

CONCEPTUAL FRAMEWORK on PROCESS for the Multi-Stakeholder Consultations on Guyana's Low Carbon Development Strategy (LCDS)

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

Introduction and Background Information

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

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

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

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

The Economist (in one of its December 2008 editions) also carried a feature on it

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

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

As part of the partnership between Norway and Guyana on REDD, and in response to the request of President Jagdeo for independent monitoring of the stakeholder consultation process in Guyana to

ensure it complies with international standards, the Government of Norway engaged the International Institute for Environment and Development (IIED) to provide advice to assist the consultation process.

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

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

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

Constitutional Principles & Mechanisms for Stakeholder Consultations on LCDS

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

Article 13

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

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

Article 149 G: Indigenous Peoples Rights

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

Article 149 J: The Environment

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

Article 154 A: Protection of Human Rights

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

Approach

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

Initial dissemination/ introduction of the LCDS draft document has been organised by the Climate Change Secretariat within the Office of the President through a national launch and a series of sub-national

dissemination events/consultations. The preliminary stakeholder feedback, criticisms and recommendations from these out-reach and information-sharing sessions will be utilised to improve and steer the process forward.

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

Finding Common Ground: Allowing for Divergent Views

The objective is to encourage local and national conversations and sharing of opinions and positions in an attempt to find common ground for optimal proposals and solutions for a low carbon development strategy that will to grow our economy, wisely utilise and manage our natural and human resources and support partnerships and initiatives that are committed to provide revenues to keep our forests standing and intact. The viability of Guyana's model will be articulated within the global REDD framework and serve as a demonstration and working model of a holistic approach to the issue of climate change

The consultative process is scheduled to be conducted over a three month period (June – August 2009, or, more correctly - June 8th - September 8th – if we use the LCDS Launch date as the start of the national review process of the draft.) The national multi-stakeholder review of the LCDS draft document is intended to allow input, feedback and participation by Guyanese in contributing to an iterated, revised LCDS document.

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

The process aims to encourage and facilitate broad-based and open discussions, local and national conversations and sharing of opinions, positions and perspectives between and among stakeholder groups.

Rather than be prescriptive, however, the process encourages self-mobilisation by stakeholders, so that the choice of how to participate and provide input and feedback – and at what level – will be quite free and varied. It is anticipated that participation and feedback will be at individual, village, community, district, sub-national, national and sector specific levels. Views from the wider Guyanese diaspora will also be welcomed and noted.

Since a healthy, inclusive and transparent stakeholder consultation is envisaged, it is anticipated that this process will give rise to divergent views and permit the airing of concerns and criticisms. Facilitating the wider process using independent, professional and/or trained and experienced facilitators and moderators is an option for prioritizing outcomes.

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

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

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

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

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

Key Stakeholder Groups Participation and Consultation Mechanisms

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

The key stakeholder groups identified are within the concept of Major groups as defined by Agenda 21

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

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

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

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

Making a formal submission on the LCDS

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

LCDS Multi-stakeholder Steering Committee (MSC)

Office of Climate Change

Shiv Chanderpaul Drive,

Georgetown

GUYANA

Email: info@lcds.gov.gy

Tel: (592) - 223 5205 /

Web Site: www.lcnds.gov.gy

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

Indigenous Peoples' Participation

Guyana's Indigenous Peoples have jurisdiction over the forests in all their own titled lands which are legally held by them under the Amerindian Act. The Government of Guyana has jurisdiction over state forests and other state lands and can therefore only commit such forests and lands to the LCDS.

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

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

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

The option to add their forests is open ended and Amerindian communities can enter into the LCDS arrangements as they see fit now or in the future.

If an Amerindian community decides to "opt in", then specific consultations will be held directly with that community.

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

The President has made it clear during Stakeholder briefings prior to the Official Launch of the LCDS draft scheduled for June 8, that any revenues which are forthcoming to Indigenous peoples who “opt in” and who pledge their forests for trade in the carbon market will be held by the Indigenous peoples themselves whose forests are pledged. In this regard, there is no indication that the State will have any control over such revenues for forests under Amerindian Village jurisdiction. However, so that all Amerindians may stand to benefit from the LCDS, including those whose lands do not contain forests, included in the LCDS draft is a recommendation to establish an Amerindian Development Fund into which these revenues will be placed. Possibly, such a Fund may be managed by the National Toshias Council, with some level of oversight by the Indigenous Peoples’ Constitutional Commission (IPC) and the Ministry of Amerindian Affairs as defined in the Act. Other recommendations and proposals by Amerindians will be put forward during the stakeholder consultations and these will help decide and define the most appropriate financial mechanisms to be established.

