness-raising and capacity-building activities. This also had to be taken into account in terms of





the quality and extent of levels of awareness and capacities enhanced at the community level. A longer timeline for implementing community awareness raising and capacity building in REDD+ is needed since these have to be carried out at three levels: for community facilitators, for leaders and representatives, and for the communities at large.

- ❖ Indigenous communities have limited knowledge about laws and policies related to both the forestry sector and outside of the forestry sector. Thus, there is also a critical need within the REDD+ programme and in the IPs' engagement process to include the dissemination and outreach approaches to indigenous communities, around the Forestry Law, National Forestry Program, the Community Forestry Sub-decree, the Land Law, Directive 001, National Policy on the Development of Indigenous Minorities, the Sub-Decree on the Procedures of Registration of Land of Indigenous Community, the National Climate Change Strategy, the National Protected Areas strategy, the REDD+ roadmap, etc.
- ❖ The process of the IPs' provincial representatives had pre-conditions set externally. In particular, for the IPs provincial representatives to be rendered official they have to be recognized by the provincial authorities. The process was also facilitated externally except that indigenous communities themselves confirmed the nominations and voted in the selection meetings held in the provinces. However, the fact that the self-selected representatives of indigenous communities need to be accepted by other entities renders the selection process open to criticism

## 2.7 3 Opportunities

- ❖ The REDD+ process in Cambodia can be an entry point for indigenous peoples' dialogue and engagement with the government and other REDD+ stakeholders. So far with the REDD+ process, the government via the REDD+ Task Force Secretariat, has facilitated the space for indigenous peoples to involve in the REDD+ roadmap implementation. This includes having the provincial IPs' representatives in place and also confirming the IPs' representative(s) to the PEB and CG. In August 2013, the REDD+ CG was put in place.



## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

- ❖ Local and international NGOs have been supportive of IPs' engagement in the REDD+ process and for indigenous communities to have their own track of development and engagement in REDD+ parallel to the processes of CSOs. This is an important milestone that validates that it is important to fund distinct activities for and by indigenous communities in order to ensure that their specific voice, issues, concerns and recommendations are heard, and that distinct responses specific to their concerns are provided by the stakeholders.
- ❖ Distinct spaces for IPs' voice and engagement continue to be provided within the REDD+ mechanism such as recent opportunities to promote and support community based REDD+ initiatives. The IPWG-REDD+ in Cambodia has identified three potential community-based REDD+ sites in Pursat, Preah Vihear and Stung Treng provinces on the basis that there are still high value forests remaining there. In these areas, successful traditional forest management systems are still being practiced, or at least there are communities with commitment for such practices, and there are active and organized indigenous communities in these provinces. Opportunities for IPs' to implement community-based REDD+ initiatives would enable indigenous communities to demonstrate directly, in their own terms, the values that need to be preserved in REDD+, including livelihoods and non-carbon benefits, benefit sharing and distribution.

### **2.7.4 Challenges**

- ❖ The moratorium on the granting of new ELCs should be a good opportunity for indigenous communities. However, ELCs already granted are significant and pose a direct threat to indigenous communities' customary lands, forests and natural resources. This perhaps goes beyond what the REDD+ mechanism or scheme can resolve. Current government monitoring and mechanisms to protect community interests vis-à-vis ELCs are weak.
- ❖ Shifting cultivation as a traditional forest management practice is viewed as one of the drivers of deforestation and forest degradation locally as well as in the international REDD+ context. It is important that there are



dedicated efforts to support the documentation of evidence to argue for the merits of indigenous forest management systems and practices and about shifting cultivation and other traditional forest based livelihoods in particular. The focus would be to support the documentation of threats to community forest management systems and the ways in which community-based sustainable forest management is harnessed rather than deterred in REDD+.

- ✦ There are many fears and concerns of IPs' and local communities with regards to REDD+ since current policies and their implementation have several negative implications for communities. It begs considerable proof of inclusive process and good practices in REDD+ to dispel community concerns and fears. In particular, it is incumbent upon REDD+ facilitators and implementers to harness strong inclusive civil society and IPs' engagement and upfront promotion of FPIC principles and practice.

