

RRI Latin America 2011 – 2012 Work-Plan Summary

I. Regional Overview

Dates of planning meetings in 2010:

September 9-10, 2010: Managua, Nicaragua
September 18-19, 2010: Santa Cruz, Bolivia

September 13-14, 2010: Antigua, Guatemala
October 18-20, 2010: Bogotá, Colombia

	Strategic outcomes	Outcomes	Partners/Collaborators
Region	<p>By 2012</p> <ul style="list-style-type: none"> Key indigenous organizations, peasants, traditional communities and other forest dwellers have strengthened their capacity to administer, control, and defend their territories. Key territorial organizations (indigenous, afro-descendants, extractivists) and allies build capacity to strategically influence relevant national and regional decision-making spheres. National REDD and REDD+ plans in the region have incorporated the issues of rights and community forestry. 	<p>In 2011:</p> <ul style="list-style-type: none"> The agenda for strengthening territorial governance is articulated as a key theme in the assertion of rights of territorial organizations in key reform countries. Strategies are developed to influence the relevant regional decision-making bodies (based on themes of priority for RRI and Partners and Collaborators). Policies at the national and regional level are aware of and begin to respond to key governance themes at the territorial level. Relevant national representative territorial organizations are prepared to participate and influence REDD and REDD+ processes. 	<p>Partners:</p> <p>IC ACICAFOC FOREST TRENDS FPP</p>
<i>Tier 1</i>			
T1 Country Guatemala	<p>By 2012:</p> <ul style="list-style-type: none"> Advance and improve forest tenure security in the community concessions in the Mayan Biosphere Reserve (MBR), and in newly recognized communal lands. The National Alliance for Community Forestry is strengthened and consolidated as the principal interlocutor of the government. Policies regarding communal lands are defined within the government agencies whose mandate includes consolidating community rights. A new community tenure model is positioned in the multiple use zone (MUZ) and the MBR (within ACOFOP's area of influence). 	<p>In 2011:</p> <ul style="list-style-type: none"> Communities in the MUZ-MBR defend their collective rights at different levels of decision making. Government budgets and support for environmental protection is increased and reoriented toward indigenous and <i>campesino</i> organizations. Communities are trained and informed for engagement in the process of National Registry of Cadastral Information (RIC) for communal lands, their demands included in the cadastral process. Three case studies are used by Collaborators to present proposals for the consolidation of collective rights to communal lands and to influence relevant institutions. 	<p>Collaborators:</p> <p>ACOFOP CEIDEPAZ CEIBA UTZ CHE PERT</p>
T1 Country Bolivia	<p>By 2012:</p> <ul style="list-style-type: none"> Community-based forest management positioned as a fundamental component of the of national forest policy and promoted as integral form of sustainable management of natural resources. Tenure rights of lowland community-based organizations and indigenous territories are consolidated and expanded. Structures of territorial governance, autonomy and management of natural resources 	<p>In 2011:</p> <ul style="list-style-type: none"> Indigenous organizations formulate their advocacy agenda based on the analysis of the current legislative process and its impacts on territorial governance. Lowland indigenous and <i>campesino</i> organizations strengthen their capacity to influence on public policies and standards (at the national, municipal and territorial level) related to use of forests. RRI Collaborators and key individuals gain a better understanding of climate change and REDD mechanism and the impacts on forest-dwellers rights. 	<p>Partner:</p> <p>IC</p> <p>Collaborators:</p> <p>CEDLA CEJIS IPHAE CIFOR LIDEMA</p>

	<p>are strengthened and vibrant in 3-5 large Communal Lands of Origin (TCOs).</p> <ul style="list-style-type: none"> Community self-regulation system is adjusted and incorporated into the national regulatory frameworks on natural resource management 		
<i>Tier 2</i>			
<p>T2 Country Nicaragua</p>	<p>By 2012:</p> <ul style="list-style-type: none"> The indigenous territorial organizations in the newly titled lands have increased their governance and decision-making capacity on issues related to natural resource management. 	<p>In 2011:</p> <ul style="list-style-type: none"> Seminar-trained participants from the newly titled territories position at least three key themes of territorial management in the regional public debates on territorial governance. Territorial level governance debates favor the positioning of indigenous peoples with respect to the themes of territorial and natural resource management. Gender perspective is better positioned in the training course and in the discussions about governance and decision-making at the territorial level. Contribute to the understanding of how internal and external forces (economic and political) influence the process of construction of the new territorially based political system (especially those that have to do with natural resource governance). 	<p>Partner: PRISMA</p> <p>Collaborators: NITLAPAN URACCAN CADPI CIFOR</p>

Overall budget requested for 2011(Priority 1 and 2): \$679,000

Planning Teams

2.1 Regional Planning Team

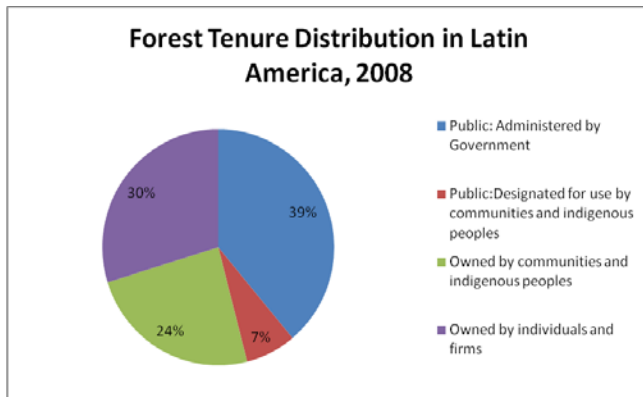
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2.2 Current Collaborators in region (22 in 8 countries)

- Center for Judicial Studies and Social Research (CEJIS) *Bolivia*
- Institute for Man, Agriculture and Ecology (IPHAE) *Bolivia*
- Center for Development Studies and Agrarian Labor Development (CEDLA) *Bolivia*
- Network of Bolivian Environmental and Sustainable Development Institutions (LIDEMA) *Bolivia*
- Center for International Forestry Research (CIFOR) *Bolivia, Nicaragua*
- Association to Improve Governance of Land, Water and Natural Resources (AGTER) *France/Bolivia*
- Forest Community Association of Petén (ACOFOP) *Guatemala*
- National Association of Community Forestry Ut'z Che' *Guatemala*
- Program of Rural and Territorial Studies. National University of San Carlos (FAUSAC-PERT) *Guatemala*
- Association for Community Promotion and Development (CEIBA) *Guatemala*
- Center for Research and Project for Development and Peace (CEIDPAZ) *Guatemala*
- Program for Regional Environmental and Social Studies (PRISMA) *Central America*
- University of the Autonomous Regions of the Caribbean Coast of Nicaragua (URACCAN) *Nicaragua*
- Institute of Applied Research and Local Development (NITLAPAN) *Nicaragua*
- Center for the Autonomy and Development of Indigenous Peoples (CADPI) *Nicaragua*
- Amazon Radios, Latin American Association of Radial Education (ALER) *Latin America/Ecuador*
- Intercultural Communications Services (SERVINDI) *Peru*
- Institute for the Common Good (IBC) *Peru*
- Interethnic Association for the Development of the Peruvian Amazon (AIDSESP) *Peru*
- Latin America Institution for Alternate Rights and Society (ILSA) *Colombia*
- Savia Foundation *Colombia*
- Consejo Civil Mexicano para la Silvicultura Sostenible (CCMSS), *México*

III. Latin America- Regional

3.1 Regional Overview



Note: Table includes the following countries with complete data: Brazil, Peru, Colombia, Bolivia, Venezuela, Ecuador, Honduras, Surinam, Guyana.

3.2 RRI Strategy in Latin America

Rationale for engagement

Latin America, has 21 % of the world's forests, and 40% of its tropical forests, but is also the region of the highest inequality, with 57% of all income concentrated in the richest fifth of the population, and only 3% of all income going to the poorest fifth of the population.¹ Over the last twenty years, the region has witnessed a remarkable increase in the recognition of community forest tenure and the transference of rights to individuals and firms; by 2008, the state only claimed 39% of forests, leading the regions of the global south in forest tenure reform². However, the security of rights recognized or transferred to many local communities and indigenous peoples is becoming increasingly challenged.