The results of these consultations will be afforded full dissemination.

The LCDS and the R-Plan

The LCDS is intended to serve as the overarching economic strategy for Guyana to pursue a low carbon development path. It is envisioned that the R-Plan referred to in Section 6 of the LCDS will be subsumed into the strategy.

There is recognition there is variable understanding and knowledge by many stakeholders of climate change and the various REDD initiatives currently being undertaken in Guyana.

In order to mitigate this lack of clarity publications including ‘The Little REDD Book,’ will be posted on the LCDS Website for general dissemination and information-sharing. Every effort will therefore be made prior and during the consultations to disseminate information for deepening Guyanese citizens’ education and understanding of the unfolding global REDD framework and to bring into clear focus the Guyana LCDS initiative in particular so as to indicate where the LCDS extends the current parameters of the REDD framework and where Guyana stands to benefit from this.

Standards and Protocols for the LCDS Stakeholder Consultations

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

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

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

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

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

The following broad principles will inform the process of consultation:-

The Nine Guiding Principles for Stakeholder Dialogue

- *Transparency* –
 - Stakeholder consultations will be held openly and organised as far as possible by the stakeholder groups themselves.
 - Opportunity will be provided by stakeholders to meaningfully consult with the relevant parties with actual decision-making power at levels of the State as well as with other stakeholder groups.
 - Consensus opinion and / or dissent, support for and buy in to the LCDS, divergent views and criticisms – all will be freely given, documented and made public for the record, so as to ensure stakeholders views are counted and can contribute meaningfully to healthy debate, discussion and stakeholder participation without fear or favour.
- *Inclusivity* –
 - Effort will be made to engage all relevant stakeholders and citizens generally, in such a way as does not obviously favour more powerful or vocal groups.
 - The right of any group or citizen to engage or not engage the process, if they so choose will be recognised.
 - Care will be given to enable and ensure less resourced and less visible organizations to participate in the consultation process through public information, targeted advocacy and other means.
- *Information* –
 - Information will be prepared and will be disseminated and reasonable time allowed for stakeholders to make an informed decision
 - Effort will be made to make the content of the LCDS draft document explicit and available in a timely manner to key stakeholders during the initial review process June - August 2009 - and on a continuing basis after that for further stakeholder review and input as necessary.
 - The LCDS draft will be made available to all identified stakeholders and the wider public through a number of information-sharing mechanisms including a website. All inputs will be posted on this website in a timely and accessible manner to enable continuous review of the results of consultations, comments and other inputs in order to strengthen the participatory process and to engender a flow of information to the wider public and to encourage feed back.
- *Timeliness* –
 - Stakeholders will be informed of the consultation process with enough anticipation and timeliness to ensure: (i) views can be aired within stakeholder groups (ii) informed inputs (either consensus or an agreement to disagree) can be prepared by those stakeholder groups, and (iii) informed inputs can really shape the trajectory of the process, rather than merely endorsing decisions that have already been taken or in which only minor adjustments are possible.
- *Representation* –
 - The coordinators of the consultation process will strive to ensure that the way in which individuals are grouped as ‘stakeholders’ and represented in the consultation processes has legitimacy and acceptance on their own terms.
- *Flexibility* –
 - Methods of engagement will be discussed with stakeholder groups in advance and will be flexible in the face of unforeseen circumstances or disputes.
- *Clarity* –
 - The roles of expert resource persons such as, monitors, advisers, technical assistance providers, facilitators as well as stakeholder representatives and other decision-makers will be differentiated and it will be clear who they are working for and what their respective roles and responsibilities are.
- *Accountability* –
 - A commitment is made to accurately capture stakeholders’ views, clearly acknowledge them, factor them into decision-making and ensure that they are taken into account in

such a manner that their acceptance or rejection in the outcome is evident. (Recognising that - where divergent views are expressed there are reasonable and transparent statutory, economic, social or environmental grounds for preferring one alternative to another.)

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

Independent monitoring against these nine criteria will be carried out by an independent team led by IIED (see Annex 1)

Multi-stakeholder Steering Committee (MSC)

The consultations are being coordinated by the Office of Climate Change at the Office of the President. In order to ensure transparency and provide support to the Office of the President in reviewing submissions from different stakeholder groups, a broad based Multi-stakeholder Steering Committee (MSC) has been established that will meet on a weekly basis throughout the consultative period to review both the consultation process itself and the submissions arising from stakeholder groups and consultations.

