

National Programme Document Submission Form – Democratic Republic of Congo

UN-REDD PROGRAMME

17-19 March 2010













National Joint Programme (NJP) Submission Form to the UN-REDD Programme Policy Board

1. Policy Board Submission					
Policy Board Meeting 🖂	No.	Inter-sessional Meeting			
Date of Meeting: 18-19 March 2010		Date of Inter-sessional Decision:			
2. National Joint Programme Summary					
Details of National Joint Programme					
Country	Country Democratic Republic of Congo				
Programme ¹ Title	UN-REDD support to	the REDD Readiness Plan (R-PP) of the DRC			
Implementing Partner(s) ² Ministry for the Environment, Nature Conservation and Tourism (Ministry de l'Environnement, Conservation de la Nature et Tourisme)					
Details of Participating UN Organizations' Representatives					
UN Resident Coordinator: Name: Fidèle Sarassoro		Contact details: Telephone: +243 818905275 / 818905967 E-mail: sarassoro@un.org			
FAO: Name: M. Ndiaga Gueye Title: FAO Representative in DRC		Contact details: Telephone: Email: fao-cd@fao.org			
UNDP: Name: M. Adama Guindo Title: UNDP Country Director-DRC		Contact details: Telephone: +243 81 3226068 Email: adama.guindo@undp.org			
UNEP: Name: Angela Cropper Title: Deputy Executive Director		Contact details: Telephone: +254 20 762 4020 Email: angela.cropper@unep.org			
Type of National Joint Programme					
Full NJP:		Initial NJP			
New Full NJP		New Initial NJP			
Continuation from a	n Initial NJP	Continuation from previous funding			
Other (explain)		Other (explain)			

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 $^{^1}$ The term "programme" is used for projects, programmes and joint programmes. 2 Refers to National counterparts. List the lead entity first.

3. Executive Summary

The DRC engaged decisively and intensively into REDD+ about a year ago, in January 2009. The country has since then entered a fast track towards reaching REDD readiness. In 2009, a first UN-REDD Programme allocation of US\$ 1.88 million (phase 1, 2009-2010), together with a FCPF grant of US\$ 0.2 million, has served to launch and structure a national REDD+ process. Such a REDD+ process, which comprises an ongoing stakeholder dialogue/cooperation on REDD+, is advancing in a healthy and dynamic manner in the country, under the auspices of the Ministry for the Environment (MECNT). A **REDD Decree**, signed by the Prime Minister on 26th November 2009, has formalised the national REDD process and backed a number of key REDD institutions, notably a National Coordination for REDD (CN-REDD), which is functional and very active, and two steering committees (a National REDD Committee and an Inter-ministerial Committee), which are being established. A notable number of organisations from civil society and representing forest peoples have organised themselves into a single structure, named the Working Group on Climate-REDD (GTCR), which has become an active, indispensable and very valuable partner of the REDD process in the DRC, channelling a REDD dialogue across the national, provincial and local levels. A number of international institutions are either supporting or nourishing the DRC's REDD process, including the UN agencies under the UN-REDD Programme (FAO, UNDP and UNEP), the World Bank (through its FCPF), COMIFAC, CBFF, Rainforest Foundation, WWF, ITTO and FORAF.

The DRC has just elaborated its **REDD Readiness Plan** (**R-PP**), for 2010-2012, which is attached to this proposal and seeks UN-REDD's financing support. This R-PP represents the national roadmap for REDD readiness, as well as the meeting point for all stakeholders, including donors, that wish to support the DRC's REDD+ readiness process.

The R-PP is a solid **roadmap** document, with substance and a length of about 150 pages. It contains a vision with a timeline, a Results Framework, reflexions of substance, an institutional framework, plenty operational and practical guidance elements, a refined set of activities and interventions to realise (including 30 different action lines and over 100 tasks), and a detailed budget with an annual disbursement plan. It covers well all the key components of REDD readiness as identified and agreed internationally. During the R-PP elaboration, both the UN-REDD Programme and FCPF cooperated closely, as illustrated by the fact that they will employ the same country R-PP document to mobilise their respective funding, and by the habit of conducting joint missions in the DRC (4 joint missions so far in about one year). The R-PP document is partly structured after the FCPF's template, in order to ease FCPF submission, while simultaneously covering all information required for submission to the UN-REDD Programme (FCPF and UN-REDD are the two primary financing sources the country is now seeking, although other co-financing sources are being pursued too).

