

## Ready or Not?

# A Review of the World Bank Forest Carbon Partnership R-Plans and the UN REDD Joint Program Documents\*

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**This paper reviews documentation detailing national REDD initiatives that have emerged from both the FCPF and UN-REDD, in order to assess how these efforts are dealing with fundamental issues of governance in the forest sector that underpin deforestation and degradation problems in pilot countries. Without addressing these issues it will be difficult, if not impossible, to reduce deforestation and degradation at the national level, and deal with risks of leakage. We recommend improvements to both the FCPF and UN-REDD processes, and the links between them, that will support these objectives.**

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\*Note: This version of the working paper was updated on 7 July 2009. Corrections were made on pages 1, 4, 6 and 8 with regards to the status of UN-REDD funds. Clarifications regarding the membership of the UN-REDD policy board were also made on page 6.

The World Bank's Forest Carbon Partnership Facility (FCPF) and the UN Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD) are the pre-eminent multilateral efforts underway to support developing countries to prepare to reduce emissions from deforestation and degradation (REDD). More than US\$150 million has been committed to the FCPF, and the government of Norway has donated US\$52 million to UN-REDD. Though still in their early phases, these initiatives are already informing international understanding about REDD and readiness, and negotiations within the UN Framework Convention on Climate Change (UNFCCC) about incentives for REDD, including through carbon markets.

In our analysis of the processes and requirements of the FCPF and UN-REDD initiatives and of the content of REDD strategy documents that have been produced by participating countries, we find that fundamental issues of forest governance that underpin deforestation and degradation problems are not being adequately considered. Although countries participating in the UN-REDD pilot phase are also participants in the FCPF and representatives of both programs have stated that they will work in close collaboration, it is not yet clear how FCPF Readiness Plans and REDD strategies that emerge from the UN-REDD process will work together to address these gaps.

This working paper therefore provides specific recommendations to strengthen: (i) the quality of pilot country documents with regard to their treatment of forest governance issues, (ii) the design of the FCPF and UN-REDD initiatives in order to better support and encourage pilot countries to address governance challenges, and (iii) the linkages between the FCPF and UN-REDD initiatives in order to more systematically address governance and other issues critical to the success of REDD.

documents for the FCPF and the UN-REDD in order to understand the goals and requirements of the initiatives. Second the Readiness Plans developed by Panama, Indonesia and Guyana to participate in the FCPF, and the UN-REDD Joint Program Documents for Vietnam, Indonesia, Tanzania, Papua New Guinea (PNG), and the Democratic Republic of the Congo (DRC). Each document was analyzed with reference to:

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

Our analysis is based solely on desk research. These reviews are included as an annex to this paper. Our focus is on the process by which national FCPF and UN-REDD initiatives have been developed.

## THE FOREST CARBON PARTNERSHIP FACILITY AND THE READINESS PROCESS

The FCPF consists of a Readiness Mechanism and a Carbon Finance Mechanism. Countries seeking to access FCPF funds are required to develop a Readiness Plan Idea Note (R-PIN), outlining the beginnings of a strategy to achieve REDD. R-PINs are reviewed by a technical advisory panel and then by the FCPF Participant Committee, which consists of 10 members selected by REDD Country Participants and 10 members selected jointly by the Donor Participants and Carbon Fund Participants. Countries whose R-PINs are accepted by the Committee are then admitted to the Readiness Mechanism and invited to develop a Readiness Plan (R-Plan) using a template developed by the FCPF administrative unit. Countries can apply for a grant of up to \$200,000 to develop an R-Plan, and up to \$5 million for R-Plan implementation.

The FCPF Readiness Mechanism assists participating

developing countries to develop a “Readiness Package.” Upon endorsement by the Participants Committee, a completed Readiness Package will confirm eligibility for emission reduction transactions within the FCPF Carbon Fund and will include three major components:

- (i) a *REDD strategy and implementation framework* describing how emissions from deforestation and/or degradation will be reduced;
- (ii) a *monitoring system* to measure and verify emission reductions against an established reference scenario; and
- (iii) a published *reference scenario* describing a national scenario of emissions from deforestation and/or forest degradation through time, in the absence of positive incentives for REDD.

Each of these components must be developed and approved through a continuous and inclusive multi-stakeholder consultation process, which is defined in the R-Plan document.

The Readiness Mechanism is proceeding in three phases. In Phase I, 36 countries submitted a Readiness Plan Idea Note (R-PIN) with a preliminary assessment of potential obstacles and strategies for realizing REDD at the national level. Countries are now producing R-Plans (Phase II), which involves a more detailed description of the studies and activities that must be undertaken to achieve the three components of the Readiness Package, including the consultation process that will be used. Upon acceptance of the R-Plan, the FCPF will support participating countries to undertake the activities identified within the R-Plans (Phase III).

It is important to note that the Readiness Mechanism results in the generation of a REDD strategy but does not support the implementation of activities identified within the strategy. This second step is referred to as the Investment and Implementation Phase, which is generally outside of the FCPF program. In order to finance this phase, countries must identify and solicit private and public sector investments. Once verified emission reductions have been reported, a country may request to enter into a transaction with the Carbon Fund of the FCPF or any other entity providing carbon finance.

## THE FCPF READINESS PLANS

WRI’s review of the R-PINs indicated that while most countries had begun to consider many critical issues of forest governance at a basic level, they would need to undertake a deeper analysis of ongoing challenges and potential solutions as the Readiness process moves forward.<sup>1</sup> The R-plan template provides the space for this in Component 1: a “land use, forest

<sup>1</sup> See Crystal Davis et al. A Governance Review of the First 25 R-PINs from the Forest Carbon Partnership Facility

policy and governance quick assessment paper.” For this component, countries are asked to, among other things, summarize the “status of major governance and legal issues related to forest and land use rights in the country, the challenges faced, and actions attempted and still needed to address these challenges pertinent to REDD actions.”<sup>2</sup> The remaining seven required R-Plan components ask countries to develop plans for designing and implementing activities to achieve Readiness, which may include activities to improve forest governance and address the challenges identified by the quick assessment paper. The following sections explore governance considerations as they are reflected in the three components of the R-Plan – the REDD strategies, the monitoring system, and the reference scenarios – as well as the consultation process itself, and propose key recommendations.

**The R-Plans do not adequately address fundamental governance issues as key drivers of deforestation and forest degradation in their REDD strategies.**

The quick assessment papers developed by Panama, Guyana and Indonesia provide a fairly comprehensive overview of existing forest policies, laws and plans, but lack a critical analysis of their implementation, outcomes and effectiveness in practice. All three papers describe the laws and administrative systems relating to land tenure and forest use rights of indigenous peoples and other forest dependent communities. Only Indonesia, however, discusses the security of those rights in practice, and only summarily. Further, the papers generally do not identify linkages between proximate drivers of deforestation, such as agricultural practices and unsustainable timber extraction, and their underlying governance causes, such as lack of coordination in land use planning and weak law

enforcement. Indonesia, however, covers these issues relatively more comprehensively. Overall, the issues of governance that we have highlighted in our review of the R-Plans are sensitive, and governments may not be well placed to undertake an objective assessment of their own performance. Therefore a different process for the creation and/or review of such assessments might be necessary.

Components 3 and 4 of the R-Plan template require countries to propose candidate activities for the national REDD strategy and implementation framework. The three R-Plans mostly propose activities relating to technical strengthening, REDD demonstration activities, and institutional capacity building for REDD implementation. Broader governance-related activities that are crucial to the success of REDD – such as combating corruption or strengthening policy making processes to be more inclusive and transparent – receive little attention.

In particular, few activities are proposed to clarify forest tenure, strengthen law enforcement, or reconcile competing sectoral priorities within land use planning. Only Guyana’s R-Plan proposes activities to clarify forest tenure and carbon ownership, and it provides no indication at this stage of how to achieve these objectives. Panama’s R-Plan describes activities to improve law enforcement and compliance with a fair amount of detail, while Indonesia and Guyana’s R-Plans are quite vague on this issue. All three R-Plans propose new mechanisms for cross-sector coordination on REDD, yet none provide a clear or adequate response to the question on page 2 of the R-Plan template: “how would the result of the [readiness] process change current land use and other sectoral behavior, policies or governance so that reductions in deforestation and degradation can occur.” In fact, Panama leaves this question blank. Importantly, all three R-Plans propose to develop an “accountable and transparent” system for distributing REDD revenues and associated benefits. However, they provide little to no detail on how this will be achieved, suggesting a need for clearer standards on what will be required to ensure accountability and transparency.

**Recommendations:**

- The land use, forest policy, and governance quick assessment papers should be developed by local, independent experts to promote objectivity and enable a more critical review of existing forest policy and governance challenges. To ensure legitimacy, they should be reviewed and approved by the government and civil society. At a minimum, local experts should be asked to comment on quick assessment papers created by the government to ensure all topic areas are covered.
- Activities to improve forest governance, and specifically to address the underlying governance-related drivers of deforestation identified in the

<sup>2</sup> FCPF R-Plan Template and Guidance. Working Version 2: October 16, 2008. Online at: [http://www.forestcarbonpartnership.org/fcp/sites/forestcarbonpartnership.org/files/FCPF\\_R-PLAN\\_template\\_and\\_Guidance\\_V\\_2\\_10\\_16\\_08.pdf](http://www.forestcarbonpartnership.org/fcp/sites/forestcarbonpartnership.org/files/FCPF_R-PLAN_template_and_Guidance_V_2_10_16_08.pdf)

quick assessment papers, must be a key component of national REDD strategies and implementation frameworks.

- To help participating countries design activities to improve forest governance in a meaningful way, they will need more guidance on best practices and standards for achieving accountability, participation, transparency and coordination with regard to key governance processes such as revenue management and distribution, law enforcement, the clarification of forest tenure, and increasing coordination and coherence in land use planning.

### **The Monitoring, Reporting and Verification Systems proposed in the R-Plans are comprehensive**

All three R-plans include relatively robust descriptions of the monitoring, reporting and verification (MRV) systems they intend to develop and implement. These monitoring systems are being designed to support REDD strategy implementation, as well as for reporting on emission reductions. MRV systems therefore do not focus exclusively on carbon. All three plans identify the need to monitor biodiversity impacts, although only Panama goes into much detail on how this might be done in practice. The R-Plans also acknowledge the need to monitor social impacts, although there is little information on what this might entail – the Panama R-Plan explicitly notes a need to further develop this component of the MRV system.

In addition, the R-Plans recognize the need to more carefully track logs and other products that are associated with deforestation or forest degradation. The Guyana R-Plan mentions the potential role of independent forest monitoring methods, which involve the use of an independent third party that – by agreement with state authorities – provides an assessment of compliance with forest laws, and guidance on official forest law enforcement systems. Given the difficulties with corruption and illegal activities that have are widely acknowledged

problems in the forest sector, independent forest monitoring can be a vitally important component of an MRV system.

While all three countries mention that external verification of data is part of the system, all plans lack guidance on how to meet this need in practice. Panama, however, proposes to have an online system of geospatial information of forest cover and changes that will be accessible to the general public. Such data transparency and accessibility will be vitally important to monitor whether REDD programs are having real impact.

#### **Recommendations:**

- R-Plans should define what will be monitored in the social component of the MRV systems, and include improvements in governance.
- R-Plans should introduce Independent Forest Monitoring methods as appropriate to collect data that might otherwise be brought into question.
- Data monitored should be stored in systems that are transparent and easily accessible by the general public to facilitate verification.

#### **Options for developing a reference scenario are detailed, but these need to be made transparent**

None of the R-plans have set a reference scenario, but rather describe how it could be developed. Different approaches are taken to ensure that the credibility and legitimacy of the reference scenario. Guyana has relatively strong transparency provisions, noting that they will “document and provide a bibliography to all components of the reference scenario in a format suitable for peer-review. Revise documentation and model as required for final peer-review and FCPF acceptability.” Presumably all data and the model with which the reference scenario is created would be publically available – however, this point needs to be clarified in the plan.

Panama does not propose to present the components of the reference scenario in a format suitable for peer-review, or publically available. They do mention an “expert analysis” of the data to develop the Reference Scenario, but the scope of this exercise is not clear. The Indonesia R-plan proposes a “policy dialogue” on the reference scenario with different stakeholders. The components of the reference scenario should be provided in a format suitable for peer-review to facilitate a meaningful discussion of the scenario, but this not explicit.

#### **Recommendations:**

- R-Plans should clearly state that all components of the reference scenario will be provided in a format suitable for peer-review and be publically available.

**The R-Plans do not define a clear consultation process to ensure transparency in decision-making and accountability for input.**

The FCPF readiness process requires that countries undertake the activities described within the R-Plan via a continuous and inclusive multi-stakeholder consultation process. The Consultation and Outreach Plan required under Component 2 is meant to outline this process by describing the stakeholders to be targeted and the methods, format and scope of the proposed consultations. Ostensibly, to approve the R-plan would be to approve this consultation process moving forward with readiness, including the development of a final list of REDD strategies. This is thus an extremely important part of the R-Plan document that should be looked at closely by the participants committee and observers.

In all three documents, the consultation process laid out is insufficient. Indonesia, Panama and Guyana generally identify a range of relevant stakeholders to engage in the consultation process, with special emphasis on indigenous peoples and other forest-dependent communities. They also describe the particular types of consultation methods that will be employed, such as workshops, media campaigns, and web-based communication. However, they do not outline a process for consultation that promotes transparency in decision-making and accountability for stakeholder input. Such a process might include rules about information disclosure (including both substantive information as well as information about the consultation process itself), clear and transparent linkages between the consultation and relevant decision-making processes, and mechanisms for grievance, conflict resolution and redress. These elements of good governance are all contained within the FCPF guidance document on how to prepare an effective Consultation and Participation Plan, yet are not well reflected in the R-Plan documents. Guyana's R-Plan does begin to roughly outline some of these concepts.

