

LIBERIA FOREST INITIATIVE

ACTION PLAN
FOR
FOREST SECTOR
REHABILITATION AND REFORM

Liberia Forest Assessment Mission
June 1, 2004

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I. EXECUTIVE SUMMARY

The Liberia Forest Initiative Mission visited Liberia April 7-21, 2004. State/OES led the 9-member Mission, which included representatives from USDA Forest Service, USAID, the U.S. Treasury, Conservation International (CI), and the Environmental Law Institute (ELI). Individual Mission members contributed expertise in the areas of forest policy, forest management, conservation, community forestry, finance, environmental law, and UN sanctions practices. Mission participants are listed in Appendix 1.

The Mission's overall objective was to prepare an Action Plan for the National Transitional Government of Liberia (NTGL), the U.S. Government (USG) and other partners to begin rehabilitation and reform of Liberia's forest sector. More specifically, the Plan was to propose immediate or short-term actions that could be implemented within six months to:

- ? Create conditions favorable to lifting the UN sanctions
- ? Reestablish the timber industry on a transparent and sustainable basis
- ? Secure and expand parks and protected areas
- ? Promote community involvement in managing forest resources
- ? Ensure transparent management of forest sector revenues for the benefit of all Liberians.

The Mission did not have the authority to determine precisely what actions on the part of the NTGL would be necessary to lift the UN sanctions, thus the actions recommended in this Plan might not be sufficient by themselves to create the necessary conditions. It is the responsibility of the NTGL to work with the UN Panel of Experts, the management and Board of Directors of the Liberia Forest Development Authority (FDA), the independent oversight committee called for in the Road Map prepared by the

NTGL Committee to Review Sanctions on Log and Timber Trade, and other partners to fulfill the requirements of the Security Council.

The Mission's full terms of reference are set forth in Appendix 2. In preparing these terms, the Mission drew upon information from numerous sources, including the Results Focused Transition Framework, the Road Map, reports of the UN Committee of Experts, international forest policy initiatives such as the Africa Forest Law and Governance Process (AFLEG) and the President's Initiative Against Illegal Logging, as well as input from stakeholders in the U.S., Europe, and Liberia, including the results of the U.S. Embassy Roundtable held in Monrovia December 16-17, 2003.

In Liberia the Mission worked extensively with FDA management and staff, and met with a wide range of NTGL officials, SRSG Klein and other UN agencies, Liberian and international NGOs, private sector representatives, the European Union Representative, USAID, and other implementing organizations. The Mission briefed NTGL Chairman Bryant and U.S. Ambassador Blaney on its work. Appendix 3 lists the meetings and consultations held by the Mission. The Mission members wish to express their sincere thanks to all who provided input and support.

The Mission's terms of reference identified four primary areas for action: concessions, conservation, communities (the "Three Cs," a term coined by FDA staff), and financial management and transparency. These were supplemented by four framework issues: governance and rule of law, institutional capacity, information management, and security. The Action Plan lists priority needs and recommended actions in the first seven of these areas.

The following table lists activities designed to complete or substantially begin implementation of most of the recommended actions within the next six months. It is not inclusive. Implementing partners and sources of funding have been identified for most activities. Part III of the Plan describes the activities in more detail.

Table 1

LFI Activity Implementation Summary Chart

I. CONCESSIONS AND COMMERCIAL FORESTRY				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Technical Assistance for Forest Management				
1.1 Support to Concession Review Process – Phase II	CA/FDA	\$5,000	USAID/OTI	April 2004
1.2 Long-Term Technical Assistance for forest management at FDA	USFS	\$150,000	LFI - USFS	July 2004
1.3 Technical Assistance for concession allocation process	USFS	\$15,000	LFI - USFS	August 2004
1.4 Verifying legally-harvested timber	USFS	\$15,000	LFI - USFS	August 2004
1.5 Revising forest fee structure	USFS	\$15,000	LFI - USFS	September 2004
1.6 Initiate Strategic Land-Use Planning	USFS	\$15,000	LFI - USFS	October 2004
1.7 Support to Concession Review Process – Phase III	CA/USFS	\$15,000	USAID/OTI	August 2004
II. CONSERVATION				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Secure existing Sapo and Nimba protected areas				
2.1 Construct basic protected area infrastructure	CI, FDA	\$90,000	LFI	August 2004
2.2 Support FDA management at protected areas	CI, FDA	\$40,000	LFI	July 2004
2.3 Demarcate boundaries and provide basic logistics	CI, FDA	\$25,000	LFI	August 2004
Expand Protected Areas				
2.4 Develop strategy for establishing protected area network	CI, FDA	\$25,000	LFI, CI	July 2004
2.5 Coordinate conservation activities among NTGL and partners	CI, FDA	\$50,000	LFI, CI	July 2004
2.6 Technical assistance to FDA for conservation program management	CI	\$20,000	LFI, CI	July 2004
Build capacity and awareness				
2.7 Technical assistance for protected area management	CI,	\$50,000	LFI, CI	July 2004
2.8 Protected area management training for FDA staff	CI, FDA	\$8,000	LFI	August 2004
2.9 Conduct biological surveys	CI, FDA	\$20,000	LFI	August 2004

III. COMMUNITY FORESTRY				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Promote Community Forestry Development				
3.1 Provide Technical Assistance to Reestablish Community Forestry	USFS, FFI, USAID	\$25,000	LFI / FAO	July 2004
3.2 Establish Communal Forests	FFI	\$125,000	UK Dept. of Env.	October 2004
3.3 Develop Community Forest Management Laws	FESS, Tulane ELI	\$15,000	USAID	July 2004
3.4 Establish fuelwood management/tree planting program	FDA	\$100,000	tbd	October 2004
3.5 Reestablish FDA Tree Seed Orchard	FDA	\$100,000	tbd	October 2004
Information and Planning				
3.6 Conduct Wood Energy Survey	CIFOR/ICRAF	\$25,000	FAO/USAID	September 2004
3.7 Conduct Shifting Agriculture Survey	CIFOR/ICRAF	\$25,000	FAO	September 2004

IV. FINANCIAL MANAGEMENT				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Technical Financial Assistance				
4.1 Assist FDA preparation for EU audit	Local Contractor tbd	\$10,000	LFI - USFS	July 2004
4.2 Provide Technical Assistance to:	Contractor to be identified (local or international)	\$50,000	LFI Core Funds-USFS	July 2004
? Review/update FDA's financial/accounting policies and processes				
? Compile most recent FDA financial data				
? Clarify and modernize accounting procedures and protocols				
? Financial management training				

V. GOVERNANCE AND RULE OF LAW				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Technical Legal Assistance				
5.1 Scan and Digitize Laws	ELI	\$6,860.00	LFI – USFS	July 2004
5.2 Draft FDA Regulations	ELI	\$53,140.00	LFI – USFS	July 2004
5.3 Legal Capacity Building for FDA	ELI	\$82,755	tbd	December 2004

VI. CAPACITY BUILDING				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Immediate Capacity Building at the FDA				
6.1 Provide equipment, office furniture and supplies	Creative Assoc.	\$50,000	USAID/OTI	June 2004
Police Training for Forest Rangers				
6.2 Provide basic law enforcement skills	UN CIVPOL/ USFS	\$25,000 (est)	LFI - USFS	July 2004
Forest Infrastructure Rehabilitation				
6.3 Demarcate protected area and concession boundaries, restore forest plantations and create forest sector employment opportunities	DAI / CI	\$400,000	USAID/LCIP	July 2004
Training for FDA Field Staff				
6.4 Refresher training for technicians	USFS / DAI/ others	\$50,000	USAID/AF (tbc)	October 2004
Restoring Training Capacity				
6.5 Rehabilitate U. of Liberia forestry school and Mano River facility	ITTO/CIFOR/AID	\$300,000	ITTO project funds	November 2004

VII. INFORMATION				
Activity	Implementing Partner(s)	Approximate Cost	Funding Source	Approximate Start Date
Develop information management capacity at FDA				
7.1 Develop information systems and tools for decision making	USFS	\$15,000	LFI - USFS	September, 2004
7.2 Technical assistance and training for GIS/Remote Sensing	USFS/CI	\$15,000	LFI - CI	October, 2004
Improve information dissemination and decision-making				
7.3 Collect and organize forest sector information; establish FDA website	CI	\$25,000	LFI - CI	August, 2004

Several external factors will affect the process of forest sector rehabilitation and reform, chiefly the security situation, the extent to which forest sector activities can be integrated into the larger reconstruction effort, the ability of the NTGL to provide oversight and coordination of forest sector issues, and the capacity of Liberian financial and legal institutions to handle forest-related matters.

II. LIBERIA FOREST ACTION PLAN

The Action Plan lists priority needs and recommended actions for the four primary areas and three of the four framework issues described above. The Plan does not specifically address security, which the Mission determined to be largely an external factor. The Plan is not intended to provide a comprehensive study of the forest sector. Such an exercise was not necessary given the clear and urgent needs observed by the Mission. Rather, the Plan presents a blueprint for rapid action to be implemented through the activities listed in Part III. The full reports of Mission members on areas and issues covered in the Plan are available on the Web at the sites indicated.

1. CONCESSIONS AND COMMERCIAL FORESTRY

Findings

Legitimate commercial timber operations in Liberia are essentially shut down as a result of UN sanctions, lingering instability in parts of the country, and the diminished capacity of the FDA and other Liberian government institutions. In order to restart commercial forestry operations, the FDA and the NTGL must accomplish two overlapping tasks: create enabling conditions for lifting the sanctions and reestablish a transparent, sustainable, and effective system for managing timber concessions and revenues.

The critical first step is to develop and implement an administrative process to review more than 30 existing concessions, some of which conflict, determine whether they should be cancelled or retained, and deal with any legal claims that may result from these decisions. The FDA completed the first phase of its concession review before the LFI Mission arrived in Liberia. The Mission team was able to work with the FDA to

clarify and develop the terms and criteria for the second phase of the process, which is ongoing, and expand participation to include civil society and other NTGL agencies. The second phase will produce findings and recommendations for review by the FDA Board of Directors.

