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Terms of Reference

Background Study for REDD+ Implementation in Suriname: Multi-Perspective Analysis of Drivers of Deforestation, Forest Degradation and Barriers to REDD+ Activities

1.1 Context

Suriname is a country with high forest cover (about 93% of the land surface) and historically low deforestation (less than 0.1% per year). Recent trends show increasing pressures on the forest that could potentially change this situation in the future. The processes that result in deforestation and forest degradation are often referred to as drivers. These can be separated into “direct drivers” also called “proximate causes” (such as mining, agriculture expansion, infrastructure extension, fire, and wood extraction) and “indirect drivers” also called “underlying causes” or “driving forces” that can be related to international factors (e.g. markets, commodity prices), national factors (e.g. population growth, domestic markets, national policies, governance) and local circumstances (e.g. change in household behaviour).

The Government of Suriname has expressed the intention to keep the country’s high forest cover and low deforestation (HFLD) status, while not compromising the needs for economic and social prosperity. In that regard there is need for governance tools that support the role of forests in sustainable development. The United Nations forest and climate change mechanism REDD+ has been identified as such a tool and Suriname has signed up as a REDD+ country.

REDD+ was first negotiated under the UNFCCC as a mechanism that would support developing countries with rapid deforestation to stop negative trends and get economically compensated for keeping their last remaining forests. Together with other countries, Suriname played a role in steering the international negotiations on course to expanding the scope of REDD+, making the mechanism beneficial also for countries who did not yet slide down a forest transition curve. There are now five REDD+ eligible activities that participating countries can choose to implement in order to qualify for possible future results-based payments: (1) reducing emissions from deforestation, (2) reducing emissions from forest degradation, (3) sustainable management of forests, (4) conservation of forest carbon stocks, and (5) enhancement of forest carbon stocks. The original activities 1-2 form the acronym REDD, while 3-5 can be referred to as the “+” activities.

UNFCCC decisions require developing countries that wish to participate in REDD+ to identify their national drivers of deforestation and forest degradation (decision 4/CP.15), to address those drivers in their national strategies or action plans for REDD+ (1/CP.16), and to take action to reduce the drivers, to continue work to address drivers, and to share information on this topic (15/CP.19). The approved text makes clear that responses to the drivers need to be adapted to national circumstances. For countries that aim to make “+” activities part of their national REDD+ strategy, it is also highly relevant to analyse barriers to sustainable management of forests, conservation and enhancement of forest carbon stocks.

Suriname made a first attempt to enter the REDD+ readiness phase in 2009-2010, but it was not until 2013 that the government presented its Readiness Preparation Proposal (R-PP) to the World Bank's Forest Carbon Partnership Facility (FCPF) and received a US\$ 3.8M grant to support some preparatory activities towards REDD+. This is used as core funding for the project *"Strengthening national capacities of Suriname for the elaboration of the National REDD+ strategy and the design of its implementation framework"*, presented in a Project Document (PRODOC) implemented by the Government of Suriname (GoS) with UNDP as delivery partner. The National Institute for Environment and Development in Suriname (NIMOS) serves as the GoS technical focal point for implementation of the PRODOC. The Foundation for Forest Management and Production Control (SBB) is also responsible for parts of the PRODOC implementation.

One of the main expected outcomes of the REDD+ readiness project is a National Strategy (NS) for REDD+ in Suriname, to be formulated with active support from major national stakeholders and rights holders and integrated into the post-2016 national development strategy. The strategy is meant to clarify which REDD+ eligible activities Suriname intends to implement and report on, and how REDD+ will be used for steering Suriname on course to sustainable development while remaining one of the most forested countries in the world. The main starting point for the REDD+ NS design process is to build an analytical base, meant to ensure the validity of the NS by enabling informed decision-making and science-based policy design. In Suriname the analytical base is planned to be built through different background studies for strategic analysis and planning. Some background studies for the NS scheduled to be carried out in 2016 include among others an analysis of the status of land tenure rights, an analysis of innovative economic opportunities and a corruption risk assessment.

In addition to the NS process, the design of the National Forest Monitoring System (NFMS) and a Forest Reference (Emissions) Level (FREL/FRL) are also underway. An ongoing background study for the FREL/FRL and NFMS is the best estimates for emission factors and carbon stocks in Suriname. Preparations for a Safeguards Information System (SIS) is also in the planning as requested by the UNFCCC, and since the readiness project is FCPF funded it is also required to perform a Strategic Environmental and Social Assessment (SESA) with an Environmental and Social Management Framework (ESMF) as outcome.