## 2.8. Conclusions and Recommendations

REDD+ is a new concept in Cambodia that goes beyond technical aspects in the learning and experience that it is currently generated among involved stakeholders. REDD+ is also a lot about processes of engagement and participation of key stakeholders, especially of those who would otherwise be marginalized or excluded from the planning, implementation and monitoring and especially in decision making in the policy and projects around it. In Cambodia, the indigenous communities saw some opportunities through the national REDD+ process to address some of the key challenges in forestry in the country. So far, the engagement of indigenous communities in the process of R-PP development is more visible compared to any previous policies made by the government relating to forest management. The indigenous communities garnered some space to be heard and to engage. They have been involved with the government through its self-selection process and representatives for the key bodies in REDD+ management arrangements, particularly one in PEB and two in the REDD+ CG. In addition, the set up



and effective function of the IPWG-REDD+ composed of key focal points and community contacts who would facilitate information sharing, capacity building as well as the feedback loop between IPs' representatives and communities would be crucial as the national REDD+ readiness process moves ahead in Cambodia.

In order to ensure there is full and effective participation of indigenous communities in the process, indigenous communities recommend the following:

**I. Respect the rights of indigenous peoples as enshrined in UNDRIP:**

- ✦ Respect the rights of indigenous peoples, especially the right to full and effective participation of indigenous communities in any REDD+ development/progress in Cambodia. Indigenous women must be recognized and encouraged, and opportunities be provided to them to participate in various activities in REDD+. REDD+ should take into account community and indigenous peoples' rights and non-carbon benefits, rather than focusing on carbon benefit alone. Community-based REDD+ should also be promoted.
- ✦ Uphold the FPIC for any development or REDD+ related activities in indigenous lands and territories.

**II. Key principles that ensure the benefits and rights of IPs must be integrated in REDD+:**

- ✦ The REDD+ program must adopt rights-based approaches and democratic principles, including the promotion of land tenure of communities. Community forestry and land tenure must be provided in REDD+ and guaranteed even after the life of the REDD+ project agreements.
- ✦ Government must have a clear framework on safeguards and benefits in REDD+. Policy and guidelines on benefit-sharing must be developed with, and understood by, indigenous communities.



- ✦ Traditional forest livelihoods and customary resource management practices of indigenous communities such as rotational farming and NTFP harvesting must be protected, and must be considered in the sustainable forest management activities in REDD+. Sustainable forest management must be promoted through allocation of forest lands to indigenous communities with the necessary technical support.

**III. Human and material support for information sharing and capacity building to indigenous communities must be provided:**

- ✦ The government and development partners should widely broadcast information on REDD+ and IPs' rights through the media, including radio and TV, and in local and indigenous languages. This information should include the benefits and potential drawbacks of REDD+ to communities.
- ✦ The national REDD+ programme should allocate funds to support community forestry management such as forest patrolling, monitoring activities and reforestation in degraded areas and others. The equipment related to these activities should also be provided to communities for forest protection under the REDD+ programme.
- ✦ Build capacity to indigenous communities at the grassroots level on REDD+ related issues, especially to build specific capacity of IP representatives as well as the IPWG-REDD+ specific to their representation and technical support role are critical in terms of:
  - Communications and negotiation
  - Reporting and feedback
  - Facilitation skills



## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

### **References:**

1. Introduction to REDD+. Available at: <http://www.cambodia-redd.org/category/introduction>, accessed August 2013.
2. NGO Forum on Cambodia, 2006. Indigenous Peoples in Cambodia.
3. NGO Forum on Cambodia, NTFP-EP and CDA. March 2013. REDD+ and Cambodia: Engaging Community Views and Participation, A Synthesis Report Provincial Awareness-Raising Workshops to Promote the Involvement of Civil Society Organizations and Local and Indigenous Communities, Phnom Penh, Cambodia.
4. NGO Forum on Cambodia, NTFP-EP and CDA. March 2013. REDD+ and Cambodia: Engaging Community Views and Participation. Reports from Provincial Awareness-Raising Workshops to Promote the Involvement of Civil Society Organizations and Local and Indigenous Communities, Phnom Penh, Cambodia.
5. World Bank, Cambodia Data Profile. Available at: [http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT\\_ID=9147&REQUEST\\_TYPE=VIEWADVANCED](http://ddpext.worldbank.org/ext/ddpreports/ViewSharedReport?&CF=&REPORT_ID=9147&REQUEST_TYPE=VIEWADVANCED), accessed May 2012.





## **Annex I**

### **Update on the PNRPS Implementation**

**As of July 2012, major activities or steps completed for each component are as follows:**

#### **a. Enabling Policy**

1. The National Commission on Indigenous Peoples issued a memorandum putting a moratorium on any carbon trading in the Philippines, while there are no guidelines yet.
2. DENR has been designated as the operational arm of REDD+ by virtue of Executive Order 881.
3. Four policy studies have been initiated in January 2011, which were subjected to national consultation workshop on November 21-23, 2011. These cover assessment of forest policy, analysis of key drivers of deforestation and forest degradation, clarifying of carbon rights, and assessment of FPIC implementation.
4. Draft Sustainable Forest Ecosystem and Management Bills filed in the Philippine Congress recognizes the REDD+ mechanism.
5. The National Climate Change Action Plan has been adopted by the CCC through a Resolution providing for the implementation of the PNRPS.
6. The DENR issued a memorandum to have the registration of all forest carbon-related projects with the Forest Management Bureau.
7. NCIP revised the guidelines on FPIC.

