

Strengthening Indigenous Peoples Capacities for their Informed Participation in the Design and Implementation of a REDD+ Mechanism in Peru



Targeted Support Report
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UN-REDD PROGRAMME



The UN-REDD Programme is the United Nations collaborative initiative on Reducing Emissions from Deforestation and forest Degradation (REDD+) in developing countries. The Programme was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP). The UN-REDD Programme supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

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Introduction

In 2012, UNDP began the project “Strengthening Indigenous Peoples Capacities for their Informed Participation in the Design and Implementation of a REDD+ Mechanism in Peru” at the request of Peru’s Ministry of Environment and two national indigenous peoples’ organizations, AIDESEP, *Asociación Interétnica de Desarrollo de la Selva Peruana*, and CONAP, *Confederación de Nacionalidades Amazónicas del Perú*.

The objective of the project was to strengthen the informed participation of indigenous peoples and other civil society groups and institutions in the preparatory phase of REDD+¹, supporting the design of participatory mechanisms and instruments that guarantee the fair engagement of these actors during REDD+ readiness in the country. The project was co-implemented by the Ministry of Environment and UNDP with the active participation of AIDESEP and CONAP at the technical committee level. The project received important financial and technical support on behalf of the UN-REDD Programme through its Targeted Support modality as well as through UNDP Peru and the UNDP Regional Service Center in Panama.

Project Fast Facts

- ➔ **Duration:**
July 2012-December 2013
- ➔ **Funding:**
 - **UNDP Peru: US\$ 110,000**
 - **UNDP Regional Center: US\$ 30,000**
 - **UN-REDD Targeted Support: US\$ 155,150**
- ➔ **Workshops:**
8 regional, 1 national
- ➔ **Scope:**
400+ indigenous leaders participated

Background

UNDP carried out a series of meetings to generate trust and a climate for dialogue with the representatives of the two main indigenous peoples’ organizations in the country, AIDESEP and CONAP, and the government after the violence that took place between the state police and indigenous peoples in June 2009. After these efforts and meetings that UNDP facilitated, the indigenous organizations requested technical support from UNDP for the sustainable development of indigenous communities and strengthening their organizations institutionally. The emphasis of this requested support was on understanding and preparing for participation in constructing REDD+ in Peru.

In parallel, the Ministry of Environment (MINAM) indicated interest in receiving support from the UN-REDD Programme to strengthen the development of mechanisms for governance and indigenous peoples’ participation related to the development of a National REDD+ Strategy.

Thus, in the context of the aforementioned project, MINAM, with the support of the UN-REDD Programme, UNDP Peru Country Office and UNDP Regional Service Center, aspired to strengthen the informed participation of indigenous peoples and other civil society institutions and groups in the preparatory phase of REDD+ through the design of participatory mechanisms and instruments that guarantee the equitable engagement of these actors during REDD+ implementation in Peru.

1 Reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries

In order to achieve this goal, four complementary focus areas were developed:

1. Promote participation of relevant actors, raise awareness on REDD+ and draft a stakeholder engagement strategy.
2. Draft and validate analysis and proposal for benefit distributions options.
3. Promote transparency and anti-corruption measures, analysis, awareness-raising and proposal for mechanisms to promote transparency in management of REDD+ funds.
4. Design and initial application of a participatory monitoring system for social and environmental safeguards (SES).

Throughout the process of developing activities under each of these components, the proposals, analyses, and/or strategies were elaborated in a participatory manner with key actors.

Processes and methodology

At the beginning of the project a technical committee was created with the objective of facilitating recommendations and guidance for effective management of the project work plan's social and technical aspects. This committee significantly contributed to facilitate dialogue between the state and indigenous peoples. The committee members were AIDSEP, CONAP, MINAM, the Ministry of Culture, UNDP and the public defender as an observer. The committee also facilitated the identification of critical steps in the work plan and activities or needs that could become risks during the project's implementation.

Also, all members of the involved institutions participated in the various activities and phases of the project, such as planning and carrying out workshops and revising terms of references, and contributed to the achieved results.

One representative of MINAM, Lucas Dourojeanni, stressed the importance of involving the indigenous peoples' organizations, explaining that "incorporating them as members of the committee and as an active part of these processes is truly important to highlight. It has generated a much more direct type of inclusion and participation with indigenous peoples and this has helped a lot. This way of working together is now being followed in other processes".

All of the activities implemented under the four components have helped to achieve important results in preparing stakeholders for REDD+ in Peru, for example:

- improved channels of communication between the government and indigenous peoples;
- increased knowledge on REDD+ amongst indigenous peoples' organizations, civil society and the government;
- improved access to information for indigenous communities at the local level in the Peruvian Amazon;



- contribution to the training and preparation of stakeholders for other REDD+ processes, such as FIP² and FCPF³;
- creation of participatory spaces for dialogue where they did not previously exist;
- established an important precedent for indigenous peoples' participation in processes related to REDD+ and forest conservation for eventual replication; and
- sought mechanisms to support indigenous peoples' participation in the large number of consultative processes and participatory spaces.

