

TAP Review of the FCPF R-Package Submitted by Nigeria
Independent TAP Expert Review on the Self-Assessment Process and R-Package
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¹ This independent TAP Expert Review assembled by Juergen Blaser consisted of a desk study of Nigeria's R-Package report, plus other documents on Nigeria's REDD+ Readiness process. Contact: FCPF Secretariat <fcpfsecretariat@worldbank.org>

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Objectives of this report

The independent review of the TAP, undertaken in August 2022, reviewed the R-Package document “Synthesis of Nigeria’s REDD+ Readiness Package (R-Package). April 2022” with the following two objectives:

- To provide an independent technical review of the REDD+ Readiness Package (R-Package) elaborated by Nigeria and to review the Self-Assessment Process used for the R-package.
- To provide the FCPF Participants’ Committee (PC) with advice on the suitability of the R-Package.

Methods

A Terms of Reference was provided by the World Bank, and the following process was completed:

- The Nigerian R-Package report was reviewed based on the guidelines provided in the R-Package Assessment Framework (2013), and a review of the available documents that support the R-Package report (documents retrieved from the WB website for Nigeria, and the Nigeria REDD+ website).
- The Nigeria self-assessment process, including stakeholder involvement, was reviewed.
- Following from these reviews, feedback and recommendations for moving forward with REDD+ Readiness in Nigeria were developed for the PC.

The TAP assessment reviewed the Nigerian R-Package on August 10-22, 2022. The review included the assessment of the following elements:

- i. A summary of the REDD+ readiness preparation process, including reporting on Nigeria’s institutional arrangements
- ii. A report of the national multi-stakeholder self-assessment process
- iii. The outcomes of the national multi-stakeholder assessment including lessons learned; and
- iv. References used to develop the R-Package.

Review of the R-Package

Nigeria noted that they had begun preparing for REDD+ in 2009, long before the FCPF process began, with early work on policy, a strategy, and the forest reference levels. In 2011, Nigeria began the formal REDD+ process when it submitted its first REDD+ proposal to UN-REDD+. However, the REDD+ readiness accelerated significantly as a result of the 2015 FCPF readiness grant and its extension in 2019. That grant led to the development of the country’s readiness process, through development of REDD+ strategy options, consolidated federal-level REDD+ readiness and expanded the scope of REDD+ to six additional states, as part of its long-term strategic plan for climate change mitigation nationwide; further development of the Nigeria

REDD+ Strategy drew from the framework of the sub-national strategy developed during UN-REDD+ funding grant; and development of the formal Forest Reference Emissions Levels. Nigeria started REDD+ in one State (Cross River) but later expanded the work on readiness in 6 others, to provide a national level strategy.

TAP Review Part A: The self-assessment process and associated documentation

Nigeria undertook a series of activities towards the development of its REDD+ Readiness Package. These included the production of several key reports and information documents (e.g., the Readiness Preparation Proposal – RPP, a Mid-Term Report, the National Strategy for Nigeria’s REDD+ Programme, the Forest Reference Emission Level, a Safeguards Information System and Multiple Benefits, and the MRV system design).

The assessment process involved an in-depth study of relevant publications on REDD+ programmes elsewhere, relevant reports on REDD+ activities in Nigeria, as well as consultation with important stakeholders in the REDD+ States (Cross River, Edo, Ondo, Ogun, Nasarawa, Kaduna and Plateau States) based on a questionnaire developed from the FCPF’s Methodological Framework for Readiness Assessment. Progress made in the Readiness process was based on the outcome of the analysis of the questionnaires completed by the various stakeholders and general comments received during the interactions with stakeholders.

The R-Package assessment report is based on the results of the reviews and nationwide consultations and contributions from stakeholders. Nigeria stakeholder self-assessment process involved technical working groups and stakeholder engagement platforms that were organized during the REDD+ Readiness process, including groups from government MDAs, private sector, civil society and communities at both national and sub-national levels. Questionnaires, based on the Readiness Assessment Framework guidelines were provided to all stakeholders, who were asked to colour-code their responses.

TAP assessment: The participatory Self-assessment process in Nigeria followed the FCPF Readiness assessment guidelines. The R-Package document contains information on the self assessment process and its results.

However, while the document states that: “nationwide consultations and contributions from stakeholders”, there were, at best, only minimal details provided on how many consultations were done, specifically which stakeholders were contacted, the gender make-up at meetings, or how the consultations were organized (e.g., virtual vs in-person, town hall, invitation only, etc.). While questionnaires were provided to stakeholders, there were no data shown in the report on the number of questionnaires returned, the gender of responders, the range of response values, and no overall analysis of how individual groups responded through the questionnaires.

So, while the process described appeared comprehensive, more data could have been provided to illustrate better certain aspects, such as

- (i) how extensive the process was*
- (ii) how many people and groups were contacted*
- (iii) what groups participated*
- (iv) information on gender; and*
- (v) what the different groups opinions of the REDD+ programme were.*

(vi)

Review of Overall Progress on REDD+ Readiness

Table 1. Copy of the summary table for Nigeria's self-assessment and color comparing the assessment results from 2017 vs. 2022.

