WORKING PAPER

A Review of 25 Readiness Plan Idea Notes from the World Bank Forest Carbon Partnership Facility

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The first step for developing countries to access financing under the Readiness Mechanism of the World Bank Forest Carbon Partnership Facility (FCPF) is the development of a Readiness Plan Idea Note (R-PIN). This note considers the extent to which R-PINs approved by the FCPF trust fund committee addressed questions of good governance of forests. The objective of this exercise is to identify issues that will need to be addressed more completely as countries proceed with readiness programs.

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OVERVIEW

In 2007 the World Bank launched the Forest Carbon Partnership Facility (FCPF) to assist developing countries to reduce emissions from deforestation and forest degradation (REDD). It currently includes a Readiness Mechanism to build developing country capacity for REDD activities, and a Carbon Finance Mechanism to test a program of performance-based incentive payments in pilot countries. FCPF programs are expected to influence the global learning process on how to reduce emissions from deforestation in developing countries.

As of February 2009, the Readiness Plan Idea Notes (R-PINs) of 25 countries have been approved, and 11 others are pending approval in March. The 25 accepted countries are eligible to receive funding to develop a Readiness Plan (R-Plan), which will elaborate on the R-PIN and present a more detailed strategy for realizing REDD at the national level. The emphasis of the Readiness Mechanism is to assist developing countries to determine a national reference scenario of deforestation, develop a monitoring system for REDD, and adopt a national strategy for reducing deforestation and forest degradation.

However, readiness funds may also be used to address underlying conditions that will need to be in place to ensure the sustainable use of forest resources, including foundations of good forest governance. These might include, for example, the ability to provide secure tenure over forest land and resources, enforce forest laws, and empower forest-dependent communities to participate in forest management. Many of these fundamental conditions are weak or absent within developing countries that might participate in REDD. Without them it will be difficult, if not unfeasible, to reduce rates deforestation and degradation at the national level and deal with risks of leakage. Strengthening forest governance is therefore an essential readiness activity that will strongly influence the likelihood of achieving significant and lasting emission reductions.

METHODS FOR THE R-PIN GOVERNANCE ANALYSIS

We analyzed the 25 approved R-PINs with reference to 17 fundamental criteria of good governance that we believe are vital for any country wishing to participate in a potential REDD mechanism to consider. These criteria are organized within six basic processes:

- Law & Policy Development
- Land Tenure Administration & Enforcement
- Forest Management
- Forest Monitoring
- Law Enforcement
- Forest Revenue Distribution & Benefit Sharing

Although the list is not exhaustive, and the issues raised by our methodology may not be pertinent in the same ways in all countries, it represents a system to identify and highlight key governance challenges that will need to be addressed as readiness planning proceeds. The reviews of each R-PIN and the details of our research methodology are presented as an appendix to this analysis.

The appendix is available online at http://www.wri.org/gfi.

INSIGHTS

Countries are explicitly asked to address challenges relating to forest governance under a subsection of only one of the 14 major components comprising the standard R-PIN template. Yet governance considerations typically permeate the discussion throughout the submitted R-PINs, indicating a general recognition that addressing governance is a key to demonstrating readiness for REDD. There is significant variation, however, in the extent to which countries consider these issues systematically and in practical terms, and none of the countries' submissions can be considered comprehensive. Some of these shortcomings can be attributed to the nature of the R-PIN itself, which is intended to be a preliminary document building up to a more thorough and detailed R-Plan. But our analysis does suggest that several critical issues were generally and conspicuously missing from the R-PINs. The following overarching insights are intended to help inform the readiness planning process.

Law enforcement challenges require greater attention

Illegal logging and other forest crime are described as a major driver of deforestation and forest degradation in many of the R-PINs. For example, one country acknowledged that organized criminal groups control access to some forested areas. For these countries, significantly improving law enforcement and compliance will be a critical requirement for any strategy to reduce deforestation and forest degradation at the national level.

Yet the majority of the R-PINs do not demonstrate much consideration of the causes of weak law enforcement beyond insufficient capacity, let alone potential solutions. Several countries do, however, acknowledge potential links between REDD strategies and the World Bank Forest Law Enforcement and Governance (FLEG) programs and the European Commission's Forest Law Enforcement and Governance and Trade (FLEGT) initiative. Such synergies seem highly relevant and merit further exploration. A small number of R-PINs also mention corruption, lack of coordination and cooperation across law enforcement agencies, and conflicting or unclear regulations as contributing to law enforcement problems. Overall, a more concrete examination of the reforms and resources required to improve forest law enforcement is needed, especially for those countries that anticipate an increasing likelihood of illegal logging. Considering how these processes can be leveraged in practical terms in the context of REDD implementation would be a useful next step.

Unclear tenure is a major challenge in most countries, and responding to this challenge will require much more effort

Almost all of the R-PINs recognize the need to clarify land tenure systems in the context of REDD implementation. Several countries even make reference to ongoing or planned programs to establish, clarify or better enforce rights over land and its associated values.

However, many R-PINs suggest a very limited analysis (and in some cases understanding) of the existing situation with regards to conflicts over tenure and potential obstacles to reform and implementation. Issues such as the source and location of land use conflict, the role of judicial or alternative mechanisms for resolving conflict, and the nature of customary practices and indigenous rights are not consistently addressed. Furthermore, few countries address the need to clarify carbon rights within existing tenure systems. Given the strong consensus amongst participating countries that improving tenure security is critical for REDD, a deeper and more practical discussion of how these issues may be resolved will be needed in the R-Plan.

Measures to increase policy coherence between sectors, particularly with regards to land use planning, need more attention

Several R-PINs acknowledge that the inadequacy of current land use plans and planning processes impede efforts to reduce deforestation and achieve sustainable forest management. In these countries, inadequate coordination across sectors is a common problem, which is exacerbated by weak institutional capacity in the forest sector and a lack of clarity over roles and authority of relevant institutions. These challenges have significant implications for REDD implementation, and most include a cursory recognition that REDD strategies will need to be a multi-sector process that is consistent with the broader national development agenda.

However, few R-PINS directly acknowledge potential conflicts between policies to reduce deforestation and policies in the agricultural or infrastructure sectors. Moving forward, countries will need to institutionalize new processes to ensure that cross-sector approaches are used to develop and implement REDD strategies, in order to increase policy coherence and manage potential conflicts.

The adequacy of existing revenue distribution and benefit-sharing mechanisms should inform the development of a payment system under REDD

The success of performance-based incentive payments for REDD will largely depend on a government's ability to identify appropriate beneficiaries and distribute payments to them in a transparent and accountable way. Developing a system for managing REDD revenues will be a significant endeavor for most countries, which is largely unaddressed in the R-PINs but will likely see more prominence in the R-Plans.

A reflection on the adequacy of existing systems to distribute revenues from the forest sector might offer valuable insights into the risks and challenges that will have to be addressed if new revenues are made available in the form of REDD payments, but very few R-PINs addressed this topic. Even countries with prior experience implementing Payment for Ecosystem Services (PES) programs did not reflect on the strengths and weaknesses of existing PES payment mechanisms. Reflections on what would be required to tailor PES systems for REDD would have been valuable.

Going forward, it will be essential for countries to create and implement good processes to decide who should benefit from REDD, and how. Stakeholders will need to be engaged in this process, and principles of transparency and accountability must be central. Lack of attention to these good governance principles significantly raises the risk of corruption and elite capture.

Transparency and accountability in forest monitoring systems for REDD need to be emphasized

The ability to accurately and regularly monitor deforestation and forest degradation is a critical requirement for REDD, and is therefore a major focus of the R-PINs. Most countries identify major capacity constraints, most of which are technical and financial, that will need to be overcome as a part of the readiness process. However, few R-PINs grapple with the challenges of data management and information-sharing, or the critical importance of using independent monitoring and third party verification to ensure transparency or accountability. These basic principles of good governance need more emphasis as countries begin developing forest monitoring strategies for REDD.

