A tropical beach scene with palm trees, a boat, and people. The background shows a dense forest of palm trees and other tropical vegetation. In the foreground, a sandy beach is visible with a small boat and several people sitting or standing. The water is calm and reflects the surrounding greenery.

Monrovia Metropolitan Climate Resilience Project

Annex 7: Summary of consultations and stakeholder engagement plan

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1. Project description

Liberia's capital city, Monrovia, is extremely vulnerable to the climate change impacts of sea-level rise (SLR) and the increasing frequency of high-intensity storms, both of which contribute to coastal erosion and shoreline retreat. While SLR is a significant contributor to accelerated coastal erosion, the increasing intensity of offshore storms and waves further exacerbates coastal erosion, the combined impacts of which result in significant damage to buildings and infrastructure in Monrovia's coastal zone. Additionally, SLR is threatening the sustainability of ecosystem services provided by mangroves in the Mesurado estuary at the centre of the MMA, which is further exacerbated by urban encroachment into, and over-exploitation of the mangroves. These changes negatively impact the habitat for economically important fish species and the loss of these nursery areas will have a considerable impact on the fishery-based livelihoods of approximately 55,000 Monrovia residents, 46% of whom are women.

The most vulnerable parts of the MMA coast is West Point, an impoverished and densely-populated informal settlement situated on a narrow spit between the coast and the Mesurado Estuary, with dwellings built right up to the shoreline. In the last decade¹, coastal erosion has caused the shoreline to regress by 30 m, leading to the loss of 670 dwellings and threatening public spaces and boat launching sites that are critical to fishery-based livelihoods. Without intervention — and with the added impact of climate change — coastal erosion is expected to cause further shoreline regression of up to 370 m over the next 80 years. This is more than double the amount expected in the absence of climate change².

To adapt to the severe impacts of climate change on Monrovia's coast, it is necessary to change the current approach to climate change induced coastal impacts from a focus on short-term solutions to long-term integrated planning that involves the public sector, private sector and communities at all levels of governance. The proposed project will address the above-mentioned barriers to effective climate change adaptation on the coastal zone of Monrovia through interventions in three inter-related focus areas. Through coastal defence, the project will address one of the most urgent adaptation needs in Monrovia by constructing a rock revetment to defend West Point against coastal erosion and storms. A 'soft solution' in the form of beach nourishment with an associated groyne was technically feasible, but not from a maintenance and sustainability perspective³.

The project will protect and build the climate resilience of approximately 10,500 people in West Point and avoid damages of up to USD 47 million to the individual and communal property of West Point residents as well as securing launch sites for fishing boats which will have a positive impact on the fisheries sector. This coastal protection intervention will form part of a strategic, cohesive coastal adaptation strategy under the Integrated Coastal Zone Management (ICZM) framework.

¹ 2008 to 2018

² See Annex 2.B (Vulnerability Sub-assessment) for Economic and Financial Analysis of Monrovia Metropolitan Area, and specifically West Point.

³ Stabilising or 'fixing' the shoreline by means of a rock revetment is the preferred solution to coastal erosion at West Point by both the Government of Liberia and affected communities. This approach also represents the most socially sensitive design because it requires low-to-no maintenance while still accommodating boat launching and landing. A rubble mound revetment with rock armour, which is able to withstand extreme wave conditions and storm events, is proposed. The Engineering Sub-assessment Report (Annex 2.C) showed that the northern portion of the proposed revetment is a less dynamic wave environment, and the conceptual design for this portion of the intervention site consequently proposes lighter rock armour. The 'toe' of the structure will consist of a resistant geotextile and will be anchored in the existing beach sediment to a level of 5m below mean sea-level to account for future deepening of the area directly in front of the revetment. A six-metre wide promenade, for access to the shoreline and recreation activities, is proposed between the revetment and existing dwellings at West Point. Two boat launching and landing sites are proposed as part of the preferred option at the southern end and centre of the revetment, respectively. These launch and landing sites will be provided in addition to the open beach area to the north of the proposed revetment, where fishing boats are already launching and landing. Further details on the stakeholder engagement process that led to this decision is available in Annex 2.A Feasibility Study, Section 10.2 *Analysis of coastal defence options*.