Component	Sub-components	Colour Indication ²		Comments
		2017	2022	
Component 1: Readiness Organization and Consultation	Sub-component 1a: <i>National REDD+ Man. Mechanisms.</i>	Yellow	Green	Coordination and supervision structures and processes are developed.
	Sub-component 1b: <i>Consultation, Participation and Sensitization</i>	Yellow	Green	Stakeholder consultation and participation mechanisms are in place; the process well established.
Component 2: Preparation of the REDD+ Strategy	Sub-component 2a: <i>Assessment of Land Use, Land Use Change Drivers, Laws, Policies & Forest Governance.</i>	Yellow	Yellow	Assessment of land use, land tenure and drivers has been completed. More work on policy and governance is required.
	Sub-component 2b: <i>Strategic Options REDD+</i>	Orange	Green	Selection of priority options has been completed, following the process and other requirements described in the RAF assessment criteria.
	Sub-component 2c: <i>Implementation Framework</i>	Orange	Yellow	<ul style="list-style-type: none"> • Development of benefit-sharing mechanism completed. • FGRM completed. • Policy and legislation reforms on-going.
	Sub-component 2d: <i>Social and Environmental Impacts</i>	Orange	Green	SESA and ESMF completed through comprehensive consultation following the World Bank, UNFCCC & national guidance.
Component 3: FREL/Ref Level	<i>Reference Emission Level/Reference Levels</i>	Orange	Green	<ul style="list-style-type: none"> • National FREL submitted to UNFCCC. • Additional data collection and processing is underway for the reconstruction of FREL.
Component 4: Forest Monitoring Systems and Safeguard Measures	Sub-component 4a: <i>National forest monitoring system</i>	Orange	Green	NFMS Developed and its operationalization to follow.
	Sub-component 4b: <i>Information system on multiple benefits, other impacts, governance and safeguards</i>	Orange	Yellow	Analytical work on multiple benefits undertaken alongside analysis of policies and measures that support REDD+ implementation to inform Safeguard information System.

² Green = significant progress; Yellow = progressing well; Orange = further development required; Red = not yet demonstrating progress.

Nigeria has made substantial progress towards REDD+ readiness since the mid-term assessment in 2017 (Table 1). Changes in Nigeria's self assessment of the 34 criteria, for 2017 vs. 2022, were as follows: green 0 vs. 24, yellow 10 vs. 11, orange 24 vs. 0, red 0 vs. 0.

Notable advancement in the self assessment was the change from no criterion rated as green in 2017, to fully 70% of the criteria noted now as green, and no orange criteria were reported, as compared to most criteria (>60%) in 2017.

TAP assessment: There has been a very strong advance in Nigeria's readiness as reported in the April 2022 self assessment report. There appears to be an error, however, in the summary colour-coded table on pages 6-7 of the Nigeria R-Package report, where only four criteria are shown as 'yellow', with all the rest reported as 'green', while within the body of the report there are 11 criteria indicated as 'yellow'. Similarly, the Executive Summary refers to the need for progress on criteria 15 and 23, but these are both shown as 'green' in the text, while omitting all but two of the 11 yellow-rated criteria that need further work.

Overall, REDD+ Readiness funding has enabled the establishment of the main REDD+ institutions and tools needed to move on to actions, although a REDD+ Registry has yet not been established.

Summarizing the assessment by each Criterion beneath, the TAP rated 18 criteria as green (country – 23), 14 as yellow (country – 11), and 2 criteria as orange (country – 0). The TAP assessment in orange, however, is meant to suggest a caution but clearly, considering the huge amount of work done, the issues that remain to be completed can be addressed in the course of the further preparation of Nigeria's REDD+ programme. Thus, the TAP, at the present stage, suggests that 53% of the criteria are now green. Interestingly, however, the TAP, based on the available information, rated as green two criteria that had been assessed as yellow by Nigeria.

TAP Review Part B: Summary of the REDD+ Process - Strengths and Weaknesses of the R-Package

R-Package self assessment process

The R-Package self-assessment was developed using participatory tools. The R-Package team inventoried REDD+ activities, reviewed their key REDD+ documents, and organized State and national-level consultation workshops, used questionnaires to receive information on the self assessment by stakeholders, and achieved consensus in remaining areas where further work is needed. Two appendices do indicate some consultations, but do not describe the purpose of those consultations. The 2022 Grant Reporting and Monitoring Report (GRM) report also indicates that proper consultations were done.

TAP Assessment: Assuming there was sufficient consultation, which is likely but cannot be fully assessed from the document, then the report outlines having correctly followed the FCPF Guidelines and provides a completed scoring of the 34 criteria in the R-Package, following those guidelines.

Understanding the REDD+ Readiness Process

Nigeria had embraced REDD+ prior to the availability of the FCPF funding, and started its readiness process in 2009, under UN-REDD+. At that time, they received a budget of US\$ 4 million over an implementation time of 2.5 years (2013-2015), which was extended at no cost until 2017,

focussed on piloting REDD+ in Cross River State and building capacity and a policy framework for REDD+ at the national level. Nigeria submitted a Readiness Preparation Proposal (R-PP) to World Bank in July 2013, which was approved, with a US \$3.8 million grant, financed from the FCPF Readiness Fund to support the country's readiness process. The mid-term progress report received a favourable opinion from the FCPF Participants Committee (PC) in September 2017, resulting in an additional US \$4.9 million from the FCPF Readiness Fund to finalize the national REDD+ strategy, update its FREL, finalise the safeguards Information system, and the Multiple Benefits design.

TAP assessment: Nigeria has agreed to and followed the readiness process well, including establishing a case study area in one State (Cross River) and then expanding the programme to several other forested States, with a greater national perspective. While Nigeria has yet to submit its ER-PD, overall, the R-Package report is complete and it fulfills FCPF R-Package guidelines and requirements, although there is some inadequate reporting of data with respect to the consultations (as noted) and some errors in the document as noted above.

Component 1: Readiness Organization and Consultation

Subcomponent 1a: National Readiness Management Arrangement

Criterion 1 – Accountability and transparency (Country – green; Tap – green)

Nigeria has established a National REDD+ Secretariat at the Federal Department of Forestry to coordinate national REDD+ processes and the seven participating States have a similar structure to support local REDD+ actions. There have been both national and State-level consultations with stakeholders but, while stated, there are few data presented in the report to support how open the process has been.

