

# MID-TERM EVALUATION OF THE AMERINDIAN LAND TITLING PROJECT IN GUYANA

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Please note the analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or the United Nations Member States. This publication reflects the views of its author.

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## LIST OF ABBREVIATIONS

NAME OF THE INSTITUTION OR ORGANIZATION	ACRONYMS
Amerindian Peoples Association	APA
Amerindian Land Titling Project	ALT
Committee on the Elimination of Racial Discrimination	CERD
Forest Law Enforcement Governance and Trade	FLEGT
Free, Prior and Informed Consent	FPIC
Indigenous Peoples Commission	IPC
Guyana Forestry Commission	GFC
Guyana Geology and Mines Commission	GGMC
Guyana Lands and Surveys Commission	GLSC
Government of Guyana	GoG
Guyana REDD+ Investment Fund	GRIF
Guyanese Organization of Indigenous Peoples	GOIP
International Labor Organization	ILO
Low Carbon Development Strategy	LCDS
Ministry of Indigenous Peoples Affairs	MoIPA
Ministry of Natural Resources	MNR
National Tshaos Council	NTC
Organization of American States	OAS
Protected Areas Commission	PAC
Project Management Unit	PMU
Reduced Emissions from Deforestation and Forest Degradation	REDD
United Nations	UN
United Nations Declaration on the Rights of Indigenous Peoples	UNDRIP
United Nations Development Programme	UNDP

## PROLOGUE

This report contains an analysis of the Amerindian Land Titling Project in the context of indigenous rights in Guyana and the institutional challenges for its execution<sup>1</sup>.

In America, indigenous land titling is not a neutral activity. On the contrary, it is very sensitive from the political and economic perspectives. Giving land rights to indigenous peoples in a tropical forest environment frequently means that forest will be conserved and there will be no place for extractive industries. In the context of Climate Change, the importance of indigenous lands is undeniable in mitigating its effects. This is the reason of the singular value given to indigenous land titling by all initiatives related to climate change mitigation, including REDD+.

The Amerindian Land Titling Project of Guyana is funded by the Guyana REDD+ Investment Fund (GRIF) and makes part of the country's Low Carbon Development Strategy (LCDS). The project began in October 2013 and its termination date is October 2016.

Various factors, some of them out of the control of the implementing institution, determined a low accomplishment of the original targets. This is why the United Nations Development Programme (UNDP) programmed an evaluation which could recommend the necessary adjustments to complete the proposed goals with an extension of the period of execution.

This report describes the land titling process, the role of the project, analyzes the findings and lessons learned from the evaluation activities (bibliography revision, interviews with key informants and field visits), and makes conclusions and recommendations.

The bibliographical review permitted an understanding of the complex reality of indigenous peoples in Guyana, the importance of land titling for

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<sup>1</sup> The author was engaged as independent evaluator by UNDP Guyana and signed an evaluation agreement form concerning the Code of Conduct for Evaluation in the UN System. The signed form is in Annex 1.

indigenous communities and their actual challenges. The Amerindian Peoples Association and the Forest Peoples Programme have produced important investigations concerning Climate Change, forest conservation, mining and indigenous rights among other important themes. With their documents and the interview with indigenous leaders, it was possible to have an anthropological approach of indigenous reality in the country.

## SUMMARY

The Amerindian Land Titling project in Guyana is an initiative from the Government of Guyana funded by the Guyana REDD+ Investment Fund (GRIF) in the context of the Low Carbon Development Strategy (LCDS).



The objective of the project is to facilitate the Amerindian land titling process. The expected outputs are the issuance of Absolute Grants and Certificates of Title to eligible Amerindian communities and land extensions for villages that submit requests to the Ministry of Indigenous Peoples Affairs (MoIPA). The implementing partner is the MoIPA through a Project Management Unit, and the responsible parties are the Guyana Land and Surveys Commission and the Office of the President (Project's Unit).

For the Guyana Low Carbon Development Strategy, protecting indigenous land rights means the conservation of tropical forest in one of the more relevant world's region for Climate Change mitigation. The project seeks to enable indigenous peoples of Guyana to secure their territory and their natural resources with a view towards sustainable development.

At the national level, the legal background of the project is the Amerindian Act of 2006 and the report from the Amerindian Lands Commission of 1969. At an international level, the United Nations Declaration on the Rights of Indigenous Peoples, the American Declaration on the Rights of Indigenous Peoples, the resolutions of the Inter-American Court of Human Rights and the recommendations of the Special Rapporteur on the Rights of Indigenous Peoples.

The project began in 2013 for a period of three years but, the beginning date was delayed for some months. Also, the change of government after the elections of May 2015 meant a transition period which delayed more the project activities.

It is important to understand that Amerindian land titling is not only a legal and cadastral practice. Land titling is a very sensitive activity from a political perspective. The project document emphasizes the technical and legal aspects of land titling and the sequence of steps necessary to obtain an Absolute Grant and later, a Certificate of Title.

Political and economic interests and also the cultural complexity of the problem are not considered at the scale they had to be. As a result, the

Project Management Unit has a mono professional technical profile and the project results are not at the expected level. It is clear that such a complex process will need more time than expected in the beginning and a re-formulation of the project execution, including the professional profile of the personnel in charge.

This evaluation is intended to assess progress made in implementing the project and will determine progress been made towards the achievement of “improved functional capacity of key natural resources and disaster risk management institutions.” It is clear that major risks and disasters are anthropogenic and forest conservation constitutes one of the best measures for risk reduction in tropical environments. Even in indigenous titled lands, mining is destroying forests with the result of the increment of disaster risk.

Evaluating the advancement of the Amerindian Land Titling Project in Guyana is an important challenge because of the continental relevance of the initiative. As in Guyana, in all the countries of South America and the Caribbean basin, indigenous lands demands and indigenous consultation (around Free, Prior and Informed Consent), occupy the first place in the Amerindian people's priorities. The case of Guyana is not well known and it can constitute an important precedent, especially because of the consultation process, the participation of UNDP and the REDD+ funding through the GRIF.

The evaluation process considered bibliography revision, interviews with the involved Government institutions and indigenous organizations and the visit of a judgment sample of Amerindian villages.

In the following paragraphs are the principal conclusions and recommendations of the evaluation:

- Amerindian land titling should be envisaged not as a technical practice but as a political challenge and a matter of human rights having as context the UN Declaration on the Rights of Indigenous Peoples, the American Declaration on the Rights of Indigenous Peoples and the resolutions of the Inter-American Court of Human Rights.
- Conflicts derived from the misunderstanding of indigenous land rights can be mitigated with regional and national dialogues between the principal stakeholders related to land and economic development. Indigenous organizations such as APA and GOIP should be invited as well as miners and local authorities. The space to promote these

dialogues is the Representative Platform, initiated by the ALT Project, with the support of the ALT PMU.

- The Guyana Geology and Mines Commission (GGMC) grants mining concessions superposing over indigenous territories, even after the land request legal and administrative process has begun. Mining for forest peoples means a major threat to their way of life (their economy, social organization and culture).
- It is important to underline that UNDP is the organization in charge of two strategic outputs of the project: dispute resolution training and communication strategy). Both of them are the basis for the entire land titling project. A culturally pertinent communication strategy prepared with indigenous participation and a conflict resolution training considering cultural and political specificities of each community and village prevent further conflicts and, with an adapted consultation method, will increase the progress of land titling. That is why UNDP needs to improve its specific capacities in indigenous peoples, intercultural communication, and conflict resolution in cross-cultural contexts. It is very important to improve the institutional capacities in indigenous gender approach. It is also clear that the increase of UNDP capacities has the objective of advising the MoIPA which is the national institution executing the project.
- To follow the project process, UNDP needs a specialist in indigenous peoples with specific academic background in Social Sciences and experience or academic training in indigenous rights, indigenous gender approach and applied investigation.
- Indigenous tropical forest production systems are a guarantee for forest conservation. One of the main objectives of Amerindian land titling is precisely forest preservation. But, for some indigenous villages, the requested land extensions have the purpose of an ulterior request for a lumbering concession.
- Mining activities in indigenous titled lands made by mining companies or indigenous, have the risk of destroying forest production systems and pollute rivers and other water sources. Permissions for mining in indigenous lands should respect the FPIC and all social and environmental safeguards
- With the ALT PMU and the MoIPA agreeing to take and to process at some level these new extension requests and examine where they can be characterized as "corrections" to the original requests rather than

“new requests” this could be an advance in establishing more trust between the parties. This is very important; it represents a vindication of indigenous peoples and also a conflict prevention strategy.

- National institutions have legal, administrative and technical competences. They also have specific technical skills. This is the case of Guyana Lands and Surveys Commission (GLSC) which is specialized in land measuring.
- The Representative Platform is a coordination space which should be supported by the project and the UNDP. Participation of indigenous organizations should also be encouraged not only at a national level but also in the regions. This means that the Platform could, in some special cases, program regional meetings to discuss specific problems with local stakeholders.
- It is important to create and consolidate anthropological and sociological skills in the MoIPA, especially for the Titling of Amerindian Lands. Territorial studies, investigation reports, conflict resolution, land management, etc., needs an interdisciplinary approach.
- There seems to be a lack of an effective communications strategy. Cultural aspects of communication are not present in the document which explains the communication policy of the project. Cross-cultural message transmission or intercultural communication does not work only with written translations of the English texts and using the same transmission channels. Neighboring communities, often belonging to different cultural backgrounds have also to be considered in the communication strategy as well as miners and other stakeholders. It is recommended that communications strategy divulges the international legislation concerning indigenous rights and indigenous rights to land: The UN and the American declarations of indigenous rights, for example.
- The complexity of the project needs to strengthen the Project Management Unit with a multidisciplinary team to make the investigation reports, the political negotiations, the local and regional dialogues, between other functions.
- Investigation reports do not contain the information with the necessary quality to be used as land requests justifications. In general terms, they do not explain properly the characteristics of indigenous villages and they don't analyze local situations with the necessary in-depth approach. It is important to conceive the investigation report as a

development instrument and the social, political, legal and cultural justification of the land grant. This conception prevents conflicts.

- The investigation reports must be returned to all the stakeholders who participate in the land titling process for comments and validation, as recommended in the draft Guidelines prepared by the Representative Platform. In the case of the Amerindian communities and villages, local validation is part of the right to indigenous consultation (FPIC).
- Acceptance of demarcation continues to generate conflicts between communities and the government. In some cases, according to local leaders, engaged surveyors did not communicate their arrival to the village and it wasn't possible to work together. In other cases, as local leaders explained, prior to the ALT Project, surveyors did not communicate they were working on the demarcation and the geographical points demanded by the village were not correctly marked. Training in indigenous rights and cross-cultural relations is important to improve the surveyors work. Even if this case was reported before the project. It is a good example of a practice which in the long term generates conflicts.
- The use of the drone technology with the purpose of illustrating the geographical features to discuss, with the community and other interested stakeholders, the boundaries of an indigenous land, could be a useful instrument.
- It is important to underline that it is not recommended to use drones for demarcating boundaries. Demarcation should be always done walking the perimeter with the indigenous authorities, not only with engaged indigenous even if they are recommended by the Village Council or the Toshao. The boundaries demarcation cannot be done without the presence of the neighbor's representatives and all conflicts need an in situ agreement.
- Surveyors should be trained in indigenous rights and indigenous land titling according to international and national legislation. Their work is strictly technical but has a political impact which has a high possibility to generate conflicts. This is why surveyors must be accompanied by MolPA specialists in indigenous issues in charge of boundaries negotiations.
- Land conflict investigation, management, resolution and transformation are complex tasks which needs specific skills to be

developed in the implementing agencies, notably in the MoIPA and the GLSC. Conflict management should be seen as a conflict prevention long-term strategy and as a basis for the future development of indigenous communities. It is recommended to develop institutional capacities in land conflict resolution, especially in the MoIPA and the GLSC. The grievance mechanism should be accessible to all communities at a regional level.

- Internal mediators are a good conflict resolution instrument if they are articulated with customary conflict resolution systems and local and traditional authorities. A diagnosis on traditional land conflict resolution is necessary to direct mediation training in a culturally legitimate direction.
- The project design did not consider any gender perspective analysis. In South American indigenous societies, even if they are often patriarchal, women participate actively in forest management and they are responsible for harvesting activities (products of the forest such as medicinal plants, fruits, food, artisanal materials, among other activities), they also participate in shifting cultivation and the preparation and conservation of food (smoking fish and other animal products, etc.). The majority of the interviewed Village Councils had women members and this means a positive pre-condition to improve their rights to participate in decision-making concerning land and land management mechanisms, including development plans. Women have a relevant role in forest conservation.
- Women's participation in land management must be stimulated by the project. Considering that women's roles are different in each society, it is important to make an in-depth gender analysis of all communities and villages requesting for land grants or land extensions which must be part of the investigation report.
- A socially legitimate consultation process depends on the articulation of the process with the local power structures and the customary decision-making system, not on the legal procedures established by the Amerindian Act. A legitimate consultancy process is also a conflict prevention strategy. It is recommended to consider traditional decision-making structure which are different in every culture or even in the same culture (with the same or similar cultural background), depending on social and cultural changes. That means that previous to the FPIC process, local authorities should be consulted with the aim to agree a pertinent local consultation strategy. A PMU with an

interdisciplinary team will be capable to design, with the local authorities, pertinent and legitimate consultation methods.