3. Executive Summary

The R-PP is the result of a highly participatory process that has ensured a good degree of country appropriation. Countless consultations and meetings, workshops, studies, international support missions and provincial-level activities have been organised to inform stakeholders, consult them about, and built the REDD readiness plan of the DRC, including some 31 recorded events (see Section 1b and Annexe 1b of the R-PP). For the final R-PP drafting and revision, some 50 people have actively participated in various working groups devoted to different domains and issues. A validation workshop was organised on 18-19 February 2010, with 80 people participating and chaired by the Minister for the Environment himself. In addition, a Joint UNREDD/FCPF mission was conducted on 9-12 February 2010 to appraise the R-PP document: the mission concluded that the R-PP is a plan of good quality, prepared through a participatory way and duly owned by country stakeholders, and therefore ready for submission to the boards of both UN-REDD Programme and FCPF, which are scheduled for 18-19 March 2010 (Nairobi) and 22-25 March 2010 (Libreville), respectively (see Report of the 4th Joint UNREDD/FCPF mission in the DRC; the conclusions of the Report are in Annex 2 below).

The entire R-PP budget is estimated at US\$ 22.7 million. Some US\$ 1.8 are already secured: these comprise the remaining funds from UN-REDD's phase-1 (now shifted to the R-PP framework), the FCPF initial grant and an ITTO project recently approved for DRC. The DRC wishes to request to the UN-REDD Policy Board an allocation of US\$ 5.5 million (as UN-REDD's phase 2) for the period 2010-2012, so that the R-PP can be truly realised. In addition, the country will request US\$ 3.4 million to the FCPF in their decision meeting in late March 2010, and these seem probably secured. A co-financing gap of US\$ 11.9 million remains, yet the country is already in dialogue with different donors and founding sources, and no major difficulty is anticipated in view that the REDD readiness process in DRC has reached a good level of credibility and interest. In any case, the way the R-PP budget is structured allows that with the requested UN-REDD and FCPF financial allocations, which amount to about US\$ 9 million, the REDD readiness process can advance smoothly and reach a minimum quality. Co-financing will ensure a robust and richer readiness process.

The R-PP is thus the national REDD programmatic document of the DRC. It simultaneous represents the programme documents for UN-REDD and FCPF. Therefore there is not a separate UN-REDD national programme document for DRC, so to avoid proliferation of documents or create confusion. Nevertheless, in order to ease the assessment and decision-making of the UN-REDD Policy Board, here follows an explanatory note, structured as the template for UN-REDD's national programme documents, which shows how the R-PP addresses the required information and analysis. The note makes references to R-PP sections (the pages remitting to the original, French-language version of the R-PP) and contains additional comments for clarity purposes. In any case, and unless indicated otherwise, this UN-REDD proposal (phase 2) conforms to the previous UN-REDD proposal (phase 1), which was already cleared by the UN-REDD Policy Board in its first meeting ever, in March 2009 in Panama.

4. Budget Allocation (UN-REDD Fund Source only)						
Outcomes	Outputs	Total (\$)		FAO (\$)	UNDP (\$)	UNEP (\$)
1. A national REDD+ strategy in the 2030 horizon is constructed in a participatory manner and ready to take off	1a. Management of readiness process	1,064,000			1,064,000	
	1b. Consultation, participation & IEC	548,187			475,187	73,000
	2a. Land & forest assessments	170,000		170,000		
	2b. Strategy options	503,000	ns		503,000	
	3. Reference Scenario	260,000	atio	260,000		
2. An institutional framework for REDD implementation is crafted	2c. Implementation framework	15,000	ugh Allocations			15,000
and ready in 2013 on an interim basis	2d. Strategic Social & Environmental Evaluation (SESA)	420,000	Pass-Through			420,000
3. A comprehensive MRV	4a. MRV (GHGs)	1,760,000	P	1,760,000		
system for REDD is built and operational	4b. MRV (co-benefits <i>et al.</i>)	400,000				400,000
Subtotal		5,140,187		2,190,000	2,042,187	908,000
Indirect Support Costs		359,813		153,300	142,953	63,560
Grand Total (\$)		5,500,000		2,343,300	2,185,140	971,560

NOTE: A breakdown of the budget allocations using the UNDG "harmonized input budget categories" must be provided to the UN-REDD Secretariat (for onward transmission to the Administrative Agent) with the signed NJP document. Please see Annex 1

