ANNEX 3: R-PP REVIEW TABLES

LIBERIA *(R-PP dated 30 May 2011)*

	GOVERNANCE OF REDD+
	To what extent does the R-PP promote good governance within REDD+ systems and processes?

	Stakeholder Participation in REDD+ planning and Implementation
+	*Identifies relevant stakeholders for REDD+*
+	*Specifically considers how to engage local stakeholders*
	Proposes a transparent process for stakeholder participation
	Proposes a process to ensure accountability for stakeholder input
	Proposes a grievance / dispute resolution mechanism
+	*Considers how to learn and build from other relevant participatory processes*

The consultation efforts outlined in the R-PP indicate a commitment to learning from past participation processes and engaging local stakeholders. The R-PP notes that processes to develop the National Forestry Reform Law (NFRL) and FLEGT VPA did not sufficiently involve local stakeholders, thus REDD+ consultations have attempted to increase local participation through regional workshops and development of written and media materials in local dialects (p. 27, 33, 150). Consultations conducted thus far have generated a list of key questions and concerns that will be discussed in future consultations (p. 40). Notable concerns flagged by stakeholders included the need to bolster transparency through dissemination of hard copies of documents in advance of meetings and additional town and village level consultations (p. 32). The R-PP proposes to establish "consultation and feedback forums," but does not describe in detail how these forums will function or discuss specific strategies to ensure transparency and accountability of consultations (p. 46).

The R-PP lists steps for future stakeholder consultations to develop, pilot and finalize REDD+ arrangements (p. 41-42), although it does not elaborate a clear timeline for completing activities. The R-PP states that national and local committees for multi-stakeholder monitoring and evaluation of the consultation process may be created, although it is not clear from the R-PP if resources have been budget for this activity (p. 44). The R-PP lists existing systems for resolving conflicts, but does not discuss the capacity or relevance of any of the listed institutions for resolving REDD+ related disputes. The R-PP proposes to develop a complaints handling system that will use email, SMS or postal systems to report grievances, but does not propose a system for addressing them. (p. 46).

Recommendations:
- Provide a more detailed workplan and timeline for the consultation and participation plans, including concrete strategies for ensuring transparency and accountability
- Clarify how grievances identified as a result of the proposed grievance information system will be dealt and by whom

	Government coordination in REDD+ planning and implementation
+	*Considers REDD+ in the context of other sector policies, land use plans, and national development plans*
+	*Proposes mechanisms to coordinate REDD+ across sectors*
	Proposes mechanisms to coordinate REDD+ across levels of government

The R-PP expresses a general commitment to integrating REDD+ into existing policies and institutional structures across sectors (p 12). The National Climate Change Steering Committee has been established as the high-level, multi-sector, and multi-stakeholder body responsible for review and coordination of climate change strategies, including REDD+ (p. 13). On a more operational level, the REDD+ Implementation Team (RIT) is tasked with ensuring inter-sector coordination of REDD+ activities through a team of project officers from the Forest Development Authority (FDA), Environmental Protection Agency (EPA) and relevant ministries (p. 21-22). In particular, the R-PP identifies infrastructure, agriculture, and mining sectors as having potentially significant implications for REDD+, and further identifies specific policies that may directly conflict with REDD+ strategies (e.g., the Poverty Reduction Strategy) (p. 75, 77). Given that the R-PP also describes "uneven bargaining power between different interest groups" (p. 28) as a key challenge in Liberia, efforts will be needed moving forward to develop feasible strategies to overcome the inter-sectoral conflicts identified in the R-PP.

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LIBERIA (*R-PP dated 30 May 2011*)

The R-PP is less clear about how sub-national government will be engaged in REDD+ activities. It appears that District and Traditional Authorities will be consulted through the Regional Forest Offices of the REDD+ Technical Working Group (p. 18). However, the R-PP also states that capacity gaps in recently decentralized forest authority may necessitate more leadership from the central government in REDD+ implementation (p. 91). Thus, it remains unclear whether sub-national government authorities will play a significant role in implementing REDD+ activities, or whether REDD+ will be leveraged to build their capacity.

