

Indigenous Inclusion in Forest Solutions and Human Rights in Carbon Markets

Investigating who is heard in the UNFCCC

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Abstract

This research discusses indigenous inclusion in the REDD+ programs of the UNFCCC and how this mirrors the greater inclusion of human rights in the text of Article 6. The United Nations Framework Convention on Climate Change (UNFCCC) is a global institution aiming to mitigate global warming through the Paris Agreement and initiatives like REDD+. National delegates have decision-making power in the UNFCCC and indigenous peoples have historically been underrepresented in these spaces. My research explores the discussions at the COP25 pertaining to indigenous inclusion in REDD+ and human rights in Article 6 of the Paris Agreement. Chile was used as a case study in these discussions given their presidency of the conference and the change in location of the COP25. Data was collected through participant observation and semi-structured interviews at the COP25 and was then put through open coding to find themes surrounding these topics. My results show that Chile was more focused on their market-based climate solutions and ignored their social turmoil. This was reflected in Article 6 negotiations where delegates neglected the consideration of human rights. In side events, many actors showed great support for the inclusion of human rights in Article 6 and indigenous inclusion in initiatives such as REDD+. While indigenous representatives also supported increased inclusion, they focused more on the ongoing barriers to meaningful participation in the UNFCCC. My recommendations are to lower the barriers to indigenous inclusion, give negotiating power to the LCIPP, and to increase the awareness of alternative worldviews in the UNFCCC.

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Preface

The idea for this thesis came from my fascination with international cooperation in the United Nations institution. I am intrigued by both its successes and flaws in reaching international coordination for the world's most pressing problems and wanted to explore this in the context of climate change. I was interested in how the United Nations Framework Convention on Climate Change is inclusive to marginalized communities. I focused on REDD+ because of how widespread these programs are across the world and the potential opportunities for indigenous inclusion that they provide. Once I began research, I became interested in the larger articles under the Paris Agreement and how they mirrored some of the issues happening with smaller UNFCCC programs, such as REDD+.

Introduction

This thesis examines the discussions surrounding indigenous inclusion in REDD+ programs at the UNFCCC's Conference of Parties 25 in 2019 and how the narratives that emerged relate to the conversations surrounding human rights in Article 6 of the Paris Agreement. I focused Chile as a case study of how these discussions surrounding human rights, indigenous inclusion, and market solutions were portrayed by and projected onto the conference's presidency. Chile was supposed to host the conference but could not due to protests in Santiago. To collect data for this thesis, I attended the COP25 in Madrid in December 2019 where I took observation notes on the side events, negotiations, and press briefings and conducted interviews.

The significance of this thesis is to understand how human rights for vulnerable populations are being considered in conversations surrounding the creation and development of carbon markets in the UNFCCC. I specifically examined indigenous inclusion in REDD+ programs because indigenous peoples have traditionally been excluded from international and national policy making. Understanding their inclusion in, or exclusion from, REDD+ programs allows for insight of how social justice considerations are being implemented in national climate change programs and discussed at the international level.

The two research questions that asked were: How were indigenous voices included in the conversations surrounding REDD+ at the COP 25? Using Chile as a case study in the context of the COP25, how were human rights discussed within the broader carbon markets of the UNFCCC? These research questions reveal the narratives surrounding indigenous inclusion in

REDD+ and the UNFCCC and how it relates to the safeguarding of human rights in Article 6 in the Paris Agreement.

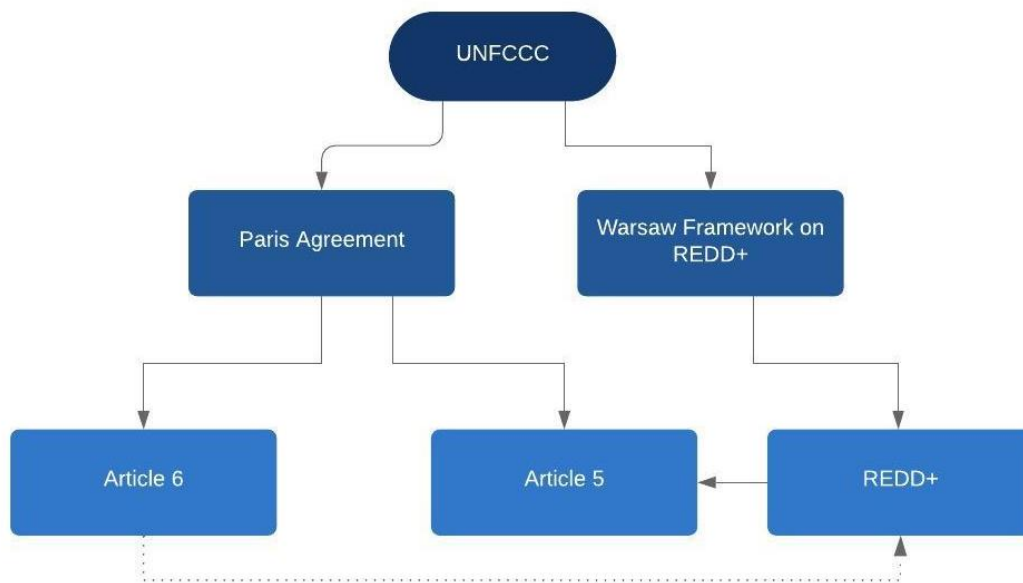
Background of UNFCCC and Paris Agreement

The United Nations Framework Convention on Climate Change (UNFCCC), with 197 member States, is the largest institution governing climate change. Its goal is to stabilize greenhouse gas emissions to mitigate a climate threat to humans and ecosystems (UNFCCC, 2020). The Conference of Parties (COP) is a meeting to establish decisions within the UNFCCC and requires countries to report their inventory of greenhouse gases and mitigation efforts (UNFCCC, 2020). The solutions of the UNFCCC include: mitigation, adaptation, damage compensation, finance, capacity building, and technology transfer (Okereke & Coventry, 2016). At the COP21 in 2015, the Paris Agreement was created with the goal of keeping warming below 2 degrees Celsius and to aim for below 1.5 degrees Celsius (UNFCCC, 2020). Through the Paris Agreement, Parties to the UNFCCC created nationally determined contributions (NDCs) to outline their efforts for combating climate change. This Agreement also contains various Articles to address key areas for combatting climate change, such as loss and damage and mitigation (UNFCCC, 2020), however some of these articles are not finalized and are still debated at the COP.

The UNFCCC is a very large and complex institution and given my focus on indigenous inclusion, of the 29 Article in the Paris Agreement, I focused on Article 6 and REDD+ programs (Figure 1). Article 6 is under the Paris Agreement of the UNFCCC and is a framework for carbon markets. REDD+ is under the Warsaw Framework on REDD+ (elaborated on below),

however it is referred to in the Paris Agreement under Article 5, which encourages Parties to mitigate deforestation through results-based payments (UNFCCC, 2015). From the discussions at the COP25, there is a possibility REDD+ will be included in the carbon trading markets of Article 6 (Streck, Howard, & Rajão, 2017). However, this is still uncertain since the details Article 6 have not yet been finalized. This is signified by the dotted arrow connecting the two in Figure 1. Because of the possible linkage between Article 6 and REDD+, I thought it was relevant to explore the safeguarding of human rights and the inclusion of indigenous peoples in them.