NTGL Chairman Bryant has stated that there should be a third stage review, conducted independently of the FDA and its Board. The Mission agrees that such a third phase would serve the critically important purpose of validating the transparency and legality of the concession review in the eyes of the Liberian public, donors, and the international community. The final stage of review should be run by an independent commission with a broad membership including higher levels within the NTGL and Liberian civil society, as well as international representation. The NTGL has already offered the USG and others the opportunity to participate. The Commission should meet in a public space, accessible to all members. Meetings should be planned and publicized well in advance. The Commission should develop the terms of reference for its work, the criteria by which it will make decisions, and the terms under which information about its work will be made public. The third phase Commission could be co-chaired by the NTGL and the UN Mission to Liberia. Membership could include at least the following entities:

NTGL Ministries / Agencies	International Agencies	Non-Governmental Agencies
Ministry of Justice	UN Mission	National Conservation NGO
Chairman’s Office (CEA)	UN CIVPOL	Conservation International
Central Bank	U.S. Embassy	Green Advocates
Ministry of Agriculture	European Union	Sustainable Development Institute
Forest Development Authority		Human Rights NGO
National Police		
Ministry of Finance		
Ministry of Planning		

The FDA must also establish a competitive process for awarding new concessions, and a log tracking system to monitor the movement of timber from concession to port. In order to be credible, and to create an enabling environment for the lifting of UN Sanctions, these processes must be transparent, fair and conducted in accordance with Liberian law and regulation. Although a number of approaches are feasible, awarding concessions through a competitive bidding process would encourage transparency and maximize value, consistent with similar processes in other African countries where forest reform has taken place. The requirement for legislative ratification of concession agreements, which was eliminated in

the 2000 forestry law, should be reinstated. An outside independent monitor could provide immediate and longer-term assistance and oversight for development and implementation of a log tracking system.

However, in order for the FDA to become once again a fully functioning forest management agency, it must do more than the minimum required to lift sanctions. FDA and the NTGL must begin investing in the development of FDA's human and material capacity and management systems. FDA management understands this as evidenced by its "Three Cs" approach. To successfully implement this approach, the FDA must initiate a comprehensive land-use planning process that will establish forest management classifications as well as procedures to assign these classifications via zoning. Achieving these goals requires immediate action as well as initial steps towards a comprehensive plan for rehabilitation and reform.

Priority Needs

Concession Management

- ? A plan for completing the ongoing Concession Review Process, including a third phase involving higher levels of the NTGL and representation from local NGOs and international organizations.
- ? A new system for competitive and transparent forest concession allocation that uses a bidding process to promote transparency
- ? Improve environmental regulations in Forest Utilization Contracts to provide specific criteria for where logging can and cannot occur.
- ? A transparent and accountable means to verify legally-harvested timber
- ? A system for levying forestry taxes and fees that prevents leakage and corruption, and reflects the market value of forest resources
- ? A clear policy on the use of Reforestation/Conservation Funds
- ? Demarcation of existing national forests and concession agreements

Land-Use Planning

- ? An established land-use planning/zoning process to implement the "Three Cs" policy and set aside land for community use and conservation

- ? Rigorous data, verified by ground-truthing, on the current state of forest resources, potentially via a national-level inventory of natural and plantation forests
- ? Actions to address forest loss due to shifting agriculture

Recommended Actions

Concession Management

- a) Support Phases II and III of the Concession Review Process in reviewing the status of existing concessions and providing findings and recommendations to the FDA Board
- b) FDA/NTGL collaboration to develop clear criteria for how the ongoing forest concessions review process will be completed in a legal and transparent fashion.
- c) Develop a new system and implementing regulations for concession allocation based on competitive bidding, including inventory and appraisal training for FDA staff, and a plan to phase in the new bid system over time
- d) Revise Forest Utilization Contracts to build in clear regulations on where logging should be restricted due to environmental concerns (slopes, riparian areas, etc.)
- e) Evaluate existing verification system to determine opportunities for streamlining and modernization
- f) Revise the system for collection of commercial forestry taxes and fees to allow calculation of true market value, minimize opportunities for leakage, provide clear guidelines for use of conservation/reforestation funds, and account for revenue flows
- g) Incorporate IDPs and ex-combatants into National Forest and Concession boundary demarcation through collaboration with existing DDDR programs
- h) Restore the requirement for legislative ratification of concession agreements

Land-Use Planning

- i) Define clear objectives for the “Three C’s” policy, including long-term objectives and allowable resource use activities in each of these categories, criteria for freeing up forests under concession agreements for

other uses, and rules for community access to forests and protected area creation

- j) Develop policies and systems for the use of information in decision making, focusing on pathways for information in the field to reach regional and national level managers, creating tools to use this information, and integrating LFR skills/equipment into the FDA
- k) Develop a proposal to international donors to support a national-level comprehensive forest inventory
- l) Collaborate with Ministry of Agriculture and other relevant NTGL agencies to develop field-level activities to slow the spread of forest loss due to shifting agriculture and provide alternatives to local inhabitants

2. CONSERVATION

Findings

Historically Liberia's forests were conserved due to low-impact selective logging, strong forest governance, low population density in forest areas, and alternative national sources of economic growth such as rubber and iron ore. As a result, the forests that still cover half of Liberia's land area constitute nearly half of the remaining forests in West Africa as well as an important biodiversity hot spot.

The 1976 law creating the FDA provided a strong foundation for conserving Liberia's forests and biodiversity. Since the 1980s, however, forest sector output as a percentage of Liberia's GDP has increased nearly 5-fold – indicating increased economic dependence on forest resources. Forest use over the last several years of conflict has been at an unsustainable level, with reports of over harvesting in several areas. Liberia's forests are becoming increasingly fragmented due to road construction for logging and settlement, resulting in 81% percent of Liberia's forests lying within 3 kilometers of a road.

Liberia's forests and wildlife traditionally provided diverse services to the population besides forestry revenue and employment, however instability in rural areas has severely impacted these benefits. Many farmers have foregone agriculture for hunting, which provides a quicker economic return. High demand for bushmeat in urban areas – including Cote d'Ivoire - has provided additional incentive, thereby accelerating the trade in wildlife. The result is a drastically increased threat to the viability of species populations.

Increased dependence on wildlife not only threatens the national heritage but also creates a food security risk as many species populations become more vulnerable.

Liberia's sole national park, Sapo, was established in 1983. In October 2003, the Liberian Congress enacted legislation creating the Nimba Nature Reserve and authorizing the designation of a network of protected areas originally proposed in the 1980s. However, the FDA has been unable to exercise even minimal control over Sapo for the past two years, and park infrastructure has been destroyed. Likewise, FDA has no resources to begin developing Nimba or any new protected areas. Some of the areas designated for protection overlap with logging concessions, creating potential legal claims. The recent pattern of forest use, coupled with conflict, weakened forest governance, mass migration, and economic collapse, has placed unprecedented pressures on Liberia's forests, threatening the functioning of vital environmental services and the viability of commercial logging, and undermining the emphasis originally placed on conservation in the 1976 law. The peace agreement and international commitment to reconstruction offer an opportunity to reverse this deterioration by creating a strong and comprehensive protected area network to safeguard this vital domestic, regional and international resource.

Priority Needs

- ? Secure existing protected areas (Sapo National Park, Nimba Nature Reserve)
- ? Establish protected area network by expanding conservation areas
- ? Develop regional collaboration for cross-border management of peace park and other initiatives
- ? Build capacity to monitor and manage conservation areas, including national forest reserves
- ? Secure long-term financing for conservation of protected area network
- ? Begin developing alternative livelihood opportunities to coordinate conservation with development by reducing economic pressure on forest resources

Recommended Actions

- a) Reconstitute management of Sapo National Park and establish management at the Nimba Nature Reserve
- b) Create new protected areas outside disputed concession areas – including Lake Piso, Marshall Islands, Wologizi and Wonegizi
- c) Institute moratorium on logging in core zones of proposed protected areas including Grebo, Cestos-Senkwehn, Lofa-Mano, Cestos-Gbi, Putu Mountains, and West Nimba, to allow time to resolve conflicts between concession holdings and protected area plans and formulate a process for creating these protected areas
- d) Strengthen information on biodiversity in Liberia, especially in proposed protected areas
- e) Strengthen restrictions on logging in environmentally vulnerable areas such as waterways and hill slopes
- f) Build forest protection unit capacity to monitor and manage protected areas, including forest reserves, by integrating with the reconstruction processes such as DRR and reintegration to expand the conservation work force
- g) Separate conservation and reforestation fees to create a conservation trust fund for capitalization by international donors, and contract for management of reforestation funds
- h) Take steps to promote community based natural resource management through collaborative management of protected areas involving all relevant stakeholders
- i) Create Deputy Managing Director for Conservation position in FDA

3. COMMUNITY FORESTRY

Findings

Forests and forest revenues are not only a key resource for the Liberian national economy but also provide extremely important economic, cultural and environmental service benefits for communities. Community forestry covers a range of activities including tree crops, agroforestry, forest management for timber, charcoal, fuel wood, tree-planting, medicinal plants, hunting, and cultural/social uses. Liberian farmers generally utilize secondary forestland to practice shifting agriculture. Currently, fuel wood and charcoal are almost the sole energy source (98%) for the country. Liberians are also very dependent on bushmeat as a source of protein. The estimated annual value of bushmeat produced is \$66 million USD. Non-Timber Forest Products such as medicines, forest foods, palm oil etc. are

also important for community food security and health needs. Secondary and primary forests provide communities with many indirect environmental services including clean water, soil fertility, carbon sinks, and biodiversity. Forests have cultural importance for the secret society activities of the Bundu and Poro peoples. The dislocation and destruction of conflict, and lack of capacity for land use planning, have disrupted many of these benefits and services.

Even prior to the recent conflict, commercial forestry took precedence over both conservation and community forestry within the FDA. The “community” aspects of the forestry sector were typically described as the benefits that accrued to communities from commercial forestry, such as schools, clinics, roads and other local infrastructure and services. Because of the weakness of the Liberian state, most of these services in the recent past have been provided not by the government but rather on an ad hoc basis by concessionaires and logging companies. The 1976 forestry law provides for special taxes that theoretically should generate a revenue stream for both community and conservation purposes. In practice, however, communities (and conservation) benefited only minimally. Community forest management and public participation in decision making over natural resources were also neglected.

