**TERMS OF REFERENCE FOR THE DEVELOPMENT OF LIBERIA’S CLIMATE CHANGE FRAMEWORK LAW**

1. **Background**

Liberia faces profound and widespread impacts of climate change, manifesting in extreme weather events, disrupted agriculture, eroding coastlines, and socioeconomic challenges that hinder the achievement of the Sustainable Development Goals (SDGs). With a struggling economy coupled with increasingly more frequent climate impacts, the country’s major economic sectors - agriculture, fisheries, and forestry - are increasingly at heightened risk under climate change. Moreover, the variation in the country’s seasonal pattern has affected crop production, making the population more vulnerable to losses, social factors, and other climate change-related hazards.

Adaptation targets and finance are crucial to safeguarding Liberia’s future given the high vulnerability to climate change. Without decisive action, climate change could impact the nation's economy by 15% and push an estimated 1.3 million people into poverty by 2050. However, implementing targeted adaptation measures could significantly boost agricultural productivity and enhance the climate resilience of nearly 800,000 people (World Bank CCDR-2024). With limited available public resources to address these challenges, the urgency for comprehensive climate action has never been greater.

The Government of Liberia (GoL) has ratified key international frameworks, including the United Nations Framework Convention on Climate Change (UNFCCC) (1992) and the Paris Agreement (2018). These commitments align Liberia with global efforts to limit temperature increases to below 2°C—and ideally to 1.5°C—above pre-industrial levels. Despite its commitments, Liberia faces significant challenges in implementing its Nationally Determined Contributions (NDCs) while balancing pressing economic development priorities.

There is a growing demand for carbon markets in Liberia, with multiple proposals for carbon-related projects submitted to the Government. Notably, the Blue Carbon deal with the United Arab Emirates represents a significant step towards voluntary carbon markets or government-to-government (G2G) trading under the Paris Agreement. However, Liberia currently lacks adequate legal framework for climate change and carbon credit mechanisms.

This gap raises concerns about the potential mismanagement of carbon trading activities and potential elite capture. The gap also affects the ability of Government and communities to leverage existing and emerging opportunities in the carbon market. The Government has threatened a moratorium on carbon trading until a robust legal framework is established. Such legislation would enable Liberia to achieve its greenhouse gas (GHG) emission reduction targets, as outlined in its NDCs, while generating revenue through carbon taxes, promoting clean technology investments, and ensuring equitable benefit-sharing mechanisms.

The Government of Liberia has therefore mandated the National Climate Change Steering Committee (NCCSC) to draw up roadmap for the drafting of a climate legislation in consideration of existing legal frameworks and governance, ensuring inclusive participatory processes that consider international best practices including the Convention, the Paris Agreement and all related climate and biodiversity conventions to which Liberia is party.

# Objectives

The overall objective is to support the development of a Climate Change legal framework for Liberia that considers long-and-intermediate terms and sectoral emission reduction targets.

* 1. **Specific objectives**

The objectives specifically seek to,

1. benchmarking related laws, policies, regulations in Liberia and elsewhere to identify gaps, lessons and best practices;
2. develop a national climate change law consistent with Liberia’s circumstances and Article 6 of the Paris Agreement.
3. **Scope of work**

The consultancy will entail the following under the supervision of the Government of Liberia through the Environmental Protection Agency:

1. ***Development of a holistic and inclusive climate change framework law for Liberia that covers the following:***
2. Long and medium term sectorial GHG emission reduction targets as well as defining mitigation measure;
3. provisions that require climate risk and vulnerability assessments with requirement for periodic updates and publication in line with new scientific evidence;
4. provision that mandates climate change strategies and plans are prepared and integrated into national development and sectoral plans and budget processes;
5. Provisions for decarbonization (such as carbon pricing, information, regulation, public spending, and fiscal actions) with institutional arrangements;
6. Provision for independent expert advice;
7. Provision that authorizes and defines coordination mechanisms for government’s response to climate change including both decarbonization and adaptation with national and subnational structures well-defined.
8. Mechanism for stakeholder engagements including private sector, civil society and the public with clear mandate, objective, and structure that is inclusive of both mitigation and adaptation.
9. Provisions that require subnational governments to set targets, prepare plans and report on implementation of climate action. Additionally, that the law provides means and incentives to decarbonize and adapt at subnational levels (e.g., that the law mandates county to prepare decarbonization and adaptation plan).
10. Provisions for climate financing that support implementation of climate change related activities
11. Defining Measurement, Reporting and Verification system, including the information to be collected, frequency of reporting, assessment of progress and public access to the information on climate action;
12. Provison that mandates the development of a registrymethodologies, approval requirements and the system for monitoring, reporting, and verification of emissions, and provision for an annual national report on climate change.
13. Provision for legislative oversight of executive actions (and inactions) on climate change related activities including progress reports;
14. Provisions on carbon benefit sharing arrangements for stakeholders, including communities, districts, counties and national;
15. Provision for redress mechanism;
16. Clear definition of terms such as carbon, carbon rights and ownership, etc.
17. Creation of policy and regulations on the implementation of Article 6 of the Paris Agreement regarding carbon crediting framework and other subsequent international carbon crediting system.

