

## Forest Carbon Partnership Facility (FCPF) Readiness Mechanism Readiness Preparation Proposal (R-PP) External Review Template

(interim, September 10, 2009, from Program Document FMT 2009-1, Rev. 3)

### Review of R-PP of: Suriname

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In Country Expert: Max Ooft

Date of review: 15 October 2009

**DRAFT**

#### **Guidelines for Reviewers:**

- 1) FCPF REDD Country Participant R-PPs will be reviewed and assessed by the FCPF Participants Committee, the FCPF's governing body, taking TAP comments into account. External (Technical Advisory Panel or other) and Bank reviewers may provide recommendations on how a draft R-PP could be enhanced, using this template on a pilot basis until a process is approved by the PC.
- 2) One set of criteria should be used for review: specific standards each of the current 6 components of an R-PP should be met.
- 3) Your comments will be merged with other reviewer comments (without individual attribution) into a synthesis document that will be made public, in general, so bear this in mind when commenting.
- 4) Please provide thoughtful, fair assessment of the draft R-PP, in the form of actionable recommendations for the potential enhancement of the R-PP by the submitting country. A REDD Country Participant would be allowed three submissions of an R-PP to the PC for consideration.

**Objectives of a Readiness Preparation Proposal** (condensed directly from Program Document FMT 2009-1, Rev. 3)

The **purpose of the R-PP** is to build and elaborate on the previous Readiness Plan Idea Note (R-PIN) or a country's relevant comparable work, to assist a country in laying out and organizing the steps needed to achieve 'Readiness' to undertake activities to reduce emissions from deforestation and forest degradation (REDD), in the specific country context. The R-PP provides a framework for a country to set a clear roadmap, budget, and schedule to achieve REDD Readiness. The FCPF does not expect that the activities identified in the R-PP and its Terms of Reference (ToR) would actually occur at the R-PP stage, although countries may decide to begin pilot activities for which they have capacity and stakeholder support. Instead, the R-PP consists of a summary of the current policy and governance context, what study and other preparatory activities would occur under each major R-PP component, how they would be undertaken in the R-PP execution phase, and then a ToR or work plan for each component. The activities would generally be performed in the next, R-PP execution phase, not as part of the R-PP formulation process.

### Summary of findings and recommendations

#### **Overview**

Forests cover approximately 90% of Suriname's land area, of which a large tract is in intact condition. The majority of the national population is concentrated in coastal areas and to date there has been relatively little penetration of infrastructure, agricultural settlement and commercial extractive industry into the forests. Suriname is thus in a strong position to supply ecosystem services on a national and regional level,

including clean, reliable water supplies and soil conservation, and to serve a global function of maintaining significant carbon stocks in its standing forests.

This strength places Suriname in the category of High Forest cover, Low Deforestation rate countries, which gives it the option either to convert its forests to other productive land uses, or to continue to conserve its existing forests while forgoing potential extraction-based income-generating opportunities by participating in forest carbon financing mechanisms. The Government of Suriname has stated its wish to realize legitimate national aspirations and move along a development path that would harness its potentially rich mineral resources, respond to international demand for tropical timber and develop transportation links in the Amazon basin with road-building. At the same time, it has committed itself to sustainable forest management and livelihoods and wishes to create and benefit from positive incentives, through an international REDD+ framework.

The Government of Suriname has established a cross-sectoral National REDD+ committee, led by the Ministry of Physical Planning, Land and Forest Management, which has taken a leading role in the national discussion on REDD, and in developing its Readiness Preparation Proposal. Thus, a process has begun that could ultimately lead to a comprehensive national program, based on sustainable, but low-impact, use of its forest areas. However, an effective, efficient and equitable program must integrate the economic activities that drive deforestation, such as mining and timber extraction, with the land tenure and livelihood interests of the indigenous and Maroon communities who occupy and use the forests over most of the country's interior. Such a national development program will require successful identification of the main deforestation drivers - historical, current and projected - and the economic "bargains" or trade-offs that will encourage forest conservation and REDD while ensuring the well-being of all its citizens, not least those who are the inhabitants and custodians of the forests.

#### **Strengths of Suriname's R-PP**

Suriname has already contributed to significant national and international efforts to identify, harness and enhance the value of its intact forests. It hosted the Paramaribo Dialogue on forest conservation and was a major player at the 14th CoP of the UNFCCC, where REDD and REDD+ became a key component of a future climate deal. While recognizing its legitimate aspirations to develop and use its forest and mineral resources, it has affirmed its intention to consider participation in an international framework aimed at limiting carbon emissions through financial transfers.

Efforts have clearly been made to advance on the R-PIN process. National consultation exercises have been initiated, with attempts to increase the awareness and involvement of indigenous and Maroon groups, national NGOs and CBOs, the private sector and academia, although there remains much to do. The R-PP has brought this consultative process to national attention and further development is possible.

A National REDD Working Group has been established and a governance framework for REDD planning and implementation has been proposed that includes a wide range of stakeholders within government and other sectors.

The drivers of deforestation have been identified in a rapid analysis, and include the mining and forestry sectors, with agriculture and infrastructure development also identified as contributing.

Early attempts have been made to develop an understanding of the requirements for monitoring, reporting and verification. Capacity development needs have been identified, both for governance and MRV.

A framework of budgets and timetables has been developed for all the activities identified under the R-PP. These can serve as a basis for discussion and further elaboration.

#### **Issues in the R-PP**

There is heavy dependence in the R-PP on government institutions, and not yet enough on other national groupings and communities, particularly those of inhabitants and principal users of the forests. Suriname still has significant internally unresolved issues between the largely urban/ peri-urban majority of its population, living in the narrow coastal strip, and the indigenous and Maroon communities living at much lower density in the forests that are nevertheless the key target area of REDD proposals. There is concern within Suriname, as well as internationally, that such groups have up to this point been largely marginalized in the process of developing REDD plans, most of which would take place in lands they occupy and depend on. Land tenure for forest communities remains an unresolved issue. Resolution of these issues is a high priority within the country, and raise questions over compliance with international agreements on the rights

of indigenous people and World Bank guidelines. These issues should be addressed and strong consideration should be given to an improved planning process, based on more direct and central involvement of forest dwellers in further evaluation and elaboration of the R-PP.

In line with the above-noted preponderance of government institutions in the R-PP, there is considerable unease that the current NRWG is overly dominated by government departments and agencies, particularly in the forestry/ environment sector, to the relative exclusion of other sectors and stakeholders. A key sector currently missing from the NRWG is the mining industry, which is surprising, given their clear position as a main driver of deforestation. The diverse communities of forest-dwelling rights-holders are currently represented by very few individuals, as are other CBOs and NGOs.