TAP assessment: The national and state-level organisation appears robust, with technical staff and advisory committees, although the make-up of these committees is unclear as to CSO participation, for example. Given the extensive consultation alluded to in the document and confirmed in the GRM, it does appear that the process has been transparent and well-communicated. Better clarity could eventually be provided as to the composition of the various committees and the numbers of participants.

Criterion 2 – Operating mandate and budget (Country – yellow, TAP – yellow)

The document provides no indication of how the readiness funds have been allocated or spent, although this information is contained in the grant reports on the World Bank website for Nigeria. It is somewhat uncertain how transparent the budgeting process has been during the readiness phase. Funding seems to have been controlled at the national level with State-level organisations funded under a sub-granting system. It does appear that the national and State REDD+ institutions have mutually supportive mandates.

TAP assessment: The Nigerian REDD+ organisational structure appears to have functioned well and was participatory and supportive among the groups. Without accounting information, however, it is not possible to assess how transparent the budget process was, although the GRM

found no issue in July 2022. The self-assessment document does indicate that there is no current funding for an actionable REDD+ programme, and it appears that Nigeria will institute a REDD+ programme only when external funding is available. A yellow rating is warranted here owing to the lack of information and apparently limited domestic funding.

Criterion 3 - Multi-sectoral coordination mechanism and inter-sectoral collaboration (Country – yellow, TAP - yellow)

Nigeria has included members from agriculture, lands, mining, energy, justice, finance, and commerce in the technical committee at the national level, suggesting that there is multi-sectoral collaboration, although there was no mention of such coordination at the State level. The document expressed uncertainty about institutionalising the REDD+ mechanism and mainstreaming REDD+ actions across relevant sectors.

TAP assessment: The TAP urges Nigeria to increase its efforts to improve cross-agency coordination, as this is critical to success of the proposed REDD+ interventions This criterion is rated yellow by TAP because, while there appears to have been progress at the REDD+ committee level by including a multi-sectoral membership, there was only minimal information provided about how REDD+ would be built into policies or actions within other sectors. However, this is essential for successful implementation of REDD+.

Criterion 4 – Technical supervision capacity (Country – green, TAP - yellow)

Nigeria has clearly advanced considerably in building REDD+ technical capacity at all levels, including within communities. The document is quite clear that there has been significant training provided to many individuals and that the implementation of technical working groups has been an important step forward in readiness planning and preparation. The National REDD+ secretariat has innovatively provided capacity building with livelihood content through prioritization of readiness activities. Nigerian technical capacity been strengthened with a procurement specialist and the recruitment of MRV and Stakeholder Engagement experts, as well as National and International consultants to support in operational and technical matters.

The National REDD+ Secretariat has also undergone, and continues to undergo, trainings sponsored by the World Bank on several issues. It was unclear, though, whether or not this new capacity extended to sectors other than forestry, and there is no mention of a multi-sectoral nature of the advances in technical capacity.

TAP assessment: TAP has rated this criterion as yellow because of the absence of information related to the development of technical capacity in multiple sectors. Appendix 1 provides details on State-level activities, but none of the information indicates sufficient technical capacity in sectors other than forestry and the REDD+ committees themselves, except for certain actions taken to mitigate climate change (such as gas stoves).

Criterion 5 - Funds management capacity (Country – green, TAP - green)

The final grant GRM (July 2022) indicated that the fund management processes were done properly with good accounting and that expenditures were efficient. A procurement officer was brought on to the team and there was procurement plan put in place for the project.

TAP assessment: TAP agrees with the country self assessment for this criterion, with the 2022 GRM as strong support.

Criterion 6 – Feedback and grievance feedback mechanism (Country – green, TAP - green)

Nigeria completed its Feedback and Grievance Redress Mechanism (FGRM) to ensure that REDD+ process effectively engages communities and other stakeholders, to improve the planning and implementation of REDD+, and to prevent conflicts in communities where REDD+ will be implemented. The process to develop the FGRM involved extensive consultations with communities and stakeholders. The process as designed includes an appeals process. Further, the REDD+ secretariats provided training at the community level on the FGRM and on the FPIC (free, prior and informed consultation).

TAP assessment: The FGRM has been properly developed and designed and has involved extensive consultations with potentially affected stakeholders, including other government departments. The green rating is fully warranted.

Subcomponent 1b: Consultation, Participation, and Outreach

Criterion 7 – Participation and engagement of key stakeholders (Country – green, TAP – green)*

Consulting with stakeholders began in 2009, and mapping process was begun under through the readiness process as early as 2012. Nigeria benefited from extra consultation funding provided under the Community-Based REDD+ (CBR+) programme jointly funded by UNDP and GEF-SGP. More than 30 civil society organisation and over 120 forest dependent communities participated in the Nigeria’s REDD+ readiness process. The consultation process involved the private sector – but just who was consulted is not specified, nor how many such consultations were done. From the FGRM narrative, it was clear that issues were encountered by not originally involving certain stakeholders such as the Parks Department.

*TAP assessment: The document was clear about the number of community consultations, but less so about other consultations with the private sector and other agencies, and no lists of these latter parties is provided. For example, it is not known if various forest industries were consulted, such as exporters, loggers, and sawmillers. The TAP agrees with the green assessment, with the provision that Nigeria provides a list of groups (e.g., indigenous, CSOs, etc.), agencies, gender breakdown, and organizations consulted (hence the * on the rating).*

Criterion 8 - Consultation processes (Country – green, TAP – green)

Nigeria developed and implemented a consultation strategy to ensure a fully comprehensive consultation agenda was completed and that the messages developed were simple, consistent, and unambiguous. Further, training was provided to the communications unit to ensure proper communications procedures. The building and strengthening of stakeholder platforms essential for successful REDD+ implementation, such as a stakeholder forum and networks of communities of practice was a continuous and an iterative process.