First component: Participation

Informative Workshops

With the support of UNDP and the UN-REDD Programme, MINAM carried out a series of informative workshops for awareness raising directed at local indigenous organizations in the Peruvian Amazon, from November 2012 to April 2013. AIDSEP and CONAP participated in these workshops, in addition to UNDP and the Ministry of Culture. The topics that were discussed included benefits, risks, responsibilities and opportunities related to participating in a REDD+ mechanism. More specifically, subjects such as free, prior and informed consent, ILO Convention 169, and the national law of prior consultation were discussed. Also, AIDSEP presented the Amazonian Life Plan or *Plan de Vida Plena Amazónico*, Indigenous REDD+ and the right to consultation; CONAP presented REDD+ and the Indigenous Forestry Agenda.



The participation of regional and local indigenous leaders took place in a very active way, generating rich discussions surrounding the implications of REDD+. A total of eight workshops took place in six of Peru's Amazonian regions: Junín, Amazonas, Loreto, Ucayali, Madre de Dios and San Martín. In total, over 400 male and female indigenous leaders, representing more than 80 organizations from different watersheds participated.

This workshop series concluded with a national level workshop in September 2013 where over 30 regional and national level indigenous leaders participated, in addition to public and private civil society institutions and donors. In this event, the results of the workshops and project were discussed.

Plan for Amazonian Indigenous Peoples Participation in REDD+

On the topic of relevant actors' participation, a stakeholder engagement strategy directed particularly towards indigenous peoples was produced. The strategy was developed in a participatory manner involving indigenous peoples' organizations and the regional and national government at the same time. The desired objective was reached in terms of drafting a work plan for developing an indigenous peoples' consultation and participation component for the Readiness Preparation Proposal (R-PP) within the FCPF framework.

2 The Forest Investment Program

3 The Forest Carbon Partnership Facility

Results:

- Analysis of formal and informal participation spaces for REDD+ and related processes; consultation with the indigenous organizations regarding the analysis of participatory processes related to REDD+ and their respective alternatives.
- Analysis of the construction process for REDD+ Amazonian indigenous roundtables (Loreto, Ucayali, Madre de Dios, San Martin) and proposals for strengthening them; methodology for developing consultation and participation per type of REDD+ stakeholder.
- Work plan for developing stakeholders' participation and consultation component in the R-PP and related processes, budget proposals and timetable of activities per type of actor.

Lessons learned and main challenges:

- There should be a series of more frequent and shorter workshops in all regions of the country to better facilitate the informed participation of indigenous peoples.
- Land titling in native communities is an important topic that is complex and not well developed in the country, but is necessary from a rights-based perspective.
- Expansion of participation to other rural and marginalized actors is necessary, such as *riberaño* and *campesino* communities, who are not considered indigenous but live in the Amazon and depend on the forests.

Second component: Benefits distribution

Under the benefits distribution component, the objective was to identify legal gaps and provide administrative procedures for the implementation of benefits distribution models in both the conventional and indigenous versions of REDD+, based on previous national and international experiences in the REDD+ mechanism setting. The activities resulted in the development of a proposal for the distribution of REDD+ benefits, taking into particular account the necessities of indigenous peoples in the Peruvian Amazon. During the process, it was fundamental to improve the actors' knowledge of benefits and benefits distribution because in Peru, levels of understanding and knowledge on the subject vary widely among different groups. Also, many different expectations exist among the groups and have the potential to generate conflicts. Overall, the project helped to facilitate stakeholders' understanding of the subject, especially indigenous peoples.



Results:

- Description and analysis of legal frameworks for payment for environmental services in Peru and other countries.
- Map of stakeholders involved in benefits distribution resulting from implementation of conventional and indigenous REDD+ mechanisms.

- Description and analysis of the contracts between indigenous communities or forest owners and third parties; classification of processes and negotiations for signing contracts at the national level in conventional and indigenous REDD+ strategies.
- Identification and analysis of legal gaps and administrative procedures in conventional and indigenous REDD+ mechanisms.
- Legal framework proposal for benefits distribution in conventional and indigenous REDD+ mechanisms.
- Design of benefits distribution proposal for a REDD+ mechanism in Peru.
- Examples of contracts between indigenous communities or forest owners and third parties.

Lessons learned and main challenges:

- It is necessary to have balanced participation and increase the involvement of certain actors such as the Ministry of Agriculture and Irrigation, the Ministry of Economy and Finance, and private concessionaries in order to elaborate a viable mechanism proposal.
- Establishing trust between different actors is difficult when parties have different understandings and expectations related to the topic, yet this trust is necessary to create a fair and transparent mechanism.

