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LIBERIA

LAND RIGHTS AND COMMUNITY FORESTRY PROGRAM

WORK PLAN: 1 NOVEMBER 2008–30 SEPTEMBER 2009



OCTOBER 2008

This publication was produced for review by the United States Agency for International Development and was prepared by ARD, Inc.

PREFACE

The United States Agency for International Development (USAID) in Liberia awarded a two-year task order to ARD, Inc. and its proposed partners in December 2007 to implement the Land Rights and Community Forestry Program (LRCFP). The overall goal is to advance the policy and practice of land and forest management in Liberia through introduction of adaptive management and learning-based approaches.

LRCFP focuses on improving the legal and policy environment for land tenure and property rights (LTPR), and natural resource management in forest lands; building capacity of communities and their governmental and nongovernmental partners to develop and sustain community forestry programs; and generating environmentally sustainable and equitable economic benefits for rural residents. Underlying the program is the need to develop, inform, strengthen, and foster the enabling environment through experience gained in implementation of pilot activities in Nimba and Sinoe counties that are replicable in other areas of the country. LRCFP—at all times—works to build capacity of local partners and to encourage collaboration of all governmental, nongovernmental, academic, and private sector organizations related to the program.

LRCFP Objectives

1. Legal and policy framework developed and strengthened to support community management and sustainable use of natural resources and biodiversity conservation, particularly forests;
2. Land tenure and property rights systems developed and strengthened to assure property rights for all natural resource users/owners; and
3. Management of community forests and conservation of their biodiversity improved, and economic opportunities increased for communities and other user groups.

ARD's approach to achieving these objectives engages Liberian men, women, and institutions at national, local, and community levels through experiential and formal learning and transparent sharing of information. Expected outcomes include:

- An enabling environment (policy and legal, capable institutions at all levels) for secure and equitable community rights to forest lands,
- A model cross-sectoral and decentralized approach to LTPR for sustainable forest land management by communities, and
- Improved economic security and income in pilot communities.

Throughout implementation we mainstream equity issues for women and other disadvantaged ethnic and social groups.

LRCFP works closely with national level institutions including the Forest Development Authority, Governance Commission, relevant ministries, academic and research institutions, and nongovernmental organizations and with local government, civil society, and communities in pilot counties. We coordinate closely with other programs working on similar issues to ensure synergy and to avoid duplication.

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DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS AND ABBREVIATIONS

AGRHA	Action for Greater Harvest
CI	Conservation International
CJPS	Center for Justice and Peace Studies
CoP	Chief of Party
CRL	Community Rights Law with Respect to Forest Lands
FDA	Forestry Development Authority
FY	Fiscal Year (USA)
GC	Governance Commission
GPS	Global Positioning System
GoL	Government of the Republic of Liberia
IQC	Indefinite Quantity Contract
IUCN	World Conservation Union
LFI	Liberia Forest Initiative
LRCFP	Land Rights and Community Forestry Program
LTPR	Land Tenure and Property Rights
NAEAL	National Adult Education Association of Liberia
NGO	Nongovernmental Organization
NTFP	Non-Timber Forest Product
PLACE	Prosperity, Livelihoods and Conserving Ecosystems
PMP	Performance Monitoring Plan
Q	(Calendar) Quarter
SoW	Statement of Work
STTA	Short-Term Technical Assistance
TBD	To Be Determined
TO	Task Order
ToT	Training of Trainers
USAID	United States Agency for International Development
WRI	World Resources Institute

1.0 INTRODUCTION AND BACKGROUND

ARD, Inc. signed a task order (TO) with the United States Agency for International Development (USAID) under the Prosperity, Livelihoods and Conserving Ecosystems Indefinite Quantity Contract (PLACE IQC) in December 2007. The TO provides technical assistance and other support for the Land Rights and Community Forestry Program (LRCFP) in Liberia and seeks to assist the Government of the Republic of Liberia (GoL) in developing and applying a “community forestry framework,” in conjunction with the requisite rights and responsibilities of communities to land where they reside and which they use, and to manage resources in and around forested areas. Under the TO, field-based activities focus in Nimba and Sinoe counties.

A Task Order Modification was agreed during the final quarter of Year 1. The TO modification Statement of Work (SoW) has three major LRCFP components as follows.

Component 1: Legal and policy framework developed and strengthened to support community management, sustainable use of natural resources, and biodiversity conservation in forests lands. Component 1 (**Community Forestry Framework**) is designed to address the institutional framework for community forestry. Currently all forests in Liberia are held in trust by the state, leaving communities little incentive for sustainable management and conservation of forest resources. Through this component LRCFP will support the development of legal and policy framework for community forestry and will strengthen the capacity of the Forestry Development Authority (FDA) and other national-level organizations (both governmental and nongovernmental) to support community forestry implementation.

Component 2: Land tenure and property rights (LTPR) systems for forest lands developed and strengthened to secure rights for natural resource users/owners. Component 2 (**Land and Resource Tenure**) is designed to develop a decentralized model of community rights in forest lands. This component focuses at two levels: i) nationally LRCFP will engage key governmental agencies, including the Governance Commission (GC) in developing policy proposals for administering community land rights; and ii) at the local government level LRCFP will ensure the understanding and commitment of key parties in Nimba and Sinoe counties and districts where LRCFP will pilot activities, and will build local capacity to support decentralized resource management in forest lands.