Furthermore, the three Consultation and Outreach Plans do not adequately distinguish between – or strike an appropriate balance between – awareness-raising activities and meaningful consultation linked to REDD decision-making processes. The Panamanian Consultation Plan includes three major components. First, a communication campaign focusing on raising awareness about REDD both internationally and at national and local levels. Second, public consultations to diagnose the state of public knowledge about REDD and to establish a baseline of information about between relevant sectors and stakeholders regarding their forest use and conservation needs. Third, a training component for both government and non-government actors regarding REDD strategies. None of these three components are linked to decision-making processes, nor do they emphasize the collection feedback to develop REDD strategies. The Indonesia Consultation Plan lists proposed consultation methods (e.g. workshop, training, etc) and relevant stakeholders for each R-Plan activity without describing any process or standard for consultation, so it is impossible to know whether the listed “consultation” activities will allow meaningful opportunities for stakeholder input or will be limited to information dissemination.

Readiness plans must confront governance issues head on, and identify concrete steps that will be taken to begin the process of working through these issues in a transparent, inclusive and accountable manner. It is unrealistic (and, in many cases, undesirable) to expect countries to come up with the right solutions to entrenched problems around, for example, land tenure arrangements in their country within the R-Plan itself. Countries must, therefore, engage in a robust process of consultation to address the full suite of issues underpinning REDD.

**Recommendations:**

- R-Plans need to more clearly describe the process for consultation, including mechanisms to promote transparency and accountability within that process before they are approved.
- R-Plans should clearly delineate between awareness-raising activities, and consultation activities that are linked to actual decision-making processes.
- R-Plans must place greater emphasis on the consultation and stakeholder engagement in decision-making processes to inform the design and implementation of REDD program strategies.

**THE UN-REDD PROCESS AND NATIONAL PROGRAMS**

The UN-REDD Programme was launched in 2008 as a collaboration of the UNDP, UNEP and FAO. It seeks to help developing countries develop

national REDD strategies, and to help develop global solutions and standardized scientific approaches to REDD. A Policy Board is responsible for programme oversight, and is comprised of representatives from the three participating UN organizations, up to three representatives of donor countries, three representatives of pilot program countries (one from each region), one representative of indigenous peoples and one representative of civil society. 1 full member and 2 alternate countries are designated for each programme region (Asia-Pacific, Africa, and Latin America- Caribbean), and full membership rotates at least once a year while alternates participate as observers. Similarly, three additional representatives of civil society are invited to participate as observers (one from developed countries, and one from each region), and membership in the policy board rotates. The Chair of the UN Program for Indigenous Peoples represents Indigenous peoples on the board, and three additional indigenous peoples representatives participate as observers. Observers from the UNFCCC Secretariat, the Forest Carbon Partnership Facility represented by the World Bank, the GEF Secretariat, and the UNDP Multi Donor Trust Fund Office are also included, and can participate in discussions.

Nine countries (all participants in the FCPF with the exception of Zambia) have been identified as pilot countries based on factors such as their existing relationships with the UN, emission reduction potential, geographic representation, and their REDD readiness potential. National Joint Programme Documents (JPD) outlining plans for developing national REDD strategies are being developed for each pilot country in conjunction with the UN Country Team and Resident Coordinator. JPDs include an overview of the country's situation with regard to forest laws and management and identify major outcomes to be achieved using UN-REDD funds. The review process for JPDs is led by the UN-REDD Programme Technical Secretariat, which assesses the submitted plans. Approved JPDs are then presented to the Programme Policy Board for a final

decision and budget allocation.<sup>3</sup>

The first meeting of the UN-REDD Board occurred on March 9-10, 2009 in Panama alongside the FCPF Organizational Meeting. Five JPDs from the Democratic Republic of the Congo, Indonesia, Papua New Guinea, Tanzania and Vietnam were submitted and approved for funding. JPDs for Bolivia, Panama, Paraguay and Zambia are being developed. Some \$25 million in funding has been approved, although the full development of country programs is still underway. These funds are to be divided between the three implementing agencies in each country. Reports on the progress made in all nine pilot countries will occur at the upcoming June 2009 Programme Board Meeting.

## REVIEW OF THE UN-REDD NATIONAL JOINT PROGRAM DOCUMENTS

Even though funding to support national programs in Indonesia, the DRC, PNG, Vietnam, and Tanzania has been approved, the JPDs and associated results frameworks for these programs are described as draft documents that have not yet been finalized. The following analysis is based on the publicly disclosed program documents discussed at the March 2009 policy board meeting.<sup>4</sup> At this time, there is little information available on the definition of readiness for the UN-REDD program or guidelines for what the JPD country documents are meant to achieve. It is therefore more difficult to judge whether those documents meet the criteria of the UN-REDD process. The following sections assess these documents purely from the standpoint of whether critical governance issues are raised, and present recommendations to achieve more transparency and clarity in UN-REDD national programme objectives.

### **UN-REDD JPDs include some significant discussion of many governance issues, although they do not yet provide much detail on how programs will address these issues in practice**

All JPDs note the importance of participation and inclusive processes, although they rarely address the operational aspects of putting such processes in place in much detail at this stage. Several JPDs do include some reflections on the limitations of past efforts to engage stakeholders in the development of forest laws and policies, though this analysis is not always comprehensive. For example, the DRC JPD notes that in the past NGOs have not had common positions on forest related issues, but

<sup>3</sup> UNDP-Administered Multi-Donor Trust Funds & Joint Programmes Website: UN REDD Trust Fund [http://www.undp.org/mdtf/UN-REDD/projects\\_approved.shtml](http://www.undp.org/mdtf/UN-REDD/projects_approved.shtml)

<sup>4</sup> Accessed at <http://new.un-redd.org/PolicyBoard/1stPolicyBoard/tabid/589/language/en-US/Default.aspx>. 11 June 2009.



expresses optimism that there is interest in working together on REDD. There are, however, quite widely divergent views on the merits and viability of REDD amongst civil society groups active in the DRC. The Vietnam JPD acknowledges past challenges with stakeholder engagement in the past, and lists some reasons for these problems. The JPD therefore proposes to support Vietnam to follow the “UN-REDD Programme Operational Guidance on the Engagement of Indigenous Peoples and Forest Dependent Communities.”

In general, challenges around tenure and land rights for REDD implementation are not addressed in much detail. The PNG document acknowledges that there have been disputes over “true ownership” of lands even though there are community tenure arrangements in place. Conflicts over tenure arrangements, particularly for marginalized ethnic communities are alluded to in the Vietnam JPD but not addressed explicitly. The DRC JPD proposes a study on land tenure as part of the study on technical dimensions of REDD, and acknowledges “the importance of ensuring the rights of indigenous groups and local communities are recognized from the outset”. The Indonesia JPD acknowledges that past REDD initiatives have not adequately addressed tenure issues, and mentions potential conflicts over land exacerbated by laws on spatial planning and forest use planning that overlap. While the discussion of the challenges is relatively more detailed, it does not yet explain how the UN-REDD programme will respond to the need to address these issues.

Most JPDs acknowledge the challenges associated with illegal logging. The Indonesia JPD is the most clear on this issue, although it does not detail the specific steps that it will take to begin to address these issues. It recognizes the need to address conflicts between the Ministry of Forestry and local governments over forest resources and associated revenues.

Most JPDs include some discussion of the need to establish a transparent benefit sharing mechanism for

REDD. The PNG document includes a preliminary review of past resource allocation mechanisms and identifies elements of a compensation system. In Vietnam, the programme proposes to build on the lessons learned from past “Forest for Livelihood Improvement Programs”, though it does not address issues of transparency or accountability in revenue management. The DRC JPD acknowledges risks of resource dispossession, noting that the 2002 Forest Code which would distribute forest taxes from concessions to local entities is still not operational, and local communities have not received funds from central government. Furthermore, it recognizes the prevalence of corruption in the country and the need for counter-corruption safeguards.

Most JPDs do identify stakeholder outreach as a priority activity to support in pilot countries. However, the focus of many of these efforts is on “awareness raising” about REDD and “social marketing”. It is not clear whether they will also seek to engage stakeholders in decision-making about potential REDD strategy priorities.

#### **Recommendations:**

- JPDs should identify concrete steps by which they will begin to address governance issues raised, particularly around land tenure and law enforcement
- Local stakeholders should be engaged to solicit feedback on the scope of national JPDs and proposed priorities for REDD programs. It is essential to ensure that proposed programs are addressing stakeholder needs and will have real impacts on government and stakeholder decision-making

#### **There is limited transparency or clarity about UN-REDD national program objectives**

Our analysis of the JPDs approved by the Policy Board finds that programs are uneven in their treatment of key issues including governance. Work plans and monitoring programs are being developed as part of their JPD, and the UN-REDD secretariat is to develop an evaluation plan to assess the impact of all projects. These plans are still in their preliminary stages, and the indicators do not yet, for the most capture the intended impact or outcome of the programme. The underlying challenge is that there is no clear publicly disclosed definition of what the UN-REDD programme understands to be the elements of readiness.

There is significant variation in the scope and content of the various JPDs. While several JPDs provide details on who was consulted in the development of the program, these details are not consistently provided. In general, there appears to have been little public discussion of UN REDD

programs prior to their approval by the Programme Board, although a few select NGOs have been invited to participate in meetings to prepare JPDs in some countries. Furthermore, there is no clarity about the basis on which JPDs have been approved.

To date JPDs have not been widely shared prior to Policy Board meetings. There is no clear disclosure policy for UN-REDD documents. Policy Board rules of procedure state that “decisions regarding the review and approval of UN-REDD Programme national joint programmes as well as periodic reports on the progress of implementation of the UN-REDD Programme and associated external evaluations are posted, where appropriate, for public information ... reasonable steps [will be taken] to ensure the accuracy of such documents and that confidential materials are not posted on the website.”<sup>5</sup>

The entirety of the financing requested to support UNREDD global programs and pilot programs in the DRC, Vietnam, Papua New Guinea, and Tanzania has now been approved. The Tanzania JPD did include a fairly detailed budget; the Vietnam JPD includes a general budget. The disclosed versions of the Papua New Guinea and DRC JPDs did not include a budget at all, although budgets were included in presentations made to the UN-REDD policy board at their March 2009 meeting.<sup>6</sup> The status of disbursement of these funds is also not clear, although there are provisions built into the UNDP website to allow updates on disbursement.<sup>7</sup>

#### Recommendations:

- The UN REDD policy board should disclose a clear set of objectives around readiness, and

guide JPDs to identify clear program priorities that complement ongoing country programs

- Clarity about the basis on which UNREDD programs are being approved is needed
- Program documents must be publicly disclosed prior to approval by the program board, and include adequate information on program budgets and financial priorities

## LOOKING FORWARD

### More emphasis on governance and clearer consultation processes

The purpose of supporting readiness should be to help countries to complete an honest review of the barriers and challenges to reducing emissions from deforestation and degradation, and begin to map out a process for coming to terms with these challenges. There are profound problems that underpin deforestation and degradation. The governance issues that we have highlighted in our analysis of the FCPF R-Plans and the UN REDD JPDs will not be easy to address. Nevertheless, it will not be possible to achieve the objectives of REDD without addressing underlying challenges around issues such as land tenure, land use planning, law enforcement, or the integrity of systems to manage forest revenues and incentives. In addition, given the complexity of these issues a robust consultation process is absolutely necessary to assure stakeholder that these issues will be dealt with fairly

Although it is important to raise general awareness of REDD and the opportunities it may offer, these activities should not be conflated with the imperative to engage stakeholders, particularly citizens, civil society, and the private sector, in a discussion of the types of programs that could and should be put in place to begin to achieve REDD. None of the R-Plans address these needs adequately, instead emphasizing outreach and “capacity building” activities to “sell” REDD. Similarly many JPDs make reference to the need to “build support for REDD”, whereas the key challenge confronting countries is to design REDD to supports the needs of local communities and citizens in a sustainable way.

### Working together

Although the programs are intended to be “fully complementary”, the links between the UN-REDD and FCPF programs are still not clear. In some cases, such as Tanzania and PNG, UN-REDD teams have had input into the development of R-PINs. Other JPDs do not directly address overlap with the FCPF programs at an operational level. Both the FCPF and the UN REDD processes are intended to result in “national strategies for REDD”,

<sup>5</sup> UN REDD Program Rules of Procedure and Operational Guidance March 10 2009 [http://www.un-redd.org/Portals/15/documents/UN-REDD\\_rules\\_of\\_procedure\\_English.pdf](http://www.un-redd.org/Portals/15/documents/UN-REDD_rules_of_procedure_English.pdf)

<sup>6</sup> UNDP-Administered Multi-Donor Trust Funds & Joint Programmes Website: UN REDD Trust Fund

[http://www.undp.org/mdtf/UN-REDD/projects\\_approved.shtml](http://www.undp.org/mdtf/UN-REDD/projects_approved.shtml)

<sup>7</sup> [http://www.undp.org/mdtf/UN-REDD/projects\\_commitments\\_disbursements.shtml](http://www.undp.org/mdtf/UN-REDD/projects_commitments_disbursements.shtml)



but there is little value in having two separate and un-coordinated strategies in the same country. One coherent and coordinated strategy is needed.

Our analysis suggests that systems for monitoring, reporting and verifying REDD have been handled relatively well by the first three R-Plans that have emerged from the FCPF process. A review of the UN-REDD JPDs suggests that technical aspects of REDD such as monitoring carbon stocks and establishing baselines are being emphasized. Although there is much work that needs to be done to get adequate and robust technical systems for monitoring, reporting and verifying REDD in place, this emphasis seems to duplicate rather than complement FCPF activities.

Instead of duplication, UN-REDD could pick up on the MRV component that countries like Panama have specifically noted are missing – monitoring social impacts. Also given that the R-Plans do not include an adequate analysis of policy and governance issues underlying deforestation and degradation through a consultative process, this could be another area where UN-REDD could provide specific added value.

The processes by which laws and policies that support REDD are developed and put in place, land tenure arrangements are administered, enforced, and will be clarified, and fair and effective enforcement of forest related laws can be supported warrant explicit attention within country REDD programs. Countries should be supported to consult a wide

range of stakeholders about the viability of a range of options to improve forest management practices. Systems for robust and independent monitoring of forests, and transparent and accountable systems for distributing revenues from forests and sharing benefits from a potential REDD mechanism are needed. Members of the FCPF participant committee should place strong emphasis on these issues in readiness planning if REDD efforts are to have real and sustainable impact.