	5. Secretariat Review				
	Submission Criteria				
(a)	Is the NJP consistent with the UN-REDD Programme Framework Document?	Yes 🖂	No Unclear		
(b)	(b) Has the UN Resident Coordinator been involved in submitting the NJP?		No Unclear		
(c)	(c) Is documentation of the in-country validation meeting(s) included?		No Unclear		
(d)	d) Did the validation include the national government counterpart (or designate)?		No Unclear		
(e)	Did the validation include civil society/Indigenous Peoples representation as per the UN-REDD Operational Guidance ³ ?		No Unclear		
(f)	(f) Does the NJP comply with the required format (incl., cover page, results framework, etc.)?		No Unclear		
(g)	Does the NJP comply with UN-REDD Rules of Procedure and relevant Operational Guidance?	Yes 🖂	No Unclear		
(h)	Is the required budget allocation provided (see section 3 above)?	Yes 🖂	No Unclear		
(i)	Are the Indirect Support Costs within the approved rate?	Yes 🖂	No Unclear		
(j)	Is the Programme Summary completed? (for posting on website)	Yes 🖂	No Unclear		
(k)	Is the Progress Report included? (for supplementary funding only)	Yes 🖂	No Unclear		

 $^{^{3}\,}$ In this context the representative(s) will be determined in one of the following ways:

i. Self-determined representative(s) meeting the following requirements:

[•] Selected through a participatory, consultative process

[•] Having national coverage or networks

[•] Previous experience working with the Government and UN system

[•] Demonstrated experience serving as a representative, receiving input from, consulting with, and providing feedback to, a wide scope of civil society/Indigenous Peoples organizations

ii. Representative(s) who participated in a UN-REDD Programme scoping and/or formulation mission and sit(s) on a UN-REDD Programme consultative body established as a result of the mission

iii. Individual(s) recognized as legitimate representative(s) of a national network of civil society and/or Indigenous Peoples organizations (e.g. the GEF Small Grants National Steering Committee or National Forest Programme Steering Committee)



If the answer is 'No' or 'Unclear' to any question, or further explanation is required, please provide here:

5. Secretariat Review

Review Issues

(l) Ownership of the NJP by government and non-government stakeholders

The document clearly reflects strong Government ownership and consultation efforts with relevant government and non-government stakeholders from national to provincial levels. The REDD+ readiness plan in DRC is also clearly at a high political-level. DRC has also developed a comprehensive unified institutional setting to organize the national REDD+ process, consisting of a national committee, an interministerial committee, and their respective coordination and advisory bodies. The inter-ministerial committee incorporates the development sectors within the Government, outlining a clear path for mainstreaming the REDD+ process into DRC's national development agenda. Coordination mechanisms include civil society representation. The validation meeting, led by the Government, was attended by about80 representatives of government and non-governmental institutions.

(m) Level of consultation, participation and engagement

The consultation process under the consultation and participation plan is clearly described in component 1 of the RPP, and for the RPP drafting it included more than 30 events from January 2009 to February 2010. The events ranged from joint missions to information campaigns to thematic workshops on the different elements of REDD+. The document also shows the institutions attending these meetings. Civil society participation is stipulated for each of the events. From this information, we conclude there is strong level of consultation, participation and engagement on DRC's REDD process. DRC has also received supportive notes received from civil society participants in the missions.

5. Secretariat Review				
Review Issues				
Programme effectiveness, coherence with country strategies and other relevant initiatives, and cost-efficiency				
The Programme reflects strong coordination efforts with relevant REDD+ initiatives in DRC. The national REDD coordination office in DRC (CN-REDD) has coordinated the elaboration of both the R-PP and the UN-REDD National Programme, ensuring complementarities and avoiding duplication of efforts. There has also been an effort to identify lead agencies based on the technical capacities and comparative advantages. The detailed budget also reflects what has been invested until now on REDD+ in DRC, ensuring new funds build on previous efforts.				
(o) Management of risks and likelihood of success				
Although risks are explained in the document, the Secretariat recommends refining the risk assessment section of the R-PP, with special attention to better addressing governance issues as the REDD+ readiness process is implemented in DRC.				
The independent technical review also recommends ensuring an independent MRV system with participation of civil society is put in place in DRC, promoting timely feedback for implementation of REDD+ activities. It highlights the potential of civil society contributions for MRV, as means of managing programme's risks.				
Other points:				
Is important to highlight that as DRC has a unified approach for REDD+, the Government is submitting the same document both to the UN-REDD Programme and to the FCPF. The Government has developed a cover note for the RPP, linking the RPP sections with the elements of a National Joint Programme Document of UN-REDD. Both are provided as support documents for this submission.				
6. Independent Technical Review				
(a) Was an independent technical review undertaken? Yes	es 🛛 No 🗌			
If not, why not?				

