

**Forest Carbon Partnership Facility (FCPF) Readiness Mechanism
Readiness Preparation Proposal (R-PP) External Review Template**
(interim, December 13, 2012, from Program Document FMT 2009-1, Rev. 6)

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.

Revised Review of R-PP of Togo

Reviewers: Stephen Cobb, Trinto Mugangu and five other reviewers

Date of revised synthesis review : 11-18 November 2013

Overview

Togo has done an excellent job in drawing together all the necessary threads to weave together a convincing case for how it will go about preparing for REDD+. Of course there are shortcomings, but the overall document is of high quality. We have a number of recommendations as to how Togo might work to improve the quality of the document, so as to meet the required Standards.

Strengths

The strongest parts of the submission are to be found in its technical aspects, such as the analysis of causes of deforestation and degradation, the proposals about the establishment of the reference emission level and the proposed approaches to monitoring, both of emissions through the MRV process, and of the performance of the programme, through the M and E process. All this has been generally well done.

Key Issues

A number of aspects are not quite so reassuring. The difficult challenge of ensuring a good and constructive balance between all the stakeholders, during consultation processes and through proposed committee structures, still needs thought. Issues of improving governance and transparency need to be more openly addressed, in a sector where these are challenges in virtually every country.

A problem for the reviewers arises in the link between the REDD+ implementation strategy (Component 2b) and the identified causes of deforestation and degradation. We feel that the solutions proposed are not really likely to address the challenges identified. The main problems are identified as being in the realms of land-use and land-conversion to smallholder agriculture, in a country with a still rapidly rising population; and the needs of this population for increasing volumes of wood-fuel. The proposed three-point strategy (of supporting the protected areas, increasing forested areas and plantations, and improving forest governance) does not really address these issues.

Key recommendations

Togo needs to articulate a clearer vision of how it wants to position itself in relation to the future of REDD+ and its evolving rules, so that it can devise strategies that are a realistic bridge between the national problems that REDD+ could help to solve, and the methodological guidance that the international community is developing, to make this possible.

In order to achieve that vision and the appropriate strategies to help Togo to reach its objectives, we recommend an urgent session of strategic planning, to elevate the quality of this part of the R-PP.

Review of the revised text following TAP recommendations

The Togo editorial team has made a real effort to improve this document and although there are no radical changes to it, there are substantial ones, for example in the strategy proposed in Component 2b, and numerous other ones throughout the text. So, it is generally much better, right throughout the text.

The editorial team has followed the advice of the TAP reviewers very closely and in general, has provided copious additional material that provides the reassurance that Togo will be able to handle the range of policy and technical challenges that the implementation team will shortly confront.

In the few weeks since the original submission was discussed by teleconference between the TAP, the FMT and the Togo team, they have put in an enormous amount of effort to make a wide range of changes, that have pushed it into a position where it seems to the TAP reviewers to be very nearly “ready to go”. Slightly more meticulous attention to the detailed implications of earlier TAP comments, would have been helpful, particularly in Component 4.

Components	Draft R-PP submitted for PC16 (September 2013)	Revised R-PP submitted for PC16 (November 2013)
1a	Standard largely met	Standard met
1b	Standard largely met	Standard met
1c	Standard partially met	Standard largely met
2a	Standard largely met	Standard largely met
2b	Standard not met	Standard met
2c	Standard partially met	Standard met
2d	Standard met	Standard met
3	Standard largely met	Standard met
4a	Standard partially met	Standard largely met
4b	Standard partially met	Standard largely met
5	Standard largely met	Standard largely met
6	Standard largely met	Standard met

Standards to be Met by R-PP Components

(From Program Document FMT 2009-1, Rev. 6:)

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. Capacity building activities are included in the work plan for each component where significant external technical expertise has been used in the R-PP development process, and mechanisms for addressing grievances regarding consultation and participation in the REDD-plus process, and for conflict resolution and redress of grievances.

Commentary

This section provides a detailed presentation of the existing institutions that will take part in the REDD+ readiness process. It then moves on to describe the architecture of the REDD+ national coordination. Togo proposes to create a financial management unit for REDD+ which is novel and interesting. The text is clearly written and easy to follow.

While this section provides a good presentation of government actors, it is scant for civil society. The responsibilities of the different partners are not clearly defined. The R-PP mentions hiring experts for different technical activities. Are they thinking of national or international experts? To meet the standards this section should evaluate the existing technical capacities in Togo and propose a capacity building plan, which is not done. If Togo plans to hire foreign consultants a plan for knowledge transfer would be

important. There is no mention of capacity building needs. Fig 2 is confusing as the institutions have different names than those in the text. What are the boxes, e.g. MRV?

The national readiness management arrangements on REDD+ integrate different kind of actors: government agencies (9 ministries), NGOs and private sector. For government agencies, various ministries are involved beyond the forest department. However, there remains the Ministry for Territorial Administration, Decentralization and local Communities which is in charge of decentralized administration as are the traditional chiefs whose contribution will be important to the success of the project.

Reviewers are uneasy about the role of the Prime Minister, welcoming, on the one hand, the implication of the importance of the REDD+ process, but concerned that past experience shows that this is a way, due to the pressures on Prime Ministerial time, for holding important things in a pending tray, while waiting for meetings to take place. On balance, however, reviewers recognise that the Prime minister will no doubt ask members of his staff to deputise for him when necessary, and as a result, REDD+ issues will be regularly before the Prime Minister's gaze.

There is quite some concern as to the protocol of the Prime Minister reporting to the Minister of the Environment, as is proposed. Reviewers are also unhappy about so important a body having such infrequent meetings, feeling that the REDD+ Secretariat will not have enough political muscle to bring about change in the interim.