The proposed project will increase local adaptive capacity by strengthening gender- and climate-sensitive livelihoods and protecting mangroves within the Mesurado Wetland within Monrovia. Specifically, adaptive capacity in Monrovia will be increased by: i) safeguarding ecosystem services provided by mangroves through community co-management agreements between government and communities; ii) improving community knowledge on climate change impacts and adaptation practices; and iii) strengthening climate-sensitive livelihoods and supporting the uptake of climate-resilient livelihoods. This is an important element of the integrated approach because while the development of ICZM will improve coastal management at an institutional level, limited institutional capacity in Liberia means that capacitating communities to engage positive adaptation strategies is critical to ensure an increase in their long-term climate resilience. The latter two activities will be based at four innovation and education centres — to be established in four identified communities on Monrovia's coastline. In addition to being focal points for climate-resilient livelihood development, these innovation and education centres will act as hubs for awareness-raising and other community-led actions being implemented under the project. An exit strategy and O&M plan (Annex 21) will ensure that the proposed project activities will be sustained in the long-term⁴.

These investments by the GCF and the Government of Liberia (GoL) will catalyse a paradigm shift in the management of Monrovia's coastal zone towards an integrated and proactive approach that addresses current and anticipated climate change risks and which mixes both infrastructure (where necessary) and coastal ecosystems in adaptation efforts. This will directly benefit 250,000 people in West Point through coastal defence and across Monrovia through enhanced livelihoods enhancement, as well as indirectly benefitting approximately one million⁵ people through the adoption of a climate risk-informed ICZM approach for Liberia, with implementation focused on Monrovia.

⁴ Further information on the exit strategy and sustainability of the proposed project can be found in Section B.6.

⁵ Direct benefits will accrue at the site-specific scale, whereas indirect benefits will accrue at the municipal scale — i.e. the population of MMA, which is estimated at one million people.

