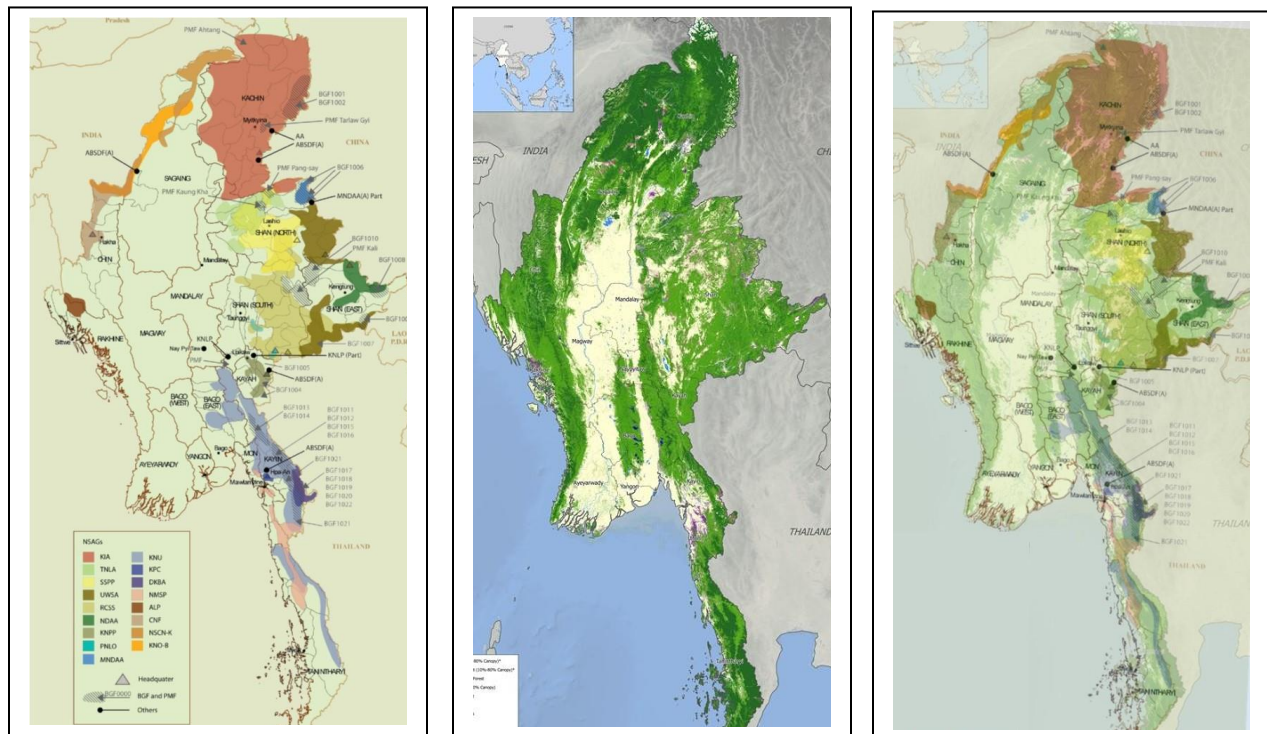


## Strategy for the DEVELOPMENT of Engagement Plans with EAOs on the Draft National REDD+ Strategy

### Rationale

Ethnic Armed Organizations (EAO's) are key stakeholders in the Myanmar REDD+ Programme, since the decision has been made that REDD+ will be implemented at the national scale, and significant areas of forests are under the control of EAO's (see Figure 1).