The UN-REDD programme might be well placed to work with the FCPF team and national stakeholders to help develop REDD strategies that directly address difficult issues of governance in new and creative ways. UN-REDD JPDs have begun to review some of the key issues around governance of the forest sector, although they do not yet identify concrete processes or programs to address issues raised. UN-REDD work on monitoring, assessment, reporting and verification has already begun to explore options to incorporate independent forest monitoring approaches into program design. To play this role, however, UN-REDD will have to do a far better job of being transparent and inclusive in its own decision making processes than it has been to date.

#### **Recommendations:**

- The FCPF and UN REDD should work together to help countries execute robust consultative processes to develop REDD strategies that directly address difficult issues of governance in new and creative ways.
- Consultation processes must create a meaningful space for a debate of the needs of affected stakeholders, the pros and cons of various approaches, and potential approaches that can meet objectives. R-Plans and JPDs should not be approved until such processes have been put in place.
- The links between UN-REDD and FCPF programs within countries need to be clarified. A robust and transparent process for harmonizing strategies for REDD developed by countries should be established.

## Country Tables: FCPF

Guyana FCPF R-Plan
LAW AND POLICY DEVELOPMENT
Institutions that are responsive to the need for reform
<p>The National Forest Policy was modified in 2008 and forest laws are being reviewed and updated to support this new policy. According to the Quick Assessment, the new policy promotes sustainable forest management using a broader range of forest resources and allows fair returns to local and foreign entrepreneurs and investors, environmental and ecosystem conservation, environmental protection, and the development of a financially and economically viable forest industry while considering the forests' capacity for sustainable management. Further, a review of local policies that govern forestry is given as an activity within the environmental and social impact assessments for REDD projects (p49).</p> <p>With regard to REDD, the government seeks to improve and harmonize legislation and national land use policy, in particular land use planning and zoning as a part of the readiness process (p3,4). However, at this stage there are no details regarding the specific changes sought, or the processes that will be put in place to bring about such alignment. In collaboration with the German government, the government of Guyana has produced a draft land use plan for a pilot area. The project to produce the plan included the use of Geographic Information Systems (GIS) technology, participatory planning processes, supporting policy guidelines and adequate legislation, and institutional capacity for natural resources management agencies. Efforts to develop a national land use plan are now underway building on this experience. Analyzing compatibility of proposed REDD activities with existing land uses in and around selected project areas is also a major activity of the proposed environmental and social impact assessment (p49).</p>
Recognition and consideration of the full suite of stakeholders that are impacted by decision-making
<p>A diverse range of stakeholders are identified throughout the R-Plan document. The main emphasis and focus of consultation to date has been on Amerindian and other forest dependent communities. The terms of reference for the consultation and outreach plan state that the plan will "target residents from 5-10 communities within each administrative region of Guyana and any Community Loggers' Association that may exist therein" (p32). Other non-governmental stakeholders, such as industry and civil society, are not targeted.</p> <p>Guyana has also established a working group (REDD Secretariat) under the Guyana Forestry Commission to facilitate REDD activities and coordinate all consultation and outreach. The Secretariat includes representatives from various government agencies, communities, the private sector, conservation groups and civil society organizations.</p>
Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies
<p>The R-Plan explains that the existing National Forest Plan and related forest legislation were developed through a stakeholder consultation processes, although it does not provide any details or evidence of the process (p3). The REDD Secretariat is in charge of coordinating all consultation and outreach activities, engaging stakeholders from indigenous and community groups and representatives from the mining sector. In addition, a REDD Consultation and Outreach Committee will be established with representation from government and civil society and community groups. The intent of the Committee will be to engage indigenous peoples and other forest dependent communities represented during the implementation of the REDD activities. A mechanism will be set up to resolve conflict at the level of the Committee as well as a process to address complaints.</p> <p>Consultation processes will be established to discuss and determine the advantage and disadvantages of REDD activities with government agencies responsible for land use management and administration and with a wider variety of stakeholders ensuring that policies and projects respond to the concerns of all relevant stakeholders. Because indigenous and local communities will be directly affected, the plan states that efforts will be made to protect their land use rights and tenure, and to mitigate potential negative impacts – but does not spell out how these mechanisms will be put in place. Representatives from indigenous groups will be selected through village councils and through the regional and national focal agency for governmental and regional stakeholders.</p> <p>One of the strengths of the consultation and outreach plan provided is its attention to process, with a focus on careful documentation to promote transparency at all stages of the consultation process and accountability for stakeholder input into decision-making. Stakeholder sensitization is a major emphasis of the consultation process, although there are also aspects of gathering stakeholder feedback to inform REDD strategy development and implementation.</p>
LAND AND FOREST TENURE
A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.
<p>The "quick assessment paper" describes Guyana's policy and regulatory framework, which recognizes and protects the collective rights of Amerindian Villages and Communities in the granting of lands to these actors. Non-Amerindian forest dwellers do not enjoy the same tenure rights. The government transfers land rights to a designated Village Council, which in turn is responsible for allocating land to its residents. The Guyana Forestry Commission (GFC) also issues leases of state forests to community and indigenous groups for logging. The paper does not discuss, however, how effectively these tenure systems have been implemented and</p>

<b>Guyana FCPF R-Plan</b>
<p>enforced, or whether there are any other outstanding tenure security problems or conflicts in the country. A recent report from IIED<sup>8</sup> describes the strength of the local tenure system in Guyana as much higher “on paper” than “in practice.”</p> <p>As a part of the REDD Implementation Framework Component, there are proposed activities to “collaborate with Government agencies working to clarify land tenure arrangements” and to “review and clarify carbon ownership across different tenure and management options” (p43). The corresponding ToR describes a review of agency roles, policy and legislation, and processes relating to land tenure arrangements as aspects of implementation. No further information is provided as to why these activities are important or what they might entail specifically.</p>
<b>Legal recognition of indigenous peoples rights to land</b>
See above.
<b>Mechanisms for resolving conflicts over tenure rights</b>
<p>Although a discussion on the prevalence of tenure conflict in the country is not included in the R-Plan, a recent IIED report<sup>9</sup> suggests potential conflicts between special rights of Amerindians under the Amerindian Act 2006 and the non-discrimination provision of the 1980 constitution. Although Guyana is mostly forested, and nearly all of the forest is inhabited, only a small fraction is formally recognized as Amerindian land. The Quick Assessment Paper states that land use issues and conflicts are discussed and resolved by the Land Use Committee (p17). The Committee includes representation from the Guyana Lands and Surveys Commission, the GFC, the Guyana Geology and Mines Commission and the Environmental Protection Agency. The draft R-Plan does not list the Ministry of Amerindian Affairs as a member of the Committee. However, several land claims by indigenous peoples to ancestral lands have not been addressed, even though it has been many years since initial claims were filed. Such unresolved conflicts are likely to become quite relevant if REDD is implemented.</p>
<b>Institutions and systems that uphold the rights of forest dependent people</b>
<p>The Ministry of Amerindian Affairs is a key agency in addressing land titling issues for indigenous communities. There are, however, other agencies involved in land use management. The Guyana Lands and Surveys Commission manages public lands, and the Environmental Protection Agency—within a broader mandate—approves environmental management plans and environmental impact assessments of forest concessions. The Guyana Geology and Mines Commission oversees mining activities.</p>
<b>FOREST MANAGEMENT</b>
<b>Institutions with the capacity and authority to plan and implement forest management activities</b>
<p>The Guyana Forest Commission (GFC) is responsible for regulating forestry activities within government (public) lands and also has a coordination function to engage with other natural resources agencies. There is little discussion within the R-Plan of the major institutional capacity constraints and past track record of the GFC with regard to forest management. However, an objective of the REDD strategy is to strengthen the capacity of the GFC and the REDD Secretariat as the main institutions responsible for forest management standards, monitoring and enforcement (p37). Component 6 of the R-Plan outlines the capacity building strategy, including an analysis of current capacity needs, identification of capacity building activities, estimation of required financial resources and potential funding sources, and development of a timeline for implementation (p54). The R-Plan also emphasizes the importance of capacity building, particularly training and education, for sustainable forest management at the community level, and especially for Amerindian communities (p56).</p>
<b>Processes for coordinating forest sector activities with larger national development strategies and land use plans</b>
<p>Guyana has established a REDD Secretariat that will be responsible for defining and overseeing the implementation of REDD activities and related consultation processes, and it includes representatives from government agencies, academic and scientific organizations, indigenous groups, civil society organizations, and the private sector. The R-Plan lists all relevant institutions that they intend to integrate into the process, including agencies responsible for land administration and land use (p9-15). However, the Secretariat itself will be coordinated by the Guyana Forestry Commission, and input from non-forest sector institutions will depend largely on coordination between the REDD Secretariat and the National Climate Committee, which is a multi-sector body (p11). The plan does not clearly state how this coordination will be brought about in practice.</p>
<b>Recognition of the role of different stakeholders, including local communities, in forest management</b>
<p>The role of local and Amerindian communities as key to the successful reduction of emissions from forest degradation and deforestation is recognized in the R-Plan (p3,5). The main emphasis is on Amerindian communities, which account for 9.1 percent of the population.<sup>10</sup> Information about the socio-economic status and influence of other forest dependent communities is not provided,</p>

<sup>8</sup> Cotula, L. and Mayers, J. 2009. *Tenure in REDD – Start-point or afterthought?* Natural Resource Issues No. 15. International Institute for Environment and Development. London, UK.

<sup>9</sup> *Ibid*

<sup>10</sup> *Ibid*

<b>Guyana FCPF R-Plan</b>
although they are mentioned. The R-Plan also proposes to improve the capacity of the forest and mining industries to better comply with laws and regulations and execute more sustainable practices (p3,5), as well as the capacity of forest dwellers to engage in sustainable forest management activities (p56).
<b>FOREST MONITORING</b>
<b>Government institutions with the capacity to monitor forests and report information</b>
The establishment of a monitoring and verification system is a part of the R-Plan. The Guyana Forestry Commission has completed a quick forest cover assessment for 2008 using wall-to-wall medium resolution satellite imagery. Current REDD country strategy includes the establishment of a monitoring system that will include forest carbon monitoring using GIS and remote sensing technologies, field work, and an information management system. Provides detailed technical/methodological information. Capacity building activities also include the establishment of an independently verified chain of custody for all forest products.
<b>Transparent and coordinated systems for managing information</b>
While the plan proposes to set up an internal information management system, the plan does not provide details on whether and how this information will be made transparent and shared with the public.
<b>Independent institutions with the capacity to monitor and verify information</b>
Through the implementation of the R-plan, independent monitoring of activities in forest concessions will be explored. The R-Plan does not, however, describe what institutions might conduct this independent monitoring and verification, nor why this would be the only aspect of the REDD strategies that would be monitored and what exactly would be monitored. Given past issues with corruption and illegal activities by various actors, independent forest monitoring could be a significant method to reassure stakeholders that transparency and accountability are being directly being built into implementing REDD.
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
See below.
<b>Institutions with the capacity and authority to enforce forest laws</b>
The R-Plan describes several capacity building activities to improve monitoring and enforcement of illegal activities (p55). These include training in remote sensing techniques, access to current and high quality satellite imagery, enhanced on the ground monitoring capacity through improvements in transportation, establishing a log tracking system, establishing an independently verified chain of custody for forest products, and designing policies to coordinate law enforcement agencies.
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
There is general recognition throughout the document of the importance of forests for the provision of ecosystem services and community livelihoods. The new Forest Bill of 2009 allows communities to “manage and benefit from their local forests” (p55).
<b>Transparent and accountable systems for distributing revenues from forest management</b>
The REDD Implementation Framework (component 4) includes an activity to create “transparent benefits sharing arrangements for targeted financial incentives for REDD” (p43). A similar activity is described in the Capacity Building section (component 6), described as “establish accountable funding/benefits sharing mechanisms to ensure that incentives go to the right people” (p56). No further details are provided beyond these statements at this time, so it is not yet clear who the “right people” are, how they might potentially be targeted in practice, and what best practices would be required to achieve transparency and accountability.