With the current predominance of progressive democratic governments in most of the region, it was expected that this shift in rights over important land and forest resources would set the stage for countries to tackle a key part of the poverty gap, the rural forest-dependant poor. Much of this forestland is now formally under the administration or ownership of indigenous and other ethnic communities, in large rural territories in the Amazon Basin and the lowland tropics of Central America and Mexico, those who make up an important part of the population in poverty. However, in the case of South America, the predominance of what is called the "neo-extractivist" model of development, where- despite the political inclination of governments- mining, petroleum and gas, and the expansion of large-scale monoculture agro-business and forestation for cellulose form key pillars of development strategies. The geographic overlap of many of these activities with forestlands puts the territorial integrity of rights-holding communities under jeopardy. Despite some increase in the state's role in 'directioning' investments under this model, new evidence points to a similar performance as in the past, where the social and environmental impacts of extraction are treated as externalities, or not addressed in terms of their real social and environmental costs.³

The impacts of this model, including the more evident expansion of Brazilian investments across the Amazon countries, is promoting a profound territorial reorganization affecting the spatial configuration and size of land previously slated for protected areas, agrarian reform, indigenous and other community forestlands and infrastructure. Even the most remote areas of the countries that make up the Amazon

Poverty, tenure and emissions in Latin America

- 26 million rural poor (<\$1/day) living in Latin America & Caribbean —80% of 40 million indigenous people in LAC under poverty line.
- 39% of the region's forests claimed by government (see chart at left) — which constitute 17.4% of global forest carbon emissions (land use). Much of the community owned/designated forest is insecure.
- **UN-REDD: 9 countries in LA** (pilot countries: Bolivia, Panamá, Paraguay; partner countries: Argentina, Colombia, Costa Rica, Ecuador, Guatemala, México); **WB FPCF: 15 participant countries in LA** (Argentina, Bolivia, Chile, Colombia, Costa Rica, El Salvador, Guatemala, Guyana, Honduras, México, Nicaragua, Panamá, Paraguay, Perú, Suriname)

Sources:

Hall & Patrinos. 2004. *Indigenous Peoples, Poverty and Human Development in Latin America: 1994-2004*.

Ravaillon & Chen. 2007. *Absolute Poverty Measures for the Developing World, 1981-2004*. World Bank Policy Research Paper #4211.

Sunderlin, Hatcher & Liddle. *From Exclusion to Ownership*. Rights and Resources Initiative. 2008.

"GHG Emissions from Land-Use Change & Forestry in 2005." Climate Analysis Indicators Tool: World Resources Institute. 2005
<http://cait.wri.org/>

¹ *How Poor and Unequal is Latin America and the Caribbean?* Interamerican Dialogue Policy Brief. Nov. 2009. <http://www.thedialogue.org/>

² Out of 395.86 million hectares reserved for or owned by communities and indigenous across the developing world, 216.37 million are in Latin America (based on countries with complete data in RRI & ITTO, *Tropical Forest Tenure Assessment*, 2009).

³ Diez Tesis Urgentes sobre el Nuevo Extractivismo: Contextos y demandas bajo el progresismo sudamericano actual. Eduardo Gudynas. In "Extractivismo, política y sociedad", CLAES (Centro Latino Americano de Ecología Social), Montevideo, Uruguay y CAAP (Centro Andino de Acción Popular), pp. 187-225. Nov. 2009

Basin where significant rights and titles have been given, are now under increasing pressure from the exercise of the state's rights to extract wealth-producing commodities from the subsoil, and expand agro-business and the massive infrastructure (energy or roads) projects underpinning the region's phenomenal commodity export models, in which Brazil sits at the center.

The onset of the debates and negotiations around the mitigation of forest based carbon emissions has brought new international attention to *forests* in the forest areas of the region, as national governments begin to understand the interests of all types of investor eagerness to pay for carbon capture and storage, by stopping deforestation and forest degradation. These new considerations, however, bring additional attention to the increasing contradiction between trends in tenure reform, resource extraction, and regional integration based on massive infrastructure development that overlaps and cuts into newly titled territories. Forest based communities and their organizations have made enormous efforts to utilize this climate change negotiation process as a platform to demonstrate these contradictions and herald the international community's recognition of their legal rights and their expected role as participants in any mitigation scheme that involves their forestlands. Clearly, they are under greater pressure than ever to demonstrate they can govern their territories and forests, represent their interests, and be recognized as legitimate interlocutors for any negotiations regarding the access, use, or benefits derived from their land and resources.

Key threats and opportunities

Thus, despite these historic gains in land, territorial and resource rights, forest dwelling communities are under increasingly greater threat. Defense and deepening of tenure gains is the principle demand across the region, while some new claims are being realized. With the exception of some countries, such as in Brazil (domestically), the suite of laws and policies affecting these rural areas has not worked in favor of strengthening the role of local communities in national development strategies. *The trend unfolding is in the opposite direction.* Over the last several years, the geographic concentration of other economic interests in—or under—these territories and communal lands is significant, if not alarming.⁴ The enormous expansion of subsoil concessions for both mining and hydrocarbons coupled with the boom in agro-fuel production and the steady advance of the large scale infrastructure projects to integrate both regions under tenure reform, pose enormous challenges to rightsholders. Public and private external investment in mining, biofuels (palm oil, soy and sugarcane), energy and fossil fuels have a high degree of geographic overlap with large tracts of forest land where rights have been recognized, aggravating past conflicts over natural resources and collective forest tenure rights of indigenous, *campesino* and afro-descendant communities. In Ecuador, the National Indigenous Federation (CONAIE) held demonstrations against concession rights given to mining companies for the use of water during explorations, which violate the basic consumption rights of communities. In Colombia, the new government policy supporting biofuel and mining industries is especially affecting indigenous and afro-descendent communities in the Chocó region of the Pacific coast. In Bolivia, indigenous organizations have protested over the disrespect and disregard for their rights to consultations on decisions related to exploitation of fossil fuel resources in their territories. In all cases, these communities have legal title to their land and resources.

While domestically Brazil has demonstrated positive legislation and policies towards indigenous and other forest dwelling peoples, the expansion of Brazil's regional trade and investment, and its positioning as an emerging economic leader is creating a new dynamic of economic development in the Amazon region, with growing pressure on natural resources through the increasing demands of the extractive industries (forest, energy, fossil fuels, and mining). Through its Growth Acceleration Program (PAC), Brazil has increased its domestic and international investment in the energy sector (generation and transmission of energy, exploitation and transport of petroleum, natural gas and renewable fuels) the transport sector (construction and expansion of waterway and land transport) and water resources.⁵

⁴ The www.raisg.org website that shows the overlay of subsoil concessions, protected areas and indigenous territories titled or claimed.

⁵ This process has allowed Brazil to establish majority control of many of the national companies in the region, targeting the fossil fuel industry in Bolivia and the mining industry in Peru. (Boletín de Impactos no. 6, July 2010, ILSA, <http://ilsa.org.co:81/sites/ilsa.org.co/files/BoletinImpactos6Web.pdf>).

Over the last three years, with Latin America's large forest endowment and lower forest population densities (relative to Asia), investors interested in mitigation offset schemes have flocked to the region in search of early contract agreements, with little knowledge of or concern for the implications for local tenure rights or livelihood implications. At the same time, the conservation industry is proposing to expand the amount of forestland under protected areas, when in the Amazon Basin an overlap of nearly 30% already exists between indigenous territories and federal protected areas.⁶

The contradictions continue. While, on the one hand, the UN Declaration of the Rights of Indigenous Peoples (UNDRIP) was passed in the UN and endorsed by most of the countries in the region, at the national level in many countries, the discourse around rights of indigenous access and ownership to land and crucial natural resources are skewed –as in the case of Peru- where the current government justifies forceful dispossession of the indigenous to their legally recognized land for the exploration and extraction of oil. In Peru the reaction is based on the rationale of “too much for too few”, and is explicit, whereas other countries implicitly present the same logic, evidenced by the location of and processes for implementing their economic investments, running counter to their official pro-rights stance. Unfortunately, the momentum to date shows that most officials are ignoring the opportunities to address both sets of rights to resources where the negative impacts of oil or mining extraction could be ameliorated and revenues shared to offset poverty. A limited base of political support for indigenous and other rural communities in these countries partially explains these trends, and demonstrates the need for supporting these tenure reforms and for reframing the debates to capture what could be more realistic trade-offs in a just and equitable approach to development.

