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Pursuing REDD+ as a viable development option: Lessons from Guyana's experience

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Guyana is a densely forested country

Executive Summary

Deforestation accounts for approximately 17% of global greenhouse gas (GHG) emissions - more than the entire global transport sector or the emissions from the whole of the European Union.¹ The forests that remain sequester millions of tonnes of carbon from the atmosphere; therefore, it will be impossible to avoid catastrophic climate change without taking urgent action to protect them.

The unacceptable reality is that the global economic system values forests more when the trees are cut down and the land is converted to agricultural use or the mineral reserves below the surface are extracted, than when they are preserved to store and remove carbon from the atmosphere. Put simply, forests are currently worth more dead than alive. However, in 2006, the Stern Review stated that “the world does not need to choose between averting climate change and promoting growth and development”.² One of the ways in which this can be achieved is to place a financial value on the carbon stored in forests. REDD+³ is an evolving international mechanism which seeks to create positive incentives for developing countries to protect their forests. If participation in REDD+ can become a viable development option for forest countries, it would align national development needs with the global need for action on climate change. The Republic of Guyana (referred to in this report as Guyana), with the support of Norway, has endeavoured to put this approach into practice.

This report, independently prepared by the Mary Robinson Foundation – Climate Justice (MRFCCJ), outlines lessons that can be learned from Guyana's experience with REDD+ that should provide insights for other forest countries and other interested parties such as potential REDD+ donors.

Guyana and Norway agreed in 2009 to work together with the objective of fostering a partnership on issues of climate change, biodiversity and sustainable low-carbon development. They agreed to cooperate on Guyana's REDD+ efforts and the two Governments signed a Memorandum of Understanding (MoU) agreeing that Norway will pay Guyana up to US\$250 million in return for environmental services, in this case forest carbon services.

The Guyana-Norway Partnership demonstrates that in the absence of an international REDD+ mechanism, there are opportunities that can be developed at a national level through partnerships between willing forest and donor countries. Both Guyana and Norway intend that many elements of their partnership can provide a real-world example of REDD+ and demonstrate that it can be a positive development option.

The key lessons identified which may inform other forest countries and prospective REDD+ donors are:

- **A national-scale REDD+ initiative can reinforce the protection of a country's entire forest reserve. It can also enable a country to put in place appropriate mechanisms that can be used within an international REDD+ regime**
- **REDD+ can provide long-term economic incentives that can outlast the shorter-term benefits of traditional resource-extractive industries. Countries with high forest cover can be provided with economic incentives to maintain their forests as carbon sinks**
- **In order to fully address all drivers of deforestation, payments for environmental services must be linked to a national strategy for low-carbon development**
- **A national-scale REDD+ strategy and a move towards a low-carbon economy require the inclusion and support of the national population. Consultation and participation are effective ways of garnering this support and must be continued as an on-going process**
- **The land rights of indigenous people must be acknowledged and formalised to enable them to fully benefit from REDD+ payments**
- **It is possible for forest countries to be paid for environmental services while developing a suitable monitoring, reporting and verification (MRV)⁴ system and building capacity from within the institutions and structures already in place**
- **While REDD+ payments should adhere to international financial safeguards it is important that the funds can be accessed by the forest country in a flexible and timely manner**

- **For a REDD+ initiative to be have credibility internationally, it must adhere to international social and environmental safeguards.**

Many forest countries are still at an early stage of their economic development and are therefore under pressure to utilise their forest reserves to enable quick economic growth. However, there is also pressure internationally to preserve the world's remaining forest stocks as vital carbon sinks. It is possible that REDD+ could provide the means to reconcile these two pressures. Sufficient funding from donors could provide a valuable lifeline for the world's remaining rainforests while also enabling a new type of low-carbon growth.

1: Introduction

Tropical rainforests are essential to the well-being of the planet. They are home to approximately 300 million people and more than 1.6 billion people depend on them to varying degrees for their livelihoods.⁵ They regulate our climate and are home to 80% of terrestrial biodiversity.⁶ They provide a wide range of environmental services such as clean water, protection against floods and other natural disasters. The value of these environmental services has been estimated at more than US\$720 billion a year for national and global economies.⁷

Currently deforestation accounts for around 17% of global greenhouse gas emissions - more than the entire global transport sector or the emissions from the whole of the European Union.⁸ The forests that remain sequester millions of tonnes of carbon from the atmosphere. Therefore, it will be impossible to avoid catastrophic climate change without taking urgent action to protect them. While this has been understood by the international community for many years and addressed through a range of initiatives and projects, deforestation continues apace.

Although deforestation is often associated with large-scale illegal activities, it is frequently carried out for rational social or economic development reasons. Much of this deforestation is caused by individuals, communities and subsistence farmers who use forest resources as the basis for their livelihoods. Every year from 2000-2010, around 13 million hectares of forest was lost, most of it converted for agricultural use.⁹

The demand for agricultural land is rising due to the increase in global population and prosperity and the need to provide food security; this results in higher rates of deforestation. The unacceptable reality is that the global economic system values forests more when the trees are cut down and the mineral reserves below the surface are extracted than when they are preserved to store and remove carbon from the atmosphere. Put simply, forests are currently worth more dead than alive.

Developed countries have cut down most of their forests to facilitate their economic development. Most developing countries with forest reserves appear to have little option but to follow the same path and exploit their forest reserves in order to achieve their population's basic right to economic development.

In 2006, the Stern Review stated that "the world does not need to choose between averting climate change and promoting growth and development".¹⁰ One of the ways in which this can be achieved is to place a financial value on the carbon stored in forests. REDD+ is an evolving international mechanism which seeks to create positive incentives for developing countries to protect their forests. If participation in REDD+ can become a viable development option for forest countries, it would align national development needs with the global need for action on climate change. Guyana, with the support of Norway, has endeavoured to put this approach into practice.

Guyana is in the northern part of South America, bordering the North Atlantic Ocean between Suriname and Venezuela. It is the third smallest country in South America (see Table 1) and its terrain is mostly forested with savannah in the south and a low lying coastal plain.

Table 1: Size of Guyana relative to other countries¹¹

Brazil	8,514,877 km ²
India	3,287,263 km ²
Democratic Republic of the Congo	2,344,858 km ²
Venezuela	912,050 km ²
United Kingdom	243,610 km ²
Guyana	214,969 km²
Senegal	196,722 km ²
Cambodia	181,035 km ²
Suriname	163,820 km ²
Luxembourg	2,586 km ²



Seawall, Georgetown, Guyana. The seawall was built along the foreshore to protect low-lying coastal areas from flooding

Guyana is very vulnerable to the impacts of climate change and has suffered from a number of weather-related disasters over the last decade. Approximately 90% of the population and most economic activities are located near or below sea level in a narrow strip along the coast. This makes the majority of the population of Guyana vulnerable to coastal inundation caused by sea level rise. There was major flooding in 2005, which caused economic damage the equivalent of 67% of Guyana's GDP.¹²

Guyana however, is also in a position to make a contribution to the mitigation of climate change as almost 80%, 18.6 million hectares, of its surface area is covered by forest. Successive governments in Guyana have recognised the importance of preserving this valuable natural resource. For a number of years, the Government of Guyana has said that if the right economic incentives were available it would protect almost all of its forest to help in the international fight against climate change. This policy was integrated into a national development strategy that plans to use economic incentives from preserving forests to fund low-carbon infrastructure and create alternative development opportunities to traditional carbon-intensive activities such as logging and mining.