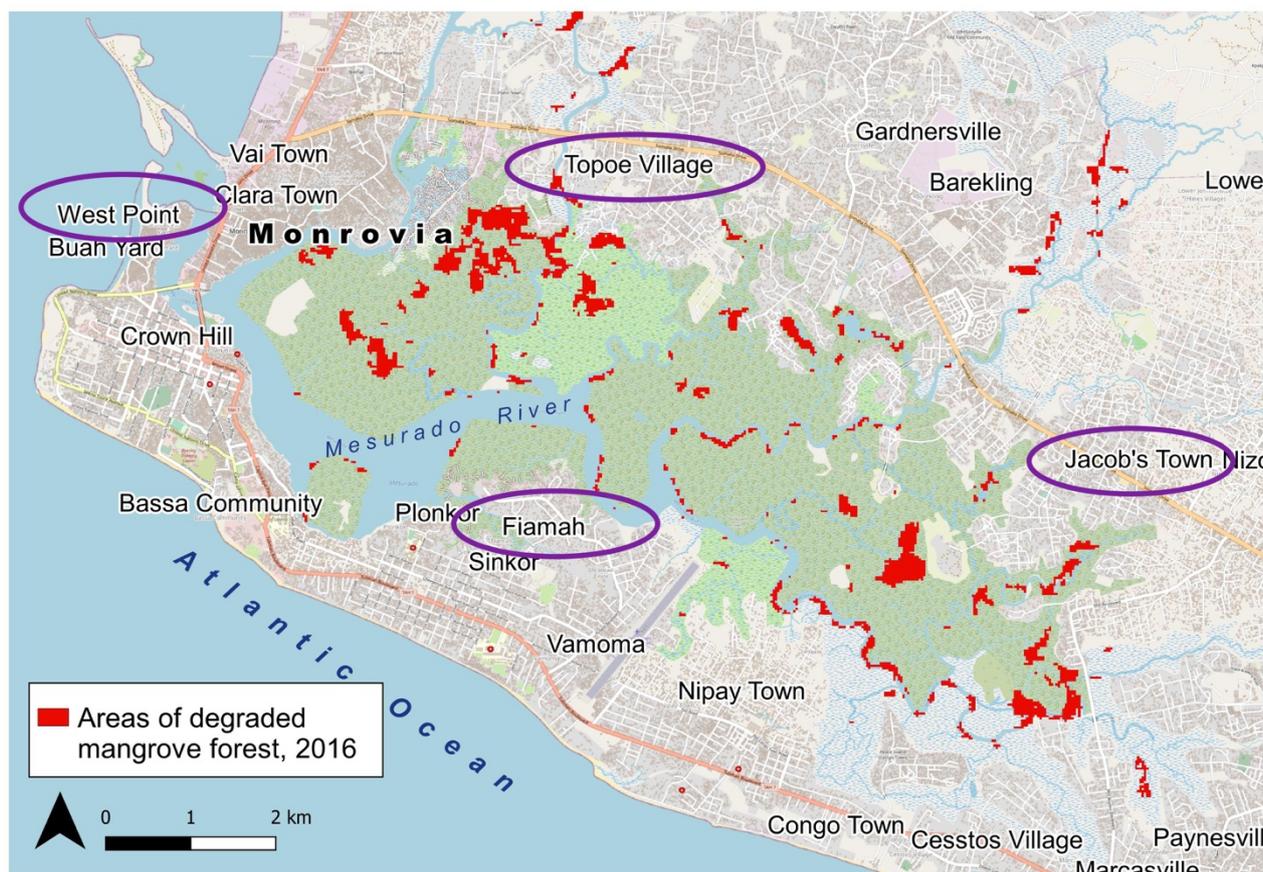


Figure 1. Project sites: Coastal section of West Point and 3 focus areas in mangroves degradation hotspots.

2. Stakeholder Engagement

The *Monrovia Metropolitan Climate Resilience Project* was developed following an extensive stakeholder engagement process, beginning with initial institutional and community engagements during the first phase of project design in 2016, prior to the initiation of the PPF-financed Feasibility Study. The majority of first phase engagements focussed on identifying broad needs and vulnerabilities within the Monrovia Metropolitan Area (MMA), which were incorporated into the early project design. Numerous engagements were also organised with relevant government departments to validate the design of the project and ensure alignment with national priorities.

Further stakeholder engagements focused on beneficiary communities were conducted in 2019 as part of the second phase of development. In total, over 40 community stakeholder engagements were conducted from February to May 2019 to ensure local ownership of the project and to capture the needs of communities more clearly. In this context, stakeholder engagement was primarily intended to:

- Ensure that expectations and concerns of local stakeholders were incorporated into project design and implementation;
- identify specific climate change impacts experienced by communities to ensure that the project adequately addresses these impacts;
- establish rapport with beneficiary communities to encourage local buy-in for the project;
- identify a range of desired gender-related development impacts of climate change projects in the target sites and to make sure that such impacts are incorporated into the design framework;
- support implementing partners in preparing gender assessments and action plans; and

- ensure that all stakeholders, especially women, are effectively involved and equally represented throughout the project design and implementation process.

2.1. Stakeholder Meetings

2.1.1. High-Level Inception Meeting

An inception meeting was held in Monrovia on 6 November 2018 where overviews of the Liberia Funding Proposal, Feasibility Studies and timelines for submission were presented to participants from various stakeholder organisations including the Environmental Protection Agency (EPA); United Nations Development Programme (UNDP), Ministry of Mines and Energy (MME), Ministry of Finance and Development Planning (MFDP) and Ministry of State (MOS).