Indonesia FCPF R-Plan
<b>LAW AND POLICY DEVELOPMENT</b>
<b>Institutions that are responsive to the need for reform</b>
<p>The forest sector in Indonesia has undergone significant reform in recent decades. The R-Plan references several new laws and regulations that have been developed recently, including regulations concerning spatial planning, licensing for environmental services, community rights in forest management, and guidance on REDD activities. However, there are significant gaps in implementation, and the plan does not practically address these gaps or discuss how they might be bridged. The R-Plan also mentions that the State Ministry for Administrative Reforms has a goal to apply a “nationwide system of good governance at the local government level by 2008.” It is now 2009, and the R-Plan does not provide any evidence of progress in meeting this goal. The quick assessment paper and the additional information provided in Annex 1 describe many critical governance issues relating to forest tenure, law enforcement, community forest management, spatial planning and zoning, etc. However, the R-Plan does not detail ongoing efforts to address these issues, and complementary new approaches that might be attempted to achieve the REDD strategy outlined. The R-Plan would be significantly strengthened if it proposed concrete elements of REDD implementation that might enable Indonesia to make progress on some of its critical underlying governance issues, especially where past progress has been difficult or blocked.</p>
<b>Recognition and consideration of the full suite of stakeholders that are impacted by decision-making</b>
<p>The R-Plan recognizes a full suite of key stakeholders throughout the document, and includes an Annex with more specific stakeholder information.</p>
<b>Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies</b>
<p>The R-Plan does not mention any stakeholder engagement in the development of the new REDD regulations. Regarding the development of the R-Plan itself, it states that a series of meetings have been carried out in March and April 2009 at the national and sub-national level (relative to the “availability of GoI funding for that purpose”). A list of major comments received is included on page 19. There is no other documentation of this engagement, however. The R-Plan also makes reference to “extensive” stakeholder consultation/communication on REDD through the Indonesia Forest and Climate Alliance (IFCA) process in 2008. Several types of consultation forums are mentioned, including group discussions, workshops, training, etc, and a full suite of stakeholders are detailed in an Annex. The R-Plan documents the consultation process in Table 1 on page 13, including a summary of stakeholder comments and the responses to those comments. However, the R-Plan does not document if and how comments were actually reflected in the final output and only states that “all comments and suggestions will be accommodated wherever possible.” Many comments were not even addressed within the given responses, such as the concerns raised about the rights of indigenous peoples (p18). Indonesian civil society groups have filed formal requests to the government of Indonesia expressing dissatisfaction with the stakeholder engagement process to date, and requesting the government to engage in a meaningful and transparent readiness plan development process. From reading the document, one gets a strong sense that mechanisms for accountability and transparency will be needed to ensure the quality of these consultation processes moving forward.</p>
<b>LAND AND FOREST TENURE</b>
<b>A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.</b>
<p>The Government of Indonesia controls the national forest estate. Until recently, the rights of local communities and indigenous peoples to forest resources were not recognized by the law. Four new regulations have been created over the past decade to strengthen the rights of communities to use and manage forest resources (described in Annex 1 of the R-Plan). In practice, however, most of these regulations have not been implemented in any significant way, and most forest dwellers continue to access forest resources outside of the formal system. Most notably, the regulation recognizing customary ownership (now 10 years old) has not been implemented due to conflicts at the local level as well as between the Ministry of Forestry (who claims ultimate authority over national forests) and customary institutions (refer to Annex 1 of the R-Plan). The R-Plan does not describe any strategy to address this fundamental problem.</p>
<b>Legal recognition of indigenous peoples rights to land</b>
<p>A new law in 1999 recognized the rights of local communities to manage the land and forest resources where they claim customary ownership. Annex 1 of the R-Plan notes that implementation has been poor, although it does not fully explain what the obstacles to progress have been, or how they might be overcome. Improving the implementation of this law is not mentioned as a part of the national REDD strategy, even though progress on this count would seem to be key to addressing REDD.</p>
<b>Mechanisms for resolving conflicts over tenure rights</b>
<p>The R-Plan makes limited references to conflict in Annex 1, although there are many cases of such conflict. It does not detail whether or how tenure conflicts are dealt with at present, or could be addressed in the future.</p>
<b>Institutions and systems that uphold the rights of forest dependent people</b>

<b>Indonesia FCPF R-Plan</b>
The R-Plan mentions in Annex 1 that the Ministry of Forestry is working with the Indigenous People's Alliance (AMAN) to compile an inventory of customary tenure claims. It does not describe any other institutions or systems to uphold the rights of forest dependent people. It notes in general terms that judicial corruption is a major problem.
<b>FOREST MANAGEMENT</b>
<b>Institutions with the capacity and authority to plan and implement forest management activities</b>
The R-Plan states that sustainable forest management is at the heart of Indonesia's REDD strategies. REDD-related financial resources are hoped to make a significant contribution to the costs of implementing SFM for communities, the private sector, and provincial and district governments. The REDD strategy described in component three reads as a laundry list of many critical priorities. Much more detail is needed before we can understand how these goals might be achieved (e.g. "enforcing laws against illegal logging"), and specifically what will be required at the institutional level. The problem of overlapping and unclear mandates between national and sub-national government entities is a theme throughout the R-Plan and will need to be dealt with.
<b>Processes for coordinating forest sector activities with larger national development strategies and land use plans</b>
The R-Plan does not respond to the question posed on page 4: "how would the result of the [R-Plan] process change current land use and other sectoral behavior, policies, or governance, so that reductions in deforestation and degradation can occur?" The Quick Assessment Paper mentions that implementation and enforcement of spatial planning might help reduce forest conversion into oil palm plantation (p5). However, local government agents are also involved in the implementation of spatial planning laws, and the capacity, commitment, and progress in advancing implementation of these laws varies greatly from region to region. Ideally, the R-Plan should chart a process by which various local and federal governments will make progress in implementing the law. The importance of cross-sectoral coordination on REDD is emphasized throughout the document, and institutions are proposed to support this objective. But the R-Plan does not explain how enhanced coordination can be designed to explicitly address the major tensions between, for example, agricultural and forested land uses. The National REDD Working Group will involve representatives from 14 different government ministries and agencies. Other coordinating bodies also exist, such as the National Council on Climate Change. The interests, priorities, and jurisdiction of these various bodies overlap and conflicts are inevitable. The R-Plan needs to chart a process that will allow coordination between these bodies, and ideally designate an arbitrating authority.
<b>Recognition of the role of different stakeholders, including local communities, in forest management</b>
The R-Plan promises that local communities must and will be involved in REDD activities. However, the ability of forest dwellers and indigenous peoples to play an active role in REDD activities (based on the new REDD regulation), is dependent upon their ability to secure legitimate forest use rights within the national forest estate (p26). Annex 1 of the R-Plan describes several relatively new regulations that allow communities to engage in the management of protected areas and to apply for conditional use rights over production, protection and plantation forests. However, these regulations are in the early stages of implementation: their impact in practice is not clear, and there are few systems in place to monitor such impact. Without forest use rights, communities will be limited to smaller roles in REDD implementation, such as monitoring activities. It seems that strengthening and supporting the implementation of these regulations should be a central piece of the REDD strategy, but currently there is little to no emphasis on local communities within the REDD strategy summary table presented on page 27. The only real reference to communities within the REDD strategy falls under "demonstration activities" at the provincial and district level to "enhance the capacity of local community groups, including adat communities to engage in forest management through REDD activities" (p30). To date, there has been very limited public consultation on the R-Plan. Much more effort will be made to engage a full suite of stakeholders in this process, particularly as implementation proceeds.
<b>FOREST MONITORING</b>
<b>Government institutions with the capacity to monitor forests and report information</b>
The R-Plan requests significant support to develop a national and provincial level MRV system. The emphasis of the system is on monitoring and reporting and includes many capacity building activities around technology and information. Operationalizing the Ministry of Forestry's recently adopted disclosure policy regarding forest maps and information will be important if R-Plan implementation proceeds. Thinking about how to monitor social and biodiversity impacts should also be considered, given the importance of both for the permanence of emission reductions.
<b>Transparent and coordinated systems for managing information</b>
The relatively new Forest Monitoring Assessment System (FOMAS/FRIS/NCIS) has been designed to increase transparency and accountability in forest information (page 7).
<b>Independent institutions with the capacity to monitor and verify information</b>
This is not discussed in the R-Plan, but arguably is one of the important components of readiness. Independent forest monitoring is an essential tool to address transparency and accountability concerns and build confidence in the ability of countries to supply credible emission reductions. Given that independent forest monitoring is already a part of the FLEGT process, in which



<b>Indonesia FCPF R-Plan</b>
Indonesia is a partner, a clear description of this capacity and actions to strengthen it would be useful to include in the R-plan.
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
The R-Plan lists “five priority policies” in the forestry sector, including “combating illegal logging and its associated illegal trade.” The REDD strategy described in the R-Plan does not have a strong component relating to reducing illegal activities, although there are a few references to ongoing FLEG and other initiatives. The most specific activity mentioned is “voluntary adoption by private sector companies of anti timber theft measures.” Investments and capacity building requirements are necessary to improve the law enforcement system, and are being supported by many actors including donors, but these are not mentioned in the document.
<b>Institutions with the capacity and authority to enforce forest laws</b>
Little detail is provided on how institutions and processes to improve law enforcement might be supported through the REDD strategy.
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
The plan notes that communities are a source of pressure on forest land in Indonesia, and that schemes to improve livelihoods of forest-dependent people have failed in the past because they have failed to pull people <i>away</i> from livelihoods where they are dependent on forest resources (p6). It suggests that a larger scale solution to the problem is needed. The R-Plan also states that “REDD-related financial resources can make it possible to finance programs that will help to create alternative and sustainable livelihoods” (p28). The R-Plan does not yet begin to suggest what these programs might entail in any detail. One possibility that is mentioned is to “engage low income communities and small holders as outgrowers of pulpwood, timber and oil palm, thereby contributing to rural incomes.” This is the most specific suggestion. One key aspect of the REDD strategy outlined in the R-Plan will be to assess the socio-economic impacts of REDD, including on local people (p39). The quality of this analysis will be an important input into the design of livelihood improvement programs.
<b>Transparent and accountable systems for distributing revenues from forest management</b>
The R-Plan lists several “action plans” for improving forest governance (p7), including to require disclosure and divestiture by cabinet members of forest-related financial holdings to reduce conflict of interest, to eliminate the use of forestry revenue as a source of funding for political parties, to make corporate and local government eligibility to participate in REDD conditional on meeting standards and indicators of good governance, and to adopt national financial sector regulations requiring enhanced due diligence procedures. Robust systems of implementation for these action plans will be important as well as monitoring whether standards are being met and good governance practices undertaken.  The revenue distribution system for REDD is yet to be developed, and there appear to be several different existing fund models that could serve as a basis. The R-Plan also mentions three potential ways that funds could be redistributed (p36), and proposes to develop a registry to encourage transparency and accountability in payment distribution. At this stage it is not clear how local communities might be able to receive revenues or other benefits through REDD, especially as they generally possess no legal rights to the forests they inhabit and use. This question still needs to be dealt with more fully. An important activity in this regard is “defining roles and responsibilities of institutions involved including government agencies, communities and the private sector in managing carbon assets” (p38).

## Panama

## LAW AND POLICY DEVELOPMENT

**Institutions that are responsive to the need for reform**

The R-Plan describes existing policies and laws in great detail, and focuses primarily on implementation of the new National Environment Strategy as the basis for REDD rather than on policy/institutional reform. It does, however, acknowledge that certain existing policies, including the Agrarian Code, create perverse incentives for deforestation and therefore need to be amended (p10).

**Recognition and consideration of the full suite of stakeholders that are impacted by decision-making**

The R-Plan identifies a full suite of relevant stakeholders. One of the main goals of the REDD strategy is to involve the indigenous farming communities living in ecosystems of interest for conservation and provision of environmental services. Further, one of the strategic objectives of the Forest Policy aims to include civil society in land use planning and forest management.

**Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies**

According to the R-Plan, environmental management is carried out through three entities: (i) ANAM, responsible for creating and enforcing environmental policy, (ii) Various Environmental Advisory Commissions, and (iii) the Interagency Environment System. The last two include representatives from different stakeholder groups at the national and sub-national levels while ANAM is also responsible for inter-agency and public coordination. Additional stakeholder engagement processes occur through other policy instruments such as the General Indicative Land Use Plan (PIGOT) and Environmental Impact Assessments.

The R-Plan document stresses that indigenous and other forest dependent communities need to be at the heart of the REDD strategy, and the National Environmental Agency (ANAM in Spanish) has already established dialogue with farming and indigenous communities to inform them about REDD developments. However, little information is provided on how the dialogue was carried out, and if it went beyond simple information sessions.

The REDD Consultation and Outreach Plan has three components. First, a communication campaign focusing on raising awareness on REDD in Panama both internationally and at national and local levels. Second, public consultations to diagnose the state of public knowledge about REDD and to gather information about the socio-economic and needs of involved stakeholders. Third, a training component to train both government and non-government actors on REDD strategies.

It is very concerning that the plan lacks any clear sense of how stakeholders will be engaged constructively in major decision-making processes – specifically in the development and implementation of REDD strategies – and does not define any measures to ensure transparency in participation and accountability for stakeholder input. Rather, the plan focuses primarily on capacity building activities such as awareness-raising and information dissemination on REDD. The plan states that public consultations will take place to “review” the R-Plan, but it is not clear whether this would be a real opportunity for stakeholder input, or whether it is simply an opportunity to inform stakeholders of the R-Plan components (p27).

More clarity on how the consultation process will work is vital – details could include how stakeholders will know when and how they can engage, how comments will be taken into consideration, and what information will be publically reported. Such detail is needed to build more trust in the process and allow for monitoring that the process is being undertaken as described.

## LAND AND FOREST TENURE

**A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.**

The law recognizes indigenous peoples and other forest dependent communities’ rights to land. By law, the government should “respect, preserve and maintain the knowledge, innovations and practices of the indigenous and local communities which involve traditional ways of life related to the conservation and sustainable use of biological diversity, promoting their widest application, with the participation of the communities, and will promote equitable sharing with them of the resulting benefits. Any natural resource exploration, exploitation and development studies authorized on land occupied by *comarcas* or indigenous peoples should not cause harm to their cultural, social and economic integrity or spiritual values, according to the same law” (p14). However, all forest carbon is owned by the State, based on the legal premise that natural resources pertain to the public domain and are public benefit (p42). This presents a potential conflict of interests that will need to be clearly addressed, including conflict resolution bodies that are seen as independent by the potential parties – the State and indigenous peoples and forest dependant communities.

**Legal recognition of indigenous peoples rights to land**

Indigenous peoples’ rights to land are recognized under the law. The country is divided into nine provinces and five indigenous *comarcas*. The lands comprising the *comarcas* are collectively owned (p14).