Originally REDD was intended to focus on countries with high levels of deforestation, which are rewarded financially for reducing their rates of deforestation.¹³ Countries with high forest cover and historically low rates of deforestation, such as Guyana, would not have benefitted from this model. However, the role of conservation, sustainable management of forests and enhancement of forest carbon stocks has since been recognised and has been integrated into the international climate negotiations as REDD+.¹⁴ Guyana and Norway have formed a partnership under which Norway pays for environmental services, in this case forest carbon services, provided by Guyana through forest conservation and carbon sequestration.

The Guyana-Norway Partnership aims to provide a working model that shows a national-scale REDD+ strategy in operation and demonstrates how countries which have maintained their forest cover can benefit and be rewarded for maintaining their carbon-storing forest resources.

This independent report, prepared by MRFCJ outlines lessons that can be learned from Guyana's experience with REDD+ that should provide insights for other forest countries and other interested parties such as potential REDD+ donors. It also provides an overview of the key steps taken by Guyana in its pursuit of a national-scale REDD+ initiative and its Low-Carbon Development Strategy (LCDS). It is not a critique of Guyana's efforts in relation to REDD+ but focuses on the positive lessons that can help inform and assist other forest countries and prospective donors.

A desktop review of literature and documentation related to REDD+ and Guyana's LCDS was carried out. Following this, a member of staff of MRFCJ spent three weeks in Guyana collecting additional primary and secondary information and interviewing a cross-section of stakeholders including civil society, members of indigenous communities, political opposition, private sector and members of the Government. A field trip was undertaken to Surama and Annai (see Figure 1) to enable discussions and interviews with local leaders and indigenous communities. Additional interviews were conducted by telephone and email.

MRFCJ would like to acknowledge the assistance received during the production of this report, in particular from the Governments of Guyana and Norway and their officials and the many individuals who gave of their time in the development of this report.



Figure 1

Location map for Guyana showing the capital Georgetown and location of field visits to Annai and Surama by MRFCJ

2: Key steps taken by Guyana in its pursuit of a REDD+ strategy

Historically Guyana has a very low rate of deforestation. For at least the past 20 years, successive governments have made efforts to protect its vast rainforest reserves. Figure 2 illustrates the key actions taken by Guyana over this time period to protect its forest resources. The country has also consistently worked to bring the argument for preserving rainforests to an international level, for example at the Earth Summit in Rio in 1992. Evidence of this policy approach can be seen, for example, in the establishment of the Iwokrama International Centre (IIC) in 1996 to manage the Iwokrama forest reserve of 371,000 hectares of rainforest. Under a joint mandate, the Government of Guyana and the Commonwealth Secretariat agreed to manage the forest “in a manner that will lead to lasting ecological, economic and social benefits to the people of Guyana and to the world in general”.¹⁵

Since 2006, the Government of Guyana has called for national-scale action by rainforest countries and international partners to address deforestation and degradation as one of the biggest contributors to global climate change. Following on from this, the President of Guyana, Bharrat Jagdeo,¹⁶ proposed that the people of the country might be willing to place almost the entirety of its forest under long-term protection in order to help fight climate change. He said that this could be done only if it did not harm their right to develop or harm the country's sovereignty over the forest.¹⁷

In December 2008, based on an assessment by McKinsey and Company, Guyana estimated the value of its forest, known as Economic Value to the Nation (EVN), to be the equivalent of an annual annuity payment of US\$580 million.¹⁸ Generating this EVN by exploiting its forest resources would bring almost immediate economic benefits for Guyana, but would have significant negative consequences for the world's environment as Guyana's forests provide vital environmental services in terms of biodiversity and carbon sequestration. Guyana has estimated that the Economic Value to the World (EVW) provided by Guyana's forests, if preserved is in the region of US\$40 billion each year.¹⁸

In April 2009, Guyana joined the leaders of a number of other forest countries, including Indonesia and Brazil, along with the Heads of Government of many of the G20 countries at a meeting hosted by the Prince of Wales on the side-lines of the G20 Summit in London to discuss the challenges of tropical deforestation.¹⁹ The leaders established the Informal Working Group on Interim Financing for REDD+ (IWG-IFR) to determine how transitional funding could be used to slow down and avoid deforestation and also support the longer-term emergence of a REDD+ mechanism.²⁰

In June 2009, the Government of Guyana launched its LCDS. This national strategy aims to create a “low-deforestation, low-carbon, climate resilient economy”.²¹ The LCDS recognises the importance of protecting Guyana's forests as part of the global response to climate change. It also points to the country's need to develop within a global economy that places greater value on the timber and the agricultural potential of cleared land than on the many tonnes of carbon stored while the forest remains alive. Launching the LCDS, President Jagdeo said that “too many people around the world continue to see combating climate change and promoting national development as conflicting objectives. The LCDS ... lays out the key elements of how we might change this paradigm in Guyana, and how we can provide a model for rainforest countries across the globe”.²²

The LCDS identifies an international REDD+ mechanism as a possible way to provide the funding necessary to reconcile the perceived conflicting objectives of economic development and forest protection to avoid dangerous climate change. Using international funds that value standing forests, Guyana aims to take action in four areas it sees as being essential to its low-carbon future:¹⁷

- Investing in low-carbon economic infrastructure, including a hydro-electricity plant at Amalia Falls
- Facilitating investment and employment in low-carbon economic sectors
- Sustainably managing forest-based economic sectors, in particular forestry and mining
- Generally enhancing the nation's human capital and creating new opportunities for forest-dependent and other indigenous communities.

Figure 2

1990s	Low-rate of deforestation maintained by government efforts and indigenous communities.
May 1996	Iwokrama International Centre (IIC) established to manage the Iwokrama forest reserve of 371,000 hectares.
2006	Government of Guyana called for action to address deforestation and proposed placing forest under long-term protection if in return the right economic incentives were created.
December 2008	Guyana estimated value of its forest, if harvested and land put to subsequent use, to be equivalent to an annual annuity payment of US\$580 million.
April 2009	Informal Working Group on Interim Financing for REDD+ (IWG-IFR) established on side lines of G20 summit in London.
June 2009	Government of Guyana launched Low-Carbon Development Strategy (LCDS).
June – Sept 2009	National consultation process carried out in relation to the first version of the LCDS.
November 2009	The Governments of Guyana and Norway sign Memorandum of Understanding. Norway to contribute up to US\$250 million for environmental services to Guyana.
May 2010	REDD+ Partnership launched at the Oslo Climate and Forest Conference in Norway.
October 2010	Guyana REDD+ Investment Fund (GRIF) established as the financial intermediary mechanism for performance-based payments. The first payment of US\$30 million transferred from Norway to GRIF.
March 2011	GRIF received second payment of US\$40 million from Norway.
July 2011	Guyana co-chaired REDD+ Partnership with Germany for the second term of 2011.