Local governance capacity

In many cases, the lowland indigenous peoples and others forest dwellers are challenged by the need to construct new, overarching governance structures corresponding to the large territories under their management or ownership.⁷ Traditionally, the strength of their customary or historic organization for internal governance and resource management has been at or close to the community level, although many indigenous groups have political bodies that represent them at the national level. Given the nature of the threats and the manner in which they occur, physically and politically defending their territories from external incursions, subsoil extraction, and illegal land markets in and of itself is a major undertaking, and support is needed from the state to guarantee their rights (as in Brazil). Yet, in many cases the state agencies themselves pose these threats. Also, often the stakes are high for visible advocacy, particularly in areas where drug trafficking and other illicit activities run unchecked.

On the other hand, a lack of consistency exists between progressive legislation, where passed, and the exercise, use, and enforcement of these laws by governments and third parties, such as external investors. RRI's recent studies show that across Latin America, there are common patterns of violation of local rights leading to steadily increasing conflict. Who governs indigenous and other forest territories and how, and the consolidation of tenure rights in practice must be considered as part of the defense of communal lands against external threats, they are:

- The overlapping interests and rights held by different state agencies over natural resource, soil and sub-soil rights.
- Overlap between indigenous-forest dwellers territories and protected areas (double status and conflicts about their administration)
- The interface or overlap of municipal administrative units and indigenous territories with customary governance structures (legal pluralism)
- Conflicting parameters for management of natural resources (the economic, social and biodiversity values) and their impacts on livelihoods.

Regulations, policy and investment

⁶ Cisneros, Paúl & McBreen, James. “Superposición de territorios indígenas y áreas protegidas en América del Sur.” 2010. IUCN: Quito, Ecuador.

⁷ Chirif, Alberto. Estado del Arte de Discusión y la Práctica en Relación a Autoridades Modernas Vs Autoridades Tradicionales en la Gobernanza del Territorio e Implicancias para el Uso Sostenible de los Recursos Naturales. Documento Final Consultoría. 2010.

The recognition of forest community's rights has driven rapidly changing tenure and market scenarios in the region. Initial assessments indicate that the public concession model is largely being supplanted by local management of often large-scale territories or small-scale forest enterprises. There are also large areas "zoned" to become protected areas. This policy shift brings both threats and opportunities for forest residents in the region, and the potential for small-scale and community-industrial forest enterprises is enormous.

Where land and forests are less heavily contested, or governments have expressed the political will to undertake the larger reform, as in the case of Bolivia and Brazil, regulations, policy and investments are not yet in alignment with the needs of local communities to allow them to convert their resources into assets. This is still true even in Mexico. Cumbersome regulatory frameworks for forest management and conservation initiatives place high transaction costs on communities and restrict the exercise of their use and management rights. In most countries, the lack of access to credit and investment capital at the necessary scale (beyond limited donor projects) and appropriately designed technical assistance result in significant barriers to the development of small scale enterprises, more equitable sector-wide production, market agreements, and the possibilities of diversification and improvement of community and household livelihoods.

Enterprise and other market options

The LLSL and other studies have found that while Latin America has experienced important advances in community enterprise development (e.g. Mexico, Guatemala, and Honduras), that most communities continue to struggle with the promotion of inappropriate models, often with detrimental effects on communities themselves. These models tend to be externally designed, based on false premises borrowed from the conditions of large scale private enterprises, and continue to be promoted for smaller scale and unprepared community efforts. They demonstrate an inadequate understanding of community forms of organization, decision-making and traditional leadership structures, local history and culture, the inequities of the larger power structures, as well as the micro-politics both within and between communities. In many cases implementation goes awry and can jeopardize prospects for livelihood improvement, and even undermine community tenure gains and access to resources. Alternative enterprise development occurs within communities as they struggle to reorganize the donor imposed schemes; some learning across communities occurs, but the reorganization of sector policies and investment to amply support community production and insertion into the market has yet to take place.

Conservation and Climate Change initiatives

As mentioned above, new attention is being paid to the *forests* in the forestlands, due to climate change negotiations and the agreements and business they generate, particularly for carbon mitigation. Already, this is translating into potential threats to rights: from renewed interest by conservation organizations to expand their mandate and encourage an increase in the amount of forest land under protected areas, as part of climate change mitigation initiatives; the separate handling of mitigation and adaptation, where the first could 'lock in' commitments that hinder the capacity for the second. Here again indigenous tenure rights and forest communities could be at risk, especially their capacity for adaptation to on-going and expected changes in climate. Also, the emergence of a new global carbon market, where many private and public entities (corporations and states) are looking for forest landscapes to purchase carbon offsets through market-based or centrally controlled schemes could put even further pressure on governments to ignore or rescind rights now enjoyed by forest communities. The number of new agents involved in the mitigation "business," the multiple mechanisms being crafted and the difficulty to track, let alone regulate these transactions is introducing more uncertainty into the policy realm. How governments or others regulate or control these interventions will become a major challenge for the coming years. Mechanisms for informed involvement of these communities will be a key factor for avoiding potentially detrimental outcomes for rights and livelihoods of forest peoples, and consequently, the preservation of forests.

The RRI Mesoamerican Regional Dialog held in San Salvador on September 8, 2010, put forth the need to consider climate change mitigation from the perspective of adaptation, which responds more clearly to

the extreme vulnerability already felt in much of the region, due to climate change, as expressed by the viewpoints of indigenous and *campesino* organizations. The World People's Conference on Climate Change and the Rights of Mother Earth, held in Bolivia, revealed the different positions held with respect to the REDD mitigation mechanism and its relationship with global markets; most indigenous organizations demanding that their lands be recognized and indigenous land tenure regularized before implementation of any climate change mitigation mechanism. Governments and grassroots organizations alike fear that commitments tied to mitigation alone, may compromise their efforts to adequately react to the demands of adaptation already upon them.

In general, there is a persistent underestimation of what is necessary to achieve the objectives of tenure reform that simultaneously reduce poverty and guarantee the rights of forest peoples. The 'limelight' provided by REDD, particularly the analysis of the drivers of deforestation and degradation should be focused on highlighting the contradictions in state policies toward forest lands and territories, with the objective of gaining a better understanding of the implications of the social and environmental impacts of the extractive development model and the impact of legal and policy regulatory frameworks on communities that depend on and holds rights to their forests. Reconciling these contradictions is possible, but points to the need for addressing the issues from the local to the global level.

Opportunities

The opportunities for RRI to make a difference are quite distinct in Mesoamerica and South America, but overall the regional team sees the greatest potential for impact in the tropical lowland forests and the forested interface of the agricultural frontier, where the majority of tenure reforms are ongoing. It is here that the greatest recognition of rights has taken place, and the need is focused on their defense, although territorial rights are pending recognition in several countries, such as Peru, Nicaragua, Guatemala, Belize, and Honduras. The most important steps in recognition of rights have often been the most contested, and frequently where policies and forest development models are in flux. Over the next decade, organizations are likely to ally more actively across biophysical and political regions, mobilizing around common agendas to address or resist threats from state promoted, or private unchecked land and resource grabs in the name of climate, economic growth, conservation, energy supply, or agro-fuel production. At the level of territory strong emphasis on the consolidation of indigenous and other community governance structures and increase in their capacity to resist or negotiate more successfully with these external actors will be crucial. Work will need to be done to expose the negative consequences of the overlapping and contradictory policies and jurisdictions of state agencies.

In the policy sphere, outside the particular countries where we engage, efforts now need to turn to identifying the regional arenas for potential influence. Previously, the emergence of ALBA countries divided these fora, rendering inoperative the few relevant ones that exist in LA. Times are changing. With the advance in funding and investments in the infrastructure for integration and the fact that nearly all the key countries in Central and South America are involved in REDD readiness schemes, opportunities to carry our advocacy to the regional level may be opening up. Meanwhile, a crucial next step in defense of tenure reforms are those focused on territorial vs. municipal representation of indigenous territories before the state in Bolivia, Nicaragua, Ecuador, and Colombia. In these countries, indigenous organizations are tackling the definitions of autonomy over their territories as the next key challenge and promising political strategy for the local management of natural resources. The new Law of Autonomy and Decentralization in Bolivia establishes equality in conditions for the right to autonomous governance for indigenous organizations, and allows for the exercise of their own norms and forms of organization. The increasing recognition of the rights of other, non-indigenous forest communities (agro-extractivists, afro-descendants, traditional peoples) will also be a key feature of the next decade, with the challenge of addressing the issues of overlapping claims, particularly as REDD and other climate change related efforts begin to unfold at the national and sub-national levels.