<b>Mechanisms for resolving conflicts over tenure rights</b>
The R-Plan does not mention the existence of any tenure conflicts, nor identify mechanisms for resolving potential conflicts. However, external studies suggest that overlapping tenure regimes, particular with regard to subsoil rights and mining, pose a source of conflict and present a serious risk to tenure security in Panama. <sup>11</sup>
<b>Institutions and systems that uphold the rights of forest dependent people</b>
Other than the legal framework which protects the rights of forest dependent people, there is no discussion of any institutions or systems to uphold those rights, such as the judiciary or other bodies that are seen as independent by all potential parties.
<b>FOREST MANAGEMENT</b>
<b>Institutions with the capacity and authority to plan and implement forest management activities</b>
One of the objectives stated in the draft R-Plan is to build capacity in environmental management – including forest management – and environmental business as part of the readiness process to promote the REDD strategy. Yet it also states that ANAM, which is the primary agency responsible for forest management, has the “institutional permanence, territorial coverage, and a budget to carry out the duties entrusted to it” (p13). The R-Plan lists capacity building needs in good detail with regard to monitoring and enforcement activities, but is otherwise not specific.
<b>Processes for coordinating forest sector activities with larger national development strategies and land use plans</b>
The REDD strategy and related activities are being designed to align with the wider environmental policy and regulatory framework of the country, including the National Environmental Strategy and the National Forest Policy (p1,2), which include an objective to promote a “flexible and indicative land use planning [and] the adoption of forest land use planning” (p12). However, the R-Plan does not respond to the template question on how the REDD process would change current land use and other sectoral behavior, policies or governance, so that reductions in deforestation and degradation can occur (p7). ANAM will encourage the establishment of a REDD Steering Committee that will be responsible for defining and overseeing the implementation of REDD activities (p20). The R-Plan identifies a wide range of government and non-government stakeholders to be involved in the Committee, but at this point does not describe any tangible process for coordinating or promoting collaboration between these various interests. The document includes broad statements about the importance of cross-sectoral coordination.
<b>Recognition of the role of different stakeholders, including local communities, in forest management</b>
The R-Plan states that REDD implementation has to be “as communal as possible” to succeed (p7), and the REDD strategy is based on the premise that rural communities, indigenous populations and others living in the forests need to be included in forest management plans/projects in order to address deforestation (p50). Further, there is a general recognition throughout the document of the various relevant stakeholders within the different policy and regulatory frameworks under which REDD activities will be implemented. For instance, the strategic objectives of the Forest Policy aim to include civil society in land use planning and forest management (p7). The document does not, however, provide a sense of how these various stakeholders might be engaged in REDD activities in practice.
<b>FOREST MONITORING</b>
<b>Government institutions with the capacity to monitor forests and report information</b>
There is a lack of information about recent forest cover (the latest is from 2000 and a 2008 forest cover is being developed and will be updated every 3 years from here on out), effectiveness of reforestation and restoration efforts, community forest management, disturbances (fires and natural disasters), and lack of information management system to integrate and analyze the data. ANAM is the agency responsible for monitoring. One of the draft R-PLAN objectives is to develop a forest monitoring system (“system of intensive monitoring”) that will include: building staff, technical and methodological monitoring and surveillance capacity, improve inter-agency coordination, establish information and analysis systems, conduct public outreach, and others. Because of the ongoing decentralization process, monitoring and enforcement capacity will need to be built at the sub-national level including indigenous <i>comarcas</i> . Most of the funds requested for monitoring and enforcement capacity building in the REDD implementation section are dedicated to environmental disaster prevention, control, response, monitoring and evaluation, and the restoration of areas affected by these disasters. In the assessment for capacity building requirements, however, (assuming funds from the World Bank and others) about a third of the funds are budgeted for monitoring activities (satellite imagery, forest inventory, monitoring, etc). These efforts will become the basis of a new monitoring system to report and verify the implementation of REDD activities. This new system will complete and monitor carbon stocks using the latest remote sensing technology paired with field work. The R-plan does talk about the need for social monitoring systems – e.g., tracking the impacts of programs in meeting the social or other environmental goals that will be decided on as part of the REDD strategies – but notes these need work.

<sup>11</sup> Larsen, A. 2008. LLSL Country Case Study: Panama. Online at:  
[http://www.rightsandresources.org/publication\\_details.php?publicationID=943](http://www.rightsandresources.org/publication_details.php?publicationID=943)

<b>Transparent and coordinated systems for managing information</b>
Not discussed.
<b>Independent institutions with the capacity to monitor and verify information</b>
The draft R-PLAN recognizes public participation in monitoring activities (p46). It also mentions that an activity of the “post 2012 phase” of the consultation and outreach plan will be “strengthening the ability of society to monitor, audit, and evaluate the development of the REDD strategy and compliance with objectives” (p33). It is not clear, however, that an independent forest monitoring system would be allowed in Panama as a way to address questions of transparency and accountability of all government activities, including revenue distribution, as no further details are provided.
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
By law, ANAM is in charge of supervision, control and inspection of forestry activities, and it has the authority to confiscate forest products and to impose sanctions in cases of illegal activity. Proposed activities under R-Plan include developing mechanisms and criteria for inter-institutional collaboration (customs, police authorities) and integrated programs to address illegal activities (p47). However, illegal logging or other forest crime is NOT listed as a major cause of deforestation in the Quick Assessment Paper (p16).
<b>Institutions with the capacity and authority to enforce forest laws</b>
Some on-the-ground monitoring and enforcement activities occur (inspection of forest permits, etc), but according to the R-Plan, they are not standardized, and in many cases, monitoring and enforcement activities occur only in direct response to complaints. Further, there is currently no information available on the extent of compliance (p44). Therefore, monitoring tools, procedures and protocols, methodologies and strategies will need to be developed as a part of the REDD strategy. These include capacity building activities relevant to law enforcement focusing on staff training (e.g. park rangers), establishing protocols to define competence and authority between the different agencies involved, inter-institutional coordination, enforcing forest protection in protected areas and forest production areas, and the establishing analysis and information systems to determine the degree of law compliance (p47).
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
According to the R-Plan, the main aspect of REDD will be to provide opportunities for community investments and environmental business that enable local communities to coexist with the forest ecosystem (p1, 2). One of the principal activities proposed by the draft R-Plan is to promote “environmental business” (small/medium-size community enterprises) to increase the technical capacity of and generate revenues for local communities.
<b>Transparent and accountable systems for distributing revenues from forest management</b>
An objective of the draft R-Plan is to “design a financing mechanism to promote fair, equitable and transparent distribution of revenues generated by the provision of environmental services, with direct benefits for communities” (p7). The R-Plan states that forest carbon is owned by the State, even on indigenous lands. Therefore, receipts received from the sale of emissions in the REDD market will belong to the State. The R-Plan proposes a REDD fund, to be managed by ANAM, for administering these funds (p42). One major line of financing will include activities relating to the production of environmental goods and services. The other will relate to supporting environmental management of indigenous comarcas (p43). No further details are given regarding mechanisms to promote transparency or accountability in the distribution of REDD revenues, or how particular stakeholder groups will be targeted in practice.  The R-Plan describes that several other forest-related funds already exist and will serve as a basis for the REDD fund, including funds that provide direct support to 250 grassroots organizations to develop social capital and business opportunities in conservation, restoration and forest management projects. A review of the success of these funds and their governance would help all stakeholders understand where these have been successful or where improvements are needed to ensure their transparency, accountability and ability to deliver the promised outcomes.

## Country Tables: UN-REDD

Democratic Republic of Congo UN-REDD JPD
LAW AND POLICY DEVELOPMENT
<b>Institutions that are responsive to the need for reform</b>
<p>The JPD document stresses the importance of improving institutions through capacity building and cites risks associated with the violence, instability and traditionally weak governance in the DRC. It references recent changes in forestry laws such as the 2002 Forest Code, which aims to modernize the forestry sector in the DRC by establishing three categories of forest: gazetted forest for conservation, production forest for large, long-term concessions and protection forest with flexible use options that will develop “multipurpose roles and functions of the forests with active participation of the local population” (p6). DRC is currently in the process of transitioning to using this code and the steps taken include having concession holders re-apply for new permits. The JPD reports that additional steps taken to reform the forestry sector include the Programme National Forêts et Conservation de la Nature (PNFoCo), which is developing a 10 year plan for the forestry sector with an emphasis on sustainable forest management (p7). Despite these changes, the overview also notes that the national government is considering re-opening up 9 million ha of forest to logging concessions. It is unclear from the JPD the extent to which the attempted reforms have been successful or implemented in a fashion that demonstrates the government’s commitment to building capacity around forest policy and management.</p> <p>The JPD also notes that Transparency International ranks DRC 171 out of 180 countries on the Transparency International Corruption perception index (p13). It is therefore crucial that the design of the National REDD strategy includes counter-corruption safeguards.</p>
<b>Recognition and consideration of the full suite of stakeholders that are impacted by decision-making</b>
<p>The JPD states that the REDD strategy will be prepared through a participatory and multi-stakeholder process, which includes setting up a national REDD committee that will be comprised of equal parts governmental and non-governmental members, an inter-ministerial committee and a technical advisory committee (p15). Some funding is to be provided for CSO participation, such as in the National REDD Committee meetings and the international negotiating events (2 CSO members will be financed to be part of the DRC’s delegation). In addition, the stated goals for the overall REDD process include the following: “participation is to be an inherent principle of the REDD process (p11); and the National REDD Committee shall include a qualitative and fair civil society representation”. The document notes that civil society (including forest dependent indigenous peoples) deserve to participate in training discussion, validation and decision-making events around REDD (p11). Despite this formal acknowledgement, the document does not detail plans or provisions for how these forest dependent groups, some of which inhabit extremely remote areas of the country or are already marginalized, will be included in programs in practice.</p>
<b>Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies</b>
<p>Two of the key strategies outlined by the JPD to assure broad stakeholder participation are through a) stakeholder membership in coordination mechanisms for developing REDD and b) a phased, participatory design of a national REDD strategy. The major challenges cited for stakeholder engagement are access and divergent interests of the multiple parties involved. The need for a broad range of stakeholder engagement is expressed, and stakeholders cited include: forest village communities; migrant or displaced populations; charcoal trade actors; the private sector in both timber and agriculture and NGOs (although it is not stated whether local and/or international NGOs are intended) (p8). The document also states that these groups historically have not collaborated well over management and rights to forest resources issues. It suggests that various actors have engaged constructively in early stages of the REDD discussion and voices optimism about sustaining this collaboration. No further details about the processes for participation, the transparent recording and reporting of meeting discussions and outcomes, and how feedback will be taken into consideration, are included.</p>
LAND AND FOREST TENURE
<b>A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.</b>
<p>The national government owns virtually all forest and agricultural land with extensive rights ceded via a combination of traditional usage rights, leases and concessions (p13). The JPD states that a major challenge for REDD in the DRC is “ensuring that the rights of indigenous groups and local communities are recognized from the outset and such stakeholders are involved in all stages of project identification, design and revenue sharing (p13).” According to the JPD document, the project is off to a good start through substantive participation of indigenous group representatives in the scoping and proposal development process. A study on forest land tenure will also be completed as part of the process of assessing technical dimensions of REDD.</p>
<b>Legal recognition of indigenous peoples rights to land</b>
<p>The national government owns virtually all forest and agricultural land with extensive rights ceded via a combination of traditional usage rights and more modern leases and concessions. The legal framework of these rights is not mentioned in the JPD.</p>
<b>Mechanisms for resolving conflicts over tenure rights</b>

### Democratic Republic of Congo UN-REDD JPD

The JPD mentions that land rights are often disputed due to a lack of clarity, transparency and documented titles; however, it does not specifically mention a legal mechanism for resolving conflicts arising over resource rights, nor does it include how institutional governance could be enhanced to better address these issues. Establishing a mechanism for upholding tenure rights and resolving conflict is a key aspect of governance that should be addressed in order to successfully implement REDD in the DRC.

#### Institutions and systems that uphold the rights of forest dependent people

According to the JPD, the process of developing the UN-REDD strategy for DRC has paid careful attention to the concerns of forest dependent peoples and that through consultation with some of the organizations working with/for forest peoples, the following recommendations emerged (and were subsequently incorporated into the JPD) : the need to conduct intense outreach and training on REDD amongst non-governmental stakeholders and at the decentralized level; ensuring the participatory quality of REDD oversight and decision-making mechanisms; careful consideration of land tenure issues, deforestation causes, a fair distribution of eventual REDD benefits, and other existing laws and policies that may work counter to upholding the rights of forest dependent people; and the option of national NGOs to implement REDD preparedness activities (p12).

### FOREST MANAGEMENT

#### Institutions with the capacity and authority to plan and implement forest management activities

Ministère de l'Environnement, Conservation de la Nature et Tourisme (MECNT) is the main government agency responsible for managing/monitoring forests. In DRC the forest and land management sectors suffer from severe lack of capacity. The document stresses the need for capacity building but acknowledges that this will not happen over the first year of the project, but rather that they could at least hope to set the stage for future longer term capacity building endeavors.

#### Processes for coordinating forest sector activities with larger national development strategies and land use plans

According to the JPD, traditionally there is little inter-ministerial coordination on management of natural resources in the DRC (p6); however, coordination between UN REDD and the WB program will take place for implementation of REDD projects. Additionally, emphasis on capacity building is supposed to be cross-cutting across sectors and help improve development of land use planning – especially through increased local participation in the development of sustainable forest management or community forestry initiatives – both of which are goals of some of the more recent forest laws such as the Forest Code and PNFoCo.

#### Recognition of the role of different stakeholders, including local communities, in forest management

Throughout the JPD the importance of engagement of different stakeholders, capacity building and inclusion of local communities is stated. The scope of the readiness project is divided into three major components, with capacity building as the 2<sup>nd</sup> major component. This section emphasizes the need to broaden general awareness about REDD through communication materials, workshops and training sessions. The goal for the first year at least seems to be more about disseminating information about REDD, although brief mention is also made of developing technical capacity and training representatives of both government and civil society.

### FOREST MONITORING

#### Government institutions with the capacity to monitor forests and report information

Ministère de l'Environnement, Conservation de la Nature et Tourisme (MECNT) is the main government agency responsible for managing/monitoring forests. Little inter-ministerial consultation or coordination on management of natural resources. The JPD also mentions that overall capacity to measure and/or monitor forests is weak and that continued political instability and violence (particularly in North and South Kivu) creates security and logistical concerns in those regions (p13). There are some externally funded projects with organizations such as WWF and USAID that are undertaking efforts to measure and map carbon stocks in DRC, but overall data on monitoring and on forest carbon are not well developed. Developing protocols and sampling design for a national forest inventory is listed in the JPD as one proposed strategy for improving forest monitoring (p17).

#### Transparent and coordinated systems for managing information

The JPD does not discuss coordination of data management.