To be carried out in line with these Terms of Reference, the multi-perspective analysis of drivers of deforestation, forest degradation and barriers to REDD+ activities (DDFDB+) is a main background study for REDD+ implementation in Suriname. This analysis can be useful for informing both the NS, FREL/FRL, NFMS, SESA/ESMF and SIS.

1.2 Objectives and scope of work

The overall objective of the DDFDB+ study is to identify crucial challenges and main points for improvement related to drivers of deforestation and forest degradation in Suriname, as well as to barriers for sustainable management of forests, conservation of forest carbon stocks and enhancement of forest carbon stocks.

Specific objectives are:

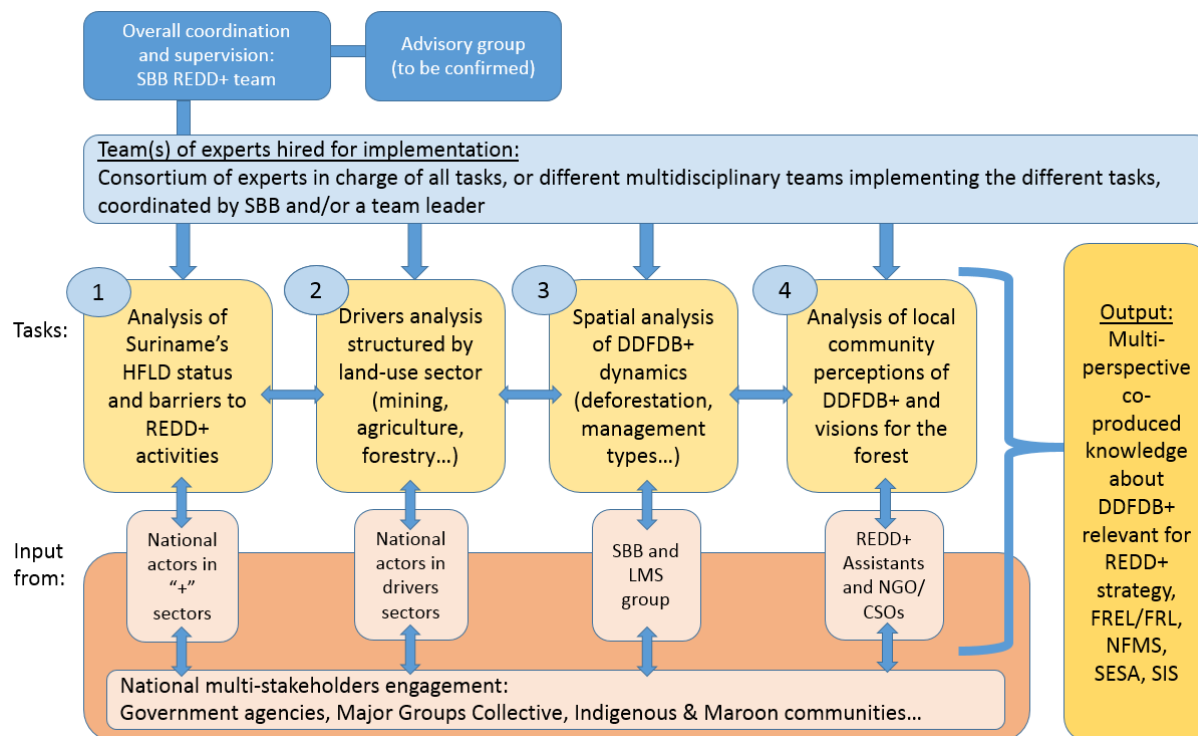
- Increased understanding of Suriname's high forest cover and low deforestation (HFLD) status, including spatial dynamics in forest cover leading to land-use change;
- Deeper knowledge about the direct and underlying drivers of deforestation and forest degradation linked to each land-use sector in Suriname and interactions between them;
- Insights in the relative importance of different drivers in terms of greenhouse gas emissions;
- Understanding of barriers to REDD+ activities including current gaps in Policies and Measures;
- Knowledge about local communities' perceptions of drivers and barriers and future of forests.