The GRM noted that the project hired a consultant who conducted a communications campaign, and awareness-raising among the Nigerian public. Moving this agenda forward, the active involvement of local CBOs / CSOs in this process has been key to ensure sustainability of the process and ownership of the REDD+ strategy at the community level in Nigeria. The final grant report noted that: “REDD+ has been communicated globally as a mechanism which seeks to incentivize activities targeted at reducing emissions from the land-use sector. This line of communication has somewhat created high and often unrealistic expectations amongst some sections of stakeholder groups of huge financial inflow for REDD+.” In addition, communications with parliamentarians were enhanced, as indicated by the development of a REDD+ registry in the new Climate Change Bill in 2021.

TAP assessment: The self assessment report and the recent GRM report clearly indicate a very extensive consultation process over the years, which is a major achievement of the readiness process. The main omission in the report, as noted above under C7, was that list of organizations and groups consulted, including information on numbers attending and numbers of women have not been provided (although a gender action plan was developed). Also, no evidence was provided about the identification of rights holders during the consultations, although this issue is addressed under criterion 14. Regardless, TAP is convinced, through the narrative and the GRM report, that the process was indeed robust and inclusive, and agrees with the green rating.

Criterion 9 Information sharing and accessibility of information – (country – yellow, TAP - green)

The self assessment reports notes that, despite a large communications effort, there is still a high lack of awareness in the country, in remote communities and in urban areas about the national/state REDD+ project.

TAP assessment: It is hard to see, given the massive effort described, how Nigeria could have done much better at communicating than has been reported. While the TAP could agree with the yellow assessment from the self assessment, it may ultimately not be possible that all segments of the population will be aware of REDD+. More effort might be encouraged with remote communities, but specifically for areas where REDD+ projects are foreseen. Based on the GRM and the self-assessment, it does appear that the messages indicating economic benefits of REDD+ need to be less emphasized, in favour of more focus on mitigating climate change. However, given the very large communication effort, and while certainly more people could be informed, the TAP believes that Nigeria has done a better than adequate job of communications and prefers a green rating.

Criterion 10 – Implementation and public disclosure of consultation outcomes (country – green, TAP - green)

The outcomes of stakeholder consultations influenced the Programme’s Annual Work Plan and Budget in 2015. The stakeholder consultations contributed to the development of REDD+ Strategies and Investment Plans, Safeguards, SESA, GRM, NFMS, Benefits-sharing, Gender Action Plan for REDD+ implementation, and other aspects of future implementation. The development process ensured the public disclosure of technical activities/documents like the FREL, NFMS, and SIS through monitoring, peer reviews, validation processes and dissemination to peer groups and uploading to the programme’s website. Based on the actual reports, but not mentioned in the

self-assessment, it was clear that all of the major components of REDD+ readiness were made available for public comment.

TAP assessment: Details for some studies in the self assessment and for others in the reports themselves (e.g., FREL, SIS, SESA) indicated that there was extensive public consultation for each of the major REDD+ readiness components. TAP agrees with the green assessment.

Component 2: REDD+ Strategy Preparation

Subcomponent 2a: Land Use, Land-Use Change Drivers, Forest Law, Policy and Governance

Criterion 11 - Assessment and analysis: (country – green, TAP - yellow)

Along with a technical assessment of the drivers of deforestation and forest degradation, Nigeria completed forest valuation studies, conducted forest carbon inventories, assessment of policies, laws, and regulations, knowledge management analysis, gender studies and related technical activities. These resulted in the following:

- a) Participatory Governance Assessment (PGA) to identify issues and prioritise options to improve REDD+ governance.
- b) Study of Drivers of Deforestation and Forest Degradation with mitigation options.
- c) Community Based REDD+ (CBR+) to build the capacity of local communities and civil society to participate in the REDD+ (readiness) process.
- d) Sub-national Safeguards Policies and Measures (PaMs) to establish a framework for the national SIS.
- e) Sub-national REDD+ Strategy for Cross River State (CRS) and a national Framework Strategy used in the National Strategy.
- f) Forest carbon inventory with clearly demarcated inventory plots to estimate the forest carbon stock for the State.
- g) Sub-national and national FREL for CRS, submitted to the UNFCCC.
- h) Several capacity development activities involving government agencies, civil society, communities and other stakeholders, and building effective stakeholder engagement platforms and technical working groups.
- i) Compilation of information on forest governance.

In the further process with additional FCPF grant, Nigeria has completed its SESA, ESMF, SIS, FGRM, Benefit Sharing Arrangement (BSA), NFMS, and a gender action plan for implementing REDD+ in Nigeria.

TAP assessment: Nigeria has done a highly credible amount of work to complete many of the requirements of REDD+ readiness, and there appears to be at least 6-8 technical studies (based on the references provided). However, what appears to be missing is an indication that sufficient work was done to understand land tenure and rights arrangements including natural resources rights and how REDD+ will operate under traditional systems. There was a study done on Participatory Governance Assessment (PGA), but this appears to be about governance rather than providing an understanding of land tenure. Other studies analysed the status of land and land tenure systems in Nigeria, recent as well as historical land use, including traditional systems, and

land tenure titles in relation to natural resources and livelihood rights, but do not provide a clear path forward to ensure that rights are protected. As a result, TAP rates this criterion as yellow rather than green.

Criterion 12 - Prioritization of direct and indirect drivers/barriers to forest carbon stock (country – green, TAP – green)

Nigeria based this study on several independent studies of forest change done using remote sensing, using data as far back as 1978. As a result, the drivers of change report appears to be well-done. Nigeria assessed the key drivers (agricultural expansion, high fuelwood demand, infrastructure development and oil/solid mineral exploration and quarrying, as well as associated settlements) and the issues inhibiting forest carbon emissions reduction to prioritise strategic options for implementing REDD+ in the country.