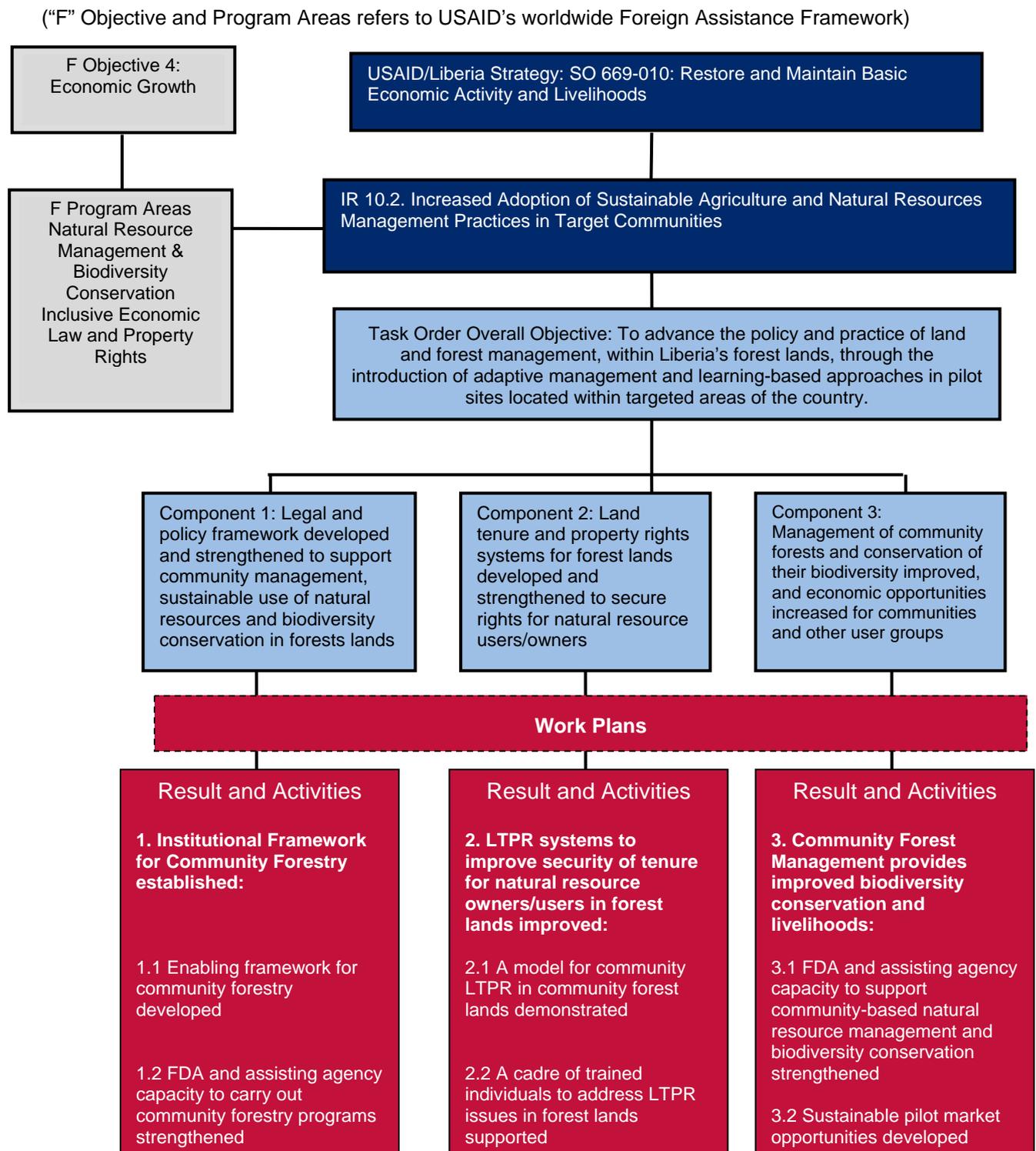
Component 3: Management of community forests and conservation of their biodiversity improved, and economic opportunities increased for communities and other user groups. Component 3 (**Pilot Community Forest Management**) is designed to promote a multifaceted approach to community forestry including developing local capacity to implement forest management and biodiversity conservation practices, improving opportunities for livelihoods through sustainable management of natural resources, and fostering economic linkages between smallholders, communities, and markets.

A Performance Monitoring (Management) Plan (PMP) was developed in March 2008, and later refined and approved in a TO Modification agreed in August 2008. The primary reason for modifying the SoW in Year 1 was to account for most future funding coming from USAID’s congressional earmark for biodiversity conservation. A “biodiversity code” defines requirements for compliance with this code worldwide in USAID programs.

A Results Framework was devised as part of the PMP (Figure 1) in relationship to the USAID Liberia Mission strategy. This Mission strategy was undergoing review and revision at the time this work plan

was prepared, although it is not currently expected that any changes will require significant adjustments in the internal LRCFP Results Framework. The code was briefly described in the LRCFP Second Quarterly Report.

Figure 1: LRCFP Results Framework



This second LRCFP Work Plan covers eleven months, from 1 November 2008 to 30 September 2009; the first quarter (Q1) comprises only November and December 2008 as the work plan was delayed one month with USAID agreement because of uncertainties about the Community Rights Law (CRL, see Section 2.1). Otherwise the work plan year coincides with the US government fiscal year (FY) in

order to simplify USAID technical and financial reporting. The first LRCFP Work Plan covered March–October 2008.

Section 2 of this report contains the proposed activities for each LRCFP component, along with the main expected inputs and outputs, and in which quarter the outputs are to be completed. We have listed LRCFP inputs to these activities, but as noted above, we anticipate intimate collaboration with a range of governmental and nongovernmental entities that are not listed under each activity. Attachment A lists these activities in a timeline as well as LRCFP team members responsible for each activity and deliverable. Section 3 describes program management activities and requirements.

The term “Senior Advisors” in this Work Plan denotes the Chief of Party (CoP), LTPR Specialist, and Community Forestry Specialist. Where one of these individuals is mentioned separately, the term encompasses the other two.

Note that there is a likelihood that the CRL will significantly challenge LRCFP programming when passed. This work plan assumes that the CRL will not disrupt activities defined in the LRCFP SoW and PMP. However, if the CRL passed by the legislature remains largely intact, reformulation of these program documents and this work plan may be necessary. As outlined in ARD’s LRCFP proposal and SoW, a “rolling work plan” is used where necessary to adaptively adjust the program quarter by quarter. This approach may be especially useful in Year 2 given these circumstances.

ARD works directly with a group of partners. The international organizations are subcontractors in our PLACE IQC consortium. We are also working with several Liberian nongovernmental organizations (NGOs), especially in Component 3, with whom subcontracts will be signed. These formal partners comprise:

PLACE Team	National NGOs
Conservation International (CI)	Center for Peace and Justice Studies (CJPS)
ACDI/VOCA	Action for Greater Harvest (AGRHA)
World Resources Institute (WRI)	National Adult Education Association of Liberia (NAEAL)
Virginia Tech University	

The PLACE subcontractors were all mobilized during Year 1. ACDI/VOCA provides three full-time Liberian staff members, while CI, WRI, and Virginia Tech provided short-term technical assistance (STTA).

Several other international and national NGOs have donor-funded programs that interact with FDA in community forestry, and LRCFP regularly exchanges information and coordinates with them.

2.0 WORK PLAN COMPONENTS AND ACTIVITIES

2.1 COMPONENT/PROGRAM OBJECTIVE 1: LEGAL AND POLICY FRAMEWORK DEVELOPED AND STRENGTHENED TO SUPPORT COMMUNITY MANAGEMENT, SUSTAINABLE USE OF NATURAL RESOURCES, AND BIODIVERSITY CONSERVATION IN FORESTS

2.1.1 Support for FDA Community Forestry Department and Working Group

Activity 1.1: Assistance for finalizing a Community Rights Law with respect to forest lands

The CRL was drafted and passed by the Liberian Congress late in Year 1 of the project, but as of October 2008 has not yet been signed into law by the President. As noted in the LRCFP Third Quarterly Report, the law passed differs significantly to that formulated by the Community Forestry Working Group and forwarded to the legislature by the Executive. If the law emanating from the legislature is signed, future LRCFP work will focus on its implementation. If, however, the President requests further review, LRCFP support (and that of other Working Group members) will provide continuing assistance in analyses and briefings of extant and future drafts, and any redrafting that may arise.

Clearly the extent and timing of support is unclear, but given the centrality of this legislation to LRCFP implementation, we will provide inputs as required, consistent with program capacity. Such inputs comprise time of the CoP and Senior Advisors, critical additional STTA if required and logistical support for meetings or other essential activities.

Inputs:

- ARD Senior Advisor participating in CRL completion process (Q1–Q2)
- STTA in clearly defined areas, if requested and justified
- Support for specific activities (e.g., meetings, workshops), if requested and justified

Outputs:

- CRL signed into law

Activity 1.2: Support for implementation of CRL

The need for implementing guidelines or regulations for the CRL will depend on the version signed into law. LRCFP and several other Community Forestry Working Group members favor delaying regulations until more experience is gained at the community level. Meanwhile operational documents currently used by FDA’s implementing partners can be progressively refined as experience grows and the need for and nature of future regulations are more clearly defined. LRCFP already has a manual to guide development of “community profiles,” and will continue its work with pilot communities

(Section 2.3) to develop guidance for community forest management bodies and management plans. Where other needs arise through experience we will assist in development of additional guiding documents.