The drivers of deforestation, particularly the underlying causes and cross-sectoral linkages, need greater identification. Improved understanding of social and economic trade-offs that would result under a development trajectory requiring reduced carbon emissions and modelling of the effects of alternative development pathways and their effects on livelihoods are key areas that are currently poorly represented in the R-PP. An intention and mechanism for mainstreaming of REDD activities through integration within the Multi-Annual Development Plan is currently lacking.

The R-PP lists many datasets in Surinam that could contribute to the establishment of a reference scenario, but there is little critical review of their respective usefulness.

There seems to be a good awareness of the constraints to set up a MRV system, with Suriname admitting it needs capacity building in many aspects. Their proposed methods are not very detailed, but this is perhaps unsurprising given the lack of experience and knowledge with regards to monitoring. However, the overall impression is the concept of 'monitoring' is not fully understood and the parts on reporting and verification are weakly presented.

Capacity building and information gap assessments have proposed extensive use of external consultants, to the relative neglect of national expertise and capacity. Budget estimates for supporting studies and activities are in some cases incomplete, for example in estimating costs of full consultation of forest communities, and do not indicate which amounts are expected to come from FCPF and from other sources.

The monitoring and evaluation framework for performance of Readiness activities is incomplete.

#### **Recommendations for development of the R-PP**

1. Integrate currently missing stakeholders - by broader representation of forest communities - into a full and ongoing discussion over policy development. Ensure that the NRWG and any associated technical and policy teams include full stakeholder and, particularly forest rights-holder representation, at the highest levels. Ensure that the NRWG and associated teams will establish best practice procedures and protocols enabling stakeholder participants to plan, review, evaluate and act on all proposed REDD program assessments and decisions.
2. Consider establishing the NRWG as an entity or unit that sits outside individual government departments to give it greater independence, transparency and legitimacy.
3. Ensure that proposed studies to establish emission baseline estimates and mitigation strategies include a full assessment of existing data in all relevant sectors, and particularly include impacts on forests from agriculture, mining, and road improvements and construction.
4. Analysis of REDD activities should estimate potential livelihood impacts and allow Suriname to assess accurately the level of effort that it decides to invest in planning. The R-PP should stress the integration of REDD activities and potential income with the MADP development and implementation process.
5. Outline more clearly the path to development of an effective, and realistic, MRV framework. Guyana provides a good example for Suriname in this regard.
6. Reduce the dependence on external consultants to produce outcomes, and specifically identify opportunities to include affected forest communities as participants in the collection and evaluation of baseline and monitoring data.
7. Finally, the present document lacks a clear vision, nor does it articulate an invigorating or resilient future for Suriname. The next draft of the R-PP should ideally provide a more coherent underlying strategy that pervades the entire proposal and shows how the R-PP process can ultimately contribute to an international reduction in carbon emissions at the same time that it is human rights-based, advances sustainable and equitable national economic development, and long-term natural resource conservation. The proposal should specifically identify the window of opportunities to establish a national commitment to such a strategy, particularly if the multitude of voices from forest

communities, civil society, business and government are truly coming together to forge this very dramatic change in natural resource use and management.

## General comments and recommendations for FCPF

### **Assessment:**

Applicant countries appear to have been confused about key issues:

1. The nature of REDD/ REDD+ as a bargain
2. Roles/ responsibilities of different national actors in planning to a) develop the R-PP and b) implement the REDD strategy.

FCPF should make clear the importance of FPIC procedural rights for all stakeholder groups so that information is more equally shared, thereby allowing effective debate on required REDD tradeoffs.

The effects on livelihoods of requiring carbon emission reductions by forest communities could be viewed as equivalent to involuntary resettlement, and this issue has been recognized in Guyana's R-PP. It could potentially trigger World Bank Operational Procedure 4.12, an issue that should be assessed by World Bank experts, and if the concern is supported, then feature strongly in FCPF advice to partner countries.

Should R-PP be specific about other WB policies and procedures - fiduciary and monitoring and evaluation - or is the section 3.1 (d) in the FCPF Charter adequate?

A good many of the ideas in this R-PP appear to have been taken almost directly from R-Plans already submitted. FCPF needs to stress that scenarios should be specific to each country and that meaningful discussion cannot be based on generalities.

There is a strong case for the FCPF to propose basic standardized systems for the biophysical assessments and the technical aspects of monitoring, reporting and verification (MRV). Most REDD applicant countries suffer from a shortage of capacity, and each country should not need to struggle through the development of technologies and teams which ought to be very similar, given the REDD objectives. An interesting precedent is FAO's 1980s-era basic forest inventory analysis package (FIDAPS), which was a great money saver for some small countries and opportunities for the technological packages to allow later cross-country comparisons or at least the portability of data sets.

Budgets being proposed are not clearly justified and some numbers seem to be very large for the activities enumerated, while others may be inadequate. There is no indication as to the respective contribution of FCPF versus other sources of funding.

### **Recommendations:**

1. REDD economics and trade-offs
  - a. FCPF guidelines need to emphasize that the core issue is the balance between REDD activities that are likely to affect commercial performance and/or livelihoods, and REDD income/ payments. REDD Readiness requires first order estimates identifying and assessing drivers and amounts of forest carbon emissions and the measures that can and should be taken to reduce these emissions, proportionate to the income from REDD donors. These initial estimates do not need to wait for further studies, and this aspect should be more clearly articulated in FCPF guidance.
  - b. Detailed planning for the REDD strategy, however, may need to wait until the combination of base line and target(s) are agreed at the time of REDD implementation.
2. Planning v implementation
  - a. FCPF should make it clear to REDD applicant countries that all the World Bank's safeguard policies, including those addressing human rights and indigenous people, apply even in the planning phase and not solely in the implementation phase of REDD projects and programs.
  - b. More training, mentoring and encouragement on participatory approaches and methodology, transparency and consensus-building in policy making and implementation will be needed to encourage government to incorporate procedural rights for all stakeholder groups so that information and decision-making is more equally shared, thereby allowing effective debate on required tradeoffs for preparing the REDD strategy and SESA.
  - c. Specific outputs are not required at this stage, but there could be definition of hoped-for outcomes.
3. More guidance on preparation of budgets should be offered by FCPF.
4. FCPF needs to stress that scenarios should be specific to each country and not based on generalities.

5. FCPF should propose basic standardized systems for the biophysical assessments and the technical aspects of monitoring, reporting and verification (MRV).

## General recommendations for Suriname

### *Overall*

The next draft of the R-PP should ideally provide a more coherent underlying strategy that pervades the entire proposal and shows how the R-PP process can ultimately contribute to an international reduction in carbon emissions at the same time that it is human rights-based, advances sustainable and equitable national economic development, and long-term natural resource conservation. The proposal should specifically identify the window of opportunities to establish a national commitment to such a strategy, particularly if the multitude of voices from forest communities, civil society, business and government are truly coming together to forge this very dramatic change in natural resource use and management.