Figure 1. STRUCTURE OF THE UNFCCC STUDIED. A diagram showing how Article 6 and REDD+ programs are connected within the structure of the UNFCCC



Every year, the Presidency of the COP conferences rotate between different regions of the UN: Africa, Asia, Latin America and the Caribbean, Central and Eastern Europe and Western Europe and Others (UNFCCC, 2020). The COP25 was the year of the Latin American COP and

supposed to be hosted by Chile after Brazil turned down the presidency. It was moved a month before the conference due to protests in Santiago. These protests were in immediate reaction to the price increase of the subway fare but transformed into an opposition of the persisting inequality in Chile (Londoño, 2019).

Review of the literature

I will discuss with greater depth findings from the literature on important topics to my research, including indigenous inclusion in the UNFCCC, Article 6, REDD+, REDD+ in Chile, and indigenous critiques of REDD+. These topics gave me the necessary background knowledge for my data collection at the COP25.

Indigenous Inclusion in the UN and UNFCCC

The United Nations has implemented measures to involve indigenous peoples in their agency in recent decades. Significant actions include the Indigenous and Tribal Peoples Convention of 1989 that protect indigenous peoples around the world and their livelihoods (ILO, 1989). This law gives special attention to protecting indigenous land and gives indigenous peoples control over decisions surrounding economic, cultural, and social development (ILO, 1989). In 2000, the United Nations Permanent Forum on Indigenous Issues was created to deal with issues relating to indigenous peoples, including those regarding the environment and human rights, and to provide advice to the UN Council and other UN Agencies (UN, 2020). In 2007, the

UN Declaration on the Rights of Indigenous Peoples was created to protect indigenous peoples' right to exist and maintain their own institutions, cultures, and traditions (Lightfoot, 2016). While the Declaration is nonbinding, it did represent the growing recognition of indigenous rights as human rights (Lightfoot, 2016).

Within the UNFCCC, Parties made up of national delegates represent national stakeholders (Schroeder, 2010). The UNFCCC is a State-centric institution and indigenous peoples are represented under the jurisdiction of their national Parties (Ford et al., 2016). The UNFCCC only allows Parties to negotiate, therefore excluding those who are not represented by national Parties (Ford et al., 2016). Because of the interests of the national government and the lobbying power of other stakeholders, indigenous perspectives are often not included in these delegations of the UNFCCC (Schroeder, 2010). Indigenous peoples were not explicitly referred to in the COP decisions until 2005 at the COP11, and it was not until 2010 at the COP16 when indigenous peoples were included in the conversations regularly (Table 1) (Ford et al., 2016). The increased recognition of indigenous peoples at the COP16 occurred due to an awareness that indigenous peoples would be adversely affected by climate change and the reframing of climate change as a human rights issue in the text of the decisions (Ford et al., 2016).

The establishment of the Local Communities and Indigenous Peoples Platform (LCIPP) at the COP 21 of 2015 created a space for indigenous representatives to engage in the political process at the UNFCCC (Belfer et al., 2019). The LCIPP is not a negotiating body, but it provides a formal platform for indigenous input in the UNFCCC (Annex 1) (Belfer et al., 2019). The activities of its working group include promoting traditional knowledge, expanding the capacity for indigenous engagement, and designing international and national climate change programs that respects the interests of indigenous peoples (Belfer et al., 2019). Because the

Working Group for the LCIPPP is new, the impacts of the LCIPP are not known yet, but its formation represents the political mobilization of indigenous peoples in the international arena (Belfer et al.,2019).

Indigenous peoples continue to have less power than dominant actors in the UNFCCC, such as Parties or UN officials, and shifting this power dynamic will require the increased inclusion of a diversity of voices and stakeholders in international climate research or in the management of mitigation projects (Brugnach, Craps, & Dewulf, 2017). Further constraints on funding or badge access, language barriers, closed meetings at the conference, and lack of political will by negotiators has also led to challenges to indigenous inclusion in the UNFCCC and its conferences (Belfer et al., 2019).

Article 6 of the Paris Agreement

The Paris Agreement still contains unfinished Articles that are negotiated at the COPs each year, including Article 6. Article 6 under the Paris Agreement allows for countries who have mitigated carbon emissions to trade emission credits with other countries (Marcu, 2017). It is one of many the Paris Agreement Articles that hasn't been ratified and there are ongoing negotiations for how it will be implemented. Previously, the Kyoto Protocol provided a framework for a carbon market, but its schemes failed because it had a surplus in trading allowances, a low carbon price and didn't incentivize a decrease in carbon emissions (Redmond & Convery, 2014). The Clean Development Mechanism (CDM) was a part of this system and has received criticism for alleged human rights violations (Cadman et al., 2014). For example, dams built on

indigenous territories in Panama undermined local governance, land tenure, and cultural disruptions in indigenous communities nearby (Finely-Brook & Thomas, 2011).

Article 6 received a lot of attention at the COP25 due to its inability to be ratified at the COP24. There was hope among participants at the COP that the negotiators would come to an agreement on the Article. Articles 6.2 and 6.4 guide the market mechanism for carbon emission trading, while Article 6.8 guides non-market approaches (Annex 2). To reach an agreement at the Paris COP in 2015, many details of Article 6 were left open ended, which has left Parties with a lack of clarity on how to create and use an effective carbon market (Marcu, 2017). Parties are still negotiating the details of the text of Article 6 and how it will be implemented (Marcu, 2017). Issues surrounding the accounting system of the carbon credits and how the market will be governed pose the greatest challenge to implementing Article 6 (Marcu, 2017).

An Overview of REDD+

REDD+ is an initiative to stop deforestation through payments from one country or organization to another country that has the forests. The concept for REDD+, at the time known as RED, began at the 2005 COP 11 and was proposed by Costa Rica and Papa New Guinea (Dehm, 2016). At the COP16 in 2010, the Cancun Agreement outlined a three-stage implementation of REDD+ as well as the environmental and social safeguards that should be included (Dehm, 2106). At the 2013 COP19, the Warsaw Framework on REDD+ formally established the measurement, monitoring, and reporting for REDD+, which was the biggest step in making REDD+ an international commodity trading system (Table 1) (Dehm, 2016).

REDD+ was also incorporated into the Paris Agreement under Article 5, which acknowledges the need to protect carbon sinks in forests and for Parties to implement policies to do so (UNFCCC, 2015). Article 6 is relevant to REDD+ because there is the possibility it will be included in the market transfer of emission reductions (Streck, Howard, & Rajão, 2017). If REDD+ programs are encompassed under Article 6, nations with applicable forests will be able to access a larger carbon trading market than what currently exists through REDD+ alone (Streck, Howard, & Rajão, 2017).