#### Independent institutions with the capacity to monitor and verify information

The WB program to support the Forest and Environment Sector Project, a GEF PA grant and a Multi-donor trust fund will focus on capacity building with CSOs to improve monitoring efforts, improving forest governance, increasing participatory land-use planning processes, implementing community forestry and moving towards participatory development of sustainable management plans.

Component 2 of the project outlined in the JPD contains funds aimed at capacity building around REDD – primarily focusing on (1) awareness of REDD and (2) improving technical capacity to effectively implement a would-be REDD initiative. A capacity building plan will be developed and implemented to this effect. It is not clear if these capacity building efforts will also include plans for independent monitoring. The JPD does not discuss verification by third parties.

### FOREST LAW ENFORCEMENT



<b>Democratic Republic of Congo UN-REDD JPD</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
<p>According to the JPD, a major barrier to successful implementation of improved forest management or a REDD scheme is not a problem of the legal framework, but one of enforcement. The Forest Code is still not completely in place and in many cases revenues are still in central hands rather than local communities (p7). Additionally, illegal logging accounts for a significant portion of timber extracted in the country and capacity to enforce laws or penalize illegal activities is low. A strategy for addressing these barriers to REDD is not included within the JPD plans.</p>
<b>Institutions with the capacity and authority to enforce forest laws</b>
<p>The lack of infrastructure and large size of the country results in the majority of the rural population being outside the reach of the central government when it comes to enforcement of forest laws. World Bank support is being provided to the PNFoCo such that DRC institutions and civil society organizations can better implement, enforce and monitor new forest policies (such as the Forest Code). A Forest and Environment Sector Project through the World Bank and a GEF grant for national parks are both a part of this effort and will support both improved forest management and strengthened enforcement capacity. While enforcement is mentioned throughout the text of the JPD, a comprehensive plan for improving enforcement is not identified.</p>
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
<p>The JPD document acknowledges the importance of poverty alleviation and proposes that entering a REDD regime would improve forest livelihoods and achieve forest conservation at the same time. It also states (p8) that some of the most important stakeholders in this process are the people whose activities lead to some of the deforestation and degradation in the forest (i.e. those who rely heavily on the forest as a source of income or livelihood), therefore it seeks to include these actors in the REDD process. The plan also proposes a study/assessment on revenue distribution from natural resources that should be carried out as a step towards further understanding the relationship between forest services and local livelihoods.</p>
<b>Transparent and accountable systems for distributing revenues from forest management</b>
<p>The 2002 Forest Code (which calls for a 40% distribution of the forest concession area tax to local entities) is not yet fully implemented and few local communities have seen any real distribution of forest revenue from the central government (p7). Additionally, the PNFoCo plan is currently in the finalization phase and will lay out development of the forest sector over a 10-year horizon, focusing on such issues as sustainable forest management, rural forestry initiatives, and efficient distribution of forest revenue to local entities. The document acknowledges the risk of resource dispossession and inadequate benefit sharing to local communities and states that this should be addressed via a participatory design process that is more than just consultation. However, a strategy for putting a participatory process in place is not detailed in the JPD.</p>

Indonesia UN-REDD JPD
LAW AND POLICY DEVELOPMENT
Institutions that are responsive to the need for reform
<p>Under President Suharto's New Order regime (1967-1998), the government of Indonesia maintained control over the country's forests (p7); post-New Order reforms revised the forestry laws such that the Ministry of Forestry still had control of many forest resources, but district powers were expanded under decentralization policies and the potential for other arrangements such as forest co-management was established. The Ministry of Forestry retains control over most forests, which are divided into production forest, protection forest (forest set aside because it provides critical ecosystem values such as soil and water conservation) and conservation forest (which consists of national parks, game reserves, recreational areas, etc). The JPD states that community forest management, customary access rights and collaborative management are all important changes brought about by new forestry laws (p7), but there is no discussion of the extent to which these measures have been implemented or the capacity of communities to establish such agreements. Decentralization policies in Indonesia have also resulted in confusion over who is responsible for forest management in certain areas.</p> <p>With respect to REDD, the national government is seeking to harmonize efforts by creating a national approach with sub-national implementation. Their goal is to establish a national system for monitoring, assessment, reporting and verification (MARV) that sub-national projects could then follow when implementing REDD projects. Substantial interest in REDD has been generated within the national and provincial governments, as well as in the private and NGOs sectors. A list of work being done on REDD in Indonesia by various national governments and aid organizations is outlined on p13-14 of the JPD, and the executive summary on p5 indicates that nearly 20 pilot projects are already in various stages of development (accounting for nearly 3 million ha of forest that are proposed for REDD development).</p>
Recognition and consideration of the full suite of stakeholders that are impacted by decision-making
<p>Based on a gap analysis undertaken to identify problems that might hinder Indonesia's ability to become REDD ready by 2012, the JPD identifies strengthening multi-stakeholder consultation as a key mechanism for developing support for REDD (p15). The JPD identifies the following list of groups that need to be included in the REDD discussion: a representative from the palm oil, pulp and paper and plywood industry; local government agencies responsible for spatial planning, forestry and agricultural agencies, a representative from indigenous communities (it is noted in the text that thus far some of these groups have been the most resistant to REDD-p20), Ministry of Forestry representatives and representatives from universities and research institutions. The strategy for engaging stakeholders is designed to operate at the national level but to include stakeholders at the provincial level as well (several provinces are planning to start REDD working groups). Planned activities include national and sub-national level consultations, an analysis of key REDD issues identified by stakeholders, and increased collaboration with existing projects to promote collaboration.</p>
Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies
<p>Output 1.3 of the JPD (p21) consists of a Communications Plan for increasing awareness of REDD amongst various stakeholders. This plan includes conducting a baseline assessment of REDD awareness in Indonesia, designing a social marketing campaign to target both high level government officials and local resource users in pilot districts, developing and distributing REDD awareness materials, and conducting training on REDD, with emphasis on enhancing capacity of local actors. These strategies are clearly outlined, but focus more on education of potential stakeholders than on creating an inclusive process for stakeholders to participate in development of REDD projects. The JPD also states multiple times that local and village level support for REDD is low and that some local groups have significant misconceptions about REDD; thus, the emphasis on education and outreach is aimed at addressing these concerns. This approach focuses less on engaging local groups as stakeholders in the decision-making process and more on selling the concept of REDD as something that will benefit forest communities.</p>
LAND AND FOREST TENURE
A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.
<p>The forest estate is managed by the Ministry of Forestry, and the responsibility of allocating land that falls outside of state owned forests falls to the district government (p8). The Land Administrative Authority manages tenure arrangements, and allocation of land for different land uses is carried out under the relatively new spatial planning law (passed in 2007). Overall the process of assigning land rights or even land use is still somewhat obscure. The JPD does note that thus far, voluntary REDD projects and attempts to develop REDD strategies in Indonesia have not adequately addressed tenure issues and that REDD should work to ensure forest rights (p16). The document does not provide any plans for how this will be achieved through any of the current REDD strategies in the country.</p>
Legal recognition of indigenous peoples rights to land
<p>The situation regarding indigenous land rights is not discussed in the JPD.</p>
Mechanisms for resolving conflicts over tenure rights

## Indonesia UN-REDD JPD

The JPD details potential conflicts over land allocation and planning that could present problems for REDD. These include the 1999 law dictating that districts or watersheds should have a minimum of 30% forest cover (p26), which could create conflicts because additional requirements for REDD would imply that districts with less than the required forest cover might not be eligible. Further conflict exists between spatial planning endeavors and forest use planning; a process to align these two planning processes by boundary setting (called PADUSERASI) exists but in some areas has stalled completely (p11). Overall the JPD outlines potential conflicts over land use and rights without further discussion of existing methods of resolving conflicts or of substantial plans to address them.

### Institutions and systems that uphold the rights of forest dependent people

The JPD does not contain a clear discussion of groups or legal frameworks that uphold the rights of forest-dwellers. It acknowledges the need for rights based approaches and inclusion of local and indigenous groups, but a clear role for institutional support for these groups is not defined.

## FOREST MANAGEMENT

### Institutions with the capacity and authority to plan and implement forest management activities

The Ministry of Forestry has oversight of the majority of forest management activities in Indonesia, but the Ministry's capacity to carry out its management activities is only briefly discussed. Building capacity for better forest management in general is mentioned, but explicit strategies for improving forest management are not well documented as part of the REDD strategy.

### Processes for coordinating forest sector activities with larger national development strategies and land use plans

As mentioned in the section on conflicts over tenure, spatial planning and forest use have already come into conflict in several provinces in Indonesia and attempts to resolve these conflicts have not made significant progress. However, the JPD mentions other efforts to coordinate REDD activities within national development strategies. The National Planning Development Agency (BAPPENAS) is in charge of overall development coordination in Indonesia and is currently working towards the coordination of both a national multi donor trust for climate change and a national REDD fund. Output 3.1 (p26) plans to mainstream REDD into spatial and forest use planning at the district level, although the mechanisms for achieving this (and resolving the existing planning disputes) are not outlined.

Other attempts to harmonize national policy with REDD are in beginning phases; for example, the Ministry of Home Affairs is responsible for overseeing the decentralization process and provides guidance regarding spatial planning, but thus far there has been little engagement between the Ministry and the country's efforts to develop REDD strategies (p9). Collaboration between these two groups is identified as important, but further plans to integrate decentralization and planning efforts with REDD administration and implementation are not discussed.

### Recognition of the role of different stakeholders, including local communities, in forest management

While the Ministry of Forestry has control over significant amounts of the country's forest, newer forestry laws allow for increased community participation in forest management (p8). However, the extent to which local management of forests has become a reality is unclear in the JPD, and there are no strategies to address increases local management activities despite a great deal of language on generating local support for REDD through education and awareness efforts.

## FOREST MONITORING

### Government institutions with the capacity to monitor forests and report information

While the current state of forest monitoring capacity in Indonesia is not thoroughly discussed, output 2.1 of the JPD (p5) highlights the development of improved monitoring, assessment, reporting and verification systems as a key strategy for REDD in Indonesia. Indonesia's National Carbon Accounting System (NCAS) and Forest Resource Inventory System (FRIS) will form the basis for monitoring, assessment and reporting on REDD and GHG emissions (p8). The strategy for improving this system includes a review of existing methodologies for MARV, implementation of a forest carbon inventory in pilot provinces, a workshop identifying socioeconomic aspects of MARV that should be addressed, and training in MARV methodologies provided by AusAID.

### Transparent and coordinated systems for managing information

The JPD suggests development of a REDD registry/clearinghouse that would include a GIS system for showing project boundaries. Building capacity to produce GIS maps and carbon stock inventories is also mentioned as part of the strategy for improving capacity and information sharing for REDD. The JPD does not identify capacity within the country for generating coordinated systems of data management and sharing. Given the number of potential REDD projects and different REDD initiatives currently operating in Indonesia (the JPD outlines them on pages 12-13), it is crucial that substantial effort be put into streamlining information gathering and sharing of data relating to REDD projects.

### Independent institutions with the capacity to monitor and verify information

While there is significant discussion of developing methods of monitoring and verification at sub-national levels that will subsequently fit into national reporting requirements, there is no mention in the JPD of how independent institutions would play a role

<b>Indonesia UN-REDD JPD</b>
in monitoring or verification.
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
<p>Illegal logging in particular is cited as a huge problem that was exacerbated by decentralization policies in the late 1990s and early 2000s (p16). Interpretations of the new laws caused problems between district governments and the Ministry of Forestry over who controlled forest resources and had authority to grant concessions, which contributed to widespread corruption and exploitation of Indonesia's forests. The JPD highlights a list of reasons why illegal activities have been rampant in Indonesia and states that the recent administration has attempted more active policies to combat illegal logging (p16). The JPD does not enumerate what these steps are beyond stating that they have led to more frequent and effective action. The discussion of the systemic corruption and poor enforcement practices that contributed to significant illegal logging activities suggests that efforts to curb illegal activities in Indonesia's forests will be important to REDD and should therefore be increased (the JPD does not discuss any legal or policy options for achieving this goal).</p>
<b>Institutions with the capacity and authority to enforce forest laws</b>
<p>The JPD's analysis of the problems that led to illegal logging activities and corruption lists a suite of factors that contributed to weak capacity in the forestry sector. Enforcement of forest laws in general has been lacking, and the conflicts between the Ministry of Forestry and district heads over forest resources have weakened forest law enforcement further by creating a confusing situation that was exploited by rent-seeking and corrupt behavior (p16). The JPD states that the law enforcement operations that do exist are not a deterrent to logging and in some cases have actually helped illegal logging activities continue (p16). The strategy outlined in the JPD does not include a strategy for clarifying confusion over management of resources, bolstering law enforcement in forested areas or efforts for stopping illegal logging.</p>
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
<p>The JPD discusses other payments for ecosystem services schemes that have been implemented in Indonesia to show that these types of mechanisms can be used to secure alternative livelihoods while protecting natural resources (p17). According to the JPD (p17), these schemes (specifically the community based forestry schemes called Hutan Kemasyarakatan) have been relatively successful in reducing deforestation provided that communities involved already have secure access to tenure, an important provision that may not be the case throughout the country.</p>
<b>Transparent and accountable systems for distributing revenues from forest management</b>
<p>Output 2.4 of the JPD is to develop a fair and equitable payment mechanism at the provincial level (p24). The plan in the JPD builds upon existing payment schemes such as the National Community Empowerment Program (which generates employment opportunities for unskilled workers) and pilot PES schemes by reviewing available information on structure and benefits of these current systems. The JPD strategy will use this information to modify existing frameworks to be suitable for REDD, engage stakeholder input on proposed changes and will train staff of local institutions on the payment system that is developed. The JPD acknowledges that currently the role of the district government in payment distribution is not clear but plans to pilot at least one payment system by the end of 2010.</p>