The FDA has promoted reforestation and afforestation over the past 30 years, originally by removing primary and secondary forest cover and replanting with “forestry plantations.” That approach was abandoned in part due to the failure of large plantations to generate adequate revenue. The FDA began to focus more on establishing fuel wood lots, tree planting on degraded land and logged out concessions, and agroforestry interventions to address more of the direct needs of rural communities. However, the FDA appeared to deal with communities in a directive manner, generally employing them as hired labor to plant and care for trees rather than taking a more participatory approach to community forest management and planning. The most recent 10-year strategy for reforestation and community development, published in 1998, recognized new challenges such as increased demand for fuel wood and charcoal, the negative ecological effects of IDP camps, and increased emphasis on the practice of agroforestry and other alternative livelihood strategies to reduce pressure on forest lands.

These issues are interdependent and must be addressed as such if rehabilitation is to succeed in the present post-conflict environment.

Because Liberians are so dependent upon their local forest resources, forest sector rehabilitation and reform must restore the connection between communities and forests, and expand the scope of community forestry to include communities as partners in managing their forest resources.

Priority Needs

- ? Increased public participation in decision-making and management over natural resources
- ? Address fuelwood shortages in peri-urban areas
- ? Access to quality seed and planting material
- ? Address information gaps on community based forest and natural resources management
- ? Capacity building and training, information and planning, and community/social forestry development.

Recommended Actions:

Capacity building and training

- a) Provide in-country training for FDA staff on community forestry principles and methodology.
- b) Develop a new community forestry strategy in consultation with the FDA, civil society, and communities.
- c) Provide opportunities for international training and exposure visits for FDA staff, and representatives from civil society organizations

Information and planning

- d) Conduct a national forest resource assessment focused on community needs
- e) Survey the supply and demand for wood energy products
- f) Survey the dynamics and impact of shifting agriculture on forest resources and protected areas

Community/social forestry development

- g) Establish a tree planting program to address fuelwood shortages in peri-urban areas
- h) Re-establish FDA tree-seed orchard
- i) Establish pilot communal forest near Sapo National Park

- j) Develop process to promote community participation in management of forest resources in national parks, national forest land and community forests

4. FINANCIAL MANAGEMENT

Findings

UN Security Council Resolution 1521 states very clearly that the NTGL should establish “transparent accounting and auditing mechanisms” for forest sector revenues in order to create enabling conditions for eventual lifting of the UN timber sanctions. The Mission heard estimates that the Liberian forest sector has the potential to generate at least \$20 million per year in revenues for the State, through fees and taxes on timber production and other forest utilization activities. This amount would be enough to finance a substantial part of the national budget, as well as fully funding forest sector operations. However, at present there appears to be little cohesion, oversight or accountability in the financial management systems of the Liberian forest sector, and the FDA is not capable of effectively managing the forest revenue stream. Intensive technical assistance and training will be required to restore this capacity, as well as organizational culture change.

FDA's financial systems are antiquated (use of hand-written ledger books) and significant numbers of records have been lost or are only partially available. An informal review of the past two years' financial reports and budgets revealed that they are incomplete, are not necessarily based upon actual data, and do not consistently follow either GAAP or International Accounting Standards. There is limited internal transparency and no internal auditing capacity. An informal review of the FDA's proposed 2004 budget revealed unrealistic revenue projections, unexplained staffing increases, excessive allocations for expense allowances and benefits, and simple arithmetical errors. FDA management pledged to correct these errors, but for these reasons it was not possible to get a clear and complete picture of the financial situation of the FDA during the course of the mission, and the recommendations below are made without the benefit of in-depth access to financial data.

The FDA's human resources are also inadequate to the task of effectively managing forest revenues. A number of mid-level accounting

staff have basic technical skills and have been employed by FDA for some time, but their capacity does not match the level of sophistication necessary to function within a system that meets international standards. The observed corporate culture at FDA shows the effects of a long period of inadequate resources and political interference. Oversight of the FDA by its Board of Directors, and external oversight by the Budget Bureau, Ministry of Finance and Central Bank of Liberia (CBL) have been virtually non-existent. There are no requirements for the FDA to make regular reports to these institutions, and there are no representatives from these institutions on the FDA Board. The Board has no finance committee that could review FDA financial reporting.

An immediate concern is that the state of FDA's accounts and financial management systems is so poor that it is not prepared to undergo the EU funded financial and systems audit scheduled to take place in July 2004. The audit will be critical for establishing financial baselines for the forest sector, and is likely to generate significant additional recommendations for reform.

In addition to the FDA, reform of forest sector finances involves other elements such as valuation of timber assets, setting of taxes and fees, and the management of forest revenues by the NTGL and the CBL. The forestry law calls for forest sector revenues to be deposited in a separate account at the CBL. Currently, however, the NTGL's Executive Order No. 2 requires the deposit of forest revenues in the government's general account at the CBL, where they are commingled with other revenues. The FDA receives a budget allocation towards its operating expenses that is transferred into a disbursement account at the CBL. The Mission understood this to be part of temporary measures to enable the NTGL to gain control over its revenues. Once adequate financial systems and controls are in place for the forest sector, the NTGL can make a policy decision about forest sector financing arrangements. The law also calls for a separate CBL account for reforestation and conservation fees, which is also subject to Executive Order No. 2.

Upon the Mission's arrival in Liberia, the FDA had not completed the process of establishing the disbursement accounts at the CBL. FDA management represented that this was because the FDA was not generating any revenues, and expressed concern that FDA revenues might not be properly accounted for or disbursed if commingled in a general account. On the other hand, it appeared that revenues that may have been generated from

domestic timber activities over the past year had not been deposited into the CBL, contrary to Executive Order No. 2. The day prior to the Mission's departure, the Reforestation and Community Development accounts were processed.

Priority Needs:

- ? Immediate assistance to help FDA consolidate its financial systems and information in preparation for the EU audit.
- ? Management and oversight changes at the FDA including review and modification of board membership, the adoption of international accounting standards and norms, regular public reporting of FDA's financial performance, application of a transparent budget process and training of accounting office staff
- ? Office equipment and accounting tools to support financial management
- ? A means to evaluate forest resources in order to establish revenue projections and inform forest policy decisions
- ? An independent audit capacity for the forest sector

Recommended Actions

- a) Engage the services of a qualified CPA firm to review and update the FDA's financial and accounting policies and processes, and compile the most recent financial data including short and medium-term liabilities.
- b) Complete the activation of the CBL accounts and use them for receipts and expenditures as called for by Executive Order No. 2.
- c) Provide technical assistance to the FDA to develop a system of financial and accounting controls based on international standards to establish accountability and transparency of revenue and expenditure processes.
- d) Develop a transparent budget process for the FDA with checks and balances
- e) Review the membership and structure of the FDA Board to add representation from NTGL financial organs and create a Finance committee.

- f) Provide technical training for FDA financial and accounting staff, and financial management training for FDA managers and Board Members.
- g) Provide upgraded equipment, systems and materials to enable effective financial management within the FDA.
- h) Contract for an independent external auditor for the FDA and the forest sector.
- i) Deposit revenues from the sale or processing of logs stored at Buchanan Port in the CBL in accordance with Executive Order No. 2.

5. GOVERNANCE AND RULE OF LAW

Findings

Liberia's 1986 Constitution provides that natural resources shall be managed with maximum participation by all citizens, for the general welfare of the people and for national economic development. In addition to the Constitution, the forest sector is regulated by a number of statutes including the Forestry Development Authority Act (1976) as amended in 1988, the National Forestry Law (2000), and 27 regulations adopted between 1978 and 2001. These laws incorporate the concepts of sustainable use, environmental assessment and community involvement. The Environment Protection and Management Law (2002) applies principles such as sustainable development, precaution, polluter-pays, inter-generational equity, public participation, and international co-operation to natural resource management. In 2003 the government of Liberia passed three laws to extend the existing Sapo National Park, create the East Nimba Nature Reserve, and create a network of protected areas.

On paper, these laws provide a fairly competent legal regime for the management and utilization of Liberia's forest resources. With development and effective implementation, they could be used to administer the forest sector on a sustainable basis. However, the current capacity of the FDA and the legal system in general to do this is very low. Many FDA files were destroyed in the fighting in 2003, and the FDA legal advisers did not even know whether they had definitive copies of some of the current laws.

Legal issues related to concessions: The FDA has already begun a review process to make recommendations to the FDA Board of Directors and the NTGL concerning the concession system and whether individual

concessions should be upheld or canceled. The Mission worked closely with the FDA officials in charge of the review, and was able to propose some immediate steps to make the process more transparent and inclusive. However the FDA would benefit from further guidance on the legal and administrative aspects of this critical process.

The 1976 Forest Law required legislative ratification of concession agreements, which provided an important safeguard against abuse of discretion and rent seeking by officials. However, this provision was deleted in the 2000 Act. Liberian law does not establish any procedure or requirements for allocating new concessions, nor does it set financial and technical requirements that applicants must meet in order to qualify for the grant of a concession. Requirements that concessionaires prepare comprehensive work plans and post performance bonds only take effect after the concession has been granted. In any case, it appears that in recent years the legal procedures for granting concessions were often not followed. The Mission heard evidence that concessions were taken away or awarded without legal process or payment of compensation. These extra-legal practices have left a legacy of conflicting and overlapping claims that will need to be resolved before timber operations can be fully restored.

Legal issues related to conservation: The Forestry Laws contain several provisions to protect the environment and conserve natural resources including flora and fauna. The 2000 Act provides that forest operations shall be conducted for the sustainable development of forest resources, environmental protection and for the common good of the people of Liberia. The law further requires that forest operations be conducted in accordance with environmentally sound harvesting practices, to avoid waste, and prevent damage to the environment. Holders of forest resource utilization rights are required to conduct initial and periodic environmental impact assessments, to respect the annual coup, and not interfere with protected areas. However there is little in the way of regulations to elaborate these concepts. For example, the 2000 Law empowers FDA to prescribe criteria for environmental assessments, but it has not yet done so and none of the existing timber concessions have been subject to an EIA.