Every country wrestles with the composition of supervisory committees for REDD+, and Togo is no exception. Reviewers are divided about the composition, some feeling that key sectors are omitted, others feeling that there is too much weight given to the private sector, not enough to the rural poor. One thing seems clear, though, and it is that there is a preponderance of state institutions in the architecture of REDD+ institutions, if not in the composition of proposed institutions. It would be helpful if the R-PP team devoted a bit more time in the text, to justifying the inclusions and omissions: holding the choice up for closer scrutiny.

Recommendations

1. There is a strong sense among reviewers that the Committee structure, and the roles of Prime Minister and Minister of the Environment, simply will not work. The R-PP editorial team is therefore asked to give this more thought and to come up with a scheme that is both cross-sectoral, inclusive, efficient and likely to be able to support the national REDD+ coordination unit with quick decisions, based on sound political judgement and most importantly, strong political commitment.

Standard largely met

Review of the revised text following TAP recommendations

Togo has taken note of the concern of the TAP reviewers and believes that the issue of REDD+ should be placed at a high level of decision making. The authors have changed the section as follows: the REDD+ National Committee is now to be jointly chaired by the Minister of Environment and Forest Resources and the Ministry of Agriculture, Animal Husbandry and Fisheries, reporting jointly to the Prime Minister in the National Development Policy Steering Committee that was established by Decree No. 2010/170 of 13 December 2010. This solution rather neatly deals with all the TAP concerns, save that of needing quick decisions. We will let that pass.

Standard now met

Standard 1b: Information Sharing and Early Dialogue with Key Stakeholder Groups:

The R-PP presents evidence of the government having undertaken an exercise to identify key stakeholders for REDD-plus, and commenced a credible national-scale information sharing and awareness raising campaign for key relevant stakeholders. The campaign's major objective is to establish an early dialogue on the REDD-plus concept and R-PP development process that sets the stage for the later consultation process during the implementation of the R-PP work plan. This effort needs to reach out, to the extent feasible at this stage, to networks and representatives of forest-dependent indigenous peoples and other forest dwellers and forest dependent communities, both at national and local level. The R-PP contains evidence that a reasonably broad range of key stakeholders has been identified, voices of vulnerable groups are beginning to be heard, and that a reasonable amount of time and effort has been invested to raise general awareness of the basic concepts and process of REDD-plus including the SESA.

Commentary

This section presents both the vision of Togo for future consultation and explains what has already been done. The R-PP suggests that much thought has been given to the identification of means to reach out to people both in rural zones and in the cities. A concerted dialogue has already taken place, though much of it was not in the specific context of REDD+, but rather in the more general context of sustainable forest management. The R-PP also details the consultation and outreach activities that have already taken place in Togo related to, or relevant for the REDD+ process. Some excellent consultations have taken place over recent years, totally relevant to REDD+, but conceived in a different context by other programmes. The R-PP implementation phase will be the time to plan consultations that are totally specific to REDD+, not riding on the back of some other interest.

The means proposed for the consultation process are novel and could potentially be very effective to reach a population with low literacy. It is noted that Togo identified women and youth as target populations especially given the large role of women in collecting wood for cooking (though this seems to have been rather forgotten in the next section, 1c).

The R-PP of Togo shows the efforts made by the government to identify key stakeholders to be involved in the REDD+ process. This is illustrated by the various phases of the development of the PNIERN (a Natural Resources National Investment Programme) which includes sensitization of various actors of the official administration, civil society, local communities (traditional leaders and landowners) and financial and technical partners. The REDD+ process is one of the principal components of the PNIERN and received the adherence of different stakeholders identified after a consultation phase.

Mechanisms, including the necessary time, financial resources and space, need to be devised to enable the civil society groups to confer together, independently of government influence. Reviewers believe it is important to do this, to foster the confidence borne out of free expression. This is a delicate matter, since there are in Togo as in many other African countries, environmental NGOs whose office-bearers are also current civil servants.

A recurring theme throughout the R-PP (and throughout this synthesis review) is the importance of land-owners, in a country that, rarely in West Africa, has a high proportion of rural land in private, legal ownership. This point is often made in the document, but reviewers have the sense that the R-PP preparation team has struggled to engage adequately in dialogue with these same landowners. This needs to be remedied.

Recommendations

1. The text needs to say more about the cross-cutting nature of REDD+. At present, the impression in this section is that it is a matter for the forest sector and related NGOs; not enough is said about the other sectors (for example, the Ministries of Justice - essential in land tenure reform, Territorial

Administration - the key to land attribution and Energy - the key to alternative forms of household energy) and other interest groups.

2. The relative importance of each of the different interest groups should be clarified.
3. The process of dialogue needs to be more one of sharing points of view, and less a top-down pedagogic exercise in information dissemination. It might be worth looking at the recent R-PP of Vanuatu, where an independent NGO was contracted to conduct the entire public communication exercise, which was very successful.

Standard largely met

Review of the revised text following TAP recommendations

1. This section has been improved to take into account other sectors such as the Ministry of Territorial Administration, the Ministry in charge of Land-Use Planning and the Ministry of Justice.
2. The role of each actor in the process has now been spelt out (see Table 2).
3. Information campaigns, knowledge sharing and capacity building at the decentralized level, and also at national and international levels are now described to show a degree of partnership between stakeholders in sharing information. Furthermore, the approach for sharing information and knowledge has been fundamentally revised to take into account the need for information to flow from the bottom up (pages 29-33).

These reactions to the TAP's comments represent an adequate response to our concerns.