Decisions and reports of this body will be made public on a bulletin board of the website, the Steering Committee may respond to requests by stakeholders to meet with them and or to accept submissions.

The composition of the MSC is as below:

Members from:

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

Invitations have been extended to the following organizations:

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

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

Resource Persons & Technical Assistants

The Office of the President will provide resource persons and technical assistants and advisors who are familiar with the contents of the LCDS to support the reviews and discussions on the LCDS draft.

Such resource persons and technical assistants /advisors may be drawn from government officials as well as civil society experts who are equipped and competent to assist stakeholders with providing information and explanation of the tenets of the LCDS.

Stakeholders are also free to bring on board for their own benefit other technical and expert advisors and to recommend these to the Multi-stakeholder steering committee (MSC)

Facilitators

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

Rapporteurs

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

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

Drafting Committee for revised LCDS

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

Scope and Reach of National Consultations

Table 1 - Process outline for multi-stakeholder consultations

MULTI-STAKEHOLDER CONSULTATION PROCESS (1 of 2)				
ACTIVITY	DETAILS	TOOLS	TEAM	TIME
1. Distribute draft LCDS to key entities	Draft version of LCDS sent to Government Agencies and select NGOs for quality review prior to full consultation and initial feedback on consultation process	Electronic and hard copies of draft LCDS,	OP,	April 27 – May 28
2. Informal working group meetings to discuss content and consultation process	Initial feedback sessions with IIED team; Indigenous NGOs and other key stakeholders to discuss consultation process	Draft LCDS hard copy, Question and Answer (Q&A) booklet draft and informal discussion	OP, IIED,	May – June
3. Development of draft Multi-	Considerations of IIED, developed into plan (this	Draft LCDS section 6, IIED submission	OP, IIED	May 25 – June 5

stakeholder Consultation Plan	document)			
4. National launch event with initial feedback on stakeholder groups and process	Guyana International Convention Centre with Govt., NGOs, Private Sector (Forestry and Mining), Labour, Indigenous Representatives. Break out sessions to review stakeholder groups and process (plus major immediate issues on content)	Draft LCDS LCDS PowerPoint, draft Multi-stakeholder Consultation Plan, Facilitated discussion	OP + Govt. Agencies, IIED, I-NGOs	June 8
5. Establishment and Approval of multi-stakeholder steering committee (MSC)	Meeting with key stakeholder representatives to invite them to participate	Draft LCDS, One page brief on responsibilities of the steering committee	OP, IIED	May 28 – June 26
6. Development with the steering committee of an elaborated consultation timetable (Times and places)	First meeting of the Multi-stakeholder Steering Committee (MSC) Georgetown	Agenda that includes specific discussions of time, place, facilitation team for sub-national consultations	OP, MCS	Between June 8- June 26
7. Revision of Multi-stakeholder consultation plan	Concerns of MSC taken into account in revised draft of this document	Revised Multi-stakeholder consultation plan	OP, MSC	By June 26
8. Regular weekly MSC meeting	Weekly MSC meetings (Georgetown) but with close interaction with stakeholder groups nation wide	Weekly updates from OP and stakeholder representatives	OP, MSC	Between June 8 – August 31
9. Country wide awareness campaign	Awareness raising using the media	Radio, Television, Newspaper, Websites, electronic copies widely shared	OP and Govt. Agencies	From 8 June and ongoing
10. Identification of sub-national consultation facilitators	Engagement by OP with stakeholder groups and independent facilitators to manage the consultations	OP contacts	OP and Govt. Agencies	June 8 – 30
11. Preparation for sub-national consultations	Logistics, materials, orientation for facilitators	Draft LCDS, LCDS PowerPoint,	OP, MSC, Indigenous NGOs	June 15-26
12. Translation of texts and concepts into indigenous presentations	Indigenous representatives	Draft LCDS, PowerPoint and indigenous presentations	Indigenous representatives	June 15 – July 3
13. Initial round of sub-national consultations	Regions 1, 7, 8, 9, 10 plus Essequibo, Berbice and private sector, labour and NGO meetings	Draft LCDS, PowerPoint, indigenous presentations	OP, chosen facilitators, indigenous representatives	July 20 onwards
14. Formal submissions to OP on LCDS	Written submissions by letter or email to OP by stakeholder groups	Written submissions	Stakeholder representatives	June 8 – 8 September
15. Mid-term independent review of multi-stakeholder	Selected subset of stakeholder group consultation process participants	Facilitated discussion based on review framework (see below)	IIED	Beginning of August