CONCLUSION

The R-PINs identify a broad spectrum of governance challenges (sometimes to a significant level of detail), including but not limited to: outdated or unclear forest laws, poor policy harmonization across sectors, unclear land tenure rights, and overly complex regulation and systems for law enforcement. However, little attention has been given at this stage to how these challenges might be addressed and overcome as part of a comprehensive, long-term strategy to reduce deforestation and degradation.

Countries need to be prompted to systematically and practically think through options for responding to these challenges. At the very least, country R-Plans should begin to outline a process by which they might address these issues. These processes need to lead to long-term and self sustaining institutional changes in how forest resources are managed and governed. These changes need to be considered alongside efforts to create robust governance arrangements for REDD implementation.

With a more systematic assessment of relevant governance challenges and needs, participating governments could also develop more realistic and specific estimates of what it will take in terms of financial, technical, and other support from the World Bank and the international community to address these issues.[1] This review of the R-PINs suggests that the costs of readiness are likely to be quite significant.

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1.   At least one R-PIN does begin to estimate costs and needs.

The R-Plan analysis template (see Annex I below) that we have developed could be used by members of the FCPF Technical Advisory Panel and participant committee, as well as interested observers as a checklist of governance issues to take into account when developing and reviewing R-Plans.

NEXT STEPS

As the R-Planning process proceeds, it will be particularly important for trust fund committee members to ensure meaningful public participation in the process based on adequate and timely disclosure of key documents, particularly the draft R-Plans themselves.

APPENDIX A   R-PIN Governance Analysis Methodology
Law & Policy Development
Institutions that are responsive to the need for reform
Recognition and consideration of the full suite of stakeholders that are impacted by decision-making
Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies
Land Tenure Administration & Enforcement
A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.
Legal recognition of indigenous peoples rights to land
Mechanisms for resolving conflicts over tenure rights
Institutions and systems that uphold the rights of forest dependent people
Forest Management
Institutions with the capacity and authority to plan and implement forest management activities
Processes for coordinating forest sector activities with larger national development strategies and land use plans
Recognition of the role of different stakeholders, including local communities, in forest management
Forest Monitoring
Government institutions with the capacity to monitor forests and report information
Independent institutions with the capacity to monitor and verify information
Transparent and coordinated systems for managing information
Forest Law Enforcement
Effective systems for deterring and penalizing illegal activities
Institutions with the capacity and authority to enforce forest laws
Forest Revenue Distribution & Benefit Sharing
Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)
Transparent and accountable systems for distributing revenues from forest management

Governance Analysis Summary Table: ARGENTINA

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN discusses various ongoing processes for reforming forest sector laws and policies, and suggests that the REDD strategy will require a harmonization of the legal framework across sectors. There seems to be consistent recognition of the importance of employing widely participatory processes, yet the R-PIN does not describe the relevant stakeholders. Further, its description of existing consultation mechanisms is quite vague and does not give a sense of who participates and how. However, Indigenous Peoples rights are recognized by the constitution and their participation and consent is required.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	According to the R-PIN, the property rights of indigenous people and local communities inhabiting forests are threatened by large agricultural enterprises, resulting in land claim conflicts. A law in 2006 halts the displacement of native people for a period of four years, and establishes a process to settle traditional land claims. As of yet, there is no data on the property rights of indigenous people or the types of lands they are occupying. It is not clear if or how the situation of non-indigenous forest dwellers, who according to the R-PIN lack knowledge of their rights and the legal procedures to protect them, is being addressed.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN describes several institutions responsible for forest management, but does not provide any information about how forest sector institutions coordinate with other relevant sectors, such as agriculture. The 2007 legislation on environmental protection of native forests is expected to serve as a strong legal framework for reducing deforestation, but there is no information about the success or challenges faced in implementation, and there is a stated lack of capacity to monitor and control D&D. The role of community forest management is not given much consideration.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	The R-PIN provides a lengthy description various data sources, but asserts that a comprehensive national program for monitoring forests does not currently exist. There seem to be some capacity constraints relating to funding, but they are not described in detail. There is no mention of independent monitoring or of issues relation to transparency.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Limited control and enforcement of existing regulations is described as an underlying cause of deforestation. The R-PIN states that effective coordination and straightforward procedures between different government agencies is key for reducing illegal forest exploitation, but does not assess the current situation.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN does not discuss existing revenue distribution mechanisms, and only briefly addresses the need for alternative livelihoods for local communities who rely on forest benefits.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: BOLIVIA

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN's discussion of relevant stakeholders and potential engagement processes are fairly thorough. The R-PIN discusses the need for legal reform on several occasions, especially relating to land titling laws and regulations. The conflict between forest sector and agricultural policies was also mentioned as a problem, although with a "low feasibility" of being resolved. There is significant discussion of participatory and transparent consultation processes throughout the R-PIN.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN mentions the problem of conflicting land claims several times, which have hampered compliance with approved land use plans and delayed the implementation of the revised land titling process. Again, lack of institutional coordination is thought to be a culprit, but potential solutions were not proposed. The R-PIN discusses legal frameworks for indigenous tenure and also describes existing capacity challenges for those communities, which is useful information.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN demonstrates a clear understanding of the various institutions and ministries that must be involved in land use planning and forest management. However, lack of coordination between those institutions – across sectors and between different levels of government – has hampered effective planning and titling. It is not clear from the R-PIN how these issues might be resolved.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	Although the national development plan includes a provisions for selling environmental services (emission reductions) to the international community, the R-PIN does not clearly explain how potential REDD activities will interact with other national strategies and priorities.
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	The need for greater monitoring capacity is mentioned throughout the R-PIN.
Independent groups with capacity verify forest data	The R-PIN suggests that information should be validated, but it is not clear what independent groups may be responsible for this or whether they have capacity to do so.
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Weak law enforcement is described as a major driver of deforestation. Although insufficient capacity and lack of coordination are listed briefly as contributing factors, the law enforcement system in general is not described in much detail. This issue requires much more attention.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	Issues surrounding local communities and REDD are addressed indirectly. Regarding alternative livelihoods, there was passing mention of sustainable use of non-forest products and community forestry. The R-PIN also discusses several possible payment mechanisms under REDD with the potential to reach local communities, although the link was not defined explicitly.
Transparent & accountable systems for distributing revenues from forest management	The R-PIN gave some thought to who might benefit under REDD, although the question of how they might be targeted was not as well articulated. The R-PIN also suggests that indicators might be used to assess the efficacy of public policies, but it was not stated whether such indicators could be applied to encourage transparency in REDD payment mechanisms