It is important to underline that all activities, lessons learned, methodologies, communication strategies and training, among other aspects, will strengthen the capacities of the Ministry of Indigenous Peoples Affairs in investigation, consultation, land titling, conflict resolution and intercultural communication.

## EVALUATION APPROACH AND METHODOLOGY

As stated in the Terms of Reference, the purpose of the evaluation is to assess the progress made in implementing the Amerindian Land Titling Project. Analyzing the progress in the achievement of the project goals, the evaluation will identify course corrections if needed, will highlight issues requiring decisions and actions<sup>2</sup>. It will also be important to present initial lessons learned concerning project design, its implementation and will examine sustainability issues.

The evaluation was focused on the following issues:

- Provide evidence to support the accountability of the project.
- Identify current areas of strengths, weaknesses and gaps, especially regarding i) the appropriateness of UNDP's implementation support, ii) the impediments to achieving the outputs, iii) the adjustments to be made.

The evaluation makes an analysis of the geographic coverage of land titles and demarcations (comparing the programmed goals with the attempted products), the timeframe of the project (evaluating the real possibilities of attempting the expected products in the planned time and the application of indigenous consultation (FPIC) and dispute resolution to the land titling and demarcation processes. An analysis of cultural pertinence concerning consultation and conflict resolution is a relevant product of the evaluation. Community engagement will be one of the more important issues considered in the field visits, especially because of its relation with sustainability.

To accomplish the objectives, the evaluation used the following information sources:

- A document analysis (project documents, institutional information, statistical data, books and documents about Amerindian peoples in Guyana published by universities, researchers, NGO's, etc.).

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<sup>2</sup> The relevance/appropriateness, efficiency, effectiveness, and sustainability of the outputs and likely impact will also be considered.

- Interviews with government institutions (Ministry of Indigenous People's Affairs, Guyana Forestry Commission, Guyana Lands and Surveys Commission, Guyana Geology and Mines Commission, for example).
- Civil society organizations: (Guyanese Organization of Indigenous Peoples (GOIP), Amerindian Peoples Association (APA), National Toshias Council (NTC).
- Cooperation agencies: United Nations Development Programme (UNDP).

Local organizations were interviewed in a field visit to the following places: Rockstone in region 10, Wakapoa and Akawini in region 2, Kangaruma in region 7, Moco Moco and Massara in region 9.

Interviews were held with a wide range of stakeholders involved in the project and MOIPA indications (relevant institutions, organizations and persons in relationship with the project).

The evaluation was focused on the following issues:

- The quantitative goals of the project.
- The qualitative aspects related to the accomplishment of the project goals.
- The appropriation of the land titling process and the land governance rights by the Amerindian organizations, societies and villages.
- The institutional capacities for conflict resolution training at a local level (communities, villages and regions).
- The conflict resolution systems in relation with local decision-making and power structure (in the context of the Amerindian Act and prevalent ethnic structures).

Quantitative goals were analyzed considering the following indicators for each activity:

- Goal (for example: number of new extensions demarcated, number of cadastral surveys completed).
- Advance in the accomplishment of the goal.
- Reasons of the accomplishment state (institutional, legal, financial, technical, political, etc.).

- Analysis.
- Recommendations.

Two interrelated aspects were analyzed together and separately:

- The statutory land titling process in law and practice (comparing the procedures as officially defined and as they are being applied).
- The design of the programme (in terms of institutional roles, Amerindian participation, legal aspects, etc.).

For the rest of the analysis, the general approach was to seek for solutions and to improve the good practices in every issue:

- Land titling procedures (the preparation of the land demand dossier following all the steps until the end of the process, certificates of title).
- Project design. Including roles and responsibilities assigned to each institution and organization participating in land titling process).
- Land management, including conflict resolution procedures in different Amerindian villages corresponding to different indigenous peoples. Analysis of local norms concerning land governance (forest and natural resources management, land inheritance, border conflicts, hunting, fishing and forest products recollection, role of women and age and gender groups in land management, etc.)
- Capacity building at all levels: from local authorities at community and village level to government institutions concerning land titling, land rights, land and natural resources management and conflict resolution via training in mediation.
- Conflict resolution related to land regularization including foreign occupants of land and internal conflicts between members of the village. Gender issues related to land rights of women.
- Training considering cross-cultural concepts and local appropriation of knowledge. Creation or articulation of new concepts with traditional structures already legitimated in each village and society. Preparation of a handbook for negotiation and arbitration of land issues (internal to the village and with external stakeholders).
- Communication issues: pertinence of cross-cultural communication related to land rights, secure land tenure, land management and local

governance according to the Amerindian Act and local power structures (traditional decision-making systems).

- Socio-economic impact of secure land rights. Real impacts, if they can be found and perceptions of the local authorities. Perspectives to the future of local authorities. Economic development and forest conservation. Tropical forest production systems.
- Free, Prior and Informed Consent: relation between consultation methods established by the Amerindian Act and traditional local decision-making procedures. Application of the Free, Prior and Informed Consent in land titling processes. Women's participation in the consultations.

The guide for the mnemonic interviews can be found in Annex 3.

## DESCRIPTION OF THE INTERVENTION

The project has the objective to support the titling of Amerindian lands in the country. In Guyana, as in the rest of the continent, the indigenous peoples living in the tropical forests have developed a production system based on the co-existence of nature and human societies. For the Amerindians, living in the forests and the savannahs, means that harvesting, fishing, farming and hunting, are not independent activities, but part of a complex understanding of the tropical forest ecosystem and the strategies to live in it.

Thousands of years of farming and harvesting showed the indigenous about the best agricultural practices for the conservation of the fertility of the tropical soils. That is why shifting cultivation characterizes their agricultural production system. This is very important because shifting cultivation explains:

- Why indigenous peoples need larger amounts of land to practice their production system and to satisfy the needs of their society.
- Why they conserve the forest.

For indigenous societies, land is not a market value, on the contrary, it is the space where social and cultural identities have their roots and material reproduction of the society is possible. That is also why the concept of territory is used to explain the special relations between indigenous peoples and their lands, as recognized in the international legislation. In the territory, history, cosmology, spiritual life, agriculture, and all dimensions of social and cultural life co-exist and are inseparable. The loss of their territory frequently is associated with the loss of their culture, the ethnocide. When we talk about territory for indigenous peoples of Guyana, we are talking about the forest and the savannah, the conditions for indigenous life persistence and sustainability.

“The situation of original peoples in Guyana is quite unique. They were the first in the entire continent of Abya Yala to obtain rights to their lands granted by the Dutch settlers. As early as 1784 they enjoyed “full and free” property to them. Since Guyana is a country crossed by dozens of rivers and forests, mainly impenetrable rainforest, this enabled them to keep their territories free of major aggressions until close to the end of the twentieth century. The European settlers and immigrants stayed in locations where they could establish large plantations, adjacent to the rainforest but without penetrating

it, and along the coast where 80 per cent of the country's population live today."<sup>3</sup>

Nine indigenous groups of people live in Guyana, the majority in their ancestral lands, the actual Amerindian lands.

"Guyana's indigenous peoples are as follows: Arawaks or Lokonos, Warau, Caribs or Karinya, Akawaio, Patamona, Arekuna, Makushi, Wapichana and Waiwai. They live predominantly in the regions of the interior. Indigenous peoples account for more than three quarters of the population in regions 8 and 9 (75.9 per cent and 89.2 per cent, respectively) and close to two thirds of the population in region 1 (62.2 per cent). There are several indigenous peoples in Guyana not recognized by the Census: Trío, Taruma and Atorad (original peoples of America)."<sup>4</sup>

For the 2012 Census, indigenous population of Guyana is equivalent to 10.3% of the country's total population of 746,955.

Guyana: Indigenous population by people and language group

Indigenous people	Language group	Estimated population	% of Guyana's indigenous population
Arawak (Lokono)	Arawak	22,400	32.0
Wapishana		9,800	14.0
Warau	Warau	7,000	10.0
Carib (Karinya)	Carib	7,000	10.0
Akawaio (Kapon)		7,000	10.0
Patamona (Kapon)		7,000	10.0
Arekuna (Pemon)		700	1.0
Makushi (Pemon)		11,200	16.0
Waiwai		280	0.4

Source: Renshaw, Jonathan. Guyana: Technical note on Indigenous Peoples. Washington, Inter-American Development Bank (IDB), 2007. Page 11.

<sup>3</sup> International Fund for Agricultural Development (IFAD).Country Technical Note on Indigenous People's Issues. Republic of Guyana. Rome, IFAD, 2012. Page 3.

<sup>4</sup> Ibid. Page 2.

“...the number of Indigenous people in Guyana has increased, as has their importance as a proportion of the population, rising from 40,343 (5.3%) in 1980 to 46,722 (6.5%) in 1991 and 68,819 (9.2%) in 2002. This represents a very high level of growth – 3.6% a year for the period 1991-2002, and is characteristic of populations that maintain high fertility and birth rates while their mortality rates are declining, typically because of improvements in their health status. It may also reflect a tendency for some people to redefine their identity, with people who previously considered themselves as belonging to some other group now defining themselves as Indigenous.”<sup>5</sup>

Indigenous peoples of Guyana represent approximately 10% of the total population of the country and have territorial demands concerning a third of the country’s surface. Their tropical forest production systems and their ancestral rights have been recognized by the Government of Guyana through the Amerindian Act of 2006 which establishes the necessary sequence of steps for a land request coming from an Amerindian community or village.

But, the Act does not have an indigenous rights perspective according to the international legislation. That is why the indigenous organizations suggested a revision of the Act prior to the land titling process, as the initial activity of the project. The following box contains some of their arguments:

The thoroughly outdated 1951 Amerindian Act (which had been only slightly amended in 1976 and 1991) was widely recognized as anachronistic and contrary to Guyana’s international legal obligations.

During 2001-2003, and with technical assistance from the World Bank and the Inter-American Development Bank (IDB), a review process was undertaken to revise this Act. The review was considered by both agencies to be indispensable if Guyana’s policies for the development and conservation of the interior were to be made compatible with their own policies on indigenous peoples, which the Banks are obliged to observe as ‘due diligence.’ As part of the technical assistance project, a legal consultant from the Inter-American Court of Human Rights, Oswaldo Kramer, accordingly provided the Government of Guyana with an exhaustive draft for the recognition of Amerindian rights.

Yet the revised Amerindian Act, adopted by the National Assembly in 2006, paid almost no heed to these suggestions, and efforts by indigenous peoples’ organizations to get the draft bill amended were likewise rebuffed. The Amerindian Peoples Association and the Forest Peoples Programme responded in January 2006 by submitting a complaint to the United Nations Committee on the Elimination of Racial Discrimination under its Urgent Action/Early Warning Procedure.

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<sup>5</sup> Ibid. Page 5.

The complainants alleged that the Act was contrary to the rights of indigenous peoples, which the Government of Guyana was constitutionally, and through treaty, obliged to uphold.

Specifically the complainants expressed concern that the Act *inter alia*:

- Does not provide for the recognition of the indigenous peoples' rights to own and control the lands, territories and resources that they have traditionally owned or otherwise occupied and used
- Discriminates against indigenous peoples with regard to their rights to land.
- Disqualifies some indigenous communities from holding title
- Denies the legal personality and rights of unrecognized indigenous communities
- Fails to recognize the wider rights of indigenous communities whose lands are untitled
- Disallows that land may be owned jointly by groups of communities and only vests titles in recognized villages.
- Excludes waters and subsoil resources from indigenous control, contrary to the provisions for other citizens owning property.
- Allows forcible relocation and the compulsory taking of indigenous peoples' lands.
- Provides only weak rights for recognized indigenous communities to be consulted, participate or give consent to activities planned on their lands.
- Allows the Minister to veto the decisions of elected Amerindian Village Councils.

Source: Marcus Colchester and Jean La Rose. *Our Land, Our Future. Promoting Indigenous Participation and Rights in Mining, Climate Change and other Natural Resource Decision-making in Guyana.* Georgetown, APA, 2010. Page 6.

Amerindian villages began to receive lands in 1974 when almost all the regions were considered for land grants. Seventeen years later in 1991, Amerindians in region 7 received lands. After 1974 until the present days, the Amerindian land titling has been sporadic with a period between 2004 and 2007 with a more constant institutional work. The next table illustrates the land titling process between 1974 and 2013. The table in Annex 4 contains more detailed information concerning the process.

Amerindian land titling in Guyana by region, year and area  
(Approximation in square miles)

Year Region	1974	1991	2004	2005	2006	2007	2009	2013	YA	Total
Region 1	824.2		196.7		23.8	124.0			226.08	1,394.8
Region 2	573.3									573.3
Region 3	67.1									67.1
Region 4	245.8									245.8
Region 5	121.5									121.5
Region 6	190.0					230.7				420.7
Region 7		1,596.1			41.1	23.8			190.2	1,851.2
Region 8	1,252.5				46.8				5.4	1,304.7
Region 9	2,751.3		2,504.1		83.9	87.5		136.0		5,562.8
Region 10	99.9			281.3			23.2	55.7		460.1
Total	6,125.6	1,596.1	2,700.8	281.3	195.9	466.0	23.2	191.7	421.73	12,002

Source: ALT Project Management Unit. MoIPA, October 2016.