2.1.2. Community Stakeholder Workshop

A two-day community stakeholder workshop was organised on 10-11 December 2018 for 22 coastal communities identified by a preliminary assessment by the consulting firm CDR and following consultations with relevant stakeholders from these communities. The objectives of this workshop were to i) share more detailed information about the Monrovia Metropolitan Climate Resilience Project proposal development; ii) explain the importance and roles of stakeholders, including how they could benefit or be affected by the activities within the coastal zone; iii) discuss coastal erosion and its causes; iv) provide an overview on climate change, climate-induced SLR, extreme events and their links to coastal erosion; and v) raise awareness about managing the coast appropriately.

2.1.3. Multi-Criteria Analysis Workshop

A multi-criteria analysis workshop was held in Monrovia on 30 January 2019 in order to: i) facilitate stakeholder inputs into the process of developing the Monrovia Metropolitan Climate Resilience Project; ii) establish a clear rationale between climate change impacts and coastal retreat, highlighting the vulnerability of the Monrovia coastline and need for intervention; iii) perform a multi-criteria analysis on possible intervention strategies in accordance with GCF's funding requirements and expectations, UNDP's requirements and accreditation and GOL's targets; and iv) integrate gender, financial, economic, social and environmental components into the project's development process. The workshop was attended by a total of 45 representatives from government, non-governmental organisations and coastal communities. The expected outcomes of the workshops were to ensure: i) a shared understanding among stakeholders of the climate change drivers and issues that underpin the Liberia GCF project proposal; ii) consensus among stakeholders on the options of interventions that will be included in the project proposal based on a clear climate change case and other GCF, GOL and UNDP requirements; iii) a basis and entry points for undertaking detailed gender, financial, economic and environmental studies clearly; and iv) areas requiring further work were identified by CDR to support project proposal.

Final institutional stakeholder engagements were held during the final phases of project development, between July and September 2019. These engagements included a three-day workshop in Monrovia, which was attended by institutional representatives from relevant government institutions⁶, UNDP and the prioritised communities, as well as several consultants and technical experts involved with the development of the project. These engagements were organised primarily for government institutions and communities to voice final concerns and provide input. The final project design was validated at a workshop held in Monrovia on the 5th of September 2019 and attended by government representatives and representatives from the West Point, New Kru Town, Hotel Africa and the Atlantic Seaboard communities.

⁶ Government representatives included assistant ministers and technical personnel from the Environmental Protection Agency (EPA), Ministry of Mines and Energy (MME), Ministry of Public Works (MPW), Ministry of Finance and Development Planning (MFDP).

3. Gender consultations and engagement

Of the 40 community consultations, held in 2019, 24 had gender as their primary focus. These meetings indicated that SLR has socio-economic impacts on women that are gender-specific and which are exacerbated by gender inequalities and patriarchal norms. The results of these consultations were used, along with data from previous studies, to inform the development of a gender assessment and action plan.

While the consultations raised many impacts that affected men and women, they also identified many more that specifically affect women. These impacts are outlined in Table 1 below.

Table 1. Climate impacts on women in Monrovia.