Standard now met

Standard 1c: Consultation and Participation Process

Ownership, transparency, and dissemination of the R-PP by the government and relevant stakeholders, and inclusiveness of effective and informed consultation and participation by relevant stakeholders, will be assessed by whether proposals and/ or documentation on the following are included in the R-PP (i) the consultation and participation process for R-PP development thus far³ (ii) the extent of ownership within government and national stakeholder community; (iii) the Consultation and Participation Plan for the R-PP implementation phase (iv) concerns expressed and recommendations of relevant stakeholders, and a process for their consideration, and/or expressions of their support for the R-PP.

Commentary

The R-PP clearly articulates that engagement with local stakeholders who need the forest for their living is key to the success of REDD+. Togo proposes that the existing Commission Nationale de Développement Durable will play a key role in the prior consultation regarding the REDD+ strategy. Another strength of the Togo R-PP is to contemplate the creation of a grievance mechanism to ensure that concerns can and will be heard. However, it is not enough simply to say that it will exist: it would be appropriate, in the R-PP, to say

³ 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).

more about how this mechanism will work.

Building on existing institutions such as the Commission Nationale de Développement Durable is a good way to reinforce them. The bottom-up approach to consultation could be an efficient way to bring the concerns and priorities of key local stakeholders to the surface. However, in section 1b Togo identified women and youth as key stakeholders. However box 2, shows that the Commission Nationale de Développement Durable will include a single person representing women and none representing youth. It seems desirable to increase the participation of these vulnerable groups. Although the text does include proposals to include women in more of the future dialogue, we feel that more needs to be said about this at this stage, as also about the role of youth, and of land-title-holders, who really have not had much of a voice so far.

The respective roles of the Commission Nationale de Développement Durable and the Coordination Nationale REDD+ should however be clarified. While the R-PP indicates that the Commission Nationale de Développement Durable will be in charge of the consultation, section 1.3.2.1. mentions the Coordination Nationale REDD+ and further indicates in 1.3.3. that the Coordination Nationale REDD+ will be in charge of data collection. Further confusion is added by the repeated mentions (e.g. 1.3.5) that the Commission Nationale de Développement Durable will play the role of a national REDD+ platform apparently contradicting the REDD+ architecture proposed in section 1.1. All this needs careful editing (or negotiation, with the CNDD). It also appears that the CNDD meets but once a year, which is absolutely not adequate for a fast-moving new topic such as REDD+, for which quarterly meetings would seem more appropriate.

The R-PP shows that consultation of key stakeholders was achieved at different scales (local, regional and national). The appendices 1c-7 and 1c-8 show the effectiveness of the participation of the local actors and the NGOs. The consideration of their concerns and the necessity of their involvement were taken into account (appendices 1c-9 and 1c-10) by the government. This is an illustration of the willingness of the local communities and civil society to support and work for the success of the project. Moreover, planning and attributions of roles to the different stakeholders in the implementation phase attest to the lessons learned from the consultation phase. To avoid confusion in the implementation phase, the term “plateforme” in figure 4 should be replaced by “focus group” or another similar term. However, it is also the case that it is not entirely clear how the hierarchy of committees and consultation arrangements will actually work: Table 4 and Figure 4 do not actually resolve this. It is vague.

Nonetheless, there are two groups of stakeholder who barely get a mention in the R-PP, and these are the private-sector plantation owners, who have an important potential voice in the national carbon debate; and the concession-holders for the management of state lands (three of the national parks are managed by independent entities, on concession); they, too, should have a voice in these matters.

An important issue in this Standard is that of transparency: reviewers have pointed out that there are numerous recent cases, well known to the Togolese public, involving Ministry of Environment and other government officials in the realms of illegal forestry activities, illicit charcoal trafficking to neighbouring Benin and other corrupt practices. The R-PP should acknowledge that these are problems and should give an indication of how they will be tackled during implementation, to safeguard the REDD+ investments.

The CNDD has a composition which, while multi-sectoral, is at a level that does not really give voice to the spectrum of concerns that will of necessity be raised by the REDD+ process. It would be wise to examine this composition, and to propose, in the R-PP, a way to expand the reach of the consultation “plateform”, to ensure that the right voices are being heard.

One consultation issue that the R-PP does not raise is the existence of a forest-sector consultation platform, the Groupe Nationale de Travail, which was set up under the aegis of a FAO/ITTO initiative and which is thought not to have been an effective body in resolving difficult issues. If this is so, will the REDD+ consultation mechanisms prove to be any more effective? And will the REDD+ mechanisms exist alongside the GNT, or be fused with it?

Recommendations

All the comments above can be summarised into three broad recommendations :

1. Enlarge the basis of future consultations, to include proper representation of and dialogue with

women, youth groups and land-owners (as well as land-managers, such as plantation operators and protected area concession-holders)

2. Produce a more convincing case that the complicated nested arrangements of platforms for dialogue and collaboration at a series of levels, are actually going to resolve problems, and not just generate a plethora of committees, or further unresolved conflicts
3. Make realistic proposals for increasing transparency and confronting issues of illegal forest use and improving forest sector governance

Standard partially met

Review of the revised text following TAP recommendations

1. Future consultations have been redesigned to include women's, youth, landowners' and other groups, divided into three categories : the general public, the public affected and the "vulnerable" public. In addition, a modification of the decree of the CNDD is proposed to integrate into REDD+ discussions, three Women's Associations and two Youth Associations and the National Youth Council to better take into account the concerns of young people and women in national consultations. The description of how these will work are full and make quite convincing reading.
2. Togo 's vision is to avoid creating new structures for conducting consultations. This is why the CNDD which includes within it all the main players, is identified as the focal point of consultations. The National Working Group on Sustainable Forest Management (GNT/GDF) and other similar frameworks will also work together within the CNDD.
3. To grow the transparency and confront issues of illegal use of forests and improve the governance of the forest sector, Togo offers a mechanism which will be discussed and implemented with all stakeholders from the start of the implementation phase of the R-PP. This mechanism will be based on flexible methods of dispute resolution, such as fact-finding, dialogue, facilitation or mediation. The control procedures for illegal logging will be improved and cooperation with neighboring countries will be strengthened.