TAP assessment: Nigeria conducted significant work to investigate and to make provisions in the REDD+ Strategies to address drivers of deforestation and forest degradation, and the barriers to maintain forest carbon stocks. This component was well done and fully documented. TAP agrees with a green rating.

Criterion 13: Links between drivers/barriers and REDD+ activities (Country – yellow, TAP - yellow)

Nigeria has done extensive work in determining the issues affecting deforestation and the resultant estimated carbon emissions. The self assessment noted that: “While forest degradation (from logging, fuel wood extraction, charcoal production, forest fires, etc.) may constitute a significant source of emissions, it has not been included in the present FREL due to lack of reliable, accurate, and consistent data at state and federal levels”.

TAP assessment: Given the work done on understanding drivers and emissions, it is actually surprising that the associated information for forest degradation remains incomplete at this time. However, the TAP has noted that Nigeria did perform a preliminary assessment to approximate the significance of forest degradation. Therefore, deforestation is currently the only REDD+ activity that Nigeria includes in the FREL submission to the UNFCCC, with the intention of a progressive move to include forest degradation. TAP has also rated this criterion as yellow.

Criterion 14: Action plans to address natural resource rights, land tenure, governance (country – yellow, TAP - orange)

The self-assessment noted that Nigeria has achieved substantial progress to address natural resource rights, land tenure, and governance, but also remarked that more work still needs to be done. Several studies analysed the status of land and land tenure systems in Nigeria, including traditional systems and historical land uses, and land tenure titles in relation to natural resources and livelihood rights. Further work on drivers will present strategic options to address these drivers and therefore contribute to strengthening participation of communities, secure their rights and livelihoods. It is also well noted that some of the issues go beyond the REDD+ readiness and require multi-sectoral collaboration. It is difficult to put a timeframe for an action plan but clearly, it constitutes major issues for implementing the REDD+ Strategy, Safeguards, and SESA.

TAP assessment: The self assessment related concepts for moving forward with REDD+ under traditional systems but provides no clear indication of how this will be done with a formal action plan. So, while there have been initial studies, there is as yet no firm action plan to proceed with REDD+ under traditional land tenure systems. It appeared to be unclear to authorities, how to proceed on the issue of land tenure, although some states have agreements for benefits sharing based on tenure of community forests already (cf. C20). The lack of an action plan, however, resulted in an orange rating by TAP, rather than yellow, given the lack of clarity and the remaining work to develop a sufficient action plan.

Criterion 15: Implications for forest law and policy (country – green, TAP - yellow)

Nigeria has reviewed the relevant laws and policies that would underpin their REDD+ strategy and believed, as a result of this analysis, that current laws will enable implementing REDD+ without any changes. This position was enhanced with the recent passage of the Act on Climate Change in 2021.

TAP assessment: Nigeria apparently has a sufficient legal basis to implement a REDD+ programme. TAP however cannot concur with the green rating but can support a yellow rating because of the current uncertainty over carbon rights (as expressed under C14). Further the cost-benefit statement from Table 5 suggests national concerns about tenure rights vs. REDD+: “Protection of rights and tenure promotes the realization of other strategies. However, it could adversely affect other pertinent forestry activities.” In the view of the TAP, work remains to be done in this regard.

Sub-Component 2b: REDD+ Strategy options

Criterion 16: Selection and prioritisation of REDD+ strategy options (country – green, TAP - yellow)

As indicated in the self-analysis, the REDD+ strategy options were prioritised based on comprehensive assessment of direct and indirect drivers of deforestation, barriers to forest enhancement activities, and robust analytic studies, as well as having been selected through a transparent and participatory process. Thus, Nigeria has indicated 4 priority strategies³ to deal with deforestation based on the main drivers and apparently considerable consultation with stakeholders. As mentioned under several criteria, the strategy does not address forest degradation for the moment and only deals with deforestation.

TAP assessment: Progress has been made in selecting the main strategies and while the selected priorities do deal with deforestation, the lack of approaches to forest degradation is a concern.

³ The four strategic priorities include:

- (i) Priority 1: Reduce deforestation and carbon losses from forestry and agriculture as well as other land use activities including bush burning, charcoal production, mineral exploitation and grazing
- (ii) Priority 2: Increase the country’s network of forest reserves and conservation areas
- (iii) Priority 3: Protect Forest tenure and resource rights as well as ensure equitable, inclusive and transparent benefit sharing
- (iv) Priority 4: Enhance investment in the sustainable forestry sector

Further, at least two of the priorities express concerns about land tenure issues, which is an area that needs to be dealt with (cf. C14 above). TAP suggests that under the circumstances, a yellow rating is more appropriate than green until these issues are resolved.

Criterion 17: Feasibility assessment (country – green, TAP - green)

The report includes a descriptive table, extracted from the REDD+ strategy, that outlines the cost/benefits, feasibility, and social and environmental issues associated with each of the four strategic priorities in the REDD+ strategy document.

TAP assessment: The summary table included on page 42 is directly from the REDD+ Strategy document, which presumably provides a more detailed analysis. TAP agrees with the green rating provided in the self assessment.

Criterion 18: Implications of strategy options on existing sectoral policies (country – green, TAP - yellow)

Nigeria provides a table list of 11 policies and/or laws that could impact REDD+, many of which preceded REDD+ readiness and the needed requirements. Sectors included are: forestry, biodiversity, climate change, water, protected areas, EIA, land use, economy, and mining. No analysis of REDD+ strategy options relative to sectoral policies is provided, however.