As a part of the Katowice 2018 COP 24, transparency measures have been implemented to measure the progress made towards carbon emission reductions (UNFCCC, 2019). Countries that submit reports on their forest reference levels and report their results a public online information hub are eligible for result-based payments, called the REDD+ Web Platform (UNFCCC, 2011). Decision 1 under the Cancun Agreement requested that developing countries participating in REDD+ develop a national strategy, national action plan, or national forest reference level and to address drivers of deforestation and the inclusion of relevant stakeholder, especially indigenous people (UNFCCC, 2011).

Primary funders of global REDD+ programs come from both public and private sources (FAO, 2018). Public sources include national donations as well as financing from large organizations like the Forest Carbon Partnership Facility Fund, the UN-REDD program, and the Green Climate Fund (FAO, 2018). Private sources include financing from corporate social responsibility programs and smallholder investments (FAO, 2019). Monetary benefits are distributed depending on the nation that is implementing the program, therefore there are varying approaches to REDD+ implementation and financing (Okereke & Dooley, 2010).

The overall success of REDD+ program performance has shown mixed results. There is the potential for its contribution to achieving United Nations Sustainable Development Goals in forest countries and improving the wellbeing of local communities, however it has also been hindered by short-term interests of administrations and excludes non-elites (Arts, Ingram, & Brockhaus, 2019). The mixed conclusions on the success of REDD+ programs are due to the lack of a standard measurement of its performance or the lack of measuring its performance in general (Arts, Ingram, & Brockhaus, 2019). REDD+ is also still in its early years of implementation and the results are not fully materialized yet (Arts, Ingram, & Brockhaus, 2019).

Table 1. TIMELINE OF REDD+ AND INDIGENOUS INCLUSION AT COP CONFERENCES. A timeline of the progression of REDD+ and indigenous inclusion in the UNFCCC.

Year	COP	Event
2005	COP11	Costa Rica and Papua New Guinea propose the concept for REDD+, known as RED at the time; first time indigenous peoples are referred to in COP decisions
2010	COP16	The Cancun Agreement outlines the implementation of REDD+ and safeguards as well as requires countries to submit a national strategy; indigenous peoples are recognized more in the text of the UNFCCC
2013	COP19	Warsaw Framework on REDD+ is created
2015	COP21	Paris Agreement is created; LCIPP is created
2018	COP24	Transparency measures are implemented into REDD+ through the REDD+ Web Platform

Chile's Forestry and REDD+ in Chile

Chile's recent forestry history is one that exemplifies disregard for indigenous rights at the expense of economic development and land management. Their forestry plantations, which

are mostly used for export, are predominately in Southern-Central Chile near the Bío-Bío River, an area where the Mapuche historically resided (Armesto, Smith-Ramirez, & Rozzi, 2001).

Chilean forestry exports make up a large portion of the economy and are only second to copper (Moraga & Sartori, 2016). Most planted forests in Chile are introduced, single species used for industrial purposes (Cano et al., 2016).

In the past century, the Chilean government has played a dual role in both recognizing the rights of the Mapuche while allowing Mapuche land to be given to state and foreign nationals through private property law (Mallon, 2005). The Chilean state in general has ignored Mapuche land titles and has favored the expansion of capitalism and the profits of the market economy (Mallon, 2005). From 1884 to 1929, Mapuche communities, the major indigenous group in southern Chile, had their land divided up by the government under the *Titulos de Merced* for agrarian expansion (Torres-Salinas et al., 2016). This law made Mapuche communities vulnerable to land dispossession and emphasized individual property ownership over communal land (Torres-Salinas et al., 2016). In the middle of the 20th century, agrarian reform further subdivided Mapuche territory and segregated them from broader society (Mallon, 2005). Despite this and widespread Mapuche poverty, Mapuche people were able to gain land and live with more wealth (Mallon, 2005).

This ended in the 1970s when Pinochet's dictatorship introduced neoliberal policies that privatized Mapuche land (Carruthers & Rodriguez, 2009). The Law of Subdivision aimed to end land grant communities and the Mapuche people responded with a stronger ethnic identity to confront this political oppression (Mallon, 2005). Policies under Pinochet transformed the native forests into private plantations (Carruthers & Rodriguez, 2009). Land dissipation intensified and forests became owned by forestry companies (Torres-Salinas et al., 2016). Mapuche

communities and native forests were pushed into less productive environments, resulting in land disputes between them and forestry plantations (Armesto, Smith-Ramirez, & Rozzi, 2001).

During this time, the Chilean government also established CONAF as the overseeing organization of forestry with a special interest for conservation (Cano et al. 2016, 19). Now, CONAF has control over REDD+ in Chile and they published their National Strategy for Climate Change and Plant Resources, also known as the ENCCRV, in 2016. The National Strategy outlines their intended actions towards forest conservation and sustainable management (Cano et al., 2016). The ENCCRV outlines opportunities for indigenous participation in the preparation and implementation phases and a system of distributing direct and indirect benefits (Moraga & Sartori 2016). Chile's National REDD+ Strategy is in the ENCCRV and lists indigenous dialogue and participation as the first criteria of its preparation phase (Moraga & Sartori, 2016). Several REDD+ projects in Chile overlap with Mapuche territory (Moraga & Sartori, 2016).

Even though Chile is not a country with extensive tropical forests, its REDD+ programs are considered successful. For example, in 2019, Chile was promised \$63 million by the Green Climate Fund for successfully reducing greenhouse gas emissions with its REDD+ programs (FAO, 2019). These funds are expected to be put towards the ENCCRV in afforestation and restoration of forests as well as the involvement of women and indigenous peoples in the projects (FAO, 2019). Their REDD+ programs are still in the implementation phase and have not seen widespread results yet, but there are several REDD+ projects in Chile that overlap with restoring native species and improving water conservation in Mapuche territory (Moraga & Sartori, 2016)

Indigenous Criticisms of REDD+

In Chile, the REDD+ programs are top-down programs designed and implemented by the national government. While they provide opportunities for indigenous participation, the ENCCRIV recognizes the risks of indigenous exclusion and harm that the programs can have on the wellbeing of indigenous communities (Moraga & Sartori, 2016). REDD+ programs are reminiscent of the neoliberal framework through which Mapuche land claims were used. Mapuche people have a history of land conflict with CONAF (FAO, 2019), which validates their skepticism towards other national conservation schemes. The privatization of forests and its consequential marginalization of the Mapuche has produced new environmental protests against the degradation of land and continued legacy of oppression (Torres-Salinas et al. 2016, 125).

REDD+ represents a Western economic valuation of forests and neglects the traditional ecological knowledge of local communities. REDD+ doesn't capture the intrinsic or cultural value that forests provide (Plumb, Nielson, & Kim, 2012). The commodification of carbon stocks instills a conservation ethic and worldview that nature is only worth conserving if it can be profitable and ignores the noneconomic values of forests. For forest-using communities, REDD+ means giving up aspects of livelihood, culture, and land-use norms, which are not represented in the payments for the REDD+ program (Plumb, Nielson, & Kim, 2012). The economic valuation of REDD+ ignores the culture and social value of forests use and imposes a capitalist market system onto livelihoods (Plumb, Nielson, & Kim, 2012).