While the first two of these satisfies the concerns of the TAP reviewers, the proposals about increased transparency and improved governance are not entirely convincing.

Standard largely met

Component 2. Prepare the REDD-plus Strategy

Standard 2a: Assessment of Land Use, Land Use Change Drivers, Forest Law, Policy, and Governance:

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

Commentary

This section of the R-PP presents a good description of the vegetation types, the utilization of forests and the situation of land tenure in Togo. The R-PP indicates that 70% of the population relies on agriculture for

their livelihoods which will clearly make REDD+ a challenge... Furthermore discussions of the different causes of deforestation suggest a weak governance process, which is characterised by malpractice, illegal activities and a lack of transparency about what is actually going on. Some reviewers comment on the severity of this problem, noting that timber exports (particularly to the far East) have become a major economic activity, probably involving timber that has “leaked” from neighbouring countries, while illegal charcoal is “leaking” from Togo to Benin.

The amount of detail provided suggest that Togo has a pretty good grasp of the causes of deforestation and knows the on-going efforts needed to tackle them. In the interests of transparency, it would be encouraging to have a rather franker exposé of the problems, in particular in relation to the recognised weak governance of the forest sector.

The R-PP identifies the major land use trends and indicates indirect and direct deforestation and degradation drivers. A land tenure system marked by speculative land acquisition, natural resource rights and relevant governance issues are highlighted, specifying all the implied entities. The RPP presents past experiences through various projects carried out with the participation of the local populations and the ONG community. There are already detailed studies on the underlying causes of deforestation in Togo and full use should be made of these, as a preparatory step before contemplating the commissioning of new ones (which we recommend).

The key failures in implementing policies are also assessed. The RPP envisages analyzing the identified gaps and a process of improvement of the institutional and legal framework.

It is not entirely clear from the text, precisely what is the status of ownership of rural land. For example, on p. 23, we are told that much rural land belongs to individuals and not the state, unlike most African countries; whereas on p.42 it is implied that uncertainty about the law of land tenure risks plunging the rural population into a state of insecurity about their rights and ownership.

Recommendations

1. More attention needs to be given to the accuracy of the data presented in this section, mostly in Tables. Several inaccuracies have been noticed by reviewers. More use should be made in the text, of existing studies of the causes of deforestation and degradation in the country.
2. This would be the place to include a good map of Togo’s vegetation (we refer again later, in Component 3, to the need to draw on the mapping work of FAO in 1980 and the University of Togo in 2002).
3. It would be helpful to work closely with those national institutions which have good data on land-use and governance in relation to land and its misuse, including the Faculty of Science at the University of Lomé.
4. The text is very upbeat about potential future financial returns from the value of carbon and carbon trades. We would suggest toning this down : there is already evidence in other countries of unease, brought about by unmet expectations created by the REDD+ preparatory process, and dialogue, which is generally followed by a very long wait before this can be translated into financial transactions.
5. Although there appears to be a reasonable review of the causes of D and D, in fact the analysis is not very rigorous, and this in turns leads to the weakness in the Strategy to which we draw attention in the next section. As a consequence, we would suggest as a matter of year 1 priority, formalizing and quantifying, in a rigorous study, the drivers of D and D.

Standard largely met

Review of the revised text following TAP recommendations

The suggestions made in the first three comments have not really been taken up: the text has changed rather little. However, the question about the data on forests in Togo is certainly very worrying to the authors. Existing data from FAO and the University of Lomé are said to be fragmented and based on estimates which do not allow actual planning of forestry development. This is why Togo proposes to conduct a national forest inventory, as an indispensable basis to engage the country in its REDD+ process. It is not clear whether this is simply a question of data quality, or of other methodological or technical issues.

A comprehensive study on the causes of deforestation and degradation has been proposed, and this satisfies the TAP concerns on that front.

Standard largely met

Standard 2.b: REDD-plus strategy Options:

The R-PP should include: an alignment of the proposed REDD-plus strategy with the identified drivers of deforestation and forest degradation, and with existing national and sectoral strategies, and a summary of the emerging REDD-plus strategy to the extent known presently, and of proposed analytic work (and, optionally, ToR) for assessment of the various REDD-plus strategy options. This summary should state: how the country proposes to address deforestation and degradation drivers in the design of its REDD-plus strategy; a plan of how to estimate cost and benefits of the emerging REDD-plus strategy, including benefits in terms of rural livelihoods, biodiversity conservation and other developmental aspects; socioeconomic, political and institutional feasibility of the emerging REDD-plus strategy; consideration of environmental and social issues; major potential synergies or inconsistencies of country sector strategies in the forest, agriculture, transport, or other sectors with the envisioned REDD-plus strategy; and a plan of how to assess the 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-plus strategy over time.

Commentary

The R-PP indicates that Togo considers basing its REDD+ strategy on three strategic options: strengthening protected areas as well as forest management/governance while promoting reforestation. Clearly REDD+ implementation will be challenging in Togo since a large part of the population relies on agriculture for a living and rural poverty appears to be a major issue. This problem is compounded by the high rate of population increase and by the apparent inability of the government to control land-use.