Following the launch of the first version of the LCDS, the Government of Guyana embarked on a consultation period from 8 June to 8 September 2009,²³ involving a cross-section of national stakeholders. Public consultations were held in every region and awareness-raising sessions were carried out with specific stakeholder groups. Awareness and outreach activities using national media, the internet and information documents were also carried out to ensure information on the LCDS reached as much of the population as possible. The process was coordinated by the Office of Climate Change and overseen by the Multi-Stakeholder Steering Committee (MSSC), which is made up of representatives from government, civil society and indigenous groups. The MSSC continues to meet on a regular basis, chaired by the President, as a forum to air views and discuss developments relating to the LCDS.²⁴

The Government of Norway and the Government of Guyana signed an MoU on 9 November 2009, with the objective of fostering a partnership on issues of climate change, biodiversity and sustainable low-carbon development. They agreed to cooperate on Guyana's REDD+ efforts, which includes the establishment of a framework for results-based financial support. The MoU states that the two Governments would "work together to provide the world with a relevant, replicable model for how REDD+ can align the development objectives of forest countries with the world's need to combat climate change".²⁵

Announcing the MoU, Norway's Minister for Environment and International Development, Erik Solheim, said Norway is committed to "contributing US\$30 million to support the Guyana REDD+ Investment Fund in 2010. Provided that the expected results are achieved and that other elements of the partnership fall into place, our support for the years up to 2015 could add up to as much as US\$250 million".²⁶ A Joint Concept Note (JCN) accompanied the MoU and it lays out the details of the partnership between Guyana and Norway and outlines the structure of the work involved by the two countries.²⁷ Norway provides financial support to Guyana based on the delivery of results measured against REDD+ performance indicators and four key factors:

- Strategic framework
- Continuous multi-stakeholder consultation process
- Governance
- Rights of indigenous people and other local forest communities as regards REDD+.

The Guyana REDD+ Investment Fund (GRIF) was established on 9 October 2010, as the financial intermediary mechanism for the performance-based payments. It is designed to channel REDD+ funds to Guyana, initially from Norway but also from other donors as these come on stream. The GRIF finances both the implementation of the LCDS and also capacity building for Guyana's REDD+ efforts.

The World Bank acts as the Trustee of the GRIF and is responsible for providing financial intermediary services to the GRIF. The Trustee receives payments for environmental services provided by Guyana and manages them within a trust fund on Guyana's behalf. The Trustee then transfers these payments to Partner Entities to carry out projects that support the implementation of Guyana's LCDS.²⁸ The Inter-American Development Bank (IDB), the World Bank, and any programme or specialised agency of the United Nations that is a member of the UN Development Group are eligible to serve as a Partner Entity.

The Partner Entities ensure that their fiduciary safeguards and operational policies and procedures are followed. All financing decisions are made by the Steering Committee of the GRIF, which is the governing body and is made up of representatives of the Governments of Guyana and Norway. The Trustee, Partner Entities, civil society organisations and private sector entities are invited to participate as observers to the Steering Committee.²⁹

The first payment of US\$30 million for environmental services was transferred to the GRIF in October 2010. In March 2011, the GRIF received the second payment from Norway of US\$40 million for performance by Guyana in 2010. These payments will be invested in seven priority areas as identified in the LCDS:

- i. Government equity in the Amaila Falls Hydro Electricity Company
- ii. Accelerating Amerindian land titling, demarcation and extension processes
- iii. Amerindian Development Fund³⁰
- iv. Expansion of fibre optic digital infrastructure
- v. Micro finance for Small and Medium Enterprises and Vulnerable Groups' Low-Carbon Development
- vi. Initial work to establish an International Centre for Bio-Diversity Research and Low-Carbon Development, along with the enhancement of the national school curriculum, and expanded IT training for school children and prospective employees
- vii. Work on MRV systems and other support for the LCDS.

Payments to Guyana are calculated through an incentive structure by applying an interim carbon price of US\$5 / tonne CO₂. This price is only applied if the deforestation rate remains below the agreed reference of 0.275%.³¹ As there currently is no such incentive structure in place globally, the two Governments are piloting this approach which will be adjusted once an international climate regime is in place. Payments due to Guyana are calculated by measuring avoided deforestation by subtracting Guyana's deforestation rate against the agreed reference level.³²

Guyana is developing a national-scale REDD+ system for MRV of GHG emissions or removals of carbon from its forest sector, as outlined under its MRV Roadmap in 2009.³³ The MRV system will provide the basis for monitoring, reporting and verification as specified by the Intergovernmental Panel on Climate Change (IPCC) Good Practice Guidelines.³⁴ A REDD+ Secretariat has been established in the Guyana Forestry Unit which coordinates all national MRV activities.

While Guyana is working to put in place its MRV system, it can still benefit from payments under a set of interim indicators that are being used to assess its performance. As an international MRV system with agreed standards is established, it will gradually replace these indicators.³⁵

In the absence of an international REDD+ mechanism (negotiations to create one continue under the United Nations Framework Convention on Climate Change (UNFCCC)), Guyana and Norway are part of a group of countries that launched the REDD+ Partnership at the Oslo Climate and Forest Conference hosted by Norway in May 2010. Representatives from over 50 countries agreed on a framework for the swift implementation of REDD+ measures. Currently the partnership is made up of 72 partner countries and over 100 stakeholder institutions. It serves as an interim platform for "the scaling up of REDD+ actions and finance among partners" while negotiations continue on an international system under the UNFCCC.³⁶ Guyana and Germany were co-chairs of the REDD+ Partnership for the second term of 2011.³⁷

Negotiations are continuing in the UNFCCC to develop a post-2012 climate agreement, which would include a mechanism for REDD+. Until this is reached, there are efforts to mobilise funding for mitigation and adaptation activities in developing countries, including REDD+, through fast-start finance.³⁸ Under the provision for fast-start finance, developed countries will work towards raising up to US\$30 billion in funding over three years from 2010-2012. Almost US\$4 billion of this is pledged to support REDD+.³⁹

Developed countries have also made a longer term commitment to provide US\$100 billion per year by 2020 in climate finance to support actions in developing countries. The Green Climate Fund, which is currently being designed and will be established in addition to existing funds, may make provision for REDD+ financing.⁴⁰ These funds could provide an opportunity for funding for REDD+ activities through a multilateral agency.

3: Lessons learned from Guyana's pursuit of a REDD+ strategy

Guyana and Norway have embarked on an innovative partnership which aims to provide a working national-scale model of how REDD+ can provide an alternative and viable development option. It shows that combating climate change and pursuing a country's right to develop do not need to be conflicting objectives. Lessons can be learned by other forest countries, donors and multilateral institutions from Guyana's experience, which can also inform the UNFCCC negotiations on an international REDD+ regime. This report has identified eight lessons that can be learned from Guyana's experience with REDD+ through its agreement with Norway. These are, in summary:

- A national-scale REDD+ strategy can work
- It is important that REDD+ provides sufficient economic incentives
- Funding for REDD+ can drive low-carbon development
- Stakeholder engagement and participation is key
- The land rights of indigenous people must be formalised and respected
- A REDD+ strategy can be implemented while an MRV system is being developed
- To be effective, REDD+ finance must be accessible, flexible and timely
- Adherence to international safeguards and standards is essential for credibility.

A NATIONAL-SCALE REDD+ STRATEGY CAN WORK

To date, most REDD+ activities have been carried out as pilot schemes or on a small-scale within forest countries. Guyana's experience shows that a national-scale REDD+ initiative can reinforce the protection of the forest in an entire country and not just in one area. Small-scale or pilot REDD+ schemes, can lead to the possibility that while deforestation and forest degradation is halted or slowed in the area REDD+ is focused on, it can continue or even increase in other areas of the country. A national-scale REDD+ initiative can also allow for greater overall GHG emissions reductions as deforestation and forest degradation are reduced in the entire country.