**Figure 1:** Left, areas controlled by different EAO's; Centre, forest area; Right, overlay of the two maps, showing the very large proportion of forest occupied by EAO's

Engagement with EAO's, by its very nature, is complex and involves multiple challenges. There are a significant number of EAO's, and the number constantly changes as groups splinter, new organizations are formed, and some become defunct. There are three basic categories of EAOs:

- Those which have signed the National Ceasefire Agreement (10, as of the end of June 2018)
- Those which have not signed, but which have bilateral ceasefire agreements
- Those which are active combatants

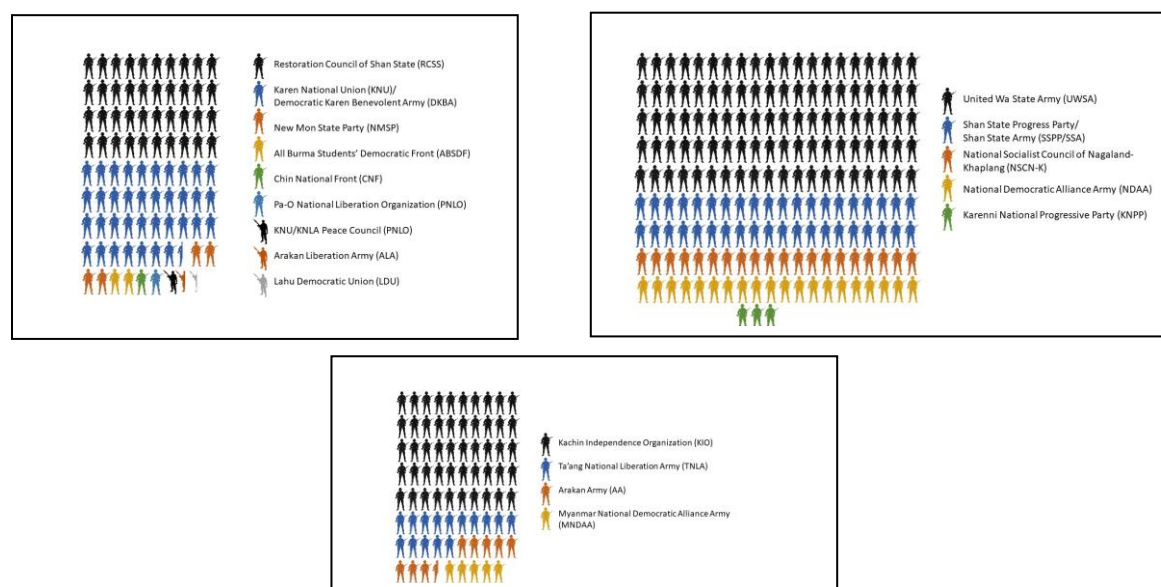
Again, ceasefires break down, so EAO's may change categories. Some EAO's act as a *de facto* government in the areas they control, whereas others act more in the fashion of bandits or organized crime gangs.

From the perspective of REDD+, there is little justification to engage with EAO's holding no, or only insignificant amounts of territory, and similarly there is little point in trying to engage with those which

are not interested in governing their territory. Therefore, in discussion with the NPD, three criteria have been developed to identify priorities for engagement:

- Considered to be a lawful organization. This includes two sub-categories: those which have signed the NCA, and those with bilateral ceasefire agreements and a role in administering “self-administered” zones (SAA’s) – some of these may no longer be considered as EAO’s
- Control “significant” amounts of territory (subjective decision)
- Have internal governance structures with which consultation is likely to yield results (e.g., Forest Dept., or similar)

Determining the area of territory held by individual EAO’s is difficult, partly because contested areas may change from EAO to government control and *vice versa*. Figure 1 (left) provides some indication, but shows territory with EAO presence, rather than control. Another measure is the number of armed personnel, which can be assumed to be correlated with extent of territory. Figure 2 shows these data.



**Figure 2:** Numbers of armed personnel in EAO’s that have signed the NCA (top-left); have not signed the NCA, but have active bilateral ceasefire agreements (top-right); and are active combatants (bottom). Each figure represents 200 individuals.