#### **b. Governance**

1. A paper on the National Multi-Stakeholder REDD+ Council has been drafted to appreciate various options for consideration before the installation of the structure.
2. Under the UN-REDD readiness project, the CCC is the implementation partner of the activities towards the creation of the National Multi-Stakeholder REDD+ Council (NPMC) and corresponding provincial MRCs.



## *Indigenous Peoples Engagement in **REDD+** in Cambodia: Opportunity or Threat?*

3. A parallel action on testing governance options at the provincial and municipal levels has been initiated.
4. Corresponding government orders have been issued to institutionalize the involvement of government officials and staff in the PNRPS Working Groups.
5. The Climate Change Commission has taken the lead in organizing the NRM.

### **c. Resource Use, Allocation, and Management**

1. The government has completed the fieldwork for the forest line boundary delineation.
2. Together with NGOs on the ground, the government has also identified 16-priority intervention sites (including land use assessment, reforestation, and tenurial instrument/conservation agreements). These sites include areas under CBFMAs, PAs, CADTs and IFMA
3. Under the demonstration sites, actual ground activities are ongoing:
  - 3.1. DENR-BMU/GIZ Southern Leyte demo site:
    - » 2000 hectares allocated for enhancement–agro-forestry, ANR and reforestation.
    - » FLUP has been initiated and ongoing.
    - » Setting out of permanent plots for MRV and Biodiversity Assessment has been completed with discovery of two species of frogs for recording. Data gathered are being compiled.
    - » Socio-economic baseline survey has been completed.
  - 3.2. NTFP-EP et al (Palawan, Quezon) – livelihood support, Ancestral domain management planning and FLUP preparation.
4. Efforts are underway in looking at the NGP in the context of REDD+, whether this can be part of the early action, a combination of activity level under enhancement of forest carbon stock and/or sustainable management of forests.

### **d. Research and Development**

1. Academic and research organizations have come up with a priority list of research agenda.
2. The Forestry Development Centre, the policy arm of DENR is directly involved with the policy study on analysis of the key drivers of deforestation and forest degradation.



3. The Ecosystems Research and Development Bureau of DENR have ongoing research on estimation of carbon sequestration rates of forest plantation species and biomass and sequestration of mangrove forests in the Philippines.
4. CoDe REDD Philippines touched base with the Rainforestation Initiative to work on yield capacity of species and see where and how restoration process will fit into REDD+.

**e. Measurable, Reportable and Verifiable Conditions**

1. Stocktaking exercise has been conducted to see what the existing systems, guidance, standards, and related efforts have been in place.
2. Considering that the PNRPS is not only about carbon, the MRV Working Group under the PNRPS organized four sub-working groups to work on forest carbon, social/ community aspects (including governance level at community), biodiversity, and governance. These groups will follow a step-wise approach of stocktaking i.e. knowing the “what”, developing the methods or “how”, and identifying who should be involved.
3. In the DENR-BMU/GIZ, a model forest carbon assessment is being tested in Leyte Island as the reference. It is a forest resource assessment with corresponding inventory manual that is IPCC compliant. This is complemented by a methodology development using radar and optical remote sensing data; forest cover change detection on Leyte Island to inform national MRV system.
4. The biodiversity, governance and social/community groups formed a technical working group on safeguards and have started the drafting of the Philippine REDD+ Safeguards Framework and Guidelines.

**f. Capacity Building and Communication**

1. Completed Communications and Media Plan.
2. Organized REDD+ community of practitioners for full activation in 2013.
3. Identified REDD+ courses.
4. Co-development of REDD+ 101 course (basic course) for NGOs and government staff has been completed and enhanced by the CBC working group.



5. Carried out the following:

- » Training on Basic Forest Mensuration and Intro to Carbon Accounting
- » Re-echo Basic Forest Mensuration Intro to Carbon Accounting (Palawan)
- » Orientation Training on Standards and Verification, Certification (SVC)
- » Training on Remote Sensing for REDD+–MRV system
- » Forest Carbon Financing Workshop
- » Session on Setting Biodiversity MRV-Palawan case

6. Orientation sessions with stakeholders are being conducted, particularly with DENR and NCIP and in the field through the Colour-It- REDD+ Roadshows.