Examples of indigenous opposition to REDD+ is the Indigenous Environmental Network, a grassroots organization that represents the voices of indigenous peoples globally. Their group's opposes carbon trading programs like REDD+, citing that these programs are fraudulent schemes

to allows institutions of power to continue their extractive and exploitative activities (Gilbertson, 2017). Further, in a meeting organized by the World Bank's Forest Carbon Partnership Facility, several indigenous groups from Latin America voiced opinions against REDD+ and its failure as a program (REDD Monitor, 2018). Their statement acknowledged the well-meaning intentions of REDD+ and the attention it has brought to indigenous land rights issues, however the funding has been given to large non-governmental organizations (NGOs) or national governments, denying indigenous groups meaningful participation in, or benefit from, REDD+ (REDD Monitor, 2018).

Methods

Most of my data was collected at the COP25 in Madrid, Spain during the two-week meeting from 2-13 December 2019. During the two-week meeting, I had access to side events, press conferences, informal negotiations, and plenaries, which occur simultaneously. Side events and press conferences give information to observers on a broad array of topics relating to climate change and climate action. Side events were held either in spaces designated for side events, or in pavilion booths hosted by a nation or organization. Negotiations are where Parties split by subsidiary bodies and committees and debate specific issues. Plenaries occur at the opening and closing of the conference and allow for Parties to give major statements. I conducted participant observation on these events and performed semi-structured interviews with key stakeholders

such as government officials, UNFCCC officials, indigenous representatives, academics, and NGO leaders. My research was approved by the Institutional Review Board (IRB)¹.

At the COP 25, I completed participant observation (Bernard, 2011) during side events, press briefings, and informal negotiations that pertained to REDD+, indigenous rights, and Article 6. The side events, press briefings, and plenaries I attended were in both English and Spanish while negotiations were in English. The goal was to obtain information about what was being discussed, who was dominating the conversation surrounding these topics, and what their position was. Documentation is critical to participant observation (Jorgensen, 1989), and I took extensive notes during the conference which I then typed up after the conference. These notes included, statements made during events I observed, by whom it was made, and who supported the statements. I also noted who conducted side events and press conferences. Given the sheer spatial extent of the meeting, with over fifty events and meetings happening simultaneously each day, I utilized collaborative event ethnography approach (Brosius & Campbell, 2010) by obtaining notes from observers in the Research and Independent Non-Governmental Organizations (RINGO) constituency, which I also used in my analysis.

In my semi-structured interviews, I used a list of questions and topics to guide the open-ended interview (Bernard, 2011). I recruited five key informants via email prior to the conference to schedule a time to interview either in person or over email. I interviewed a government official of the Ministry of Forestry in Chile, Guido Aguilera, the Latin American and Caribbean representative to the Local Communities and Indigenous Peoples Platform for the UNFCCC, Elvira Gutiérrez Barrón, the head of the UN-REDD program, Mario Boccucci, the

¹ University of Colorado Boulder Institutional Review Board, Protocol # 19-0649

Executive Director of the International Working Group for Indigenous Affairs, Kathrin Wessendorf and the head of International Climate Policy at the University of Zurich Axel Michaelowa. Guido Aguilera was interviewed over Skype a week before the meeting and the interview lasted for half an hour and was conducted in Spanish. The rest of the interviews were in person during the conference and ranged from five to fifteen minutes long. They were also all conducted in English. Two of the interviews were recorded. The others were not recorded either because of technical difficulties with interviewing over Skype, or because the interviews were not scheduled, and I was not prepared to record given the time constraint of the interviewees. The questions from the interviews that were used are listed in Annex 3.

I open coded the observation notes and interview transcripts in NVivo12, developing a broad set of categories based on emerging themes (Corbin & Strauss, 2007). The categories derived from observational notes were: “Article 6”, “Forest Solutions”, “Humans Rights”, “Indigenous Inclusion”, “Indigenous Livelihoods”, and “REDD+”. The same categories were used to code the interviews except for “Indigenous Livelihoods”, which was not mentioned in the interviews. To find a relationship among the coding of the categories, I used a cluster analysis diagram, which helped me reveal thematic connections among the categories. I then conducted focused coding of both observation and interview notes, refining categories and homing in on emergent themes. Participant observation data revealed general understandings of the category while my analysis of the interviews provided a more detailed and nuanced understanding of emergent themes regarding indigenous inclusion in the UNFCCC.

After my preliminary coding, it became apparent that the “Chile” and “Indigenous Inclusion” categories were too broad to find a specific theme or narrative. To better understand Chile’s role in this narrative, I recoded the Chile category in my observations for who was

talking about Chile and in what way. I also broke down the “Indigenous Inclusion” node into who was talking about this node, and what the sentiment was.

Results and Discussion

In this section, I will relate the results to my two research questions: How was indigenous inclusion discussed in the conversations surrounding REDD+ at the COP25? Using Chile as a case study in the context of the COP25, what does this say for how human rights are discussed within the broader carbon markets of the UNFCCC?

Below, I present my initial data analysis with the categories that emerged through open coding (Table 2) and the cluster analysis diagrams that represent the relationships among categories (Figures 2 and 3). The more similarly the categories were coded, the closer they are on the diagram. In both my observations and interviews, Article 6 and Human Rights are close on the cluster analysis diagrams, signifying a close connection between the two in my research. Indigenous Inclusion is relatively independent of the other categories in my participant observation, which is due to its broad meaning and application. A content analysis of each category in the observation notes reveals a general theme about that category and the interviews provide anecdotal examples for these themes (Table 3). These emerging themes then elaborated on to explore my two research questions.

Table 2. CODING CATEGORIES. Descriptions of the coding categories used for open coding observation notes and semi-structured interviews

Category	Description
Article 6	Any comment or discussion, including during negotiations, that directly referenced Article 6.
Human Rights	Any comment that referred directly to “human rights”.
Chile	Both comments by representatives of Chile and comments about Chile were coded under this node. Later they were coded under Chile in relation to itself (comments made by those in the Chilean government or in an event hosted by the Chilean government) and Chile in relation to what others are saying.
Forest Solutions	Any mention of forests as solutions to climate change.
Indigenous Inclusion	Any mention of indigenous inclusion, the need for it, or the lack of it. It was coded by whether indigenous or non-indigenous people made the comment.
Indigenous Livelihoods	This was coded in the observation notes only and included comments about the wellbeing of indigenous communities and their livelihoods, cultures, values, and knowledge systems.
REDD+	This contains any reference to REDD+ programs.