| Impact of climate change | Impact on women |
|--|--|
| Sea Level Rise (SLR) | <ul style="list-style-type: none"> • The sense of insecurity created by the threat of SLR to coastal communities; • the loss of property; the insecurity for children in public schools which are being directly affected by coastal erosion; and • the social and psychological stresses caused due to insecurity. |
| Flooding | <ul style="list-style-type: none"> • The loss of property, both personal and household; • the disruptions to transport networks due to damaged infrastructure; • the increase in waterborne disease occurrence due to contamination of water sources; • the loss of productivity and income caused by the destruction of fish drying ovens; • psychological stress caused by concerns about dwellings, especially for single mothers; • social instability caused by temporary resettlement; • loss of income/livelihoods due to damage to outlets or places of business; and • inability to properly care for children. |
| Coastal erosion | <ul style="list-style-type: none"> • Flooding; • loss of homes; • loss of roads; • reduced area available for human habitation; and • loss of area available for agriculture. |
| High waves | <ul style="list-style-type: none"> • Reduced/no catch for fisherman leads to the reduced quantity of fish to dry and sell and therefore a loss of income |
| Storms at sea | <ul style="list-style-type: none"> • Trauma caused by loss of male family members; • loss of income; • food insecurity; and • Social and psychological stresses caused by losses in the community. |
| Inland windstorms | <ul style="list-style-type: none"> • Damage to property; • resettlement; • insecurity; and • loss of family cohesion. |
| Pollution of water (specifically linked to flooding) | <ul style="list-style-type: none"> • Increased burden of care because of the increasing occurrence of waterborne disease; • inaccessibility to safe water and need to travel increasing distances to access water for basic needs; and • increased occurrence of diseases. |
| Poor drainage | <ul style="list-style-type: none"> • Increased occurrence of diseases. |

As a result of these gender roles and inequalities, women in Liberia are more vulnerable than men to coastal erosion which is responsible for the destruction of infrastructure, loss of property, displacement, decreases in income, as well as rises in insecurity and gender-based violence. Additionally, coastal erosion contributes to increased gender inequalities by exacerbating the challenges women already face such as family care and food insecurity. For example, stakeholder meetings held in Monrovia from March to April 2019 revealed that women play a central role in the informal fishing sector. Representing 60% of the fishing community, women are mostly involved in drying and selling fish while men are predominantly involved in fishing. Since women sell the fish, they carry the weight of economic fluctuations related to fish stock and quality — both impacted by climate change.

4. Stakeholder engagement during the project implementation period

4.1. Stakeholder engagement as an element of project design

The *Monrovia Metropolitan Climate Resilience Project* has been designed to support collaborative and participatory approaches for all interventions. This design will support continuous and iterative interactions between members of the PMU and beneficiaries of the project and will ensure that stakeholder concerns and input are addressed through the adaptive management of project interventions.

All significant interventions that will affect relevant community and government stakeholders incorporate engagement and validation processes to ensure alignment between the activity design and stakeholder needs and expectations. Specific interventions that have been designed to incorporate stakeholder consultations under the project include:

- The development of the design and construction plan for the coastal defence infrastructure and the construction phase of the coastal defence infrastructure at West Point under Output 1.
- The design and implementation of the ICZMP, development of vulnerability map, curricula of the training course for ICZM and the design of the awareness-raising campaign under Output 2.
- The development of community-led co-management agreements to reduce anthropogenic pressure on mangroves, livelihood development and training activities to manufacture and sell cookstoves and the establishment of cold storage facilities under Output 3.

In addition to this approach, which prioritises stakeholder engagement as a primary consideration during the project implementation period, a comprehensive Stakeholder Engagement Plan will be developed by the PMU during the preparatory phases of the project in year 1 and prior to the implementation of any on-the-ground activities. A framework listing the requirements of the Stakeholder Engagement Plan is provided in the following section

4.2. Framework for the development of the Stakeholder Engagement Plan (SEP)

4.2.1. Requirements of the plan

The ESMP, which will be finalised after the ESIA has been conducted in the first year of the project requires a Stakeholder Engagement and Public Participation Plan (SEP) that is compliant with UNDP-Social and Environmental Safeguards (SES) and the Environmental and Social Safeguard (ESS) standards of the GCF. The SEP must be designed by the PMU to build on the public information and community engagement activities outlined in the ESAR, any other contacts developed during the initial stages of project development and must take into consideration stakeholder engagement activities

incorporated into the project design. Public consultations, with all relevant stakeholders, will need to continue throughout the entire project cycle applying COVID-19 regulations⁷.