Governance Analysis Summary Table: CAMEROON

Law & Policy Development	
Institutions that are responsive to the need for reform	Cameroon has been engaged in the FLEGT process since 2004, which is not described in detail. Participation of civil society (including private sector and communities) in the development and implementation of forest management policy is required by law. However, the R-PIN does not indicate the extent to which meaningful participation occurs in practice. The R-PIN acknowledges that the private sector has been excluded from major consultation platforms, and engagement with communities seems to be oriented towards information-exchange rather than active participation and is largely driving by NGOs.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The "creation of a coherent tenure system" is considered to be critical for reducing D&D. The R-PIN acknowledges the challenge of "diverging interests" but doesn't elaborate much beyond this. The R-PIN states that conflicts between the State and Customary rights is a constraint in the development of Communal forests, and that pygmy populations are victims of restricted resource access and ignorance of human rights. The R-PIN does not propose any solutions to these problems. The issue of carbon rights is not discussed.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	MINFOF & MINEP are the main institutions responsible for forest management, and the division of responsibilities is briefly described. There are large gaps between the legal framework and practice on the ground due to lack of capacity to monitor and control forests. The R-PIN emphasizes the role of Communal Forests, although various capacity and tenure-related problems seem to hinder the success and growth of community forest management activities. Cameroon anticipates increased pressure on forests with the "opening up of all zones throughout the country" for growth and development, especially for mining and agriculture. The need for effective forest management and multi-sector planning therefore becomes even more crucial and more of a challenge. Yet the R-PIN also acknowledges that cross-sector collaboration and information-sharing is uncommon, only occasionally driven by specific projects developed by International donors. There seems to be recognition that improved coordination will be important in light of REDD.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Forest monitoring is the responsibility of MINFOF, but the government is also heavily dependent upon foreign institutions to conduct monitoring. The R-PIN describes several data and technology needs to improve monitoring, but does not describe what is needed to improve national capacity. The R-PIN suggests that new definitions of what constitutes forests is needed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Illegal exploitation of forest resources is mentioned several times as a serious problem and challenge for REDD. There is no meaningful discussion of law enforcement, however.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN mentions the importance of transparency in revenue distribution and implications for poverty-alleviation, although there has not yet been a reflection on the implications of REDD on forest dependent communities. The current revenue distribution system allocates 50% to the central government, 40% to communes and 10% to communities, and this system would likely serve as a basis for REDD. The R-PIN calls for more efficient monitoring and control of this system.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: COLOMBIA

Law & Policy Development

Institutions that are responsive to the need for reform	The R-PIN acknowledges that national policies, planning and legislation (and particularly poor coordination of policies across different sectors) underlie many of the direct drivers of deforestation. However, it does not offer any specific details regarding these challenges. The recent National Forestry Development Plan may or may not address some of these issues, and was developed through a broadly participatory process. The R-PIN emphasizes the participation of indigenous communities and other forest-dwellers, which is mandated by national law, but it is unclear the extent to which other stakeholders, such as the private sector, is typically engaged.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	There appears to be relatively good information regarding forest ownership. The majority of forested land is legally and collectively owned by indigenous and other local communities or contained in national parks and reserves. If there are conflicts or other problems regarding the land tenure system, they are not mentioned.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	Lack of capacity and poor coordination (between different levels of government and across sectors) are major challenges to effective forest management. The National Forestry Development Plan was developed through a participatory, multi-sector process, and is intended to incorporate the forestry sector into the national economy. It is not clear, however, the extent to which the plan has been implemented. Local communities are expected to play a significant role in reducing D&D through the development of local forest management plans. This will clearly require significant capacity-building and it is not yet clear how community forest management strategies will link up with national strategies.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	The R-PIN provides a fair description of current capacity constraints with regard to monitoring. It does not touch on the issues of transparency or third-party verification.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	Illegal activities associated with armed conflict and illicit crops are a significant problem, but the R-PIN does not discuss the issue in depth or propose any tangible strategies to improve enforcement in these areas. It lists several institutions responsible for law enforcement, but it is very unclear where the major responsibilities for law enforcement actually lie.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN emphasizes that local communities should be the main benefactor of forest-related activities. A National Strategy for Payment for Environmental Services was recently developed, but no information is given. There is no discussion of existing revenue systems or references to transparency.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: REPUBLIC OF THE CONGO

Law & Policy Development

Institutions that are responsive to the need for reform	Overall, there is little discussion of the adequacy of the existing policy and legal framework, and the R-PIN asserts that "Congo does not suffer from a strong governance problem." There is, however, brief mention of donor-led initiatives to promote good governance (e.g. the FLEGT process), but information on any reforms resulting from such processes is lacking. The R-PIN lists an array of relevant stakeholders but does not meaningfully describe a national process for consultation. The government seems to rely on concessionaires for the consultation of local communities.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Communal forests are "recognized" (it is not clear if there is legal recognition), but the tenure situation of Pygmies is not described. The R-PIN states that efforts *should* be made to increase the amount of forest under communal tenure. Resolving the "land tenure problem" is listed as potential program to reduce D&D, but the exact nature of the problem is not articulated in the document. The R-PIN does not mention whether or not carbon rights have been clarified within the existing tenure regime.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The R-PIN lists several institutions responsible for forest management but there is no useful discussion beyond this list. It is briefly mentioned that local communities lack the capacity for forest management. The R-PIN considers REDD a multi-sector issue, and establishing a land use plan is given as a priority. The R-PIN does a good job of recognizing potential trade-offs between reducing deforestation and other development goals, such as agricultural growth, domestic energy needs, and expanding the currently deficient transportation network. More information on how these trade-offs might be managed is needed.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	The R-PIN discusses several technical capacity constraints to the existing monitoring system. It also suggests that free public access to satellite imagery could encourage third-party monitoring. Overall, more attention to the issue of transparency is needed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	Issues relating to forest crime and law enforcement are not discussed, which is concerning.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN provides some demographic data on forest dwellers but little socio-economic information. It claims that most information is collected by forest companies, which seem to be the main interface with local communities. There is brief mention of creating alternative sustainable livelihoods as a potential program to address D&D. Overall, the R-PIN could benefit from a more comprehensive assessment of forest communities, livelihoods and potential benefits under REDD. Currently, logging companies are responsible for distributing benefits to communities through local development funds. The R-PIN suggests that this same model could be used for REDD. There is no discussion of transparency or of other mechanisms for revenue distribution.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: COSTA RICA

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN contains a vague discussion of the need for policy reform in light of REDD, including the need for clear policies regarding land use and natural resource use, but it is unclear how deep this commitment is or what it would involve. There seems to be a significant effort to involve different stakeholders in policy processes, although more clarity around these processes would be helpful.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	
Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Costa Rica appears to be in the midst of developing a new land title and registry scheme, and part of the process includes assessing indigenous lands. Further, the R-PIN specifically mentions a process to identify and solve existing conflicts relating to land property rights in areas of special importance, such as protected areas and indigenous reserves. The R-PIN does not mention whether or not carbon rights have been clarified within the existing tenure regime.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	
Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN discusses several institutions and systems for land use planning and forest management. Capacity constraints are considered to be a major driver of D&D. There appears to be some coordination between ministries of various sectors, and with business and NGOs, but the strategy for fitting REDD into the country's overall development plan is less clear. Agriculture and the ministry of transport are mentioned briefly, but processes for achieving effective coordination are not given. The R-PIN points out that local people do not understand sustainable forest management.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	
Forest Monitoring	
Institutions with capacity to monitor forests & report information	Capacity limitations seem to be the main problem, although perhaps less of an issue than in some countries. It does appear that there are NGO groups tracking forest issues in Costa Rica that could serve as verifiers. Issues relating to transparency are not discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	
Law Enforcement	
Effective systems for deterring & penalizing illegal activities	The R-PIN mentions several administrative units responsible for law enforcement and the need for more capacity to address illegal activities. Apparently existing penalties are not harsh enough to deter illegal activities and excessive regulation reduces the likelihood of compliance. Discussion of specific actions to overcome these law enforcement challenges would be welcome.
Institutions with capacity & authority to enforce forest laws	
Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	Costa Rica's existing PES system is one means by which revenues are transferred, but the R-PIN does not go into much detail about this. Insights relating to the strengths and weaknesses of existing payment mechanisms, and how these lessons may be applied to REDD, would have been useful. The rights of forest-dependent people and their relationship to forest ecosystems are only mentioned in passing. It sounds as if the REDD strategy is mainly to strengthen the existing PES program, and it is not clear what this would mean for local community livelihoods.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: DEMOCRATIC REPUBLIC OF CONGO

