

GOVERNANCE OF REDD+

To what extent does the R-PP promote good governance within REDD+ systems and processes?

Stakeholder Participation in REDD+ planning and Implementation

- + *Identifies relevant stakeholders for REDD+*
- + *Specifically considers how to engage vulnerable groups*
- + *Establishes procedures to ensure a transparent process and accountability for stakeholder input*
- + *Establishes a grievance / dispute resolution mechanism*
- + *Considers how to learn and build from other relevant participatory processes*

The R-PP identifies an array of relevant stakeholders for REDD+ including Amerindian communities, loggers, miners, local and international NGOs, and academia. It states that all stakeholders will be engaged pursuant to the principle of free, prior and informed consent, and that special attention and emphasis will be given to engaging Amerindian communities (p15). Overall, the R-PP seems to place significant emphasis on ensuring that the consultation process is inclusive, transparent, and accountable in order to ensure meaningful participation in REDD+ planning and implementation. For example, it states that an “information disclosure system” will be developed (p17), although no further details on this are provided. It also states that information will be provided to communities in understandable formats at least 30 days prior to a consultation. The multi-stakeholder National REDD Working Group (NRWG) will facilitate and oversee the consultation process, and is expected to be a key communication channel. NGO, community and private sector representatives on the NRWG are to be selected by the Government according to several broad criteria. The R-PP states that the National Toshias Council, which was created under the Amerindian Act and includes representatives democratically elected by Amerindians, will play an important role in representing Amerindian interests in the REDD process (p11).

Recommendation:

- Consider lessons learnt from past efforts to carry out consultation and participation processes in the forest sector

Government coordination in REDD+ planning and implementation

- + *Considers REDD+ in the context of other sector policies, land use plans, and national development plans*
- + *Proposes a process to reconcile potential conflicts between REDD+ strategies and other policies/plans*
- + *Proposes effective mechanisms to coordinate REDD+ across sectors*
- + *Proposes effective mechanisms to coordinate REDD+ across levels of government*

The R-PP clearly positions REDD+ in the context of other sector policies and national plans, including the Low Carbon Development Strategy. It contains a detailed discussion of the current situation with regards to land management in Guyana. In particular, it describes recent efforts to increase accountability and strengthen coordination in land management through the creation of the Commissioner of Lands and Surveys as well as GINIRIS, an interagency land use database (p20-22). Further, a national land use plan is currently under development (p30). Although the R-PP does not elaborate on any existing coordination challenges with respect to land use and forests, it does briefly indicate that “greater cohesion in implementation” of various legislation relating to natural resources use is still needed (p45).

The R-PP proposes to establish a REDD Secretariat (RS) to coordinate implementation, which includes representatives from ministries across relevant sectors as well as different levels of government (p10). The RS will also coordinate with Office of the President, which is responsible for the Low Carbon Development Strategy and other activities relating to climate change.

Recommendation:

- Describe in more detail the existing coordination challenges relating to land and resource use in the forest sector that may have implications for REDD+

Transparent and accountable REDD+ revenue management & benefit sharing

- *Proposes a transparent system to track and coordinate international financing of activities related to REDD+*
- *Considers measures to promote fiscal transparency and accountability for REDD+ revenue management*
- *Proposes a transparent process for deciding who should benefit from REDD+ and how benefits will be targeted*
- *Reviews lessons from past and/or existing systems for managing and distributing forest revenues*

The R-PP provides very few details at this stage on what a potential benefit-sharing system for REDD+ might look like. However, it does briefly outline some basic principles that should be applied, including that the system is developed through a participatory process and it promotes transparent, accountable and equitable sharing of benefits (p46). The R-PP provides even less information

to indicate how REDD+ revenues will be managed at the national level. While the R-PP describes significant donor involvement in REDD and the forest sector more broadly (p33), it does not indicate how international finance will be coordinated or managed.

Recommendations:

- Consider how international finance for forest related activities, and for REDD in particular, will be coordinated and transparently managed at the national level
- Consider concrete measures for ensuring fiscal transparency and accountability for REDD
- Discuss past and/or current experiences managing and distributing revenues in the forest sector

Transparent monitoring and oversight of REDD+

Proposes to establish information management systems for REDD+ that guarantee public access to information

Proposes mechanisms for independent oversight of the implementation of REDD+ activities

Proposes mechanisms to monitor progress of efforts to address governance-related drivers of deforestation

The R-PP states that a central database will be created for REDD+ where all information can be stored and accessed by relevant agencies, similar and potentially linked to the existing land use database (p67). The R-PP does not explicitly describe how non-government actors will be able to access this information, other than stating that an “information disclosure system” will be created (p17). It also states several times that third party verification will be a key part of the MRV system, although it is not clear who this third party would be or whether any interested third party would be able to access and verify data.

