

ANNEX 3: R-PP REVIEW TABLES

CENTRAL AFRICAN REPUBLICⁱ*(R-PP dated 28 September 2011)*

GOVERNANCE OF REDD+	
<i>To what extent does the R-PP promote good governance within REDD+ systems and processes?</i>	
Stakeholder Participation in REDD+ planning and Implementation	
+	<i>Identifies relevant stakeholders for REDD+</i>
	<i>Specifically considers how to engage local stakeholders</i>
	<i>Proposes a transparent process for stakeholder participation</i>
	<i>Proposes a process to ensure accountability for stakeholder input</i>
	<i>Proposes a grievance / dispute resolution mechanism</i>
+	<i>Considers how to learn and build from other relevant participatory processes</i>
<p>The consultation plan outlined in the R-PP indicates an effort to consult a broad range of stakeholders in REDD+ readiness activities. Specifically, the R-PP identifies six target groups for REDD+ consultations, including key actors from civil society, private sector, and government. The R-PP acknowledges the challenge of conducting consultations across local and national scales, and proposes to engage national NGOs to facilitate these efforts (p.35). The plan also identifies and builds upon lessons learned from past experiences with stakeholder consultation in CAR (e.g. the FLEGT VPA process), such as the importance of conducting separate workshops for each stakeholder group, providing information to local stakeholders, and ensuring proper facilitation for local groups (p.19-20). Among other outcomes, the REDD+ consultations are expected to result in the development of a specific policy for involving indigenous peoples and forest-dependent communities in REDD+ and safeguarding their interests (p.36). Although the R-PP provides a general timeline for these activities, the plan could be strengthened by including more detailed schedules and a clearer articulation of measures to ensure transparency and accountability in the consultation process.</p> <p>In addition to consultation, REDD+ stakeholders will be able to elect representatives to the National REDD+ Committee (CNREDD+) (p.12). For example, the CN-REDD+ will include two representatives from NGOs and four representatives of indigenous peoples. According to the R-PP, the CNREDD+ will be responsible for resolving stakeholder grievances. Grievances are to be identified by the REDD+ Technical Coordination body (CTREDD+) and forwarded to the CNREDD+ for resolution (p.36). However, since CTREDD+ is also responsible for day-to-day implementation of REDD+ activities, this may present a conflict of interest.</p> <p>Recommendations:</p> <ul style="list-style-type: none"> • Provide more detailed strategies for ensuring transparency and accountability in REDD+ consultation processes • Propose an independent process for submitting grievances to the CNREDD+ 	
Government coordination in REDD+ planning and implementation	
+	<i>Considers REDD+ in the context of other sector policies, land use plans, and national development plans</i>
+	<i>Proposes mechanisms to coordinate REDD+ across sectors</i>
	<i>Proposes mechanisms to coordinate REDD+ across levels of government</i>
<p>The R-PP stresses the importance of aligning existing sector policies with REDD+, and notes that weak planning and coordination across sectors is an ongoing challenge for CAR (p.48). The R-PP acknowledges that past national development strategies to reduce poverty and improve agricultural practices have not adequately considered environmental issues (p.42). It also states that cross-sector coordination is weak, partially due to the lack of integrated land use planning. In order to facilitate cross-sector coordination for REDD+, the CNREDD will include representatives from relevant sectors (e.g., agriculture, finance, and planning). In addition, the proposed REDD+ strategy options seek to improve cross-sector coordination in practice by implementing countrywide land use planning and zoning (p.62-63). The R-PP does not include a detailed discussion of how tradeoffs between competing land uses and development priorities will be managed through this process.</p> <p>According to the R-PP, coordination with local government will be achieved primarily through establishment of “Comités interprefectoraux” for each of CAR’s 16 prefectures. These entities are tasked with ensuring local implementation of REDD+ and communication with national REDD+ entities (p.13). The R-PP does not elaborate on the existing roles or capacity of local</p>	

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government with regards to forest management, or discuss existing coordination challenges between local and national levels. It is also not clear from the R-PP the extent to which local governments have been engaged with or feel ownership over REDD+ activities to date.