consultation process				
16. MCS meeting to discuss independent review	MCS meeting specific to independent review	Written report from IIED	OP, MSC, IIED	Mid August
17. Corrective actions as necessary based on independent review	Further process in Regions 1, 7, 8, 9, 10 plus Essequibo, Berbice and private sector, labour and NGO meetings as necessary	Draft LCDS, PowerPoint, indigenous presentations	OP, MSC, chosen facilitators, indigenous representatives	August 10 – 8 September
18. Compilation of submissions	Increasingly content based discussions of MSC based around submissions	Written submissions	OP, MSC	July – 8 September
19. Redrafting of LCDS in the light of submissions	Drafting team with oversight of MSC	Revised LCDS	OP, but with MSC oversight	Sept 8 onward
20. Circulation of revised LCDS	Revised version of LCDS sent to MSC representatives of stakeholder groups, Government Agencies and select NGOs for quality review prior to publication and distribution	Revised LCDS document	OP, MSC, Govt. Agencies, NGOs	Late September
21. Publication and distribution of revised LCDS	Electronic and printed versions produced	Revised LCDS, with formal press release	OP and Govt. Agencies	Late September
22. Specific plan for follow-up activities and implementation prepared and shared with all stakeholder groups	Implementation plan developed and communicated to all stakeholders	Implementation plan, television, newspaper and radio media briefings	OP and Govt. Agencies	From late September
23. Further consultations as necessary	Open invitation for further submissions from indigenous groups and others as necessary	Revised LCDS, written submissions	OP	Continuous
24. Commitment to revise LCDS into second and third versions as necessary over time	Periodic (e.g. annual) review of need to update and refine LCDS based on internal and external funding partner developments	LCDS document	OP	Continuous

Glossary:

IIED – International Institute for Environment and Development (IIED) – www.iied.org

I-NGOs – International Non-Governmental Organisations

LCDS – Low Carbon Development Strategy

MSC – Multi-stakeholder Steering Committee

OP - Office of the President

Parliament

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

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

Timeframe and Process for Stakeholder Feedback for Updating of LCDS Draft

An updated version of the LCDS will be prepared and readied for dissemination / publication by the end of first week of September. This will incorporate consensus positions arrived at for inclusion in the LCDS derived from stakeholder feedback and inputs.

Independent Monitoring of the Multi-stakeholder Consultation Process of the LCDS

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

In preparing this Framework the Government of Guyana and the Multi-Stakeholder Steering Committee took into account the lessons outlined in Annex1.

Annex 1. International lessons on Multi-stakeholder Consultations – excerpts of the submission prepared by IIED

Advantages and disadvantages of multi-stakeholder consultations

Multi-stakeholder consultations have long been promoted as a way of generating better outcomes¹. In taking decisions that affect many different people there is usually a need for both expert input and multi-stakeholder consultation. Expert input is most necessary when the broad state of knowledge is poor. Multi-stakeholder consultation is most needed when the impacts are large and there are big differences of opinion (and differential impacts) about possible courses of action (e.g. when a lot of money is at stake). For complex issues such as REDD and specifically the Low Carbon Development Strategy (LCDS) proposed by the Guyanese government there is almost certainly a need for both.

Multi-stakeholder consultations are particularly important when:

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

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

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

The main disadvantages of multi-stakeholder consultations are:

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

Necessary pre-conditions

Despite widespread recognition of the importance of participation in the development of new courses of action, there are still widespread failures of participation which can be traced to two main factors²:

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

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

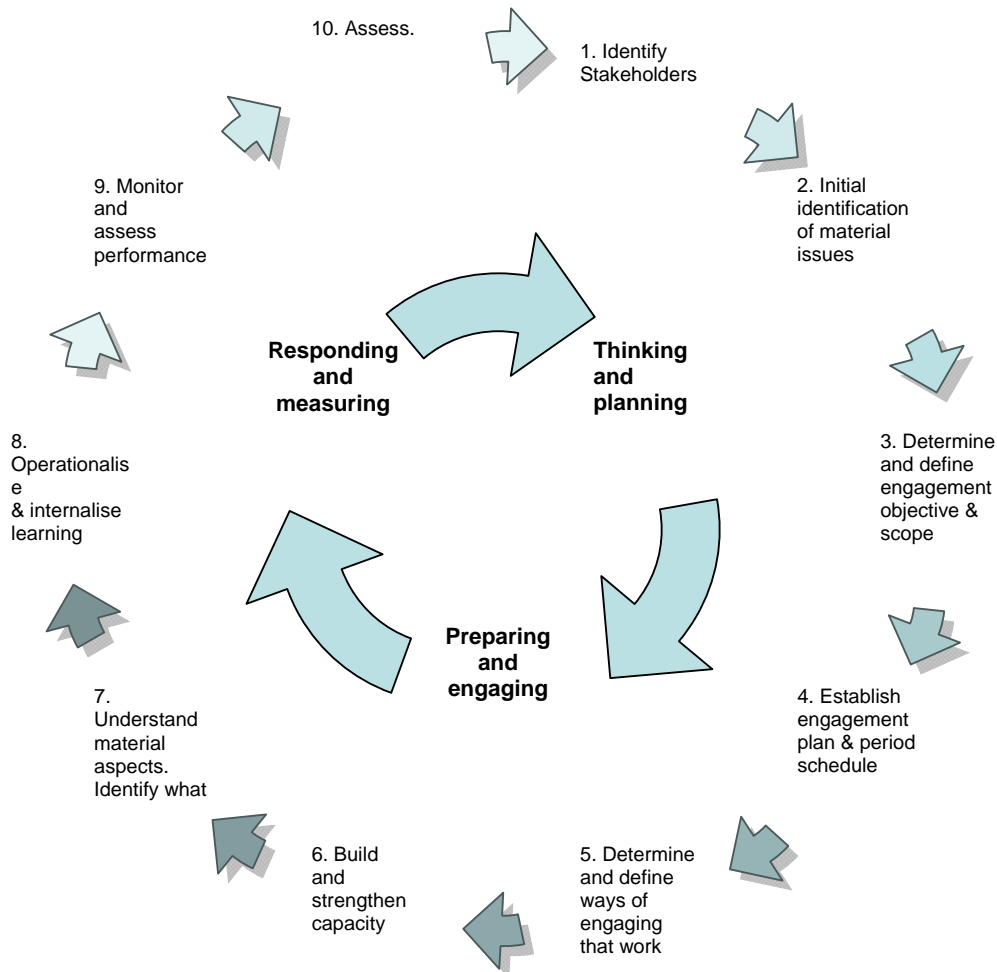
- Countervailing forces in decision-making – such as the setting up of multi-stakeholder decision-making panels that help to reduce the power of the driver of the process.
- Long time horizons – stakeholder groups must be given time, space and resources to meaningfully consider what is being proposed and come with an agreed position on that proposal.

¹ Ramirez, 2001

² Wakeford and Singh, 2008

- Reflective practice – i.e. never seeing outcomes as set in stone, but rather, seeing them as part of a continuous cycle of (1) Analysis; (2) Policy formulation and planning; (3) implementation (4) Monitoring and evaluation ...followed by more analysis, policy formulation and planning, implementation³. It is not unusual for there to be flaws in the policy cycle and progress relies on windows of change.

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



³ O' Hara, 2009

Important forest sector precedents and known ingredients for success


The employment of multi-stakeholder processes is becoming routine in a number of international forestry initiatives, most notably in National Forest Programme (NFP) processes which now cover more than 130 countries and in the negotiation of Forest Law Enforcement, Governance and Trade (FLEGT) Voluntary Partnership Agreements (VPAs) which are emerging in at least 10 countries (although only really developed for one or two leading nations). Established guidance is now emerging from each of these international initiatives that should provide a firm foundation for similar multi-stakeholder consultations surrounding REDD.

Lessons from multi-stakeholder consultation in nfp processes

National Forest Programmes (nfps) exist in many shapes and sizes. Many are driven organically from stakeholder interest. The Food and Agriculture of the United Nations hosts the National Forest Programme (NFP_ Facility which has played a particularly valuable role in pursuing nfps. From the FAO facilitated nfp processes, there is now a toolbox of methods for enhancing stakeholder participation in national forest programmes⁴. An overarching lesson is that participation and rigid blue print planning have proven to be incompatible. Again and again, the participation of stakeholders in NFP processes has brought new ideas and directions which require a high degree of responsiveness. It is no coincidence that NFPs have a principle that states that they are an iterative process as meaningful participation requires it.