Promising experiences with community forest management and enterprise development in Latin America have not been adequately understood, documented and shared. These can be a rich source of reflection for community organizations to enhance their learning within and outside the region, as well as provide hard evidence for policy makers that communities are best placed to conserve and thrive from their forest

resources. Exchanges with Mexico (a current interest of Brazil) and other groups in the region will be important. While, on the other hand, how to give visibility to the negative impacts of Brazil's investments in the regions under tenure reform, becomes a new challenge.

Tier 1 Countries

Two Tier 1 countries were identified following the LLSL process, Guatemala and Bolivia, and this selection has been subsequently ratified by the 2009-2010 regional planning teams. These countries are strategic because provides for engagement in two key tropical forest sub-regions: the Amazon Basin and Mesoamerica. Both regions have economically and environmentally important forests. Mesoamerica has a rich history of community forest tenure and rights recognition and a wealth of experience to share on models of social organization, community-based management, and forest enterprise in relation to forest sector reforms. Guatemala and Bolivia are both ethnically diverse, with the highest percentage of indigenous population in the region and are actively engaged in a second generation of forest (and social) reforms, creating a demand from government reformers and organized social movements for guidance on policies, regulations and economic models that strengthen tenure and rights. Both countries are generating important lessons, and whereas Guatemala is looking outward for guidance, Bolivia is only beginning to do so.

Despite the structural and long term nature of tenure reforms, over time political opportunities wax and wane, demand that RRI strategies and commitments need to be reassessed. We will address this below.

Guatemala

Although Guatemala is a small country with a reduced portion of temperate and tropical forests, important changes in the patterns of forest tenure have been underway for over a decade. Nearly 500,000 hectares of tropical forests have been allocated to communities as concession contracts in the Multiple Use Zone (MUZ) of the MBR in Petén, that constitute the largest contiguous forest area certified for sustainable management in the world. This area, including national parks, represents over 50% of the country's total forest cover and form the largest conservation section within the Mayan Forests (an area of 155,020 km² including Mexico, Petén and Belize). The success of these community forest concessions –as a quite unique model at a significant scale- has converted the Petén communities into a source of inspiration and learning for others who have recently won their rights. It also stands as evidence that significant conservation and increased well-being on these 'communal type' lands can be organized over a relatively short period of time, as compared to the Mexican example that matured over a period of more than 30 years. At the same time, the Petén communities face enormous pressures that could undermine their rights by external investments in tourism and the expansion of petroleum, not to mention organized crime related to narco-trafficking.

Throughout the rest of the country, over a million additional hectares of forest are governed by some form of community tenure. Tenure rights in these communities, however, have never been legally recognized, and this lack of rights fueled the fire of the civil war of over 30 years. Finally, after the 1996 Peace Accords and ratification of the 169 ILO Convention, the government began the process of guaranteeing indigenous rights over their traditional and communal lands. However, it was not until 2009 that the national government promoted the regulations necessary to draft legislation that strengthens communal land regimes, considering their importance for natural resources management and conservation, as well as their contribution to rural development.⁸ (In 2005, this commitment was ratified with the National Law of Cadastral Information Registry (*Ley de Registro e Información Catastral* (RIC)) which recognizes communal lands – for both indigenous and peasant groups – in the national legislation (Articles 23 and 65). But, not until mid-2009 was the law approved, and since then an ad hoc regulation system is being developed and implemented for the cadastre process in communal lands. Toward the end of 2010, RRI collaborators disseminated this information, drawing renewed attention to this breakthrough and promoted dialogue on the implications of the application of the RIC. RRI Collaborators contributed to the mobilization of the key peasant and indigenous organizations as a way to link them to the process and guarantee ample participation in its implementation.

⁸ *Estrategia Nacional para el Manejo y Conservación de Recursos Naturales en Tierras Comunes*, Nov. 2009. Mecanismo de Intercambio de Información sobre Biodiversidad en Guatemala.

Bolivia

Bolivia is one of the poorest countries in South America with 70% of the total population living under the poverty line. The country has approximately 50 million hectares of forest, 80% of which are located in the tropical lowlands, forming part of the vast Amazon Basin. Forest areas in the lowlands are claimed by different actors: indigenous peoples, colonists, small farmers, peasants, agro-extractivist communities, forest concessions, and private medium- to large-scale landholders. In the lowlands there are at least 34 different indigenous peoples, who account for 10% of the national population. In the last decade, Bolivia has experienced an intense process of land and forest tenure reform for lowlands indigenous and *campesino*, communities. Tenure rights legalization entails a process of resolution of third party claims (known as *saneamiento*), land demarcation, and the titling of over 15 million hectares of forestlands. Pressure from powerful economic and political sectors in the lowlands had created long delays and outright obstacles to finishing the demarcation and titling process and in some cases, disputed the claims through illegal means.

Since 2006 and under the government of Evo Morales, Bolivia has initiated profound socio-political transformations aimed at achieving greater equity, social justice, equitable structure of land and forest tenure, and sovereignty. In February 2009, a new Constitution was approved, and with it a renewed attempt for the decentralization of the State was established through the definition of different autonomies, including indigenous autonomy over their territories. In the first four years of Evo Morales' government, Bolivia has shown surprising economic growth.⁹ The sector that has experienced the most growth is the fossil fuel extraction and mining sector, which represents 80% of total exports. This growth presents new challenges for the security of tenure rights of lowland indigenous organizations where overlapping regimes (indigenous land tenure and subsoil concessions) are fueling conflicts between forest communities and the state due to the granting of extractive concessions to domestic or transnational companies in indigenous territories without proper consultation, much less free, prior and informed consent.

RRI initiated engagement in Bolivia in response to requests from the Bolivian government for assistance in crafting a new national forest strategy, based on work done by CIFOR; support for exploring alternative tenure and enterprise models (ATEMs); and requests from forest producer organizations for capacity building and peer learning opportunities. RRI activities in Bolivia began in 2007 through the CIFOR-RRI research project on the implementation of land tenure reforms, legal frameworks, and market development.

Tier 2 Countries

The Tier 2 countries were initially identified as sub-regions – Central America and the Amazon Basin - rather than as individual countries for engagement, except in the cases of Nicaragua in Mesoamerica and Peru in South America. This division reflects how these regions operate as separate political arenas, with few or no relevant overarching institutions for the entire LA region. In Mesoamerica, the RRI work includes Mexico as a learning and networking country; Honduras and Nicaragua, both countries with new forest and tenure legislation legitimizing and enabling expanded community and indigenous peoples forest tenure and management; and Panama, a natural bridge between Mesoamerica and the Amazon with strong legally-recognized indigenous territories (*comarcas*). These countries also have some previous experience with PES¹⁰ schemes, including carbon payments, relevant for their proposals and those of other countries for climate related work. Brazil, the country in the region that has undertaken the largest tenure reform in the region is also considered a country to learn from and interact with at several levels of our coalition, though out of scale to consider as a Tier 1 country.

⁹ Data from the Center for Development Studies and Agrarian Labor Development (CEDLA, <http://plataformaenergetica.org/content/2193>) show that between 2006 and 2009, the gross domestic product (GDP) grew from US\$9 billion to US\$17 billion, and the exports from US\$2.7 billion to US\$5.3 billion

¹⁰ Payment for Environmental Services (PES)

During 2009, political changes in the region have translated into shifts in some of RRI plans. In Nicaragua the titling process of indigenous territories has accelerated, potentially transferring and titling a nearly additional 2 million hectares in the autonomous regions of the country. The Supreme Court of Belize has made a commitment to the titling of K'eqchies lands after ten years of struggle to defend community tenure rights in the Toledo District. In Peru, after the indigenous protests at Bagua in response to the government's decision to grant a great portion of indigenous lands in the Amazon to mining and oil companies, a process has been generated to reform the forest law and create an indigenous consultation law, allowing for their participation. Conditions in Nicaragua merit an increasing level of commitment by RRI, as the country that presents favorable political conditions to advance the consolidation of new tenure rights, and where similar challenges for crafting new governance organizations at the territorial level mirror those of South America.