### *Content of the RPP*

The annexes should be better organized and explained:

- Annexes 1-a and 1-b.1 provide useful background on the consultative process, although there should be more information on attendance, agendas and topics covered by the workshops;
- In Annex 1.b-2, the purpose of the map or the list of villages is not clear.
- Annex 7 is confusing since it shows only one of several scenarios proposed for the IIRSA improvements (and not necessarily the most likely scenario to be implemented).
- The other maps are very helpful, although it would be even more helpful to reference them in the body of the text in Components 1-6.
- The list of references could be significantly expanded.

## Standards to be Met by R-PP Components

*(from Program Document FMT 2009-1, Rev. 3:)*

### Component 1. Organize and Consult

#### Standard 1a: National Readiness Management Arrangements

The cross-cutting nature of the design and workings of the national readiness management arrangements on REDD, in terms of including relevant stakeholders and key government agencies beyond the forestry department, commitment of other sectors in planning and implementation of REDD readiness;

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

#### **Assessment:**

**Delineate Institutional Responsibilities:** The organization of the NRWG seems comprehensive and includes reference to most of the appropriate government and academic institutions, although there is no delineation of specific responsibilities for departments within the RGB, such as STINASU or SBB, which could provide critical data pertaining to biodiversity and environmental impacts. Relevant private sector or civil society groups, which should be involved in planning and implementation, also lack clear and delegated roles within the framework.

**Verify that the NRWG Includes Comprehensive Stakeholder Representation:** The design is comprehensive, but decidedly top-down. There seems to be little opportunity for genuine debate between different stakeholders. There is the lack of a genuinely neutral forum to allow all stakeholders and their representatives - particularly those whose forest-based livelihoods could be affected significantly by REDD - to participate in debate on the key issues in a culturally appropriate way.

The whole NGO sector is to be represented through one civil society delegate, but uniformity from this community in regards to their respective positions on a process and structure for a national carbon strategy is an unrealistic assumption. The forest dependent communities are also to be represented by only one delegate, and this is extremely unlikely to account for and respect the diverse perspectives from indigenous and customary landowners.

The mining sector is absent from this working group which would seem to be a significant oversight, since mining is identified as a primary driver of deforestation and land degradation trends. The same applies to representatives of the 30,000 Brazilians resident in Suriname who are invisible in this R-PP, together with the harvesters of NTFPs, the National Assembly, and academic institutions.

**Show how the development of a national REDD program will be aligned with the national Multi Annual Development Plan (MADP) for 2006-2011:** Implementation of REDD implies a great change in the nature of national development, including expressed intentions for increased logging, mining and road development. Although there are references to the MADP it is not clear what changes to that Plan would be required if REDD were to be embedded into national development. Similarly, it is not clear what changes would be required to the Interim Strategic Action Plan for Forest Sector (2009-2013). Relevant parts of these Plans are not analyzed in the R-PP. No reference is made to the relevant Articles in Suriname's National Constitution. An analysis at this level of detail may not be needed at this preliminary stage in the R-PP, but it should be outlining mechanisms for such an analysis, within the MADP context, in the preparation and subsequent implementation of the full R-Plan.

**Include a description of institutional protocol and outputs:** The NRWG includes many actors and could become a very difficult entity to coordinate and manage. The R-PP needs to include a description of protocol that can be used to ensure that the proposed action plans are achievable, or perhaps a way to break down the task assignments of the unit into sub-groups that meet independently and then report back to the main body.

**Recommendations:**

1. Include a description of the relevant Constitutional rights and responsibilities that could directly or indirectly affect the development of a national REDD program.
2. Roles should be delineated for some of the sub-units within the participating Ministries, particularly to show how these units can provide or support the data sources for baseline scenarios and monitoring. It will be important to include those agencies that have responsibility for the drivers of deforestation and forest degradation.
3. Consider establishing the NRWG as an entity or unit that sits outside individual government departments to give it greater independence, transparency and legitimacy.
4. Consider creating NRWG sub-units that respond to specific themes (documentation of baseline trends; consultative processes; etc.), and then elaborate a set of protocol that will define the roles and responsibilities of each sub-unit member and of the sub-unit as a whole; meeting schedules; output and reporting requirements.
5. Clarify how the diverse interests of the various civil society organizations, including NGOs, and organizations acting for forest dependent communities, will be represented by the single individuals included in the NRWG. Alternatively, consider mechanisms for representing the range of interests.
6. At least one representative from the mining (and petroleum?) industry should be considered for the NRWG. Ideally, this individual will be able to respond to issues pertaining to both the formal and informal operations spread throughout the forest communities.
7. There should also be sufficiently representative delegates (i.e. more than one per group) from Foundation for Forest Management and Production Control (SBB), forest-dependent communities, civil society, timber industry and academia.
8. Indicate how all parties will be kept informed of REDD+ activities as a national REDD program begins to take shape in order to ensure that REDD+ will be integrated into the national development policies at an early stage. Identify any sequence of meetings to be held, and indicate funding available to allow full participation by remote Interior communities and achieve a list of appropriately identified outputs.
9. Describe the consultative process to be used to show specifically how inclusive FPIC procedural rights will be incorporated throughout to ensure that decision-making is not simply dictated by the leadership.

Standard largely met.

### Standard 1b: Stakeholder Consultation and Participation

Ownership, transparency, and dissemination of the R-PP by the government and relevant stakeholders: Inclusiveness of effective and informed consultation and participation by relevant stakeholders, assessed in the following ways:

- i. the consultation and participation process for R-PP development thus far<sup>3</sup>, the extent of ownership within government and REDD coordinating body, as well as in the broader national stakeholder community; and
- ii. the Consultation and Participation Plan included in the R-PP (which looks forward in time); and the inclusion of elements in the R-PP that adequately document the expressed concerns and recommendations of relevant stakeholders and propose a process for their consideration, and/or expressions of their support for the R-PP.

### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

#### **Assessment:**

**Good engagement of social and economic sectors:** The R-PP has a fairly well developed Consultation and Outreach Plan (COP). The plan, which appears to be thorough, has expressed the objective of engaging the people of Suriname in the planning, implementation, monitoring and evaluation of the future REDD+ readiness strategy and to ensure continuous feedback. This is a positive step beyond the consultations done so far.

The intention is to make use of consultative processes developed in other sectors, and to devote sufficient time and resources to it. Recognized are the importance of local languages; international and local NGOs and CBOs (VIDS, VSG);, training of local media; building capacity of village organizations; and recognition of both government and the traditional authority structures. The stated intention of establishing a nested structure for two-way communication between grass-roots entities and the NRWG represents a good intention.

The workshops that have been held to engage NGOs, forest dependent communities, government and industry in the development of the R-PP appear to be on target and should be commended. Stichting Projekta was an interesting choice to facilitate these initial meetings, although questions have been raised about their ability to achieve fully inclusive consultation of all the diverse and relevant groups in the longer term. The proposed mitigation actions for the priority issues or conflicts raised, as described on pages 16-20, provide some assurance of transparency and dissemination of information. However, the process of engagement which has begun needs to be continued to avoid a simple box-ticking approach, and instead to promote a more participatory, rather than a top-down, decision-making process.