The proposed strategy options only partially address the causes of deforestation detailed in section 2a. For example, if a main cause of deforestation is encroachment in protected areas it indeed makes sense to indicate that this cause will be tackled. Section 2b however does not really present a convincing strategy for doing so. Likewise, if the use of wood for cooking is a key driver of deforestation, shouldn't the R-PP concentrate on alternative sources of energy? And again, it would seem important to examine the extent to which the country's forest cover can be increased, given the relatively rapid population growth. According to section 2.1 protected areas already account for 14% of the national land area. Is it realistic, under these circumstances, to suppose that the amount of forested lands can really be increased?

As another example, transhumance is mentioned as an important cause of deforestation yet it is not addressed in the strategy. Yet another issue is that the agricultural sector is full of anarchy and malpractice, to say nothing of the forms of land-use that have so depleted the forest cover over the last few decades (mainly for cash crops, including coffee, cocoa, oilpalm, cotton). The strategy does not deal with this at all convincingly, yet over the long term, it is at the heart of Togo's D and D problems.

It seems that the challenges will be so great in Togo that the REDD+ strategy should favour out of the box thinking. In a dry zone such as Togo, couldn't solar or wind power become a corner-stone for change? Or

even simple approaches such as the more widespread use of fuel-efficient stoves? And what are the prospects for substitution, at least among the urban population, by gas?

More than in most countries, in small, densely populated Togo, the problems of implementing REDD+ boil down to national and domestic energy management, more than land and forest management themselves. This should feature strongly in the strategy, and at present it does not. One aspect of domestic energy management is the role of women (as collectors, purchasers and users of fuelwood and charcoal): their role, either in problem or solution, gets hardly a mention.

Such mention as is made of the woodfuel industry and the commercial chains involved, is couched in a language that seems rather naïve, in terms of finding realistic solutions. If the solutions were simple, they would have been tried long ago: what is Togo going to do to confront this?

One aspect of the existing “natural” state of affairs that does not feature enough in the strategy is the management of bush fires, which have an enormous impact both on the standing vegetation, and on national carbon emissions (quite apart from their role in impoverishing the soils).

Recommendations

1. We do not have a specific, easy recommendation : rather, we share a general concern that the 3-pronged strategy that is proposed will simply not work to reduce D and D in Togo. So we urge, as a matter of some urgency, a brain-storming session amongst the team (and more widely), to think more creatively, and more broadly, about what needs to be done to make REDD+ have a real impact in Togo. A proper, logical, strategic planning event is needed. This should define a vision for Togo in relation to what REDD+ might do for the country, and a pathway of strategies that would position the country to take real advantage of what future REDD+ programmes might look like.

Standard not met

Review of the revised text following TAP recommendations

The Togolese team has completely reworked this section, in a generally very satisfactory way, inasmuch as it now does link, in a much more coherent manner, to the causes of D and D identified in the previous section. There are now five, instead of three strategic axes to pursue, and they are directed to issues that certainly need attention. This is a redesign that took into account the different possible causes observed in key sectors. However, Togo reminds us that this analysis is only a presentation of the preliminary options identified on the basis of the different causes of deforestation and forest degradation, and that these five options will be the subject of a thorough job of consultation on the basis of various studies to be conducted throughout the R-PP process.

It is our view that they have done exactly what the TAP asked them to do here.

Standard now met

Standard 2.c: REDD-plus implementation framework:

Describes activities (and optionally provides ToR in an annex) and a work plan to further elaborate institutional arrangements and issues relevant to REDD-plus in the country setting. Identifies key issues involved in REDD-plus implementation, and explores potential arrangements to address them; offers a work plan that seems likely to allow their full evaluation and adequate incorporation into the eventual Readiness Package. Key issues are likely to include: assessing land ownership and carbon rights for potential REDD-plus strategy activities and lands; addressing key governance concerns related to REDD-plus; and institutional arrangements needed to engage in and track REDD-plus activities and transactions.

Commentary

This section of the R-PP outlines the action plan and execution of the work in relation to the three strategic options and the difficulties that may face the actors. It highlights the commitment of the government to bring together the expertise and contributions of all those involved. The issues raised by the policy options are identified and their analysis and the definition of possible solutions are included in the work plan that outlines the roles and responsibilities of stakeholders. The analysis and the definition of the governance of carbon (carbon ownership, allocation of funds for REDD + strategy, revenue management REDD +, transparent sharing of revenues, research and negotiations for the governance of carbon) are integrated into the work plan. The activities in this plan are grouped into two categories: those related to institutional reforms and legal framework for the governance of carbon in REDD +. These are the very things required in the Standard.

The R-PP shows how responsibility will be shared, as well as a number of the legislative and institutional reforms. It touches on carbon governance and revenue sharing.

While the steps envisioned by Togo are well summarized in the first part of the section it is hard to find coherence between tables 12 and 13. We are therefore left without sense on how would readiness proceeds. Some of the proposed arrangements seem naïve, e.g. promote family planning. While this might be useful it is a complicated issue and the R-PP fails to explain suggested ways forward.

One issue relates to the relationship between this section and the previous one. In section 2b we have argued that the Strategy does not do justice to the identified causes of Deforestation and Degradation ; if this is accepted, there will be a broad need to reexamine this section (2c), to be sure that it covers all the issues arising out of a more coherent strategy.

Recommendations

1. Table 12 appears to mix up the implementation framework with straightforward actions ; this ought to be changed
2. This section needs to clarify what will be done during implementation, from a legal point of view, to resolve the questions of carbon ownership and its relationship to land title.
3. The complex issues of carbon governance are too lightly treated. What process will be used and what reforms are thought to be necessary ? These issues take a very long time to pass through the legislature, and should be started at least in the 2nd year of the programme, not the 4th.