Figure 2. CLUSTER ANALYSIS OF OBSERVATION NOTES. Cluster Analysis of Observation Notes Using Pearson Correlation Coefficient

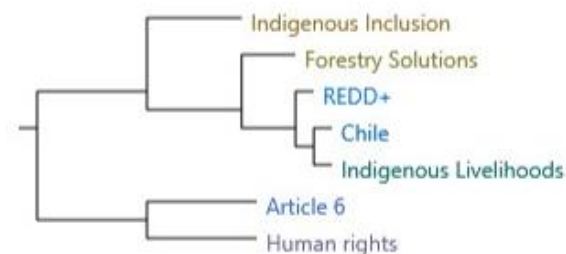


Figure 3. CLUSTER ANALYSIS OF SEMI-STRUCTURED INTERVIEWS. Cluster Analysis of Interviews Using Pearson Correlation Coefficient

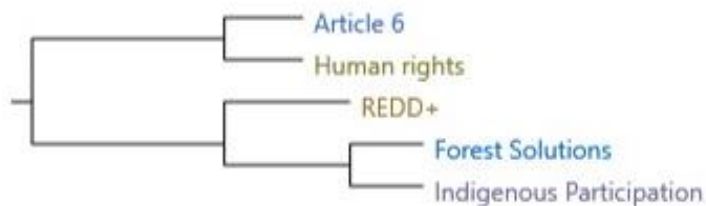


Table 3: CODED OBSERVATIONS AND INTERVIEWS. Coded categories as they emerge in observation notes and interviews.

Node	Participant Observation	Supporting Interview Quote
Chile	The conversations around Chile followed two opposing themes: 1. Chile was a leader for climate action; 2. Chile as having significant social justice issues. While overall Chile appeared to be a leader pushing for more ambitious climate action, especially with REDD+, individuals brought up the location transfer and human rights violations, undermining this narrative, creating a dual image for Chile.	“...The Green Climate Fund approved a result-based payment pilot in Chile because they have put in place the elements of the framework. ... As of now, there's lots of movement in the right direction in the country...” – Mario Boccucci
Article 6	These are two codes that overlapped because “human rights” was the term used to discuss safeguarding of livelihoods. The issue was whether human rights should be included or not in Article 6. Many activists and social justice organizations were pushing for its inclusion, due to human rights violations under the Clean Development Mechanism (CDM).	“I mean if we look at the CDM, it has already led to human rights violations. In the CDM there was no reference to human rights, there was no redress mechanism, there were no safeguards. So, if we look at that experience, it's actually incredible that it's not, that there's no awareness of how crucial of how important human rights are in Article 6.” -Katherin Wessendorf
Human Rights		
Indigenous Inclusion	This category is one of the most frequently coded but stands relatively independently from the other since it relates to many situations at different scales. In general, people recognized the importance of indigenous inclusion for climate action, but there were also many comments about the injustices indigenous peoples have faced and the challenges they continue to face to participate in policy making.	“I've seen the way in which the whole issue of land use rights, access to land, a recognition of the role of indigenous people has grown dramatically. And going forward, it will have to grow even more because there is this tangible recognition that they are, they are the ones who have been stewarding the forest for centuries.” -Kathrin Wessendorf
REDD+	REDD+ and forest solutions were promoted at this conference for being cheap and immediate actions for climate change mitigation. While some people said that REDD+ has done nothing, others argued that it's an issue of scale and finance and that REDD+ needs to be implemented more to be successful.	“What’s really needed in the next 10 years is to scale up everything that is happening. And that will require a system change in the way in which we'll have food supply of our agricultural practices, forest practices, land use management, land restoration. All of these things have to be accelerated in the next 10 years. So, you need to follow up the intervention from the role of indigenous people, local communities, agriculture practices, forest management, governance, private sector investment.” -Mario Boccucci
Forest Solutions		

Chile at the COP25

I used Chile as a case study because their leadership of this conference put them at the center of the discussions surrounding social justice and climate change. Despite the move of the conference to Spain, Chile maintained Presidency over the COP25 and promoted an image of being a devoted to climate action. This was contested at both side events and in the plenaries as environmental, indigenous, and trade union NGOs who questioned Chile’s legitimacy as a climate change leader and pointed to the fact that there was enormous social unrest that moved the conference (Table 3). In my observations, those speaking on behalf of the Chilean government portrayed Chile in a positive sentiment 15 out of 17 times, while others presented Chile in a negative sentiment 7 out of the 9 times (Table 4), showing a discrepancy between the self-representation and the perspective of others.

Table 4. REPRESENTATIONS OF CHILE. A break down of the Chile category in my observation notes by who said the comment, what the tone was, and an example.

Chile’s Representation	Sentiment	Example
Self	Positive: 15	Freddie Medina, a representative of the Chilean Indigenous Caucus of the COP25, described the process of forming the caucus and how it was an advancement that indigenous peoples had a voice at that level.
	Negative: 2	Gonzales Munoz, the High-Level Champion of this COP, spoke of the need to address the “elephant in the room” and the fact that the Latin COP was moved to Madrid due to social unrest in Chile
Others	Positive: 2	Marina Helena Semedo of the FAO talked about Chile as a successful example for REDD+ and praised their achievements of \$63 million from the GCF for REDD+ projects.
	Negative: 7	A press briefing for safeguards for human rights in Article 6 used the Alto Maipo project in Chile as an example of human rights violations in sustainable development projects.

During the conference, Chilean representatives barely mentioned the struggles of Chile's indigenous peoples, such as the those with CONAF and the Mapuche (FAO, 2019), or their involvement in climate change programs. There was only one mention of indigenous involvement in REDD+ in Chile by CONAF representatives, but they did not elaborate on this aspect of their REDD+ programs. Rather they focused on the result-based payments and the funding for their projects². Chile did have an Indigenous Caucus for the COP25 that allowed for Chilean indigenous participation in the conference. The spokesperson for this Caucus explained the process of choosing its members and their creation of a document that outlined the impacts of climate change on Chile's indigenous peoples and what tools they have for confronting climate change, but he didn't mention how the information in the document would be used³.

Despite the Chilean Indigenous Caucus, there were almost no other indigenous peoples that represented Chile. I observed one Mapuche representative during the COP25 and he spoke under the organization Euroclima+. He discussed the ongoing oppression of the Mapuche and how the violent protests in Santiago reflect the historic indigenous struggle against the government⁴. His statements contrasted with those of the Chilean Indigenous Caucus, which portrayed indigenous peoples in Chile as meaningful partners with the government, and he focused on the ongoing violation of Mapuche rights that have put Mapuche people at the margins of Chilean society (Mallon, 2005). He brought attention to the violations of indigenous rights that human rights advocates are trying to avoid through safeguards in the UNFCCC.

² From participant observation at side event

³ From participant observation at press conference

⁴ From participant observation at side event

Like the Mapuche representative, other Non-Chilean representatives were vocal about the injustices against Chilean citizens by the government. At the opening Joint Plenary, which is a meeting where all Parties and observer organizations can make statements, the Trade Unions NGO representative, Natalie Carau, covered one eye during her statement, a symbol of solidarity with those who got an eye shot out by police brutality in Santiago. She also mentioned that it is impossible to be a government committed to ending climate change while repressing peaceful protestors⁵. This created clashing representations of Chile and raised important questions about whether Chile is serious about addressing social turmoil and justice within their climate change solutions. It also showed that Chile could be a leader in climate change initiatives while violating indigenous and human rights, therefore creating the need for more human rights safeguards in climate change initiatives.