The R-PP should also be commended for acknowledging and incorporating the lessons learned from the consultative processes used to develop the NFP, NBS, and CCAP, among other related recent initiatives. Extending the consultative process to include workshops with interior communities should significantly improve the outcomes.

Consultations will address relevant national policies, regulations, programs and their current status as well as the REDD+ readiness strategy and Implementation framework. REDD+ and its national and international

<sup>3</sup> Did the R-PP development, in particular the development of the ToR for the strategic environmental and social assessment and the Consultation and Participation Plan, include civil society, including forest dwellers and Indigenous Peoples representation? In this context the representative(s) will be determined in one of the following ways: (i) self-determined representative(s) meeting the following requirements: (a) selected through a participatory, consultative process; (b) having national coverage or networks; (c) previous experience working with the Government and UN system; (d) demonstrated experience serving as a representative, receiving input from, consulting with, and providing feedback to, a wide scope of civil society including Indigenous Peoples organizations; or (ii) Individual(s) recognized as legitimate representative(s) of a national network of civil society and/or Indigenous Peoples organizations (e.g., the GEF Small Grants National Steering Committee or National Forest Program Steering Committee).

developments will also be discussed at the consultation meetings. The key principle should be to fit REDD within MADP consultations rather than as a separate and distinct exercise.

The CBD's Akwe: Kon guidelines for assessing social and environment impacts on forest communities, which have also been adopted by UN-REDD, should be considered in the R-PP for application as procedural protocols for stakeholder engagement.

**Include in the R-PP information on the participants and topics covered in each workshop implemented to date:** Some of this information is included in Annexes 1a and 1b-1, but the annex information does not include the workshop agendas, participants, or full list of results. It will be particularly important to demonstrate how the participants who chose to attend the workshops provided a comprehensive representation of the diverse indigenous, customary and non-formal populations that are resident in Suriname's interior forest areas.

It is important to make provision for continuity in representation, after assuring legitimacy of appointment of stakeholder representatives. In the absence of continuity, government officers tend to dominate simply by having greater institutional memory.

**Incorporate missing government and business sectors:** The Box on development of the consultation and outreach plan again omits the National Assembly, the mining and petroleum industries and the development and implementation of a communications unit.

It is particularly important to note that the R-PP seeks to utilize the services of Chiefs or Captains of indigenous or Maroon communities. This indicates a willingness to engage communities whose lives and livelihoods will be impacted by the R-PP. Further, the activities are linked to the COP, with a possibility of including the issues affecting stakeholders. However, the major drawback with the current COP is that it is unclear what has informed its design relative to the nature of the REDD bargain. For example, what are the main issues or concerns of the stakeholders and how will these be accommodated, particularly in the recognition and implementation of procedural rights? How will benefits be shared/distributed? Would persons have to find alternative lifestyles or would they be included in the process thus having some ownership in the R-Plan?

Although the R-PP shows that Suriname has accumulated much experience with large, multiple stakeholder consultations, it is still not clear that this indicates working experience in a debating forum for policy formulations in which all stakeholders have equal voice and vote. There is some risk that policies and plans have been developed centrally by government agencies, with other stakeholders invited to comment only later. The concern is that such post hoc consultations can produce many comments which are not internalized in subsequent versions of policies and plans.

**Describe the criteria and protocol under which the NRWG will operate:** No explanations of these criteria or protocol are provided, nor are the desired outputs and outcomes from the individual representatives and from the entire group. The R-PP indicates that, "the National REDD+ Working Group will execute its activities through regular meetings and intensive communication". However, there is no clear indication of the frequency of meetings, correspondence or communication implied, or the level of detail that will be expected from participants.

**Show how the prior experience of NGO and civil society can be used to enhance stakeholder engagement:** The R-PP mentions that it will take into account the long standing work of such groups as ACT, WWF, CI, Stichting Projekt, and others engaged with indigenous, customary and informal forest residents. However, there is no indication of how these lessons learned and management practices will be used. The on-going work of these NGOs and civil society groups already provides a framework and venue for the development of the NRWG consultation and communication strategy. The on-going civil society work can provide a great way to get the word out, and to stimulate discussion.

**Explain roles and responsibilities for NRWG institutions, including assignment of existing and new staffing responsibilities:** The roles and responsibilities for the NRWG and the National Forest Carbon Unit are well defined, although perhaps less well in relation to balancing and presenting the trade-offs between reducing forest carbon emissions and the cost of changing livelihoods, in relation to different carbon prices on the international market or donor sector. However, it is unclear to what degree these responsibilities will be absorbed by existing personnel or delegated to newly recruited staff. The proposed budget indicating new hires does not clarify where those hires are expected to be placed, nor which of the



delineated responsibilities will be delegated to them.

This section also provides the first mention of NIMOS as an actor in the NRWG process, although there is no clear role delineated in the organizational chart included in Section 1a. It would seem that NIMOS could have an important role to play in administering environmental impact assessments and other monitoring protocol. Will the participation of NIMOS be facilitated through the representative of the Cabinet of the President? If so, it would be helpful to have a description of how this will work.

**Explain the consultative methods to be used to produce decisions and action:** It is unclear how the results from consultations will translate into decisions made by the NRWG, or in review and revision of objectives. How will they measure and use the results from public awareness campaigns? What processes will be used to incorporate outputs from public meetings into NRWG planning and decision-making?

The methods to be used to identify and mitigate conflicts, and negotiate collaborative strategies are not described. It will be important to clarify how the proposed methods reflect and incorporate traditional practices.

The purpose of REDD as a bargain between donors and countries willing to reduce emissions of forest carbon appears not to be understood. The stakeholder consultation should reveal who has to do what to enable Suriname to qualify for REDD funding and what preparations would be necessary on all sides to enable such REDD funding to be rationally and equitably and accountably distributed. It is also likely that REDD architecture and carbon prices may change, requiring changes in program planning. The R-PP to date shows an incomplete recognition of the implications of the REDD bargain; this understanding of the need for trade-offs should be displayed in the next version.

The main issues identified by the forest dwellers were that there is still a lack of understanding of the livelihoods trade-offs of the REDD process and a strong need for greater communication, in appropriate language and format, in the future. There was no evidence of discussion of REDD implementation and forest dweller participation. In addition to the global level discussions on REDD, countries also need to have national-level conversations on trade-offs, with procedural rights well established to allow all stakeholders to participate in discussions.