Standard partially met

Review of the revised text following TAP recommendations

1. This table (Table 12) was only a summary of the details provided in this section, and to avoid confusion with the following table, it has been removed.
2. Three situations have been developed for resolving issues of carbon property rights and their relation to land. Although not presented in any detail at this stage, there is at least a typology related to land ownership which shows how the different regimes will be treated, from a carbon rights perspective.
3. Activities relating to the governance of carbon were brought forward to year 2. However, although there is a whole new section on the institutional arrangements in relation to the programme as a whole (and this is welcomed), the question about the reforms that would be needed to take account of the new and emerging issues around carbon governance have not really received further attention.

This section has certainly improved: perhaps not quite as much as it might have done, but the broad

principle have been grasped and are as well treated as by most other countries.

Standard now met

Standard 2.d: Social and Environmental Impacts during Readiness Preparation and REDD-plus Implementation:

The proposal includes a program of work for due diligence in the form of an assessment of environmental and social risks and impacts as part of the SESA process. It also provides a description of safeguard issues that are relevant to the country's readiness preparation efforts. For FCPF countries, a simple work plan is presented for conducting the SESA process, cross referencing other components of the R-PP as appropriate, and for preparing the ESMF.

Commentary

Togo already has legal and technical provisions in place for Environmental Impact Assessment, under the supervision of ANGE (the National Agency for Environmental Management). This section of the Togo R-PP complies with national and international standards, inasmuch as the national standards foresee a Strategic Environmental Evaluation and an Impact Mitigation Plan in conformity with World Bank Safeguard Procedures. It highlights the efforts of Togo to develop through the REDD+ process effective instruments to ensure the safety and monitoring of environmental and social issues arising from REDD+ implementation. The Strategic Environmental and Social Assessment is the recommended tool which includes an Environmental Management Plan and Social Safeguards.

The work plan from the preliminary activities, design methodologies and evaluation by independent consultants and the National Agency of Environmental Management follows the guidelines of REDD+.

National reviewers of this plan have pointed out that in practice, SEIA and related procedures are often not implemented, due in part to capacity constraints; and even if they are completed, the record on public communication of the results of the Assessments is not good. This needs to be taken into account during implementation.

There are no particular Indigenous Peoples' issues arising in Togo, apparently.

Recommendations

1. The role of the ANGE needs to be more clearly highlighted, in particular elsewhere in the text, as a part of the overall institutional set-up required to make REDD+ functional. Doing this is not mandatory, since we have already judged the standard to have been met.

Standard met

Review of the revised text following TAP recommendations

Nothing further was added to this text, so it remains of adequate standard.

Standard met

Component 3. Develop a National Forest Reference Emission Level and/or a Forest Reference Level

Standard 3: a National Forest Reference Emission Level and/or a Forest Reference Level

Present work plan for how the reference level for deforestation, forest degradation (if desired), conservation, sustainable management of forest, and enhancement of carbon stocks will be developed. Include early ideas on a process for determining which approach and methods to use (e.g., forest cover change and GHG emissions based on historical trends, and/or projections into the future of historical trend data; combination of inventory and/or remote sensing, and/or GIS or modeling), major data requirements, and current capacity and capacity requirements. Assess linkages to components 2a (assessment of deforestation drivers), 2b (REDD-plus strategy activities), and 4 (monitoring system design).

(FCPF and UN-REDD recognize that key international policy decisions may affect this component, so a stepwise approach may be useful. This component states what early activities are proposed.)

Commentary

This section shows a real awareness of the need for reliable and efficient data to make effective REDD + in Togo. Mechanisms and diagnostic tools are part of the context of reliable baseline data which can be implemented in new areas of research with a view to strengthen the activities of the REDD +. This section is generally thorough and provides a good basis for the future development of a baseline, into which a great deal of thought has obviously gone.

Togo decided to use the tool-kit «Decision Support Tool for Developing Reference Levels for REDD+ » prepared by Winrock international and the World Bank to establish its baseline. It chose to use 1990 as a base year and will rely on Landsat images to estimate forest cover lost. Some reviewers feel that the base year should be pushed back by a decade or more, since these years saw intense abusive pressure on natural vegetation, to make way for shade-intolerant strains of coffee and cocoa, as well as other cash crops. The document, according to this analysis, gives the impression sometimes that the only natural vegetation is to be found in protected areas, whereas it has simply been deforested and degraded elsewhere. This is one reason for needing to make better use of the existing vegetation maps of the natural vegetation of the country.

Another shortcoming is the simplification of the complexity of carbon stocks: the fact that carbon is to be found not only in the aerial biomass, but also in root biomass, litter and organic horizons in the soil, is largely ignored. The high volumes of dead wood also need to be measured and entered into the equations. This should all be attended to in the methodology, and hence in the text. The whole issue of the ecology and the quantification of carbon flows in different stages of the cycles of forest change (degradation, deforestation, clearance, re-growth, etc), needs more careful attention.

Sub-section 3.9 with table 18 gives a clear sense of the work plan and we support the idea of building capacity by formally engaging with the Université de Lomé training graduate students for the REDD+ process. The work plan envisages that the capitalization of internal technical and human capacities will be strengthened by external expertise. It also takes into account the capitalization of existing data and especially the historical trends of greenhouse gas emissions.