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN made passing remarks about a few law and policy issues, such as reforming the concession system and potential engagement in FLEGT, but overall this issue requires more attention. The R-PIN also identified several relevant stakeholders with regard to REDD, and described a new "consultative council" process to increase the engagement of certain groups. However, the overall commitment to stakeholder participation is not convincing. The R-PIN acknowledges that certain stakeholder groups are not sufficiently involved in practice, especially rural populations.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Unclear property rights were mentioned repeatedly as an underlying driver of deforestation. The R-PIN states that customary rights, which remain strong in some areas despite state forest ownership, are being compromised by "rapid modernization," but this assertion is not explained. Regarding the REDD strategy, the R-PIN acknowledges that farmers will need incentives to protect or plant trees on State lands. This type of thinking is useful and should be elaborated. The land tenure issue, including the issue of indigenous rights and rights over carbon, will require much more attention.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN mentions several forest management plans currently under development, but few substantive issues were discussed. It seems that the decentralization process has created a lack of clarity between central and provincial services; more information on this would have been useful. The R-PIN gives superficial mention to coordination between forest activities and the national development strategy, including a proposed multi-sector task group for REDD. It does not describe any existing coordination process or list relevant ministries, however, except that REDD should not be an obstacle to expanding the national transportation network. Overall, communication and coordination both vertically and horizontally seems to be a major issue.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Capacity (beyond technical) and infrastructure requirements for setting up an improved monitoring system were not well-discussed. The R-PIN did, however, mention that free public access to satellite imagery could encourage third party monitoring. More attention to issues relating to transparency is needed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Law enforcement issues were not addressed other than that illegal logging is not known and that violent conflict has reduced the quality of governance. This issue needs much more attention.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The existing Forest Code provides for the transfer of forest revenues to benefit local development, but the R-PIN acknowledges that reaching the poor has been difficult, and this task is largely left to forest companies. The R-PIN acknowledges that data on forest dwellers is lacking, which is an obstacle to linking REDD with poverty reduction strategies.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: ETHIOPIA

Law & Policy Development

Institutions that are responsive to the need for reform	The R-PIN provides a thorough description of various policy reforms implemented since 1994, and explains that that lack of harmonization of policies and laws in the forest sector is a problem. There is no discussion, however, of the processes by which these policies were developed. The description of potential stakeholder consultation processes for REDD is quite vague and not very convincing at this point.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	There are two types of forest ownership: private and state. Although recent laws have been formulated to allow the participation of local communities in the management of state forests, it is unclear the extent to which community access to these forests is adequately protected. A detailed description of the overall tenure situation is still needed.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The R-PIN lists relevant institutions and clearly lays out their respective responsibilities, and inadequate institutional capacity, for planning, coordination, etc, is discussed throughout the document. The R-PIN states that forests lack management plans and that logging is carried out with no control, so implementation is clearly a problem. The R-PIN also describes several cross-sectoral programs with potential linkages to forests, although the linkages are not explicitly drawn. More information on existing processes for ensuring adequate coordination across sectors is needed. The Participatory Forest Management approach (now 10 years old) is a key aspect of the forest strategy, and is based on the concept of giving communities control over the management and benefit of forest resources. However, the R-PIN does not state how many communities, and how much forest, is covered under this system, and lack of capacity is listed as a problem.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	Lack of capacity, especially technical, for monitoring is a major problem. There is no adequate system for information management, and even the information that exists is typically inaccessible, indicating that lack of transparency is an issue.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	According to the R-PIN law enforcement is a serious challenge, largely due to lack of capacity. However, there is little information on the types of capacities and improvements that would be required to improve the efficacy of law enforcement.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	Overall, the R-PIN seems to recognize the importance of community livelihoods with respect to forest ecosystem services, and emphasizes the need for improved socio-economic data. However, the R-PIN states that there is currently no adequate benefit sharing mechanism regarding forest resources. It is possible that communities could be targeted through the Participatory Forest Management system, if it is scaled up, but this is uncertain. Issues relating to transparency in revenue distribution are not discussed.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: GABON

Law & Policy Development	
Institutions that are responsive to the need for reform	The need for legal reform is referenced throughout the document. However, there is no evidence that the reform process is either transparent or participatory.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	The R-PIN discusses a wide spectrum of potential stakeholders and how they might participate in the REDD process. However, it also acknowledges that local communities and Pygmies are not well organized to facilitate effective participation.
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Tenure security appears to be the main concern in the R-PIN, and it is recognized as a REDD action with low opportunity cost. Improving tenure security for relevant stakeholders will first require zoning to be completed. There does not seem to be any tenure system for indigenous peoples, and the R-PIN acknowledges that little is known about the Pygmies.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN mentions several institutional capacity and coordination problems, although the specific nature of these limitations (and their potential solutions) are not clear. For example, the R-PIN states that cross-sectoral coordination is not common.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	The R-PIN reflects upon deforestation from the perspective of the national development and poverty reduction strategies. It recognizes that urbanization and the push for new transportation infrastructure are relevant issues. There is desire to open forests to logging as an economic diversification strategy, and the R-PIN acknowledges that illegal logging might increase as a result.
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Lack of capacity is a significant problem. It seems that useful information is generally scarce, and it seems unlikely that much information is publicly available. Capacity of NGOs for third party monitoring and verification seems low.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	The R-PIN indicates that law enforcement is a problem, which may become more problematic with continued economic development. Several capacity issues are mentioned, but overall there is a need for a more detailed discussion of the challenges relating to law enforcement.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN frequently mentions that rural populations will be a target for REDD and various activities are listed. It also mentions that the state to local transfer of REDD revenues will be considered on a case-by-case basis, although criteria for consideration are not given. Overall this issue requires much more attention.
Transparent & accountable systems for distributing revenues from forest management	The relationship between local communities and forest ecosystems is only addressed in relation to forest clearing – other forest services and values are less acknowledged. The need for alternative livelihoods is only tangentially addressed through a discussion of improved agriculture practices to discourage slash and burn.
	There is little attention to how forest dependent people will benefit from REDD. The R-PIN vaguely suggests that logging companies might be able to disseminate benefits to Pygmy communities.

Governance Analysis Summary Table: GHANA

Law & Policy Development

Institutions that are responsive to the need for reform	The R-PIN anticipates significant institutional and policy reform through ongoing FLEG and FLEGT processes. Specifically, updating land use regulations, improving policies and laws regarding land administration, and harmonizing forest laws. The R-PIN identifies a broad range of stakeholders and contains a fair discussion of processes for ensuring participation and transparency in the policy-making process. It suggests that existing FLEG and FLEGT consultation processes may be used for REDD.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	There is currently no clear policy on land tenure and use rights and land disputes have clogged the court system. The Land Administration Project is supposed to tackle this problem and several specific reforms are listed. There is consistent emphasis on equity, and the R-PIN also mentions the need to clarify carbon rights. This issue will clearly require ongoing emphasis, but the R-PIN at least signals positive initial thinking around this issue. There is no specific reference to indigenous peoples land rights, however.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The existing land use plan is inadequate, partly due to a lack of coordination between various planning institutions. Several other planning and forest management problems are mentioned, and although the R-PIN lists many programs for addressing these problems, there is no clear overarching strategy or discussion of how successful these programs have been to date. The R-PIN does, however, contain a good explanation of how REDD will be incorporated into larger national development strategies, with explicit reference to agriculture and infrastructure sectors. Several community forest management programs are mentioned, and although there seems to be a general awareness of the critical role of forest communities, a coherent overarching strategy is lacking from the discussion.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	Processes and strategies for monitoring are fairly well outlined, and capacity is a major constraint. The R-PIN calls for more involvement of civil society in monitoring, but mainly from a law enforcement perspective. The importance of data transparency is mentioned in passing.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	The R-PIN mentions several institutions responsible for law enforcement, but doesn't delineate their respective roles. Apparently 30% of deforestation occurs within forest reserves, implying an enforcement problem, although the R-PIN doesn't describe the nature of this problem.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN gives a lengthy discussion of existing programs to reduce deforestation, including many relating to community forest management and establishing alternative livelihoods. The R-PIN also discusses many existing mechanisms for revenue distribution and benefit sharing, which is quite unique amongst the R-PINs, although the adequacy of these systems is unclear. The R-PIN emphasizes that equity, transparency and accountability will be important, especially to avoid elite capture.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: GUYANA