Recommendations:

- Describe decentralized management structures and the role of local and regional government in REDD+ implementation
- Discuss the level of authority afforded to the FDA and EPA vis-à-vis sectoral ministries and identify specific challenges for REDD+ stemming from power imbalances

	Transparent and accountable REDD+ revenue management & benefit sharing
	Proposes a transparent system to track and coordinate international financing of activities related to REDD+
	Considers measures to promote fiscal transparency and accountability for REDD+ revenue management
	Proposes a participatory process to develop systems for REDD+ revenue distribution, including benefit-sharing mechanisms
	Reviews lessons from past and/or existing systems for managing and distributing forest revenues

The R-PP proposes four options for managing REDD+ revenues: direct transactions between international sources and projects, an independent fund, a state-administered fund, and state agency budgets (p. 88). While it makes general commitments to legitimacy and transparency in REDD+ revenue management, it does not yet propose specific measures to achieve these objectives. However, the R-PP does briefly mention several existing financial structures and procedures that could be utilized for REDD+, including the Liberia Extractive Industries Transparency Initiative and the Public Procurement and Concessions Act (p. 88). The R-PP proposes a study to investigate how these existing revenue transparency arrangements could be adapted for REDD+ (p. 69).

Issues related to benefit sharing are discussed throughout the R-PP, and have already been a key topic of concern during preliminary consultations on REDD+ (p. 31-32). Although visions of a REDD+ benefit sharing systems remain general at this stage, the R-PP states that any system should be pro-poor and equitable, and suggests the need for independent monitoring of benefit distribution (p. 69). It also identifies potential risks, such as land grabs and conflicts among indigenous and rural populations (p. 93). Finally, the R-PP also describes several ongoing initiatives to promote equitable sharing of forest revenues that could be leveraged for REDD+, including the Benefit Sharing Working Group (p. 24) and Social Agreements between forest concessionaires and communities (p. 57). However, the R-PP states that these initiatives have been hindered by "implementations delays" (p. 57). Although the R-PP does not elaborate on the reasons for these delays, it does state that REDD+ systems should learn from current challenges (p. 97). The R-PP proposes several activities to prepare a "concept benefit distribution system" (p. 98), but does not lay out a concrete process for developing this system or for engaging relevant stakeholders in its design.

Recommendations:

- Discuss how challenges of implementing new social agreements and benefit-sharing systems will be addressed in the design of REDD+ benefit sharing arrangements
- Describe the capacity of existing systems of revenue management and disbursement in the forest sector and identify challenges that will need to be addressed for management of REDD+ funds

	Transparent monitoring and oversight of REDD+
	Proposes to establish information management systems for REDD+ that guarantee public access to information
	Proposes mechanisms for independent oversight of the implementation of REDD+ activities
	Proposes mechanisms to monitor efforts to address governance challenges

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The R-PP proposes several interesting strategies for ensuring transparent and participatory monitoring of REDD+ implementation, although the level of detail provided on how these strategies will be developed and implemented remains low at this stage. The R-PP proposes to establish a centralized data management system that will promote access to information, and suggests accountability measures such as domestic and international expert review and assessment of the monitoring system (p. 123-124). The R-PP also proposes to establish a "governance baseline" and states that efforts to monitor governance challenges will attempt to track "change in carbon stocks resulting from governance interventions" (p. 128). A multi-stakeholder committee that includes community organizations, NGOs and the private sector is proposed for designing the monitoring system, including country-specific selection of indicators that could be based on the REDD+ Social and Environmental Standards (p. 127).

Several mechanisms for oversight of specific components of REDD+ implementation are also proposed. The National Climate Change Secretariat will be responsible for overall monitoring and evaluation of activities (p. 133). As part of monitoring of social, environmental and governance impacts, the R-PP proposes to create a participatory monitoring system to allow stakeholder review of monitoring reports (p. 128). Furthermore, community monitoring mechanisms are suggested for monitoring ground level activities and improving overall transparency and effectiveness of REDD+ implementation, although it is unclear whether the R-PP budget allocates dedicated resources for these efforts.

Recommendations:
- Propose specific mechanisms by which the proposed information management system will facilitate public access to information on REDD+.
- Elaborate on how communities will be engaged in monitoring efforts, and whether capacity building will be necessary

GOVERNANCE CHALLENGES FOR ADDRESSING DEFORESTATION DRIVERS
To what extent does the R-PP consider key forest governance challenges for achieving REDD+?

Land and forest tenure

🟧	*Discusses the situation regarding land and forest tenure, including for indigenous peoples*
+	*Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens*
–	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP states that unclear land tenure and related conflict are significant problems in Liberia. However, the R-PP's discussion of the nature and origin of these problems – in either law or practice – is somewhat unclear. The R-PP states that the legal framework recognizes public, private and customary uses of land, but that the recognition of customary rights is "inadequate" (p. 55). For example, the R-PP notes that the state has "asserted public ownership of large areas of land occupied by traditional communities, who regard this land as in some sense their own" (p. 55). The R-PP states a Community Rights Law has been created to empower communities to seek recognition of their forest rights; however, the law is not yet operational and the R-PP does not provide any specific details on what the law will do (p. 65). The R-PP states that conflicts relating to overlapping land claims are common, and that the court system has been unable to handle the volume of disputes. It further notes that REDD+ could exacerbate these challenges (p 61). The R-PP states that a new Lands Commission is tasked with coordinating land policies and initiating potentially significant reforms, and may also play a role in resolving land conflicts (p. 65).