Recommendations:

- Provide more detail on the composition and capacity of the proposed Comités Interprefectoraux
- Propose a process and strategy for managing potential trade-offs between REDD+ and other national development priorities

Transparent and accountable REDD+ revenue management & benefit sharing

Proposes a transparent system to track and coordinate international financing of activities related to REDD+

Considers measures to promote fiscal transparency and accountability for REDD+ revenue management

- Proposes a participatory process to develop systems for REDD+ revenue distribution, including benefit-sharing

+ Reviews lessons from past and/or existing systems for managing and distributing forest revenues

The R-PP proposes to create a REDD+ window in the National Environment Fund (FNE) to manage all international finance for REDD+. Although the legal framework for the FNE was established under the Environmental Code in 2008, the R-PP is unclear about whether the FNE is yet operational (p.15). The R-PP states that the FNE is housed in the Ministry of Environment and Ecology and has a management committee that provides oversight (p.15). The R-PP states that the National Treasury Committee (CNT), a government body that oversees management of state funds, can provide an additional level of transparency for the FNE. The R-PP also states that the FNE will submit financial reports to the CNREDD+ (p.15), but does not establish how frequently reports will be submitted or whether the FNE will be subject to independent auditing.

The R-PP identifies a range of actors such as private entities, local communities and territorial authorities as potential REDD+ beneficiaries, but does not articulate a process for developing REDD+ benefit sharing arrangements. The R-PP also describes some existing challenges in current revenue management and collection systems, including weak capacity to collect forest taxes and low capacity of local government to develop budgets and proposals necessary to access central government funds (p.76). The R-PP does not discuss the potential implications of these challenges for potential benefit sharing and revenue distribution arrangements under REDD+.

Recommendations:

- Propose a participatory process to clarify financial management and benefit sharing arrangements
- Clarify whether the FNE is operational and discuss the Fund's transparency, accountability, and effectiveness

Transparent monitoring and oversight of REDD+

- Proposes to establish information management systems for REDD+ that guarantee public access to information

- Proposes mechanisms for independent oversight of the implementation of REDD+ activities

Proposes mechanisms to monitor efforts to address governance challenges

The R-PP's discussion of monitoring and oversight for REDD+ is relatively weak. Despite broad recognition of the need for public outreach, the R-PP does not propose any dedicated systems for public disclosure of information on REDD+. The R-PP states that the REDD+ Technical Coordination (CTREDD) will monitor implementation of REDD+ in CAR (p.16); however, the CTREDD is also identified as the REDD+ "implementing entity" and therefore cannot provide independent oversight. The FLEGT independent observer is identified as a potential mechanism for quality control of monitoring data (p.109), but broader independent oversight mechanisms are not proposed.

The R-PP proposes to monitor impacts of REDD+ strategy options – including activities to strengthen governance – through development of criteria and indicators (p.114). However, the R-PP does not provide specific details on what governance aspects would be monitored or present a plan for developing governance monitoring approaches. Furthermore, the budget and schedule for Component 4b (i.e. on "Multiple Benefits, Other Impacts and Governance") is missing from the R-PP.

Recommendations:

- Propose an information management system that will facilitate public access to information on REDD+
- Explore options for independent REDD+ oversight, including a role for the FLEGT Independent Observer
- Elaborate on the specific governance issues relevant for REDD+ implementation that will be monitored

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- Add a budget and schedule for Component 4b on Multiple Benefits, Other Impacts and Governance

GOVERNANCE CHALLENGES FOR ADDRESSING DEFORESTATION DRIVERS*To what extent does the R-PP consider key forest governance challenges for achieving REDD+?***Land and forest tenure**

- *Discusses the situation regarding land and forest tenure, including for indigenous peoples*
- *Considers the capacity of judicial and non-judicial systems to resolve conflicts and uphold the rights of citizens*
- Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP does not provide a thorough discussion of the current situation regarding forest tenure, or propose strategies for strengthening forest tenure security. The state is presumed to own all land that is not registered (p.73). Due to the cost and complexity of registration, most communities practice customary tenure rights without formal recognition by the government (p. 73). The R-PP states that under REDD+, the government should facilitate the recognition of customary rights, but does not suggest how this might be accomplished. It does note that the Agriculture and Livestock Code is currently being reformed to facilitate community access to land and streamline the registration process. However, the code also includes provisions for underexploited land to be consolidated under the public domain (p.74), which may have negative consequences for community lands not currently under productive use. The R-PP notes that a new REDD+ law could enhance recognition of community rights and proposes a study to understand existing weaknesses of the legal framework with respect to land tenure (p.74;83). The CTREDD also has a thematic group on tenure, although no information is provided on the type of work the group will do.