By Q3 it is likely that LRCFP and other groups working with FDA on community forestry will have sufficient experience to convene a workshop to review comparative experience and recommend next steps in development of guidelines, manuals and/or regulations.

Inputs:

- ARD team and partners development and updating of guidance documents (ongoing)
- STTA, if required, for specific implementing procedures (TBD)
- Support for workshop on community forestry guidance documentation (Q3)

Outputs:

- Updated manual on development of community profiles (Q1/Q3)
- First draft guidance documents for community forest management bodies (Q2)
- First draft guidance documents for community forests management plans (Q2)
- Recommendations for FDA guidance documents/regulations for implementing CRL (Q3)

Activity 1.3: Strategic vision of communities and forestry

A common refrain in Liberia is that community forestry is a new concept in the country. Systematic thinking on community forestry in Liberia largely stems from a workshop and the resulting “Monrovia Declaration” in 2005. FDA and its partners, through the Working Group, have carried this thinking forward with pilot activities, especially in relationship to protected areas buffer zone communities. Several more recent donor-supported initiatives, including LRCFP, are piloting broader concepts of community forestry at field sites with a view to informing policy and its practical application throughout Liberia’s forest lands.

Towards the end of Year 1 LRCFP undertook two formative exercises; a training needs assessment and a first iteration of a best practice assessment for community forestry. Meanwhile, FDA has begun a corporate planning process to review its overall strategy and targets. Given this set of circumstances, it is timely for FDA to review its strategic vision and role related to communities. LRCFP will support a facilitated participatory FDA workshop to this end early in Q1. The workshop will review FDA’s interactions with communities in all “three Cs” of its forest management strategy—commercial, conservation, and community—and seek to harmonize and optimize the approaches to community relationships across these three departments.

Follow-up support will assist FDA in determining how to make the strategy operational, particularly in the Community Forestry Department. Given uncertainties about CRL, operational aspects are better addressed after the final version of the law is known.

Following the workshop LRCFP will identify any additional areas of support to FDA for improving its operations in relationship to communities that are consistent with program objectives and subsequently incorporate these into the “rolling work plan” as described in the LRCFP SoW. Depending on priority strategies (or on other community-relevant priorities arising in the corporate plan), WRI may be mobilized to provide policy experience and guidance in areas such as decentralization in forest management, or on land acquisition/compensation issues that may arise as a result of CRL.

Inputs:

- Workshop (facilitation STTA) on strategic vision for “Communities and Forests” (Q1)
- Additional support for implementation if required (e.g., WRI STTA, TBD)

Outputs:

- Workshop report and recommendations (Q1)
- Improved FDA operations with communities (ongoing process)
- Advice on specific policy issues related to community forestry if arising from strategic vision and/or FDA Corporate Plan (TBD)

2.1.2 Building understanding of the community forestry framework

Activity 1.4: Public outreach on LRCFP and the community forestry framework

When the CRL is approved, public information on its content and requirements will become a priority. Given the current status of the draft law, with its final content uncertain, it is difficult to provide clear information on the community forestry framework prior to CRL signature into law. As this plan is written, two timetables are possible: a recall of Congress and passage of an agreed version in November 2008, or passage after the recess early in 2009. The latter assumption is followed in this work plan, though activities may begin sooner if the former scenario prevails.

LRCFP will work with FDA and other partners to develop written and verbal messages that explain the law to different stakeholder audiences from community, through local government to the national level. Two possible challenges, depending on the content are:

- The more complex the law, the more difficult is the task of explanation, especially regarding implementation; and
- If customary land ownership rights are given, information will need to present realistic expectations of how mechanisms will be put in place.

As the community forestry framework evolves, through FDA’s strategies to implement CRL, LRCFP will continue to support public outreach in general, and more specifically in pilot counties and communities. Through working with the FDA public relations unit, we will seek to strengthen its ability to crystallize clear audience-specific messages and improve its capacity to disseminate them.

LRCFP will also continue to improve understanding of the program itself and USAID’s support, especially in pilot counties and communities where findings and results resonate from a broader perspective, and at the national level through “success stories” and other types of output. Biodiversity conservation aspects will form part of these outreach materials.

Inputs:

LRCFP Outreach Specialist to lead/coordinate:

- Preparation of an outreach plan for the CRL and its implications
- Implementation of the plan using appropriate means by ARD team/outreach partners (beginning Q2)
- Development of LRCFP outreach materials for pilot sites and emerging results/success stories (beginning Q1)

Outputs:

- CRL and LRCFP outreach plan (Q2)
- Materials/media informing public and LRCFP stakeholders about the draft community rights law, other aspects of the community forestry, and USAID/LRCFP

Activity 1.5: Capacity-building in community forestry framework at the national level

While numerous capacity-building activities were conducted during in Year 1, a systematic approach was not possible until completion of a Training Needs Assessment/Plan prepared in Q3. The plan covered FDA needs as well as those of government and nongovernment partners and communities. Recognizing that LRCFP does not have resources to support all aspects of the plan, it is hoped that other partners working in community forestry will work with the program and FDA to implement various components at the national level. Aspects of the training plan applicable at community level are incorporated into Section 2.3

The training plan recognizes that LRCFP does not have the resources to implement all components and recommends that ***FDA convene its implementing partners to agree on who is best placed to undertake specific types of training***. This meeting will take place early in Q1 and after that, we will develop a more detailed LRCFP training schedule.

A major theme of the needs assessment and plan was ***training in conflict management*** for FDA from senior management to field levels. In Q2 LRCFP will provide STTA in conflict management to review in more detail the specific issues and types of training needed, provide initial training of trainers (ToT), and identify organizations and individuals who can conduct further trainings for specific aspects of conflict management related to community forestry.

In the last days of Year 1 (late October 2008) LRCFP trained FDA and project staff and several partner NGOs in ***advanced participation methods***. Other specific capacity-building efforts already scheduled for Year 2 are:

- ***Spatial technologies for community forestry*** (including training in community-based use of global positioning system [GPS]);
- ***A study tour within the West/Central African Region*** to a country with active community forestry policies and practical application to enhance livelihoods. (Ghana or Cameroon are possible destinations.)

Inputs:

- Meeting of FDA and implementing partners to agree on contributions to training in community forestry (Q1)
- STTA (1 month) in spatial technologies for community forestry (Q1)
- STTA (1 month) on capacity-building in conflict management (Q2)
- Senior Advisors collecting information/forming linkages for study tour (Q1/Q2)

Outputs:

- Agreement on and schedule for LRCFP contributions to training (Q1)
- Implementation of LRCFP training schedule (beginning Q2)
- Recommendations for and training in use of spatial technologies in community forestry (Q1)
- Training program developed in conflict management (Q2)
- Study tour contributing to improved understanding of policy and operational aspects of community forestry (Q3)

2.1.3 Other aspects of community forestry framework

Activity 1.6: “Alternative” approaches to forest conservation through community forestry

During Year 1, LRCFP held preliminary discussions with FDA and the Zor community to the east of the East Nimba Nature Reserve about the possibility of comanaging the reserve and surrounding landscape. Establishment of the specifics of such an agreement is discussed in Activity 3.5. FDA with other partners will begin substantial work in new protected areas in the coming months outside Sinoe and Nimba Counties. These new areas will likely to retain resident populations and will therefore need to develop management agreements in some form. The developing experience in East Nimba and at these new sites will enable FDA and its partners (including LRCFP) to investigate models for such agreements. Later in Year 2 LRCFP will assist FDA in convening a workshop to compare experience to date in different places and assess the need to develop guiding documents for such situations.