As a background study for the REDD+ vision and national strategy, the comprehensive DDFDB+ analysis aims to help identify ways for Suriname to remain a country with high forest cover and low deforestation, combined with sustainable development. The analysis is also supposed to help identify priorities for the National Forest Monitoring System (NFMS) and Forest Reference (Emission) Level (FREL/FRL) by clarifying which drivers/barriers are most relevant to monitor and which REDD+ eligible activities are most important to include in the FREL/FRL. The knowledge generated will also be useful for development of the SESA/ESMF and SIS.

1.3 Organization of work

Analysis of DDFDB+ is a complex undertaking that needs to be carried out by a multidisciplinary team of experts. Coordination and day-to-day supervision of the DDFDB+ study will be done by the SBB REDD+ Officer and the rest of the REDD+ team within SBB's Department of Research and Development. Since the study is not purely technical but involves a science-policy interface, a more politically oriented advisory group may support SBB in this role, ensuring streamlining with the REDD+ strategy process and national development objectives (to be confirmed).

The figure below shows an overview of the tasks and contributors involved in the DDFDB+ study:



Team(s) of experts to be hired for implementation of the study

Expertise from many different perspectives is needed for carrying out the DDFDB+ study. Ideally, a multidisciplinary consortium of experts should come together and submit an application for conducting the full study, including all the four tasks mentioned in the figure above. This consortium could be a group of individual consultants, a consultancy firm or professionals nominated by one or more institutions together.

In order to complete all aspects of the full study, experts involved must collectively meet the following criteria:

- At least ten (10) years of work experience in land-use policy and REDD+;
- At least five (5) years of experience working with actors of the public sector in developing countries;
- Proven understanding of the national context, experience and insight in land use sectors in Suriname – including mining, agriculture and forestry (preferably by involving national experts in the team);
- Academic degree and at least five (5) years of experience working with spatial modelling of deforestation, GIS and remote sensing, with documented skills of building capacity of others in such methodologies;
- Academic degree proving competence in economic and fiscal analysis, work experience in collecting financial data, analysing public expenditure or similar;
- Academic degree proving competence in legal and policy analysis, work experience related to governance, policies and measures;
- Academic degree in anthropology, social studies or similar, and/or at least five (5) years of relevant work experience with indigenous/tribal peoples or local communities;
- Excellent facilitation skills, capacity-building and multi-stakeholder engagement expertise;
- Full work proficiency in written and spoken English for delivery on all tasks covered by the Terms of Reference, and ability to use documents in Dutch as background information/input to the analysis.

Ideally, the consortium should also include a team leader with at least ten (10) years' experience of complex analytical tasks linked to sustainable development, including at least five (5) years' experience of managing teams to collectively deliver on such tasks, plus direct experience of working in developing countries in close cooperation with local stakeholders.

As an alternative to the full consortium, it might be possible for SBB to combine several applications into a full multidisciplinary team, or to hire different complementary teams for different tasks, who together complete the full package. Therefore, candidates who would like to play a role in the study but who meet only some of the criteria above, are encouraged to still submit an expression of interest. For more details on how to apply, see Part 2 "Recruitment Procedures" of this Call for Proposals.

Input from national stakeholders

The DDFDB+ analysis must be done in ways that ensure national ownership of the results. Therefore, constant dialogue and engagement with national stakeholders throughout the whole process is key to success. A very important part of the process is to structure the work in ways that build capacity inside the country. Therefore, experts who are hired to conduct the analysis will also be expected to design, oversee and facilitate a national multi-institutional collaborative process of co-production of knowledge. This can be planned in collaboration with SBB.

For all parts of the study, national stakeholders who are currently involved in the REDD+ project will be mobilized. This resource group includes staff from different ministries and governmental institutions, the Major Groups Collective, other private sector and NGO/CSO representatives, Indigenous and Maroon community organizations and the REDD+ Assistants Collective, etc. Most of the relevant stakeholders are already familiar with the REDD+ process and have a good working relationship with SBB, who can assist with making contacts and mobilize their participation as needed. The consortium will need to bring relevant stakeholders together and/or organize bilateral meetings, providing them with tools to go back to their respective organizations to collect input needed for the study. Working groups of stakeholders interested in different tasks may be formed. In the end of the process, the stakeholders resource group will be consulted for adjusting draft reports and validating the results of the study.

For tasks 1-2, parts of the resource group will be more heavily involved. This includes mainly national practitioners active in forestry, conservation and different land-use sectors. They will be mobilized to provide input since their

insights and experiences need to be incorporated in the study. It is also crucial to have a dialogue with the consortium expected to be hired for writing the REDD+ National Strategy, to ensure coordination between the two processes.