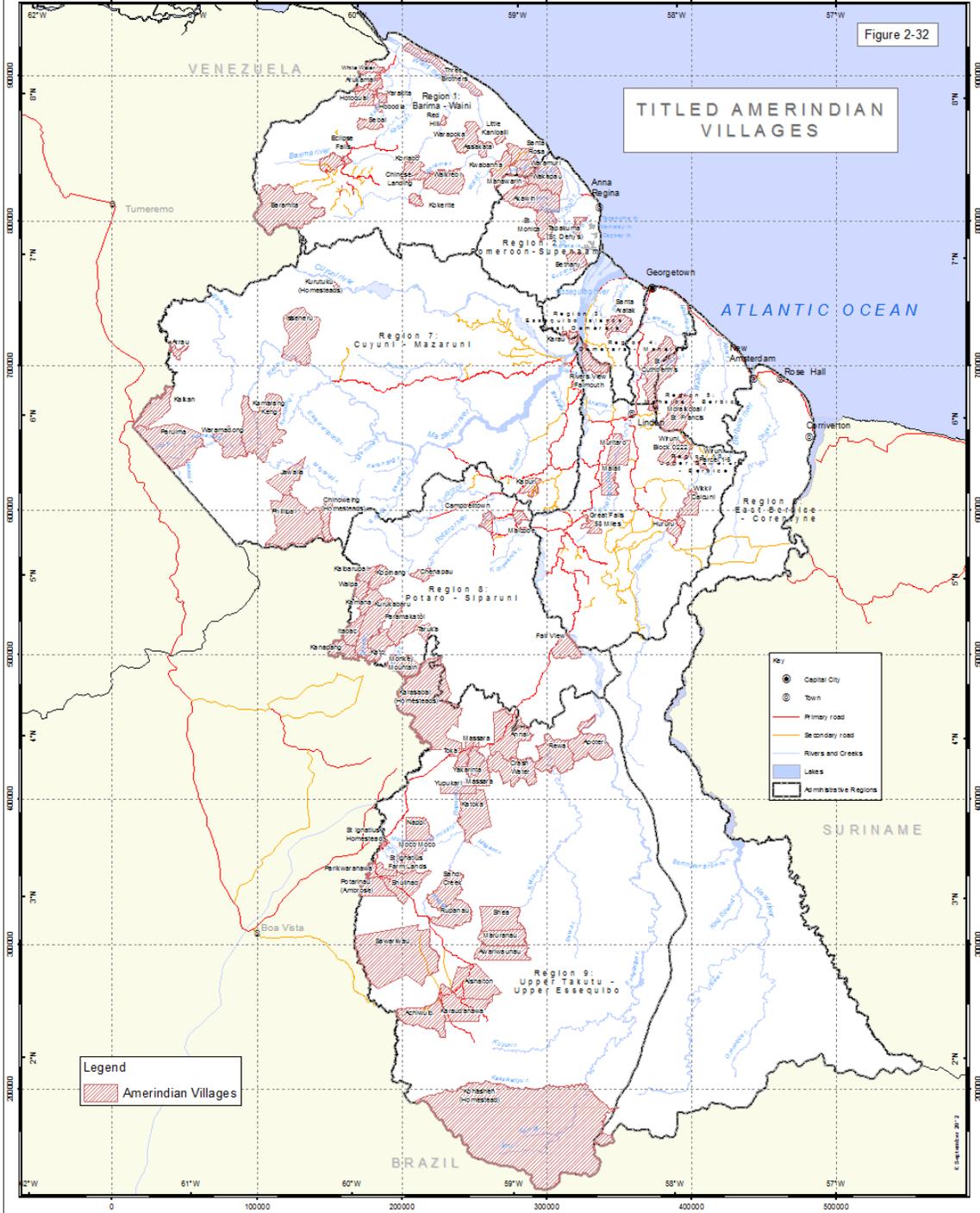
YA – Year Unavailable





# Development of Land Use Planning Project DLUPP

Figure 2-32



### Location Diagrams



### Data Sources and Interpretation

1. Imagery: Biers  
 LANDSAT 5 TM: 30m, Aug-Dec 2011, L1T & L1G  
 Downloaded from USGS web site and processed for  
 enhancement, filtering and mosaicking  
 2. Vector Layers  
 Background data digitised from satellite imagery  
 Auxiliary layers supplied by Government Agencies  
 (GLSC, GFC, GDMC, EPA)  
 Visual interpretation was augmented by local knowledge  
 where possible but no systematic field validation was  
 undertaken.  
 Elevation data from Government Agencies were processed  
 to adjust digital data standards with attribute and  
 topological integrity.

### Cartographic Information

Scale 1:2,500,000  
 Coordinate System: UTM Geo-Zone 21  
 Projection: Transverse Mercator  
 Spheroid: WGS 1984  
 Geographical Coordinates: Lat/lon (D)  
 Datum: WGS 1984  
 Scale 1:2,500,000 for Tabloid prints



### Framework

DLUPP has attempted to provide mapping that is as accurate as is available  
 with the source material, however all geographic information has limitations  
 due to the scale, resolution, date and interpretation of the original source materials.  
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## STEPS IN THE LAND TITLING PROCESS

With the actual proceedings to obtain indigenous rights to a specific territory, the first step is the submission of a land request to the Ministry of Indigenous Peoples Affairs.

The second is the acknowledgement of the Ministry of Indigenous People's Affairs.

The following step is the investigation report.

In order to begin with this report, the MolPA requests the Guyana Land and Surveys Commission to prepare a plan of the requested area. Once the scaled plan is ready, it is sent to the Guyana Forestry Commission, the Guyana Geology and Mines Commission and other related Government Agencies to verify the presence of existing mining and lumbering concessions and the overlapping of them with the indigenous request. After that procedure, the period of investigation is open, in the charge of the MolPA, to ascertain information from the Amerindian Village or community.

The investigation report is ordered by the Minister and should be finished in the term of six months. It is a very important document because it is supposed to demonstrate the right to land of the village that made the request. It means that it must be a complete analysis of the territory and the society who lives in it. Social and cultural identity of indigenous peoples have a close relation with the territory where they have lived during centuries (the recent foundation of new settlements does not mean that the history of the village has the origin in the actual settlement, we are talking about ancestral lands). This is why the investigation report must have an interdisciplinary approach.

Legal and surveying skills are important, but they are not enough to demonstrate the relation between land and society from all points of view (in the economic, cultural, social, symbolic and political dimensions, among others).

The project should have, in the Project Management Unit (MOIPA), as support for the project coordinator, an interdisciplinary team in charge of the investigation reports and the follow-up of the land requests, including the cross-cultural dispute resolution strategies. The main disciplines to be considered in the professional composition of the team are Anthropology/Sociology, Agricultural Sciences/Forestry, and Customary Law specialist and gender and women's rights with the technical support of a surveyor.

According to the actual proceedings, the investigation report contains the information in the following table. Column 1 contains the basic actual aspects to be considered, column 2 the proposal of the document “A guideline for Amerindian land titling in Guyana” (September 6 version) and column 3 some commentaries from this evaluation report.

Original	Proposed guidelines	Commentary (proposed contents)
1		General context of the village (Amerindian people, description of the region (including society, culture, economy, environment, conflicts, history, neighbor communities, etc.).
2		Description of the village (services, settlement patterns, infrastructure).
3 A list of persons in the community or village and the number of households;	A list of persons in the Amerindian Community or Village and the number of households.	Socio-demographic data of the village: age, sex, education, number and characteristics of households (services, house description, etc.). An auto-census with the Village Council is recommended.
4		Traditional power structures and decision-making strategies. Relation of traditional systems with the Village Council. Women's participation in decision-making.
5		Gender analysis of each village or community requesting land.
6 The names of all persons.	The names of the Amerindian peoples of the Village or Community.	The census will contain this information.
7 The length of time the village or community has occupied or used the area requested.	The length of time the Amerindian Village or Community has occupied or used the area requested.	History of the village including the occupation of the territory by the indigenous people. Principal historical facts (using interviews, bibliography, archives...)
8 The use which the village /community makes of the land.	The use which the Village /Community makes of the land and its resources (historic and actual uses including but not limited to hunting, gathering, farming, burial, spiritual activities, medicinal uses, conservation/preservation, and other traditional livelihood activities (identifying seasonal, periodic and permanent uses).	Indigenous land and forest management. Importance of the environment in the indigenous production systems, maps of the shifting cultivation periplus, periods of fallow land, hunting, fishing, harvesting. Map of historical and sacred sites (not only archaeological but, also related to the

		worldview or each community). Social water management.
9 The size of the area occupied or used.	The size of the area occupied or used by the village or community.	The surface of the ancestral territory according to the settlers.
10 A description of the customs or traditions of the village/ community.	A description of the customs or traditions of the Village/Community (including those practices and activities necessary for their physical and cultural survival as Amerindian peoples --as evidenced through, among other things, the sharing of traditional knowledge and practices, oral history, customary tenure systems, maps and resource studies made by them).	Ethnographic description of the community. Gender and age roles related to forest, land and water management.
11 The nature of the relationship that the village or community has with the land.	The nature of the physical, economic, social, cultural, spiritual and traditional relationship that the Village or Community has with the land and its resources (including, their relationship as derived from, among others, the oral history of the people, stories of the different groups within the Village or Community (women, hunters, shaman(s), gatherers, fishers, etc), legends, worldview, customary tenure systems, norms and values).	As continuity with paragraph 8: Analysis of the land occupied and requested by the village or community in terms of ancestral territory.  Relations with the territory of different gender, sex and age groups.  Ceremonies associated with the particular world view of each village (even if they have syncretism with actual religions or spiritualities).
12		Land and forest management norms, including environmental local norms, conflict resolution strategies, land and water use, inheritance and other transactions involving land, women's rights to land and territorial management.
13 Any interests or rights in or over the area of land requested.	Any interests or rights in or over the area of land requested (including but not necessarily limited to other titles, grants, permits, licenses, concessions, leases, protected areas, and overlapping applications for the same (including from other Amerindian Villages or communities).	Analysis of how overlapping of some activities as mining, will affect the culture, the social organization and the economy of the indigenous people. Analysis of conflicts between other activities or external land rights and the community, including protected areas, other indigenous communities, government, peasants, etc.
14 Whether there is a school, health centre or other initiative by the Amerindian village/community or Government.	Whether there is a school, health centre or other initiative by the Amerindian Village/Community or Government.	Community characterization and services will be considered in the characterization (point 2). Must include the map of necessities.

<p>15 Any other information which the Minister reasonably considers to be relevant.</p>	<p>Any other information which the Minister reasonably considers to be relevant which in exercise of his/her discretion is determined at this time to include, at a minimum i) resource management plans and land use and occupation maps produced by the Community and Village in question and/or in conjunction with the Government; ii) information about potential and existing overlapping claims and/or common boundaries with neighboring Amerindian Villages or Communities (including through a review of other Amerindian land applications in the area/region); iii) identification of the Village or Community's nearest neighbors; iv) relevant reports and studies of Amerindian civil society and non-profit organizations; and v) any other information relevant for determining the Property Rights of the Amerindians in question, including their physical, traditional, cultural association with or spiritual attachment to the land requested.</p>	<p>Any other information which the Minister reasonably considers to be relevant.</p> <p>Other information that the village considers as important.</p> <p>Other relevant information considered by the research team.</p>
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## INSTITUTIONAL ROLES

UNDP has a relevant role in all project activities, especially in the consultation process (FPIC), the dispute resolution (Output 2) and the communications policy.

Conflict resolution, communication and consultation are very sensitive issues in terms of their cultural implications. They all need a cross-cultural approach and a deep knowledge of the different indigenous societies in the country.

A good investigation report can be the best instrument to strengthen local dispute resolution systems and consultation processes following the local power and decision-making structures. This is why UNDP's work is strategic. In terms of the administrative support (financial management, monitoring and evaluation, etc.), UNDP has the installed capacities to follow the project and to strengthen the Ministry's capacities.

Intercultural communication is a form of communication that aims to share information across different cultures and social groups. It is used to describe the wide range of communication processes and problems that naturally appear within an organization or social context made up of individuals from different religious, social, ethnic, and educational backgrounds. Intercultural communication is sometimes used synonymously with cross-cultural communication. In this sense it seeks to understand how people from different countries and cultures act, communicate and perceive the world around them. Many people in intercultural business communication argue that culture determines how individuals encode messages, what medium they choose for transmitting them, and the way messages are interpreted.

Lauring, Jakob. Intercultural Organizational Communication: The Social Organizing of Interaction in International Encounters. In *Journal of Business and Communication*. 48.3, 2012. Pages 231–55.

Intercultural communication must be accompanied by pedagogical mediation of all materials produced about the project.