Despite the magnitude of these challenges, there is only one proposed activity (with corresponding budget) relating to land tenure and property rights in all of Component 2 of the R-PP: a "study on carbon ownership and tenure in the context of Liberia" (p. 98). None of the proposed REDD+ strategy options seek to address tenure related challenges. This lack of emphasis on clarifying land tenure and addressing conflict through REDD+ may originate from the R-PP's assertion that: "As long as the current distinction between state and non-state forest land which currently applies to timber resources is maintained for sequestered carbon, the lack of clarity of land ownership should not affect development of a REDD+ program in the short to medium term" (p. 89).

Recommendations:
- Develop proposals to address land conflicts and clarify land tenure through the REDD+ strategy
- Explain the goals and key provisions of the Community Rights Law
- Provide additional detail on the capacity and mandate of the Lands Commission

Forest Management

+	*Discusses the ability of forest agencies to plan and implement forest management activities*

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🟧	*Considers the role of non-government stakeholders, including communities, in forest management*
-	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP discusses a host of capacity challenges that impact the FDA's ability to effectively manage Liberia's forests and their resources. Corruption and poorly trained staff are cited as key capacity constraints contributing to deforestation and forest degradation (p. 57, 61). While the R-PP states that efforts have been made through the NFRL to broaden forest management activities to non-government users, it provides relatively little detail on the extent to which communities are involved in forest management. The R-PP mentions that Community Forestry Development Committees have been established to assist in forest management activities, but does not further elaborate on the effectiveness of these structures (p. 24). Commercial forestry activities have been scaled up through establishment of timber concessions, timber sales contracts and private use permits, although overemphasis on commercial forest use is also cited as an underlying cause of forest loss (p. 51, 61). With respect to REDD+, the R-PP states that "there is no assessment of whether Liberia has the capacity to manage such a complex and demanding set of forest management arrangements" (p. 64). However, it does not propose to conduct such an assessment during readiness preparation. Capacity building activities proposed by the R-PP focus on improving technical capacity of forest actors – e.g., to improve commercial logging standards – rather than addressing identifies challenges related to corruption or staff capacity.

Recommendations:
- Make plans to conduct a capacity needs assessment for forest management activities
- Propose concrete strategies to address identified government staff capacity needs during REDD+ implementation

	Forest Law Enforcement
🟧	*Discusses the ability of law enforcement bodies to effectively enforce forest laws*
🟧	*Discusses efforts to combat corruption*
-	*Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP cites several challenges for law enforcement in Liberia, including corruption, lack of forest monitoring capability, and weak capacity to address unregulated logging (p. 61). The R-PP provides information on several recent law enforcement reforms under the NFRL, including expanding the FDA's enforcement powers and responsibilities (p. 93) and implementing a Chain of Custody monitoring system. Although some of these reforms have been operational for several years, the R-PP does not discuss whether or not the reforms have been effective in improving law compliance or enforcement. The R-PP proposes a study to review the legal context for REDD+ and law enforcement issues, which will include consultation with forest dependent communities and law enforcement agencies such as the FDA and the police (p. 98). Furthermore, the R-PP does not propose any additional measures to address identified law enforcement challenges under the REDD+ strategy or implementation framework. It does, however, propose to conduct a "review of the legislative context for REDD+ and issues relating to law enforcement," which will include consultations with forest dependent communities and law enforcement agencies (p. 98).

Recommendations:
- Discuss the effectiveness of reform efforts targeted at improving law enforcement efforts of the FDA
- Propose REDD+ strategy options to address identified challenges such as corruption and weak capacity

	Other Forest Governance Issues Relevant for REDD+
-	*Discusses other forest governance issues that are relevant for REDD+*
-	*Links identified governance challenges to proposed REDD+ strategy and implementation framework*

The R-PP states that REDD+ should include a focus on forest governance, noting that Liberia has put in place a framework for good forest governance that "could be adapted to carbon" (p. 57). However, the R-PP does not clearly define what is meant by forest governance, pinpoint specific challenges, or propose strategy options related to governance issues.

Recommendation:
- Elaborate on the meaning of "good forest governance" in the context of REDD+ in Liberia

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