Recommendation:

- Provide a thorough discussion of the tenure situation on the ground, including barriers and strategies for achieving tenure security for forest communities

Forest Management

- + *Discusses the ability of forest agencies to plan and implement forest management activities*
- Considers the role of non-government stakeholders, including communities, in forest management*
- + *Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP provides a relatively thorough discussion of forest management activities and challenges in CAR. According to the R-PP, lack of human and financial resources within the government currently pose major challenges for sustainable management of forests and present an obstacle for REDD+ implementation (p.47). One of the proposed REDD+ strategy options is to build government capacity on forestry at all levels (p.70).

The R-PP also broadly acknowledges a role for communities in forest management, although it does not provide a clear description of existing community forestry arrangements in law and in practice. The R-PP does state that communities face obstacles such as lack of access to information, lack of employment opportunities in logging operations, and forest fee systems that do not deliver benefits (p.48). Similarly, the R-PP notes that civil society in CAR lack tools to effectively engage on forestry issues (p.70). Proposed REDD+ strategy options include efforts to strengthen participatory forest management approaches by promoting community involvement in forest planning activities, improving community access to revenues from forest taxes and fees, developing alternative income generating activities, and building civil society capacity on forestry (p.66-67; 70). The R-PP does not elaborate more detailed strategies or approaches for achieving these objectives.

Recommendation:

- Provide a more thorough discussion of the legal framework for community forest management and the situation of community forest management in practice

Forest Law Enforcement

- + *Discusses the ability of law enforcement bodies to effectively enforce forest laws*
- *Discusses efforts to combat corruption*
- Links identified governance challenges to proposed REDD+ strategy options and implementation framework*

The R-PP identifies illegal hunting, illegal harvesting, and nonpayment of taxes as key challenges facing forest law enforcement in CAR, which are partly resulting from weak law enforcement capacity (p. 47). According to the R-PP, law

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enforcement entities lack sufficient numbers of trained field staff; for example, there are only 26 forest rangers in the country to perform field inspections (p.47). The R-PP notes that recently implemented transparency measures for timber permit allocation have reduced illegality and corruption (p.46), and that the establishment of an independent observer as part of the FLEGT VPA process has provided some additional oversight for the forest sector. However, the R-PP does not identify a potential role for the independent observer in REDD+ implementation. REDD+ strategy option 4.2 proposes some capacity building measures, including training of forest rangers (p. 69). However, the R-PP does not propose additional measures to address the range of law enforcement challenges identified or to reduce instances of corruption.

Recommendations:

- Clarify the mandate of the FLEGT Independent Observer and how this entity could be involved in REDD+
- Consider additional REDD+ strategy options to address identified law enforcement challenges

Other Forest Governance Issues Relevant for REDD+

+ *Discusses other forest governance issues that are relevant for REDD+*

+ *Links identified governance challenges to proposed REDD+ strategy and implementation framework*

The R-PP identifies weak governance as a major challenge facing CAR's forest sector. In particular, the R-PP cites lack of institutional capacity and financial resources as underlying factors contributing to forest loss (p.16). Noting that capacity issues pose a major barrier to successful REDD+ implementation, proposed REDD+ strategies include "institutional and governance strengthening" (p.68). Proposed activities include improved training for forest rangers and dedicated capacity building programs for government administration in charge of assessing environmental impacts and collecting forest taxes (p.69)

Recommendation:

- Conduct a capacity needs assessment in order to refine proposed capacity building activities

ⁱ Documented page numbers are from the final French Version of the R-PP, which can be accessed online at:

http://www.forestcarbonpartnership.org/fcp/sites/forestcarbonpartnership.org/files/Documents/PDF/Sep2011/RPP_RCA_Soumission_Septembre_28_2011.pdf

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