#### UNDP role

UNDP provides implementation support to the Ministry of Indigenous People's Affairs in the following areas: i) Training in FPIC and application of FPIC throughout the ALT process, ii) Implementation of activities under Outputs 2 (dispute resolution) and 3 (ALT communications); iii) Cash transfers.

The institutional capacity weaknesses of the Ministry that were identified in 2012 are being strengthened by actions of the UNDP. A consultant is working on strengthening financial management of the MoIPA linked to structures and systems at the levels of NTC and Village Councils. In addition, GIS capabilities and monitoring and evaluation capacities will be strengthened over the next two months. UNDP has provided human resource capacity to the Project Management Unit (PMU) for the three PMU positions following the suspension of the PMU following the change of Government in May 2015. UNDP recruited persons for the following positions: Project Coordinator, Spatial Technician and Project Associate. The Communications Associate was hired by UNDP to support implementation of activities under Output 3. UNDP provided on the job orientation and training to the PMU and MoIPA Community Development Officers in the following areas: (i) monitoring and evaluation (ii) financial management and (iii) Free, Prior and Informed Consent.

UNDP has strengthened management of risks through application of Social and Environmental Screening, which led to the formation of a multi-stakeholder Representative Platform, which met three times and is scheduled to meet once more to finalize the Guideline it developed for: (i) streamlining of the ALT process: (ii) stakeholder engagement and (iii) grievance redress mechanism. In addition, UNDP provides quality assurance, monitoring and evaluation as well as financial risk management (project cash advances and direct payments in place of NEX advances).

UNDP attends the planning meetings and participates in all investigations and other missions to ensure that rights of indigenous peoples are observed. UNDP acts as interlocutor for interventions with service providers to ensure delivery of goods and services to the project. For example, UNDP signed Letters of Agreement with the GLSC for the conduct of demarcations, since June 2015.

Finally, the GRIF unit at UNDP provides direct support to the MoIPA in the following areas, in addition to providing updates and reports to the GRIF Project Management Office on the ALT project: i) Preparation and hosting of Project Board meetings; ii) Review and processing of payments; iii) Procurement of goods and services; iv) Review of documents.

Source: UNDP Guyana, November 2016.

It is important to underline the role of UNDP in the promotion of a multi-stakeholder Representative Platform, composed of the principal stakeholders of the land titling process. The platform, which is a space of dialogue and coordination and could be the place to discuss bottlenecks and improvements of titling procedures, met three times in 2016 and is scheduled to meet once more to finalize the Guidelines it developed for: (i) streamlining of the ALT process: (ii) stakeholder engagement and (iii) grievance redress mechanism.

The document "A guideline for Amerindian land titling in Guyana" (September 6 version) is very important for the project process and, with the platform, constitutes a strategic contribution to accelerating the project.

The draft Guidelines is a mechanism, generated in a consensus space, which could contribute to:

- Accelerating the land titling process.
- Fortifying the Ministry of Indigenous People's Affairs and the Project Management Unit.
- Clarifying the institutional competences and avoid the overlapping between the institutions.
- Creating a dialogue space on the legal reforms needed to address the resource extraction problem.

The draft guidelines have a wide description and analysis of the sequence of land titling and contains propositions to improve the inter-institutional coordination.

## Amerindian Land Titling: Sequence of steps to obtain a Certificate of Title

Action	Procedure	Some comments
1	The Amerindian Community makes a formal application to the Ministry of Indigenous Peoples' Affairs (MoIPA) requesting the Title to its ancestral lands. The application includes a Sketch Diagram of the area and local description.	Maybe it could be useful to send someone from the GLSC to help with the first sketch diagram, in order to clarify local names of geographical features, including creeks. The Project has a surveyor that examines the descriptions and assists with making them if necessary, including field visits. Consider training of communities. There is a plan for GLSC to train communities in use of GPS. A related role for GLSC would be to ensure that all communities are properly gazetted.
2	The MoIPA consults with the Community and an agreement on the application is reached.	Consultation method must be previously discussed with the local authorities (Village Council and traditional leaders). Even if all visits and consultations are arranged through the Village Council and leaders, specific consultation methods may vary from one society/village to another.
3	The Application and Sketch diagram, prepared by the Amerindian Community are sent to the Guyana Lands and Surveys Commission (GLSC) from the MoIPA.	Drone technology can be used as a graphic support for the discussion with the community of the village boundaries and the location of geographical features mentioned in the original sketch for the land request. Actually, drone technology is in active consideration by the MoIPA and the ALT Project.
4	The GLSC prepares a preliminary Sketch Plan and the proposed description of the area to be granted submitted by the Amerindian Community.	
5	The GLSC submits the preliminary Sketch Plan and proposed description to the MoIPA. The Ministry sends copies of the preliminary Sketch Plan to the Guyana Geology and Mines Commission and Guyana Forestry Commission, for their consultation	
6	After consultation with the relevant stakeholders, the MoIPA re-submits the preliminary Sketch Plan to the GLSC identifying any changes to be made to the proposed boundaries	
7	The preliminary plan and proposed description are amended accordingly and returned to the Minister. They are then submitted to Cabinet for approval.	
8	The Cabinet sends a copy of its approval to GLSC whereupon a Special Provision Plan is recorded and a Grant is prepared.	
9	The Commissioner of GLSC endorses the Grant and sends it to the Ministry of the Presidency for the President's signature.	
10	The land Grant along with a certified copy of the Special Provision Plan is then ready to be issued to the Amerindian Village Council.	
11	The Special Provision Plan, on which the land Grant is based, is used to determine which boundaries must be demarcated on the ground before a final Land Registration Plan is prepared.	
12	A Cadastral Survey (or comprehensive register with property's boundaries) of the arbitrary or subjective boundaries is executed and a Land Registration Plan is prepared using the regional system).	
13	The Cadastral Section prepares a first registration letter under section 45 of the Land Registry Act Cap. 5:02 and sends it to the MoIPA.	

14	The MolPA adopts the letter and sends it to the Registrar of Lands along with a copy of the Absolute Grant for preparation of the Certificate of Title.	
15	The Registrar of Lands prepares the Certificate of Title, based on the Land Registration Plan, in favor of the Village Council.	

Source: Project Management Unit. Handbook on Amerindian Land Titling and Demarcation. A Guide to Understanding the Amerindian Rights and the Land Titling Process. Georgetown, MolPA, 2016. Draft document.

Concerning the institutional competences, it is clear that they correspond to the laws which created them. For example, according to the GLSC, the Amerindian Act gives the Ministry of Indigenous People's Affairs the responsibility of the first delineation of the indigenous lands requests. Before, it was the role of GLSC which has the technical competences and is the institution with the competences to legalize and certify a land plan. It is true, as UNDP says, that the role of certifying land plans has not been taken away from the GLSC and that the MolPA cannot certify any sort of plan. But, what GLSC thinks could speed up the process is the increment of its participation since the first steps of the demarcation process.

GLSC has to verify the plan prepared by MolPA with the aim of producing a scaled map of the requested land. These two steps could be simplified if GLSC has the entire responsibility of the surveying activities in close coordination with MolPA, the institution which could specialize in anthropological and sociological skills related to investigation, conflict management in an indigenous context, consultation (FPIC) and intercultural communication. In legal terms, the MolPA, as enshrined in the Amerindian Act must always take the lead in the ALT process. But, even if it is true that it is a legal competence of MolPA established by the Amerindian Act, it is also true that institutional arrangements can be done without the necessity or changing the laws (which could mean months or years of political negotiations). Maybe with a letter of understanding, GLSC could be in charge of surveying activities in the context of a team with the MolPA leadership.<sup>6</sup>

"The MolPA sends the description and sketch which was prepared by the Amerindian village and sent to the MolPA. The GLSC tries to plot the area. Based on information received from the MolPA, and after an agreement reached with the MolPA and the GLSC, the description and the map

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<sup>6</sup> That is exactly what takes place. However the Ministry has to retain control by law, The application and sketch must go to MOIPA by law, MOIPA has a surveyor who ensures that this sketch is ok – ALT PMU

delineating boundaries, is finalized and sent to the GGMC and the GFC, to identify mining blocks and forestry concessions. Under the Special Provision Act, the GLSC prepares the Plan based on delineations and the Absolute Grant is prepared. Once the Absolute Grant is given, it is not possible to change the plotted boundaries. The Absolute Grant is then sent to the President for signing. The duration of the process depends on how quickly the MoIPA acts.”<sup>7</sup>

The duration of the process depends on the time taken by each institution to accomplish their corresponding tasks according to the law. GGMC, GLSC, GFC, for example. Also how quickly the issues are resolved and cabinet approves. Some of the institutions, when interviewed, declared that the times could be shorter if they had a financial support from the project. In that way it would be possible for them to have personnel only for the ALT activities. This is especially true for GLSC.

Land demarcation is one of the most sensitive activities of the project. It is not infrequent that the communities or the villages don't accept demarcations because, according to village interviews, among other reasons:

- In some cases, prior to the ALT Project, surveyors prepared the plans with a limited consultation with local authorities or only with the engaged personnel, not with the community leaders.
- Surveyors did not walk all the perimeter of the land request.
- Surveyors did not ask for the accompaniment of the neighboring communities or owners.

The non-acceptance of the demarcations means a delay in the land titling process. It could be solved if the activities around the initial demarcation are accompanied by a team specialized in Social Sciences (Anthropology, Sociology, cross-cultural conflict management, gender...).

It is important to clarify that, Social Science specialists could speed up the process because of their anthropological skills and their knowledge of local power structures. Different conflicts end in the non-acceptance of demarcations. Social Science expertise can prevent conflicts on the basis of

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<sup>7</sup> Project Management Unit. Handbook on Amerindian Land Titling and Demarcation. A Guide to Understanding the Amerindian Rights and the Land Titling Process. Georgetown, MoIPA, 2016. Draft document. Page 8.

an intercultural dialogue. Surveyors support is important but for doing their technical work.

“Demarcation is an activity in the Land Titling process. It is an effort led by the Ministry of Indigenous Peoples’ Affairs. It includes marking and creating boundaries to determine which village or community has full rights to the land. The following groups take part in the marking of the boundaries: the Ministry of Indigenous Peoples’ Affairs, the Guyana Lands and Surveys Commission, village council, villages who are the main stakeholders, the Guyana Geology and Mines Commission, the Guyana Forestry Commission, the Protected Areas Commission (PAC) and the Ministry of Communities. The Guyana Lands and Surveys Commission handles demarcation once the Ministry has received a request for a land title.”<sup>8</sup>

After the demarcation acceptance, institutional steps follow until the issuance of the Absolute Grant and the Certificate of Title.

#### INDIGENOUS CONSULTATION (FREE PRIOR AND INFORMED CONSENT)

The other strategic activity is consultation (Free, Prior and Informed Consent). Consultation is one of the major indigenous rights according to ILO Agreement 169, to the UN Declaration on the Rights of Indigenous Peoples and to the American Declaration on the Rights of Indigenous Peoples (UNDRIP). The Amerindian Act establishes the necessity of FPIC for the land and the extensions requests, and also for the mining permissions accorded by the indigenous village. FPIC, according to the UNDRIP, must consider the local power structures and the decision-making mechanisms of each indigenous people and community.

The UN Special Rapporteur on Indigenous Rights also recommends that all consultation processes need a previous step called “consultation of the consultation”. That is to say the method of each consultation has to be previously discussed with the community. Even if it is true that the Village Council, according to the Amerindian Act, represents the village, it is also true

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<sup>8</sup> Project Management Unit. Handbook on Amerindian Land Titling and Demarcation. A Guide to Understanding the Amerindian Rights and the Land Titling Process. Georgetown, MoIPA, 2016. Draft document. Page 14.

that it is a newly introduced power structure which does not correspond to traditional governance systems. Frequently traditional authorities are still recognized by the community at a different level than the Village Council and the Toshao.

In those cases, a consultation which follows the forms demanded by the Amerindian Act but does not include the participation of the traditional authorities has the risk of scarce legitimacy in a long term perspective. This is important even if, in some communities, the presence of traditional authorities is minimal, as some sources affirm.

## INDIGENOUS PARTICIPATION

Indigenous participation is probably the strategic axis of the project. This is because for indigenous peoples:

- Land and territory have a symbolic importance linked to their cultural heritage and their ethnical identity.
- Land and territory have an economic importance because of the indigenous production systems based on the forest sustainable use.

Land and territory are indigenous rights according to national and international legislation (UN Declaration of Indigenous Rights for example). Free, Prior and Informed Consent (FPIC) is also a right of indigenous peoples. This has a particular importance in relation to land rights specially because of the FPIC in the demarcation process. This is why for indigenous organizations; the ALT project has a special relevance in their political claims. If one of the bottlenecks of the process is the acceptance of land delimitations, increasing the indigenous participation in the design of the consultation methods could be a pertinent strategy to speed up the process. But, to attain a legitimate consultation method it will be necessary to increase the capacities of the MolPA and the participation of the National Tshaos Council and the other indigenous organizations involved in the land titling.