TAP assessment: A policy impact analysis of REDD+ strategies on other sectors is lacking. On the list provided, key impact areas of agriculture, transportation, and the oil/mining extraction sector are absent, all of which were identified as main drivers. The TAP finds that the leading statement for C18 in the R-Package to be peculiar: "The aim of REDD+ in Nigeria is to build a functional REDD+ framework as the central approach to promoting the environmental and sustainable development goals of the forest sector". This is a strange assertion because the focus of REDD+ is on mitigating climate change and not as the basis for a SFM programme, which should theoretically at least, already be in place. The TAP rates this criterion as yellow until a full policy analysis can be completed.

Subcomponent: 2c: Implementation Framework

Criteria 19: Adoption and implementation of legislation/ regulations (country – yellow, TAP – orange)

The assessment states that Nigeria needs to strengthen existing institutional arrangements to enable REDD+ implementation, requiring the affected sectors to adopt regulations related to REDD+. Enabling legislation and the accompanying institutional framework for implementing REDD+ is under discussion at the political level.

TAP assessment: The self assessment does not make mention of the Climate Change Act in this context, but that new law does seem to be appropriate for REDD+. Earlier in the assessment, the narrative seems to suggest that adequate legislation is already in place (cf. C15 and C18), therefore it is uncertain why there is a need for other laws. Regardless, if the assessment considers legislative and regulatory reforms a necessity, then TAP can only rate this as orange owing to the difficulties to develop and then pass such legislation in due time.

Criterion 20: Guidelines for implementation (country – green, TAP - yellow)
and

Criterion 21: Benefits-sharing mechanism (country – green, TAP - yellow)

Nigeria has a formal REDD+ grievance mechanism and a REDD+ strategy. Some states have a benefits-sharing mechanism in place for community forest areas, where the carbon rights are also affirmed and examples are provided.

TAP assessment: While the current forest sector management framework has an existing benefits-sharing arrangement for some States, the GRM report (2022) states that no formal benefits-sharing mechanism has been developed for implementation of REDD+ in Nigeria at a national level. The issue of carbon rights and other tenure decisions appear to have not yet been sufficiently developed to enable a national mechanism and there are no formal guidelines in this regard. REDD+ financing modalities were not discussed in the narrative provided, but there is a benefits-sharing report that provides the country with options. Lack of several aspects for implementation, and the required guidelines and/or best practices supports a yellow rating for this criterion.

Criterion 22: REDD+ National registry and REDD+ activity monitoring system (country – yellow, TAP - yellow)

Nigeria has developed an MRV system and an SIS specifically for REDD+. The registry is being developed and the Climate Change Act and has a provision for the development of a Registry to systematically and consistently capture emissions reduction at both national and sub-national levels.

TAP assessment: Nigeria has almost fully complied with this criterion and once the registry is in place, a green rating would be applied. Until then, TAP agrees with the yellow designation, but notes that there have been excellent advances in this area.

Sub-Component 2d: Social and Environmental Impacts

Criterion 23: Analysis of the issues related to social and environmental safeguards (country – green, TAP - green)

Nigeria has advanced considerably this component of REDD+ largely through a pilot in Cross River State that provided a baseline for the national-level safeguards information system, developed under a National Safeguards Working Group. There were substantial public consultations done during development of the SIS and SESA in all REDD+ States. The national SIS is available as an open-access online resource. The system will be used for monitoring socio-economic impact of REDD+ activities/project in Nigeria and is meant to ensure that REDD+ investments do not have negative impacts on the livelihoods of Forest dependent communities.

TAP assessment: The work on social and environmental safeguards appears to be well done, and to have included extensive public input. The SIS is a national-level system to ensure impacts are understood. TAP agrees with the green assessment.

Criterion 24: REDD+ strategy design with respect to impacts (country – green, TAP - green)

The REDD+ Strategic options integrated the outcomes from the SESA to define mitigation measures to address drivers, manage risks arising from implementation, and support capacity building measures to implement and sustain the outcomes from REDD+ actions. The outcomes for REDD+ priority options derived from the SESA were similar to, but differed slightly from the four selected strategic options. The SESA also indicated that agricultural intensification as alternative agricultural system should be a priority in Nigeria.

TAP assessment: The main difference between options selected as a result of the SESA and the four used in the Nigeria Strategy was the lack of individual attention to agriculture in the National Strategy. Regardless of the reasons, the SESA was used to assist in the selection of the four main strategic options. TAP agrees with the green rating but also urges Nigeria to consider adding a fifth strategic priority to deal unambiguously with agriculture, which is a main driver of deforestation.

Criterion 25: Environmental and Social Management Framework (country – green, TAP - green)

The Environmental and Social Management Framework (ESMF) was an outcome of the SESA, and is already in use. The ESMF was used to inform the establishment of other safeguards systems for REDD+ in Nigeria, such as FGRM and the SIS. This ESMF establishes a management framework for the identified potential risks, opportunities and proposed preliminary mitigation measures in the SESA.

TAP assessment: The ESMF is complete and operational and this criterion can be green rated. It does appear, however, that the ESMF has not yet been made public (P. 62: “The Policy requires disclosing the ESMF report to the public through different accessible media...” – suggesting non-disclosure as yet.

Component 3: Reference Emissions Level/ Reference Level

Criteria 26: Demonstration of methodology (country – green, TAP - green)

The TAP noted from the self-assessment that Nigeria achieved significant progress to develop both sub-national and national forest REL or RL in both cases using a clearly documented methodology, based on a stepwise approach. Consequently, Nigeria has developed a first Forest Reference Emission Level (FREL), which was submitted to UNFCCC in 2018 for Cross River State, went through the required technical assessment and obtained approval. Further forest carbon inventory data were collected for six States (Edo, Ogun, Plateau Kaduna, Ondo and Nasarawa States), and a national-level FREL was completed in 2019. The FREL development was well-guided by FAO. The FREL process was subjected to a wide stakeholder consultation and review to ensure that it reflects the expectations and inputs of all stakeholders.