Togo indicates that their baseline will concentrate on deforestation (section 3.1). In the context of Togo where the use of wood for cooking is a prime cause of forest lost one is left wondering if forest degradation shouldn't be a part of the baseline. The R-PP indicates (see 3.1.2.) that it will include degradation in the baseline but provides no information on how it will be done. It would be helpful if the R-PP could allude to the way in which it plans to do so. Saying this, we recognize that measuring deforestation is already challenging and that measuring degradation is even more difficult.

Recommendations

1. Better use needs to be made of existing data sources, including the vegetation maps of the country compiled by FAO in 1980 and the University of Lomé in 2002 ; the latter is available in digital form.
2. The base year of the work is entirely a matter for Togo to set, but our reviewers feel that a more realistic understanding of the processes of D and D would be gained by pushing the base year back by a decade or two.
3. All sources of forest carbon need to be taken into account, if a proper understanding of the processes is to be gained, and subsequently measured.
4. The ClimAfrica team at the University of Lomé has been involved in work on allometric equations, in collaboration with colleagues elsewhere in Africa, and this could usefully be exploited.

Standard largely met

Review of the revised text following TAP recommendations

- 1 . The question about the data on forests in Togo is very worrying. The existing FAO and the University of Lomé data are patchy and based on estimates not allowing actual planning of forestry development. This is why Togo proposes to conduct a national forest inventory, the essential basis for engaging the country in a REDD+ process.
- 2 . Compared to the base year for the inventory, Togo notes the comments and proposes to set the year from the decade 1970 to 1980 (instead of 1990) and hopes to have satellite images from 1970. Before embarking on this, Togo and its team of technical assistants would be well advised to give both the financial and the practical implications of this some careful thought.
- 3 . Sources of carbon from the "dead wood" pool have been ignored, because the wood is harvested for domestic household energy in Togo. As for the " litter " pool, it is not considered because of methodological difficulties. In conclusion, the initially proposed three pools were maintained. This requires further debate during implementation, exposing as it does, issues that are being wrestled with in other countries, too, and about which there are not yet absolutely clear guidelines. By the time implementation is under way, we would expect this to have been resolved, and that Togo would increase its data-gathering scope to include all carbon pools.
4. Togo's universities will be involved in the study phase and the development of allometric equations and their expertise will be welcomed.

Standard met

Component 4. Design Systems for National Forest Monitoring and Information on Safeguards

Standard 4a: National Forest Monitoring System:

The R-PP provides a proposal and workplan for the initial design, on a stepwise basis, of an integrated monitoring system of measurement, reporting and verification of changes in deforestation and/or forest degradation, and forest enhancement activities. The system design should include early ideas on enhancing country capability (either within an integrated system, or in coordinated activities) to monitor emissions reductions and enhancement of forest carbon stocks, and to assess the impacts of the REDD-plus 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-plus implementation. The proposal should present early ideas on how the system could evolve into a mature REDD-plus monitoring system with the full set of capabilities.

(FCPF and UN-REDD recognize 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.

Commentary

Togo indicates as priority #1 for the MRV system the use of the same methods as those employed for the baseline. This indeed is the only way to ensure the coherence between these two steps. This section provides a clear overview of possible options for MRV and identifies the capacity building needs for doing so

Innovative techniques for monitoring changes in land use and carbon stocks are described. The monitoring includes measures, reporting and notification / verification. Monitoring of deforestation / degradation and the main factors is expected at three levels: local, regional and national, ensuring the active participation of local communities and civil society. It is not at all clear why local communities would want to do this, and whether or not they would be remunerated for doing so. We also note the relevance of the action that the authority intends to develop in the short term to have qualified human resources and technical equipment adapted to best implement this aspect of the REDD+ program. Some reviewers are cautious about this, however, saying that it takes far longer to build the necessary capacity than is implied.

The mechanism as described does not actually allow for independent review and monitoring by civil society and other stakeholders (even though some groups will have been involved in the monitoring in the first place). Moreover, the feedback necessary to improve the implementation of REDD+ are not mentioned.

Recommendations

1. It is not clear why Togo is proposing, in sub-section 4.1.1.2. to use both MODIS and Landsat. It is essential to ensure the coherence between the REL and the MRV systems, thus this choice needs to be clarified. The periodicity proposed for forest inventory is not clear and should be explained.
2. An important aspect of the maintenance of carbon stocks is the control of bush fires. This is given scant mention in the R-PP and this section needs to give specific guidance as to how the monitoring will be carried out.
3. The system of notification and verification is not sufficiently clearly explained (for example, several reviewers were uncertain about the role and scope of the external verification agent), and needs to be better described.

4. Much of the uncertainty could be overcome with the development of a realistic, but fairly detailed work plan, linking the purpose and function of the different parts of the MRV system.

Standard partially met

Review of the revised text following TAP recommendations

1. Togo offers MODIS images in addition to the Landsat images, given the accuracy requirements for monitoring. Not much additional information was given to explain this choice, which is not the norm. The frequency of inventories is set for every ten years, based on a system of permanent plots. This represents a compromise between what the country has capacity to monitor, and the demands that will no doubt arise, from organisations in a future contractual relationship with Togo, for more frequent data sets.

2. Bush fires affect 60% of Togo. This is why the fight against bush fires and the fire monitoring system is given as a priority task to local fire management committees, who will be trained and equipped for this purpose. The text, however, does not say very much about exactly how this will be monitored, which was the question posed by the TAP reviewers.

3. Togo has included the need to seek an external auditor at the beginning of the process, but it has not explained how the system of notification and verification would be implemented by such a person.

Standard largely met

Standard 4b: Designing an Information System for Multiple Benefits, Other Impacts, Governance, and Safeguards :

The R-PP provides a proposal for the initial design and a workplan, including early ideas on capability (either within an integrated system, or in coordinated activities), for an integrated monitoring system that includes addressing other multiple benefits, impacts, and governance. Such benefits may include, e.g., rural livelihoods, conservation of biodiversity, key governance factors directly pertinent to REDD-plus implementation in the country.