The NTC, as the other organizations (APA and GOIP for example) understand the importance of the project in relation to the global indigenous rights, not

only for land titling. Annex 4 presents the position of NTC about the project but, in a larger conception of indigenous rights<sup>9</sup>.

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<sup>9</sup> The written responses from the NTC were received on 25 November 2016.

## FINDINGS AND LESSONS LEARNED

The accomplishment of the outputs and the component targets of the project are delayed. This is because of the process complexity but also because of external factors out of the project control: change of government for example. But, other factors are also important as the relevance of strengthening the Project Management Unit with a multi-disciplinary team which could speed up the land titling process, improve the dialogue capacities, the consultation processes (FPIC), the investigation reports and the dispute resolution mechanisms in close coordination with the partner institutions and the local authorities.

As mentioned before, the investigation reports are insufficient in terms of their contents and the quality of the information. The final draft of the Guideline for Amerindian Land Titling in Guyana prepared in the context of the Representative Platform contains important improvements of this report.

As a finding: Investigation reports don't contain enough information to justify an indigenous land grant. The communities don't receive the reports.

As a lesson learned: Reports, in their actual form, are not useful for the Amerindian land titling and other subsequent development actions and should be improved with an interdisciplinary approach. Transparency of the reports must be also improved with its local validation.

Village characterization and local census have strategic importance as qualitative information: How does the community envisage her future? How are their power structures? What is the role of traditional authorities? What are the land management norms? How do women participate in decision-making? What are the perspectives of young people? To answer those questions, it is important to have a good investigation report and to strengthen the PMU with qualified personnel in Social Sciences.

During the discussions on consultation and FPIC, concerns were repeated by Amerindians about the fact that subject communities and villages never receive copies of the reports that are elaborated and provided to the Minister upon conclusion of the field investigations. Further concern was expressed as to how FPIC could be fully achieved if indigenous peoples felt pressured to take decisions because they are told the money available for demarcation and titling would soon be gone, or because of the absence of a title, their lands could not be protected from mining or forestry concessions. One government stakeholder expressed an interest in understanding more about how a given community or village makes decisions among and for its members.

Source: Summary Report. Amerindian Land Titling (Project: Workshop on Representative Platform and Development of ALT Project Guidelines (4th & 6th May 2016)). Page 3.

Transparency in the management of information is also important. All investigation reports should be sent to the communities or villages for their local validation.

Maybe the auto census<sup>10</sup> as a methodological option could be very pertinent and could involve the Village Council, the traditional authorities, the women and other groups in their own investigation. In terms of conflict prevention, social involvement in the basic studies has a relevant role.

The acceptance of demarcations seems to be one of the conflicts which delay the titling process. This is because it is seen as a technical problem and not as a social construction with cultural, political, economic, symbolic and psychological dimensions, among others. Indigenous land titling is a matter of human rights as stated in international legislation. Some villages have a bad experience with demarcation; before the ALT project, surveyors demarcated without a proper consultation with the local authorities. This is a precedent the project has to deal with.

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<sup>10</sup> Auto census is a methodological tool used to involve the communities in the investigation of its own reality. The design of the data collection instruments incorporates the local priorities and the census is carried out by the community itself. The forms to be used need a pedagogical mediation.

As a finding: Problems with the acceptance of demarcations. Demarcations have no physical boundaries or cairns. Surveyors acted alone (Before the project period but with actual consequences of distrust).

As a lesson learned: Necessity of physical demarcations, more local participation in the demarcation, participation of neighbors (indigenous or not).

It is also important, and very relevant to underline that if one of the purposes of Amerindian land titling is the preservation of the tropical forests because it is known and demonstrated that indigenous peoples have production systems that conserve the forests; this is not possible if titled lands will be destroyed by the mining industry. In some of the communities visited during the evaluation mission, the threat for the indigenous is the advance of mining depredating the forest and polluting the rivers.

“Whereas evidence of the severe impacts of mining on Amerindians is growing, there is little evidence that the Guyana Geology and Mines Commission (GGMC) are serious about curbing either the damage that results or related violations of Amerindian rights. Social environmental impacts include forest loss, polluted waterways, mercury contamination, criminality, drug abuse, sexual exploitation, and abuse of very young Amerindian girls. For lack of viable alternatives, Amerindians themselves are also heavily engaged in small and medium scale mining, with serious consequences on their own health, nutrition and cultures.”<sup>11</sup>

Lumbering concessions are also a problem for Amerindian land titling but, different than mining concessions, it is easier to relocate them. The Guyana Forestry Commission (GFC) has been working in the relocation of the concessions; however, in some regions soon there will be no place to relocate the concessions.

Using a conventional perspective of evaluation means to compare the original targets of each output with their completion at the end of the

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<sup>11</sup> Marcus Colchester and Jean La Rose. Our Land, Our Future. Promoting Indigenous Participation and Rights in Mining, Climate Change and other Natural Resource Decision-making in Guyana. Georgetown, APA, 2010. Page ii.

evaluation period. In this case, for the first output “Land titles issued and demarcation process completed for all Amerindian villages that submit request”, taking the target of 45, the issued titles until October 2016 were Massara, Four Miles, Kambaru, Batavia, Tuseneng and Karisparu, this is 13.3% of the target.

But, if we analyze the following table, we can see that the progress is more important.

Output 1: Land titles issued and demarcation process completed for all Amerindian villages that submit request  
Amerindian Land Titling Project: Absolute Grant Work Plan 2014-2016

Item	Institutions	Proposed	Completed	%
Scaled plans	GLSC	45	42	93.3
Reviewed plans	GLSC, GFC, GGMC	45	41*	91.1
Investigations	MoIPA	45	41	91.1
MIPA decisions submitted to Cabinet	MoIPA	45	16	35.6
Decisions rendered by cabinet	Cabinet	45	9	20.0
Provisions plans prepared	GLSC	45	9	20.0
Absolute Grants prepared for issuance		45	9	20.0

Source: Ministry of Indigenous Peoples Affairs, October 2016. \* In review.

It should be underlined that the advancement of the elaboration of scaled plans under the responsibility of GLSC is relatively high (93.3%), as well as investigations in charge of the MoIPA (91.1%). In the first case, even if scaled plans were made, the acceptance of the demarcations is fragile, partly because of the distrust created by the bad precedents mentioned before. In the second, the level of investigations does not fit the necessities of the process. Actually, one of the reasons for the prevalence of the problems is the lack of an intercultural communications strategy and the necessity to strengthen the PMU and the MoIPA with a professional team with academic training in Social Sciences and indigenous rights.

The other targets refer to Certificates of Title. Considering the real work time of the project (half the original length of the project), the progress seems reasonable.

## Amerindian Land Titling Project: Certificates of Title Work Plan 2014-2016

Item	Institutions	Proposed	Completed	%
First Registration Letters sent to MolPA	GLSC	68	18	26.5
First Registration Letters adopted by MolPA and sent to Registrar of Land	MolPA, Registrar of Land	68	18	26.5
Certificates of Title prepared and issued to villages		68	18*	26.5

Source: Ministry of Indigenous Peoples Affairs, October 2016. \* Prepared for issuance.

For output 2 “Increased access to existing and alternative mechanisms to resolve land titling disputes”, the comments are more qualitative: Land conflicts in the interior of indigenous communities are solved with traditional structures and customary law. Frequently trained mediators are an obstacle to dispute resolution if they don’t work with local authorities and mediation strategies must be culturally adapted.

This means that before a training activity as programmed (200 persons); the project needed a diagnosis of conflict resolution systems among the indigenous peoples of Guyana, with the aim to adapt the contents of the training to different indigenous peoples. Pedagogical mediation is necessary for all training materials.

### Increased access to existing and alternative mechanisms to resolve land titling disputes

Targets	Progress
Capacity building: 210 persons trained in mediation.	Training of over 200 persons in mediation techniques.
Seven workshops on conflict resolution	7 workshops on conflict resolution  Initial workshop on representative platform. First meeting of the representative platform and field visits to 7 communities. Second meeting of representative platform.
Preparation of guidelines for negotiation/arbitration of land issues.	Draft guidelines for grievance response prepared.

Source: Ministry of Indigenous Peoples Affairs, October 2016.

The document concerning grievance mechanism needs a pedagogical mediation and to be adapted to different cultural codes and conflict conceptions. Remember that conflict or disputes don't mean the same thing in different cultures and the solution to cultural adaptation is not the translation to indigenous languages of documents created under occidental logics. That is why cross-cultural pedagogic mediation is not only relevant but obligatory.

Grievance mechanism must be accessible to all the communities even if they are far from the Ministry's offices.

Output 3 "Revised Communication strategy, including a handbook describing the process of titling, demarcation and on the social and economic impacts of secure land tenure" has two targets already completed as drafts documents:

- The communication strategy.
- The handbook of land titling.

In the two cases, cross-cultural perspective is completely absent. Communication is not only for diffusion but also an instrument on conflict prevention. This is why the strategy should be designed not only for indigenous "beneficiaries" but also for the other stakeholders and political regional actors (local governments, private sector, land owners, peasants, other indigenous communities, etc.).

Land titling communication strategy has the objective to explain the process in terms of human and indigenous rights and to obtain a social and political legitimacy of the titles and the concept of indigenous territorial rights. This is a pre-condition to conflict prevention and to future development initiatives, in this case, with other complementary UNDP projects.

Revised Communication strategy, including a handbook describing the process of titling, demarcation and on the social and economic impacts of secure land tenure

Targets	Progress
Revised communication strategy tailored to include appropriate and relevant communication methods to increase awareness on Amerindian Land Titling.	Working draft of Amerindian Land Titling communication strategy and handbook completed. Implementation plan prepared
68 villages reached, general public made aware of the Amerindian Land titling process	To be done
Assessment and monitoring of the social and economic impacts of secure land tenure on Amerindian communities	To be done

The handbook draft has also coherence problems. If it was designed for indigenous communities, certain institutional details are not necessary and if it is designed to reach public institutions, some other concepts can be omitted. Actually, the handbook is a work in progress. It is an opportunity to correct the conceptual problems of the draft revised for this evaluation. It is important to consider the fact that the text contains value judgments concerning the process, the institutions and the indigenous peoples. Also contradictions for example:

Page 17:

“If a village does not give its consent to a miner's request for large scale mining, a miner may carry out mining activities if the Ministers responsible for both Indigenous Peoples' Affairs and mining declare that the mining activities are in the public interest.”

Page 18

“A land title “This means that you will have complete control of the land once you receive the certificate. When you have your land title, you can use it to make your own life better. You can plan a future for future generations of your family.”

There are also relevant questions insufficiently explained:

Page 20

Q: "Why should they give the Land Grant to the Village Council and not directly to us?"

A: Remember that the Village Council works on your behalf."

Fallacious arguments are also found in the text:

Page 23

Q. Mining and logging is changing the course of rivers and the land we own is being changed. What do we do about that?

A: It is true that mining and natural disasters such as rain storms and drought are reducing or increasing land size for villages and communities. No one can stop natural happenings. "

It is clear that both the handbook and the communication strategy must be completely revised. For both documents also, international legislation concerning indigenous rights to land, development and natural resources management could be part of the justification of land titling.

## RATING SCALES FOR EVALUATION CRITERIA<sup>12</sup>

The ALT Project began in October 2013 with goals and targets over dimensioned for the short three years of its duration. Amerindian Land Titling, as said before, is not only a technical practice, on the contrary, it is a complex political operation. Land demarcation and establishment of physical boundaries is not easy, especially if there are other interests inside the requested area of its perimeter (mines, lumbering concessions, agricultural exploitations, cattle farms, other indigenous lands, protected areas, for example). Free, Prior and Informed Consent takes its time as well as dispute resolution and the technical, political administrative procedures in the Government institutions.

If three years is a short time for the accomplishment of goals in the project document, a retarded beginning and a Government change reduced even more the project duration. In fact, the project has less than two years of normal execution. This means various evaluation criteria:

- It is not possible to evaluate the accomplishment of the goals of the project using the original targets. Considering these aspects, the

<sup>12</sup> Rating Scales for Evaluation Criteria

Ratings for Outcomes, Effectiveness, Efficiency, M&E,	Sustainability ratings	Relevance Ratings:	Likely Impact Ratings (if impact is evaluated):
6: Highly Satisfactory (HS): The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency 5: Satisfactory (S): There were only minor shortcomings 4: Moderately Satisfactory (MS): there were moderate shortcomings 3: Moderately Unsatisfactory (MU): the project had significant shortcomings 2: Unsatisfactory (U): there were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness, or efficiency Highly Unsatisfactory (HU): The project had severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not relevant (NR)	3. Significant (S) 2. Minimal (M) 1. Negligible (N)

Output 1 Land titles issued and demarcation process completed for all Amerindian villages that submit request, with all the difficulties and the complexity of its work, can be considered satisfactory in terms of its effectiveness and its efficiency. Even if it is true that the targets have not been achieved. Here, as a finding, it is possible to say that the institutional agreements for the process in the “Guideline for Amerindian Land Titling in Guyana” represent an important achievement and a guarantee of efficiency for the possible extension of the project. In terms of Sustainability ratings, the output 1 can be qualified as moderate likely in the indigenous lands with no mining threats. There are always risks in a political operation such as indigenous land titling, especially when the future of the village (in terms of social cohesion, culture and material reproduction of indigenous societies) depends on the conservation of its natural resources, notably the tropical forest. In the cases where mining activities are present or have a high possibility to develop in the future (because of existing concessions or local projects associated with mining), the sustainability rating can be qualified as unlikely, it is severe risks not only for the village lands directly involved but in a larger extent because of water pollution, among other risks. It is clear that the output is highly relevant in terms of human rights and forest conservation. The positive results of the output are also relevant. Securing indigenous lands always have a significant impact because of the economic, cultural and social importance of territory for Amerindian societies. Summarizing the results of Output 1, Effectiveness and Efficiency are satisfactory (S); sustainability is Moderate Likely (ML) in the cases with no mining activities and Unlikely (U) in the cases with mines presence. The relevant rate is R (Relevant) and the likely impact rating is Significant (S).