Article 6 and Human Rights

“Article 6” and “Human Rights” were categories that were coded closely together over the course of the conference (Figure 2 and 3), implying a strong connection between the two. When Article 6 was discussed in negotiations or side events, “Human Rights” was the term used to refer to the rights of people to have a healthy environment and political, social, and cultural freedom⁶. These rights were portrayed as being at risk if carbon markets are implemented with no safeguards in the text. The need for human rights was applied to vulnerable communities, especially indigenous communities, who would be at risk of being harmed by the carbon markets

⁵ From participant observation at opening Joint Plenary

⁶ From participant observation at side events and negotiations

under Article 6. Overall, inclusion of human rights in the text of Article 6 would signify the consideration and protection of vulnerable communities in the Paris Agreement.

During the COP 25, there was an apparent disconnect between the conversations outside of the negotiations, which wanted a human rights approach to climate change, and the discussions of negotiating Parties, who tended to focus on carbon markets. Over the last few years in recent COP conferences, developed countries have pushed for market-based solutions, such as trading carbon emission permits (Cadman et al., 2014). As one interviewee said, human rights were “not among the list of crunch crunch” issues in the negotiations and that the human rights text considered was not very strong⁷. The inclusion of human rights in Article 6 has been a reoccurring debate at previous conferences (Cadman et al., 2014). It was weakened in the draft text for the implementation of Article 6 at the COP24 as the language was changed from “protecting” human rights to “promote and consider obligations towards human rights” (Cadman et al., 2014). Parties that did advocate for human rights included Costa Rica, Mexico, Switzerland, Canada, New Zealand, and Australia, along with a few others⁸.

The low importance of human rights in the negotiations surrounding Article 6 reflects the economic priorities that are intrinsic to Parties’ approaches to climate change. My participant observations revealed that the economics of climate change solutions took priority, leaving social issues as a secondary consideration. Chile’s attitude reflects this same sentiment; during the meeting, representatives seemed to ignore the social unrest that moved the conference. Further, they focused on market successes, like having secured funding from the Green Carbon Fund for REDD+. These discussions are similar in that nations are more focused on the technical and

⁷ From interview with Axel Michaelowa

⁸ From participant observation at Article 6 negotiations

economic aspects of climate change and are not giving equal attention to addressing the social consequences.

Side events and press conferences put on by human rights organizations, such as the Center for International Environmental Law (CIEL), laid out clear desires for the inclusion of safeguarding human rights in the text of Article 6. During a press conference, a representative from CIEL talked about human rights violations under the CDM and that impacted voices have not been previously heard in the UNFCCC. Her final message was that Article 6 requires consultation with communities who are not heard in the UNFCCC⁹. Furthermore, protests at and around the COP25, such as the Friday for the Future protests, focused on social justice issues relating to climate change and the inability of Parties to act in addressing climate justice. At the COP24, human rights were also a concern and brought protestors to the conference (Cadman et al., 2018). However, despite the presence of people advocating for human rights, there was a disconnect between the conversations outside of the negotiations, which expressed desire for a human rights approach to climate change, and the discussions of negotiating Parties, who were not as concerned with human rights.

Indigenous Inclusion in REDD+

During the COP25, advocates of human rights conveyed indigenous inclusion in national and international policies as necessary for safeguarding human rights. The term “human rights approach” was used at the conference to refer to climate action that prioritizes the of safeguarding human rights. In a side event on human rights in the Paris Agreement, the UN

⁹ From participant observation at press conference

Special Rapporteur on human rights and the environment said that for a human rights approach, the most powerful thing we can do is recognize indigenous land titles. He referred to their traditional knowledge that allows them to manage the land better while storing more carbon in the ground¹⁰. In an interview with the head of UN-REDD, Mario Boccucci, said there has been “...more awareness on the fundamental value of indigenous peoples and the fundamental value of basically having a human rights-based approach...”¹¹. The inclusion of indigenous peoples was not only conveyed as necessary for indigenous rights by multiple people in my observations and interviews, but it was also agreed that their traditional knowledge will improve nature-based solutions to climate change, such as with REDD+¹².

REDD+ and other nature-based solutions were given special attention during side events for having the potential for mitigating climate change. Mario Boccucci said that nature-based solutions like REDD+ represent 30% of the solutions for the Paris Agreement but only receive 3% of the investments. He elaborated that for REDD+ to be successful, it needs to be scaled up and invested in, which will require the collaboration of indigenous peoples, the private sector, international organizations, and other partners to make it possible. Boccucci implied that indigenous peoples are essential to the future growth and success of REDD+⁵. Other speakers at side events also voiced the need for growing REDD+ programs, claiming that REDD+ has not been implemented at a large enough scale or given enough time to see significant results¹³. This echoes the fact that REDD+ is growing slowly and has not been in place long enough for its potential to be fully realized (Arts, Ingram, & Brockhaus, 2019).

¹⁰ From participant observation at side event

¹¹ From interview with Mario Boccucci

¹² From participant observation at side events and interviews with Mario Boccucci and Katherin Wessendorf

¹³ From participant observation of side events

The inclusion of indigenous peoples in REDD+ so far has benefitted some indigenous communities. In an interview with Kathrin Wessendorf of the International Working Group for Indigenous Affairs, she said that, "...some of our partners for example in Asia have really seen REDD+ as an opportunity because it is an international mechanism and because there are safeguards in the mechanism. It was the first time that they were actually able to talk about indigenous peoples' rights. For example, in Myanmar or Vietnam it suddenly opened a small door to actually having access to government and to talk about indigenous peoples' rights to their forest and their livelihoods and all those non carbon benefits, all those elements. And they really felt that REDD+ has given them the opportunity to do that"¹⁴.

However, indigenous peoples have not benefitted equally around the world from REDD+. This was apparent in a side event on Chile's REDD+ programs where Chilean government representatives outlined the REDD+ programs in Chile but failed to mention the benefits for the communities. While the representatives did mention the work with the Mapuche peoples to replant native trees, they mostly focused on the financial success of their REDD+ programs¹⁵, indicating a weaker focus on indigenous peoples and community involvement in REDD+. This is consistent with evaluations of REDD+ that show the exclusion of nonelites, thus lacking local legitimacy (Arts, Ingram, & Brockhaus, 2019).

While indigenous involvement was portrayed as a way to empower indigenous communities, other indigenous representatives at the COP25 strongly opposed REDD+, such as Tom Goldtooth of the Indigenous Environmental Network and Dine' and Dakota tribes. He said that REDD+ and other market mechanisms violate indigenous understandings of the Earth.

¹⁴ From interview with Katherin Wessendorf

¹⁵ From participant observation at side event

Goldtooth also mentioned that to confront what is happening in Santiago, we must confront capitalism and neoliberalism¹⁶. His comments reflected the criticisms of REDD+ that have already been voiced by the Indigenous Environmental Network (Gilbertson, 2017) and targeted the flaws of a market system. When asked about the skepticism of indigenous peoples towards market solutions, George Marshall from Climate Outreach said he was skeptical if we can build their trust and support of these programs¹⁷. This shows that differing worldviews and values pose an immense challenge to having meaningful indigenous participation in market-based solutions like REDD+.