<b>Papua New Guinea UN-REDD JPD</b>
<b>LAW AND POLICY DEVELOPMENT</b>
<b>Institutions that are responsive to the need for reform</b>
Over the last 20 years, forest laws in PNG have moved towards increased government control of the forestry sector with the aim of increasing the overall efficiency and sustainability of forest management. In the early 1990s, a series of government reforms were implemented, including tighter controls on acquisition of forest property and registration of forestry industry participants. In 1995 the government attempted to decentralize substantial fiscal responsibility to the sub-national level (p6). Despite significant efforts at capacity building, management of resources at the sub-national level remains poor in many areas. The JPD contains no further discussion on what future activities might be needed to resolve the sub-national governance issues or implement effective REDD strategies considering the current weak governance capacity at the local level.
<b>Recognition and consideration of the full suite of stakeholders that are impacted by decision-making</b>
JPD states on p19 that they will apply the UN-REDD Programme Operational Guidance: engagement of Indigenous Peoples and other forest dependent communities (p19). The REDD program will use a Multi-Stakeholder Engagement Advisor to help identify stakeholder groups along the REDD supply chain, assist the National Climate Change Advisory Board to develop a multi-stakeholder process for REDD, identify community engagement opportunities such as mapping, and organize stakeholder workshops. No mention is made of the specific groups to be engaged or how the process might go about having representation from these different stakeholder groups within the REDD decision-making or implementation process.
<b>Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies</b>
The shift to government control of forests has brought about several changes, including increased collusion between industry, policies and government officials. The document states (p18) that the result of these changes is that transparency and accountability in the forestry sector have declined. Beyond those general statements there is no discussion of stakeholder involvement in development of forest policy.
<b>LAND AND FOREST TENURE</b>
<b>A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.</b>
Land ownership is held by clans and not individuals. The document does not address how this particular type of land ownership could affect REDD in terms of stakeholders or equitable payment distribution; however it does note that this ownership model has resulted in conflicts and disputes over “true ownership” in certain situations and an inability to use land for collateral for business loans. Further discussion of the structure of tenure in PNG or how it might be clarified are absent from the JPD.
<b>Legal recognition of indigenous peoples rights to land</b>
Document states (p5) that legitimate land ownership and the right to exploit most natural resources are vested with the people and protected by the constitution. Ownership is governed by traditional law and only 3% of land is privately owned (generally under a 99 year state lease) or is government land. Freehold titles can only be held by PNG citizens.
<b>Mechanisms for resolving conflicts over tenure rights</b>
It is mentioned in the text (p5) that it can be difficult to determine the “true” owners when disputes arise, yet proposals to register land have met with frequent public opposition. It is not clear if other approaches have been considered, and the JPD does not include any efforts to introduce new mechanisms for resolving conflicts or clarifying tenure rights.
<b>Institutions and systems that uphold the rights of forest dependent people</b>
Land ownership and the right to exploit resources are rights protected by the constitution. Not much other mention of institutions or systems that uphold rights of forest dwellers. The JPD emphasizes (p7) that decentralization and weak local institutions are resulting in failure to provide poor or forest dependent communities with adequate services.
<b>FOREST MANAGEMENT</b>
<b>Institutions with the capacity and authority to plan and implement forest management activities</b>
On page 15, the JPD mentions that institutions in PNG are weak, particularly outside of the capital. Local government authority and capacity for service delivery are both poor. The JPD states that they need to be strengthened, but mentions that the National Forest Authority has 200 staff to manage 11 million ha of forests, therefore the capacity issues are a significant barrier to REDD. The document’s strategy does not outline plans for increasing the number of forest management staff or improving forest management, but does plan to perform an institutional capacity needs assessment (p21).
<b>Processes for coordinating forest sector activities with larger national development strategies and land use plans</b>
The UN-REDD strategy plans to coordinate with several other projects ongoing in PNG, including the PNG-Australia Forest Carbon Partnership (both countries plan to engage in policy dialogue, work to increase capacity in PNG and cooperate on potential international carbon markets). PNG is also participating in developing (with a GEF grant) a Forestry and Protected Area Management

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<p>Project. These projects are related to REDD but it is not clear how all of the different projects (found on p11) will be implemented in a cohesive and cooperative way. Also mentioned on p15 is the fact that the government of PNG has more recently granted some large forest concessions that may reduce accessible timber resources, therefore reducing potential area for REDD projects. Despite mentions of the need for cooperation and integration among projects, a process for achieving this aim and which entities need to be brought together to coordinate remains unclear.</p>
<b>Recognition of the role of different stakeholders, including local communities, in forest management</b>
<p>The importance of stakeholders is broadly referenced and some comments are made about civil society organizations, indigenous groups and community engagement, but the document doesn't go into detail about the role of these groups or how they might be engaged, or even what the relationships are between some of these groups in PNG.</p> <p>There is concern expressed on p13 about insufficient dialogue on REDD with landowners and forest-dependent groups. Given that one of three public discussions about PNG's REDD framework took place in Australia, this concern may be well founded. Ironically some private sector developers and carbon traders that have already begun scoping out REDD projects, have entered into discussions with landowner groups directly. Because of this the Office of Climate Change and Environmental Sustainability has stated that interested parties (including traders, NGOs, and facilitators) must register with their office, although this process is not yet clarified and the role and rights of stakeholders also not clarified as a result..</p>
<b>FOREST MONITORING</b>
<b>Government institutions with the capacity to monitor forests and report information</b>
<p>While some national spatial datasets on PNG's forests do exist, p7 describes the extent of these datasets and mentions that the institutional capacity to prepare and manage datasets is relatively poor. Additionally, maps frequently exist at different scales and have different source data that make it difficult to reconcile various datasets. The Australian government is giving PNG several million to build technical and analytical capacity in country, but additional strategies for building monitoring capacity are not well developed in the JPD.</p>
<b>Transparent and coordinated systems for managing information</b>
<p>Data coordination is problematic for the technical reasons noted above, but no mention of data transparency or efforts to improve coordination of data management is made in the JPD.</p>
<b>Independent institutions with the capacity to monitor and verify information</b>
<p>The JPD does not cover independent monitoring, although mention is made of some independent organization external to PNG that have data on PNG forests, such as the University of Melbourne (p7). It is unclear whether there are other organizations playing a monitoring or verification role at this time. As mentioned above, the Australian government is donating some money for technical support but it appears to just be for building scientific capacity in PNG and not necessarily for Australia to take on any sort of verification role.</p>
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
<p>No mention is made of enforcement in the document. Although illegal logging is cited as an issue to be taken into account when thinking about implementing REDD, no details about what might be needed to address illegal activity or improvement forest law enforcement are included in the JPD.</p>
<b>Institutions with the capacity and authority to enforce forest laws</b>
<p>As stated above about institutional capacity, decentralization of powers to the local authorities has resulted in weak governance at the local level. While most of the discussion of institutions focuses on service delivery and does not explicitly mention forest laws, weak transfer of powers to local governments might also impact their ability to enforce forest laws or implement REDD.</p>
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
<p>The JPD mentions (p5) that 80% of the population is dependent on the local environment for livelihoods, but does not contain a deeper analysis of the relationship between forests and livelihoods and the role that REDD could play in creative alternate livelihoods and improving forest management in PNG.</p>
<b>Transparent and accountable systems for distributing revenues from forest management</b>



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Transparent and equitable benefit sharing is emphasized in the text in several places (p15 for example), but the JPD states that a mechanism for benefit distribution will remain unclear until more is known about an international strategy for REDD payments. The document does mention (p18) plans to review past resource allocation mechanisms, analyze fiscal decentralization policies (both theory and practice), and identify elements required for designing a transparent compensation system. Efforts will also be made to evaluate different compensation options that may be available for revenue sharing.

**Tanzania UN-REDD JPD****LAW AND POLICY DEVELOPMENT****Institutions that are responsive to the need for reform**

In the last decade, Tanzania has put in place a series of new laws and reforms for the forestry sector. The major laws were the Forestry Policy of 1998, which was operationalized through Forest Act 14 in 2002, and the National Forest Programme of 2001. The new forest policies included efforts to strengthen efforts to do community based conservation and support participatory approaches to forest management. Tanzania has also attempted broad reforms that strengthened the country's legal framework and promoted decentralization of powers to the district authorities. The result of these reforms is a nested system in which the central government has control of the system of protected areas that includes National Parks, Forest Nature Reserves, and Game Reserves, and district governments have control of Local Authority Forest Reserves. Village Forest Reserves are also becoming more common, with an estimated 3.6 million hectares of land currently managed at the village level. The Forestry Policy of 1998 and the Forest Act of 2002 also institutionalized the implementation of Participatory Forest Management (PFM), which in Tanzania consists of Joint Forest Management, which allows communities to sign joint management agreements with government or other forest owners; and Community-Based Forest Management, which allows communities to declare and gazette village, group or private forest reserves. A major goal of these participatory approaches is promotion of sustainable forest management and improved livelihoods for forest dependent groups. The JPD emphasizes the use of PFM in Tanzania could provide a useful foundation for implementing REDD because some capacity for local level forest management already exists.

**Recognition and consideration of the full suite of stakeholders that are impacted by decision-making**

The JPD details the stakeholder consultation process used to develop the Tanzania UN REDD program (p25). They identified stakeholders (although little mention is made of who these are) and met in September 2008 and again in November 2008, where they developed the National REDD Production Chain for Tanzania, which outlines the key elements that need to be in place at a local, national and international level for a transparent REDD process. Another meeting was held in January 2009 that included Norwegian delegates, the World Bank, UN leadership and NGOs. Civil society organizations including the Tanzania Forest Conservation Group, an independent NGO with a network of over 150 CSOs. Conversations were also held with representatives of the Tanzania Natural Resources Forum and representatives of the Indigenous peoples of Tanzania.

From the JPD it is unclear if the meetings held with the CSOs and indigenous groups were held separately or were incorporated into the process for developing the REDD program strategy. The JPD does state that 4 CSOs were invited to attend a February 2009 meeting where the proposal was presented and discussed.

**Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies**

Beyond the process of consultation with stakeholders and inclusion of indigenous groups outlined above, future plans for engaging stakeholders include development of a stakeholder participation plan that defines how stakeholders will participate in the REDD process, including building on existing participatory forest management policies (p26).

**LAND AND FOREST TENURE****A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.**

The national forest policy instituted in 1998 states (p15) that "clearly defined forest land and tree tenure rights will be instituted for local communities" in Tanzania. Beyond broad statements about strengthening land tenure and rights, there is little specific information on the land tenure system in Tanzania and whether it provides clear rights over land. The JPD does mention the importance of designing REDD such that communities with usufruct or communal rights are not marginalized, but a clear mechanism for improving tenure or deciding how communal use rights will fit into a REDD strategy are not outlined.

**Legal recognition of indigenous peoples rights to land**

The JPD states (p7) that implementing rights-based approaches will ensure the rights of indigenous groups, but there is little discussion of Tanzania's legal framework for recognizing or upholding these rights. Most of the discussion centers around the frameworks for participatory forest management, but it is not clear if stakeholder groups not participating in forest management also have a clear legal basis for defining land tenure or use rights.

**Mechanisms for resolving conflicts over tenure rights**

Through the forestry acts that operationalize participatory forest management, there are legal frameworks in place that

**Tanzania UN-REDD JPD**

provide a “clear legal basis for communities, groups or individuals to own, manage or co-manage forests (p19).” While there is no discussion of how disputes over tenure rights could actually be resolved, there is at least some legal basis for local ownership of forest. At the same time, one potential barrier to REDD in Tanzania cited by the document (p38) is that the current system of both national and district/local level forest management could result in conflicts over who manages the forest once payments for REDD projects are instituted. However, no process is outlined for how such conflicts would be resolved. The JPD states multiple times that the legal frameworks supporting the system of forestry laws are strong, yet there is no mention of who has ultimate jurisdiction or if there are safeguards to ensure that local management cannot be taken over by regional or national interests.

**Institutions and systems that uphold the rights of forest dependent people**

The consultation process involved several groups that are active in Tanzania in upholding the rights of forest dependent and indigenous groups (p26). While the presence of these NGOs and CSOs is noted, it is not clear the extent to which other institutions such as the government of Tanzania are focused on upholding rights. There is no analysis of the current status of rights.

**FOREST MANAGEMENT****Institutions with the capacity and authority to plan and implement forest management activities**

Forest management occurs at national, district and village levels in Tanzania. At the national level management activities fall under the Forestry and Bee-keeping Division of the Ministry of Natural Resources and Tourism (p17). According to the JPD, the institution of PFM in the early 2000s provides a basis for forest management that can be built upon for implementing REDD strategies. The JPD discusses the frameworks for management of forests in Tanzania extensively by detailing the various types of forest reserves and the different management arrangements. The institutional arrangements are fairly clearly delineated, but planning and implementation activities are more obscure in terms of how they work and how much capacity exists.

**Processes for coordinating forest sector activities with larger national development strategies and land use plans**

The JPD calls for establishment of a national coordination mechanism that will bring together the various stakeholders working on REDD, land use and other forest policy in Tanzania (p26). At a local level, village level participatory forest management (PFM) is stated to have led to increased local control over land use planning, and the JPD seeks to build upon those already established practices to implement REDD. An assessment of how REDD management strategies can fit into district and village planning will be undertaken as part of the JPD strategy (p30).

**Recognition of the role of different stakeholders, including local communities, in forest management**

As noted in previous sections, the role of local communities in forest management in Tanzania has been institutionalized in forestry laws and put into practice in many parts of the country. The JPD estimates that PFM is currently operating in 50 districts (p29) in Tanzania (there are 127 districts total). The document emphasizes the use of PFM as a learning tool for designing and implementing REDD strategies, and makes provisions for improving management at local and district levels through training programs and capacity building. The FAO reports that 902 of 10,000 villages in Tanzania are currently involved in PFM, with just over 800,000 ha of forest under either Joint Forest Management or Community Based Forest Management<sup>12</sup>. This figure represents approximately 2% of Tanzania’s forest area, which totals nearly 40 million ha. The JPD focuses on PFM as a key mechanism for building on REDD strategies, but it is important that Tanzania’s REDD strategies be inclusive of the vast majority of local communities and forest areas that have not participated in PFM and therefore likely require significant capacity building efforts in order to improve forest management and implement REDD.