7. There has been active involvement in various international and regional efforts, such as REDDnet, FGLG, UN-REDD, REDD+ Partnership, and hosting events such as after Conference of Parties meeting of Experts.

8. REDD+ 101 course for DENR with FMB, FASPO and Central Office units was conducted in May 2012. New sets for the field personnel by major islands have started on September 26 and will run until the 20th of October 2012.

9. Roadshows in nine regions were completed from December 2011 to September 2012.

**g. Sustainable Financing**

1. The PNRPS action plan and budget has been completed.
2. A donors' forum was also organized with positive indications of supporting the readiness phase of REDD+ in the Philippines.
3. DENR submitted an additional budget proposal to Congress for REDD+ implementation in 2012.
4. A forum is being considered for national-level financing institutions associated with government, civil society and the private sector.



# AIPP Publication Feedback Form

Dear Friends,

As we endeavor to publish more useful and relevant materials relating to indigenous peoples, we would greatly appreciate if you could spend some of your valuable time to provide your constructive comments and suggestions on this publication. Your comments and suggestions will help us to improve our publications and enhance our outreach to wider audiences.

Please fill up the table below and send back the filled form to [aippmail@aippnet.org](mailto:aippmail@aippnet.org)

or fax to **(66) 53 380752**.

You can also send the filled in form by post at this mailing address: **Asia Indigenous People Pact (AIPP), 108 Moo 5 Tambon Sanpranate, Amphur Sansai, Chiang Mai 50210 Thailand.**

Title: .....

Area	Excellent	Good	Fair	Poor	Remarks
Clarity of the Content					
Well Defined/explained Concepts					
Coherence of the topics					
Usefulness and relevance of the topics					
Appropriateness of the Examples					
Appropriateness and relevance of photos and illustrations					
Reader-friendliness					

**Overall rating** (Please select one)

☐

Excellent

☐

Good

☐

Fair

☐

Poor

**General Comments including recommendations**

.....

.....

.....

.....

.....

Thank you very much for your feedback.

AIPP Secretariat



*Indigenous Peoples Engagement in **REDD+**  
in Cambodia: Opportunity or Threat?*







## AIPP at a glance

The Asia Indigenous Peoples Pact (AIPP) is a regional organization founded in 1988 by indigenous peoples' movements as a platform for solidarity and cooperation. AIPP is actively promoting and defending indigenous peoples' rights and human rights; sustainable development and management of resources and environment protection. Through the years, AIPP has developed its expertise on grassroots capacity building, advocacy and networking from local to global levels and strengthening partnerships with indigenous organizations, support NGOs, UN agencies and other institutions. At present, AIPP has 47 members from 14 countries in Asia with 7 indigenous peoples' national alliances/networks and 35 local and sub-national organizations including 16 are ethnic-based organizations, five (5) indigenous women and four (4) are indigenous youth organizations.

Through our Indigenous Women (IW) programme, AIPP aims to empower indigenous women through networking, education and capacity building activities with the overall goal for indigenous women to assert, promote and protect their rights as women and as indigenous peoples.

### Our Vision

Indigenous peoples in Asia are living with dignity and fully exercising their rights, distinct cultures and identity, and enhancing their sustainable management systems on lands, territories and resources for their own future and development in an environment of peace, justice and equality.

### Our Mission

AIPP strengthen the solidarity, cooperation and capacities of indigenous peoples in Asia to promote and protect their rights, cultures and identities, and their sustainable resource management system for their development and self-determination.

### Our Programmes

Our main areas of work among the different programmes are information dissemination, awareness raising, capacity building, advocacy and networking from local to global. Our programmes are:

- Human Rights Campaign and Policy Advocacy
- Regional Capacity Building
- Environment
- Indigenous Women
- Research and Communication Development
- (Indigenous Youth.)

AIPP is accredited as an NGO in special consultative status with the UN Economic and Social Council (ECOSOC) and as observer organization with the United Nations Framework Convention on Climate Change (UNFCCC), Convention on Biological Diversity (CBD), Green Climate Fund (GCF), Global Environment Facility (GEF) and the World Intellectual Property Organization (WIPO). AIPP is a member of the International Land Coalition (ILC).



Asia Indigenous Peoples Pact (AIPP)  
108 Moo 5, Tambon Sanpranate, Amphoe Sansai, Chiang Mai 50210,  
Thailand Tel: +66(0)53380168 Fax: +66(0)53380752  
[www.aippnet.org](http://www.aippnet.org) [www.ccm.in.aippnet.org](http://www.ccm.in.aippnet.org)  
[www.iva.aippnet.org](http://www.iva.aippnet.org) [www.iphrdefenders.net](http://www.iphrdefenders.net)