Law & Policy Development

Institutions that are responsive to the need for reform	The R-PIN states that existing legislation is outdated (1953) and limited in scope, and that improved legislation is needed to harmonize land use decisions, improve monitoring and enforcement, etc. A new Forest Bill is being considered by the Parliament, but the R-PIN does not explain if or how the bill is an improvement. Processes for stakeholder consultation are mentioned, but it is unclear whether they actually impact decision-making, as they do not appear to be standardized or institutionalized.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	This is one of the stronger aspects of the R-PIN. There is a useful discussion of indigenous tenure systems under the Amerindian Act. All other forest land is owned by the government, and there are various programs to support community forest management. Two specific readiness activities are proposed to clarify tenure and carbon ownership rights. The R-PIN also mentions that competing land uses sometimes result in conflict but does not address how this relates to REDD or how it might be resolved. A Land Use Committee exists to address land issues with the potential to develop into conflicts. But no mechanism for conflict resolution is identified, despite the acknowledged risk of conflict due to competing land uses.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The adequacy of existing forest management institutions and processes for cross-sector coordination was not discussed in a convincing way. The R-PIN merely asserts that "Guyana has the political will and government institutions in place to make rapid progress on REDD…" The first "pillar" of the REDD strategy is cross-ministerial coordination. For example, linking REDD to the larger rural development strategy. A better discussion of existing coordination processes is needed to understand how this aspect of the REDD strategy will be realized. The R-PIN emphasizes the importance of community forest management throughout, and describes the existing Community Forest Program, which includes local capacity building activities.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	Capacity (institutional, financial, technical) seems to be a major challenge. The R-PIN states that all concessions are now publicly advertised prior to consideration, but it is not stated whether other transparency initiatives exist. The R-PIN also states that independent 3rd party verification for REDD is critical, but it is not clear whether the capacity for this exists.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	Law enforcement was not discussed in depth. Limited institutional capacity, such as for monitoring, is mentioned vaguely. A discussion of how the new Forest Bill will impact enforcement would have been useful.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The importance of providing alternative livelihoods to forest communities is stressed and potential options are listed. There are also plans for improving extension services to local and indigenous communities. However, there is no discussion of the adequacy of existing revenue distribution systems. The R-PIN merely states that a transparent system must be set up via a participatory process, and that those who contribute to deforestation and degradation should benefit.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: KENYA

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN discusses a general need for improving policy coordination, and mentions several donor-driven initiatives for improving forest governance, such as FLEG. It claims that such reforms will provide an enabling environment for REDD, but this relationship needs to be drawn out more precisely. There is a steady emphasis on participatory and transparent processes for policy reform throughout the R-PIN, especially with regard to involving forest-dependent communities.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN claims that Kenya's legal framework governing land tenure is one of the most advanced in the region. However implementation has clearly been a challenge, and there is little discussion as to how this might be overcome. The R-PIN could use a much deeper consideration of local and indigenous communities with regard to tenure, and specifically how REDD could be used to improve their situation. It does, however, mention the need to develop community-based carbon management regimes under REDD.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	According to the R-PIN, land use and forests management plans exist but are often inadequate. Problems include insufficient coordination between agencies (many are listed) and limited implementation due to lack of political will and capacity. A discussion of how these obstacles might be overcome is needed. The R-PIN also contains a lengthy discussion of cross-sectoral development strategies, but it is unclear how they make up a coordinated whole or how it relates to REDD. More attention to processes for designing and implementing multi-sectoral approaches will be important in the future. The R-PIN describes many programs to encourage community participation in forest management, but the extent to which they have been effectively implemented is unclear.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	The R-PIN provides an interesting discussion concerning lack of harmonization and coordination in data collection and management. Several activities for overcoming these challenges under REDD are proposed. Several NGOs are involved with monitoring in support of the government, implying that some capacity for third party verification may already exist. Greater attention to transparency is needed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Law enforcement issues are not discussed in any detail; lack of capacity is mentioned broadly. It appears there could be some conflict of mandate between relevant law enforcement and prosecution bodies, although this is not addressed directly by the R-PIN.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN demonstrates a general awareness of the relationship between communities and forest ecosystems, the importance of alternative livelihoods, and the relationship between REDD and communities. More discussion of implementation is needed to make these arguments convincing. The R-PIN does not discuss the adequacy of existing revenue distribution and benefit sharing mechanisms.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: LAO PEOPLE'S DEMOCRATIC REPUBLIC

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN repeatedly mentions that unclear or vague laws and regulations are a problem, as well as limited dissemination and understanding of the law at the grassroots level. The new Forestry Law (2007) is intended to address many of these issues, but implementing decrees and regulations have yet to be prepared and implemented. The R-PIN describes Government-Donor Working Group on Forestry as the main avenue for stakeholder participation, but there is little discussion of process and it is unclear how widespread participation is in decision-making.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Clarifying the tenure regime seem to be a priority, and multiple programs are underway, with emphasis on community forest management and poverty reduction. It would be useful to have a better understanding of the current challenges, and how REDD may tie into ongoing activities. Customary use of forest resources is authorized by the Forestry Law (2007), but the R-PIN doesn't discuss the extent to which such rights are adequately protected.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	Land use zoning seems to be a significant challenge to forest management. Lack of capacity and lack of clarity regarding division of responsibilities between relevant agencies are contributing factors. The R-PIN mentions a recent emphasis on sector wide approaches, and agriculture is mentioned as an important sector for coordination, but infrastructure was not. More discussion of the processes that will be required to achieve effective multi-sector coordination is needed. Overall, the R-PIN seems to recognize the important role of local communities in forest management.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	The R-PIN very generally mentions limited capacity and lack of coordination as obstacles to forest monitoring. There is no discussion of independent monitoring or transparency.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Poor law enforcement seems to be a significant problem, with weak institutional capacity, inadequate cross-sectoral coordination, and corruption as contributing factors. The Department of Forestry Inspection was established in 2008 to improve enforcement, but the R-PIN doesn't explain how this new agency will be able to address the above stated problems.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	There appears to be little understanding of forest community livelihoods and their relation to a potential REDD system, despite a brief mention of the need for alternative livelihoods. At one point, the R-PIN acknowledges that no data are available on forest dwellers or indigenous peoples in lands potentially targeted for REDD activities. The adequacy of existing revenue systems is not discussed explicitly, but the R-PIN does state that collusion between government officials and businesses is a problem, indicating that transparency and accountability in these systems are likely lacking.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: LIBERIA

Law & Policy Development	
Institutions that are responsive to the need for reform	Liberia seems to be undergoing large scale reform in the forest sector. All former timber concessions have been revoked and a new system for governing commercial logging and wood exports is being introduced and a new community rights law is being developed. Civil society involvement in the development of new policies including the new forest reform law is noted. Overall, the R-pin mentions a broad suit of stakeholders and the consultation processes for forest policy initiatives are described in detail.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	"Weak and non-existent" security of land tenure highlighted by the R-PIN, including persistent clashes between customary and statutory rights over land and resources. A governance commission has been directed to reform land tenure arrangements. The need to clarify carbon rights also noted.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN recognizes the need for land use plans to address deforestation. Uncontrolled / illegal small scale operations for local markets and fuel wood; mining; and post conflict population migration are cited as drivers of deforestation; commercial logging is also a major economic activity. Carbon is to be integrated into 3C principles -Conservation, Commercial, and Community- of forest management. Improved high level land use planning coordination is needed. REDD is to be implemented alongside the poverty reduction strategy. Infrastructure development projects are flagged as creating new challenges for forest protection as they will make forest lands easier to access.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	The R-PIN mentions that the monitoring (especially of commercial activities) is critical and does not exist, and capacities to monitor forests needs to be improved. Transparency is not discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	While the need to build institutional capacity in a post conflict setting is noted, law enforcement issues are not addressed in detail.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The implementation of REDD will seek opportunities to incorporate alternative livelihoods activities like agro-forestry and reforestation programs. The R-PIN notes that newly issued forest regulations on community benefit-sharing provide some guidance on this topic. REDD revenues may be used to cover the perpetuity costs of the protected areas network. Synergies with the Extractive Industries Transparency Initiative (includes forests in Liberia) are also noted.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: MADAGASCAR

