

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 vulnerable groups

Establishes procedures to ensure a transparent process and accountability for stakeholder input

– Establishes a grievance / dispute resolution mechanism

+ Considers how to learn and build from other relevant participatory processes

Suriname's stakeholder consultation and participation plan reflects an effort to engage a wide range of stakeholders in order to develop and implement REDD+ strategies in Suriname, including government, civil society and traditional structures of indigenous and Maroon communities. The R-PP describes past stakeholder consultations conducted to inform the development of the National Forest Policy and National Biodiversity Strategy and the Climate Change Action Plan as being criticized for taking place entirely in the capital, not adequately taking into account traditional structures of indigenous and Maroon communities, and not ensuring adequate time and resources for consultation. The R-PP proposes to learn from these past experiences to construct a more inclusive and transparent process for consultations throughout the readiness phase, including by engaging the estimated 234 indigenous and Maroon villages at the village level, and distributing all documents in relevant languages. The R-PP proposes to establish a feedback loops to address stakeholder concerns and also establishes an independent body to monitor and report on consultations. It is not yet clear what this independent body might look like.

To date, three stakeholder meetings with government, civil society and indigenous groups have been held to consult on R-PP development, but there is no evidence of additional consultations between October 2009 and January 2010, when the second version of the R-PP was submitted to the FCPF. The R-PP summarizes comments received from these meetings, some of which are addressed in the consultation plan, including the need for consultations based on free, prior and informed consent (FPIC) (p22). However, the R-PP does not yet describe how FPIC would be implemented in practice. Several civil society organizations in Suriname have voiced concern that these consultations were primarily focused on disseminating information rather than on meaningful consultation and capacity building. In particular, the consultations did not address issues pertaining to Indigenous Peoples' rights, which these organizations feel is a violation of Suriname's international obligations.

Recommendations:

- Provide greater detail on the specific actors that will be included in consultations
- Clarify the composition of the National REDD+ Committee and its decision-making processes, including the number of representatives from civil society and indigenous groups and how representatives will be selected
- Describe how conflicts or disputes arising between REDD stakeholders will be resolved

Government coordination in REDD+ planning and implementation

Considers REDD+ in the context of other sector policies, land use plans, and national development plans

– Proposes a process to reconcile potential conflicts between REDD+ strategies and other policies/plans

Proposes effective mechanisms to coordinate REDD+ across sectors

– Proposes effective mechanisms to coordinate REDD+ across levels of government

The R-PP stresses the importance of designing efficient REDD+ strategies that will explore linkages with other sectors and national economic development while remaining consistent with the goals of the Multi Annual Development Plan (MADP) for 2006-2011 (p43). However, the MADP includes a target of expanding the area under timber exploitation as well as expanding the mining, agriculture, and energy sectors, which are cited elsewhere in the R-PP as drivers of deforestation. The R-PP states that these tradeoffs will need to be addressed, but does not yet describe how potential conflicts set up by the goals of the MADP and the goals of the national forest policy might be dealt with. The R-PP does stress the need for more consistent land use planning in Suriname, including coherent land use and zoning maps, and includes this as a potential REDD+ strategy. Furthermore, while the R-PP notes that the Ministry of Planning and Development Cooperation is charged with harmonization of the R-PP and REDD+ strategies with the MADP and other economic development goals, there is no discussion of efforts to coordinate across sectors with respect to reconciling divergent land use goals. The R-PP also notes that there is a "Decentralization Local Government Strengthening Program" to build capacity in district government and decentralize fiscal management, but does not clarify how coordination across levels of government will be achieved in the context of REDD+.

Recommendations:

- Conduct a more in-depth analysis of potential conflicts between land use policy and potential REDD+ strategies

- Develop more concrete recommendations for addressing tradeoffs in land uses identified as a potential issue in the R-PP
- Explain how coordination across levels of government for REDD+ will be achieved

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 transparent process for deciding who should benefit from REDD+ and how benefits will be targeted*
- + *Reviews lessons from past and/or existing systems for managing and distributing forest revenues*

While the R-PP makes a broad commitment to equitable benefit sharing and the need for transparent revenue systems, its discussion of implementing revenue systems in practice is limited. The existing systems for forest revenue management or distribution are described as underdeveloped, but the R-PP does not elaborate on specific weaknesses to be addressed in developing a revenue management system for REDD+ (p50). The second draft of the R-PP (released Jan 2010) does propose to conduct an analysis on the social, environmental and political impacts of implementing taxation and revenue measures, as well as analysis on financial mechanisms that are applicable to REDD+ and their potential effects (p35). The R-PP also states that the Ministry of Finance will assist the National REDD Working Group with all financial issues relating to REDD+, including development of benefit sharing mechanisms. While not fleshed out in detail, establishing a monitoring system for transparency and the equitable sharing of revenues from carbon credits for ecosystems services are listed as key REDD+ strategies (p44).