The SEP will require the following to be undertaken:

- Stakeholder engagement prior to engaging construction and service contracts, which will require:
 - Stakeholder identification and analysis emphasising organizing dialogue events with affected groups; giving special attention to those whose vital interests, particularly employment, can potentially be affected by the project as well as to tertiary institutions who can develop case studies of coastal defence;
 - Stakeholder engagement planning; activities and consultations with appropriate and diverse consultation methods (meetings, roundtable discussions, public hearings, focus groups, radio, newspapers etc.);
 - Information disclosure;
 - Consultation and engagement;
 - GRM; and
 - Recording all activities and regular reporting to relevant stakeholders, EPA and UNDP.
- Adopting and implementing the SEP prior to engaging construction and service contracts, accounting for the nature and scale of the project and any potential adverse impacts on the affected communities. It must relate to the sensitivity of the environment and social concerns, and the level of public interest.
- Identifying and documenting the various individuals or groups who are likely to be affected, directly or indirectly, by the project.
- Establishing an effective grievance mechanism to facilitate prevention and timely resolution of disputes that may arise during the project life cycle. Mediation staffing must be established prior to project implementation.

The SEP will be written, maintained and managed by the PMU social safeguards officer, who will regularly report through the Project Manager to the Project Director and the EPA and will include mechanisms for the following:

- Identification of relevant stakeholders;
- Interaction with relevant stakeholders to define interests, roles and responsibilities;
- Detailed recording of contact with all parties in the stakeholder engagement matrix;
- Reporting arrangement of stakeholder engagements to PMU, EPA and UNDP;
- Planning for future engagement with relevant stakeholders over the lifetime of the project;
- Creation of a Public Information Dissemination Plan;
- Creation of a Community Consultation Plan;
- Creation of a Private Sector Engagement Plan
- Implementation plan for ongoing stakeholder engagement;
- A system for monitoring the SEP and for third party evaluation of its efficiency; and
- Establishment of partnerships with tertiary institutions for the development of case studies on coastal defence.

The SEP will define the following:

- What stakeholder interactions are needed at each stage of the project to enable consultations and participation at critical project points.

⁷ Recognising the risks of the COVID-19 pandemic, all project activities will operate strictly within government mandated regulations and best practices. All government directives, such as lockdowns and mandatory quarantine will be adhered to, as will any restrictions on travel, organisation of events or sizes of meetings and workshops.

- Which messages the project needs to communicate to relevant stakeholders at different stages of the project while ensuring that official government and legal requirements for public notices are scheduled appropriately.
- The activities required to undertake consultation, communication and participation.
- The process for monitoring stakeholder activities.
- A basis for estimating staffing requirements for stakeholder activities.

The SEP will contain a sub-plan for Public Information Dissemination which will outline when and how information is provided to relevant stakeholders. The sub-plan will establish a hierarchy of messages required for delivery to relevant stakeholders to ensure maximum efficiency. The messages will be designed to be appropriate for the method of delivery and target audience while providing flexibility for the inclusion of unexpected information. Included in the sub-plan will be a recording and reporting mechanism that is easily shareable with project partners. The PMU social safeguards officer will include public information activities as part of the stakeholder engagement reporting process.

The SEP will also contain a Community Consultation Plan as a further sub-plan, to ensure that communities most directly affected are properly and effectively informed and consulted about aspects of the project which will impact their homes, families and livelihoods. The PMU social safeguards officer will need to determine the format and number of consultations required to gather input from all relevant stakeholders. The sub-plan will need to consider the time requirements for all aspects of the consultation process.

The SEP requires an implementation section which defines the roles and responsibilities of each actor and action required under the plan and the logistics required needed over the life of the project. This also includes identifying the staff and tools required to deliver an effective stakeholder engagement programme.

The SEP will include a monitoring process for all activities and will define targets and indicators against which progress can be assessed and performances evaluated, while providing for redirection of the programme as needed.