LRCFP will work with CI on “*community incentive agreements*” in East Nimba as one approach (see Activity 3.) We will also look into the option of “*social agreements*” for conservation areas, adapting the model used in commercial forestry, which would incorporate such incentive agreements.

Inputs:

- LRCFP Senior Advisors, CI STTA, and FDA review of East Nimba negotiation experience and outcomes
- FDA/partner workshop on mechanisms for community engagement/benefits from protected areas

Outputs:

- Lessons from FDA/LRCFP East Nimba experience (Q2)
- Workshop outputs providing FDA guidance on protected area/community relationships (Q3)

Activity 1.7: Advisory role in development of “social agreements” between commercial concessionaires and communities

Towards the end of Year 1, LRCFP STTA from WRI provided an appraisal of experience in Central and West Africa on mechanisms for establishing mutually advantageous relationships between timber concessions and affected communities. As part of the appraisal, an annotated review of the FDA draft Social Agreement handbook was conducted as a contribution to ongoing consultations on the handbook. If implementation of Social Agreements for specific concessions moves sufficiently ahead

during Year 2, we will mobilize the WRI STTA to assist FDA in *evaluating the implementation mechanisms* and outputs from the perspective of realized community benefits. The evaluation will recommend any actions necessary by FDA, concessionaire(s), or communities to improve implementation of these agreements.

Inputs:

- WRI STTA (3 weeks)

Outputs:

- Recommendations for improved implementation of Social Agreements (timing TBD)

Activity 1.8: Participation in forestry sector coordination

LRCFP, along with FDA and its many other international and national partners, comprise the Liberian Forest Initiative (LFI). A major function of the initiative is to assist FDA to coordinate activities in the forestry sector.

At the end of Year 1, LFI held a two-day retreat to determine future directions—which have yet to be crystallized. One direction agreed in principle is the need to better harmonize FDA’s “three Cs” (commercial, conservation, and community forestry). Recognizing that communities are a key stakeholder in all three Cs, Activities 1.3, 1.6, 1.7, and 3.5 seek to promote this harmonization.

LRCFP will continue to participate in LFI’s continuing *meetings and teleconferences* and adaptively managing the program to best fit LFI consensus as it evolves.

Several community forestry initiatives in support of FDA emerged during Year 1. In addition to LRCFP, the World Conservation Union (IUCN) and the World Bank have begun such activities, and CI (in programs separate from LRCFP) and Fauna and Flora International are expanding their community-based conservation activities along similar lines. There is a strong desire among these organizations to form a functioning “learning team” whereby diverse experiences are compared and distilled so that FDA can derive the best approaches for the Liberian context. For example, this cross-fertilization will help in formulating optimum regulations and other guidance for community forestry.

Inputs:

- LRCFP CoP and Senior Advisors attending/contributing to meetings (ongoing)

Outputs:

- LRCFP remains coordinated/in-line with Liberian forestry sector consensus and partner activities
- Collaborative development of guiding and regulatory instruments among FDA and partners

2.2 COMPONENT/PROGRAM OBJECTIVE 2: LAND TENURE AND PROPERTY RIGHTS SYSTEMS FOR FOREST LANDS DEVELOPED AND STRENGTHENED TO SECURE RIGHTS FOR NATURAL RESOURCE USERS/OWNERS

2.2.1 Working relationship with national stakeholders

LRCFP worked with the GC in issues related to LTPR during Year 1. GoL expects to formally launch a Land Commission in Q2 of Year 2, with preparatory work in Q1. An overall work program and financial support for the commission is in preparation. Discussions with GC indicate the areas of targeted support for the Land Commission listed below. However, other challenges and opportunities will likely arise and, where appropriate, be adaptively incorporated into the work plan. For example,

should the CRL include mechanisms for establishing documented customary land ownership for communities, LRCFP will of necessity need to work on these issues with pilot communities. This type of community work would inevitably affect our work with county government and the Land Commission and provide more direct input and lessons at all levels regarding customary tenure.

Activity 2.1: Mode of engagement with Land Commission developed

LRCFP will contribute to set-up and initial operations primarily through expertise in areas related to customary tenure and/or community-deeded forest lands in Nimba and Sinoe counties. When the Land Commission is established, a mode of operational engagement and information exchange will be agreed upon. Currently, LRCFP is a member of GC's Land Steering Committee; presumably a similar body will arise to coordinate support for the Land Commission.

Inputs:

- CoP and Senior Advisors participating in discussions with GC and/or Land Commission and, where appropriate, other government stakeholders

Outputs:

- Agreed mode of collaboration and preliminary support plan (Q1/Q2)

Activity 2.2: Capacity building in LTPR

LRCFP held discussions late in Year 1 on emerging plans, developed with support from UN Habitat, for start-up and operations of the Land Commission. In addition to targeted STTA (see Activity 2.3), it was agreed that certain aspects and outputs from LRCFP work in pilot communities will be valuable informational tools for the commission.

LRCFP's model of ***community profiling includes investigation of tenure*** and other institutional arrangements in relationship to land/resource use. This model is suitable for the commission to use in its own investigations as well as using the information in Nimba and Sinoe counties that we are collecting. We will provide our draft profiling manual (and updates as they arise), along with training in its use, and the information gathered as a result at pilot sites. We will also support field visits to pilot sites to illustrate findings. LRCFP will also ***document its LTPR findings*** in pilot communities and provide a synthesis of LTPR aspects of community forestry.

Inputs:

- LTPR Specialist and Senior Advisors
- Collaboration with Land Commission staff/consultants, UN Habitat, and county officials
- Site visits

Outputs:

- Trained group in community profiling supporting Land Commission (Q3)
- Fact file on LTPR issues in selected pilot communities (beginning Q2)
- Synthesis of LTPR issues for community forestry in Liberia (Q3)

Activity 2.3: Demand-driven STTA to support Land Commission

At the time of completion of this Work Plan, the Land Commission legislation had yet to be finalized, and will likely remain so until after the end of the current congressional recess. The legislature normally reconvenes in January, though it is possible for a recall to occur earlier. Given that the exact content of final legislation is unknown, and that the Commission is unlikely to be formally constituted until the second half of Q2, critical areas of initial support are uncertain. Nevertheless, preliminary

informal aspects of Land Commission business will likely begin during Q1 and Q2. LRCFP is willing to provide STTA and limited logistical support for clearly defined support in commission formation and initial operations that is consistent with program objectives.

Inputs:

- LTPR Specialist, COP, and STTA (up to 2 months) in specific areas
- Logistical support for key meetings consistent with LRCFP

Outputs:

- Land Commission begins operations (TBD)

2.2.2 Working with local government

Activity 2.4: Formalizing and strengthening working relationship with Local Government

LRCFP maintained close liaison with local government in each county during each field visit and, through the LRCFP, seconded FDA staff based in the county capitals. In this way information exchange about the program is well established. During Year 2, with full staffing of the LRCFP county offices in place, we will seek a more formal arrangement by offering to attend the regular **county-level coordination meetings**, both to present program progress and to look for synergies/partnerships to leverage support in pilot communities. We will organize official opening ceremonies for each county office in Q1 in order to further develop this relationship.