(The FCPF and UN-REDD recognize 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.)

Commentary

The Togo R-PP presents its vision for the MRV of safeguards and summarizes the proposed activities in the excellent Table 20. Four priorities have been chosen as key safeguards: livelihood, biodiversity conservation, governance and “environmental and social impacts”. Togo indicates that the MRV of safeguards will rely on a wide range of existing institutions for data collection, which is entirely realistic, though it presupposes that the staff of those institutions will have the capacity to make the additional efforts necessary. The issues to be addressed in the context of governance make much sense. The budget for this component is unusually high, which we interpret positively, meaning that there is a good understanding of the importance of the monitoring of co-benefits.

Recommendations

1. In the circumstances of REDD+ (high rural population and rapid population increase) in Togo there is a need for targeted monitoring of the impact of REDD+ on women. It is indeed possible that reduced access to fuel wood might increase their burden if they had to search further away for it.
2. Given the importance of customary land rights in Togo, the safeguards must also assure that traditional and customary rights are respected during REDD+ readiness and implementation. In view

of the forthcoming revisions to the laws on land and property tenure, particular importance must be attached to this.

3. A further aspect of current affairs in Togo is the process of decentralization and the related local electoral process. The R-PP needs to take this into account and to plan for its impacts.

Standard partially met.

Review of the revised text following TAP recommendations

1. Togo notes that making charcoal and marketing of wood and charcoal are activities being undertaken primarily by women, hence the establishment of community and private forests is a mechanism designed to improve the efficiency of these activities, and will therefore primarily benefit women. In addition, income-generating activities are proposed to improve their living conditions. This may be so, but not much additional information was provided here, to reassure the reader that this has been very carefully thought through, as is the implication of our original comment.

2. Generally, land in REDD+ will be modeled on the current regulations including those relating to customary law. The laws and regulations relating to land will be developed on the basis of studies and consultations with landowners. This much is true, but the text revisions do not in fact throw very much additional light on this.

3. R-PP has incorporated aspects of decentralization and local election (page 95). The account of this is quite detailed and shows a good understanding of the issues that will arise to impact on the management of a future REDD+ regime, under an increasingly decentralised political system.

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 and/or UN-REDD, as well as from other international sources (e.g., 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-plus readiness activities identified in the R-PP. Any gaps in funding, or sources of funding, are clearly noted.

Commentary

The R-PP highlights the efforts made by Togo with the support of partners in both bilateral and multilateral development for the establishment of mechanisms to allow the start of activities relating to REDD +. This section explains all funding sources and details the budget lines by activity. These budget lines are consistent with the priorities and activities in the RPP. This is, in fact, one of the most detailed and best budgets we have seen in a first-draft of an R-PP; since a very high proportion of the needed resources seem already assured, the question of priorities may not arise. But a statement about the risks to the programme as a whole, of the non-arrival of one or other of the funding sources, would be helpful.

Recommendations

1. We are concerned that the part of the programme devoted to consultation and working with local communities has much too low a budget. Also, as more thought is given in response to some of our previous comments (for example, in Component 2b, in which we believe that the strategy does not respond adequately to the causes of D and D previously identified), so the budget will need to be revised to take account of these.
2. One small point concerns a budget allocated for the acquisition of Landsat images: this is possibly redundant, since the images are freely available.
3. It would also be helpful to give more detail, both in allocation and timing, about the important contribution that will be made by the German government in supporting this process (57% of the requested budget). It is clearly an essential element in the success of Togo's R-PP implementation, but the more is known about what it would do, the better.
4. Regarding the calendar, it would be wise to allocate one full year to institutional establishment and to embarking on capacity-building.

Standard largely met

Review of the revised text following TAP recommendations

The TAP comments about the need to allocate a bigger budget for community consultations, and a revised budget to take account of the more complex strategic approach now proposed, do not appear to have been taken into account.

The negotiations with the German government about their potential contribution are in full swing, and it is more than likely, according to the revised text, that a contribution of approximately 5 million euros will be made. This is described as well as is possible at this juncture; in a month or two, it should be possible to re-work the entire budget table, to take account of the intended distribution of German funding.

Wisely, the budget and its timing have been redistributed over a four-year period.

Standard largely met

Component 6. Design a Program Monitoring and Evaluation Framework

Standard 6: The R-PP 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.

Commentary

The monitoring and evaluation system of the R-PP focuses on indicators related to (i) process that will measure performance in the implementation of the R-PP and (ii) the results that focus on achieving the expected results. All the principal component parts of the programme are covered, notably the elements of deforestation and degradation, the development of the REDD+ strategy; the implementation of the MRV system; the participation process; and the improvement of governance. The indicators for these are clearly defined and documented in a logical framework format. The monitoring and evaluation system involves all stakeholders through various consultations and evaluation of activities. They concern both the transparent management of allocated resources (though this needs to be treated with a bit more attention to detail) and the implementation of activities in accordance with the schedule. The system devotes as much

attention to process as to results and we think this is very realistic.

Recommendations

1. There is one thing which we feel is missing, and that is the management of knowledge. Where is this process taking us, and on what future basis will decisions be made? This whole aspect of the building of knowledge and capacity needs to be included in the M and E system, as an ultimate end-product.

Standard largely met

Review of the revised text following TAP recommendations

Togo has politely pointed out to the TAP reviewers that this was dealt with in Component 1a. This seems to be true, and we are happy to withdraw the comment from here.

Standard now met