TAP assessment: With guidance from FAO, Nigeria progressed through a steep learning curve resulting in accelerated improvement of its Measurement, Reporting and Verification (MRV) capacities, and with a national FREL submission, only 1 year after its initial subnational submission for Cross River. Overall, the process was done in a stepwise manner and with a well documented methodology. The green rating is highly appropriate for the Nigeria FREL.

Criterion 27: Use of historical data, and adjusted for national circumstances (country – green, TAP - green)

The initial reference period for the FREL included data from 2006 to 2016 and annual historical deforestation rates were developed. Reference data was obtained through interpretation of very high spatial and temporal resolution satellite data. As a result, Nigeria had historical data for a 1-year period, which follows the FCPF guidelines.

TAP assessment: TAP agrees with the green rating based on the description given in the FREL report itself. The report itself includes sufficient data and information that the FREL could be assessed.

Criterion 28: Technical feasibility of the methodological approach, and consistency with UNFCCC/IPCC guidance and guidelines (country – green, TAP - green)

The Government adopted a stepwise approach to its national FREL development as stated in UNFCCC Decision 12/CP.17, paragraph 10. The current FREL reflects the best available information at the time of submission (2019). The TAP also noted that Nigeria, when advancing in implementing REDD+ will consider new elements in a future FREL, including (i) expanding the forest carbon pool with below ground biomass; (ii) inclusion of forest degradation; (iii) Improvement of the confidence level, as the level of uncertainty is still high for some ecological zones; (iv) use a better data set for computation of FREL, e.g., the use of Hansen GFC data for activity data estimations; and (v) review of the definition of forests to take note of a large variety of forest types in Nigeria.

TAP assessment: The UNFCCC provided a technical assessment of the FREL which stated that: “The AT acknowledges that Nigeria included in its FREL the most significant activities, the most important forest types and most significant pools in terms of emissions from deforestation. The AT considers that, in doing so, Nigeria followed decision 1/CP.16, paragraph 70, on activities undertaken, and paragraph 71(b), on elaboration of a subnational FREL as an interim measure, and decision 12/CP.17, paragraph 10, on applying the stepwise approach. The AT commends Nigeria for providing information on its ongoing work to develop a FREL for forest degradation.” The UNFCCC, however, encouraged Nigeria to include degradation data as soon as possible and also consider the further development for more accurate future FREL. The green rating is warranted for this criterion

Component 4: Monitoring Systems for Forests, and Safeguards

Subcomponent 4a: National Forest Monitoring System

Criterion 29: Documentation of monitoring approach (country – yellow, TAP - green)

Nigeria has finalised the development its National Forest Monitoring System and it has been reviewed and approved by FAO and UNEP. The monitoring system was designed for both MRV and SIS, and is two-way, with the federal level format to be used also at the State level for transparency and consistency. There is also a Standard Operating Procedure manual to guide the process as the country advances in REDD+ implementation

TAP assessment: TAP was uncertain as to why the country self-assessed this criterion as ‘yellow’, unless the MRV system has not yet been approved at the State agency level (which was not clarified in the document). From the information provided, the MRV system is complete, documented, issues were identified, stakeholders consulted, extensively assisted by FAO, can be modified, was validated at a workshop, and was approved by two UN forest agencies. Thus, the TAP assessed this criterion as green.

Criterion 30: Demonstration of early system implementation (country – yellow, TAP - yellow)

The NFMS will include satellite land monitoring systems (SLMS) and other data collection providing information for activity data (AD). The ongoing National Forest Inventories (NFI) is providing information on emission factors (EF); it involves the collection of bio-physical data that will generate information on forests, forest management, carbon stock and biodiversity density as baselines for the NFMS. The scope of the forest inventories covers socio-economic information to understand the anthropogenic impact on forests and their role in sustainable livelihoods. Thus, the NFMS provides a framework to investigate the social and environmental impacts of REDD+ activities and for operationalising the SIS. The NFMS will enable mitigation of reversals and displacements, which can occur after the reduction of emissions. In the description, there was no mention of testing the system.

TAP assessment: The monitoring system description for Criterion 30 used the future tense throughout the self-assessment narrative and did not refer to testing, indicating that while complete, that the system has not been tested. TAP supports a yellow rating for this criterion.

Criterion 31: Institutional arrangements and capacities (country - yellow, TAP - yellow)

The Nigeria self assessment narrative on this criterion refers primarily to the ESMF and about the functions of the various institutions managing REDD+. No specific mention is made with respect to forest monitoring.

TAP assessment: Nigeria seems to have misunderstood that this criterion refers specifically to the national forest monitoring system. However, based on the information provided under criteria 29 and 30, it appears that there are clearly assigned mandates to undertake forest monitoring, at least at the national level. There was some information that results of the NFMS would be posted in the Nigeria REDD+ website. What is less clear is whether or not the NFMS is fully funded or will require ODA to complete a survey, and whether or not there is sufficient expertise residing at the State level to provide data in formats that can be used at the national level. TAP rates this criterion as yellow but urges that Nigeria complete the narrative for this criterion in terms of the NFMS.

Subcomponent 4b: Information System for Multiple Benefits, Other Impacts, Governance, Safeguards

Criterion 32: Identification of relevant non-carbon aspects, and social and environmental issues (country - yellow, TAP - yellow)

Non-carbon benefits from REDD+ are not defined or specifically mentioned as an explicit category in any of the main REDD+ documents (Strategy, SESA, ESMF, etc.; the SIS was not available) but

are mentioned in the self assessment as having been mapped. The SESA study has done excellent work in developing an understanding of environmental and social issues.