Also during Q1 we will offer a short **training to local officials** to enhance understanding of LTPR and community forestry. Our new county staff will also attend this training to strengthen their background in LRCFP's core issues.

As noted above, if the CRL has provisions on customary land ownership similar to those in the version passed by congress, substantive support for county officials in administration of community land records may be required.

Inputs:

- Official opening of offices in Saniquellie and Greenville (Q1)
- Senior Advisors training in basics of LTPR and Community Forestry (Q1)
- Attendance/progress reporting at quarterly county coordination meetings—LRCFP county staff (beginning Q2)

Outputs:

- Increased awareness of LRCFP, community forestry, and LTPR issues among local government officials (Q2)
- Identification of opportunities to enhance support for pilot communities (beginning Q2)

2.3 COMPONENT/PROGRAM OBJECTIVE 3: MANAGEMENT OF COMMUNITY FORESTS AND CONSERVATION OF THEIR BIODIVERSITY IMPROVED, AND ECONOMIC OPPORTUNITIES INCREASED FOR COMMUNITIES AND OTHER USER GROUPS

LRCFP will work with three core local NGO partners at the pilot sites: AGRHA, CJPS, and NAEAL. These organizations will support LRCFP in provision of mobilization, facilitation, and training skills to build technical and organizational capacity in community institutions for forest management and livelihood activities. Other local organizations or STTA will provide specific inputs if required. For presentation, and to an extent operationally, we have separated two aspects of LRCFP's program with

communities. Establishment of community-wide forest management bodies and plans is a new and complex undertaking that will require lengthy interactions and will need to comply with CRL requirements. Most livelihood improvement activities involve smaller subsets of community members more amenable to rapid interventions—which need to be tied to seasonal cycles. These livelihood activities will nevertheless be integrated as appropriate into the final community management plans for forest lands.

2.3.1 Identification of community forestry pilot sites

Two sites in each county were identified during Year 1. Expansion beyond these four sites will only occur if the task order option period is exercised to make LRCFP a three-year program. Given the size of these communities (multiple settlements in each, large area, and thousands of inhabitants), many PMP targets for Year 2 will likely be met without further expansion. However, PMP targets referring to numbers of communities/forest areas/management bodies and plans may require modification or redefinition because of the large number of settlements in each self-identified community, especially in Nimba (see Second Quarterly Report). Any such changes will be incorporated in a comprehensive PMP review that may become necessary when the CRL is passed.

Activity 3.1: Strategy for compliance with USAID biodiversity earmark funding

LRCFP's compliance with USAID's biodiversity code (Section 1) requires establishment of baseline information for future impact monitoring and threat analyses of sites and activities undertaken. LRCFP Senior Advisors will prepare a ***working paper on biodiversity monitoring and threat analysis*** proposing a strategy for meeting code requirements during Q1. This strategy will also address informational and capacity-building aspects for biodiversity conservation. Following USAID agreement to a strategy, the necessary measures will be incorporated into the work plan for Q2.

Inputs:

- CoP, Senior Advisors, CI STTA review, analysis, and proposals

Outputs:

- Working paper (Q1)
- Implementation of strategy (beginning Q2)

Activity 3.2: Expansion to additional pilot sites

As noted above, expansion beyond the four sites identified (two in Nimba, two in Sinoe) will only occur with a program extension. Intensive work to date encompasses three sites: Zor and Gbapa in Nimba and Nitrian in Sinoe. A second community in Sinoe, Nemopo, was identified, and substantive work there will begin in Q2.

If the option period is exercised, LRCFP will identify one to two additional communities in each county to deepen and broaden the pilot experience of community forestry circumstances. Meetings with officials in both counties during Year 1 indicated a range of potential sites.

A guideline for the initial community profiles has evolved through experience gathered into a draft during Year 1. The resulting ***Community Profiling Manual*** will continue to be improved as LRCFP reaches new communities and is available for others seeking to undertake similar work with communities. The manual is also a component in national level capacity-building (Activity 1.5) and is likely to be used to assist Land Commission too (Activity 2.2).

Inputs:

- LTPR Specialist updating profiling manual
- LRCFP working with FDA and county officials select new sites if applicable

Outputs:

- Manual for Community Profiles (“final” version for dissemination, Q3)
- New sites selected in each county (Q3, if LRCFP extension given)

2.3.2 Community forest management

Activity 3.3: Management institutions

Through community profiling and follow-up, LRCFP is gathering information about customary land and natural resources governance as a basis for improved management of forest resources. We seek to craft improved institutional arrangements and build capacity rooted in those existing relationships that foster decentralized, equitable, and sustainable governance, while at the same time providing the necessary linkages to local government structures. The CRL will mandate formation of **community forest management bodies**, although the nature of these bodies depends on the language adopted in the final version. At a minimum the bodies are likely to have roles requiring them to prepare and oversee implementation of forest management plans, manage any community forestry financial responsibilities, and represent the community in dealings with other forestry stakeholders.

With the community LRCFP will seek to identify the best approach to forming a forest management body that is representative and fits within the context of existing community governance structures. With these criteria in mind in Year 1, we obtained community agreement and initial steps were taken to form forest management bodies in the two Nimba communities. We expect to revitalize pre-existing bodies in the two Sinoe communities identified so far.

LRCFP has also begun to develop a handbook on **local government structures/governance and traditional authorities** relevant to community-based natural resources management. This document will assist FDA and its partners to more efficiently mobilize coordinated support for community forestry.

The forest governance and management relationship between communities and FDA will require clarification when the CRL is passed. Based on field experience and in collaboration with FDA and its other partners, we will assist in development of guidelines and/or regulations to govern these relationships (this aspect is covered as part of Activity 1.2).

Inputs:

- LRCFP Senior Advisors/county teams with NGO partners working to develop and build community forest management bodies

Outputs:

- Bodies formed with by-laws, rules, etc. (Q2)
- Documentation on relationships between traditional and formal local governance institutions (Q1)

Activity 3.4: Community organization capacity-building

We will provide training to two types of community institution in each pilot community: a community-wide forest management body; and a set of producer groups for selected products (Activity 3.6). We will also seek to build upon or harmonize these institutions from existing structures and link them to other appropriate customary governance and local government bodies.

Strengthening basic institutional capacity will apply to both types of institution, such as skills and procedures, in establishing constitutions, rules/by-laws, leadership, dispute management, communications, planning, monitoring, administration, and finance. Technical capacity-building inputs for community forest management bodies will evolve as they begin to undertake new forest resource management responsibilities built around developing and implementing community forest management plans. Of particular importance will be improving understanding of local resource management patterns and adapting them to fit into zoning and spatial concepts (mapping, GPS) that lead to improved landscape and wildlife conservation. The LRCFP PMP includes a community organization capacity index that we will employ to assess effectiveness of the training.

ToT will first build capacity in LRCFP staff and NGO partners, followed by community-level training.