"The time for solely pursuing small-scale projects and isolated pilots is over – we must devise solutions that are national and supra-national in scope. And we must recognise that solutions must ultimately be capable of being integrated within the global financial system, whether through existing carbon trading systems, or parallel vehicles."

- Bharrat Jagdeo, President of Guyana⁴¹

Through its development of a national-scale REDD+ initiative, Guyana will be in a good position to work within and benefit from an international REDD+ regime, once agreed. Both Guyana and Norway have said that they endorse the establishment of an incentive structure under the UNFCCC that reduces deforestation and forest degradation.⁴² The Guyana-Norway Partnership operates in an evolving manner and Guyana is working to build capacity and to put in place appropriate mechanisms that can be used within an international REDD+ regime, for example an MRV system for monitoring performance against emissions targets.

The Guyana-Norway Partnership has created a national-scale model that has the potential to inform other forest and donor countries and also the UNFCCC negotiations. It also shows the potential to accelerate REDD+ implementation at a national level through partnerships with donors in the absence of an international agreement.

A national-scale REDD+ initiative can reinforce the protection of a country's entire forest reserve. It can also enable a country to put in place appropriate mechanisms that can be used within an international REDD+ regime.

IT IS IMPORTANT THAT REDD+ PROVIDES SUFFICIENT ECONOMIC INCENTIVES

REDD+ must provide forest countries with an alternative to the significant and immediate economic gains from traditional, resource-extractive activities such as mining and logging. Sufficient funding from external sources is vital to avoid deforestation and maintain a valuable carbon sink, while also enabling the forest country to achieve its development aspirations.

Guyana is a high forest cover and low deforestation rates (HFLD) country, which means it has retained a high percentage of its original forest cover due to historically low-levels of deforestation. It has been argued that REDD+ arrangements should reward forest countries with historically high-levels of deforestation for reducing those levels and HFLD countries may have seemed to be less of a concern. However, HFLD countries face pressures to deforest to gain income from using their resources to meet the rapidly growing global demand for food and minerals, utilising forested land to support national development and building infrastructure, and it is important that their forest assets are protected. The Guyana-Norway agreement provides a model to help reward HFLD countries by providing results-based payments. These payments are made in return for keeping deforestation below an agreed reference level and for avoiding increased forest degradation. The two Governments have worked to create a detailed methodology to calculate how Guyana will be paid for results achieved.

The Government of Norway has committed to provide financial support to Guyana of up to US\$250 million over five years for keeping deforestation below the agreed reference level. This figure does not add up to the total value of Guyana's forest if it was to be harvested and the land subsequently used, which has been estimated to be US\$580 million a year.¹⁸ However, it has made the forest a valuable long-term economic asset for the country while it is still standing. REDD+ payments may not deliver immediate short-term financial gains equivalent to those that can be derived from timber extraction and post-harvest agriculture. Nevertheless, it does provide longer-term more sustainable finance that could out-last the short-term gains of cutting down forests. Guyana has outlined in its LCDS report that REDD+ payments could provide incentives above the EVN of US\$580 million from 2020 onwards.¹⁷

Guyana has acknowledged that while it aims to move its economy onto a low-deforestation, low-carbon path, its national development requires that it does not stop all economic activities in the forest. The JCN that accompanied the Guyana-Norway MoU takes this into account and states that pending an international REDD+ incentive system, "it would defeat the purpose of making REDD+ an attractive development option for forest countries if this REDD+ agreement meant that no increases at all be allowed in Guyana's historically low deforestation rates".⁴³ Under the JCN, Guyana is allowed to carry out careful, strategic use of limited forest areas for high-value economic activity but would be penalised if there was a rise in deforestation above an agreed level.

Governments face pressure to utilise their national resources for economic development, but there is also pressure internationally to protect rainforests and the challenge is to reconcile these two objectives. The Guyana-Norway Partnership shows that it is possible for forest countries to implement and benefit from REDD+ in the absence of an international framework. Currently there is no trading market for environmental services such as those provided by forests, but in the future carbon markets could provide the financial incentives necessary to make preserving forests a viable development option. In the shorter term, bilateral agreements, like the one between Guyana and Norway, and other non-legally binding agreements such as the Interim REDD+ Partnership could provide some incentives.

REDD+ can provide long-term economic incentives that can outlast the shorter-term benefits of traditional resource-extractive industries. Countries with high forest cover can be provided with economic incentives to maintain their forests as carbon sinks.

FUNDING FOR REDD+ CAN DRIVE LOW-CARBON DEVELOPMENT

In order to address fully the pressures on forests from within a country, REDD+ finance needs to be linked to broader low-carbon development strategies. These strategies need to take into account sectors that are drivers of deforestation such as agriculture and energy. Using REDD+ financing to invest in low-carbon growth can also create new opportunities and employment.

By embarking on a national-scale initiative, Guyana has been able to integrate its REDD+ activities and financing into a national strategy. This allows for REDD+ action and activities to be coordinated across government departments and agencies.

“We believe the only way you can remove long-term pressures from the forest is if you create alternatives for people ... We have outlined what we want to spend the money on, to capitalise on a kind of new economy based on an alternative path to development.”

- Bharrat Jagdeo, President of Guyana⁴⁴

The need to balance economic development with low-carbon development has been central to Guyana’s approach to REDD+. Finance from REDD+ is part of a wider green-growth plan for the country, developed to create an alternative to a high-carbon development path. The MoU signed with Norway ensures that the payments for environmental services received by Guyana will be used in full to support activities and investments within the framework of Guyana’s LCDS.

Using payments for environmental services, Guyana plans to invest in a number of projects and activities including the building of a hydro-electricity plant at Amaila Falls which would provide almost all of the country’s electricity needs with zero carbon emissions. Other priority investments are in improved fibre optic bandwidth and investment in low-carbon sectors such as aquaculture and ecotourism.

In order to fully address all drivers of deforestation, payments for environmental services must be linked to a national strategy for low-carbon development.

STAKEHOLDER ENGAGEMENT AND PARTICIPATION IS KEY

Full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, is included as a safeguard for REDD+ policy approaches in the Cancun Agreements.⁴⁵ The long-term success of a national strategy supported by REDD+ funds depends not just on a bilateral partnership between governments or the agreement of international players, but also on the inclusion and support of the national population. The impacts as well as the benefits of a national REDD+ strategy will affect a number of different groups and sectors within a country so it is vital that they are all fully consulted and engaged throughout the process. A national-scale REDD+ initiative is also more likely to succeed in the longer-term if it has the support of the general population and all major sectors of society; proper consultation and participation are effective ways of garnering this support.

Guyana recognised that the success of its national REDD+ initiative and the LCDS are dependent on broad-based, inclusive domestic support as their implementation will have implications for the people of Guyana as a whole. Financial support from Norway is dependent on Guyana conducting a multi-stakeholder consultation process that enables participation at all stages of the REDD+/LCDS process.⁴⁶

A consultation process was carried out following the launch of the first version of the LCDS. The Government of Norway engaged the International Institute for Environment and Development (IIED) to independently assess and assist the consultation process. The IIED monitoring team tracked the preliminary round of the LCDS consultations and found that the process broadly followed principles derived from international best practice and that it was credible, transparent and inclusive. Their report makes note of both the strengths and weaknesses of the consultation process.⁴⁷ Views opposing and supporting the LCDS have also been carried in the national press where it is regularly commented on.