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN recognizes that some laws and national governance rules may not be acceptable for local cultural values, or are outdated, inconsistent or difficult to apply. Procedures for consultation have been put in place for protected area management and the decentralization processes, and could be used to support REDD. The R-PIN emphasizes that community engagement in governance and in forest management should be a cornerstone of the REDD program.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The lack of clear land tenure is identified as creating perverse incentives for deforestation. A National Land Tenure Project is underway to reform and clarify land tenure issues, and the R-PIN recognizes that carbon rights will be need to be clarified if REDD goals are to be achieved. The R-PIN also states that there are few indigenous people who live in the forests.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN is set in the context of the national development strategy – the Madagascar Action Plan (MAP) which was developed through a participatory process and emphasizes the need to build institutional capacity for environmental management. The REDD strategy will be integrated into land use planning and energy policy as well as public finance and fiscal policy. The R-PIN identifies slash and burn practices, and demand for biomass energy from forests, as the primary drivers of deforestation.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	National analyses of deforestation have been ad hoc (often donor driven). The Government seeks to formalize monitoring responsibilities and integrate more regular deforestation analysis into planning.Although there are GIS and remote sensing experts in the country, capacity is constrained. Satellite monitoring can be costly, requires significant technical capacity, and can be quite time consuming
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	There is no discussion of law enforcement issues.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	There is little discussion of alternative livelihoods. The need for alternative land use planning to benefit communities, and to meet energy needs from plantation forests is noted. A wide variety of financial mechanisms to engage communities in protected areas stewardship will be used.
Transparent & accountable systems for distributing revenues from forest management	Flags the need to develop transparent, equitable and viable systems for benefit sharing.

Governance Analysis Summary Table: MEXICO

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN describes a National Forest Council, which involves formalized stakeholder consultation processes, for monitoring and evaluating the efficacy of national forest policies and laws. It is encouraging that the R-PIN explicitly acknowledges that certain agricultural and infrastructure policies continue to create perverse incentives for deforestation, and that REDD must tackle this issue. The National Commission for Indigenous Peoples Development is expected to provide support to and represent the interests of indigenous people, but it is not clear how powerful or effective this mechanism is.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN claims that tenure rights are relatively secure in Mexico and provides useful data on this subject. However, it also acknowledges that land use conflict exists, including on two million hectares of indigenous lands. It is not clear how these conflicts will be dealt with. The R-PIN also mentions social inequality issues at the community forest organization level.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The adequacy of existing forest management institutions is not discussed at length, although lack of capacity for forest management at the community level is mentioned as a significant problem that contributes to deforestation. The R-PIN does make many detailed references to cross-sectoral coordination throughout the document, and several coordinating bodies and programs are identified. Furthermore, the R-PIN states that during the REDD preparation period there will be analysis on the effects of various government, including in the agriculture and transportation sectors, on deforestation and degradation.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Lack of capacity seems to be the primary constraint. Regarding data transparency, the most recent forest inventory is apparently available to the public online, and satellite images are free and available upon request.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Although the law clearly established measures to punish illegal activities, there is insufficient capacity for enforcement. Some areas cannot even by accessed by law enforcers due to the presence of organized criminal groups. Although the R-PIN states that these are priority areas for enforcement and mentions plans for increasing community monitoring and enforcement in these areas, it seems that much more is needed to solve this problem in preparation for REDD.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	There is consistent emphasis on the issues of poverty and improving rural livelihoods, particularly with regard to REDD, but it is clear that much more is needed to understand how local communities will change their behavior and benefit. Mexico has experience with national PES schemes, but the R-PIN does not talk about the adequacy of existing payment mechanisms other than stating that the effectiveness of programs for delivering payments must be improved.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: NEPAL

Law & Policy Development

Institutions that are responsive to the need for reform	The Government appears to be open to policy reform and civil society is seen as playing an active role in forest policy. The R-PIN acknowledges, however, that there is still a need to transform top-down organizational culture of government institutions in order to allow citizens to effectively participate in decision-making.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Lack of clarity in the land-tenure structure is a key problem and driver of deforestation. Community management is in place in 20% of forest land with clear tenure arrangements, but the roles and authority of communities vs. national and sub-national governments still needs to be clarified in other areas. The R-PIN notes that REDD strategy will have to give special attention to indigenous and weaker groups.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The R-PIN lists the various agencies responsible for forest planning and management, and discusses several "institutional challenges" very broadly. The Government seeks to fit REDD programs into ongoing forest conservation/management strategies, along with a variety of policies/projects/initiatives at the national and sub-national levels, in particular community-based forestry. The potential of conflicts and synergies with other cross-sector programs are recognized, but the strategy to integrate possible conflicting agendas is confusing and unclear.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	There is little technical capacity or staff to prepare baseline/reference information or monitor forests. The R-PIN suggests leveraging ongoing research projects to build technical capacity. The idea of community based carbon monitoring systems is noted briefly.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	The R-PIN recognizes the importance of creating improved mechanisms to tackle timber smuggling and poaching; and to counter illegal logging. But it also notes that political instabilities have made it difficult to tackle these issues. Synergies with the FLEGT process are mentioned, but overall there is little clarification on how to address these issues in practice.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN recognizes the need to develop alternative livelihood options, although there is little elaboration on what alternatives might be viable. Communities are identified as key target beneficiaries of REDD, and equitable benefit sharing mechanisms are being discussed, but more clarity on this issue is needed. Some systems to distribute revenues from protected areas to local communities do already exist and may be harnessed for REDD. However, there is little consideration of the adequacy of these systems, or transparency.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: NICARAGUA

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN talks at length about the recent development of a new National Forest Program, with significant emphasis on improving forest governance, fostering community participation in forest management and cross-sectoral coordination. The new policies and laws under this program appear to have been derived through a highly participatory and inclusive process.. According to the R-PIN, REDD consultation will take place through existing Forest Governance platform, which seems to be a successful mechanism for widespread participation.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Lack of secure land tenure, particularly among indigenous communities, is described as a major driver of deforestation and potential aspect of the REDD strategy. The R-PIN explains that some progress has been made towards demarcation and titling of community land, but progress has been slow. More information is needed on the particular challenges and obstacles to improving the tenure situation.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN offers a good level of clarity on the responsibilities of the various forest management institutions, and cross-sectoral coordination is mandated under several policies and laws. It seems that insufficient capacity is a significant constraint on the ability of institutions to implement forest sector strategies. More information on what would be required to build capacity would be helpful. The R-PIN recognizes the necessity of ensuring that REDD is consistent with the national development strategy and lists several other programs that could play a role in REDD, although it is not yet clear how they might be linked.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	The R-PIN describes several existing monitoring activities and indicates some ongoing capacity constraints. There is no discussion, however, of independent monitoring or of transparency.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Illegal logging is described as a major driver of deforestation, yet issues relating to law enforcement are not discussed by the R-PIN.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN admits a lack of information on forest dependent people and their livelihoods. Although the R-PIN states that REDD is expected to provide benefits to indigenous peoples and local communities, much more information will be needed to understand how these groups can benefit and be targeted. The R-PIN does not describe the adequacy of existing revenue distribution systems.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: PANAMA