For task 3 - Spatial and quantitative analysis, staff of SBB's Department of Research and Development, including a Forest Cover Monitoring Unit (FCMU) and a GIS unit, will be fully involved in technical work for implementing the study. Technical staff of other institutions, who are part of a national Land Monitoring System (LMS) working group, will also be welcome to join the process to learn more about spatial modelling. The hired consortium should include an expert in spatial modelling who can guide this local team and collaborate in producing the results, coaching them through the exercise of learning by doing.

For task 4 - Analysis of local community perceptions, an existing group of REDD+ Assistants will be engaged in collecting the data. NGOs/CSOs experienced in working with communities in Suriname may also contribute. The REDD+ Assistants Collective is a group of 17 members of indigenous/maroon communities (mostly forest-based) spread across the country, who serve as a bridge between their respective community and the national REDD+ process. So far the REDD+ Assistants have been trained in basic understanding of REDD+ and in skills for organizing meetings. The community perceptions of drivers and barriers could be analysed through surveys conducted by the REDD+ Assistants, in a process with the following steps: 1) The anthropologist/engagement specialist applying to this consultancy should prepare a first proposal for the survey design; 2) REDD+ Assistants will be trained to understand the objectives of the study and the proposed survey will be further developed with and/or validated by them. They will also be trained in data collection methods (using ODK software for tablets/smartphones) as described in the Training and Guidance Plan for the REDD+ Assistants Collective that has been approved for 2016; 3) After the training, the REDD+ Assistants will be responsible for translating the survey into their local languages and collecting the information from their respective communities, supported by their trainer/engagement specialist who will be available to guide them through possible obstacles in the process; 4) The data will be centralized (preferably digitally through an ODK survey), so that the engagement specialist can conduct the planned analysis and include the results in the community perception report.

1.4 Tasks and deliverables

Four main deliverables are included in this study. Together they will generate new knowledge about DDFDB+ from different perspectives, corresponding with the specific objectives mentioned above. The results will have relevance for all parts of the REDD+ readiness process in Suriname, including the development of a REDD+ National Strategy, NFMS, FREL/FRL, SESA/ESMF and SIS. Exact deliverables and related sub-tasks need to be defined more concretely in the technical proposal and work plan, that will be agreed between the consortium/experts and SBB before the start of the consultancy. In broad lines they are:

- 1) Analysis of Suriname's HFLD status and barriers to REDD "+" activities;
- 2) DDFD analysis structured by land-use sector (mining, agriculture, forestry...);
- 3) Spatial analysis of DDFDB+ dynamics (deforestation, management types...);
- 4) Analysis of local community perceptions of DDFDB+ and visions for the forest.

Task 1: Analysis of Suriname's HFLD status and barriers to REDD+ activities

The first task (which can take place in parallel with other tasks), is to provide an overview of the state of the forest in Suriname, explaining the current status of the five REDD+ eligible activities. Since Suriname is one of the world's few high forest cover and low deforestation (HFLD) countries, this special condition will be analyzed to better understand why Suriname has not yet gone through a forest transition curve and how such a development could be avoided also in the future. As an HFLD country, it is likely that Suriname will opt for the inclusion of REDD "+" activities

in the REDD+ National Strategy, and in that regard it is highly relevant to analyze the barriers and potential for such activities in the years to come, including a gap analysis of the existing Policies and Measures (PAM). The report will address:

- State of the forest and its management: qualitative and quantitative overview of forest cover for different parts of the country, deforestation (summary of what is known in terms of numbers and main drivers), forest degradation, forest management (existing rules and practices), conservation of forest (protected areas conserving carbon stocks and beyond), enhancement of forest carbon stocks (reforestation etc.). This may involve spatial analysis including input from task 3.
- Analysis seeking answers to questions such as: What are the reasons that can explain Suriname's HFLD situation until now? What are the negative pressures and trends that could threaten the HFLD status to change in the future? What are the potentials for Suriname to remain a sustainable HFLD country?
- Link the analysis of the HFLD status to issues including forest governance, gender, land tenure, and social and environmental factors/safeguards.
- Analysis of direct and underlying barriers to the REDD+ activities. This part will identify and explain gaps in for example policy, law, institutional arrangements, practice and transparency that prevent progress in these areas.