Relevant conditions in Nicaragua are:

- The titling process in Nicaragua starts with the approval of Law 445 (2003) where territorial demarcation of indigenous territories in the Autonomous Regions (Law 28 – 1987) ensured the recognition of a common property regime for Indigenous and Ethnic Peoples.
- In the three autonomous regions RAAN, RAAS and the Special Regime Area (Jinotega), a total of 17 territories have been titled in 2009, which means that 2.2 million hectares are in the hands of indigenous peoples and ethnic groups. During the rest of 2010 over 1.5 million additional hectares are expected to be titled.
- RRI has assessed the viability of expanding its work in Nicaragua, which began in 2010 by increasing the number of collaborators to ensure activities could be implemented. Activities have sought to build capacity for governance in indigenous territories through contributions to the understanding of the external economic and political pressures that influence territorial construction, especially those that are related to the governance of natural resources. Secondly, work aims to increase local capacity at by strengthening territorial governance structures, by developing curricula content for training and drawing from systematic reflection being developed in the regional program on Indigenous Territories and Governance.

In Peru, the 2009 Bagua protests and massacre evidenced the history and current worsening of grave violations to the rights of indigenous peoples to consultation on development projects that affect their territories. The protest against the approval of a legislative reform that granted rights to foreign companies for the exploitation of forests, mines and fossil fuels on indigenous lands and pressures from the international community, forced the government to launch a reform process to the forestry law and the creation of a Previous Consultation Law, among other reforms. RRI has supported actions in Peru through two projects under the Strategic Response Mechanism (SRM) with the Collaborators Institute for the Common Good (IBC) and the Inter-ethnic Association for the Development of the Peruvian Amazon (AIDSESEP). IBC provided a space for analysis about the new Consultation Law and the exercise of the rights associated with this law with 11 indigenous federations of the Peruvian Amazon. On the other hand, since the proposed Forest law debated in congress includes an article (04141/2009-PE) which opens the possibility of establishing forest and tourism concessions for third parties in lands not claimed by indigenous peoples, AIDSESEP has undertaken urgent actions to secure the territorial rights of 200 Amazonian communities (about 8 million hectares) threatened by this disposition before the Forest Law is approved in June of 2011.

3.4 Complete Country and Regional Activity Overview for Latin America

Activity Overview						
Activities 2011	Details/Description	Lead (Partners and Collaborators)	RRI Funds Request Priority 1	RRI Funds Request Priority 2	Funds Committed by Partners	
Regional	<p>1 Design the next stage of Governance and Territory focusing on the assertion of rights and defense of territory (through: follow up on participants in previous activities, studies of developed, national governmental organizations, links with the course in Nicaragua, workshops and exchanges)</p>	<p>IC (ACICAFOC, FT, FPP, RRG)</p>	\$100,000	\$20,000	<p>\$10,000 IC</p> <p>\$5,000 ACICAFOC (in kind)</p> <p>\$5,000 FT (in kind)</p> <p>\$5,000 FPP (in kind)</p>	
	<p>2 Identify key regional bodies in which to broaden the sphere of influence for strengthening territorial agendas</p>	<p>ACICAFOC (IC, FT, FPP) (with collaboration from PRISMA, CEDLA, RRG)</p>	\$46,000	\$4,000		
	<p>3 Identify and characterize the combination of economic and political pressures on territories in order to understand how they affect forests and territorial rights</p>	<p>CEDLA (South America) PRISMA (Central America) RRG (provides support)</p>	\$75,700 (CEDLA \$35,700 PRISMA \$40,000)			
	<p>4 Create a mechanism to strengthen the dialogue and exchange at the national level between local community leaders and regional leaders in key countries for the monitoring of REDD+ and adaptation</p>	<ul style="list-style-type: none"> Identify key leaders participating in these processes Create a methodology to systematize experiences Provide tools (FPIC and others) to prepare indigenous and peasants organizations for negotiations 	<p>FT (ACICAFOC, FPP, IC)</p>	\$60,000	\$30,000	<p>\$20,000 FT</p> <p>\$50,000 ACICAFOC</p> <p>\$20,000 FPP (in kind)</p>

	<ul style="list-style-type: none"> Consultation Law. Develop legal analysis of specific proposal for law creation or reform. 					
	<ul style="list-style-type: none"> Facilitate debates with representatives of each social sector (indigenous and peasant organizations) 			\$30,000	CEJIS (IPHAE, IC, LIDEMA)	
8	Facilitate strategic regional alliances between the lowlands indigenous and <i>campesino</i> organizations to strengthen their capacity to influence decision-making governmental spheres	<ul style="list-style-type: none"> Elaboration/Preparation: distribution of materials about laws, standards, agreements, etc. Workshops/events/meetings about political debate on proposed laws to empower organizations and their leaders Legal backing for analysis and elaboration of observations and technical discussions on proposed laws with different actors 		\$32,000	IPHAE (CEJIS, LIDEMA, CEDLA, IC)	
9	Develop spaces for reflective and critical analyses of mechanisms REDD+ and climate change	<ul style="list-style-type: none"> Organize a group of institutions and key individuals to develop critical analyses of REDD + and CC issues. Hold two inter-institutional meetings to analyze different positions on REDD+ and climate change 		\$14,000	CEDLA – CIFOR (IC, LIDEMA)	
Total Funds Requested for Tier 1 Bolivia Activities						
	10 Open spaces for the diffusion, dialogue, meetings, discussion, and consensus building on the political priorities of indigenous peoples	<ul style="list-style-type: none"> Hold four dialogues to promote sub-regional discussion in various territories (Waspam, Minas, Puerto-Prinza, and Polka) to reflect of key issues of territorial governance and management. 		\$6,500	CADPI (NITLAPAN, URACCAN)	\$3,500 URACCAN (taller Sector Waspam)
	11 Take actions to give greater visibility and importance to gender issues in the spaces of discussion of territorial governance (course, workshops, forums, and panels)	<ul style="list-style-type: none"> Hold three territorial level workshops so that women's groups can prepare for their participation in territorial governance discussions. Include analyses of gender relations in territorial governance in the course content and in at least one of 		\$4,000	NITLAPAN (URACCAN, CADPI, CIFOR)	\$2,000 (NITLAPAN)
Total Funds Requested for Tier 1 Bolivia Activities						
\$ 86,000 \$14,000 \$6,500 \$4,000						

	the case studies and workshops to be developed by students					
12 Develop case studies and analyses of territorial economic dynamics that affect the governance and management of territories	<ul style="list-style-type: none"> Carry out one case study (with a shared methodology) on 3 territories that systemizes experiences in territorial management, conflicts, negotiation mechanisms and economic dynamics 	NITLAPAN CIFOR (CADPI, URACCAN, PRISMA.)	\$55,000	\$2,800	\$5,800 (other sources)	
Total Funds Requested for Tier 2 Nicaragua Activities						
VIII. Summary of all Regional Activities						
Tier 1 Country activities						
Tier 2 Country activities						
Regional activities						
FUNDS REQUESTED REGIONAL, TIER 1 AND TIER 2						
Regional Facilitation						
FUNDS REQUESTED FOR LATIN AMERICA DIVIDED BY PRIORITY						
GRAND TOTAL PRIORITIES 1 AND 2						
				\$ 65,500	\$2,800	
				\$176,000	\$24,000	
				\$ 65,500	\$2,800	
				\$281,700	\$54,000	
				\$523,200	\$80,800	
				\$75,000		
				\$ 598,200	\$80,800	
				\$679,000		

IV. Tier 1 Country- Guatemala

4.1 RRI Strategy in Guatemala

Guatemala, the northernmost country of Central America, has an extension of 189,000 km² with a population of 14 million (2009), of which 51% inhabit rural areas mostly dedicated to agricultural activities. Despite the high population density, the country has over 40% of its national territory under forest cover. Most forested areas are under some form of community tenure (1.5 million hectares according to Grupo Promotor) or which have some type of community concession under the Mayan Biosphere Reserve (MBR) in Petén (around half a million hectares). Communal tenure systems have predominated since pre-Hispanic times and comprise the central element of the social landscape. Nevertheless, the recognition of the importance of these community management systems is scarce, due in part to resistance of previous governments to fulfill the commitments enshrined in the Peace Accords of 1996. This has led to the current lack of discussion about the meaning of community management of land, forests, resources, collective rights, and other related issues. Analysis done by RRI this year shows that this absence of visibility and discussion at the social and political levels results in legislation and management practices that continue to prioritize private and individual forms of tenure and resource management.