These data, together with information on EAO governance structures gathered from experts and CSO’s with links to the EAO’s suggest the following analysis:

EAO	NCA signatory or SAA administrator	Significant areas	Governance structures (FD or equivalent)	Priority
<b>Karen National Union</b>	NCA	Yes	Yes	Yes
<b>Democratic Karen Buddhist Army - Brigade 5</b>	NCA	Yes	?	Yes
<b>Restoration Council of Shan State</b>	NCA	Yes	Yes	Yes
<b>Chin National Front</b>	NCA	Yes	Yes	Yes
<b>New Mon State Party</b>	NCA	Yes	Yes	Yes

<b>Pa-O National Organization</b>	SAA	Yes	Yes	Yes
<b>Ta'ang National Party</b>	SAA	Yes	N/A	Yes
<b>Wa Democratic Party/Wa National Unity Party</b>	SAA	Yes	N/A	Yes
KNU/KNLA Peace Council	NCA	No	N/A	No
Lahu Democratic Union	NCA	No	N/A	No
Pa-O National Liberation Army (See Note 1)	NCA	No	N/A	No
All Burma Students' Democratic Front (See Note 2)	NCA	No	N/A	No
Arakan Liberation Party	NCA	No	N/A	No

Note 1: Consultation with the PNO indicates that the PNLO can be integrated into the same engagement process

Note 2: The general Secretary of the ABSDF has suggested that engagement through the Working Committee of the Peace Process Steering Team would be effective

Because of their status as “legal”, or officially recognized organizations, it is possible to engage directly with these organizations. However, reference to Figure 1 (left) indicates some very significant additional areas with the presence of, or under the control of EAO's that are considered active combatants. These include the Kachin Independence Organization, the Karenni National Progressive Party, the Shan State Progressive Party, the National Socialist Council of Nagaland-Khaplang, and the United Wa State Army, the National Socialist Council of Nagaland-Khaplang and the Ta'ang National Liberation Army. Direct engagement with these EAO's is not possible, but neither can they be ignored. Therefore, engagement will be conducted through ethnic CSO's who may serve as proxies for the non-signatory EAO's.

In conclusion, priority for direct engagement are the following **seven** EAO's/ethnic political parties (not in order of significance):

- Karen National Union (KNU)
- Democratic Karen Buddhist Army - Brigade 5 (DKBA)
- Restoration Council of Shan State (RCSS)
- Chin National Front (CNF)
- New Mon State Party (NMSP)
- Pa-O National Organization (PNO)
- Ta'ang National Party (TNP)
- Wa Democratic Party (WDP)/Wa National Unity Party (WNUP)

Distinct engagement processes will be designed for each of these, reflecting their very different circumstances. However, in addition, a multilateral engagement process might be possible through the Land, Natural Resources and Environment Working Committee of the Peace Process Steering Team. These bodies include representation from each signatory EAO, and so may provide an opportunity for inter-EAO consultation.

In addition, for each priority non-signatory EAO, one or more ethnic CSO's and/or political parties will be identified for engagement as proxies for the non-signatory EAO:

<b>Non-signatory EAO</b>	<b>CSO and/or political party as proxy</b>
Kachin Independence Organization (KIO)	Bridging Rural Integrated Development and Grassroots Empowerment (BRIDGE)
Karenni National Progressive Party (KNPP)	Karenni Evergreen (KEG)
United Wa State Army (UWSA)	WDP/WNUP (see above); WCLO

National Socialist Council of Nagaland-Khaplang (NSCN-K)	Council for Naga Affairs (CNA)
Ta'ang National Liberation Army (TNLA)	TNP (see above); Ta'ang Social Youth Organization (TSYO) and Ta'ang Women's Organization (TWO)
Shan State Progressive Party (SSPP)	Thai Youth Network

The Ethnic Nationalities Affairs Centre (ENAC) may be a body which can provide assistance in engagement with CSOs that may serve as proxies for non-signatories.

### **Proposed approach for the DEVELOPMENT of an engagement process**

The form of engagement for any stakeholder depends on their capacity, interests, and potential role in REDD+ implementation. Each EAO is different when it comes to these factors, so the engagement process will certainly differ from one to another. The design of any engagement process needs to take account of, and be built on the desires of the stakeholder.