Legal issues related to communities: Liberian forestry law protects the property rights of landowners or occupiers by requiring concession holders to respect pre-existing rights and pay compensation for the reduction in value of land that results from the conduct of timber operations.

However, the law is silent on the procedure for determining the amount of compensation to be paid and on who makes such a determination. The 1976 law requires the establishment of county-level Advisory Committees intended to provide channels of communication between the FDA and local communities on forest and wildlife conservation. The committees are also supposed to provide general supervision of the enforcement of forest and wildlife regulations. However, there are no rules governing the appointment or operations of these committees.

The 2000 Forestry law and the terms of the model concession agreement require concessionaires to build rural infrastructure in their areas of operation, with ownership of fixed assets reverting to the government upon termination of the concession. In recent years, according to members of the Liberian Timber Association, government practice has been to contract with timber concessionaires for rural road construction. There are no rules or procedures regulating these activities or defining the respective responsibilities of concessionaires and communities.

The law does not provide for local community participation in the EIA process or in the allocation and management of concession areas, and does not include a process for directing forest revenues to community development. The NTGL should consider, at the policy level, to what degree responsibility for community development should continue to be placed on the concession holders as opposed to the national government and local authorities.

Priority Needs

- ? Clarification and development of forestry laws and regulations: the legal regime needs to be strengthened to avoid revenue leakage, ensure transparency and accountability, promote sustainability, environmental protection, community involvement, and more responsible action by loggers and forest officials.
- ? A Strengthened Legal Office: FDA currently employs one full-time legal officer and retains an outside counsel who provides general legal advice. Neither of these individuals has training in environmental or natural resources law, and the legal officer has very little in the way of resources. FDA needs assistance to equip and furnish the legal office, to compile all forestry laws and regulations, and for on-the-job (counterpart) capacity building.

- ? New regulations on financial transparency and accountability, competitive bidding for concessions, environmental impact assessment, and community participation and benefit sharing.
- ? A speedy, transparent and fair legal process for resolving concession disputes and conflicts between concessions and protected areas.
- ? Enhanced capacity for legal implementation through a program of forest law training and capacity building for forest officers, lawyers, judges and NGOs.
- ? A legally sanctioned process for community level participation in forestry management and for sharing of forest revenues between the government and communities.

Recommended Actions

- a) Provide equipment and training for the FDA's legal office to support drafting of regulations, and build capacity for legal implementation.
- b) Prepare amendments to the Forestry Law to reintroduce legislative ratification of concession agreements and other reforms, and to remove ambiguities and redundancies.
- c) Draft FDA regulations on financial transparency and accountability, competitive bidding for concessions, environmental impact assessment of forest operations, and strengthened community participation including sharing of forest sector revenues.
- d) Establish, through regulation or executive order, a legal process for resolving disputes arising from past concession allocations, including the possibility of a special tribunal.
- e) Retain the services of an internationally recognized and reputable law organization to conduct forest law training programs for FDA staff and management, lawyers, judges and NGOs.
- f) Prepare electronic (CD-Rom) copies of Liberian forest laws and regulations.

6. CAPACITY

Background

Successful rehabilitation and reform of the Liberian forest sector hinges on restoring the legitimacy, competence, dignity and authority of the FDA to effectively and transparently manage utilization of the country's

forest resources. It must have the capacity to perform the following major functions:

- ? Creating, protecting and managing forest reserves and national parks through legal process
- ? Allocating forest areas and regulating and managing sustainable forest management through concession agreements and permit
- ? Promulgating and effectively enforcing forest laws and regulations
- ? Assessing taxes and fees and accounting for the payment of such revenues
- ? Managing finances for its operation through competent accounting and bookkeeping.
- ? Participating in international forest related institutions.

The FDA operates within a framework defined principally by current Liberian forestry laws and regulations, other relevant Liberian laws, NTGL Executive Order No. 2, the Road Map To Lifting UN Sanctions on Logging and Timber Trade in Liberia, the 2004 FDA Budget Proposal, personnel policies and records, and the by-laws of the FDA Board of Directors.

A critical factor for FDA capacity is funding for its capital and operating costs. The Mission heard estimates that the forest sector, if managed sustainably, could generate over \$20 million per year in revenue for the NTGL from forestry fees and taxes. This would be enough to cover the FDA's funding requirements and still produce significant revenue for the NTGL budget. The FDA currently receives \$50,000 USD/month from the NTGL for operating costs, over 80 percent of which must be used to pay salaries. At a meeting with the Mission team on April 16, NTGL Chairman Bryant requested that the NTGL allocate an additional USD 300,000 from its limited funds to finance capital investments and immediate training needs for the FDA. Until the lifting of UN sanctions and the resumption of revenue flows from commercial forest activity, the FDA will require substantial investment from the NTGL and international partners for capacity building.

Direction

The NTGL appointed 9 members to the FDA Board of Directors as recommended by the Road Map to Lifting Sanctions, and in accordance with the factional balance required by the Accra Agreement. The Minister of

Finance is not among them, however, meaning that the Board is not linked to NTGL financial and macroeconomic institutions. FDA Management has requested the NTGL Chairman to address this situation by the end of May 2004.

Management

The Road Map recommended that the Board restructure FDA management to create a Deputy Managing Director (DMD) for Conservation and make other changes. The Board was to adopt a resolution to accomplish this by realigning the three DMD positions within FDA. The Board should consider other changes as well, in particular separating the policy-making and commercial activities of the FDA to reduce potential conflicts of interest.

Financial Management

As detailed above, FDA's current financial management capacity is inadequate for even basic tasks such as preparing a budget or accomplishing the transfer of revenues to the CBL as required by NTGL Executive Order No. 2. Although some financial managers are motivated, they are under-qualified and inexperienced. FDA Management recognizes the need to put an effective system of financial management in place and has begun searching for a competent Liberian CPA to help with this task.

Personnel

The FDA appeared to have 453 employees in 2003. This number will increase once the agency is functioning at full capacity. However, the FDA's personnel policy has not been revised for more than 25 years. Some provisions are anachronistic and others not enforced. Personnel files do not contain such items as resumes, degrees or certificates, and it is not clear whether all managers have the required qualifications for their positions. Low salary and benefit levels and political interference have affected staff morale and loyalty. FDA management has begun revising personnel policies and updating records, but lacks access to up-to-date systems and skills.

Production Forest Management

Most FDA staff responsible for concession management are assigned to work directly with concessionaires, providing services such as annual coup approval, scaling, recording, hammer marking, waybill inspection, reclassification and port inspection. However, the Mission heard from industry sources that due to low pay, lack of incentives, and the general

breakdown of governance during the conflict period, many of these staff were “subsidized” by the concessionaires. This led to irregular practices such as underreporting of production volumes and inaccurate declaration of quality, which decreased the revenue from taxes and fees. Lack of training in grading methods was also mentioned as a bottleneck. FDA apparently has only one internationally certified log grader and does not have any functioning relationship with BIVAC, the international contractor responsible for certifying logs for export from Liberia. No concession staff are trained in environmental impact assessment.

Forest Protection

The 1976 Act establishing the FDA gives it the mandate to create and protect forest reserves and national parks. However, this function has been historically limited to wildlife management activities and in recent times the development of Sapo National Park. Plans to develop a network of protected areas consisting of Sapo, the East Nimba Reserve, and six other sites will require the development of additional capacity. Initially, staff increases will be necessary to carry out tasks such as cutting boundary lines, mapping, and developing infrastructure. Forest law enforcement capacity must also be augmented to enable the FDA to enforce park and protected area boundaries.

Community Forest Management

There is no department within the FDA exclusively designated for community forest development and management. Creation of such a unit and training personnel to staff it should be a priority for the FDA in accord with its “Three Cs” policy.

Training

There is little or no current capacity for training within the forest sector. FDA managers informed the Mission of a three-day staff training seminar that was scheduled during the Mission’s visit. Because of lack of funds, it did not take place. The forestry school at the University of Liberia shut down when the university closed. FDA also has a training facility and model forest at Mano River, but this was looted during the war. Forest sector training capacity needs to be reinstated on three levels: professional training for members of the Board of Directors, FDA managers, and professional foresters; technical training for FDA headquarters and field staff; and police training for rangers with law enforcement powers.

International Relations

The FDA needs to renew its external relationships with international forest organizations such as ITTO and CIFOR, and sister forest management agencies in donor countries and the region. Liberia could also benefit by becoming an active participant in the Africa Forest Law and Governance Process (AFLEG). The over US\$600,000 in debts owed to international organizations listed in the FDA's 2004 budget must be addressed as resources permit. Taking these steps to rejoin the international forest community could enable Liberia to tap into public and private sources of technical and financial assistance such as conservation trust funds, ITTO project funds, the FAO, the GEF and the World Bank.

Infrastructure

The FDA central office at Mount Barclay was looted and destroyed. Its reconstruction is a long-term, multimillion-dollar project beyond the scope of this Plan, however an assessment could be undertaken within the next 6 months with technical assistance. FDA regional offices and staff quarters were also looted and must be rebuilt, which can be accomplished within the scope of this Plan. Transportation for FDA staff is necessary to enable them to do their jobs effectively, but FDA management must be willing to adopt a realistic policy for acquiring vehicles and assigning them to FDA staff. Donors will not support excessive vehicle costs. A radio communication network will also be necessary to connect FDA headquarters with the regional offices and field operations.