- For output 2: Increased access to existing and alternative mechanisms to resolve land titling disputes, the achievement of the 200 trained mediators could be highly satisfactory in terms of quantitative numbers. But, in qualitative terms, this evaluation did not receive information concerning the contents of the training, the geographical origin of the beneficiaries (to know if all the regions or villages with land requests were touched and the profile of participants), rating scales of sustainability, relevance and impact can't be applied to this goal. An

important result of this output is the establishment of the Representative Platform, a fact which can be qualified as Highly Satisfactory (HS), associated to the rating for effectiveness and efficiency; sustainability rating is also qualified as Likely (L), very relevant (R) and with a likely significant impact (S). The Representative Platform is a dialogue space and a coordination instrument between institutions and other stakeholders that can permit to speed up the project and to achieve its goals in the near future. One of the products of the Platform is the Guideline for Amerindian Land Titling in Guyana and the grievance mechanism. Concerning the grievance mechanism proposed, it can be qualified as Moderate Satisfactory (MS) because it needs to be improved with an intercultural approach. It is also recommended to work on the access to the grievance mechanism for communities or villages located in remote locations. Sustainability is also Moderate Likely (ML), the relevance rating is R (Relevant) because of the importance of the Grievance Mechanism and the likely impact could be Significant (S) if it is improved with an intercultural perspective and is more accessible to all indigenous lands. The present document is an excellent basis to establish a permanent grievance service beyond the project.

- For output 3: Revised Communication strategy, including a handbook describing the process of titling, demarcation and on the social and economic impacts of secure land tenure, the qualifications are the following: Both the communication strategy and the handbook have to be improved in terms of their capacity to reach a diverse population (9 different indigenous cultures with different languages and life and future conceptions, plus other cultures in the surroundings of requested indigenous lands). Both of the documents need a pedagogical mediation with an intercultural communication approach. Effectiveness and Efficiency of the actual products is moderately Satisfactory (MS), in terms of sustainability they, in their actual form, could produce significant risks (conflicts produced by the cultural misunderstandings, among other aspects), and this is a Moderate Unlikely (MU). The component is very relevant (R) because of its capacity to prevent conflicts precisely derived from cultural misunderstandings and the likely impact could be significant (S) in the case of an improvement of the actual products.



## EXPENDITURE AND PROJECTIONS

Financial evolution of the project is consequent with the slow accomplishment of the desired targets as it is possible to see in the next table.

Amerindian Land Titling Project: Expenditures and projections  
(In US Dollars)

Outputs	Actual			Projections		Budget
	2014	2015	2016	2017	2018	
1	151,691.1	678,005.8	591,714.4	4,000,000.0	1,192,590.0	6,547,000.0
2	18,772.2	146,129.0	35,861.5	200,000.0	30,000.0	418,250.0
3		4,004.6	89,653.7	650,000.0	204,000.0	993,000.0
Management	140,798.6	88,679.1	179,307.4	950,000.0	605,000.0	2,001,000.0
Total	311,265.0	916,818.5	896,537.0	5,800,000.0	2,031,590.0	9,959,250.0
GMS	24,895.9	73,355.2	71,723.0	457,014.4	167,985.6	796,740.0
Grand total	336,160.9	990,173.7	968,260.0	6,257,014.4	2,199,575.6	10,755,990.0

Source: UNDP, October 2016.

To complete the physical targets in two more years, as programmed by UNDP and MolPA, they will need a special emergency plan to strengthen the Project Management Unit and establish agreements with, at least, GLSC, GFC and GGMC. Prioritizing the land requests with no mining concessions could speed up the process which, in this way, could be more consequent with the objectives of the GRIF and REDD+. The plan must explain clearly how the Project Management Unit plans to spend 4 million dollars in 2017 for output 1: Land titles issued and demarcation process completed for all Amerindian villages that submit request, when in the first three years, they spent 1,421,411.3. For the other outputs and the management component, it is possible to ask the same question.

What is important is a new perspective of the project prioritizing political negotiations, consultations (FPIC) and *in situ* demarcations.

Amerindian land titling is very important when viewed from a development perspective: As a pre-condition to development with identity (also called ethno development, own development, indigenous development, etc.), concept which is part of the actual indigenous rights. In all the visited villages, they have a horizon for the future. In some cases it is more intensive and extensive farming for local markets; in others, continuing with the traditional

production systems and looking for commercial crops; in others, tourism and lumbering certified by the Forest Law Enforcement (FLEGT). In all cases, mines are a threat for environment and indigenous societies and securing their land is strategic.

For all development plans it is necessary to have a good investigation report and a perspective of the Amerindian land in a regional context. For indigenous peoples, land is a human right and should not be subject to a development project or idea. But, development projects corresponding to indigenous ideas concerning the quality of life are the complement of land titling and are also the condition for conservation of the tropical forests. Poverty and social exclusion don't contribute to conserving the forest and mitigating the effects of Climate Change.

## CONCLUSIONS AND RECOMMENDATIONS

Indigenous land titling, in the entire continent, is a very politically sensitive issue. This is especially evident when there are other interests or relevant resources are found in indigenous ancestral lands. In Guyana, mining represents the main obstacle to the accomplishment of land rights of indigenous populations. Lumbering concessions, in a lesser scale represents also a challenge in the areas where it is difficult to find alternative areas to change the concession.

Mining activities means deforestation and, in some cases, the destruction of the forest production system with serious consequences on indigenous societies and the risk of ethnocide. This fact means a violation of the UN Declaration of Indigenous Rights and represents the main challenge for the ALT project.

Conclusions and recommendations are organized, following a thematic sequence:

### CONCERNING GENERAL ASPECTS

#### RIGHTS TO LAND

##### Conclusion

Amerindian lands rights are probably, from the point of view of indigenous peoples, the most relevant claim for them. Land and territory, as explained before, have a special significance in terms of cultural identity and material reproduction. Land titling represents a historical claim and the guarantee for indigenous cultures survival. That is why a land titling project is not a technical problem but a political initiative. In Guyana Amerindian land titling seems in direct contradiction with mining, in other words, with one of the main activities of the national economy.

##### Recommendations

Amerindian land titling should be envisaged not as a technical practice but as a political challenge and a matter of human rights having as context the UN Declaration of Indigenous Rights, the Inter-American Declaration of Indigenous Rights and the resolutions of the Inter-American Court of Human Rights.

Conflicts derived from the misunderstanding or indigenous land rights can be mitigated with regional and national dialogues between the principal stakeholders related to land and economic development. Indigenous organizations such as APA and GOIP should be invited as well as miners and local governments. The International Council on Mining and Metals (ICMM)<sup>13</sup> edited in 2013 a position statement concerning indigenous peoples and mining<sup>14</sup> which recognizes the major international instruments on indigenous rights. The dialogue with miners could use this kind of statements as paradigmatic examples of the relations between companies and local communities, in this case, indigenous. The inclusion of the bodies in this paragraph is already in train through the Representative Platform Forum.

#### RECOGNITION STATEMENTS

ICMM members recognize that:

- 1** Indigenous Peoples often have profound and special connections to, and identification with, lands and waters and these are tied to their physical, spiritual, cultural and economic well-being. They may also have valuable traditional knowledge and experience in managing the environment in a sustainable manner. Indigenous Peoples in many regions of the world have been historically disadvantaged and may often still experience discrimination, high levels of poverty and other forms of political and social disadvantage. Mining and metals projects can have significant impacts on local communities, both positive and negative.
- 2** The interests of Indigenous Peoples in mining and metals projects are generally recognized as one or more of the following: owners of formal title to land or recognized legal interests in land or resources; claimants for ownership of land or resources; customary owners or occupants of land or resources; users of land or resources for purposes such as hunting, fishing, gathering of seeds/fruits and medicines, or for spiritual or ritual purposes; in material objects or resources of cultural significance; in landscapes which have special significance because of association, tradition or beliefs; members of host communities whose social, economic and physical environment may be affected by mining and associated activities.
- 3** Indigenous Peoples have individual and collective rights and interests and it is internationally recognized that their rights should be protected by governments and respected by companies. Two of the key international instruments in this area are International Labour Organization (ILO) Convention No. 169 on Indigenous and Tribal Peoples (1989), and the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) adopted by the UN General Assembly in September 2007. "UNDRIP sets out rights that countries should aspire to recognize, guarantee and implement" and "establishes a framework for discussion and dialogue between Indigenous Peoples and States".

<sup>13</sup> The ICMM is an international organization dedicated to improving the social and environmental performance of the mining and metals industry. Bringing together 23 mining and metals companies and 34 regional and commodities associations, they say "we serve as an agent for change: identifying common challenges and establishing a safer and more sustainable industry."

<sup>14</sup> International Council on Mining and Metals (ICMM). Indigenous Peoples and Mining. Position Statement May 2013. London, ICMM, 2013. [www.icmm.com](http://www.icmm.com).

**4** Successful mining and metals projects require the support of a range of interested and affected parties. This includes both the formal legal and regulatory approvals granted by governments and the broad support of a company's host communities. Indigenous Peoples often have cultural characteristics, governance structures and ways of interacting and decision making that sets them apart from the non-indigenous population. This requires companies to engage in ways that are culturally appropriate and to pay special attention to the capacities, rights and interests of Indigenous Peoples, within the context of broader community engagement. States have the right to make decisions on the development of resources according to applicable national laws, including those laws implementing host country obligations under international law. Some countries have made an explicit consent provision under national or sub-national laws. In most countries however, "neither Indigenous Peoples nor any other population group have the right to veto development projects that affect them", so FPIC should be regarded as a "principle to be respected to the greatest degree possible in development planning and implementation".

**5** States also have an important role to play in the process of engaging with Indigenous Peoples. They may be involved in determining which communities should be considered indigenous, in shaping the process for achieving FPIC and in determining how this relates to regulated processes for ensuring community participation in decision making. Given their role in balancing the rights and interests of Indigenous Peoples with the wider population, states may also play an important role in supporting the resolution of disagreements that may arise between Indigenous Peoples and companies in the pursuit of FPIC.

**6** In some countries, the term indigenous may be controversial and local terms may be in use that is broadly equivalent (such as tribal peoples, first peoples, native people, and aboriginal people). In other situations, there may be no recognition of indigeneity by states, or the term may have negative associations that discourage people from acknowledging indigenous identity. Irrespective of the local context,

ICMM members reject any discrimination or disadvantage that may be related to culture, identity or vulnerability and will seek to apply the principles embodied in this position statement to groups that exhibit the commonly accepted characteristics of Indigenous Peoples.

## USE OF DRONE TECHNOLOGY

### Recommendation

The use of the drone technology with the purpose of illustrating the geographical features to discuss, with the community and other interested stakeholders, the boundaries of an indigenous land, could be a useful instrument.

It is important to underline that it is not recommended to use drones for demarcating boundaries. Demarcation should be always done walking the perimeter with the indigenous authorities, not only with engaged indigenous persons even if they are recommended by the Village Toshiuo. The boundaries demarcation cannot be done without the presence of the neighbor's representatives and all conflicts need an in situ agreement.

If drone technology will be used, it is recommended to acquire the drones for the interdisciplinary team in charge of land titling, not to contract a

specialized enterprise. Drone technology has to be explained to the communities as part of the cross-cultural communications strategy.

## ELIGIBILITY OF LAND REQUESTS

### Conclusion

All indigenous villages listed in the Amerindian Act of 2006 (also the report of the Amerindian Lands Commission of 1969) have the right to request for their lands. This means a restriction of rights for other indigenous communities which were not considered at those moments and also a violation of the UN Declaration of Indigenous Rights.

The Guyana Geology and Mines Commission (GGMC) gives mining concessions over indigenous territories, even after the land request has begun the legal and administrative process. Mining for forest peoples means the complete destruction of their way of life (their economy and culture).

It is true that indigenous tropical forest production systems are a guarantee for forest conservation and one of the main objectives of Amerindian land titling is precisely forest preservation. But, for some indigenous villages, the requested land extensions have the purpose of an ulterior request for a lumbering concession. The investigation report must identify the reasons for the extension request.

### Recommendations

Mining activities in indigenous titled lands made by mining companies or indigenous, have the risk of destroying forest production systems and pollute rivers and other water sources. Permissions for mining in indigenous lands should respect the FPIC and all social and environmental safeguards<sup>15</sup>.