Task 2: Drivers analysis structured by land-use sector

Another sub-study will be structured per land use sector/driver (mining, agriculture, etc) and the analysis will be done with mixed methods (qualitative and quantitative) from many different perspectives (economic, social, legal, policy, etc.). It will build upon and expand previous work done in Suriname for analysing drivers of deforestation and forest degradation, especially the analysis included in the REDD+ Readiness Preparation Proposal (R-PP). The analysis in the R-PP will be updated, moving deeper in the analysis to identify direct and underlying drivers/barriers. The work can be based on existing frameworks such as Geist and Lambin, Kissinger, etc.

- Systematize existing results on direct and underlying drivers of deforestation and forest degradation, starting with a bibliographical review of other relevant studies that have been carried out in the country, expanding on information contained in the last version of the R-PP.
- Conduct an analysis at national/local level for each causal element identified in the item above. This will contemplate, among other elements, aspects of national and sectoral policies and legislative, regulatory and institutional frames, specifying gaps and strengths; and those related to forest governance, gender, land tenure, and social and environmental factors/safeguards. Potential threats and intervention opportunities will be identified, and in turn, their underlying causes.
- Analyze economic and fiscal aspects, including to describe the market for commodities (products or services) that are driving deforestation, including historical data and forecasts. Provide pricing structures, price controls, subsidies available and government involvement (if any).
- Identify the key stakeholders (actors/agents and impacted stakeholders) with which each driver is associated.
- For each driver, identify whether these have to do with local, regional, national or international factors. Determine whether different direct and underlying drivers can be tackled by the country or to what degree different aspects are out of its control.
- Identify interactions (e.g., feedback) between drivers (using, for example, models such as Geist and Lambin 2010, Verburg et al., 2006, Chapin et al. 2009 or others).

Task 3: Spatial analysis of DDFDB+ dynamics in Suriname

Quantitative, geographic and spatial aspects of drivers of deforestation and other forest dynamics will be explored through this sub-study, building on existing work carried out in the recent years. Staff of the SBB Forest Cover Monitoring Unit (FCMU) and GIS unit are available to conduct practical technical work for this sub-study, together with technical staff from other institutions who have previously been involved in activities linked to creating a Land

Monitoring System (LMS) as part of the NFMS. They should be guided and supervised by an expert in spatial modelling responding to this Call for Proposals. Methodologies used should be based on free and open source software, preferably those already used in Suriname (QGIS, R, TerraAmazon, PostgreSQL, etc). Previous work includes among others a forest-non forest basemap for the year 2000, deforestation maps for the periods 2000-2009, 2009-2013, and 2013-2014 (a deforestation map 2014-2015 will be finalized in 2016), and an assessment of what happened with the land in Suriname after deforestation 2000-2009 (mapping conversion of forest to other land use = direct drivers). Some spatial modelling and other studies related to drivers of deforestation have been carried out previously in Suriname, for example by Conservation International, by S. Ramirez, K. Fung Loi, C. Kasanpawiro, C. Dezechache, etc, and this will be taken into account.

- Determine the scale of the drivers of deforestation in terms of hectares (deforested per year, for example, and in tons of carbon dioxide equivalent per hectare per year (tCO₂eq/hectare/year) with the respective spatial representation.
- Assess which geographical aspects are driving deforestation (such as distance to roads, elevation etc), using existing regional or nationally developed methods (e.g. studies by C. Kasanpawiro and C. Dezechache¹ through the REDD+ for the Guiana Shield project).
- Classify drivers from smallest to most significant in terms of hectares deforested, and if possible in tCO₂ emissions and absorption.
- As far as possible, conduct spatial analysis also of drivers of forest degradation and barriers to REDD+ activities (including spatial and quantitative assessment of different forest management types etc.), linking up with Task 1.
- Relate the results of this task with issues linked to forest governance, gender, land tenure, and social and environmental factors/safeguards.

Task 4: Analysis of local community perceptions of DDFDB+ and visions for the forest

For designing an implementable and supported REDD+ National Strategy, it is crucial to identify a vision for the forest that is shared by all stakeholders including local communities. The drivers of deforestation and forest degradation and barriers to “+” activities are usually more or less known by stakeholders, but may not be acknowledged or agreed upon by all. Different perspectives of their relative importance and ways to address them can make it complicated to agree on the best strategy for change. It is important to know what those perceptions are. As described in the methodology section before, this analysis will be conducted by the applicants to this Call for Proposals, but the data collection will be organized through existing structures, namely the REDD+ Assistants Collective with possible support from NGOs/CSOs experienced in working with communities in Suriname. The presentation and analysis of results will be structured by tribe/geographic area.