Despite this trend, today, the importance of strengthening these communal tenure systems is central in the livelihood strategies of rural populations in Guatemala, and, in most cases, coincides with the temperate forest holdings. The high diversity of communal land types ranges according to forest cover, social organization, governance system, and legal status, and responds to the differences in the social and economic history in micro-regions. Supporting the implementation of tenure changes across this diversity is important, as together, these communal systems play an important role in the livelihood systems of the majority of the population and they coincide with important forest ecosystems. Furthermore, recognition of these communal systems formed part of the fundamental demands of the indigenous populations during a 30 year civil war.

External interests over much of these lands and resources have increased significantly in the last decade, particularly petroleum and mining extraction, the establishment of hydroelectric dams, and expansion of enclave tourism. Together they constitute a significant threat to reforms underway or regulations under review. According to a national review of communal lands¹¹, a series of conditions limit the recognition of collective rights over land and over natural resources including: a) scarce previous legal recognition of collective rights over communal lands; b) existing overlaps and conflicts in use and access rights between communities and municipalities which limit sustainable management of communal lands; c) limited recognition of local organizations in the institutional and legal framework of the Guatemalan state related to natural resources management; d) lack of recognition of local conservation efforts in the National System of Protected Areas regulations; e) scarce recognition of the importance of natural resources in production processes that benefit local livelihoods dependant on communal lands; g) insufficient technical and financial support for processes related to collective management of communal resources.

Despite these unfavorable conditions, by the mid 1990s, as part of the Peace Accords related to land, the National Government launched the National Cadastre Process in the Department of Petén, which represents 33% of the national territory. The first Program of Land Administration began in early 2000, in the department of Petén. This included the first World Bank loan, of US\$33 million, as well as financial support from other contributors including the Netherlands, Norway, and the European Union. A second World Bank loan, of US\$62.5 million, started in 2008, financing the 2nd Stage of the Land Administration Project to support cadastral activities in 7 departments (nearly 22% of the national territory). In 2009, after three years of arduous discussion, new regulatory mechanisms were approved to ensure the implementation of the cadastre process, including the Specific Regulations for Cadastre in Communal Lands.

Implications for the cadastral program are significant as an important portion of communal lands (up to 1.5 million hectares, according to recent findings) including lands and forests will enter the cadastre

¹¹ De Wit, Paul. "Evaluación de la propuesta del RIC para Reconocer Legalmente a las Tierras Comunales: Síntesis del Informe de Misión." Dec., 2010.

process. This opens the possibility for bringing long-awaited attention to communal tenure and collective management strategies to the forefront of the current tenure system of Guatemala, and in doing so, address one of the most important underlying causes of the 30 years civil war. Despite the fact that land issues are considered one of the important structural tenets of inequality, the cadastre process in Guatemala has advanced slowly. To date, only one pilot project has been implemented in the east of the country. On the other hand, the lack of a specific Law of Regularization makes it difficult to take the necessary next steps from previous actions in the establishment of cadastral lands. Nevertheless, RRI analysis has identified other specific spaces to promote regularization. For these spaces to be useful, it is important to advance the recognition of these collective tenure models not only at the state level, but also at the level of the *campesino* organizations. RRI Collaborators continue to work to link these processes.

The importance for building a broader social base for forest community advocacy was the initial goal, with intentions for scaling-up collective action through the eventual formation of a community forestry federation-type organization. After two years of visits, exchanges and discussions, other donor organizations (including the Growing Forest Partnership via the National Forestry Institute) proposed the creation of the National Alliance of Second Level Community Forestry Organizations between eleven secondary-level organizations, in July, 2009. These organizations represent 400 member groups that encompass over 750,000 hectares of forests. Their main objective is to develop a common advocacy agenda and broaden the political support base for the promotion of community interests with external state and donor agencies. The efforts to bring together second level community organizations create a strong collective voice representing forest community interests more likely to be heard, and that can lead to the advance and consolidation of collective tenure rights.

Confronted with the necessity to respond to the disasters associated with greater variation in climate, emphasis on adaptation is at the center of the current governmental position with respect to climate change negotiations. This translates into the prioritization of actions that support restoration and increase the ability to respond to environmental risk and vulnerability, a viewpoint that was confirmed by the Salvadoran Minister of Environment in the Mesoamerican Dialogue in El Salvador. The proposal for how to approach mitigation was based on the pilot project GUATECARBON, led by RRI Collaborator ACOFOP, an association of community forest concessionaires, and places the country as one of the regional pioneers in the construction of proposals for the COP16 in Mexico.

In Guatemala RRI is working mainly with collaborators, which include: the Association of Forest Communities of Petén (ACOFOP), the Ut'z Che' National Association of Community Forestry, the Rural and Territorial Studies Program at the San Carlos National University (FAUSAC-PERT), CEIBA Association, and the Center for Development and Peace Studies (CEIDPAZ).

At the sub-regional level (Petén – Mayan Biosphere Reserve)

External interests in resources within the Mayan Biosphere Reserve have been renewed; these include the recent approval of reforms of the Petroleum Law and the renewal of the oil concession contract in the Lagoon of the Tiger National Park with the PERENCO Company. Furthermore, this year the Program 4-BALAM project is being renewed, as part of the Development Plan of the department of Petén. This planning process for the department aims to integrate the various capacities in which the central government is working in Petén. By doing this, better coordination could be achieved between various government bodies to implement joint actions in response to financing opportunities provided by existing projects (like the Petén Development Project, supported with funds from the IDB) and to respond to the needs of social groups and the increasing pressures faced by the protected areas of Petén. Funds have also been allocated to increase security forces and recover the governability of the National Parks. This increasing militarization of protected areas has begun to provoke violent responses from the military forces within Petén. The number of confrontations between security forces and those acting illegally is increasing, and is subsequently affecting the civilian population. Related to this is the renewed interest in cultural and natural resources in the north of MBR. Law Initiative 4234, currently in congress, would increase the park's area from 212 sq. km to 2124 sq. km, and would put the security of land tenure at risk.

In this context, collaborators have asked RRI to help them bolster support for communal lands and collective rights within state agencies. Additionally, collaborators have asked to strengthen actions that recognize the collective rights of community groups that participate in the system of community concessions. This would mean ensuring recognition of the success the community model has had in managing resources in Petén and other regions of Guatemala by highlighting their contribution to forest conservation and livelihood improvement. However, to ensure continued and improved benefits, these management models need to be revised, discussed, and adapted to the current situation. Also, state agricultural policies continue to incentivize the expansion of oil Palm plantations, which in the past five years has seen planting rates increase by a factor of three to the south of Petén (CONGCOOP, 2010). This growth has caused a displacement of *campesinos*, putting pressure on the protected areas to the north. In the highlands there is continued pressure to increase the portion of lands under some form of protection under the National System of Protected Areas (SIGAP), in some cases with impacts on the set of practices and forms of collective organization of community and indigenous groups.

4.2 Guatemala - Planned Activities- 2010-2012

Activity	Details/Description	Lead (Partners and Collaborators)	RRI Funds Request Priority 1	RRI Funds Request Priority 2	Funds Committed by Partners
<p>Promote discussion and analysis of defense strategies to ensure collective rights in communal lands; and, position community forest management in local and national public forums</p>	<ul style="list-style-type: none"> • Develop analysis of governance systems in strategies to defend collective rights in communal lands. • Construction of prototypes of defense strategies for analysis • Hold two meetings at a regional level with ally organizations to discuss issues of territory and communal land. • Sustain spaces to influence and give feedback to the state • Regional workshops on information dissemination, capacity building, and community decision making • Provide public educational materials during electoral period that showcase public statements and petitions from forest communities 	<p>CEIDEPAZ/ PERT, (UTZ CHE, CEIBA)</p>	<p>\$60,000</p>	<p>\$10,000</p>	<p>\$3,500 UTZ CHE \$5,000 PERT</p>
<p>Mobilization of Community concession organizations along with ally organizations to stop laws prejudicial to collective rights and prepare own proposals for participation in the planning in Petén (4-BALAM)</p>	<ul style="list-style-type: none"> • Hold three internal mapping workshops to facilitate discussion and diffusion of information on the proposed laws and define points for negotiation • Identify mechanisms to spur the development of own proposals: confer with representatives from political parties and district representatives; mobilize support for the concessions process at the national and international levels 	<p>ACOFOP (UTZ CHE)</p>	<p>\$30,000</p>		