Members of the North Rupununi District Development Board (NRDDB), an Amerindian community-based NGO in Annai, Guyana. Emily Allicock is at front right

The consultation process has resulted in a good level of awareness of the LCDS among the population in general. The IIED team found that there has been broad-based participation in the consultation process by a majority of stakeholders. There is general support for the principles of the REDD+ agreement with Norway and the overarching aim of the LCDS, but there is not total support of all aspects. The Government of Guyana has acknowledged that while their consultation process has shown a high-level of support for taking the initial steps to engage with REDD+, this support is not unqualified.⁴⁸ The Government has said the LCDS will continue to be subject to a national multi-stakeholder consultation process as planned investments for the period from 2012 to 2015 are designed in more detail.

During the initial consultation process for the LCDS in Guyana, there was a particular focus on Amerindian communities and efforts were made by the Government of Guyana to visit many communities and inform them about the LCDS. However, there have been concerns raised among members of Amerindian communities in Guyana that adequate efforts have not been made to keep them continuously informed of developments relating to REDD+ and the LCDS through regular consultation and access to up-to-date information as well as opportunities to provide feedback.⁴⁹ Most Amerindian communities have only very limited access to national media and the internet and it has been suggested that alternative means should be used to keep them informed.

“There is some confusion over the issues involved in the LCDS and also on climate change. Some communities think that they are going to be forced to stop logging entirely. They need a lot of community capacity building and there needs to be a lot of outreach.”

- Emily Allicock, member of the North Rupununi District Development Board (NRDDB).⁵⁰

A national-scale REDD+ strategy and a move towards a low-carbon economy requires long-term political commitment to be successful and cannot be restricted to electoral terms. To ensure long-term continuing political support, all major political parties need to have the opportunity to be involved in and to be informed about the process.

“We believe that any development policy, programme or strategy that is based on the use of resources coming from REDD+ should be one that involves all sectors of the economy. Therefore our concern is that there has really been very little consultation, particularly with the opposition parties.”

- E.Lance Carberry, Chief Whip of the People’s National Congress (PNC).⁵¹

“Some feel excluded, for example the opposition parties. The Government argue that the LCDS is discussed in parliament so the opposition has the opportunity to debate it there. The visible representation on the MSSC of the political parties in parliament would avoid allegations of politicisation of the process. There needs to be more communication across the political spectrum.”

- Major General Joseph Singh, member of MSSC.⁵²

In Guyana, while the LCDS was tabled twice for discussion in Parliament before adoption and is part of the parliamentary budget debate annually, the main political opposition parties believe they have not been represented adequately in the LCDS consultation process. There is no representative of the main opposition party, the PNC on the MSSC and it has been noted that opposition parties did not engage on the ground with the consultation process for the LCDS.⁵³ According to a representative of the PNC, the party is supportive of the REDD+ partnership with Norway but has some difficulties with the LCDS because they claim there has been little consultation with the opposition parties.⁵¹

A national-scale REDD+ strategy and a move towards a low-carbon economy require the inclusion and support of the national population. Consultation and participation are effective ways of garnering this support and must be continued as an on-going process.

THE LAND RIGHTS OF INDIGENOUS PEOPLE MUST BE FORMALISED AND RESPECTED

There is recognition internationally that indigenous people and local communities, as caretakers and users of forest resources need to be involved in all stages of a REDD+ process. Any decision in relation to forests will have a direct impact on those who depend on it for their livelihood and culture and have ownership claims to the land. There are several international declarations and conventions that recognise the rights of indigenous peoples to the land on which they depend on for their livelihoods and their right to exercise control over their economic development.⁵⁴ The principle of Free, Prior and Informed Consent should be upheld in relation to any action that relates to indigenous communities or the land on which they live or own.⁵⁵

Guyana's LCDS recognises the historic role played by the indigenous communities in protecting and maintaining the country's forests.¹⁷ Amerindians make up 9.1% of Guyana's population and own approximately 14% of the land. In 2006, Guyana enacted the Amerindian Act, which lays out a process for land titling for Amerindian communities. Amerindian communities are the biggest land owners after the state so it is essential they are involved in any action regarding the forest.

Amerindian communities have the right to own their land and communities which have gone through the process of gaining title to their land have the option to opt in or opt out of a REDD+ mechanism. If a community decides to opt in, they will be eligible for a pro-rata share of payments received for environmental services. The Government of Guyana has said that this process will take place in accordance with the principles of Free, Prior and Informed Consent and no deadline has been set for communities to decide whether they will opt in to the REDD+ mechanism.⁵⁶

In Guyana, 96 Amerindian villages now, in September 2011, have titles to their land. A further 11 are eligible for titling and six of these have submitted applications after a resolution was passed by at least two thirds of the adult members of each community requesting this to be done. The opt in process does not deal with the issue of untitled land or communities waiting for decisions on land extensions.⁵⁷ Some groups representing indigenous people have mentioned concerns in relation to decision-making on land titling under the 2006 Amerindian Act. For example, the Act does not specifically say that the Amerindians of Guyana have inherent rights to land and that unless the state grants a title it is considered state land.⁵⁸

In order to determine who will benefit economically from the carbon stored in the forests under REDD+, land tenure must be fully established. Progress has been made for example, land owned by Amerindians has increased from approximately 6% in the early 1990s to 14% in 2011. The Government of Guyana has acknowledged that concerns have been raised that the demarcation process has been slow and intends that US\$6 million from REDD+ funding will be used to further accelerate this land titling process.⁵⁹

The land rights of indigenous people must be acknowledged and formalised to enable them to fully benefit from REDD+ payments.