There has been growth of indigenous inclusion in the UNFCCC, shown by efforts like the creation of the LCIPP, but many indigenous people in side events said that there is still a large barrier for making indigenous voices heard at a national or international level (Table 5). For example, Juan Carlos Jinntiach of Coordinator of Indigenous Organizations of the Amazon River Basin (COICA) said in a side event that COICA is trying to coordinate with many institutions to work together and that they want to be “meaningful partners” with other actors at the COP conferences, however it has taken a lot of work and there are many challenges for them. The challenges he listed included having to speak to many people, flying everywhere, and getting access for spaces within the UNFCCC¹⁸, reflecting the barriers to indigenous participation in the UNFCCC (Belfer et al., 2019).

Observations of side events, press conferences, negotiations, and plenaries revealed that three-times more non-indigenous peoples spoke on indigenous inclusion than indigenous peoples themselves. Further, in the negotiations, there were no representatives for indigenous tribes, only

¹⁶ From participant observation at side event

¹⁷ From participant observation at side event

¹⁸ From participant observation at side event

references to the LCIPP. This demonstrated the need for a more inclusive system that lowers barriers for indigenous participation in the UNFCCC. When indigenous peoples did speak inside events, they highlighted the injustices they have experienced and the ongoing barriers to meaningful participation (Table 5).

Table 5. INDIGENOUS INCLUSION CATEGORY. Breakdown of Indigenous Inclusion category by who was speaking (indigenous vs. non-indigenous), how many times they were coded speaking, and the sentiment

Speaker	Number of Coded Observations	Theme and Sentiment
Indigenous Person	9	Indigenous peoples have been neglected in policy making at national and international level. They continue to face challenges to participation and are calling on negotiators to include human rights in their policies. The statements tended to focus on the negative injustices towards indigenous peoples
Non-Indigenous Person	27	That indigenous peoples should be included because they are either the source of climate change solutions or they have had little representation. The statements tended to be neutral or highlight the positive possibilities of indigenous inclusion.

Limitations of study and future direction

A large constraint on my research was the move of location from Chile to Spain. I was planning on studying REDD+ programs and indigenous inclusion in Chile but was unsure if this topic would be relevant with the change in location. I adapted my research focus while I was at the conference collecting data so that it was relevant to what was occurring at the COP25. For example, I included Article 6 into my research after seeing that it was an important topic at the

COP25. This required improvisation and made it difficult for me to secure more interviews on Article 6 and other aspects of my research. Another limitation is that this was a one-year thesis. In the future, I hope to continue researching these topics in the UNFCCC to have a more comprehensive study.

Without having been in this space before, it is overwhelming to navigate and not always transparent. The complexity of the UNFCCC made it difficult to access and navigate reports, agendas, documents, and decisions of the UNFCCC. This constrained me from finding who would be attending the meeting, what was discussed in past meetings, and what will be discussed at the COP25. The COP25 was a large meeting and it was difficult to navigate all of the events that pertained to my topic. The schedule was constantly changing and sometimes events overlapped, forcing me to choose events I thought were most relevant. This also impacted the interviews since it was difficult to schedule times and meetings. Again, repeating this study at future COP conferences will allow me to be more knowledgeable in this space and collect more data on this topic.

Recommendations and Implications

This research focused on indigenous peoples as a community that has historically been excluded from international policy decisions (Schroeder, 2010) and the efforts taken to change this at the COP25. The inclusion of human rights and the consideration of vulnerable groups is necessary for a more equitable approach to climate change solutions. It should be recognized that it is difficult to satisfy all actors in the UNFCCC and an ideal “human rights approach” might not be feasible in the near future, but safeguards are necessary to ensure the protection of vulnerable

communities. Going forward, more efforts should be put into making indigenous peoples meaningful contributors to the UNFCCC's policies and programs at all levels of the institution. Their inclusion would give more representation to vulnerable communities impacted by climate change and increase the advocacy for safeguarding their rights.

While acknowledging that there are limits to indigenous engagement in a State-centric institution, there are opportunities for indigenous peoples to inform the UNFCCC and other UN agencies, regional institutions, and national governments (Ford et al., 2016). Immediate actions include giving indigenous organizations more funding, COP badge access, and more spaces to speak at side events and press conferences to create a balance between indigenous and non-indigenous speakers. The UNFCCC should be encouraging national governments to take the inclusion of indigenous peoples in climate solutions seriously by recognizing their land rights, putting indigenous peoples on national delegations, including them in climate change research, and giving them more power in the creation and implementation of climate programs. At higher levels of the UNFCCC, indigenous peoples should be working on the creation and implementation of climate change policies and programs through institutions like UN-REDD or the FAO. Additionally, the LCIPP should be given negotiating power in negotiations so that indigenous voices are included in the creation of UNFCCC decisions.

The greatest challenge to indigenous inclusion in the UNFCCC is integrating market solutions, like REDD+ or Article 6, with indigenous and alternative worldviews. As some indigenous people made clear at the COP25, market solutions are not always welcome and are sometimes viewed as a false solution¹⁹. However, many Parties see market solutions the next

¹⁹ From participant observation at side events

step forward to confronting climate change. There is no solution that will satisfy all stakeholders, but more dialogue between indigenous peoples and national delegates needs to occur inside and outside the negotiation spaces to foster a better understanding and each other's worldview. Additionally, safeguards and mechanisms for consulting with communities should be put in the text of Article 6 to allow the voices that are not in the discussions at the COP to be heard.

While I focused on the inclusion of indigenous peoples, the consideration of other marginalized groups is equally important. With the creation of Articles that could have potential impacts on vulnerable communities, it is important that all voices feel included in the UNFCCC. The dialogue between civil society organizations and the national delegates should increase to allow for more policies that reflect the needs of people on the ground.

Conclusion

Indigenous inclusion was discussed as a necessary component for REDD+ by both indigenous and non-indigenous actors. Many non-indigenous voices in side events supported the idea that indigenous traditional knowledge compliments the nature-based approach of REDD+. Additionally, the program could strengthen their land tenure and political rights (Fincke, 2010). Indigenous peoples were portrayed in side events as stewards of the forests who have the best solutions for REDD+ and can benefit from the programs. While there were mixed reactions to REDD+ by indigenous peoples at the COP25, their statements focused on the challenges of participating in an institution with a lot of barriers to entry and a different worldview. This

highlighted the disconnect at the COP25 between non-indigenous participants and indigenous peoples who continue to face barriers in participating in the UNFCCC.

Chile was put in a special spotlight given their presidency of the COP25. The change in location of the conference due to protests over social inequality brought to attention the disconnect between social justice and solutions for climate change in Chile. The Chilean government minimally addressed the reasons for the protests in Santiago or any other social turmoil that has taken place in their country, such as historic ones with indigenous peoples. Instead they focused more on their current success and plans for climate action. This mirrors the discussions in negotiations surrounding Article 6 where Parties were more focused on technical aspects of the Article and ignored the safeguarding of human rights. Those who advocated for human rights outside of the negotiations mentioned that the people impacted negatively by sustainable development projects are not the ones whose voices are heard in the UNFCCC, such as many indigenous communities. The discussions over human rights in side events portrayed the inclusion of human rights as a form of considering of indigenous rights.