It is important to promote a national dialogue concerning the political and institutional competences of GGMC, MOIPA, MNR, GFC, IPC, PAC and GLSC about the issues related with indigenous land titling. Maybe some changes in the different Acts can be made or political agreements between the institutions can secure a more agile titling process with a conflict prevention

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<sup>15</sup> UNDP's Social and Environmental Screening Procedure (SESP) and Social and Environmental Standards (SES) are a good example of the necessary safeguards. They were applied to the project at the beginning of 2016 and in May the stakeholders adopted two key recommendations: the creation of the Representative Platform and the elaboration of mechanisms addressing three distinct matters: i) Stakeholder engagement, consultation and FPIC, ii) Criteria and streamlining of the demarcation and land titling procedures, iii) strengthening of existing and creation of alternative grievance redress mechanisms.

perspective. Before the project beginning, APA and GOIP proposed a revision on the Acts.

## EXTENSIONS

### Conclusion

The request for extensions can be made if the village has the absolute grant. In some cases, the process for the first title is not finished, demarcation is not accepted by the community or the government has not approved the grant and the village begins with the extension request. In the last Platform session, the MoIPA and the ALT PMU agreed to receive the extension requests if the community or village already had a grant and demarcation pending.

### Recommendation

With the ALT PMU and the MoIPA agreeing to take and to process at some level these new extension requests and examine where they can be characterized as “corrections” to the original requests rather than “new requests” this could be an advance in establishing more trust between the parties. This is very important; it represents a vindication of indigenous peoples and also a conflict prevention strategy.

## INSTITUTIONAL COMPETENCES

### Conclusion

National institutions have legal, administrative and technical competences. They also have specific technical skills. This is the case of Guyana Lands and Surveys Commission (GLSC) which is specialized in land measuring. It is important to underline that the ALT PMU is led by a high level professional whose academic background is surveying and two competent sworn land surveyors. This means that a technical dialogue is possible between GLSC and the MoIPA, but for demarcation field work, the Ministry could utilize the technical skills of GLSC.

### Recommendations

Legal changes take a lot of time and needs political negotiations out of the project competences. For the future of indigenous land titling the project could promote a space for dialogue concerning legal and institutional competences. Because of the remaining short time of the project, it is recommended to make institutional arrangements with letters of understanding between institutions.

It is important to create and consolidate anthropological and sociological skills in the MOIPA, especially for the Amerindian Land Titling. Territorial studies, investigation reports, conflict resolution, land management, etc., needs an interdisciplinary approach. As implementing agency, MoIPA and the ALT PMU could be reinforced with those capacities and survey and measuring activities could be the work of GLSC, the institution with the technical and legal competence for these technical tasks.

## THE REPRESENTATIVE PLATFORM

### Conclusion

Constituted in 2016, the stakeholder's representative platform is an important dialogue space and the place to discuss and agree about institutional coordination and civil society participation, especially indigenous organizations involvement in the ALT activities. The Guidelines which is being discussed at the Platform is also the instrument which can improve the project execution.

### Recommendation

The Representative Platform is a coordination space which should be supported by the project and the UNDP. Participation of indigenous organizations should also be encouraged not only at a national level but also in the regions. This means that the Platform could, in some special cases, program regional meetings to discuss specific problems with local stakeholders.

## THE UNITED NATIONS DEVELOPMENT PROGRAMME

### Conclusion:

The technical requirements of the project (intercultural communications strategy, land conflicts and dispute resolution, indigenous consultation, women's participation in the consultations, applied investigation in indigenous contexts, etc.), are very complex and the political context for land titling is very sensitive. It is evident that some consultancy products (communications strategy and the Handbook for Land Titling for example) do not fill the requirements of intercultural approaches<sup>16</sup>. It seems that the UNDP does not have a specialist in those issues.

### Recommendation

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<sup>16</sup> Training in dispute resolution (workshops) cannot be evaluated because the consultant did not receive the contents of the workshops.

It is important that UNDP, the organization in charge of two important outputs of the project (dispute resolution training and communication strategy), improves its specific capacities in indigenous peoples, intercultural communication, conflict resolution in cross-cultural contexts. It is very important to improve the institution capacities in gender approach, for this project in indigenous gender approach. To follow the project process, UNDP needs a specialist in indigenous peoples with specific academic background in Social Sciences and experience or academic training in indigenous rights, indigenous gender approach and applied investigation.

UNDP can also advice the MoIPA in the design of indigenous consultation methods adapted to each village or community requesting land. A pertinent and legitimate consultation process depends on each local power structure, the presence of traditional authorities and the specific social change processes occurred in the society to be consulted. This is not only a legal issue, it has a political and social impact, so the design of the process must be made with the participation of the community or village authorities ensuring the involvement of women and young people. Consultation policy must be prepared with the participation of the NTC and other indigenous organizations. UNDP can strengthen MoIPA capacities to conduct indigenous consultations. It is important to underline that a culturally pertinent consultation speeds up the land titling process and prevents conflicts in the future.

## COMMUNICATION

### Conclusion

It seems to be a lack of an effective communications strategy. Cultural aspects of communication are not present in the document which explains the communication policy of the project. Cross-cultural message transmission does not work only with written translations of the English texts and using the same transmission channels. Most indigenous persons, even if they are bilingual, are not able to read in their own language, only in their school language. Cultural mediation and adaptation of messages to different cultures are not categories present in the communication strategy. Neighboring communities, often belonging to different cultural backgrounds have also to be considered in the communication strategy as well as miners and other stakeholders.

### Recommendation

It is recommended that communications strategy divulges the international legislation concerning indigenous rights and indigenous rights to land: The UN and Inter-American declarations of indigenous rights, the Inter-American

Human Rights Court resolutions, for example. Also to develop a cross-cultural communication policy based on the cultural codes of the different indigenous cultures in the country and on their particular relations with land and territory. That means, probably, the use of local mediators trained in cross-cultural communication.

## CONCERNING THE COMPOSITION OF THE TEAM IN CHARGE OF THE PROJECT

### Conclusion

The complexity of the project needs to be strengthened with the addition of some professionals from different disciplines. Amerindian Land Titling is not only a technical issue and needs a multidisciplinary team to make the investigation reports, the political negotiations, the local and regional dialogues, among other functions.

### Recommendations

It is recommended to reinforce the implementing institution (MoIPA) contracting, at the beginning with project financial resources, an interdisciplinary team composed, at least of: i) Anthropologist/Sociologist, ii) Lawyer specialized in customary law and alternative conflict resolution, iii) Agronomist/Forest Engineer specialized in tropical forest production systems, iv) Surveyor, v) gender and women's rights specialist. It is also important to foresee specific training in land and territorial issues, indigenous rights, cross-cultural conflict management and communication. The team should have research experience.

It could also be useful to decentralize the Project Management Unit with a regional team capable of quick deployment.

## CONCERNING THE INVESTIGATION REPORT

### Conclusion

Investigation reports do not contain the information with the necessary quality to be used as land requests justifications. In general terms, they do not explain properly the characteristics of indigenous villages and they don't analyze local situations with the necessary in-depth approach. This fact can be explained because the team in charge at the MoIPA has not the social skills needed for the investigation reports.

### Recommendation

It is important to conceive the investigation report as a development instrument. Not only as a technical support for the land demarcation. With a deeper analysis, the report can be used for conflict prevention, land management, design of local communication strategies, local development long-term plans and for the regional integration of the indigenous land in cultural, political and economic terms. Some thematic recommendations concerning the investigation report are in the chapter which describes the project.

A draft of the investigation report must be returned to all the stakeholders participating in the process for comments and validation. In the case of the indigenous villages and communities, local validation is part of their right to consultation (FPIC).

## CONCERNING DEMARCATION

### Conclusion

Acceptance of demarcation continues to generate conflicts between communities and the government. In some cases, according to local leaders, engaged surveyors did not communicate their arrival to the village and it wasn't possible to work together. In other cases, as local leaders explained, surveyors did not communicate they were working on the demarcation and the geographical points demanded by the village were not correctly marked.

Many times this happens because of the local toponymy which is not the same as the place names in the official maps<sup>17</sup>. Land requests are often prepared by the community with the local names of creeks, mountains and geographical accidents. Surveyors, in all cases must be accompanied by local leaders, not only with locally engaged workers even if they are recommended by the Village Council. Demarcation also needs the participation of neighboring owners, enterprises or communities, including other indigenous villages in case those boundaries will need in-place agreements.

### Recommendation

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<sup>17</sup> According to MoIPA: "This issue had been addressed to the extent where the gazetted name of rivers and creeks are imposed on the maps and different names for these rivers and creeks as posited by the communities are included in brackets next to the gazetted name). If the name of the river or creek is unknown, the name submitted by the community is imposed on the map)".

Surveyors should be trained in indigenous rights and indigenous land titling according to international and national legislation. Their work is strictly technical but has a political impact which has a high possibility to generate conflicts. This is why surveyors must be accompanied by MoIPA specialists in indigenous issues in charge of boundaries negotiations<sup>18</sup>.

## CONCERNING THE PARTICIPATION OF WOMEN IN LAND MANAGEMENT

### Conclusion

The project design did not consider any gender perspective analysis. In South American indigenous societies, even if they are often patriarchal, women participate actively in forest management and they are responsible for harvesting activities (products of the forest such as medicinal plants, fruits, food, artisanal materials, among other activities), they also participate in shifting cultivation and the preparation and conservation of food (smoking fish and other animal products, etc.). The majority of the interviewed Village Councils had women members and this means a positive pre-condition to improve their rights to participate in decision-making concerning land and land management mechanisms, including development plans. Women have a relevant role in forest conservation.

### Recommendation

Women participation in land management must be stimulated by the project. Considering that women's roles are different in each society, it is important to make an in-depth gender analysis of all communities and villages requesting for land grants or land extensions which must be part of the investigation report.

It is recommended to engage a specialist on indigenous gender approach into the MoIPA team.

## CONCERNING THE CONFLICT OR DISPUTE RESOLUTION STRATEGY

### Conclusion

Land conflict investigation, management, resolution and transformation are complex tasks which needs specific skills to be developed in the implementing agencies, notably in the MOIPA and the GLSC. Conflict

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<sup>18</sup> According to MoIPA, this currently occurs.

management should be seen as a conflict prevention long-term strategy and as a basis for the future development of indigenous communities. Not only with the short horizon of land titling.

## Recommendations

It is recommended to develop institutional capacities in land conflict resolution, especially in the MOIPA and the GLSC. A land conflict management team could be composed by personnel of both institutions and the ALT project could facilitate the adequate training for them. It is important to underline that the conflict resolution team will have as an objective the conflicts involving external actors (other communities, miners, municipalities, other owners, etc.), not internal conflicts which can be solved by local means.

The grievance mechanism should be accessible to all communities at a regional level. This means a regional dispersion of the ALT Project or communication channels available in all the communities (cell phones where possible, for example).

Internal mediators are a good conflict resolution instrument if they are articulated with customary conflict resolution systems and local and traditional authorities. A diagnosis on traditional land conflict resolution is necessary to direct mediation training in a culturally legitimate direction. Otherwise, trained mediators will not have the necessary legitimacy for local actors.

Drone technology could be useful as an instrument for discussion between the parts in conflict (neighboring communities or owners).

## INDIGENOUS CONSULTATION (FREE, PRIOR AND INFORMED CONSENT)

### Conclusion

All consultations have been made following the formal procedures established by the Amerindian Act and coordinated by the Village Council, an imposed power structure which is alien to traditional decision-making systems.

A socially legitimate consultation process depends on the articulation of the process with the local power structures and the customary decision-making system, not on the legal procedures established by the Amerindian Act. A legitimate consultancy process is also a conflict prevention strategy.

### Recommendation

It is recommended to consider traditional decision-making structures which are different in every culture or even in the same culture (with the same or similar cultural background), depending on social and cultural changes. That means that previous to the FPIC process, local authorities should be consulted with the aim to agree a pertinent local consultation strategy. A diagnosis on local power structures could be a relevant instrument for this process.

The investigation reports must return to all the stakeholders who participate in the land titling process for comments and validation, as recommended in the draft Guidelines prepared by the Representative Platform. In the case of the Amerindian communities and villages, local validation is part of the right to indigenous consultation (FPIC).

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# ANNEX 1: EVALUATION CONSULTANT AGREEMENT FORM

## Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Carlos Camacho-Nassar

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

A handwritten signature in black ink on a light green background. The signature is stylized and appears to read 'CCN'.