Capacity-building recommendations from the SESA included:

- The relevant agencies in forest management should build the capacity of local authorities in addressing the drivers of deforestation, financial management, benefits sharing mechanism and conflict mitigation and resolution.
- The REDD+ secretariat to address the capacity building needs of all stakeholders at the local, state and national levels to strengthen capacities across the various levels in the implementation of regulatory policies and law enforcement for the sector.
- REDD+ programme should ensure stakeholder training in sustainable resource utilization and conservation, including sustainable farming, land use planning and implementation. Farmers need to be trained on intensive method of farming rather than extensive methods.

TAP assessment: Nigeria needs to provide, somewhere in its main documents, a full list of non-carbon benefits and how these relate to the REDD+ strategy and to each of the priority areas. The SESA report is extensive and a valuable resource for identifying environmental and social issues. The TAP agrees with the yellow rating, specifically owing to the lack of clear information on non-carbon benefits.

Criterion 33: Monitoring, reporting and information sharing (country – green, TAP - green)

Throughout the process, Nigeria has consistently provided information to the public and updated its REDD+ website (there are entries up to 2022). The self-assessment indicates that a website will contain information on Safeguards implementation under REDD+, and will also deliver data on REDD+ activities, such as project level information in Nigeria, indicating a willingness to continue to provide information to the public on a regular basis.

TAP assessment: Given the level of consultation already provided during the process, the up-to-date website, and Nigeria's willingness to maintain transparency, TAP agrees with a green rating for this criterion. Nigeria may wish to provide an indication of how they intend to maintain the information hub after end of the Readiness support.

Criterion 34: Institutional arrangements and capacities (country – green, TAP - green)

The self-assessment indicates that Nigeria has established a well-defined management and coordination arrangement at national and sub-national levels in line with the guidelines of the Warsaw Framework for REDD+, for the implementation of its REDD+ programme. The mandates to manage non-carbon aspects and safeguards are clearly defined with associated budgets, in an Investment Plan. The SESA report indicates that capacity-building is needed at the State level and among stakeholders.

TAP assessment: The lack of clarity in any of the reports around defining non-carbon benefits and the apparent need for increased training prior to implementation (as indicated in the SESA) may warrant a lesser rating, but overall the TAP can agree with the green rating proposed by the country.

TAP Review Part C: Summary Assessment and Recommendation to the PC

Nigeria's Readiness self-assessment process appears to have been well conducted. The R-Package report proposes an accurate and comprehensive perspective on the REDD+ readiness progress, and all 34 criteria have been considered, debated widely, and their status assessed.

The self-assessment and the R-Package summary report are comprehensive and complete:

- Overall, Nigeria has done a highly credible job of engaging stakeholders and members of the public on all aspects of the major component studies and for the assessment process
- The R-Package, as presented is generally complete and provides, for the most part, a good summary of the very many advances made since the mid-term assessment
- The report should provide better documentation of the assessment process. Currently, there is no indication of how extensive the review process was, no indication of gender among participants, and no information on the opinions of various stakeholders.

Several issues in the readiness process were highlighted by the self-assessment and most confirmed by the TAP review. Key issues and recommendations include:

- It appears that domestic funding will be a problem for Nigeria and there was no accounting of funds provided in the R-Package
- There was little information provided about how REDD+ would be built into policies or actions within sectors other than for forestry and there is no evidence of capacity building for these other sectors. Further there needs to be an analysis of REDD+ strategy options relative to sectoral policies (i.e., other than forestry).
- Nigeria needs to provide more information to illustrate an understanding of land tenure and rights arrangements including natural resources rights, and how REDD+ will operate under traditional systems. Tenure and land rights may be a difficult for REDD+ in Nigeria and more clarity is needed on how REDD+ will work under traditional land systems.
- Incorporating completed information on forest degradation into REDD+ planning and the FREL remains to be done.
- There was no indication in the self-assessment, and the GRM was also very clear, that no formal benefits-sharing mechanism has been developed for implementation of REDD+ in Nigeria at a national level.
- Nigeria should be encouraged to add a fifth priority in their REDD+ strategy that deals specifically with agriculture (as separate from forestry, in priority 1), as was also suggested in the SESA, owing to its contribution as a main driver of deforestation.
- Continuous capacity building is needed at the State level for implementation of REDD+.

Major References and Background Documents

FCPF. 2013. A Guide to the FCPF Readiness Assessment Framework. June 2013. Forest Carbon Partnership Facility. 24 p.

FCPF. 2022. Grant Reporting and Monitoring (GRM) Report. World Bank. July 2022. 11 p. Report. TFOA8327

FCPF. 2018. Strategic Environmental and social assessment (SESA) for Nigeria REDD+ Readiness. Darashwa and ECMC Engineers. 114 p

Federal Ministry of the Environment. N.D. National Strategy for Nigeria REDD+ Programme. National REDD+ Programme. No dated.

Federal Government of Nigeria. 2017. Mid-term Progress Report for Nigeria on the national REDD+ process and R-PP Implementation. June 2017. 66 p.

Federal Government of Nigeria. Synthesis of Nigeria's REDD+ Readiness Package (R-Package). April 2022. 74 p.

FORMECU (Federal Department of Forestry). 2018. National Forest Reference Emission Levels (FRELs) for the Federal Republic of Nigeria. Ministry of Environment of the Federal Republic of Nigeria. 61 p.

Available reports at the REDD+ Website of Nigeria
[Home, REDD+ Nigeria \(nigeriaredd.org.ng\)](http://nigeriaredd.org.ng):

- REDD+ Strategy
- FREL Report
- SESA Report
- FGRM Framework
- NFMS Inception report
- Gender Analysis report
- ESMF Final Report
- Benefit Sharing Framework

Background documentation and FCPF Basic information package:
[Nigeria | Forest Carbon Partnership Facility](#)