Therefore, the approach envisaged for the design and development of an engagement process with each EAO includes the following **four** steps:

1. Initial informal meetings with representatives of ethnic political parties, legislators representing ethnic areas, and representatives of CSO's associated with ethnic issues, to introduce the issues, including the concept of REDD+, the status of the Myanmar REDD+ Programme, and examples of draft PAMs.
2. [If requested] Provision of awareness raising/capacity building for ethnic stakeholders (political and civil society organizations); for example, a "mini-REDD+ Academy"; study tours may also be an option in some cases.
3. As determined by feedback from the initial meetings, organize [a] more formal meeting[s] to develop plans for a formal consultation event.
4. A formal consultation event, following guidance from step 3, with the following two objectives:
  - (i) to discuss and secure feedback on the draft National REDD+ Strategy; and
  - (ii) to develop a plan for on-going engagement

This process also applies to the development of engagement with CSO's/political parties serving as proxies for non-signatory EAO's.

### **Current status of the DEVELOPMENT of an engagement process**

Initial engagement with EAO's began in May and June 2018. The following Table summarizes the current status.

<b>EAO</b>	<b>Step 1</b>	<b>Step 2</b>	<b>Step 3</b>	<b>Step 4</b>
KNU	Meetings with EAO, Karen MP's (Union and State), CSO's	Requested – no details yet	No	No
DKBA	No **	No	No	No
RCSS	Meetings with EAO, Shan MP's (State), CSO's	Possibly late August	No	No

CNF	Meeting with CNF/CHRO	Requested – maybe early September	No	No
NMSP	Meetings with EAO, Mon MP's (Union and State), CSO's	Not yet requested	No	No
WDP/WNUP	Mid-August	No	No	No
PNO	Meetings with EAO, Pa-O MP's (State), CSO's	Mid-August	Mid-August	Early-September
TNP	Mid-August	No	No	No

\*\* KNU and DKBA may share the same engagement process - needs clarification

In all meetings held to date, a brief introduction to REDD+ was provided, emphasizing:

- It is a mechanism under the UNFCCC, under which developing countries can receive results-based payments if they can demonstrably reduce GHG emissions from forests;
- For many developing countries, including Myanmar, emissions from forests account for a large proportion of all emissions;
- In order to qualify for results-based payments, a country must develop a national REDD+ strategy, outlining how it intends to reduce emissions;
- REDD+ (in Myanmar) will be implemented at a national level, meaning it will report on emissions reductions at a national level;
- All relevant stakeholders need to be involved in actions to reduce emissions;
- This means that all stakeholders need to be engaged in the strategy process and feel "ownership" of the strategy;
- Since natural resources and land underlie most of the ethnic conflicts in Myanmar, engagement with EAO's and ethnic CSO's is especially important;
- Consequently, we plan to hold an initial consultant event with each ethnic group (hopefully leading to further engagement activities), and sought to understand the issues to consider in organizing an initial consultation.

All those met expressed support for the REDD+ concept and for engaging with EAO's and ethnic CSO's. All offered their assistance in the process.

### Links to broader UNDP initiatives

UNDP works throughout Myanmar on multiple issues related to Sustainable and Inclusive Growth and Governance and Sustainable Peace. However, while these issues cover all EAO's and their territory, direct links to EAO's are far fewer. The following Table summarizes the current extent of direct links to REDD+ priority EAO's across UNDP's projects.

EAO	Direct links involving multiple UNDP projects
KNU	Yes
DKBA	Yes
RCSS	No
CNF	No
NMSP	Yes
WDP/WNUP	No
PNO	No
TNP	No

For those EAO's with significant involvement in multiple UNDP projects, a process is required to ensure coherence across projects. However, such a process should not hinder progress under any one project, and in particular, Steps 1 and 2 in the 4-step process outlined above can proceed without generating any risk of non-coherence. For those EAO's without multiple linkages to UNDP, steps 1-4 can proceed without any parallel process.

## **Timeline**

Given the government's expressed desire to complete the NRS by the end of 2018, the Gantt chart below provides a timeline that comes as close as possible to that target whilst also being realistic.

[illegible]

[illegible]