2) **benchmarking related climate laws/policy/regulations in Liberia and elsewhere, specifically focusing on:**

1. collection of related carbon laws and enabling frameworks in and out of Liberia;
2. comprehensive literature review on carbon pricing policy, the state of the existing carbon markets, NDCs and the interlinkages with the emerging post-2020 carbon market.
3. broad stakeholder engagements that are gender-inclusive to present the draft legal and institutional framework (with links to existing policies);
4. Recommending a detailed carbon market framework to set the legal and policy direction to give carbon market transaction actors clarity and certainty on their rights and obligations;
5. Presentation of the legal framework to stakeholders including policy makers for review, inputs and appoval;
6. Mapping of international best practices and lessons on climate change law.

# Duration and Deliverables of the consultancy

The duration of the assignment is 52 working days over five (5) months with the following milestones:

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| **#** | **Deliverables** | **Duration (in days)** | **Timeline** | **Payments** |
| 1 | **An inception report** that demonstrates understanding of the assignment and how each task will be met; proposed methods, sources of data and data collection procedures; and detailed work plan, and an implementation schedule. | 2 | Within 1 week after contracting | 0% |
| 2 | **Draft benchmark report** - benchmarking of related and existing climate laws, policies and regulations in Liberia and elsewhere | 10 | Within 3 weeks after the submission of the inception report | 15% |
| 3 | **First draft climate change law** - preliminary draft of the climate change law | 20 | Within 5 weeks after the submission of the Draft benchmarking report | 30% |
| 4 | **Final benchmark report** - final report with the integration of comments from stakeholders | 5 | Within 2 weeks after the submission of the First draft climate change law report | 0% |
| 5 | **Final draft climate change law** - integration of comments and inputs from stakeholders and other inputs | 10 | Within 3 weeks after the submission of the final benchmark report | 25% |
| 6 | **Final Climate change law bill report** - Inclusion of inputs from post regional consultation meetings across Liberia | 5 | Within 6 weeks after the submission of the final draft climate change law report | 30% |
|  | Total | 52 |  | 100% |

# Consultancy Qualification, Team Composition and Experience:

# Qualification and work experience required for the Consultancy Firm

# The Consultancy firm should have a minimum of 5 years of experience in the required fields of climate law, international law and Climate Finance, carbon markets, Environmental Economics, Climate Change, and Environment.

# It should possess deep knowledge and understanding of UNFCCC processes, international law, multilevel climate governance, carbon market, Climate Finance and how it relates to Africa.

# The firm should also have expertise in climate finance and an understanding of the Carbon trading and offset system.

# Expertise in areas of Liberian laws, climate change law, mitigation and adaptation, national and international environmental issues

# Knowledge and understanding of climate change programs/projects (including preparation of documents, processes, and costing).

* Extensive knowledge of the UNFCCC climate change negotiations and the Paris Agreement

1. **Team Leader, International Climate and Environmental lawyer and policy expert**

At least Master’s degree in environmental law or international environmental law with focus on climate change or natural resource management or its equivalent.

Specific Experience:

* Working experience and knowledge of international climate change negotiations;
* At least 7 years of relevant professional experience in environmental law, climate change, sustainable development, UNFCCC processes (Incl. Paris agreement, Kyoto protocol.), carbon crediting mechanism;
* Familiarity with international development issues, including an understanding of technical and regulatory matters in the areas of climate change and sustainable development.

# International Climate change law Specialist

Master’s degree in environmental and international law, environmental finance, sustainable development, natural resources management or related field.

Specific Experience:

* At least 5 years of relevant professional experience in climate change law, climate finance and knowledge of nexus of carbon market, Nationally Determined Contributions, and the Paris Agreement.
* Well-experienced and familiarity with UNFCCC processes and Paris Agreement,
* Experience and understanding of both compliance and voluntary carbon markets
* Demonstrated experience in working in developing countries on carbon finance projects under the Kyoto Protocol.
* Experience of working in Liberia is an added advantage.

# National Environmental legal Specialist

# At least LLB in Liberian law and a master’s degree in environmental law, natural resource management, climate change, or related field.

# Minimum 5 years’ experience working in Liberia as legal expert in the environmental or natural resources management sectors;

# Have minimum 3-5 years’ experience practicing Liberian law especially in the areas of natural resource management, climate change and related fields;

# Appropriate technical expertise and experience including, leading stakeholder engagement, REDD+, climate change, UNFCCC processes;

# Extensive knowledge and proven experience on the challenges of natural resources management and planning in the Liberian context

# Extensive knowledge and proven experience on forest and land management in Liberia;

# Knowledge of Social Safeguards policies/Environmental and Social Standards (ESS) and social development requirements, and/or similar policies with other organizations.

# Knowledge of related laws and policies of Liberia;

# Understanding and experience of the Liberian law drafting processes.

1. **Duty station**: Environmental Protection Agency, Monrovia. The consultant(s) may also carry out their task remotely in close consultation with the EPA.

All applications must be addressed to the following address [ptdoe@epa.gov.lr](mailto:ptdoe@epa.gov.lr) / [info@epa.gov.lr](mailto:info@epa.gov.lr)

and submitted on or before

February 14, 2025 at 4:00pm. Only electronic submission will be accepted.

Mr. Pescee T. Doe

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