**Recommendations:**

1. Prepare a table that summarizes, at a minimum, the institutions represented in each workshop; the number of participants representing each institution; agenda topics covered; key recommendations raised; and risks, obstacles, conflicts or other concerns identified.
2. Demonstrate specifically how on-going civil society programs engaging forest dependent communities in the planning, inventory, monitoring and control of forest resources can be incorporated to strengthen the consultative process as a formal obligation.
3. Include a description of conflict resolution and negotiation protocol to be used throughout the consultative process.
4. Allow time for internal consultations within the indigenous and Maroon communities, and time for translations in both directions, between the National REDD+ Committee, the NFCU and the industries and hinterland communities (p. 16).
5. In order to avoid any suggestion that these are simply government information exercises, there needs to be a much clearer development of procedural rights for stakeholders.
6. Suriname, like other countries, may need to provide for a series of interlocking debates which take account of the different senses of time and process to reach decisions in urban settings compared with hinterland communities and industries
7. Indicate in the COP what are the main issues and concerns raised by stakeholders
8. Provide better evidence that REDD issues were explained and discussed (participatively) with forest dwellers.
9. Emphasize means to ensure that intentions for two-way communication channels are genuinely met, with consultation able to feed back to decision-making and review/ revision of objectives.
10. Emphasize that the M&E component is very important, to make sure that NRWG is genuinely inclusive, transparent and responsive to needs for change, if needed.

**Standard partially met.**

**Component 2. Prepare the REDD Strategy**

**Standard 2.a: Assessment of Land Use, Forest Policy, and Governance:**

A completed assessment is presented that identifies major land use trends, direct and indirect deforestation and degradation drivers in the most relevant sectors in the context of REDD, and major land tenure and natural resource rights and relevant governance issues. It documents past successes and failures in implementing policies or measures for addressing drivers of deforestation and forest degradation, and identifies significant gaps, challenges, and opportunities to address REDD. The assessment sets the stage for development of the country's REDD strategy to directly address key land use change drivers.

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

**Assessment:**

**Good overall assessment of land use, forest policy and governance.** The summary of the drivers of deforestation in Table 2.a1 is particularly useful, and the assessment of institutional, technical and policy gaps is particularly helpful. However, it fails to show the systemic causes for these drivers, such as market and/or policy failures. It is likely that the current manifestations are symptomatic of a larger set of issues that can impact an R-Plan in a negative manner. Also, it is important to identify what needs to be done with regard to the regulatory framework to address these drivers. Also, while the sectoral drivers are treated as discrete issues, there are clearly interrelated. Furthermore, land tenure rights need to be clearly described and assessed. This is currently not the case.

A positive development mentioned on page 24 - moving towards legal recognition of the collective rights of Indigenous and Maroon communities - will be important to retain. This useful summary is not further used in the R-PP, however, to describe studies that will be produced to show the types of activity emitting forest carbon and subsequent emission reduction activities that could be proposed within a possible REDD strategy. It will be particularly important to indicate that studies will assess emission impacts from interior small and medium-scale mining.

The following items are not well explained in the R-PP and additional material is needed.

**1. Clarify the position regarding emission estimates resulting from forest clearance due to expansion of agriculture, mining and proposed IIRSA road improvements:** The assessment appears to underestimate the contribution of agriculture to national deforestation rates (and subsequent carbon emission rates). It is unclear in relation to agriculture how much of the proposed 90 percent of the 1.5 million hectares (ha) of coastal land with agricultural potential is currently under forest and what are the implications of Suriname being a REDD country for the development of agriculture in such land. Likewise for the 400,000 ha with agricultural potential in the hinterland, it is unclear how much is already under development such as oil palm, and what changes in plans would be required for REDD compatibility.

In relation to slash and burn agriculture, the average fallow period of 14 years for every year of cultivation appears to be sustainable but the country total may conceal some areas of unsustainably shortened fallow. This should be checked as part of the Readiness preparation activities.

The potential impacts from the IIRSA road improvements are not adequately accounted for. The IIRSA road construction indicated in the map in Annex 7 shows the main road running through permanent production forest and so inevitably leading to some further deforestation. The route of the northward extension of BR 163 appears to lie outside the current forest concession areas. It is unclear whether there are national guidelines on conserving the forest on each side of this road or to open them for logging. Perhaps this is laid out in the Multi Annual Development Plan but in any case it should be recognized as part of Readiness Preparation. This would include studies to assess the effects of the road construction and road use on the overall carbon emissions and the development and implementation of safeguards against unplanned carbon emissions from road-accessed developments.

It is unclear how the expansions in timber industry and mining which are mentioned on page 24 can be compatible with the reductions in carbon emissions required for participation in REDD and what changes

would thus be required in the National Development Plan and sectoral plans mentioned earlier.

**2. Provide more details to clarify outputs from a range of land uses :** It is not clear what the outputs will be from the development of the land use map proposed on page 27. At what scale will this mapping project be developed? How will it be used to support the development of the baseline? The second point on the bottom of page 27 proposes to develop relevant baseline studies. What topics will be included in these studies? What will be the proposed outputs from these studies and how will they be used to verify the baseline, and fulfil compliance with national, Bank and other international agreements?

Page 27 includes the sentence, “Overall, the need of land-use planning is the most important component of ongoing efforts to specially organize productive activities in the country”. The 9 activities listed for land use planning are technical but appear to omit the development of policy and a structure for future integration of land use plans, and the monitoring of land use changes. This ILUP should consider both short-term and long-term effects on the national carbon budget and associated adaptation and mitigation precautions.

**3. Expand and clarify the methods and outputs from proposed additional studies to be carried out and comment on the implied capacity constraints:** There is some question about the institutional and administrative effectiveness of forest concessions; the governance of their operations; and relations with forest communities. The R-PP should thus include a description of qualitative or quantitative measures that can be prepared to assess options for implementing existing forest concessions so as to support the national REDD strategy in an equitable and sound operating manner. The R-PP also should explain strengths or limitations in the implementation of the ESIA guidelines since 1998 and what changes are required to increase their use and results for REDD. Likewise, although land use sector legislation and policies are mentioned, there is no indication of changes required for implementation of REDD. Provision should be made in the R-PP for such assessments and for participatory consultations for new legislation and regulation, as well as codes of practice for each of the land-using industries.

Page 30 lists 9 activities for data collection and for proposal of mitigation methods which could involve a huge amount of work. The implementation of these activities should be conditional on forthcoming REDD architecture, and subsequently revised. Such revisions should form part of Standard 1b and should be listed also on page 31.

Table 2a-1 omits in the column, “Existing regulations”, any reference to the National Constitution. The gaps and constraints listed in the last column of this Table should be taken up in the development of scenarios in the following Component 2-b.

The research, monitoring and evaluation being proposed is very ambitious and Suriname could be constrained by the limited number of trained professionals available to fulfil the agenda being proposed, especially since many of the trained professionals are already fulfilling enormous demands in their current roles. The R-PP is proposing to dramatically increase the existing work loads. What risks or constraints may be evident in this ambitious agenda, and what actions are being considered to mitigate them?

The link between the Component 2a focus on assessment of the pre-REDD situation and its lead into the Component 2b REDD+ strategy options should be made more explicit and clear.