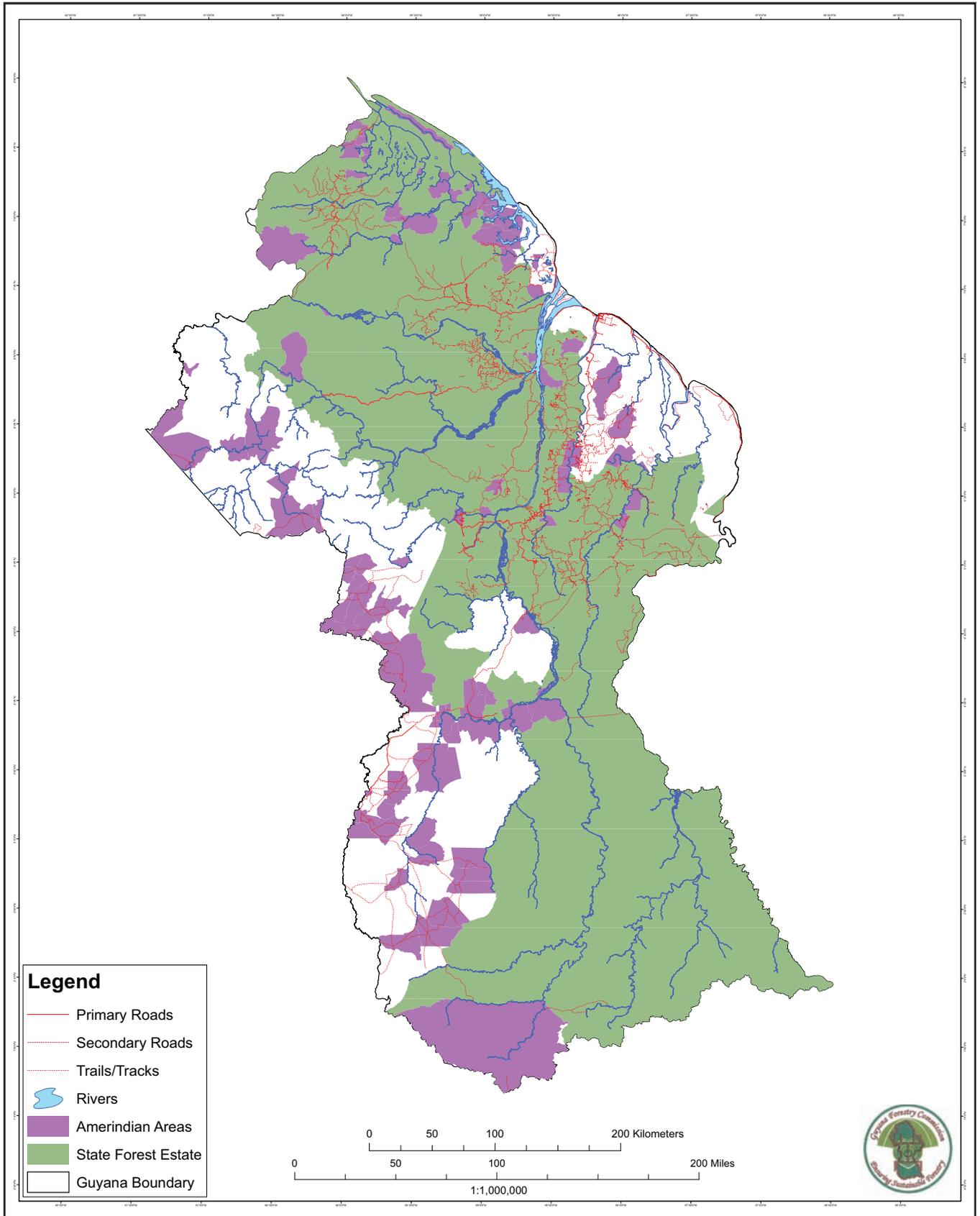


Figure 3

This map shows forest area owned by the state and Amerindian areas and was provided by the Forestry Commission of Guyana, September 2011. It does not include privately owned forest or conservation areas, including the Iwokrama forest reserve.

A REDD+ STRATEGY CAN BE IMPLEMENTED WHILE AN MRV SYSTEM IS BEING DEVELOPED

As payments under REDD+ are on a performance basis, it is essential to develop a baseline against which future emissions reductions can be measured. It is also important to develop an MRV system to ensure that it is up to accepted international standards.

In the absence of UNFCCC reference level methodology, Guyana and Norway have piloted an incentive structure, and when an international regime is in place it will be adjusted accordingly. Currently Guyana and Norway use what is called the "combined reference level" methodology to set a provisional reference level. This is based on the combination of Guyana's mean 2000-2009 deforestation rate and the mean 2005-2009 rate in developing countries with deforestation. The aim is that through this model, incentives can be provided for all categories of forest countries and also ensures that emissions from deforestation and degradation are reduced cumulatively at a global level.

"Guyana developed a roadmap for MRV in 2009 and wants it to be a world-class model... The roadmap shows clearly what we have to do in terms of MRV. Guyana wants to have a national system and any country can use this model."

- James Singh, Commissioner of Forests, Guyana Forestry Commission⁶⁰

Guyana is working to put in place an MRV system for emissions and removals of carbon from its forestry sector that complies with international best practice and standards. To do so, requires increasing capacity and training. While this process is taking place, Guyana still benefits from payments for performance under a set of interim-indicators.⁶¹ As an international system is put in place, it will gradually replace these indicators.

It is possible for forest countries to be paid for environmental services while developing a suitable MRV system and building capacity from within the institutions and structures already in place.

TO BE EFFECTIVE REDD+ FINANCE MUST BE ACCESSIBLE, FLEXIBLE AND TIMELY

REDD+ payments need to adhere to international financial standards but it is also important that the finance can be easily accessed by the forest country. With this in mind, the Guyana-Norway agreement required the establishment of a mechanism to channel finance from Norway to be used to implement Guyana's LCDS, known as the GRIF. The establishment of the GRIF is an effort to create a suitable climate finance mechanism which balances issues of national sovereignty in terms of investment priorities as part of the LCDS while also adhering to international standards of financial, environmental and social safeguards.

Existing models of Official Development Assistance (ODA) financing are not designed for the purpose of payments for environmental services. This is why the GRIF was developed as a new mechanism to manage the payments for environmental services provided by Norway. It is intended that the GRIF could act as a model for REDD+ payments for other forest countries until an international REDD+ finance mechanism is in place. Therefore, Guyana and Norway have stated that the GRIF could evolve to cover all types of climate change mitigation and adaptation funding including, if appropriate, funding received from funds governed by the UNFCCC.

"Whether or not to sell environmental services, such as forest climate services, is a choice that forest communities and countries will make by themselves. If we want them to choose to sell these services, rather than use forested land for any number of other development options, then payments need to be available at the scale required to make this an attractive thing to do. But more than that: payments also need to be accessible via financial intermediation functions that are modern and work. That is not currently the case. Right now, the choice is between payments for things like agriculture – where substantial money is available and accessible, and REDD+ - where for many countries, the money is neither available or accessible. Seeking to change this reality is one of the key objectives of the Guyana-Norway Partnership, which is why the two Governments have stated that existing ODA approaches are not fit-for-purpose."

- Ashni Singh, Minister of Finance, Guyana⁶²

The timeliness of payments for environmental services is also important as if the money does not flow within the expected timeframe, the population in the forest country will begin to lose faith that the projects promised will be delivered. To date, US\$70 million has been disbursed by Norway for Guyana's performance in 2009 and 2010 to the GRIF but two years into the partnership no funds have been transferred to Partner Entities for the implementation of projects in the LCDS.

It has been noted in the *Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Guyana* published by the Norwegian Agency for Development Cooperation (NORAD), that delays in releasing funding has led to antipathy in Guyana in general and that "over optimistic statements by the Government of Guyana on the speed of financing were inappropriate. A more proactive stance by the World Bank and Norway may have helped but the real cause was the unrealistic raising of expectations".⁶³ The Governments of Guyana and Norway continue to work with the World Bank and Partner Entities to find ways of speeding up the disbursement of funds. Timeliness and accessibility of funding are issues for climate finance in general and as a result are major considerations in the design of the Green Climate Fund.

Slow progress in relation to the disbursement of funding puts pressure on a low-income forest country to consider moving back to extractive industries as a means for economic growth. It shows that while it is essential that REDD+ finance adheres to acceptable financial standards, it also must be easily accessible to aid the developmental needs of the forest country. If this does not happen, REDD+ finance will not be a viable and attractive development option.

All parties involved in the GRIF are working together to identify how it can operate in a way to make such payments more efficient and equitable. The GRIF could provide useful lessons for other forest countries and donors wishing to engage with REDD+ and could also inform international discussions on REDD+. It is clear that international institutions need to evolve to ensure that payments can be made expeditiously and that alternative to traditional ODA models need to be developed for payments for environmental services.

While REDD+ payments should adhere to international financial safeguards, it is important that the funds can be accessed by the forest country in a flexible and timely manner.