Priority Needs

- ? Changes to the structure and functioning of the FDA Board and management to facilitate rehabilitation and reform
- ? Rehabilitation of FDA training facilities and programs for management and staff
- ? A reformed FDA personnel structure that includes updated personnel policies, realistic staffing levels, and adequate salaries and benefits
- ? Equipment, materiel and supplies for FDA headquarters and regional offices
- ? A strengthened forest protection department with trained forest protection, park management and forest law enforcement officers
- ? Creation of a community forest department at FDA at manager level
- ? Training, equipping, and deploying of FDA Personnel to the field

- ? An independent monitoring body for the FDA as called for in the Road Map
- ? Coordination of FDA's international relations

Recommended Actions

- a) Appoint the Minister of Finance to the FDA Board and organize committees of the Board to improve its policy making capacity
- b) Reallocate the portfolios of the three Deputy Managing Directors to establish a DMD for conservation
- c) Develop and begin implementing a comprehensive training plan for FDA professional and field staff
- d) Law enforcement training for forest rangers
- e) Technical assistance to develop human resources management capacity, revise personnel policies and establish target staffing levels consistent with operational requirements
- f) Develop and implement a new salary scale, benefit schemes, and vehicle policy
- g) Provide basic equipment for FDA HQ
- h) Rehabilitate and equip 5 regional offices
- i) Develop an inventory control program to manage equipment and supplies
- j) Prepare a comprehensive equipment needs list including cost data for headquarters, regional, and field offices for use as a tool to channel capital investment in the FDA
- k) Establish the Independent Oversight Committee called for in the Road Map, with adequate resources to perform its functions
- l) Assess the cost of reconstructing FDA Headquarters at Mt. Barclay
- m) Provide radio and internet communication equipment
- n) Rehabilitate the academic and training facilities and programs at the University of Liberia and Mano River
- o) Strengthen the FDA Project Monitoring Unit through training and providing Internet access

7. INFORMATION MANAGEMENT

Findings

Information on Liberia's forests and forest dwelling communities is limited. Fourteen years of conflict have destroyed information sources and

prevented access to forest areas to maintain and expand forest information. The most recent comprehensive information on Liberia's forests dates from the 1960s German Forest Mission to Liberia. Several studies have been conducted subsequently, but none have been as comprehensive. The most recent is the ongoing Liberia Forest Re-assessment (LFR) Project begun in 2001, supported by the EU/Critical Eco-system Partnership Fund and implemented by Fauna and Flora International in collaboration with Conservation International.

The LFR has established some baseline information including an estimate of forest cover at 4.52 million hectares, yet significant gaps remain for forest dynamics relating to commercial, conservation, and community issues. Scientific information for commercial or conservation uses, such as establishing sustainable timber harvesting yields or identifying important botanical resources, is severely limited. Demographic and settlement data for forest-dwelling communities is rapidly improving; however substantive information needed for understanding these communities' relation to forest resources does not yet exist.

The FDA Support Services Division is responsible for collecting and maintaining information on Liberia's forests and forest utilization activities. Primary responsibilities include surveying, development of data and production of maps pertaining to timber stock and concessionaire annual coup, and maintenance of administrative boundary information including concession and protected area boundaries. The Ministry of Planning and Economic Affairs, specifically its Department of Statistics, is responsible for producing all official government statistics and is mandated to work with the FDA to maintain forest related statistical information.

During the years of conflict FDA invested little in information maintenance and development. Corruption also prevented the development and dissemination of reliable information. The result was limited transparency and diminished management capacity within the forest sector. Restoring good governance to the sector requires that the FDA have the authority and capacity, in policy and practice, to provide information on its activities and on forest utilization by the commercial, community and conservation sectors. This information should be in the public domain for free access by all stakeholders. Proper management of forest resources requires use of existing data, development of other current data, and integration of forest data into management decision-making processes.

The following information should be made publicly available by law or regulation:

Forestry Development Authority

- ? FDA staff listing and classification
- ? FDA taxes assessed and received
- ? FDA budget and quarterly expenditures
- ? All legislation, rules and regulations pertaining to forest management
- ? Figures on development aid assistance

Commercial Forestry

- ? Concession holders and geographic information on concession location
- ? Concession management contracts
- ? Company information including origin of entity, board members, principal shareholders and financiers
- ? Taxes paid to government
- ? Management plans and annual coup utilization
- ? Quarterly production, processing and export data
- ? Violations and fees paid
- ? Concessionaire investment in community projects including shares provided to communities
- ? Labor force statistics

Conservation

- ? Principal local and international organizations involved in conservation
- ? Staff listing for organizations including information on qualifications
- ? Goals and objectives of organizations and focus areas of activity
- ? Active projects
- ? Assistance to the FDA from conservation organizations

Community Forestry

- ? Listing of civilian authorities in forest areas at the county, district and clan level

- ? Geographic information on location and ownership of deeded land in forest areas
- ? Location and ownership of community/tribal forest areas and utilization activities
- ? Composition of community councils pertaining to forest management issues

Priority Needs

- ? Increased information and research capacity for understanding the forest resource including commercial value and sustainable harvesting parameters, biodiversity and environmental services, and forest community utilization and development needs.
- ? Increased technical capacity and systems for collecting and managing data on Liberia's forests including GIS/Remote Sensing skills
- ? Internet access at the FDA to provide broader information to the FDA and allow for better exchange of information with domestic and international partners
- ? Capacity for actively providing information to NTGL policy-makers, FDA managers, the public and partners to ensure that forest information is freely accessible to all stakeholders

Recommended Actions

- a) Establish FDA website for publishing forest information
- b) Establish internet service at FDA HQ to improve interchange of information between FDA and partners
- c) Work with Ministry of Planning, United Nations Humanitarian Information Center, and other partners to build capacity in GIS and remote sensing
- d) Conduct inventory of Liberia's forest estate
- e) Develop, in partnership with the UN and NGO partners, socio-economic information on forest communities
- f) Conduct biological assessments in forest areas – especially proposed protected areas – to increase species (including dynamics relating to bushmeat consumption) and environmental services data to ensure proper protection and management of the resource to initiate process for development environmental impact assessment capacity
- g) FDA and NGO collaboration with the Liberian EPA to develop capacity for environmental impact assessments

- h) Develop maps for public distribution showing forest cover, forest classification (i.e. national forests, national park, community forest), administrative boundaries at the county level, and concessions.

III. IMPLEMENTING ACTIVITIES

The following projects and proposals are designed to implement the actions recommended in Part II above. The list includes descriptions, time lines, actual and potential implementing partners and sources of funding, and is indexed to the recommended actions. It should be possible to complete or substantially begin all of these activities within six months. The activities listed are those that call for substantial involvement by external partners working with the NTGL and FDA. For a summary of these activities, see Table 1. above. Other implementing activities are not listed because they are of an administrative nature and can be accomplished by the FDA or NTGL without external assistance.

1.1 Support to Concession Review Process

Description: Provide the FDA with immediate material and financial support to carry out the ongoing Phase II concession review process. Support includes office equipment and supplies, funds for publishing information about the process in Liberian media, and for the logistical costs involved in organizing meetings of the concession review committee.

Start Date: April 2004 (this activity is already under way)

Funding: About \$5000 provided by USAID/OTI/Creative Associates

Implementing Partners: USAID/OTI/Creative Associates, FDA

Actions Addressed: 1a-b

1.2 Technical Assistance for Forest Management

Description: Placement of a long-term technical advisor (LTTA) within the FDA to focus on forest management, permitting systems, environmental economics, forest concession issues, and institutional capacity building. This advisor would oversee reform efforts on a day-to-day basis and

coordinate short-term technical assistance missions. The advisor would also work with LFI donors on reporting and results-oriented monitoring, and serve as liaison to the U.S. Embassy in Monrovia. The advisor would be located at FDA headquarters and travel to the field as needed. The advisor's specific responsibilities could include:

- ? Advising on completion of the Concession Review Process
- ? Assisting with development of interim measures for new permit allocation process
- ? Supporting revision of Forest Utilization Contracts to include environmental measures
- ? Assisting with development and implementation of a training plan
- ? Planning and securing funding for a forest inventory
- ? Coordinating with other agencies on shifting agriculture prevention measures
- ? Supporting development of a new personnel structure for the FDA
- ? Facilitating an inventory of needed equipment and development of a prioritized equipment needs list
- ? Coordinating with in-country partners for other FDA support activities
- ? Developing a protocol for valuation of Liberia's forest assets

Start Date: Recruiting is underway for an advisor to begin by July 2004.

Funding: \$150,000 from LFI Core Funds with logistical/housing support from Embassy Monrovia

Implementing Partners: USFS, NTGL

Actions Addressed: 1a-f, 1i-l, 4c-e, 6c-e, 6j

1.3 Technical Assistance for Concession Allocation Process

Description: Provide the services of a USFS timber sale contract specialist and a timber management specialist to:

- ? Review the FDA's forest products permitting system and provide recommendations for revision of the existing system including an option for a new permitting system based on a competitive bidding process.

- ? Prepare a process outline and model documents for implementation of a competitive bidding process for allocating concessions.
- ? Review the system for monitoring forest product permits and provide recommendations for revising the existing system or for development of new monitoring systems.

Start Date: August 2004

Funding: \$15,000 in LFI Core Funds

Implementing Partners: USFS

Actions Addressed: 1c-d, 5c

1.4 Technical Assistance for Verification

Description: Provide the services of a USFS forest product monitoring expert to assist the FDA to examine the current verification system and develop a transparent and accountable means to verify legally harvested timber through updated processes and technologies. The expert will also examine possibilities for independent oversight of such a system.

Start Date: August 2004

Funding: \$15,000 in LFI Core Funds through USFS

Implementing Partners: USFS

Actions Addressed: 1e

1.5 Revising the Forest Fee Structure

Description: Provide the expertise of a USFS forest products economist and silviculturist to advise on development of a new fee and tax structure for forest products that takes into account market value of the resource, simplifies the number of fees, provides adequate incentives for investment and benefits for the NTGL, and reduces opportunities for leakage.

Start Date: September 2004

Funding: \$15,000 from LFI Core Funds

Implementing Partners: USFS, NTGL Ministry of Finance, CBL, European Union

Actions Addressed: 1f, 2g, 4c

1.6 Strategic Planning

Description: Provide the services of a USFS strategic planner and forest ecologist to work with FDA to establish a strategic planning process that will:

- ? Guide development of national, regional and local level forest zoning plans and management activities
- ? Assist FDA to develop and clarify a national-level vision for Liberia's forests
- ? Establish a fully participatory planning process involving national and regional level stakeholders
- ? Recommend changes to forest laws, regulations, and concession agreements to support the planning/zoning process.