Law & Policy Development

Institutions that are responsive to the need for reform	The R-PIN describes various policies and laws and articulates how they will serve as a foundation for REDD. The focus is on building capacity for implementation rather than on the need for legal or policy reform. It does, however, mention that conflicting laws in the forest and agriculture sectors need to be addressed. The R-PIN also describes several laws that set up processes for participatory decision-making and identifies a wide variety of relevant stakeholders, although the extent to which this actually happens is less clear.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The issue of tenure security is only indirectly addressed by the R-PIN. It describes a current project that, among other objectives, promotes land rights security, including amongst indigenous communities. The R-PIN also acknowledges the need for stakeholder consensus in land-use planning decisions, but it is unclear if the authors regard this as a significant issue.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The R-PIN lists numerous institutions and stakeholders in the forest sector and beyond and describes mechanisms for coordination and participation. However, institutional roles and weights in the decision making process are not described and it is unclear whether other stakeholders have any ownership or trust in existing processes. With respect to REDD, existing coordination mechanisms are likely to be used. Again, more information on specific processes for effective coordination would be useful.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	Lack of standardized data collection and management processes and insufficient capacity are significant challenges. Although some information is available to the public via the Internet, much data is scattered across various government agencies and is more difficult to access. Solving these problems seems to be a high priority for readiness.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	Lack of capacity is mentioned as a major problem and a significant amount of requested readiness funds would go to increase technical capacity to use technology (remote sensing, GIS) to enable forest law enforcement. A larger discussion of the law enforcement system was lacking, however.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	There is a general understanding that ecosystem services and extraction of forest resources should benefit local people. REDD is seen as a potential strategy to restore ecosystem services and reduce poverty for local and indigenous communities, and the R-PIN requests funds for local capacity building to help realize these goals. A law to regulate payments for ecosystem services is currently being considered, which could serve as a model for REDD. The overall discussion of a potential payment mechanism remains preliminary, but there is at least consideration of key issues such as scope, scale and potential benefits for local communities.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: PARAGUAY

Law & Policy Development	
Institutions that are responsive to the need for reform	The current policy and legal framework for forest protection is inadequate, including many loopholes and perverse incentives that encourage D&D. A new framework is being developed for the forest sector, which will likely be critical to the success of any REDD mechanism. The R-PIN discusses processes to encourage participation, however, more information on the reform process is needed. The REDD consultation process is not described in much detail except that it will be led by a technical advisory committee. The discussion of other forest sector consultation mechanisms is more detailed and encouraging.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	Lack of secure tenure is a major problem. The R-PIN states that land distribution is unequal and invasions by landless peasants are common. Some land is owned by rural families but most lack legal rights. And although indigenous tenure is a constitutional right, other laws limit how indigenous communities can utilize their land. The R-PIN does not suggest possibilities for reform or discuss how tenure insecurity relates to REDD activities. This issue will require additional consideration in the future.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN contains a useful description of the relevant institutions for forest management. Since institutional coordination is described as a problem, however, more clarity on the relationship between the National Forest Institute and the Secretary of Environment would have been useful. The National Forest Council brings together representatives from various sectors to promote consistency with national development strategies, yet cross-sector coordination remains a problem. Agriculture is a major driver of GDP, and forestry ranks low within the hierarchy of the Ministry of Agriculture and Livestock. Considering these challenges, the R-PIN's vague discussion of how REDD relates to the national development agenda is disappointing. Indigenous communities engaging in forest management face many challenges and low capacity.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Increased financial and technical capacity will be necessary to enhance monitoring. The R-PIN states that civil society plays a significant role in forest monitoring, often in cooperation with the government. Transparency is not meaningfully discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	The R-PIN mentions that illegal forestry activities are a problem, yet challenges of law enforcement are not adequately described. Civil society's role in law enforcement is emphasized.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN shows some understanding of the relationship between forests and community livelihoods. The R-PIN states that REDD is expected to enhance the quality of life for rural and indigenous communities, but does not explain how these benefits will be provided. The REDD financial mechanism is expected to be part of a broader PES scheme, which is not described. Overall, little attention is given issues relating to revenue distribution.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: PERU

Law & Policy Development	
Institutions that are responsive to the need for reform	Inadequate and erratic policies and regulations are a significant problem in Peru. For example, a law requiring evidence of land clearing to obtain legal title creates a perverse incentive for deforestation. The R-PIN's discussion of current policies for reducing D&D is extremely vague. Much more elaboration of the types of policy and legal reforms that are needed – and the processes by which these reforms will be undertaken – will be necessary. The discussion of stakeholder consultation for REDD is quite vague, although most of the key stakeholders are at least mentioned. For example, the importance of reaching out to local communities is emphasized, but no tangible information on how this might be achieved is provided.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN only discusses land tenure as it relates to indigenous and other local communities. Civil society appears to play a significant role in monitoring and supporting indigenous land rights. The R-PIN acknowledges that there are some conflicts between lands granted for concessions and the alleged occupation of local communities, which are "gradually being adjusted." It is not clear what this entails.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The Ministries of Environment and Agriculture are the key institutions with respect to forests. Challenges such as lack of capacity, excessive bureaucracy, and inability to address simple but key issues are mentioned in passing, and could benefit from a more thoughtful analysis. The R-PIN also mentions the need for improved coordination, and that the Ministry of Environment *intends* to act as a convergence space for this. The R-PIN provides some useful examples of how cross-sectoral programs and policies may influence the REDD strategy, such as environmental impact assessments for transportation projects and cross-sectoral land planning (ecological economic zoning). These proposals would be more convincing if coupled with tangible solutions to some of the more entrenched institutional problems mentioned in the R-PIN.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	There is no detailed information presented about capacities to monitor forests. The R-PIN makes a broad statement that monitoring systems must be compatible. Civil society appears to be involved in independent monitoring, but extent of capacity is not discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	The R-PIN states broadly that there is an inadequate legal / institutional framework to control illegal logging, but does not provide any useful discussion of law enforcement issues or challenges. This is a major weakness of the R-PIN.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	Little socio-economic information on forest dwellers is described, although the R-PIN states generally that the major benefits from REDD should be directed to local communities in order to strengthen their capacity for forest management. Although transparency is not directly mentioned, the R-PIN calls for an analysis and development of appropriate structures for benefit distribution.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: PAPUA NEW GUINEA

Law & Policy Development

Institutions that are responsive to the need for reform	"Policy, legal and planning" is one of five key work streams listed for developing an enabling environment for REDD. There is no discussion of the strengths and weaknesses of current laws and policies, however, so it is unclear what this might involve other than capacity building for the implementing institutions. The R-PIN states that key stakeholders are consulted in the development of any forest concession or conservation area and outlines a general strategy for conducting consultation and identifies a wide range of stakeholders. It states that indigenous communities, as the primary land owners, must be involved in the development of REDD activities. However, there are no tangible suggestions for how to conduct this consultation, and there is no evidence that consultation has occurred as of yet.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN claims that there is a well-established and effective legal process to verify legal tenure rights and that 97% of land is owned by indigenous communities. If there are any challenges or conflicts associated with land tenure in the country, they are not acknowledged.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The R-PIN lists several institutions responsible for planning and forest management and outlines a mechanism for coordination across sectors for the MDG7 and REDD. It does not, however, discuss the effectiveness of these institutions, or any capacity or other constraints. The R-PIN recognizes that REDD strategies must be developed through a multi-sector approach to avoid conflicting land uses and names an agency responsible for coordination. The relationship between REDD and specific sectors, such as agriculture, is not discussed. This would seem important since the R-PIN states that agriculture is responsible for nearly half of all deforestation.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	The R-PIN does not provide detailed information on how forests are currently monitored. Nor does it provide useful insight regarding the capacity requirements for monitoring, either for the government or third-party actors. Transparency is not discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	There is no discussion of illegal logging or law enforcement issues anywhere in the R-PIN. This is a major gap that needs to be addressed in future documents.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN does not discuss community livelihoods in any detail, although it states that over 80% of the population is highly resource dependent. REDD will be a component of a larger initiative to identify and develop environmentally sustainable income generation opportunities; more details on this program and the types of income alternatives that are involved would be welcome. Readiness funding is requested for the "design of a system for providing targeted financial incentives for REDD to land users and organizations." Transparency is not mentioned, and there is no discussion of the adequacy of existing revenue distribution systems.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: UGANDA