Recommendations:

- Clarify which institutions will be responsible for oversight of REDD+ funds
- Provide a more complete analysis of past or existing experiences with benefit sharing mechanisms and how lessons learned can inform development of REDD+ revenue management systems
- Describe preliminary strategies for ensuring that benefit distribution is equitable and ensures that local and Maroon communities will benefit from REDD+

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 progress of efforts to address governance-related drivers of deforestation*

The R-PP contains a preliminary discussion of how to coordinate information management for REDD and how to promote oversight of REDD+ activities. The technical department of the National Forest Carbon Unit will be responsible for managing and disseminating information relating to the national REDD+ strategy. The R-PP also proposes to create a National REDD+ Databank, yet it is not yet clear what types of information it will bring together or how it will coordinate across the various agencies responsible for gathering forest data.

The R-PP states that the Planning Office, which is responsible for monitoring the implementation of the Multi Annual Development Plan, will also function as the independent monitoring body for implementation of the R-PP (p14). Both the initial R-PP draft from August 2009 and the updated draft from January 2010 used the old R-PP template that did not include component 4b, designed to discuss monitoring of other benefits and impacts for REDD beyond carbon.

Recommendations:

- Clarify how the National Forest Carbon Unit will coordinate with the existing agencies responsible for data management
- Describe more clearly the role of the National REDD+ Databank and how it will ensure transparency of information
- Update the R-PP to use the updated FCPF R-PP template that includes component 4b on monitoring of other benefits and impacts of REDD+ in order to describe strategies for monitoring of social, environmental or governance impacts of REDD+ activities

GOVERNANCE-RELATED DRIVERS OF DEFORESTATION

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 contains a cursory discussion of tenure issues in Suriname, briefly noting the types of tenure that can be granted –timber concessions to companies or individuals, communal Wood Cutting Licenses granted to forest-based communities and community forests; and incidental cutting licenses granted to individuals and companies for salvaged logging (p33). With respect to indigenous groups, a project of the Ministry of Regional Development called “Support for sustainable development of the interior” (p28) has a collective rights component that focuses on mapping the land use of Indigenous and Maroon communities. The R-PP states that a full assessment should be conducted as part of the REDD+ strategy in order to further clarify land uses. However, there is no assessment or discussion in the R-PP of the legal frameworks for recognizing indigenous land or resource use rights, or how they could be strengthened as part of REDD+ strategy development.

Civil society organizations in Suriname argue that the Government of Suriname has failed to recognize and respect the collective rights of indigenous and tribal peoples in accordance with international obligations. For example, the Inter-American Court of Human Rights ruled in the 2007 *Saramaka People v. Suriname* case that indigenous and tribal peoples in Suriname have rights to manage, distribute, and effectively control such territory, in accordance with their customary laws and traditional collective land tenure system and rejected community forests as an adequate means to secure indigenous tenure rights. In January 2008, the Government of Suriname publicly declared that it would fully implement the judgment of the Court, a legally binding body of which Suriname is a member.

Recommendations:

- Discuss how tenure rights could be strengthened as part of the REDD+ strategy options or implementation framework
- Identify concrete needs with respect to legal frameworks or other tenure policies that could strengthen access rights of indigenous communities
- Describe the capacity and role of the judiciary in upholding tenure rights and resolving conflicts over land rights or resource use

Forest Management

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

– 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 discussion of forest management activities, institutions or strategies in the R-PP is limited. The R-PP states that under the new National Forest Policy, there is a Strategic Action Plan for the forest sector that needs to be implemented, but does not elaborate on why the plan is not currently being implemented or the capacity of the Forest Service is to carry out its mandate. While the R-PP consistently acknowledges that indigenous, Maroon and other local communities are dependent upon forest resources, there is no discussion of their specific role in forest management, or how they will be involved through the implementation of REDD+ strategies. Other forest management issues such as capacity building for implementing institutions and consideration of the role of sustainable logging in forest management are proposed as REDD+ strategy options, but these are not discussed in detail.

Recommendations:

- Conduct a deeper analysis of forest management capacity and identify specific areas for strengthening
- Discuss how forest dependent communities might be involved beyond the consultation phase and participate in the implementation of REDD+ or forest management activities

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 underscores the need for capacity building and institutional strengthening for forest law enforcement in Suriname, but does not indicate a commitment to addressing law enforcement issues as part of a REDD+ strategy (p44). The R-PP provides little detail about the extent and nature of enforcement capacity constraints and does not discuss corruption as an issue in forest law enforcement. Furthermore, the R-PP does not identify illegal activities that drive deforestation and forest degradation or discuss the particular enforcement issues or weaknesses that make capacity building an important activity for REDD+.

Recommendations:

- Describe any potential relationships between weak law enforcement and identified drivers of deforestation and forest

degradation such as illegal logging or mining

- Identify specific institutional or enforcement weaknesses that should be targeted for improvement

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's analysis of governance issues relevant for REDD+ are preliminary at this stage. Overall there is little discussion of existing governance structures. However, the R-PP does identify some needs in terms of institutional capacity building and integrating land use planning in order to address land use in a more comprehensive way. Furthermore, it proposes to assess these as part of the REDD+ strategy development process (p32).

Recommendation:

- Strengthen the analysis of existing forest governance strengths and weaknesses to inform the development of REDD+ strategies