Start Date: October 2004

Funding: \$15,000 in LFI Core Funds

Implementing Partners: NTGL Ministry of Planning

Actions Addressed: 1i-j, 2h, 3b, 3j, 5b-c

1.7 Concession Review Process Phase III

Description: Provide the FDA with material and financial support to carry out Phase III of the concession review process. Support includes equipment and supplies, funds for publishing information about the process in Liberian media, and for the logistical costs involved in organizing meetings of the independent commission to prepare its terms of reference and conduct the review. See Appendix 5 for recommendations concerning the conduct of this final phase of the concession review process.

Start Date: August 2004

Funding: \$15,000 provided by USAID/OTI/Creative Associates

Implementing Partners: USAID/OTI/Creative Associates, USFS, NTGL, FDA

Actions Addressed: 1a-b

2.1 Securing and Expanding Sapo and Nimba Protected Areas

Description: Conduct a needs assessment and engage community leaders at Sapo National Park and the Nimba Nature Reserve to provide a basis for securing and expanding Sapo Park and Nimba Reserve.

Time Line: August 2004

Funding: \$90,000 in LFI core funds through CI

Implementing Partners: CI, FDA

Action Addressed: 2a

2.2 Management of Sapo and Nimba Protected Areas

Description: Provide financial support to reconstitute FDA management at Sapo Park and Nimba Reserve.

Start Date: July 2004

Funding: \$40,000 from LFI core funds through CI

Implementing Partners: CI, FDA

Action Addressed: 2a

2.3 Boundaries and Logistics in Sapo and Nimba

Description: Demarcate the boundaries of Sapo Park and Nimba Reserve, construct basic infrastructure, and acquire logistical equipment.

Start Date: July 2004

Funding: \$40,000 from LFI core funds through CI

Implementing Partners: CI, FDA

Actions Addressed: 1g, 2a, 2f

2.4 Strategy for protected Area Network

Description: Support the FDA and engage stakeholders in developing a sequenced, landscape strategy building upon Liberia's existing protected areas to expand conservation areas and establish a national protected area network.

Start Date: July 2004

Funding: \$25,000 from LFI core funds through CI

Implementing Partners: CI, FDA

Actions Addressed: 2b-f, 3j

2.5 Coordination of Conservation Activities

Description: Support development and holding of a joint meeting among conservation project implementers to increase effectiveness and efficiency of conservation planning and implementation efforts.

Start Date: July 2004

Funding: \$50,000 from LFI core funds through CI and CI funds

Implementing Partners: CI, FDA

Actions Addressed: 2h, 3j

2.6 Conservation Program Management

Description: Provide technical assistance for the design and management of the protected area network.

Start Date: July 2004

Funding: \$20,000 from LFI core funds through CI and CI funds

Implementing Partners: CI, FDA

Actions Addressed: 2b, 2d

2.7 Capacity Building for Protected Area Management

Description: Securing existing protected areas and expanding protected areas in Liberia will require significant increase in capacity and awareness. Technical assistance and training will be provided for overall management of the FDA's conservation program and to support protected area and wildlife management. Capacity building will also link to the DDRR process by involving ex-combatants, IDPs and others to build a substantial employment base necessary for meeting conservation management needs. To increase awareness and understanding of conservation project implementers will train journalists and hold a planning conference to establish a strategy for increasing awareness of conservation nationally.

Start Date: July 2004

Funding: \$50,000 from LFI core funds through CI and CI funds

Implementing Partners: CI

Actions Addressed: 2f, 2h, 7f

2.8 Training for Protected Area Management

Description: International training in protected area management will be provided to FDA staff.

Start Date: August 2004

Funding: \$8,000 from LFI core funds through CI

Implementing Partners: CI, FDA

Actions Addressed: 2f, 6c

2.9 Biological Surveys

Description: Conduct biological surveys of existing and proposed protected areas to establish a baseline for conservation efforts.

Start Date: August 2004

Funding: \$20,000 from LFI core funds through CI

Implementing Partners: CI, FDA

Actions Addressed: 1k, 2d, 3d, 7f

3.1 Reestablishing Community Forestry

Description: Provide the services of a short term technical advisor (STTA) with expertise in community based forest and natural resources management and agroforestry to work with FDA on initial steps to re-establish a national community forestry program. The advisor will assess current capacities within the FDA's Reforestation and Environmental Rehabilitation Division and work with FDA on a new strategy for community forestry. The advisor would also undertake the following tasks:

- ? Coordinate with donors and NGOs working on community based forest issues
- ? Conduct training courses on community forestry methods and principles
- ? Assist FDA to develop and implement a community forestry training plan
- ? Coordinate with FAO to program the work of local consultants hired by FAO to support rehabilitation of community forestry activities

Start Date: July 2004.

Funding: \$25,000 from FAO/Liberia and LFI core funds

Implementing Partners: FAO, FFI, USAID, USFS

Actions Addressed: 1i, 2h, 3a-b, 3j

3.2 Establishing Communal Forests

Description: Establish communal forests in and around Sapo National Park and other forest land in Liberia. The initial sites could serve as pilot forests to demonstrate processes and techniques. Priority would be given to establishing managed forests in communities adjacent to parks and protected areas, or where large numbers of returnees create pressure on local forest resources.

Start Date: October 2004

Funding: \$125,000 from the UK Department of Environment and Catholic Relief Services

Implementing Partners: FFI, CI, Mercy Corps, USAID

Actions Addressed: 2h, 3i

3.3 Community Forest Management Laws

Description: Provide the services of a legal expert to review Liberian laws and regulations and propose amendments or new regulations to clarify and develop the legal basis for community forest management.

Start Date: July 2004

Funding: \$15,000 from USAID/Office of Environment and Science Policy

Implementing Partners: Foundation for Environmental Security and Sustainability, the Tulane Environmental Law Institute, USAID

Actions Addressed: 3b, 3j, 5b-c

3.4 Fuel Wood for Urban Areas

Description: Assess the patterns of demand for fuel wood in urban areas and the impact on nearby forests and develop proposals for sustainable fuel wood production.

Start Date: October 2004

Funding: TBD; estimated cost up to \$100,000 depending on geographic scope; possible donors include FAO, LFI core funds, EU

Implementing Partners: FAO, USAID

Actions Addressed: 3g, 7e

3.5 Tree Seed Orchard and Seed Bank

Description: Reestablish a national tree seed orchard and seed bank, through identification and maintenance of mother trees, seed collection and management, development of seed bank infrastructure, nursery development, and protocols for seed utilization.

Start Date: October 2004

Funding: TBD; estimated cost up to \$100,000; possible donors include FAO, LFI core funds, FDA funds, EU

Implementing Partners: FAO, USAID

Actions Addressed: 3h

3.6 Wood Energy Survey

Description: Conduct a survey of the supply and demand of wood energy products in Liberia to establish a base line for longer-term activities to address wood energy issues.

Start Date: September 2004

Funding: \$25,000 from FAO, LFI core funds, USAID/Office of Environment and Science Policy

Implementing Partners: World Agroforestry Centre (ICRAF), Centre for International Forestry Research (CIFOR), USAID

Actions Addressed: 1i-j, 3b, 3e, 7e

3.7 Shifting Agriculture Survey

Description: Conduct a survey of the dynamics and impacts of shifting agriculture on Liberia's forest resources, with emphasis on proposed protected areas, to serve as a base line for longer-term activities to address shifting agriculture issues.

Start Date: September 2004

Funding: \$25,000 from FAO, LFI core funds, USAID/Office of Environment and Science Policy

Implementing Partners: NTGL Ministry of Agriculture, World Agroforestry Centre (ICRAF), Centre for International Forestry Research (CIFOR)

Actions Addressed: 1i, 1l, 3f, 7e

4.1 A Financial and Systems Audit of the FDA

Description: Contract with a Liberian CPA to provide immediate support to the FDA to prepare for the EU-funded financial and systems audit scheduled to begin in July 2004. The FDA would benefit from assistance in organizing and clarifying its financial records to enable the audit to fulfill its terms of reference, which call for a detailed and transparent financial and systems audit of the FDA to "reveal the extent to which revenues collected by [the FDA] are transferred to the national budget and the degree to which...these revenues are correctly captured and managed on behalf of the NTGL." The audit is expected to produce specific conclusions and recommendations for reforms for immediate action by the NTGL. The audit is also expected to determine "potential areas which could benefit from selected institutional support...from the NTGL and the international donor community."

Start Date: June 2004. The EU audit begins no later than 15 days following signature of a contract with an auditor and is to be completed within 80 days. According to the EU Office in Liberia, a contract should be signed by July 2004.

Funding: LFI core funds through USFS

Implementing Partners: Liberian contractor to be selected, USFS

Actions addressed: 4a

4.2 Technical Financial Assistance

Description: A comprehensive program of technical financial assistance for the FDA using qualified local CPAs and external consultants to:

- ? Provide an immediate review and update of FDA's financial and accounting policies and processes
- ? Compile FDA's most recent financial data, including short and medium-term liabilities
- ? Clarify and modernize accounting procedures and protocols
- ? Provide external oversight of FDA's financial management
- ? Provide financial management training for FDA directors, managers and staff
- ? Develop a protocol for valuation of Liberia's forest assets

Start Date: July 2004

Funding: \$50,000 from LFI core funds through USFS, World Bank

Implementing Partners: Treasury, World Bank, Consulting firms, Liberian CPAs, USFS

Actions addressed: 4a, 4c-d, 4f, 5c, 6c, 6f

5.1 Compiling Forest Laws and Regulations

Description: Prepare a compilation of all current Liberian forest laws and regulations in both printed and CD-ROM format.

Start Date: July 2004

Funding: \$6,860 from LFI Core Funds through USFS

Implementing Partners: The Environmental Law Institute

Action Addressed: 5f

5.2 Technical Legal Assistance for the FDA

Description: A program of technical legal assistance for the FDA to clarify and develop forest related laws and regulations and provide legal support for the concession review/allocation process. This project would place an expatriate legal adviser in the FDA to work closely with the Legal Officer and outside counsel, and would draw on both external and Liberian legal expertise for support with specific tasks.