ADHERENCE TO INTERNATIONAL SAFEGUARDS AND STANDARDS IS ESSENTIAL FOR CREDIBILITY

Just as international institutions need to evolve in relation to payments for environmental services, they also must ensure that the safeguards they identify are realistic, achievable and have appropriate legal and institutional support structures. A number of safeguards, including social and environmental, are outlined in the Cancun Agreements in relation to REDD+.⁴⁰ Safeguards are designed to ensure that REDD+ financing has the desired outcomes and does not lead to any adverse effects such as social inequality or environmental damage.

The Government of Guyana emphasises the need for safeguards to be a core component of REDD+ activities. Outlining a range of safeguards and standards which must be independently verified, gives Guyana's REDD+ efforts credibility internationally. It also gives assurances to Norway that the payments it makes are being directed to the agreed actions and are not causing negative environmental or social impacts. By ensuring that safeguards are central to REDD+ activities, Guyana is improving the long-term sustainability of its' REDD+ strategy and ensuring that it delivers verifiable results in terms of maintaining its low levels of deforestation.

The payments that Guyana receives from Norway are dependent on independently verified progress against four key factors:

- Strategic framework
- Continuous multi-stakeholder consultation process
- Governance
- Rights of indigenous people and other local forest communities as regards REDD+.

Annual independent assessments of progress against the enabling indicators are conducted by neutral expert organisations. For example, for the period up to 20 September 2010, the independent assessment was carried out by Rainforest Alliance in accordance with Norwegian procurement regulations.⁶⁴

For a REDD+ initiative to be have credibility internationally, it must adhere to international social and environmental safeguards.

CONCLUSION

The Guyana-Norway Partnership shows that there are forest countries willing to preserve their forests in order to help fight climate change and there are donor countries willing to partner with them and provide incentives. There are few, if any, examples of an arrangement such as the Guyana-Norway Partnership and it shows that in the absence of an international REDD+ mechanism, incentives for forest protection can be created through bilateral arrangements. While such an agreement is not a substitute for an international arrangement, it can fast-track the implementation of REDD+ activities on a national scale.

The preservation of the world's remaining forest stocks will play a vital role in combating climate change. However, many forest countries are under economic pressure to exploit their valuable natural resources in order to achieve their right to development. REDD+ can provide a way to align the global need for action on climate change with the development needs of forest countries. Providing sufficient levels of funding are made available, in an effective manner, REDD+ could help preserve the world's remaining forest stocks and also enable economic development on a low-carbon path for developing forest countries.



Mining is a major contributor to Guyana's economy but results in deforestation

4: Acronyms

APA	Amerindian People’s Association
CIA	Central Intelligence Agency
CO2	Carbon dioxide
COP	Conference of the Parties
ECLAC	Economic Commission for Latin America and the Caribbean
EVN	Economic Value to the Nation
EVW	Economic Value to the World
G20	Group of Twenty Finance Ministers and Central Bank Governors
GHG	Greenhouse gas
GDP	Gross Domestic Product
GOIP	Guyana Organisation of Indigenous People
GRIF	Guyana REDD+ Investment Fund
FAO	Food and Agriculture Organisation
FCPF	Forest Carbon Partnership Facility
HFLD	High Forest Cover with Low Deforestation
IDB	Inter-American Development Bank
IIC	Iwokrama International Centre
IIED	International Institute for Environment and Development
ILO	International Labour Organisation
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for Conservation of Nature
IWG-IFR	Informal Working Group on Interim Financing for REDD+
JCN	Joint Concept Note
LCDS	Low-Carbon Development Strategy
MoU	Memorandum of Understanding
MRFCJ	Mary Robinson Foundation – Climate Justice
MRV	Monitoring, reporting and verification
MSSC	Multi-Stakeholder Steering Committee
NORAD	Norwegian Agency for Development Cooperation
NRDDB	North Rupununi District Development Board
ODA	Official Development Assistance
PNC	People’s National Congress
REDD	Reducing Emissions from Deforestation and Forest Degradation
REDD+	Reducing Emissions from Deforestation and Forest Degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change