4.3 Guatemala - Audiences and Priority Outcomes- 2010-2012

Audiences/Constituencies	Priority Outcomes
<p>Government of Guatemala and policy makers (Central Government, regional and local governments), specifically: The National Counsel on Protected Areas (CONAP), the Register of Cadastral Information (RIC), and the Secretary General of Planning</p>	<ul style="list-style-type: none"> • Socially and culturally appropriate models to support forest community livelihoods are recognized within state actions in communal lands • Recognition and inclusion of community forestry relevant issues in government bodies whose mandate is the consolidation of collective rights, and the strengthening of the major forms of communal tenure. • Recognition of national alliance of community forestry organizations as the principle interlocutor for determining policy and programs and the approval of their proposals
<p>Researchers and NGOs</p>	<ul style="list-style-type: none"> • Increased local capacities and improved practice understood and supported by accompanying NGOs • Systematization of practical experiences on defense strategies to ensure collective rights (communal and territorial) • Proposals are developed to jointly mobilize community organizations and accompanying NGOs
<p>Forest Communities</p>	<ul style="list-style-type: none"> • The pilot implementation stage of the new Law of Registration and Cadastre for communal lands reflects principal existing tenure models in the country • Capacity is built/strengthened to generate and negotiate proposals about the mobilization of community organizations (including community forest concessions) on the consolidation of collective rights in communal lands and the processes that exert pressure on the territories • Allies are identified that can accompany the process of reflection, mobilization and proposal generation

4.4 Strategic Partners, Collaborators and Roles

Partner	Role
<p>ACICAFOC</p>	<p>Coordinates work with collaborators in Nicaragua. Articulates reflection on Mesoamerican region at a Latin America-wide level.</p>
<p>RRG (facilitator)</p>	<p>Coordinates support to collaborators, contributes elements for a joint analysis of strategies, and monitors the process of implementation.</p>
<p>ACOFOP (collaborator)</p>	<p>Coordinates discussions on the recognition of community tenure models in protected areas.</p>
<p>Ut'z Che' (Collaborator)</p>	<p>Coordinates discussions around the participation of 2nd level organizations on community forestry in the formation of a national alliance.</p>
<p>CEIBA</p>	<p>Coordinates processes of diffusion, socialization, and mediation on the instruments for recognition of collective rights. Supports processes analyzing experiences in defending collective rights, especially in relation with local governments within the municipal development of SEGEPLAN.</p>

CEIDPAZ	Supports the processes of analysis of experiences defending collective rights, especially those linked to the cadastre process. Coordinates activities to influence state bodies, especially in the RIC and Land Fund.
FAUSAC/PERT	Coordinates the processes of systemization and analysis of experiences and practices of collective rights, accompanies the process for influencing second level organizations, especially with in State level organizations like CONAP, within the Group Promoting Communal Lands.

V. Tier 1 Country - Bolivia

5.1 RRI Strategy in Bolivia

Bolivia has the 8th highest biodiversity in the world. Forest and land tenure is diverse with 9 million hectares in protected areas and between 8.7 – 19.5 million hectares in Communal Land of Origin (TCOs) (indigenous lands), with high levels of discrepancy over the legality of some of these claims. In the lowlands, or Amazon Basin, there is heavy competition between agriculture and forest land use, and the current land policy plans to settle agricultural colonists on 3 million hectares of land in (presumably) excessively large holdings, parts of which overlap forests.

In the past 15 years, the Bolivian Constitution has changed twice, in 1994 and 2009. In the Constitutional Reform of 1994, the collective rights of indigenous peoples to TCOs were recognized. In 1996, the National Institute for Agrarian Reform (known as the INRA law) was created, establishing the mechanism for the legalization and titling of property in the lowlands over the following 10 years. Unfortunately, the bureaucratic process, in many cases compromised by corruption, benefited third parties (large farmers and ranchers) much more than indigenous communities. Since Evo Morales took power as the first indigenous president, and was elected for a second period with a strong majority, conditions have been in place for significant social, political, and economic reforms which could foster a more equitable and balanced role of forests in the nation's development. In 2006, the INRA law was modified to lengthen the time limit for legalization of property, simplify the land regularization process, revoke the forest concessions which overlapped TCOs, designate a legal entity for indigenous communities, issue land titles in the name of the ethnic group (which has resolved the issue of multiple legal subjects), among other provisions. With these new provisions, in the past four years, 15 million hectares have been titled to indigenous communities in the lowlands, in stark contrast to previous governments, which only titled 5 million hectares. The new Constitution of 2009 has recognized the vital role of communities in the management of forest resources and has established the basis to redefine the responsibilities of different levels of governance (national, regional, and local) for the access and management of natural resources.

While these well-intentioned reforms have improved opportunities for rural communities by providing new rights and titled lands, the results have been mitigated in terms of the security of property rights. Additionally, industrial and infrastructural expansion threatens to reverse important advances made. Conflicts arising from the superimposition of sub-soil rights (oil and mining) with approximately 40% of indigenous land claims continue to be an issue. Since the current economic expansion in the country is due to the increase in fossil fuel extraction (oil and natural gas), it is possible to predict that soil and sub-soil rights will increase conflict between indigenous communities and the government in the coming years¹².

The work of RRI in Bolivia has focused on the lowlands, where the implementation of tenure policy reform has been concentrated. RRI plans in 2010 focused on key current political issues related to the legal reforms affecting access and management of forest resources, indigenous autonomy, and adjustment of the related national laws to the new Constitution. In this sense, 2010 represented an important opportunity for RRI partners and collaborators to establish more concerted strategic action to influence policy-makers in the elaboration of new legal instruments that can more effectively allow communities to influence policy and derive real benefits. Strengthening of community-based forest management and its recognition as an integral form of sustainable forest management constitutes a key theme for strategic action as well as the strengthening of governance over forest resources of *campesino* and indigenous communities.

During 2010, the government of Evo Morales, along with other sectors and social organizations, focused on the elaboration and posterior approval of a set of five laws called “structural laws,” consisting of the

¹² This is greatly affected by the investment priorities of the Bolivian government, which directs 70% of the national budget to economic development through mining, fossil fuels, and energy, since those are the sectors that report the major revenue to the state. Recent reports show that from the fossil fuels sector alone, the government received US\$1.052 million in the period from Jan.-Sept. 2010, through tax collection. In contrast, the budget for the forest sector is hardly 5%, which represents only 3% of GDP (CEDLA www.cedla.org).

Law of Autonomy and Decentralization and other related laws that define the basis for the Plurinational State of Bolivia, in accordance with the new constitution. The Autonomy Law defines the responsibilities of different levels of the administration units (territory, municipality, and states), the mechanisms for coordination between different levels of government, the system of administration of natural resources, and political representation, among other things. The Autonomy Law has been one of the most debated and contested by the indigenous organizations of the lowlands. In June 2010, the Confederation of Indigenous Peoples of Bolivia (CIDOB), along with its affiliate organizations, organized a protest and negotiations with the government to achieve the inclusion of indigenous demands in the law, such as autonomous indigenous territorial jurisdiction, greater indigenous representation in parliament, and the implementation of prior consultation to defend indigenous territories from foreign investment in and projects for the extraction of natural resources.

However, since the legislative agenda of the government was centered on the discussion and approval of the Law of Autonomy and Decentralization, only a few advances were made in relation to the set of legislative reforms for the forest sector and management of natural resources. These advances were achieved during the negotiations between the government and CIDOB over the inclusion of indigenous demands in the Autonomy Law. Indigenous organizations not only ensured the inclusion of their demands, but also assured the opening of political space for consensus building and participation of indigenous peoples in decision-making at the governmental level in issues related to management of forest resources in indigenous territories. This was possible through the creation of a technical-political committee integrating indigenous representatives to analyze, assess, and advise the government in decisions relating to indigenous territory. Additionally, CIDOB proposed inclusion of indigenous proposals in the Forestry law, a decree that would enable Territorial Based Associations (ABTs), to do forest audits through this committee. For its part, the technical political committee has become very relevant as space of debates and decision-making that will begin in early 2011 on the Law of Mother Earth, the Forestry Law (refers specifically to SFM), and the new proposal for the Law of Forests, which will have an integral view of forest use and value (social-cultural, ecological, and economic). Throughout this process, RRI Collaborator CEJIS has played an important support and advisory role to CIDOB.