Law & Policy Development

Institutions that are responsive to the need for reform	Uganda recently underwent major reforms in the forest sector resulting in a new Forest Law and Policy. The R-PIN describes key processes in the national consultative framework with great detail, giving a sense that participation is quite institutionalized and meaningful. The REDD strategy will be prepared according to this same national process. The R-PIN describes a wide variety of relevant stakeholders.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement

A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN lists several Ugandan tribes who are "vulnerable and marginalized," although the constitution allows for the fair treatment of minority communities. 70% of forested area is on private and customary land, where uncertainty or conflicting government policies leads to lack of clarity in land and tree ownership, and hence access rights. Overall, more information about the challenges of the land tenure system and potential solutions would be helpful.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management

Institutions with capacity and authority to plan & implement forest management activities	The R-PIN names several relevant institutions including their respective levels of responsibility. However, coordination across sectors is not well-defined. The National Forestry Plan defines the main strategy for the forest sector, with an emphasis on participatory and cross-sectoral approaches. There is no discussion as to the successes or challenges of implementation, although lack of capacity is mentioned as an issue. The R-PIN expresses the need to strengthen the capacities of rural communities and local governments to exercise SFM as well.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring

Institutions with capacity to monitor forests & report information	Forest monitoring is largely constrained by funding and lack of capacity for collecting and managing data. The R-PIN mentions that lack of harmonization with international measurement systems is also a problem, as is monitoring forest degradation. Issues relating to independent monitoring or transparency are not discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement

Effective systems for deterring & penalizing illegal activities	The R-PIN describes a "breakdown in law enforcement and corruption," and it seems that deforestation in protected areas is one manifestation of this problem. Constraints on effective enforcement include: inadequate infrastructure (e.g. roads, vehicles, communication) and human resources, lack of awareness of laws and policies, unclear forest boundaries, conflicting laws and regulations, and a slow judicial system. Potential solutions are not given, but at least there appears to be some understanding of the key challenges.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing

Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN does not describe the adequacy of existing revenue distribution systems. REDD will need to focus on the livelihoods of forest-dependent communities who contribute to deforestation through subsistence agriculture and fuel-wood collection to ensure that there is equitable benefit sharing, but little detail is given on how they might be targeted to receive benefits and incentives. This subject will require much more exploration.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: VANUATU

Law & Policy Development	
Institutions that are responsive to the need for reform	The R-PIN suggests that it could be useful to rethink the national forest strategy in light of changing economic pressures. It mentions various forest sector laws and policies relevant to REDD, but does not provide any insight into the strengths or weaknesses of the current policy and legal framework. Processes for participatory policy-making are mainly discussed as they relate to REDD activities. The R-PIN emphasizes the involvement indigenous landowners in REDD processes, but also mentions timber companies, local governments, and other agencies as key stakeholders. The discussion of ongoing and potential consultation mechanisms is a strong aspect of the document.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	All lands are owned by indigenous people under a customary regime. The R-PIN states that land tenure disputes are common and that readiness activities must "take sufficient account" of such issues, but it does not suggest any potential solutions, within the REDD strategy or otherwise. It is not clear how tenure disputes are currently handled. There is also a lengthy discussion of carbon rights within the existing legal framework, as well as a call for additional legal clarification.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	The R-PIN lists several departments/ministries responsible for planning and forest management, but does not discuss their particular activities or effectiveness, except with respect to monitoring. Economic development from the land sector is expected to drive future deforestation, and therefore the R-PIN stresses the importance of identifying economic alternatives to address the development opportunity costs associated with forest protection. Agroforestry and A/R activities are frequently mentioned, but it is not quite clear how REDD activities might align with specific strategies from sectors such as agriculture or infrastructure and there is no discussion of existing or planned processes for cross-sector coordination.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Building capacity for monitoring is a major focus of the R-PIN, and it is mentioned that independent verification will be important for a credible REDD system. Information transparency, however, is not discussed.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	There is no discussion of forest crime or enforcement issues in the R-PIN.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN discusses the vital link between forests and community livelihoods, and recognizes that alternative livelihoods (mainly agroforestry) will be necessary under REDD. Forest-dependent people are also the land-owners in this case, and the R-PIN states that REDD benefits must be appropriately spread across the resource owner community, and that extensive consultation and involvement of stakeholders in the design phase will ensure that this happens. There is no discussion of existing revenue distribution systems or of transparency.
Transparent & accountable systems for distributing revenues from forest management	

Governance Analysis Summary Table: VIETNAM

Law & Policy Development	
Institutions that are responsive to the need for reform	The need for legal and policy reform is mentioned with good detail throughout the R-PIN. In the context of REDD, it calls for a comprehensive reform relating to deforestation and degradation policy and law. There is also ample reference to the ongoing FLEG process, although this could be more explicitly tied to REDD strategies. Consultation processes are described with a fair level of detail, although the extent to which these processes reach local communities is unclear. The National Committee on Ethnic Minorities is expected to ensure that the interests of minority groups are represented, although the capacity or influence of this committee in practice is not discussed.
Recognition & consideration of the full suite of stakeholders that are impacted by decision-making	
Transparent & inclusive processes for engaging stakeholders in the development of forest laws & policies	

Land Tenure Administration & Enforcement	
A land tenure system that is non-discriminatory & provides clear rights over land & its associated values	The R-PIN states that forest land tenure and benefit sharing arrangements are inequitable, but doesn't explain why. Widespread lack of legal tenure is a problem, especially regarding ethnic minorities, but potential solutions are not proposed. The R-PIN simply stresses that improved tenure for communities will be necessary under REDD.
Legal recognition of indigenous peoples rights to land	
Mechanisms for resolving conflicts over tenure rights	
Institutions and systems that uphold the rights of forest dependent people	

Forest Management	
Institutions with capacity and authority to plan & implement forest management activities	There appears to be confusion between the mandates of the two main ministries responsible for forest planning and management. Other challenges are also mentioned, but few strategies for improvement are given. The R-PIN suggests a strong coherence between REDD and the national development plan, but processes for creating these linkages and improving cross-sector coordination are not discussed, other than reviewing existing management prescriptions in relation to REDD. Ongoing work related to improving community forest management is also discussed.
Processes for coordinating forest sector activities with larger national development strategies & land use plans	
Recognition of the role of different stakeholders, including local communities, in forest management	

Forest Monitoring	
Institutions with capacity to monitor forests & report information	Lack of coordinated data collection and management is a problem. The R-PIN discusses specific plans for improving information flows and analytical capacity at all levels. It also recognizes the need for a data sharing policy and independent monitoring.
Independent groups with capacity verify forest data	
Coordinated and transparent information management systems	

Law Enforcement	
Effective systems for deterring & penalizing illegal activities	Effective law enforcement is the "main challenge" facing Vietnam; only a tiny proportion of violations are prosecuted. Lack of coordination, insufficient capacity and corruption or major factors. The R-PIN discusses various activities for improving law enforcement, but considering this is a major issue it deserves more attention.
Institutions with capacity & authority to enforce forest laws	

Forest Revenue Distribution & Benefit Sharing	
Understanding of the relationship between forest ecosystem services & local livelihoods (and potential alternative livelihoods)	The R-PIN repeatedly stresses that resource dependence by the rural poor and lack of alternative livelihoods must be addressed under REDD, which is encouraging. The R-PIN acknowledges that transparency and efficiency are important for a REDD payment system, and also describes several potential targets for REDD payments. This issue seems to be a high priority, which is promising.
Transparent & accountable systems for distributing revenues from forest management	