Training in more specific skills for enhancing production/marketing systems and income is covered in Section 2.3.3

Inputs:

- Senior Advisors/Training Coordinator with LRCFP team and NGO partners develop training modules and conduct ToT (beginning Q1)
- Training modules delivered to communities (beginning Q2)

Outputs:

- Training modules developed/ToT (Q1, Q2)
- Training delivered to communities (beginning Q2)

Activity 3.5: Community forest management plans

The CRL will require that **Community Forest Management Plans** be prepared to enable community forestry activities. LRCFP will prepare guidelines for development of these plans in collaboration with FDA and other partners (see also Activity 1.2). In the case of Nimba, and subject to a co-management agreement between FDA and the communities, LRCFP will support capacity-building for participatory development of a **nature reserve plus contiguous landscape management plan**. Depending upon CRL requirements, this overall plan will likely have individual community forest management plans as components.

CI will provide support for development of “**incentive agreements**” for communities to engage with FDA in protected area—landscape conservation, management planning, and assessing feasibility for ecotourism opportunities in and around the reserve that will bring direct benefit to communities. If the last named has positive outcomes, LRCFP may support further developments in Year 3.

Pilot communities selected to date in Sinoe are not adjacent to FDA protected areas. LRCFP will work with these communities and FDA to develop written agreements on respective roles and responsibilities (or any other requirements that CRL may include). We will then assist the communities in developing their **community forest management plans**.

In Year 2 (and Year 3, if the option period is exercised), we will assist communities in beginning implementation of their management plans.

Inputs:

- LRCFP Senior Advisors and team; up to 6 months STTA as needed (ARD, CI, ACDI/VOCA, STTA)

Outputs:

- Community capacity to plan and manage forest resources (beginning Q2)
- In Nimba, negotiated incentive agreement(s) for community benefits from PA (Q2)
- Co-management plan for East Nimba Nature Reserve and contiguous landscape (Q4)
- In Sinoe, FDA/community agreements defined and agreed (if required) (Q2)
- Sinoe Community Forest Management Plans completed (Q3, Q4)

2.3.3 Income-generating activities

Activity 3.6: Identification of potential commodities and value chains

Significant information was collected on potential commodities in Nimba during Year 1, and similar indicative information for Sinoe. Primary *criteria for commodity selection* comprise: good potential for improving livelihood (food security and income through marketing); existing products in which communities show interest in developing; where possible, products with an existing producer group institution; and products that are expected to have a positive impact on forest conservation. A range of promising non-timber forest products (NTFPs, such as rattan, kola nut, “walnut”), field crops (rice, cassava, peppers, plantain) and tree crops (cocoa, oil palm, coconut) are already identified. During Q1 in Nimba and Q2 in Sinoe we will, with community participation, select three to four of these products based on local preference and value chain potential to generate income.

Inputs:

- Leader Community Forestry, Livelihood Specialists, ACDI/VOCA STTA, AGHRA

Outputs:

- Selection of 3–4 key products in Nimba (Q1) and Sinoe (Q2)

Activity 3.7: Livelihood improvement activities

For the products selected (Activity 3.6), LRCFP will seek to *enhance producer capacity and income*, and *strengthen value chain* linkages through:

- Developing the capacity of producer groups to undertake “farming as a business”;
- Connecting producer groups to input service providers;
- Improving agronomic/agroforestry-tree crop/NTFP collection techniques for selected products with emphasis on sustainability and efficiency;
- Improving post-harvest storage and processing to reduce losses and add value; and
- Improving linkages to markets, market price information, and marketing skills.

These capacity-building efforts will begin with ToT from LRCFP staff and NGO partners using ACDI/VOCA’s experience and expertise in Liberia and elsewhere to provide technical capacity for these improvements. For example, LRCFP staff will participate in an ACDI/VOCA *ToT for “farming as a business”* scheduled in Q1 (November). Where appropriate, we will support *cross-visits* between communities (including relevant opportunities with other programs) as a peer training mechanism.

LRCFP's community profiles begin to identify producer groups and other relevant community institutions. In Nimba, follow-up has classified key groups, their current status, and their capacity needs. The exact interventions will depend on final product selection but will emphasize improved output per hectare for field and tree crops on existing plots, to reduce pressure on forest and sustainable management of forest products. In addition to working with producer groups, we will select "leadership producers" who are recognized by the community as among the more enterprising and use them to demonstrate and disseminate improved knowledge and techniques in the group.

Note that these activities are sequential because of the agricultural season. Assistance in post-harvest and marketing will take place during the current crop cycle, whereas most input and growing season activities will apply to the next cycle. Given stringent USAID requirements, we do not anticipate significant use of agrochemicals.

The LRCFP small grants program will be mobilized to support livelihood activities, largely through producer groups we have already identified. Information on and assessment of promising projects prior to grant applications will highlight issues such as gender and age balance and ensuring positive impacts on conservation of forest resources. Also through the grants program the community organizations themselves, and LRCFP's partner NGOs will build capacity in management of community institutions and funds.

Inputs:

- STTA from ACDI/VOCA STTA; ToT for Livelihood Specialists, NGO partners; Leader Community Forestry coordinating (ongoing)
- Facilitation/training costs in improved production methods, value-addition, and developing stronger value chain relationships (beginning Q1)
- Small grants for start-up activities and/or procurement of materials/implements (beginning Q1)

Outputs:

- Improved harvest/post-harvest techniques introduced (Q2)
- Improved ability for producer groups to market produce (beginning Q2)
- Improved preparation/production techniques introduced (beginning Q3)

3.0 PROGRAM MANAGEMENT

3.1 IMPLEMENTATION STAFFING AND STRUCTURE

Attachment B shows the staffing and reporting structure of LRCFP. Within this formal structure we have primary program responsibilities among the senior technical staff as follows:

- Component 1: CoP.
- Component 2: Senior LTPR Specialist (and LTPR/institutional aspects of Component 3).
- Component 3: Senior Community Forestry Specialist (forest management and livelihood aspects).

This Senior Technical Management Team, coordinated by the CoP, is in daily contact.

3.2 PERFORMANCE MONITORING PLAN

The LRCFP PMP was approved as Annex 2 to the Task Order modification completed in August 2008. The following indicator tables show targets given in the PMP by year. The first table shows LRCFP custom indicators and the second USAID Foreign Assistance Framework Indicators.

Year 2 targets proposed for this work plan by half-year are given in **bold font**. [Where they differ, the targets given in the approved PMP are given in square brackets]. Note that where such targets differ the revisions are not formally approved as yet and therefore will constitute operational targets for the present. ARD will seek USAID guidance on how and when best to formalize any revised targets. Life of Program totals (including FY10) are presented as approved in the PMP.

Given the proposal that guidelines and manuals are often preferable to regulations, at least until options have been tested (see Activity 1.2), these types of documentation are included in totals for indicators 1.1.1 and EG 8.1.