The R-PP does not provide detailed information on how REDD+ implementation will be monitored, other than stating that the Guyana Forest Commission (GFC) will be responsible for monitoring the performance of the REDD Secretariat (p9), which is the primary implementation body. Since the REDD Secretariat is a part of the GFC, the monitoring function is not entirely independent.

Recommendations:

- Consider mechanisms to monitor non-carbon impacts of REDD strategies, including impacts on key governance issues identified in the R-PP
- Clarify whether the GFC is adequately independent of the RS to monitor its performance

GOVERNANCE-RELATED DRIVERS OF DEFORESTATION

To what extent does the R-PP consider key forest governance challenges for achieving REDD+?

Land and forest tenure

Discusses the situation regarding land and forest tenure, including for indigenous peoples

Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens

Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The R-PP discusses land and forest tenure issues in Guyana at length, although not with a critical lens. In particular, it elaborates on the rights provided under the Amerindian Act and the current status of implementation with respect to providing formal legal title to Amerindian villages (p24). The R-PP explains that the majority of Amerindian villages have received a title, a small number are still in the process of applying, and some are unable to meet the eligibility criteria. Amerindian villages have the ability to appeal any government decision concerning their rights to the courts, and the R-PP cites a recent example of this in which the ruling favored the community (p25). The R-PP also mentions an ongoing matter in which six Amerindian villages have gone to the courts in an effort to gain a legal title to their lands, but does not provide further details concerning the situation. Overall, the R-PP provides little sense of whether or not there are any problems with respect to land tenure in Guyana. The only indication that there remains a lack of security in the land tenure system comes in the discussion of potential REDD strategy options, of which “strengthening of land and user rights” is one of the options listed (p41).

Recommendation:

- Critically assess the causes and nature of insecure land tenure in Guyana, how this contributes to deforestation and degradation, and potential solutions that could be pursued as a part of the REDD+ strategy.

Forest Management

Discusses the ability of forest agencies to plan and implement forest management activities

Considers the role of non-government stakeholders, including communities, in forest management

Links identified governance challenges to proposed REDD+ strategy options and implementation framework

The R-PP explains that the GFC is responsible for the management of the State Forest Estate, including enforcement of forest laws, monitoring and control of operations within the Estate, and collection of revenues (p25). In addition, the Guyana Geology and Mines Commission (GGMC) is responsible for regulating mining activities taking place on forest lands. It is not entirely clear from the R-PP how the GFC and GGMC coordinate their regulatory and enforcement activities. On Amerindian titled lands, communities are responsible for forest management, and the R-PP states that building the capacity of these communities to implement sustainable management techniques is a current need (p34). Increasing the practice of sustainable management of forests, especially in the context of logging and mining, is a major focus of the proposed REDD strategy options (p38). The R-PP also suggests that existing policies and procedures may need to be revised to align with these goals (p44). To this end, the National Forest Policy is scheduled to be revised in 2010. Finally, the R-PP also includes proposals to assess and then strengthen the capacity of both government agencies and communities to carry out sustainable management of forests (p48-49).

Forest Law Enforcement

- Discusses the ability of law enforcement bodies to effectively enforce forest laws
- Discusses efforts to combat corruption
- Links identified governance challenges to proposed REDD+ strategy options and implementation framework

Although the R-PP identifies key agencies responsible for enforcing various laws and regulations in the forest sector, including the GFC and GGMC, it does not elaborate on their ability to carry out these responsibilities effectively. Nor does it indicate the prevalence of non-compliance and/or illegal activities. However, the R-PP does include proposals to strengthen capacity for enforcement within its discussion of potential REDD strategy options, although it does not elaborate in much detail on what this might entail.

Recommendation:

- Discuss in more detail the current effectiveness of law enforcement, particularly relating to mining and logging activities, and identify key gaps.

Other Forest Governance Issues Relevant for REDD+

- Discusses other forest governance issues that are relevant for REDD+
- Links identified governance challenges to proposed REDD+ strategy and implementation framework

Overall the R-PP provides a thorough background on the existing institutional, legal and policy framework governing forests in Guyana. While this information is extremely useful, it could be strengthened with a more critical assessment of key gaps and weaknesses that need to be addressed. Once key governance gaps have been identified, they should be analyzed with respect to the main drivers of deforestation and degradation.

Recommendation:

- Undertake a more critical assessment of key gaps and weaknesses with respect to forest governance