Start Date: July 2004

Funding: \$53,140 from LFI core funds through USFS

Implementing Partners: ELI, The American Bar Association (ABA) Africa Law Initiative, pro bono contributions from law schools and law firms.

Actions Addressed: 1a-d, 1f, 1h, 2c, 4c-e, 5b-d

5.3 Legal Capacity Building

Description: Provide training and materials on environmental and natural resources law for FDA legal officers, management and staff, lawyers, judges and NGOs.

Start Date: December 2004

Funding: TBD; estimated cost \$82,755; possible donors include LFI core funds, ELI, ABA

Implementing Partners: ELI, The ABA Africa Law Initiative, pro bono contributions from law schools and law firms.

Actions Addressed: 5a, 5e, 6c

6.1 Immediate capacity building at the FDA

Description: A "Ministry in a Box" program to meet immediate needs for furniture, equipment and supplies at the FDA central office.

Start Date: June 2004

Funding: \$50,000 from USAID/OTI

Implementing Partners: USAID/OTI Liberia/Creative Associates

Actions addressed: 4g, 5a, 6g

6.2 Police training for Forest Rangers

Description: An agreement with the UN CIVPOL authorities to include FDA forest rangers in its police training program. Under Liberian forest law, rangers have law enforcement powers, including the power of arrest. With proper training they could provide a valuable addition to rural law enforcement as well as more effectively enforce forest laws and regulations. FDA has identified about 150 rangers who could participate in this training.

Start Date: The first CIVPOL class of 125 officers is scheduled to begin July 1, 2004 and will last three months. Subsequent classes will be conducted until the program terminates. A few rangers could be included in each class. Thus two groups of rangers could be trained in the first six months.

Funding: UN CIVPOL funds the basic training course. LFI core funds through USFS, or State/INL law enforcement funds, will pay additional costs to cover the forest rangers' participation and for any forest-specific training materials, estimated at \$25,000.

Implementing Partners: UN CIVPOL, U.S. Forest Service, State/INL

Actions addressed: 2a, 2f, 6d

6.3 Forest Infrastructure Rehabilitation

Description: A program to employ former forest workers emerging from the DDRR program in public works projects to demarcate national park boundaries, restore forest plantations, and other forest infrastructure related work. There may be several thousand former forest workers among the ex-combatants and IDPs. This program has the potential to provide temporary employment for these workers until they can return to full-time jobs in the forest sector.

Start Date: July 2004

Funding: Estimated cost is \$400,000; to be funded by USAID through the Local Community Infrastructure Project (LCIP) administered by Development Alternatives International (DAI)

Implementing Partners: DAI, Conservation International

Actions Addressed: 1g, 2f, 6h

6.4 Refresher Training for Field Staff

Description: Provide support for a refresher course on basic forest management responsibilities for FDA staff preparing to redeploy to the field. The NTGL Sanctions Review Committee identified 176 technicians such as tree finders and scalers whose training could begin as soon as June and be completed within six months. The FDA and local partners have competency to perform this training with some technical assistance for designing and implementing training modules. FDA has submitted a proposal for this activity to USFS.

Start Date: October 2004

Funding: TBD; estimated cost \$50,000; possible donors include LFI core funds, ITTO, CI, FAO, World Bank

Implementing Partners: USFS, FDA, CI, ITTO, FAO

Actions Addressed: 3a, 6c

6.5 Restoring Training Capacity

Description: A project to rehabilitate the programs, curriculum and facilities of the forestry training school at the University of Liberia and the training facilities/model forest at Mano River.

Start Date: November 2004

Funding: Estimated budget is \$300,000 from ITTO project funds

Implementing Partners: ITTO, CIFOR, USFS, forestry schools in the U.S.,

Actions Addressed: 6c, 6n

7.1 Information Management Systems

Description: Provide the services of two USFS natural resource information system experts to develop a framework for a new information system within the FDA, including internet capacity, integration of LFR products and equipment into FDA decision making processes, develop forest resource mapping, and a system for bringing information from the field into the hands of regional and national level managers.

Time-Line: September 2004

Funding: \$15,000 in LFI Core Funds through USFS

Implementing Partners: USFS, CI

Actions Addressed: 1j, 2d, 6o, 7b, 7e-h

7.2 Developing GIS/Remote Sensing Capacity

Description: Provide technical assistance and training to FDA to develop and implement GIS and remote sensing capacity and integrate use of this information into FDA planning and decision-making processes.

Start Date: October 2004

Funding: \$15,000 in LFI Core Funds through CI

Implementing Partners: CI, FFI, USFS

Actions Addressed: 1j, 2d, 7c

7.3 Developing a forest website

Description: Provide assistance and training to FDA to collect and organize forest sector information for publication, establish an FDA website, and post information to the site.

Time-Line: August 2004

Funding: \$25,000 in LFI Core Funds through CI

Implementing Partners: CI, FFI, USFS

Actions Addressed: 1j, 2d, 7a

IV. EXTERNAL FACTORS

The following external factors could have a significant impact on the pace of forest sector rehabilitation and reform, and on the ability of the LFI to achieve its objectives:

Security

Under UN Security Council Resolution 1521, the NTGL must demonstrate its control over Liberia's forest territory before timber sanctions can be lifted. Neither the FDA nor the timber industry is willing to venture into forest areas without adequate security. The Mission heard evidence that rebel groups are logging concessions in territory they control using looted equipment. UNMIL deployment and a successful DDRR process are necessary before timber production and conservation activities can fully resume. The FDA should coordinate resumption of field activities with UNMIL to ensure that FDA personnel and equipment are protected. UNMIL and the NTGL should work with industry to establish adequate security arrangements to prevent a

return to the past practice of concessionaires maintaining private armed security forces.

Integration

The pace of forest sector rehabilitation will be affected by progress in other aspects of the larger reconstruction process such as infrastructure, rural development, and financial and judicial reform. The Action Plan relies on contributions from other reconstruction programs to fulfill several of its objectives. This integration of forest issues into other sectors needs to be further developed to promote the long-term success of the LFI. The team stressed this point in its meetings with SRSK Klein and DSRSK Abou Moussa. The team was unable to meet with the UNDP Representative, but notes that UNDP has a key role to play if this integration is to be realized.

NTGL Coordination

Effective management of the forest sector and forest sector revenues requires cooperation between the FDA and other NTGL elements whose work relates to the forest sector, such as the Central Bank of Liberia and the Ministries of Finance, Planning, Justice, Commerce, and Internal Affairs. A coordinating body such as the Council of Economic Advisers should actively facilitate this cooperation. For example, even though both FDA and the Ministry of Commerce (through a private company, 'BIVAC') have timber inspectors at the Ports, the two groups do not have a working relationship.

Effective Institutions

The LFI can build legal and financial management capacity within the FDA and the forest sector, but other important activities affecting the forest sector are the responsibility of institutions outside the sector, such as courts and banks. Liberia's courts will be called upon to enforce forest laws and regulations, and to resolve complex legal issues concerning cancellation of timber concession agreements, conflicting concession claims, and overlapping concessions and protected areas. The Liberian financial sector plays a key role in financing commercial timber operations, particularly for smaller-scale operators. Access to adequate capital on reasonable terms will be important to restarting timber production once sanctions are lifted.

APPENDIX 1

LIBERIA FOREST INITIATIVE MISSION ROSTER

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Oliver Pierson, Africa Programs Coordinator, Office of International Programs, USDA Forest Service

Oren Whyche-Shaw, Director, Office of African Nations, U.S. Treasury

John Woods, Consultant, In-Country Coordinator

APPENDIX 2

LIBERIA FOREST INITIATIVE TERMS OF REFERENCE

US State Department Liberia Forest Rehabilitation Initiative Assessment Mission

April, 2004

Purpose:

The assessment mission will focus on 5 clusters and 4 cross-cutting issues led by participating agencies:

Components:

- I. Coordination
- II. Concession Management
- III. Conservation
- IV. Financial management and transparency
- V. Community forest management

Cross-cutting issues:

- I. Governance and rule of law
- II. Capacity
- III. Security
- IV. Transparency, and information management

Components:

I. Coordination

Activities

- a. Coordinate assessment mission activities and goals
- b. Establish coordination within the US Embassy and clarify their oversight responsibility and contributions.

- c. Establish collaboration with Forest Development Authority and other Liberian government agencies including the Chairman's Office.
- d. Establish coordination with international agencies and other donors, in particular the World Bank and UN.

Outcomes

- a. Framework for coordination roles and responsibilities
- b. Coordination objectives and outcomes established for first 3 and 6 months
- c. Obtain commitment from FDA to allow the LFI Coordinator to use office space at their HQ
- d. Develop a Process or MOU (if possible) between WB/UN/EU/USG that includes a strategy for communication between in-country personnel working on forest issues (e.g. Bi-Monthly meetings).

II. Concession management

Activities

- a. Assess current status of NTGL concession review including:
 - i. Evaluation of current concession agreement terms and conditions
 - ii. Legitimacy of all concessions and possibility for a "clean slate" approach
 - iii. Obtain and assess the TOR of current FDA concession review and transparency of this process
- b. Assess appropriateness of existing concession allocation procedure:
 - i. Existence of a transparent and competitive concession allocation procedure under rule of law
 - ii. Appraisal and inventory of concession resources as a basis for sustainability
 - iii. Concessionaire qualifications (technical, financial).
 - iv. Concession monitoring and enforcement (management plan, log tracking).

- c. Assess current FDA capacity and future needs to appropriately manage forest concessions including:
 - i. Management / human resources
 - ii. Finance and operations including enforcement
 - iii. Technical
 - iv. Material and infrastructure
- d. Assess FDA role in allocation and management of forest areas for purposes other than commercial forest concessions (plantations, salvage logging, community forestry, conservation, other extractive industries etc).
 - i. Procedures for allocation and demarcation of areas
 - ii. Procedures for assessing taxes or fees
 - iii. Capacity and procedure for monitoring and management
- e. Assess need/desirability for interim measures to restart timber production pending establishment of new concession system.