RESULTS HIERARCHY	INDICATORS		FY08	FY09			LOP
			TOTAL	Q1/Q2	Q3/Q4	TOTAL	TOTAL
Result 1: Institutional framework for community forestry established	1.0.1 Community Rights Law (CRL) enacted	Target	1	1 [0]		1	1
		Actual	0				
1.1 Enabling framework for community forestry developed	1.1.1 Regulations and procedures to support implementation of CRL developed and approved	Target	2	1 [0]	2 [0]	3	5
		Actual	0				
1.2 FDA and assisting agency capacity to carry out community forestry programs strengthened	1.2.1 Number of FDA and NGO trainers trained on community forestry framework and its implementation	Target	8	25	10	35 [25]	50
		Actual	15				
	1.2.2 Number of community members and other stakeholders reached with information on the CRL, regulations, procedures, and related policies	Target	200	TBD	TBD	500	700
		Actual					
Result 2: LTPR systems to improve security of tenure for natural resource owners/users in forest lands improved	2.0.1 Number of requests made by communities to FDA to assist establish community forestry programs	Target	10	TBD	TBD	20	30
2.1 A model for community LTPR in community forest lands demonstrated	2.1.1 Number of pilot community forest land areas defined and zoned in agreed management plans	Target		2	6	8	10
		Actual					
2.2 A cadre of trained individuals to address land and resource issues in forest lands supported	2.2.1 Number of national and local government officials trained on community rights in forest lands	Target	8	10	10	20 [12]	20
		Actual	10				
	2.2.2 Number of community forest land management bodies functioning at level 3 in at least 3 of the 5 basic competencies	Target		2	4	6	8
		Actual					
Result 3: Community forest management provides improved biodiversity conservation and livelihoods	3.0.1 Value of agricultural and forest products sold through supported value chains	Target	TBD			TBD	
		Actual					
	Custom biodiversity indicator to be developed	Target					
		Actual					
3.1 FDA and assisting agency capacity to support community-based natural resource management and biodiversity conservation strengthened	3.1.1 Number of community forestry-related disputes engaged by FDA and assisting agencies (between community members or between community members and third parties)	Target	2	3	5	8 [12]	16
		Actual					
3.2 Sustainable pilot market opportunities developed	3.2.1 Number of agricultural and forest product value chains developed	Target		3	3	6	8
		Actual					

INDICATOR TARGET TABLE FROM PMP – USAID INDICATORS

FACTS ELEMENTS	INDICATORS		FY 08	FY09			LOP TOTAL
			TOTAL	Q1/Q2	Q3/Q4	TOTAL	
EG 8.1: Natural Resources and Biodiversity	Number of hectares under improved natural resources management (NRM) as a result of USG assistance (EG 8.1)	Target	0		10,000	10,000 [3000]	8000
		Actual					
	Number of policies, laws, agreements, or regulations promoting sustainable NRM and conservation that are implemented as a result of USG assistance (EG 8.1)	Target	1	2	5	7 [8]	16
		Actual	2				
	Number of people receiving USG-supported training in NRM and/or biodiversity conservation (EG 8.1)	Target	15	100	135	235	330
		Actual	50				
	Number of people with increased economic benefits derived from sustainable NRM and conservation as a result of USG assistance (EG 8.1)	Target	0	200	500	700 [1200]	1500
		Actual					
EG 7.4: Inclusive Economic Law and Property Rights	Number of proposed improvements in laws and regulations affecting property rights of the urban and rural poor drafted with USG assistance (EG 7.4)	Target	1		1	1 [2]	4
		Actual	1				
EG 5.2: Agricultural Productivity	Number of new technologies or management practices made available for transfer as a result of USG assistance (EG 5.2)	Target	0	3	4	7 [5]	5
		Actual					

3.3 ADAPTIVE PROGRAM MANAGEMENT: CONSTRAINTS AND OPPORTUNITIES

In its request for TO proposals, USAID noted that program management should be flexible in response to events and conditions in Liberia. Post-conflict countries are challenged with respect to operational conditions, availability of reliable information, and institutional and human capacity, yet they may present unexpected opportunities not available through a rigid program. The TO SoW (ARD's technical proposal) suggested a system of a "rolling work plan" to meet these challenges as follows: "Our internal LRCFP [monitoring and evaluation] system will track external developments that affect implementation, flagging impediments and opportunities. The ARD team will review the Work Plan each quarter not only to track progress, but to propose ways to improve impact in relation to changes in program environment—such as taking opportunities to leverage support from other programs and organizations. We will include these proposals in quarterly progress reports and seek concurrence of USAID and LRCFP partners to make adjustments to the Work Plan for the coming quarter(s) and to the PMP, if necessary."

In Year 2, as indicated in this work plan we anticipate that the CRL, and formation of the Land Commission will require some modifications to or elaborations of the plan. Other factors may also arise calling for us to adaptively adjust planned activities or scheduling. If the CRL approved by the legislature in September 2008 is enacted it is likely that a further LRCFP SoW modification may be required to accommodate CRL requirements.

3.4 PROGRAM REPORTING

Reporting requirements are spelled out in the TO as follows:

1. **Quarterly Reports.** The modified TO indicates that these should be submitted within 30 calendar days of the end of each quarter.
2. **Annual Work Plans.** Although nominally "annual," it was agreed with USAID that the first Work Plan would cover March–September 2008 and the second November 2008–September 2009.
3. **Final Report.** (Beyond this Work Plan; modified TO indicates within 45 days of project's end).

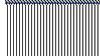
LRCFP will produce numerous additional technical reports—some as internal documents, others for circulation among stakeholders, and yet others as formal LRCFP reports in USAID branded format.

ATTACHMENT A: WORK PLAN SCHEDULE OF ACTIVITIES AND DELIVERABLES – NOVEMBER 2008 TO SEPTEMBER 2009

In the table below activity numbers (1.1, etc.) correspond to those in Section 2; activity titles are abbreviated in some cases. Beneath the activity line, deliverables are listed (right justified).

Lead responsibility for activities and deliverables within the LRCFP team are in bold-face followed by subsidiary responsibilities.

Shading key:

	Intensive continuing activity
	Intermittent low intensity activity

LRCFP TIMELINE: NOVEMBER 2008–SEPTEMBER 2009

	Q1 (2008)		Q2 (2009)			Q3			Q4			Lead Responsibility (others)
	N	D	J	F	M	A	M	J	J	A	S	
LRCFP WORK PLAN MONTHS												
COMPONENT 1: Community Forestry Framework Activities and Deliverables												
1.1 Finalizing CRL												
CRL signed into law				X								CoP, Senior Advisors
1.2 Support for Implementation of CRL												
Draft Community Profile Guidelines updated		X					X					LTPR Specialist, Team
Draft Guidelines Community Forest Management Bodies				X								LTPR Specialist, Team
Draft Guidelines Community Forest Management Plans					X							CoP, Senior Advisors
Recommendations for Guidance/Regulations for CRL								X				CoP, Senior Advisors
1.3 Strategic Vision of Communities and Forestry												
Workshop report and recommendations	X											CoP
1.4 Public outreach LRCFP/Community Forestry Framework												
CRL and LRCFP outreach plan			X									PIE Specialist, CoP
Implementation of plan												PIE Specialist, Team
1.5 Capacity-building: Community Forestry Framework – national level												
FDA partner meeting to agree on inputs	X											CoP, Training Specialist
Schedule for LRCFP contributions to training		X										CoP, Training Specialist
Implementation of training schedule												Training Specialist, Team
Training/use spatial technologies in community forestry		X										CoP, Senior Advisors, STTA
Training program developed in conflict management				X			X					CoP, Training Specialist
Regional study tour												CoP, Senior Advisors
1.6 “Alternative” approaches to forest conservation/community forestry												
Lessons from FDA/LRCFP East Nimba experience					X							CoP, Senior Advisors
Workshop: FDA guidance on protected area/community relationships								X				CoP, Senior Advisors
1.7 Advisory role on “social agreements”												
Recommendations on implementation of social agreements						TBD						CoP, STTA
1.8 Participation in the Liberia Forestry Initiative												
Regular and/or special meetings												CoP, Senior Advisors