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

Table 2. The spectrum of participation

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

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

- **OWNERSHIP** – Without widespread ownership of *who the key stakeholder groups are* there is a real risk that the legitimacy of the whole process will be undermined. A tool to discuss who should be consulted is shown in O'Hara, 2009.
- In designing consultation processes it is important to ensure that participants are chosen such that they truly represent the views of the majority of their stakeholder group and not only present their personal views.
- Language, seating arrangements, time control are important factors to consider when levelling the playing field in multi-stakeholder consultations. They are just as important to consider as methods of facilitation to use. Conventional seating arrangements with high tables etc. often conspire against participation of less powerful groups whereas circles of chairs with no tables in front help encourage it.
- It is critical that all concerned have a clear understanding of the timing and process by which consultation are to take place.
- **LISTENING**. A good general principal is that all stakeholder groups (not just government), including villagers, should have equal opportunity to present their proposals without interruption from the outset and the justifications behind them. This requires advance notice and background materials – so that these groups have time to formulate their own proposals!

⁴ O'Hara, 2009

- Using cards to collect feedback can be better than plenary discussion which is often dominated by a few powerful voices.
- **DEBATING.** Active debate should be encouraged! A “fishbowl” debate – so called because of its shape, an outer ring of chairs, the bowl with the “fish” in the middle – is a good way of providing space for all groups to state their positions and to justify them⁵.
- Try to avoid decision making in plenary that might intimidate less powerful stakeholder groups. After any debate it can be useful to gauge opinion using a secret ballot with different-coloured voting slips for each stakeholder group can be held on the position statements and results be displayed for discussion. It is then easy to identify which points are close to consensus, and which are so divergent that they can only end in “agreeing to disagree”.
- **COMPROMISING.** Perhaps the most contentious part in any consultation process is the struggle to find compromise and to develop and agree to joint recommendations for tackling issues of divergence in a constructive way – and to develop associated action plans and toolboxes.
- It is quite acceptable for a consultation to conclude with agreement on some issues, compromise on others whilst on others stakeholders agreed to disagree for the meantime but take the issues forward into future cycles of consultation.
- An important outcome of many of these processes (as stated by participants in NFP processes) includes better understanding among stakeholders, more trust and increased empathy.

Lessons from Multi-stakeholder processes in FLEGT VPA negotiations

Multi-stakeholder VPA negotiations are now a central part of FLEGT processes. The most advanced country in terms of these negotiations is Ghana (which has just signed the VPA agreement with the EU. The Ghana multi-stakeholder consultations have been widely praised as an excellent example of consensus building about difficult policy issues (although it was not without its flaws – a function of the real political will, time and resources available)⁶. A number of lessons have been learned by the multi-stakeholder negotiation team (drawn from the secretariat for the formal VPA process on the Ghana side and comprised of both government, NGO and industry representatives that negotiated the binding trade agreement with the European Community). These have been presented at illegal logging meetings in Chatham House. A summary of the main lessons follows below⁷:

- Getting consensus has involved opening up of both the VPA system and institutional design to a broad range of actors – which has involved multi-stakeholder participation throughout (and still ongoing as implementation occurs).
- The process of multi-stakeholder consultation required careful management in a give and take atmosphere, where trust slowly build between the government and other stakeholder groups
- Reaching multi-stakeholder consensus was possible because of:
 - A clear vision collectively evolved and was owned by all actors
 - Key stakeholders were engaged early in the process and sat on the actual decision-making bodies (e.g. the VPA steering committee and the Ghana negotiating team)
 - The contribution of various actors in the process was recognised, taken on board, discussed and clearly seen to inform outcomes
 - Time was taken to study and understand the networks within the different stakeholder constituencies and to allow them to agree a position to bring to the negotiating table
- A neutral and level decision-making platform was an essential part of the interaction/dialogue between the actors – in this case a VPA steering committee that included members of all the main stakeholder groups (not government alone).
- Provision of regular updates on the status of the process helped the stakeholder groups to inform their inputs – e.g. briefing papers
- It was necessary to engage the stakeholder groups *regularly* and commit resources to this
- Technical working groups / Think-tanks proved useful to draw out and consolidate technical issues and concerns across stakeholder groups that could then make it easier for people to come to the table with a well-thought out position
- Definition of clear road map with key milestones early in the process was critical in inspiring confidence. The map was flexible and was amended/updated as the process unfolded
- Exchange of views with partner countries (who were also engaged in a VPA process) was useful to see how processes were evolving elsewhere – for example, Ghana’s early interaction with

⁵ O’ Hara, 2009

⁶ Macqueen, 2009

⁷ Beeko, 2009

(visit to) Malaysia was useful. More formal arrangement/discussions among prospective partner countries would have been useful – but it is not too late!

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