**4. Assess opportunities for revision of the taxation and revenue structures for publicly owned natural resource assets:** In Suriname, the tax and revenue structures have not been rationalized, and the low charges for access to these resources can result in limited funds for monitoring and law enforcement, a consequent loss of sustainability and a loss to national revenue. The R-PP should evaluate how REDD activities may affect national revenue systems, including revision of taxation and revenue structures.

**Recommendations:**

1. Include a table that shows the proposed outputs and uses of the data to be generated by the mapping and related baseline studies to be commissioned. The table should also demonstrate how these outputs will ensure compliance with national and international agreements, and Bank policies.
2. The R-PP should also clearly show how existing laws, protocol and policies will ensure compliance with appropriate international agreements, including World Bank safeguard policies
3. Expand Table 2a to include a summary of institutional capacity and limitations, and to identify new hires (permanent or short term consultancies) or transfers of responsibility that can mitigate any gaps. By including this information in Table 2a we should also be able to clearly see how the proposed costs will cover the mitigation needs.
4. The gaps and constraints identified in the “quick land use assessment” included in Table 2a1 should be

tied to specific actions proposed in this and other sections of the R-PP to show how these gaps and constraints will be mitigated. This could be done most concisely through another table.

5. Identify legal or policy measures that can ensure protection of the traditional ways of life of Indigenous and Maroon communities under the proposed REDD+ scenarios, and include reference to any new measures under development along with a proposed timetable for review and enactment of these new measures.
6. Describe plans to monitor, mitigate or avoid adverse impacts to forested areas adjacent to the proposed IIRSA-linked roads. Include an assessment of the effects of the road construction and road use on the overall carbon budget and the development and implementation of safeguards against unplanned carbon emissions.
7. Suriname's ILUP should consider both short-term and long-term effects on the national carbon budget and associated adaptation and mitigation precautions.
8. Indicate how land use sectoral legislation and policies are implemented or what changes would be required for implementation of REDD. Include provisions in the R-PP for such assessments and for participatory consultations for new legislation and regulation, as well as codes of practice for each of the land-using industries.
9. Suriname's revisions of data collection, national and sectoral plans, etc. that would follow from publication of REDD architecture should form part of Table 1-B and should be listed also on page 31.
10. The link between Components 2-a and 2-b should be clarified.
11. Assess opportunities to cover the cost of public natural resource management assets with resource access taxes, including possible revision of existing taxation and revenue structures and more efficient collection of relevant taxes.
12. The gaps and constraints listed in the last column of Table 1-b should be taken up in the development of scenarios in the following Component 2-b.
13. Identify the overall systemic drivers of deforestation and forest degradation, including past trends and forecast scenarios, and indicate how they will be addressed.
14. Indicate the regulatory framework that would be necessary for the R-Plan to enjoy effective implementation
15. Indicate the high priority for a thorough quantitative assessment of land use, deforestation drivers, predicted effects and costs of REDD trade-offs on livelihoods, policy and governance.
16. It would be helpful for the R-PP to plan public discussion and subsequent evaluation of the trade-off between REDD income and income possibly foregone from extractive industries under a REDD regime.

**Standard partially met.**

**Standard 2.b: REDD strategy Options:**

Alignment of the proposed REDD strategy with the identified drivers of deforestation and forest degradation, and with existing national and sectoral strategies: the R-PP includes a summary of the emerging REDD strategy to the extent known presently, and of proposed analytic work (and, optionally, ToR) for assessment of the various REDD strategy options. This summary states:

- i. how the country proposes to address deforestation and degradation drivers in the design of its REDD strategy;
- ii. early estimates of cost and benefits of the emerging REDD strategy, including benefits in terms of rural livelihoods, biodiversity conservation and other developmental benefits;
- iii. socioeconomic, political and institutional feasibility of the emerging REDD strategy;
- iv. major potential synergies or inconsistencies of country sector strategies in the forest, agriculture, transport, or other sectors with the envisioned REDD strategy; and
- v. risk of domestic leakage of greenhouse benefits. The assessments included in the R-PP eventually should result in an elaboration of a fuller, more complete and adequately vetted REDD strategy over time.

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

**Assessment:**

This section of the R-PP recycles much of the information included in earlier sections, and is also vague on some critical information needs:

- What existing data and research studies will be incorporated and how will they be applied?
- Which sectors will be linked, and what results will this produce?
- How will carbon stocks be measured, and who will complete this task?
- What specific baseline studies will be carried out, by whom, and what will be the outputs and uses from them?

**Show how integrated land use planning will be introduced and implemented, and the consequences for government institutions, the private sector and the hinterland communities:** The R-PP should include a description of studies or actions that can assess proposed revisions of laws, regulations and procedures; the institutional arrangements for effective and equitable application of these revisions; monitoring of changes in field practices in logging, agriculture and mining as a consequence of the revisions; measures to ensure the implementation of the rule of law (including compliance with international agreements and guidelines governing, for example, the rights of indigenous peoples); and proposed measures to secure land tenure rights for Indigenous and Maroon communities.

This Standard would also benefit from one or more activities to make better use of the substantial quantities of data available to government agencies in the land use sectors, maps and GIS. There appears to be a good case for national integration of some of these data sets and GIS.

**Show how available studies can be integrated to show cumulative impacts:** The R-PP is correct in acknowledging that good data already exist in the form of regional and national scale GIS assessments of forest cover and impacts from agricultural expansion, mining, hydro and other impacts, but many of these studies focus on single factors only.

The R-PP mentions but does not provide the cost and benefits of the emerging REDD strategy or the costs and benefits of alternative economic activities. These will be crucial and it will indicate the challenges the country will face in convincing stakeholders to embrace the REDD Plan. Furthermore, it will be important to see how the R-Plan is situated within the wider development context of Suriname. Additionally, as pointed out above, the focus on the deforestation and forest degradation drivers tended to be on the sectoral drivers and not on a broader set of issues and the interrelationships between the sectors.

**Identify and resolve potential REDD policy and program conflicts:** Section 2.b presents conflicting scenarios in its opening paragraph. The potential for sustainable timber harvest or employment in the

mining industry is constrained by national commitments made in the NBS and elsewhere, and also by the stated objectives of the R-PP under REDD. These trade-offs should be a central feature of the REDD strategy, and there should be analysis of the costs and benefits of the emerging REDD strategy or the costs and benefits of alternative economic activities. Furthermore, it will be important to show how the R-Plan is situated within the wider development context of Suriname.

**Recommendations:**

1. Expand the opening paragraph to explain the status of forest development in Suriname, including identification of the major sectoral actors and proposed enhancement or expansion of forest interventions to address the major systemic issues associated with deforestation and degradation.
2. Include measures to ensure that the preparation of cost-benefit analyses of the various livelihood alternatives in relation to the proposed REDD Plan will be carried out, with identification of the analysts and an indication of how the results will be used to guide the implementation of the REDD program.
3. Include a table that summarizes the existing data and research studies to be incorporated; the data and information to be included from these studies and the specific outputs this will fulfil; the new baseline studies to be carried out, by whom and the outputs and uses from them.
4. Explain the methods to be used to estimate and interpret carbon stocks.