My recommendations are to create more spaces and funding for indigenous peoples to lower the barriers to participation in the UNFCCC. The LCIPP should be given negotiating power so that indigenous peoples are represented in the negotiations. National governments should encourage indigenous inclusion by recognizing indigenous land rights and giving them more power in climate change solutions. These actions will help protect indigenous rights, but human rights should always be considered and safeguarded in the text of the Paris Agreement and its Articles to protect other marginalized communities in future climate change action.

Annex 1: Membership of Facilitative Working Group of LCIPP

Representative	Alternate	Region
Ms. Andrea Carmen	Grand Chief Wilton Littlechild	North America
Mr. Clement Yow Mulalap	Ms. Froyla Tzalam	Small Island Developing States
Mr. Comlan Médard Ouinakonhan	Mr. Elhadj Birama Diarra	Least Developed Countries
Ms. Dalee Sambo Dorough	Mr. Kuupik Kleist	The Arctic
Mr. Elias Abourizk	Ms. Henna Haapala	Western Europe and Others
Ms. Elvira Gutiérrez Barrón (Vice Co-Chair)	Ms. Irina Barba	Latin America and the Caribbean
Mr. Estebancio Castro Diaz	Mr. Tuntiak Katan	Central and South America and the Caribbean
Ms. Hindou Oumarou Ibrahim	Ms. Edna Kaptoyo	Africa
Mr. Majid Shafiepour (Co-Chair)	Mr. Yuli Prasetyo Nugroho	Asia-Pacific
Ms. Pasang Dolma Sherpa (Co-Chair)	Ms. Mina Setra	Asia
Mr. Samson Viulu	Ms. Jane Au	The Pacific
Mr. Rodion Sulyandziga (Vice Co-Chair)	Ms. Polina Shulbaeva	Eastern Europe, Russian Federation, Central Asia and Transcaucasia
Mr. Alick Bulala Muvundika	Pending	Africa
Mr. Josef Skultety	Pending	Eastern Europe

Note. Reprinted from Membership – LCIPP Facilitative Working Group, by UNFCCC. Retrieved from <https://unfccc.int/process-and-meetings/bodies/constituted-bodies/facilitative-working-group-of-the-lcipp/membership-lcipp-facilitative-working-group>.

Annex 2: Article 6 of the Paris Agreement

Article	Draft Decision Text
6.2	Parties shall, where engaging on a voluntary basis in cooperative approaches that involve the use of internationally transferred mitigation outcomes towards nationally determined contributions, promote sustainable development and ensure environmental integrity and transparency, including in governance, and shall apply robust accounting to ensure, inter alia, the avoidance of double counting, consistent with guidance adopted by the Conference of the Parties serving as the meeting of the Parties to this Agreement.
6.4	<p>A mechanism to contribute to the mitigation of greenhouse gas emissions and support sustainable development is hereby established under the authority and guidance of the Conference of the Parties serving as the meeting of the Parties to this Agreement for use by Parties on a voluntary basis. It shall be supervised by a body designated by the Conference of the Parties serving as the meeting of the Parties to this Agreement, and shall aim:</p> <ul style="list-style-type: none"> (a) To promote the mitigation of greenhouse gas emissions while fostering sustainable development; (b) To incentivize and facilitate participation in the mitigation of greenhouse gas emissions by public and private entities authorized by a Party; (c) To contribute to the reduction of emission levels in the host Party, which will benefit from mitigation activities resulting in emission reductions that can also be used by another Party to fulfil its nationally determined contribution; and (d) To deliver an overall mitigation in global emissions.
6.8	<p>Parties recognize the importance of integrated, holistic and balanced non-market approaches being available to Parties to assist in the implementation of their nationally determined contributions, in the context of sustainable development and poverty eradication, in a coordinated and effective manner, including through, inter alia, mitigation, adaptation, finance, technology transfer and capacity-building, as appropriate. These approaches shall aim to:</p> <ul style="list-style-type: none"> (a) Promote mitigation and adaptation ambition; (b) Enhance public and private sector participation in the implementation of nationally determined contributions; and (c) Enable opportunities for coordination across instruments and relevant institutional arrangements.

Note. Reprinted from Paris Agreement, by UNFCCC, 2015. Retrieved from https://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english_.pdf

Annex 3: Semi-structured Interview Questions

Questions for Kathrin Wessendorf, Director of the International Working Group of Indigenous Affairs

1. Give me a summary of the International Work Group for Indigenous Affairs. What is your position within this organization?
2. What is the IWGIA's goal or priority at the COP25?
3. How effective is REDD+ in safeguarding indigenous rights?
4. What is the involvement of indigenous people in making decisions for REDD+ programs?
5. Is there anything else you would like to add that I have not asked about?

Questions for researchers studying Article 6

1. What impact could Article 6 have on indigenous people?
2. Are there any mechanisms to safeguard human rights in this article?
3. How likely is it that REDD+ will be eligible for Article 6?
4. How seriously are human rights being considered in Article 6?

Questions for Mario Boccucci, Head of the UN-REDD Program

1. What is the UN-REDD Program? What is your position in it?
2. What is the objective of the UN-REDD Program at the COP25? What outcomes is the organization hoping for?
3. How has indigenous inclusion in REDD+ changes over the past decade? How will it change in the future?
4. Can you talk about Chile's role in REDD+ and the success they have had? How does this compare to other countries?
5. How will Article 6 impact REDD+?

Questions for Elvira Gutiérrez Barrón, Vice Co-chair of LCIPP and Representative of Latin American and Caribbean Region

1. What is the goal of the LCIPP for this COP?
2. What are the goals of the LCIPP for the upcoming year?
3. Does the LCIPP have an opinion on REDD+? If so, what is it?

Questions for Guido Aguilar of Chile's National Forestry Corporation

1. What is CONAF? What is your professional position?
2. How did Chile first get involved in implementing REDD+ programs? Why did Chile choose to support REDD+ efforts?

3. Which communities are most impacted by the implementation of REDD+ programs in Chile? Can you describe some of the impacts of these REDD+ programs on the various communities involved?
4. What is the role of indigenous people in REDD+ programs in Chile?
 - b. Do they contribute to the creation of the programs? In what ways?
 - c. How are they involved (or not) in ongoing programs?
 - d. What is the future role of indigenous people in REDD+ programs?
6. How are REDD+ programs enforced?
7. Is there anything else you would like to add that I have not asked about?
8. Can I approach you with follow-up questions or clarifications later?

Annex 4: List of Acronyms

CDM: Clean Development Mechanism

CONAF: National Forest Corporation (Chile)

COP: Conference of Parties

ENCCRV: National Strategy for Climate Change and Vegetational Resources (Chile)

LCIPP: Local Communities and Indigenous Peoples Platform

NDC: Nationally Determined Contribution

REDD+: Reducing Emissions through Deforestation and Forest Degradation

RINGO: Research and Independent Non-Governmental Organizations

UNFCCC: United Nations Framework Convention on Climate Change

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