Outcomes

- a. Evaluation of NTGL concession review process (is it transparent, equitable, will it provide baseline for reformed concession mgmt.)
- b. List of priority technical assistance needs for ongoing concession review and new or improved concession allocation procedures.
- c. List of priority technical and material capacity needs for appropriate concession management.
- d. Action plan for implementing a and b.
- e. Recommendations for interim timber production measures if needed

III. Conservation

Activities

- a. Assess current status of existing protected area network.
 - i. Legal status/classification and gazetting/demarcation
 - ii. Biodiversity threats and opportunities

- iii. Regulatory framework for protected area management and broader environmental law enforcement
 - iv. Opportunity for UNESCO World Heritage Status for Nimba Nature Reserve
- b. Assess feasibility of protected area network expansion in consideration of:
 - i. Land-use planning (extractive industry, agriculture and infrastructure)
 - ii. National, regional and global biodiversity priorities and ecosystem services
 - iii. Economic needs (revenue, employment, communities)
 - iv. Integration with other reconstruction activities
 - c. Assess current FDA capacity and future needs to appropriately manage forest protected areas including:
 - i. Management and human resources
 - ii. Finance and operations including enforcement
 - iii. Technical
 - iv. Material and infrastructure

Outcomes

- a. Outline of current status and needs for existing protected areas and proposed protected area network.
- b. Outline of current and future capacity and financial needs for protected area management.
- c. Recommendations and outline of needs for law enforcement in protected areas.
- d. Action plan for implementing outcomes above, including integration with other reconstruction activities.

IV. Financial Management and Transparency

Activities

- a. Assess status of financial system and current reform programs relative to forest revenues including:

- i. Necessary entities for managing forest sector revenues, in particular FDA, Central Bank, Finance Ministry, Budget Bureau.
 - ii. Forensic and systems audit plans (EU)
 - b. Assess financial management policy for FDA in relation to public corporations.
 - i. Revenue generation and collection including tax structure
 - ii. Revenue flow and appropriation
 - iii. FDA budgeting formulation and approval procedures
 - iv. Feasibility of forest revenue use for special funds (reforestation, communities, conservation etc.)
 - c. Assess financial management transparency and accountability.
 - i. Feasibility of independent oversight of financial transactions
 - ii. Obtain schedule of relevant taxes and fees
 - iii. Public participation and access to financial and concession info
 - iv. Reporting mechanism and oversight/enforcement
 - d. Assess current FDA capacity and future needs to appropriately manage financial systems including:
 - i. Management and human resources
 - ii. Accounting
 - iii. Technical
 - iv. Material
 - v. Enforcement
 - e. Assess need for interim measures to assure appropriate management of forest revenues, including the need for a third-party monitored trust fund to receive forest revenues as an interim solution prior to the development of a fully functioning FDA accounting system

Outcomes

- a. Outline needs (material and systems) for appropriate management of forest revenues.

- b. Recommendations on technical assistance for creating transparency and public participation in forest sector financial management
- c. Develop action plan for implementing outcomes above and recommendations for interim measures if needed

V. Community forest management

Activities

- a. Assess current status of existing community forests.
 - i. Legal status/classification and gazettement/demarcation
 - ii. Community threats (e.g. bushmeat, shifting agriculture etc) and opportunities (e.g. agro-forestry, wildlife management etc)
 - iii. Regulatory framework for community forests
- b. Assess distribution of forest management benefits to communities.
 - i. Socio-economic development (housing, health, education, infrastructure etc)
 - ii. Environmental benefits (ecosystem services, direct compensation, economic activity etc)
 - iii. Community engagement in ancillary activities relating to forest management (economic activity, employment etc)
- c. Assess current capacity and future needs in FDA and other relevant agencies and communities to appropriately manage community forests including:
 - i. Creation and design of community forests and relevant projects
 - ii. Management and human resources
 - iii. Technical
 - iv. Material
- d. Assess impact of resettlement and community reconstruction activities on community forests
- e. Examine evolution of status of community forests under Doe and Taylor regimes

Outcomes

- a. Outline current legal and regulatory status of community forests.
- b. Outline current and future capacity and financial needs for community forest creation and management.
- c. Make recommendations for provision of technical assistance to develop project opportunities in community forests.
- d. Develop action plan for implementing outcomes above, including proposals for coordinating community forest development with other reconstruction activities and opportunities for leveraging other funds.

Cross-Cutting Themes:

I. Governance and rule of law

Activities

- a. Assess the current status and evolution of forest laws and regulations related to
 - i. Commercial forestry
 - ii. Conservation (including wildlife)
 - iii. Communities
- b. Assess the capacity of legal institutions to implement and enforce forest laws
 - v. Institutional structures and relationships (NGOs, Civil Society)
 - vi. Operations
 - vii. Technical
 - viii. Material and infrastructure

II. Capacity of the FDA and Other Relevant Institutions

Activities

- a. Assess current human resource capacity including
 - i. Managerial staff and their qualifications
 - ii. Professional staff and their qualifications

- iii. Technical staff at each level of operation and their qualifications (including financial, forest related and maintenance)
 - b. Assess capacity for human resource management:
 - i. Policies and practices for hiring and firing employees
 - ii. Application of labor and civil service laws and regulations to FDA personnel.
 - iii. Training policies and programs
 - iv. Compensation (salaries and benefits)
 - c. Assess FDA competence and capacity to implement Liberian laws and regulations for:
 - i. Financial management, transparency and accountability
 - ii. Concession management
 - iii. Conservation and environmental protection
 - iv. Community participation and benefit sharing
 - d. Assess operational status of forest management infrastructure.
 - i. Transportation
 - ii. Physical facilities
 - iii. Communication
 - iv. Information management

Outcomes

- a. An overview of current capacity and recommendations on priority needs for technical assistance relative to short-term goals and elements of the road map
- b. Recommendations on short-term steps to restore effective internal management of FDA operations and human resources
- c. Assessment and recommendations related to the FDA's relations with external agencies in the government and civil society

III. Security

Activities

- a. Establish high-level and working contacts with UNMIL and NTGL security authorities

- b. Assess security situation in relation to proposed forest sector rehabilitation and reform activities
 - i. UNMIL Deployment
 - ii. DDRR
 - iii. Feasibility of field activities
- c. Discuss collaboration for forest law enforcement with:
 - i. UNMIL
 - ii. UN CIVPOL/National police
 - iii. Civil authorities

Outcomes

- a. Outline of UNMIL deployment and DDRR plans and schedules and assessment of their impact on the timetable for forest sector rehabilitation and reform
- b. Recommendations for engaging security agencies to collaborate in forest law enforcement.
- c. Established working relationships with UNMIL and NTGL security authorities

IV. Information management and transparency

Activities

- a. Compile and assess current information on Liberia's forests including:
 - i. Commercial forestry and concessions
 - ii. Biodiversity and environmental services
 - iii. Communities and development
- b. Assess roles and responsibilities, current capacity and future needs in FDA and other relevant agencies (MPEA, EPA) to appropriately manage information on Liberia's forests and forest dwelling communities.
 - i. Management and human resources
 - ii. Technical
 - iii. Material

- c. Assess information management transparency.
 - i. Feasibility of independent oversight of information and data management
 - ii. Public participation and access to information on forest management
 - iii. Reporting mechanism and oversight/enforcement

Outcomes

- a. Outline current information on Liberia's forests and identify gaps in knowledge. Make recommendations to meet these needs.
- b. Outline current capacity and role of relevant agencies for forest information development and management.
- c. Make recommendations for institutional roles and responsibilities and provision of technical assistance to increase transparency of information development, management and access.
- d. Develop action plan for implementing outcomes above.

APPENDIX 3

LIBERIA FOREST INITIATIVE MEETINGS AND CONSULTATIONS

NTGL

Chairman Charles Gyude Bryant
Council of Economic Advisers
Central Bank of Liberia
Chief Justice of Liberia
Ministry of Agriculture
Ministry of Commerce
Ministry of Finance
Ministry of Gender Affairs
Ministry of Internal Affairs
Ministry of Justice
Ministry of Planning
Forest Development Authority
Environmental Protection Agency

USG

Ambassador John Blaney
USAID/Liberia Director Birgells
USAID/OTI

UN

SRSG Jacques Klein
DSRSG Abou Moussa
UN CIVPOL
FAO
UN Humanitarian Information
Center

PRIVATE SECTOR

Liberian Timber Association
Liberia Logging Association

CIVIL SOCIETY

FFI
Green Advocates
Alliance for Conservation in
Liberia
Liberian Development NGOs

OTHERS

European Union
Chinese Embassy
BIVAC

APPENDIX 4 ABBREVIATIONS AND ACRONYMS

ABA – American Bar Association
AFLEG – African Forest Law and Governance Ministerial Process
CA – Creative Associates
CBL – Central Bank of Liberia
CEA – Council of Economic Advisers (NTGL)
CI – Conservation International
CIFOR – Centre for International Forest Research
CIVPOL – Civil Police (UN)
DAI – Development Alternatives International
DDRR – Disarmament, Demobilization, Resettlement and Reintegration
DMD – Deputy Managing Director
DSRSG – Deputy Special Representative of the Secretary General
EIA – Environmental Impact Assessment
EGAT – USAID Bureau for Economic Growth, Agriculture and Trade
ELI – Environmental Law Institute
EU – European Union
FAO – UN Food and Agriculture Organization
FDA – Liberia Forest Development Authority
FFI – Fauna and Flora International
GEF – Global Environmental Facility (IMF)
ICRAF – World Agroforestry Centre
IDP – Internally Displaced Person
INL – Bureau of International Law Enforcement and Narcotics Affairs (U.S. Department of State)
ITTO – International Tropical Timber Organization
LCIP – Local Community Infrastructure Project (USAID/DAI)
LFI – Liberia Forest Initiative
NTGL – National Transitional Government of Liberia
OES – Bureau of Oceans and International Environmental and Scientific Affairs (U.S. Department of State)
Office of Transition Initiatives (USAID)
SRSG – Special Representative of the Secretary General
UNDP – United Nations Development Program
USAID – U.S. Agency for International Development
USDA – U.S. Department of Agriculture
USFS – U.S. Forest Service
USG – United States Government