LRCFP TIMELINE: NOVEMBER 2008–SEPTEMBER 2009

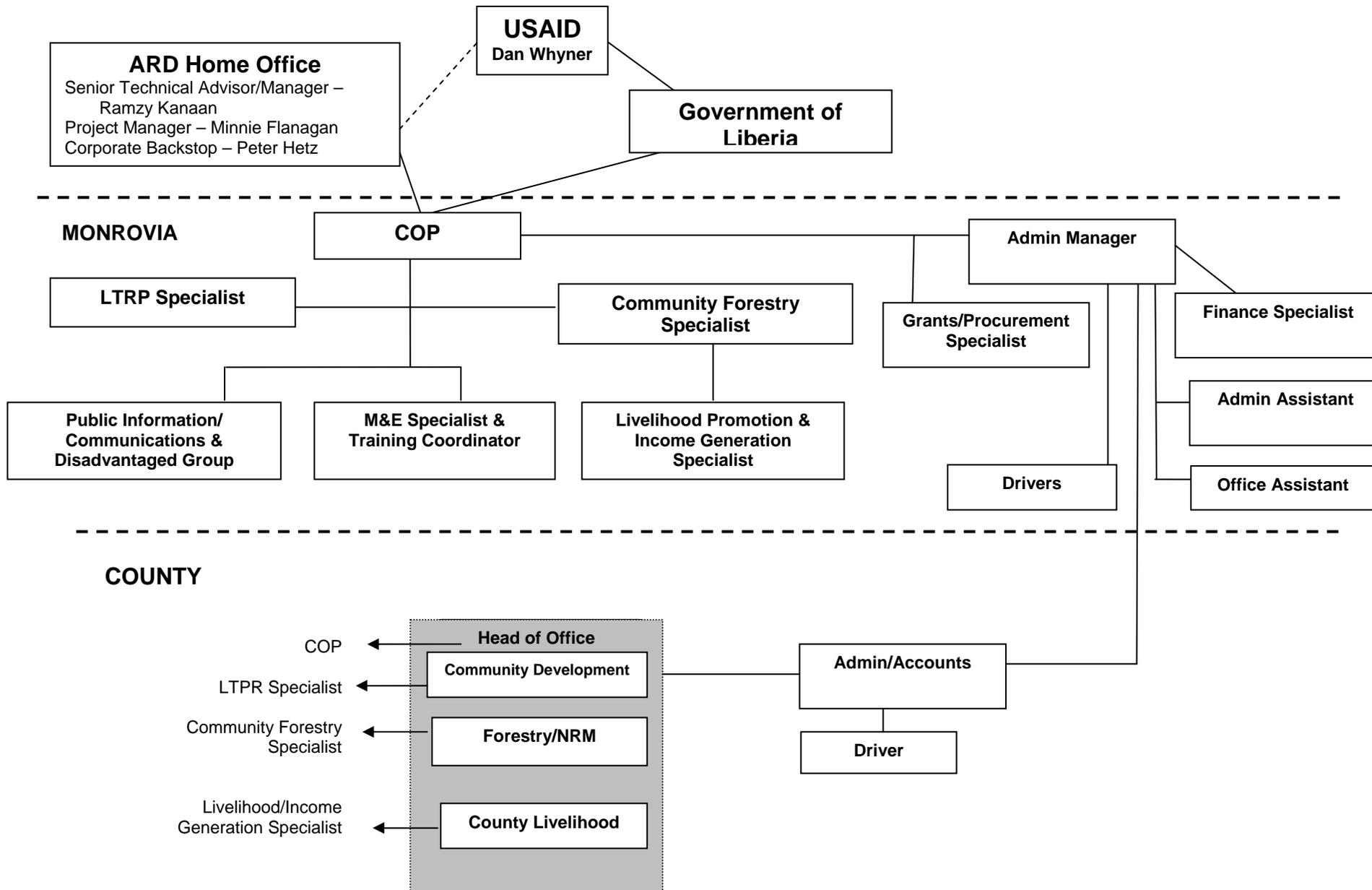
LRCFP WORK PLAN MONTHS	Q1 (2008)		Q2 (2009)			Q3			Q4			Lead Responsibility (others)
	N	D	J	F	M	A	M	J	J	A	S	
COMPONENT 2: LTPR Systems Activities and Deliverables												
2.1 Mode of engagement with Land Commission												
Mode of collaboration and preliminary support plan		X			X							LTPR Specialist, CoP
2.2 Capacity building in LTPR												
Trained in community profiling							X					LTPR Specialist
Fact file on LTPR issues in pilot communities (updates)			X			X						LTPR Specialist
Synthesis LTPR issues for community forestry								X				LTPR Specialist
2.3 Demand-driven STTA	TBD											CoP, LTPR Specialist
2.4 Strengthening working relationship with local government												
Awareness/training in LRCFP issues		X										Senior Advisors, Team
Opportunities for support of pilot communities												

LRCFP TIMELINE: NOVEMBER 2008–SEPTEMBER 2009

LRCFP WORK PLAN MONTHS	Q1 (2008)		Q2 (2009)			Q3			Q4			Lead Responsibility (others)
	N	D	J	F	M	A	M	J	J	A	S	
COMPONENT 3: Community Forest Management Activities and Deliverables												
3.1 Strategy for compliance biodiversity earmark												
Working paper		X										CoP, Senior Advisors
3.2 Expansion to additional pilot sites												
Manual for Community Profiles (final)								X				LTPR Specialist
New sites selected in each county (if extension granted)								X				Senior Advisors, team
3.3 Management institutions												
Bodies formed with by-laws, rules				X								Leader LTPR, team
Relationships between traditional and formal local governance		X										Leader LTPR
3.4 Community organization capacity-building												
Training modules developed/ToT (Q1, Q2)												Training Specialist, Team
Training delivered to communities												Training Specialist, Team
3.5 Community forest management plans												
Community capacity to plan and manage forest resources												CF Specialist, Snr Advisors
Nimba negotiated incentive agreement(s)				X								CoP, Senior Advisors
Co-management plan for East Nimba											X	Senior Advisors
Sinoe, FDA/community agreements defined and agreed					X							Senior Advisors
Sinoe Community Forest Management Plans					X						X	CF Specialist, Snr Advisors
3.6 Identification of commodities and value chains												
Selection of 3–4 key products Nimba and Sinoe		X		X								CF Specialist. Livelihood
3.7 Livelihood improvement activities												
Improved harvest/post harvest techniques introduced												CF Specialist. Livelihood
Improved ability for producer groups to market produce												CF Specialist. Livelihood
Improved preparation/production techniques introduced												CF Specialist. Livelihood

ATTACHMENT B: LRCFP STAFFING STRUCTURE

The organogram on the following page illustrates reporting relationships within LRCFP. Note that the three livelihood specialists (one in Monrovia and one each in Nimba and Sinoe) are employees of ACDI/VOCA. The two county-based forestry/NRM specialists are FDA staff seconded to ARD for the program.



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