- In collaboration with the REDD+ Assistants, perform an analysis of local community perceptions related to the use and history of forests near their villages, and the drivers and barriers to REDD+ activities. Support the development of a questionnaire for data collection that avoids complicated words such as “drivers” and “REDD+” and instead uses terminology that people understand and relate to more easily.
- Identify what people in different parts of the country perceive as threats and opportunities linked to forest and land use. What is the role of forests in Suriname in sustainable development and in the future its peoples want? Create links with the REDD+ vision and National Strategy process.
- In the analysis, return to the REDD+ context and discuss questions such as whether the current situation and expected future trends are sustainable from economic, ecological and social perspectives, and why change is needed or not when the goal is to use REDD+ as a tool for sustainable development.

¹ See for example: http://www.surinameredd.org/images/pdf/session2_2_location_of_deforestation.pdf

- Compare similarities and differences in forest/driver related perceptions and priorities in different regions of the country (including Paramaribo), and between different Indigenous peoples (Trio, Wayana, Caraib, Arawak) and Maroon tribes (Saamaka, Paamaka, Matawai, Kwinti, Aluku, Ndyuka).
- Relate the results of this task with issues linked to forest governance, gender, land tenure, and social and environmental factors/safeguards.

Bringing the pieces together

The output of the four tasks together will be multi-perspective co-produced knowledge about DDFDB+ relevant for the REDD+ National Strategy, FREL/FRL, NFMS, SESA, and SIS. Throughout the process links need to be made between the different tasks within the DDFDB+ study, to ensure a holistic and compatible approach. Timelines for the different tasks should be planned so that they can inform each other with relevant results. As far as possible, linkages will also be made with other REDD+ activities in Suriname, including the process to develop the strategy and ongoing preparations of the implementation framework. All contributors to the DDFDB+ study need to contribute to the cross-cutting task of making connections and creating synergies for the process of change to move forward as a whole. Concrete suggestions for how that will be done need to be demonstrated in the technical proposal.

Some input needed for other parts of the REDD+ process are:

- Gap analysis in Policies and Measures (PAM), timely for being used as a starting point for identification of PAMs to be included in the REDD+ National Strategy.
- Social and environmental aspects of DDFDB+ to be considered in the SESA drafting process.
- Clarification of which drivers/barriers (and aspects of them) are most relevant to monitor, as input to those who will define priorities for the NFMS.
- Recommendations on which REDD+ eligible activities are most important to include in the FREL/FRL.

1.5 Timeline

The assignment will be implemented between July and December 2016. The four tasks can run in parallel in this period and need to provide input to one another in a holistic approach. The consortium/contractor(s) will propose a detailed timeline, including activities to be carried out under each task, tentative periods for key consultation meetings, linkages between different tasks and expected submission dates for deliverables. This work plan will be discussed and revised in joint understanding between the contractor, SBB, NIMOS and UNDP.

It will be important to synchronize the timeline of the DDFDB+ Study with the plan for developing the REDD+ National Strategy (NS), ensuring timely input to that process.

1.6 Budget and payments

The overall budget available for the DDFDB+ Study is regulated by the Annual Work Plan 2016 for the project *Strengthening national capacities of Suriname for the elaboration of the national REDD+ strategy and the design of its implementation framework*, approved by the REDD+ Project Board in Suriname. The project is funded by the Forest Carbon Partnership Facility (FCPF) with the United Nations Development Programme (UNDP) as delivery partner in Suriname.

Applicants will be requested to submit a financial proposal, including a detailed breakdown with information on:

- Expert fees
- Mission costs to Suriname (in case of foreign expertise)
- Expenses related to meetings and data collection
- Any other costs related to activities which will need to be pursued to achieve the results of this contract.

Payments will be executed in tranches by UNDP, on the basis of approved deliverables. A table detailing the percentage of payment per exact deliverable and related deadlines will be agreed beforehand in the process of contract signature. SBB and NIMOS will jointly approve the deliverables before payments can be processed.

1.7 Reporting

Consultants are required to report on the progress of the study to the SBB REDD+ Officer on a weekly basis throughout the consultancy period, orally and/or via e-mail in bullet point format. These reports should highlight any difficulties encountered, so that issues can be discussed and possibly addressed together with the SBB REDD+ Team.