Carlos Camacho-Nassar

San Jose, Costa Rica, September 2, 2016

## ANNEX 2: LIST OF INTERVIEWED PERSONS AND VISITED COMMUNITIES

### VISITED COMMUNITIES

Massara, Moco Moco  
Kangaruma, Wakapoa  
Akawini, Rockstone

### INTERVIEWED PERSONS

Name	Institution
Mikiko Tanaka	UNDP
Andrea Heath-London	UNDP
Ronald Cumberbatch	UNDP
Shabnam Mallick	UNDP
Patrick Chesney	UNDP
Enrique Monize	UNDP
David James	MOIPA
Shoma Singh	MOIPA
Mervyn Williams	MOIPA
Martin Cheong	MOIPA
Valerie Garrido- Lowe	MOIPA
Sydney Allicock	MOIPA
Raphael Trotman	MNR
J. McKenzie	MNR
A Simon	MNR
Damian Fernandes	PAC
Denise Fraser	PAC
Tana Yussuf	PAC
Neil Bacchus	IPC
Colin Klautky	GOIP
Jean La Rose	APA
Peter Persaud	TAAMOG
Rawl Lewis	GFC
Newell Dennison	GGMC
Ms. Thomson	GWMA
Trevor Benn	GLSC
Joel Fredericks	NTC
Lenox Shuman	NTC
Aubrey Samuels	NTC

## ANNEX 3: MNEMONIC GUIDE FOR THE INTERVIEWS

Considering the diversity of the institutions, organizations and persons to be interviewed, the questions will not be the same with the exception of the general themes:

- Do you think land titling to Amerindian peoples will help the forest conservation in Guyana?
- What do you know about the land titling process for Amerindian villages in the country?
- What are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)?
- Do you think actual bottlenecks to land titling could be surpassed with a different project design?
- Do you know the Amerindian Act of 2006? Do you think that Amerindian representation, as stated in the act, corresponds to indigenous cultures of Guyana?
- What are the main the menaces to Amerindian lands and tropical forests? What can be done concerning the mitigation of menaces? How can the government and the communities get involved in the forest conservation?
- What do you think of the Amerindian Land Titling Project? What do you think are the main problems of its implementation? What are the best strategies to solve the problems?
- What do you think about land conflicts and land disputes in Amerindian lands? Can they be solved by local councils?

With the purpose to make an analysis aligning stakeholders with roles and responsibilities in the project:

- Ministry of Indigenous Peoples Affairs as implementing entity.
- Other partner institutions as Guyana Lands and Surveys Commission, Guyana Geology and Mines Commission and Guyana Forestry Commission.
- Indigenous organizations.
- Communities.

- UNDP as technical assistance provider.

For every type of institution and persons interviewed, questions will be specific:

Government institutions: Ministry of Indigenous Peoples Affairs, Guyana Forestry Commission, UN REDD national Bureau, for example).

What do you think about the implementation of the Amerindian Land Titling Project?  
 Do you think the design of the project was pertinent to Guyanese institutional, administrative and financial structures? Is there a better way to do it?  
 Do you think it can be improved? How?  
 What do you think are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)?  
 Do you think actual bottlenecks to land titling could be surpassed with a different project design?  
 For the Ministry, a chart with all the project results will be discussed.  
 What do you think about the FPIC procedures in relation with the project?  
 Considering that ethnic and cultural differences between decision-making structures in indigenous peoples sometimes are significant, do you think that different peoples will need different consultation methods or procedures?  
 What do you think about indigenous involvement in land, natural resources and forest management will be helpful for conservation?  
 What is the role of the State regarding the titled Amerindian lands?

Civil society organizations: (Guyanese Organization of Indigenous Peoples (GOIP), Amerindian Peoples Association (APA).

What do you think about the implementation of the Amerindian Land Titling Project?  
 Do you think Amerindian participation in the project helps for its advance?  
 How do you think land titling processes can be improved?  
 What do you think are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)?  
 Do you think actual bottlenecks to land titling could be surpassed with a different project design?  
 What do you think about the list of villages included in the project?  
 Do you think ancestral land demands are covered with the project?  
 What are the major conflicts you see in the project?  
 How can they be solved?  
 Do you think FPIC is applied properly in the Amerindian lands? Is there a better way to do this? Is this correct to apply one single consultation method in different Amerindian peoples?

National Tshaos Council (NTC)

What do you think about the implementation of the Amerindian Land Titling Project?

Are you satisfied with the advancement of the land titling project?

Do you think Amerindian participation in the project helps for its advance?

How do you think land titling processes can be improved?

What do you think are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)?

Do you think actual bottlenecks to land titling could be surpassed with a different project design?

What do you think about the list of villages included in the project?

Do you think ancestral land demands are covered with the project?

Are you satisfied with the FPIC as applied now? Can the consultation method be improved?

What do you think of women's participation in land demands and land management?

What are the major land conflicts and land disputes in the villages?

Is mediation training enough to prepare mediators?

Who are the mediators? Who chooses them? Are they part or the local power structures?

How can we improve the conflict resolution in the communities?

What are the major challenges after the land titling?

NGO

What do you think about the implementation of the Amerindian Land Titling Project?

Do you think Amerindian participation in the project helps for its advance?

How do you think land titling processes can be improved?

What do you think are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)?

Do you think that indigenous land management and indigenous forest production systems helps nature conservation?

Is your organization working in some of the villages involved in the land titling process?

What is your work in relation to land titling, land management, FPIC and conflict management?

What are the possibilities of titled villages in terms of development, conservation and sustainability?

Cooperation agencies: United Nations Development Program (UNDP)

What do you think about the implementation of the Amerindian Land Titling Project?

Do you think the design of the project was pertinent to Guyanese institutional, administrative and financial structures? Is there a better way to do it?

Do you think it can be improved? How?

For UNDP, a chart with all the project results will be discussed.

What do you think about the FPIC procedures in relation with the project?  
 Considering that ethnic and cultural differences between decision-making structures in indigenous peoples sometimes are significant, do you think that different peoples will need different consultation methods or procedures?  
 What do you think about indigenous involvement in land, natural resources and forest management will be helpful for conservation?  
 What is the role of the State regarding the titled Amerindian lands?  
 During the project execution, did you have any problems with the following stakeholders: government institution, Amerindian organizations, local organizations, NGO's, others?  
 What kind of problems?  
 What did you do to deal with the problems?  
 How can they be solved in the future?  
 Are you preparing a post-project development initiative?

Local organizations Rockstone, region 10; Wakapa/Akawini, region 2; Kangaruma, region 7; Moco Moco, region 9; Massara, region 9.

Can you describe the land titling process in your village?  
 Are you satisfied with the advancement of the land titling project?  
 What do you think are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)?  
 How did you make the consultation (FPIC) in your community?  
 Are you satisfied with FPIC in your village? How can the consultation be improved?  
 What are the major land conflicts and disputes in your village? Can you describe them?  
 How do you deal with conflict resolution?  
 What do you think about the training in mediation given by the project? Is it useful in your communities? How do you choose the persons charged of conflict resolution? What are the traditional procedures to resolve land conflicts in your village?  
 Are you satisfied with the land titling process? Do you think your vindications were considered by the project or the government? Can you explain your answer?  
 What are your projects for the future once your titling process is finished?

## ANNEX 4: POSITION OF THE NATIONAL TOSHAOS COUNCIL CONCERNING KEY ISSUES OF THE ALT PROJECT

1	What do you think about the implementation of the Amerindian Land Titling Project? The implementation was poor. It was derived from a poor framework to work with and did not address the more important issues to indigenous peoples.
2	Are you satisfied with the progress of the land titling project? No. Poorly designed, too slow to execute, no grievance recourse mechanism, not enough consultations, and not enough information shared.
3	Do you think Amerindian participation in the project helps for its advancement? Yes
4	How do you think land titling processes can be improved? Through comprehensive legal reform; harmonizing the laws and acts.
5	What do you think are the major obstacles to land titling process in the country (institutional, legal, political, financial, and administrative)? Political will is absent. Legal framework in Guyana is poor and unaccountable; finances are not dedicated due to a lack of political will; administration and institutions are not supportive
6	Do you think actual bottlenecks to land titling could be surpassed with a different project design? Yes. Better designed project and scope.
7	What do you think about the list of villages included in the project? Not comprehensive enough - Needs to be broader and more inclusive.
8	Do you think ancestral land demands are covered with the project? No.
9	Are you satisfied with the FPIC as applied now? No.
10	Can the consultation method be improved and how? Yes. More timely distribution of information; more information to all stakeholders.
11	What do you think of women's participation in land demands and land management? Absolutely vital. Gender balance and equity should be viewed as vital in anything relating to indigenous peoples' issues.
12	What are the major land conflicts and land disputes in the villages? Mining and forestry. Too many mining blocks in indigenous lands.
13	Is mediation training enough to prepare mediators? No.
14	Do you really need mediators? Yes.
15	Who are the mediators? Don't know
16	Who chooses them? Don't know
17	Are they part or the local power structures? Don't know
18	How can we improve the conflict resolution in the communities? Full compliance with FPIC and a comprehensive GRM
19	What are the major challenges after the land titling? Removing mining blocks from Traditional Indigenous Lands; reforestation/land reclamation; access to traditional lands.
20	What do you think about the Representative Platform? Good idea but no enforceable mechanism. It is simply recommendations and if the government is unwilling to go with it, it will be an absolute waste of our time and our peoples' time.
21	Do you think it will help to speed up the land titling process? No.
22	What do you think about mining concessions in indigenous lands? Need to be addressed through comprehensive legal reform to have it outlawed and discontinued. There needs to be a repeal of the "Save and Except Clause" in the title.

For the National Tashaos Council: Lenox Shuman, Vice Chair NTC November 2016.

## ANNEX 5: AMERINDIAN LANDS IN GUYANA BY VILLAGE, REGION, YEAR, STATUS AND AREA

(In square miles)

Village name	Region	Year	Status	Area
Waramuri / Moruca	1	1974	Demarcated	36.9
Assakata				13.0
Bunbury Hill				234.9
Kariako				80.7
Chinese Landing				23.7
Hobodia				11.0
Hotoquai				14.6
Kamwatta +				0.8
Kokerite				22.5
Koriabo				47.1
Kwebanna				80.5
Little Kaniballi				28.7
Red Hill				76.9
Santa Rosa				63.0
Sebai				33.6
Warapoka+		22.2		
Tobago and Wauna Hill		1.1		
Waikrebi (Homesteads)		33.0		
Eclipse Fall			Pending	
Baramita			2004	Demarcated
Arukamai		2006	23.8	
White Water		2007	29.8	
Yarakita			94.2	
Waini Three Brothers		No year	110.9	
Four Miles			Pending	34.5
<b>Total Region 1</b>				<b>1,314.1</b>
Akawini	2	1974	Demarcated	180.4
St Monica				65.9
Bethany				17.2
Capoey				23.0
Kabakaburi				42.1
Manawarin				53.6
Main Stay/Whyaka				12.5
Mashabo				17.1
Tapakuma (St. Deny's				

Wakapau				147.1
Total Region 2	573.3			
Santa Artak	3	1974	Demarcated	67.1
Total Region 3	67.1			
St Cuthbert's mission	4	1974	Demarcated	245.8
Total Region 4	245.8			
St Francis ak Moraikobai	5	1974	Demarcated	121.5
Total Region 5	121.5			
Orealla /Siparuta	6	1974	Demarcated	190.0
Isseneru		2007		230.7
Total Region 6	420.7			
Chinoweng		1991	Demarcated	49.0
Kurutuku			Demarcated	10.7
Kaikan			Demarcated	111.5
Arau				21.1
Jawalla				203.5
Kamarang/ Warwatta				313.0
Paruima				297.4
Phillipai				318.2
Kako				166.1
Warmadong				105.6
Kaburi		2006	Demarcated	41.1
Karau		2007	Demarcated	23.8
Kambaru		No info.	Pending	167.9
Tassarene			Approval pending	No info.
Batavia		Demarcated	22.3	
Total Region 7	1,851.2			
Itabac	8	1974	Demarcated	67.0
Kaibarupai				51.0
Kamana				59.4
Kanapang				163.0
Kato +				93.6
Kopinang				62.4
Kurukabaru				188.7
Monkey Mountain				66.0
Paramakatoi				81.0
Karisparu				269.1
Taruka				55.5
Waipa				64.0

Chenapou				31.8
Campbelltown		2006	Demarcated	24.3
Maicobie		2006	Demarcated	22.5
Tuseneng				5.4
Total Region 8				1,304.7
Achiwuib	9	1974	Demarcated	166.9
Aishalton				166.4
Annai +				188.1
Awariwaunau				116.6
Karasabai				661.3
Karaudanawa				175.0
St Ignatius (Homesteads) & Farmstead				7.0
Yakarinta +				94.2
Yupukari				53.5
Toka				40.5
Maruranau				109.2
Massara +				20.0
Moco Moco				66.3
Nappi				85.4
Potarinau				8.8
Sand Creek				139.1
Sawriwau				122.3
Shulinab				374.2
Shea				156.5
Konashen		2004		2,504.1
Fair View		2006		83.9
Apoteri		2007		187.3
Katoka				318.5
Parikwaranau				33.4
Rewa				185.8
Crash Water				150.0
Rupanau		2013		136.0
Parabara		No info	Approval pending	No info.
Katoonarib				
Total Region 9				6,350.3
Hururu	10	1974	Demarcated	38.3
Wikki / Calcuni		1974		61.6
Malali		2005		74.6
Muritaro				99.3

Wiruni				107.4
Great Falls 58 Miles		2009		23.2
Rivers View		2013		55.7
Total Region 10				460.1
Grand total				