**FOREST MONITORING****Government institutions with the capacity to monitor forests and report information**

Monitoring of forests in Tanzania falls to the Forestry and Bee-keeping Division (FBD) at the national level—FBD is also responsible for coordination of all issues relating to REDD—but also to district and village entities depending on the different types of forest management present in an area. The FBD, in conjunction with some development partners, does have a database of forest resources in Tanzania called NAFOBEDA and has been working on a Tanzania National Forest Inventory. Despite these efforts to improve knowledge and monitoring, the technical demands of implementing a MARV system are cited as a barrier to REDD, and plans include strengthening institutional capacity at a national and district level (p38).

The JPD outlines (p36) a basic plan to create a training program on different approaches to carbon markets (e.g. Carbon Stock Approach, Stock-Flow Approach), environmental impact assessments, social safeguards and a “train the trainers scheme” for Forestry Officers that will cover oversight, enforcement, reporting, survey/monitoring work and participatory management. Efforts to provide support to FBD and to provide technical equipment are also included in the plan. In partnership with the World Bank, a technical

<sup>12</sup> Meghji, Zach. Participatory Forest Management in Tanzania. Accessed from <http://www.fao.org/DOCREP/ARTICLE/WFC/XII/0813-C1.HTM>

<b>Tanzania UN-REDD JPD</b>
group will be set up to develop cost curves for REDD in Tanzania that outline emission reduction potential against the costs of other potential land uses (p36).
<b>Transparent and coordinated systems for managing information</b>
The JPD calls for establishment of a system for REDD information sharing through FBD and NAFOBEDA (p36). The system would provide a clearinghouse of data on REDD studies, monitoring reports and conduct a study on feasibility of creating a monitoring system for detecting changes in forest cover. A system of national maps and carbon data will also be created. It is not enumerated in the document how information sharing between a clearinghouse at the national level will be shared and used at the district or village level, nor is district level capacity with regards to GIS, remote sensing or forest monitoring activities explicitly discussed. University capabilities to undertake assessments and develop technical and information related resources, including training in GIS and remote sensing for forest staff are mentioned, albeit not in much detail.
<b>Independent institutions with the capacity to monitor and verify information</b>
A brief mention that certification and third party verification are crucial components of positioning Tanzania for REDD Readiness. The JPD mentions that voluntary certification may be an initial step until more detailed requirements for REDD certification are in place. There is no other mention of verification through independent institutions or third parties, only plans to develop capacity for verification at the different levels of government forest management.
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
Illegal logging is listed as a threat to certain Tanzania Forests (in many cases Forest Reserves that are designated as protection forests are being exploited). The effectiveness of law enforcement is not specifically discussed beyond the statement that despite strong legal frameworks in place for forest protection and management, enforcement of laws and policies remains a problem and must be improved.
<b>Institutions with the capacity and authority to enforce forest laws</b>
There is no discussion of how forest laws are enforced in Tanzania, and the sole discussions of enforcement are lumped in with providing trainings for the FBD in planning, monitoring and enforcement activities.
<b>FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING</b>
<b>Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)</b>
Forests and natural resources are recognized as a significant source of livelihoods for many in Tanzania (p7). The JPD acknowledges that REDD could result in decoupling conservation from development or that asymmetric power distribution could disenfranchise some forest dwellers from receiving benefits from REDD. However, most of the document emphasizes the fact that PFM is already in place in fifty districts in Tanzania and that REDD strategies will attempt to build off of those arrangements and help local people benefit from REDD.
<b>Transparent and accountable systems for distributing revenues from forest management</b>
The document states that any benefits or payments must reach forest communities, and that payments could take several forms including direct payments, infrastructure services, direct employment, community development grants or micro credit loans (all of this will depending heavily on location, etc). They plan to use examples from the PFM system and from Payments for Ecosystem Services (PES) schemes to examine how those programs have implemented financial management systems and transfer of funds. A policy paper has been commissioned on lessons learned from those initiatives.

Vietnam UN-REDD JPD
LAW AND POLICY DEVELOPMENT
Institutions that are responsive to the need for reform
<p>In recent years the Government of Viet Nam has made substantial attempts to improve forestry practices and increase the extent of forest cover in Viet Nam. The Law on Forest Protection and Development and the Law on Biodiversity each establish a legal framework for reducing deforestation. The government has also implemented the National Forest Development Strategy and the Five Million Hectare Reforestation Program, which sets a target of achieving 43% forest cover in Vietnam by 2015 (in 2006 forest cover was approximately 37%) (p7). Traditionally in Vietnam, state forests fell under the tenure and management of the State Forestry Enterprises (SFE) or local government agencies. Since 2004, substantial efforts have been made to turn the SFEs into independent and self-financed entities and to turn used forest land over to local communities or households. A significant portion of land remains unallocated, but the Ministry of Agriculture and Rural Development (MARD) has set a goal that all areas of forest will be allocated to communities, households or individuals via Land Use Rights Certificates by 2010 (p8). Control over production, protection and special-use forests is maintained by the central government (p7).</p>
Recognition and consideration of the full suite of stakeholders that are impacted by decision-making
<p>The JPD states that ethnic minorities are considered important stakeholders in REDD because they depend on forests for their livelihoods. The JPD asserts that marginalized groups such as ethnic minorities and the rural poor are critical to the success of REDD. The process of engaging stakeholders laid out in the document includes establishment of a REDD working group that will include Vietnamese and international partners, as well as the involvement of the Committee for Ethnic Minorities that acts as the official representative for ethnic groups in Viet Nam. There are 54 officially recognized groups, and it is somewhat unclear as to how this Committee works, who is on it and whether or not it is an adequate mechanism for representing the needs of ethnic groups to the Vietnamese government (p10).</p>
Transparent and inclusive processes for engaging stakeholders in the development of forest laws and policies
<p>The land allocation process developed by the Ministry of Agriculture and Rural Development (MARD) sets up a People's Committee for each province that decides land allocation and supervises the actual legal titling (p8). Specific to REDD, developing reference emission levels will include stakeholder engagement, including ethnic minorities and the poor. The revenue-distribution system and district socio-economic and land use plans also must be stakeholder endorsed.</p> <p>According to the JPD, in the past Viet Nam has experienced difficulty trying to engage local communities for reasons that include lack of communication to local groups on new laws, unclear division of responsibilities across departments, and cultural differences. Attempts have been made to ameliorate the problem, including the aforementioned Committee for Ethnic Minorities which provides consultations and advice to the Government. In formulating REDD strategies, Viet Nam will follow the "UN-REDD Programme Operational Guidance on the Engagement of Indigenous Peoples and Forest Dependent Communities." Establishing a transparent stakeholder consultation is highlighted as a priority area identified by the government to move towards REDD Readiness, and the UNDP is currently funding development of more accountable, transparent and participatory governance systems in country.</p>
LAND AND FOREST TENURE
A land tenure system that is non-discriminatory and provides clear rights over land and its associated values.
<p>As outlined in the above section on law and policy development, the government has been allocating forestland to organizations, households, individuals to improve land tenure security with a goal that by 2010 all forest will be allocated through Land Use Rights Certificates.</p>
Legal recognition of indigenous peoples rights to land
<p>There are several mentions of ethnic minorities and government efforts to safeguard their use or tenure rights. However, the rights discussion is not in depth and it is not clear if the rights allocated to households or individuals through the Land Use Rights Certificates means that those groups also hold the rights to the carbon in those areas.</p>
Mechanisms for resolving conflicts over tenure rights
<p>Conflict resolution mechanisms are only potentially alluded to in a discussion of special articles that have been passed by the government to ensure that tenure rights of minorities are respected. However it is not clear if this gives minorities any power or legal arguments that could be used in resolving conflicts or where it would occur.</p>
Institutions and systems that uphold the rights of forest dependent people
<p>Statement that in REDD implementation, Viet Nam will follow the "UN-REDD Programme Operational Guidance on the Engagement of Indigenous Peoples and Forest Dependent Communities." The JPD contains no analysis of existing institutions or systems that might work with or counter such activities.</p>
FOREST MANAGEMENT
Institutions with the capacity and authority to plan and implement forest management activities

<b>Vietnam UN-REDD JPD</b>
The Department of Forestry has overall responsibility for forest management and the Forest Protection Department manages protection and special use forests. Outcome 1 of the plan is focused on developing capacity at the national level to generate measurable and sustainable reductions in deforestation and degradation. The working group on REDD is tasked with assigning responsibility to government departments for implementation of the specific components of the REDD action plan. Local engagement will be attempted by increasing training for local authorities and build capacity for participatory monitoring of carbon stocks.
<b>Processes for coordinating forest sector activities with larger national development strategies and land use plans</b>
According to the document, extensive analyses of current development initiatives were performed to ensure complementary activities in developing this plan. The enumerated task of the Standing Office of the Steering Committee for Climate Change (p17) is to identify long-term harmonization of activities across REDD and international forest programs. The JPD also includes the recognition that REDD needs to be mainstreamed into socio-economic and land-use planning at the local level, but it does not provide strategies for achieving this goal.
<b>Recognition of the role of different stakeholders, including local communities, in forest management</b>
As stated in the above section, ethnic minorities are listed as actors that could improve forest management activities and monitor forest activities. They are critical stakeholders for implementing successful REDD projects. Two local pilot projects are designed to demonstrate how REDD can be mainstreamed by initiatives such as training local authorities in planning and mapping processes, mapping of REDD eligible and REDD feasible forest areas, and creation of district level REDD teams to manage implementation of district socio-economic plans (p15).
<b>FOREST MONITORING</b>
<b>Government institutions with the capacity to monitor forests and report information</b>
The JPD examines the current National Forest Inventory, Monitoring and Assessment Program and some of its major problems, such as poor coordination across sectors, poor harmonization with regional and international initiatives, and inadequate capacity for mapping and data management. At the moment several external groups, including Finland and JICA, are working in Vietnam to help address these problems. The Ministry of Agriculture and Rural Development (MARD) has developed a proposal (which is not detailed in the JPD) for strengthening monitoring, assessment and reporting. The JPD proposes that a critical first step of the program is to evaluate current monitoring practices and put in place the necessary changes (p13) Within MARD, the Department of Forestry is responsible for forest management and development, including monitoring (p7). Lack of capacity in forest monitoring, evaluation and protection, especially at district and local levels, will be a challenge to implementing REDD in Viet Nam. The JPD states that there is poor integration between different sectors and institutions for mapping and monitoring of forests and their carbon stocks; there are also problems of data management and knowledge sharing that will need to be overcome.
<b>Transparent and coordinated systems for managing information</b>
Coordination of information systems is cited within the JPD as being relatively weak, although knowledge sharing is stated to be an essential part of a REDD strategy. However, a cohesive strategy for overcoming these barriers is not outlined in the JPD.
<b>Independent institutions with the capacity to monitor and verify information</b>
The JPD mentions using participatory monitoring practices and training local stakeholders in assessing carbon stocks as part of a strategy for engaging local people in REDD initiatives. The JPD also recognizes (p11) that indigenous people and forest dependent communities have intimate knowledge of forest ecosystems, therefore Viet Nam is interested in pursuing how local knowledge can be used to monitor carbon emissions from degradation (which represents a challenge to current remote sensing technology as well as technical capacity in Vietnam), and the text notes that Finland, FAO, GTZ, and USAID are currently working in Viet Nam to design a monitoring, verification and reporting system. However, it is not clear if a truly independent forest monitoring system would be allowed in Viet Nam as a way to address questions of transparency and accountability of all government activities, including revenue distribution.
<b>FOREST LAW ENFORCEMENT</b>
<b>Effective systems for deterring and penalizing illegal activities</b>
Within the Ministry of Agriculture and Rural Development (MARD), the Forest Protection Department is in charge of forest law enforcement activities (p7). Illegal forest activities are common, but according to the JPD the majority of violations are not prosecuted, largely because of incomplete legal systems, lack of capacity to enforce rules, lack of coordination between enforcement agencies, unclear tenure, and corruption. Effective law enforcement is cited as a major challenge to implementing REDD and the JPD suggests a potential structure for improvement would include putting a portion of market or fund-based payments towards strengthening forest law enforcement. Other strategies to improve enforcement of forest laws are not mentioned in the JPD.
<b>Institutions with the capacity and authority to enforce forest laws</b>
The Forest Protection Department is responsible for forest law enforcement, but capacity for monitoring or enforcement is

**Vietnam UN-REDD JPD**

not well developed. For example, the pilot program for evaluating feasibility of ecosystem services in the Lam Dong province there is little monitoring of the 11,000 households taking part in the forest protection program (p22). Viet Nam is intending to build on this experience when developing REDD strategies, but monitoring and capacity to enforce laws are essential and the experience with this other program indicates neither goal is being met.

**FOREST REVENUE DISTRIBUTION AND BENEFIT SHARING****Understanding of the relationship between forest ecosystem services and local livelihoods (and potential alternative livelihoods)**

The document clearly states that a large percentage of Vietnamese depend on forests or agriculture for livelihoods and that this has placed a high level of pressure on Vietnamese forests (p9). Rapid population growth is placing increased pressure on Vietnamese forests. Additionally, the remaining percentage of intact forest is relatively low because a large portion of the standing forests are degraded.

**Transparent and accountable systems for distributing revenues from forest management**

Output 1.4 (p19) of the JPD is "performance-based, transparent benefit sharing payment system from national to local levels." The REDD program will build capacity at the national and local levels to coordinate and manage fair and equitable transfer of international carbon payments to local stakeholders according to performance. A mechanism for building that capacity to manage payments is not stated in the JPD, although there is mention of training local stakeholders to participate in carbon stock assessments in order to know they're getting fairly compensated.

Output 2.3 (p22) is "equitable and transparent benefit sharing payment systems." The government is hoping to base benefit sharing system for REDD off of lessons learned from Forest for Livelihood Improvement in the Central Highlands, which is currently being piloted in 40 communes in 10 provinces (p10). The JPD states that the project is expected to provide guidance on benefit sharing mechanisms and a legal framework for community forest manage. However, there are no provisions for conducting a review of the program or how lesson learned will be integrated into the REDD strategy.