5: Endnotes

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- ¹ Intergovernmental Panel on Climate Change (IPCC) (2007) *Mitigation of Climate Change, Fourth Assessment Report*. Cambridge University Press, Cambridge. Referred to in this report as IPCC Fourth Assessment Report.
- ² Stern, Nicholas (2006) *Stern Review: The Economics of Climate Change*, p. xi. HM Treasury, London. Referred to in this report as Stern Review.
- ³ REDD+ is the acronym used for “reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries”.
- ⁴ Monitoring, reporting and verification of greenhouse gas emissions (GHG)-emission reductions and removals from forests is a requirement for emissions reduction targets set out under the Bali Action Plan, which was adopted at the Thirteenth Conference of the Parties (COP 13) in December 2007.
- ⁵ *Sustaining Forests – A Development Strategy*. (2004) The World Bank, Washington DC.
- ⁶ *Fact Sheet: International Year of Forests 2011: Forests for People*. (2011) United Nations (UN), New York. Available at: http://www.un.org/wcm/webdav/site/visitors/shared/documents/pdfs/FS_2011%20International%20Year%20of%20Forests.pdf (Accessed 1 September 2011)
- ⁷ *The Value of Investing in Locally-controlled Forestry*. (2011) International Union for Conservation of Nature (IUCN), Gland.
- ⁸ IPCC Fourth Assessment Report.
- ⁹ *Global Forest Resources Assessment*. (2010) Food and Agriculture Organisation (FAO), Rome.
- ¹⁰ Stern Review, p. xi.
- ¹¹ Central Intelligence Agency (CIA) The World Factbook <https://www.cia.gov/library/publications/the-world-factbook/index.html> (Accessed 22 September 2011)
- ¹² *Climate Change Profiles in Select Caribbean Countries*. (2010) Economic Commission for Latin America and the Caribbean (ECLAC), Santiago.
- ¹³ Prior to REDD+, the United Nations Framework Convention on Climate Change (UNFCCC) focus was on Reducing Emissions from Deforestation and Forest Degradation (REDD), it was later expanded to include the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries.
- ¹⁴ A description of REDD+ was outlined in the Bali Action plan which was adopted at COP 13 in December 2007.
- ¹⁵ Iwokrama <http://www.iwokrama.org/wp/> (Accessed 31 August 2011)
- ¹⁶ President Jagdeo has been President of the Republic of Guyana (referred to in this report as Guyana) since 1999. His term of office ends late 2011.
- ¹⁷ *A Low-Carbon Development Strategy: Transforming Guyana's Economy While Combating Climate Change*. (2010) Office of the President, Republic of Guyana. Online version. Available at: <http://www.lcds.gov.gy/images/stories/Documents/Low%20Carbon%20Development%20Strategy%20-%20May%202010.pdf> (Accessed 1 September 2011) Referred to in this report as LCDS report.
- ¹⁸ *Creating Incentives to Avoid Deforestation*. (2008) Office of the President, Republic of Guyana.
- ¹⁹ <http://www.rainforestsos.org/prince-of-wales-meeting-on-climate-change/> (Accessed 3 August 2011)
- ²⁰ *Discussion Document* (2009) Informal Working Group on Interim Finance for REDD+ (IWG-IFR), Norway. Available at: [http://www.forestcarbonpartnership.org/fcp/sites/forestcarbonpartnership.org/files/Documents/PDF/Oct2009/Report%20of%20the%20Informal%20Working%20Group%20on%20Interim%20Finance%20for%20REDD%2B%20\(IWG%20IFR\)%20October%202009.pdf](http://www.forestcarbonpartnership.org/fcp/sites/forestcarbonpartnership.org/files/Documents/PDF/Oct2009/Report%20of%20the%20Informal%20Working%20Group%20on%20Interim%20Finance%20for%20REDD%2B%20(IWG%20IFR)%20October%202009.pdf) (Accessed 2 September 2011)
- ²¹ LCDS report, p. 2.
- ²² Jagdeo, Bharrat, President of Guyana (8 June 2009) *Presidential Address at Guyana's Low-Carbon Development Strategy Launch*. Available at: <http://lcds.gov.gy/images/stories/Documents/Presidential%20Address%20at%20Guyana%27s%20%20Low%20Carbon%20Development%20Strategy%20Launch.pdf> (Accessed 28 July 2011)
- ²³ *Independent Review of the Stakeholder Consultation Process for Guyana's Low-Carbon Development Strategy (LCDS)*. (2009) International Institute for Environment and Development (IIED), London. Available at: <http://www.lcds.gov.gy/images/stories/Documents/Review%20of%20Guyana%20LCDS%20Consultation%20Process.pdf> (Accessed 5 August 2011) Referred to in this report as IIED Review.
- ²⁴ Minutes from Multi-Stakeholder Steering Committee (MSSC) meetings available at: <http://lcds.gov.gy/multi-stakeholder-steering-committee.html> (Accessed 5 August 2011)
- ²⁵ Memorandum of Understanding (9 November 2009), p.2. Government of Guyana and Government of Norway. Available at: <http://lcds.gov.gy/images/stories/Documents/MOU.pdf> (Accessed 5 August 2011) Referred to in this report as MoU.
- ²⁶ <http://www.regjeringen.no/nb/dep/md/pressesenter/pressemeldinger/2009/guyana-and-norway-enter-into-partnership.html?id=584989> (Accessed 5 August 2011)
- ²⁷ Joint Concept Note (9 November 2009) Government of Guyana and Government of Norway. Available at: <http://lcds.gov.gy/images/stories/Documents/JCN%20March%2031%2c%202011.pdf> (Accessed 5 August 2011) Referred to in this report as JCN.
- ²⁸ Partner Entities will provide operational services for projects under the LCDS that have been approved by the Steering Committee of the Guyana REDD+ Investment Fund (GRIF).
- ²⁹ More information on GRIF available at: http://siteresources.worldbank.org/CFPEXT/Resources/GRIF_FAQs.pdf (Accessed 5 August 2011)
- ³⁰ Under which indigenous groups could apply for funds for development programmes.
- ³¹ In setting a historical baseline for Guyana's forests under the partnership with Norway the mean value for the 2000-2009 period, 0.03%, is used. In order to enhance information on Guyana's historical deforestation rates, an analysis of forest area change from 1990 to September 2009 was undertaken using satellite data. The “global average deforestation rate” was 0.52%. Therefore the reference level for Guyana is 0.275%, which is the mean value of these two figures.
- ³² For more detail on how the reference level was reached, see JCN, p.5.
- ³³ LCDS report, p. 120.
- ³⁴ IPCC <http://www.ipcc-nggip.iges.or.jp/public/2006gl/index.html> (Accessed 1 September 2011)
- ³⁵ JCN, p. 8.
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- ³⁶ REDD+ Partnership <http://reddpluspartnership.org/en/> (Accessed 3 August 2011)
- ³⁷ The REDD+ Partnership is co-chaired by one developing and one developed country for terms of 6 months. Previous co-chairs have included Japan and Papua New Guinea and Brazil and France.
- ³⁸ Countries pledged to provide new and additional funding during COP 15 in December 2009. The collective commitment has come to be known as Fast-Start Finance. More information available at: http://unfccc.int/cooperation_support/financial_mechanism/fast_start_finance/items/5646.php (Accessed 12 September 2011)
- ³⁹ *REDD+ Partnership* (2010) REDD+ Partnership, Washington/ Geneva. Available at: <http://www.oslocfc2010.no/pop.cfm?FuseAction=Doc&pAction=View&pDocumentId=25019> (Accessed 2 September 2011). See also REDD+ Partnership Database which shows difference between funds pledged and received: <http://reddplusdatabase.org/> (Accessed 2 September 2011)
- ⁴⁰ *Report of the Conference of the Parties on its sixteenth session, held in Cancun from 29 November to 10 December 2010* (2010) UNFCCC, Bonn. Available at: <http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf> (Accessed 22 September 2011)
- ⁴¹ Jagdeo, Bharrat, President of Guyana (15 October 2007) *Commonwealth Finance Ministers Meeting Opening Address*. Available at: <http://www.op.gov.gy/speeches/CFMM2007.html> (Accessed 1 September 2011)
- ⁴² JCN, p 4.
- ⁴³ JCN, p. 9.
- ⁴⁴ Interview with Jagdeo, Bharrat, President of Guyana. Georgetown, Guyana, 26 June 2011.
- ⁴⁵ The Cancun Agreements were reached at COP 16 in December 2010.
- ⁴⁶ JCN, p 4.
- ⁴⁷ IIED Review.
- ⁴⁸ LCDS report, p 46.
- ⁴⁹ Interviews with members of indigenous communities. Annai and Surama, Guyana, 4-6 July 2011.
- ⁵⁰ Interview with members of the North Rupununi District Development Board (NRDDDB). Annai, Guyana, 6 July 2011.
- ⁵¹ Interview with Carberry, E. Lance. Chief Whip of the People's National Congress (PNC). Georgetown, Guyana, 8 July 2011.
- ⁵² Interview with Singh, Major General Joseph. Georgetown, Guyana, 23 June 2011. Major General Joseph Singh is the Chairman of the Board of the Guyana Geology and Mines Commission. He also sits on the MSSC in an independent capacity.
- ⁵³ IIED Review.
- ⁵⁴ *The UN Declaration on the Rights of Indigenous People* (2007) and the International Labour Organisation (ILO) C169 *Indigenous and Tribal Peoples Convention* (1989), for example.
- ⁵⁵ The principle of Free, Prior and Informed Consent is recognised under the UN Declaration on the Rights of Indigenous Peoples and the Inter-American Declaration on the Rights of Indigenous Peoples.
- ⁵⁶ LCDS report, p. 5.
- ⁵⁷ Eight villages have received approval for extension and 27 await processing for extension. See LCDS report, p. 35.
- ⁵⁸ Interviews carried out with representatives of the Guyana Organisation of Indigenous People (GOIP) and the Amerindian People's Association (APA). Georgetown, Guyana, 8 July 2011.
- ⁵⁹ LCDS report, p. 53.
- ⁶⁰ Interview with Singh, James, Commissioner of Forests, Guyana Forestry Commission. Georgetown, Guyana, 22 June 2011.
- ⁶¹ JCN, p.8.
- ⁶² Interview with Singh, Ashni, Minister for Finance, Guyana. Georgetown, Guyana, 24 June 2011.
- ⁶³ *Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Guyana*, p. xv. (2010). Norwegian Agency for Development Cooperation (NORAD), Oslo. Available at: www.norad.no/en/_attachment/333471/binary/180407?download=true. (Accessed 12 August 2011)
- ⁶⁴ *Verification of Progress Related to Enabling Activities for the Guyana-Norway REDD+ Agreement*. (2010) Rainforest Alliance, Richmond.
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