The strategy for 2011 is centered on monitoring the advance of the legislative process, assuring that indigenous and *campesino* organizations have accurate and up to date information so that they can actively participate in the debates over each law or reform proposal, such as the Law of Mother Earth, the Forestry Law, the Law of Forests, and the Consultation Law. The Law of Mother Earth is considered an umbrella law for other laws to be approved whose content is based on a more integral view of natural resource management. A preliminary version of this law was approved on December 8th, 2010, in order to be presented at the COP16 as proof of the Bolivian government's commitment to the conservation of nature. The law reflects the conclusions reached by the World People's Conference on Climate Change and the Rights of Mother Earth, held in Cochabamba, Bolivia in April 2010. RRI strategy will be equally focused on strengthening the capacity of indigenous and *campesino* organizations to influence political decision-making and facilitate alliances between regional *campesino* and indigenous organizations. For RRI Collaborators, it will be important to create spaces for critical reflection on REDD+ mechanisms and climate change, which will allow them to play a more vital role in analyzing the proposals for mitigation or adaptation.

Currently, RRI is working directly with collaborators such as: CEDLA (Centro de Estudios para el Desarrollo Laboral Agrario), CEJIS (Centro de Estudios Jurídicos e Investigación Social), IPHAE (Instituto para el Hombre, Agricultura y Ecología), CIFOR (Center for International Forestry Research), and has broadened collaboration with Intercooperation and new Collaborators such as LIDEMA (Defense League for the Environment), and indirectly with CIDOB. In addition, independent consultants with specific and strong knowledge of land tenure issues in the lowlands have participated in RRI strategic analysis.

5.2 Bolivia - Planned Activities- 2010-2012

Activity	Details/Description	Lead (Partners and Collaborators)	RRI Funds Request Priority 1	RRI Funds Request Priority 2	Funds Committed by Partners
Promote monitoring of the legislative process and its impacts on the governance of territories and forest resources with indigenous organizations	<ul style="list-style-type: none"> Create and implement a mechanism for information, updates, and status of legal reforms and processes: Laws of Mother Earth, Biodiversity, of the Amazon, Water and Natural Resources, Prior Informed Consultation Law. Develop legal analysis of specific proposal for law creation or reform. 	CEDLA (CEJIS, LIIDEMA, IC, CIFOR, IPHAE)	\$24,000		One half-time salary (in kind)
Facilitate strategic regional alliances between the lowlands indigenous and <i>campesino</i> organizations to strengthen their capacity to influence decision-making governmental spheres	<ul style="list-style-type: none"> Facilitate debates with representatives of each social sector (indigenous and peasant organizations) 	CEJIS (IPHAE, IC, LIIDEMA)	\$30,000		
Develop spaces for reflective and critical analyses of mechanisms REDD+ and climate change	<ul style="list-style-type: none"> Elaboration/Preparation: distribution of materials about laws, standards, agreements, etc. Workshops/events/meetings about political debate on proposed laws to empower organizations and their leaders Legal backing for analysis and elaboration of observations and technical discussions on proposed laws with different actors Organize a group of institutions and key individuals to develop critical analyses of REDD + and CC issues. Hold two inter-institutional meetings to analyze different positions on REDD+ and climate change 	IPHAE (CEJIS, LIIDEMA, CEDLA, IC)	\$32,000		
		CEDLA - CIFOR (IC, LIIDEMA)		\$14,000	

5.3 Bolivia- Audiences and Priority Outcomes- 2010-2012

Audiences/Constituencies	Priority Outcomes
National-regional governments	<ul style="list-style-type: none"> Community forestry becomes a fundamental aspect of national forest policy.

Community-based and indigenous organizations	<ul style="list-style-type: none"> • At least 3-5 TCOs are recognized as autonomous administrative entities and have secure, consolidated forest tenure rights. • Establish the groundwork for a Forest Law that includes a more integral view of forest resources management. • Strengthen strategic alliances between lowland indigenous and <i>campesino</i> organizations in order to more effectively influence government. • Strengthen governance capacity and the exercise of autonomy in indigenous territories to contribute to the control and management of forest resources.
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5.4 Strategic Partners, Collaborators and Roles

Partner	Role
Intercooperation (Partner)	Collaborate and support the work of the collaborators.
CEDLA (collaborator)	Contribute specialized knowledge on economic trends in the country and lead research and analysis of proposals for legislative reform in relation to use and management of forest resources.
CE-JIS (collaborator)	Contribute with specialized knowledge of the legislative process involving the Law of Autonomy and Decentralization and directly support indigenous organizations in their negotiations with the government on issues related to tenure rights.
CIFOR (Collaborator)	Lead the process of analyzing environmental and REDD policies in the country.
IPHAE (collaborator)	Lead research and work directly with the extractivist cooperatives to develop proposals for legislative reform on the mechanisms of self-regulation.
LIDEMA (collaborator)	Collaborate with an analysis of environmental policy.

VI. Budget- Tier 1 Countries

Country	RRI Funds Request Priority 1	RRI Funds Request Priority 2
Country Guatemala	\$ 90,000	\$10,000
Country Bolivia	\$ 86,000	\$14,000
Totals Divided by Priority	\$ 176,000	\$24,000
TOTAL Priorities 1 and 2	\$200,000	

VII. Activities in Tier 2 Countries

8.1 Planned activities—2011

Country	Activity	Description/ Details	Lead (Partners and Collaborators)	Requested RRI Funding Priority 1	Requested RRI Funding Priority 2	Funds Committed by Partners
	Open spaces for the diffusion, dialogue, meetings, discussion, and consensus building on the political priorities of indigenous peoples	<ul style="list-style-type: none"> Hold four dialogues to promote sub-regional discussion in various territories (Waspm, Minas, Puerto-Prinza, and Polka) to reflect of key issues of territorial governance and management. 	CADPI (NITLAPAN, URACCAN)	\$6,500		\$3,500 URACCAN (taller Sector Waspm)
	Take actions to give greater visibility and importance to gender issues in the spaces of discussion of territorial governance (course, workshops, forums, and panels)	<ul style="list-style-type: none"> Hold three territorial level workshops so that women's groups can prepare for their participation in territorial governance discussions. Include analyses of gender relations in territorial governance in the course content 	NITLAPAN (URACCAN, CADPI, CIFOR)	\$4,000		\$2,000 (NITLAPAN)

	<p>Develop case studies and analyses of territorial economic dynamics that affect the governance and management of territories</p>	<p>and in at least one of the case studies and workshops to be developed by students</p> <ul style="list-style-type: none"> Carry out one case study (with a shared methodology) on 3 territories that systemizes experiences in territorial management, conflicts, negotiation mechanisms and economic dynamics 	<p>NITLAPAN/CIFOR (CADPI, URACCAN, PRISMA,)</p>	<p>\$55,000</p>	<p>\$2,800</p>	<p>US\$5,800 (other sources)</p>
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VIII. Summary of all regional activities

Include here a summary of key regional activities planned in this time period, including coordination and implementation responsibility and cost.

Category	RRI Funds Request Priority 1	RRI Funds Request Priority 2
Tier 1 Country activities	\$ 176,000	\$24,000
Tier 2 Country activities	\$ 65,500	\$2,800
Regional activities	\$ 281,700	\$54,000
FUNDS REQUESTED REGIONAL, TIER 1 AND TIER 2	\$523,200	\$80,800
Regional Facilitator (time for one-year)	\$ 75,000	
Totals Divided by Priority	\$ 598,200	\$80,800
TOTAL Priority 1 and 2	\$679,000	

IX. Recommendations for Global Activities

Include here recommendations for global-level activities for which you see an emerging demand, for example for global network support to a certain constituency or global strategic analysis.

Activity	Request (if any)	Partners and Collaborators
ATEMs	<ul style="list-style-type: none"> • Methodology to develop regional studies in economic investment that pressure forest resources and threaten forest communities' tenure rights. • Analyses of conditioning factors that contributes to successful community enterprise models (and exchange of experiences of forest community enterprises). • Analyses of existing collective tenure rights and management model within PA. 	
Realizing Rights	<ul style="list-style-type: none"> • Construct a narrative on the value of collective lands and collective governance that serves as a strategy to argue the discourse of privatization and individual and corporate land tenure model. • Maintain support to develop analysis of case studies on mechanism to consolidate tenure rights. 	