Standard partially met.

**Standard 2.c: REDD implementation framework:**

Describes activities (and optionally provides ToR in an annex) to further elaborate institutional arrangements and issues relevant to REDD in the country setting that identifies key issues, explores potential arrangements to address them, and offers a work plan that seems likely to allow their full evaluation and adequate incorporation into the eventual Readiness Package.

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

**Assessment:**

Provide more detail to show how the strategy identified in 2b will be carried out: This Standard tends to repeat Standard 1b in part and needs to be re-organised to show a framework for carrying out the strategy identified in Standard 2b. The summary of proposed activities provides a least a rudimentary framework for institutional needs, but is limited to government agencies. It may be useful to return here to some of the needs for policy reform and, perhaps more important, more rigorous implementation of existing policies that could support the NRWG's ambitious agenda. A list of seven factors usefully identifies institutional and policy constraints, but it is not clear as to how each of the proposed activities specifically helps to mitigate or eliminate each factor. There is no prioritization of these factors, which could, in turn, guide the proposed scheduling of activities.

Possible options to correct this limitation could include:

- Integrate the REDD strategy with the national arrangements for implementing the Multi- Annual Development Plan and existing sectoral plans; and link through to the national Poverty Reduction Strategy Programme (PRSP) and the decentralization programme
- Alternatively, focus on establishing achievable targets within the forestry sector, rather than seeking to address the gamut of cross-sectoral issues that affecting deforestation.

It should be noted that it is unfair to expect a great deal of coherence in Standard 2c in advance of knowing what the REDD strategy would like, which in turn will depend on the nature of the REDD framework and carbon values that emerge in future.

**Recommendations:**

1. Include a table that shows how the proposed activities described in Section 2c will respond to the seven factors which have a negative influence on forest financing described earlier in the section.
2. Either broaden the scope to a multi-sectoral integration or focus more on the specific issues affecting the forestry sector which can be addressed within the specified time frame. The former is preferable.
3. Conduct an independent third party mid-term evaluation to determine how much of the program is

being implemented.

Standard partially met.

**Standard 2.d: Assessment of social and environmental impacts:**

The proposal includes a program of work for due diligence for strategic environmental and social impact assessment in compliance with the Bank’s safeguard policies, including methods to evaluate how to address those impacts via studies, consultations, and specific mitigation measures aimed at preventing or minimizing adverse effects.

**Reviewer’s assessment of how well R-PP meets this standard, and recommendations:**

**Assessment:**

The R-PP outlines the basics of what is expected of an SESA, and establishes the linkage between the COP and the SESA. Guidelines of ESIA are already widely used in the logging and mining sectors and have also been developed for the energy and agricultural sectors, although there is no strict uniformity. However, since the Environmental Legislative Framework is still in the constitutional process, with little indication when the Act will be passed, there is a significant risk that a nationally coordinated set of guidelines might not be applied.

The R-PP does not indicate if the proposed SESAs will be of entire sectors (mining, forestry, energy, agriculture, etc.) or if a cumulative assessment of the REDD+ strategy will be produced.

The R-PP does not show how the results from these assessments will fulfil World Bank safeguard requirements. It would be helpful if the R-PP were to confirm whether there is protection in the National Constitution for the traditional ways of life of the Indigenous and Maroon communities.

**Identify specific technical gaps that exist before developing a roster of available consultants:** The R-PP helpfully proposes to produce a roster of available national and international consultants and advisors by screening resident NGOs, universities and other groups working with forest-related issues. However, this process could be enhanced by initially identifying specific technical gaps that exist. The NRWG may also want to consider organizing a REDD+ Technical Advisory Team that can respond directly to NRWG needs. A separate budget could be allocated to cover the consultative costs of this team, and the NRWG could direct specific technical needs to them as they arise. This team can, in turn, provide technical oversight on consultancies and studies.

The proposed capacity building program is also highly appropriate, but does not identify what would be included as “capacity building”, or who the recipients of this capacity building would be.

**Recommendations:**

1. Indicate how the stipulations in the environmental and social management plan will be enforced in the absence of the Environmental Act.
2. Identify the protocol to be used for all EIA and SIA work and show how the outputs will fulfil Bank requirements.
3. Include benefit/cost analysis as a component of both the EIA and SIA outputs.
4. Include a table identifying the type of capacity building to be incorporated (training, infrastructure improvements, personnel, etc.); proposed recipients; expected outputs; and an indication of how these outputs will fulfil the stated TOR.

Standard not met.

**Component 3. Develop a Reference Scenario**

**Standard 3 Reference scenario:**

Present work plan for how the reference scenario for deforestation, and for forest degradation (if desired), will be developed, including early ideas on feasibility of which methods to use (e.g., scenario of forest cover

change and emissions based on historical trends in emissions and/or based on projections into the future of historical trend data), major data requirements and capacity needs, and linkages to the monitoring system design.

(The FCPF recognizes that key international policy decisions may affect this component, so a staged approach may be useful. The R-PP states what early activities are proposed.)

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

**Assessment:**

Overall this section demonstrates a basic understanding of the process for development of a reference scenario (RS), with most of the necessary elements mentioned, but there is a lack of a framework and a series of logical steps with expected outcomes at each stage-- e.g how to start the process, what will be done step by step, what are major outcomes of each step and how all leads to a RS.

It is noted that technical support in use of ALOS data and cooperating with Brazil's remote sensing program is laudable (p.16) and will definitely need to continue and expand as needed—a good indication of south-south training and collaboration.

**The following key points that are needed to develop a logical plan of work for a credible RS need additional clarification :**

- A definition of “forest” that Suriname proposes to use, which has relevance for remote sensing image interpretation, inclusion of land areas and estimating carbon stocks in the RS.
- Available methods for estimating emissions from different deforestation and degradation activities, including forestry (legal and illegal), mining (small and large scale), and agriculture - with reference to IPCC/GPG guidelines—that Suriname could use
- Describing the time frame for historic emissions—given the lack of adequate data on carbon stocks and the improvements in remote sensing data since 2000, it would seem that Suriname might decide to estimate their historic emissions over a time frame since 2000 (this would fit in with their proposed 5-10 yr time frame).
- 
- The use of uncertainty analysis for RS, at least for historic emissions
- What sort of modeling will be done and what sort of data, including those on historic emissions, will be used to develop reference scenarios.
- Timeline and budget do not seem to match—need to revisit this section as budget requests are largest in year 1, but many major activities occur in subsequent years.