Third component: Corruption risks and anti-corruption opportunities

The objective of this work was to elaborate an institutional diagnostic of the existing corruption risks in REDD+ according to MINAM's focus, validated by the actors, and identify preliminary monitoring mechanisms that allow opportune and complete information related to the REDD+ activities in the country. This led to recommendations for capacity strengthening in territorial governability within the REDD+ mechanism framework. The corruption risks study for implementing a REDD+ mechanism enabled the collection of various groups of actors' perceptions related to existing governance issues in the forest sector, which validates previous studies' characterization of major structural weaknesses that impede effective and sustainable forest management. It was also possible to gather a wide range of local and sub national successful experiences that demonstrated both the interest and advances of sustainable forest management.

Results:

- A map of institutional actors linked to REDD+ and on transparency and anti-corruption was established for the the national and regional levels.
- A matrix of corruption risks for REDD+ at the local and national level and a better understanding of social conflict risks generated by corruption in REDD+.
- Proposals of preliminary mechanisms made for transparency and accountability in the context of a National REDD+ Strategy framework, taking into account existing tools and mechanisms that can strengthen and/or adapt and new mechanisms and tools that should be established with the participation of diverse actors such as the state, indigenous organizations, civil society, among others.

Lessons learned and main challenges:

- The perception of some corruption risks in REDD+ differ across gender.
- The fight against corruption should continue to be institutionalized at three state levels.
- It also requires the involvement of various sectors, which implies an enhancement of collaborative capacities.
- Existing community or indigenous organizations can act as monitors of corruption risks (among other safeguards, see section below), if their capacity, knowledge and safety are ensured.

Fourth component: Safeguards

The environmental and social safeguards component sought to develop participatory safeguards monitoring tools for indigenous peoples' populations as well as an accompanying training plan. The activities under this area were conducted to train indigenous communities for participatory safeguards monitoring in two regions, San Martín and Madre de Dios. The work focused on preparing actors on the critical subject of social and environmental safeguards for REDD+ and designing a participatory monitoring plan for indigenous peoples that will serve as a major input into the government's national plan for safeguards and its safeguard information system.



Results:

- Legal analysis of new and existing policies, laws or regulations that have the objective of strengthening safeguards fulfillment or influencing its weakness.
- Assessment of identified risks for indigenous peoples in the context of REDD+ activities to feed into the participatory monitoring of social and environmental REDD+ safeguards by indigenous peoples themselves.
- Assessment of existing social control mechanisms regarding natural resources in indigenous communities and organizations.
- The design of information and monitoring systems for the implementation of REDD+ social and environmental safeguards, including early initiatives on REDD+, for indigenous peoples.
- The design of a vigilance system based on social control mechanisms for the monitoring of REDD+ social and environmental safeguards for indigenous peoples.
- Assessment of indigenous communities and organizations' capacities to monitor social and environmental safeguards for REDD+.
- Development of a training plan to implement social control mechanisms for REDD+ safeguards monitoring.

Lessons learned and main challenges:

- Adequate communications tools should be applied to the socio-cultural context of indigenous peoples for the dissemination of information and capacity building in REDD+.
- It should be clearly understood what the rules of the game will be at the national and international level and the processes that will be carried out to arrive at these should be jointly constructed among the different actors.
- Employ and make use of existing indigenous peoples' systems. For example in Peru, the forest and indigenous *veeduría* is an indigenous monitoring and social control system.

Impact

At the project level, indigenous peoples' capacities were strengthened for their participation in REDD+ readiness activities in Peru. The project had other important results, for example bringing together actors, highlighting that a project of modest size in terms of budget resulted in indirect but important impacts:

- Spaces for discussion and participation—such as for workshops and the technical committee—contributed to strengthening the relationships between the state and the two main indigenous peoples' organizations in the country, AIDESEP y CONAP, generating trust between the two groups.
- The project supported the formation of the National Indigenous REDD+ Roundtable, or *Mesa REDD+ Indígena Nacional*.
- It consolidated the joint work of AIDESEP and CONAP, strengthening national representation of indigenous peoples and coordination with the state.
- A greater awareness of REDD+ was achieved at the local level, specifically for indigenous peoples.

As stated by AIDESEP's George Cuāchi Encinos, this was "the first project that was able to unite government institutions, in this case the Ministry of Environment, and indigenous organizations in one discussion space. This has been key so that we could understand each other clearly."

UN-REDD Programme Secretariat

International Environment House,
11-13 Chemin des Anémones,
CH-1219 Châtelaine, Geneva, Switzerland.

UNDP Peru Country Office: james.leslie@undp.org

UNDP/UN-REDD Programme: pierre-yves.guedez@undp.org

www.un-redd.org