**Recommendations:**

1. Identify and describe the institutions that will be used to provide higher quality data sets and analytical inputs to build the reference scenario. Include a description of the institution's experience producing data to meet the stated criteria and include an assessment of their existing capacity and need for additional capacity.
2. Resolve key points noted above.

**Standard partially met.**



## Component 4. Design a Monitoring System

### Standard 4: Design a monitoring system:

The R-PP provides a proposal for the initial design of an integrated monitoring system of measurement, reporting and verification of changes in deforestation and/or forest degradation. The system design should include early ideas on including capability (either within an integrated system, or in coordinated activities) to monitor other benefits and impacts, for example rural livelihoods, conservation of biodiversity, key governance factors directly pertinent to REDD implementation in the country, and to assess the impacts of the REDD strategy in the forest sector.

The R-PP should describe major data requirements, capacity requirements, how transparency of the monitoring system and data will be addressed, early ideas on which methods to use, and how the system would engage participatory approaches to monitoring by forest-dependent indigenous peoples and other forest dwellers. It should also address independent monitoring and review, involving civil society and other stakeholders, and how findings would be fed back to improve REDD implementation. The proposal should present early ideas on how the system could evolve into a mature REDD monitoring system with this full set of capabilities.

(The FCPF recognizes that key international policy decisions may affect this component, so a staged approach may be useful. The R-PP states what early activities are proposed.)

### Reviewer's assessment of how well R-Plan meets this standard, and recommendations:

#### **Assessment:**

The R-PP provides a good base from which a national REDD monitoring strategy can emerge, with an honest appraisal of technical and institutional constraints to putting this strategy in place. Many possible components of an integrated system are described, but there is a need to include an indication of the vetting process to be used to evaluate different methodologies as the MRV system is developed. There should be more acknowledgment of the guidance that already exists, both in guidance documents (e.g. GOF-C-GOLD Sourcebook, in addition to IPCC GPG) and existing systems (e.g. Australia and India). The R-PP lacks an adequate discussion of how the MRV system will be related to the main drivers of deforestation and how it will be designed to capture the outcomes of the REDD interventions. Monitoring should be recognized as an ongoing activity to be sustained and operated continuously and repeatedly—a discussion of possible frequency needs to be included in R-PP.

The R-PP proposes a very ambitious agenda for a verifiable monitoring framework. The proposed system also appears heavily biased in the favour of hiring international consultants and not building sufficient local capacity. Of proposed capacity building strategies, there is not enough information on the identification of recipients and the outputs that are expected from them, the administration of the capacity building effort, and the sustainability - in terms of skills, tools and personnel of participating institutions -- over time. There is little discussion of how the rural and indigenous communities could be incorporated into the monitoring regime as identifiers of monitoring targets and actors in data collection and analysis. There is no discussion of including a system to allow for an independent audit to be conducted before, and possibly at the end of 2013, to assess local capacity to implement MRV.

Little is mentioned with respect to reporting and verification systems. One such approach could include regional workshops with neighboring nations performing the same activities, and regional relations to address potential cross border leakage.

#### **Recommendations:**

1. Guidance that already exists should be consulted/ referred to.
2. Include a table identifying the type of capacity building needed to develop a MRV system, including training, infrastructure improvements, proposed recipients (government, non government, and local and indigenous communities as appropriate), expected outputs; and an indication of how these outputs will contribute to the general framework of a MRV system.

3. Propose the incorporation of an audit at the beginning and the end of the project to determine the local capacity for the ongoing conduct of MRV.

Standard largely met.

## Component 5. Schedule and Budget

### Standard 5: Completeness of information and resource requirements

The R-PP proposes a full suite of activities to achieve REDD readiness, and identifies capacity building and financial resources needed to accomplish these activities. A budget and schedule for funding and technical support requested from the FCPF, as well as from other international sources (e.g., UN-REDD or bilateral assistance) are summarized by year and by potential donor. The information presented reflects the priorities in the R-PP, and is sufficient to meet the costs associated with REDD readiness activities identified in the R-PP, or gaps in funding are clearly noted.

### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

#### Assessment:

The budget is thorough and comprehensive, and most of the cost estimates appear to be reasonable, although some would require explanation. Some interior travel estimates may be too limited, unless it is well coordinated with costs minimized. The budget does not clearly show how this coordination of travel will be managed to produce the outputs under such limited budgets.

At some points in the budget there is need for a more clear delineation of the sequence of the proposed activities, and description as to how these activities tie together to meet each standard. For example, under Section 2d, the table indicates a sequence of ESIA activities to be done by international consultants: selection of areas, training (of whom?), implementation of assessments in which areas will be selected for environmental impact assessment. More description is needed of the consultancies required here and in several other sections of the budget.

The R-PP does not identify where the costs for specific activities can be met by existing programs or gaps which need proposed new funding. There is no indication of how any such gaps would affect the delivery of the overall programme. It is not clear whether all these activities will be new, stand-alone activities, or whether some can be mainstreamed within existing national programs and initiatives. Additionally, attention needs to be paid to complementary activities, i.e., consultation during the conduct of the SESA and under the COP, to maximize value-for-money and avoid any semblance of double counting.

#### Recommendations:

1. Revise the budget tables to show the sequence in which activities will be carried out, and specific outputs from each activity. Link these outputs to specific objectives for the standard to be met.
2. Identify - against activities - all possible, or likely, sources of funding both FCPF and other sources of funds and what would require new funding, what activities can be mainstreamed within existing programs, i.e., establish synergies and complementary between existing initiatives, how gaps in funding would affect the delivery of the overall programme.

Standard partially met.

## Component 6. Design a Program Monitoring and Evaluation Framework

### Standard 6:

Adequately describes the indicators that will be used to monitor program performance of the Readiness process and R-PP activities, and to identify in a timely manner any shortfalls in performance timing or quality. The R-PP demonstrates that the framework will assist in transparent management of financial and

other resources, to meet the activity schedule.

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

**Assessment:**

This section of the R-PP seems to be incomplete, or in a preliminary state of development. It provides an outline plan to develop an M&E framework, but with no information on indicators - which should be SMART, with adequate baselines so that changes can be easily and readily identifiable - and no framework for the second half of the circle: feeding results back to effect any necessary course changes, to ensure compliance with the standards as proposed in Sections 1-5.

Other shortcomings in the system include the lack of:

- identified institution(s) to oversee and carry out M&E activities
- means of ensuring independent verification
- identification of risks, obstacles, and conflicts that could impede the monitoring work
- pinpointing of opportunities that exist or are foreseen that will help reduce or mitigate these risks, obstacles or conflicts

**Recommendations:**

This section of the R-PP needs more work, to address the concerns noted above, in particular:

1. an institutional framework for independent monitoring and feedback
2. an assessment of the risks and obstacles to effective monitoring, with suggestions for dealing with them
3. an early suggestion of SMART performance indicators and baselines, which should be designed to provide information that can lead to necessary changes in compliance methods

**Standard not met.**