6. Independent Technical Review

Synthesis of Independent Technical Review

The review was organized and undertaken in February 2010. The Secretariat recommends that the comments and recommendations from the independent technical review are incorporated in the document after the Policy Board meeting.

Overall the reviewer highlighted the following aspects of the proposal:

- The Government of DRC has strong ownership of the plan and is committed to qualify for funding.
- The Government has a strong commitment to develop an inclusive programme and has taken measurements to ensure consultation at different levels, engaging representatives from a number of technical, academic and scientific institutions and civil society, including local NGOs representing interest of indigenous peoples and other forest dependent peoples.
- The proposal takes note and cross references systematic efforts to integrate the activities of the RPP process with other relevant programmes and Government sectors
- There have been strong coordination efforts with the World Bank including the realisation of joint missions and the support to a single, national RPP document.
- The proposal clearly identifies commitment of co-financing, and the preparation of the plan included significant "in kind" contributions from the Government and civil society and NGOs.
- The implementation budget reflects a (perhaps optimistic) commitment of "other" donor financing in a ratio of greater than 2:1 against the requested UNREDD commitment.
- There is an issue of absorptive capacity at present due to the rather weak operational capacity of government, in particular at provincial and local levels. It is therefore likely that a larger fraction of the anticipated "matching" donor support will go toward international technical assistance to help build the implementation capacities that will ultimately be needed.
- Land Use, Forest Policy and Governance are specific ally highlighted as topics for special concentration during programme implementation (section 2a).
- Poverty reduction is explicitly recognized as one of the crosscutting issues to be addressed in the national REDD Strategy
- The proposed allocation of resources to the various components seems appropriate and prudent given the enormous needs for overall capacity building balanced against the limited ability of existing institutions to absorb significant funds and to spend them effectively.
- Some of the more technical aspects of programme implementation such as, for instance, national level baseline establishment and monitoring of forest carbon stocks and stock changes are inescapably expensive to implement given the high level of technology and technical expertise needed to implement them at a national scale.

The reviewer identified the following principle risks:

- The extent that governance reforms and resolution of issues such as clear assignment of usufruct rights, sharing of revenues, and locally based land use planning initiatives can be implemented in ways that local people realize tangible and significant benefits from practices that contribute to reduced carbon emissions and increased removals and sequestration. In the long run preservation of "forest-carbon stocks" and the other "co-benefits" such as biodiversity, clean water, healthy soils and local climate stability will depend on the extent that benefits accrue to local forest dependent people in a manner that THEY perceive as more valuable than the alternative development pathway of forest conversion for, frequently, short term gains.
- The ability to provide sustainable sources of supply for the commodities firewood, charcoal,

6. Independent Technical Review

bushmeat that are currently accessed as "free goods" from natural forests and the collection of which contributes to deforestation and degradation will be a key factor in maintaining any gains made under this programme. In this sense, the extent to which revenues from reduced emission compensation schemes can be "ploughed back" into sustainable revenue generating activities that benefit local residents — and that rely on the persistence of healthy forest ecosystems, a "win-win" situation can be created. In the instances where forest loss is inevitable such as where valuable mineral deposits are found, legal requirements for "offsets" that benefit local tree growers or effective forest stewards elsewhere may provide a reliable mechanism for "sharing the wealth" from such windfalls while improving the balance of the national forest carbon accounts.

To increase the likelihood of success and manage these risks as well as possible, the reviewer made the following recommendations:

- Ensure that a reliable and effective programme monitoring system is put in place and use to provide real time feedback on problems (and benefits) as they occur and accrue.
- The emphasis put in the proposal on monitoring of climatic and "non-climatic" impacts of the project is laudable and every effort should be made to make the monitoring system work effectively with real time feedback on both problems and achievements and, as appropriate, with independent verification through (frequent) periodic review.
- Some components such as the development and implementation of a national participation plan could benefit from broader engagement and "use" of civil society organizations to promote direct engagement with grassroots rural stakeholders. To accomplish this, however would require investment in a "training of trainers" type approach to build CSO capacity to then have a multiplier effect in reaching rural stakeholders.
- As the programme goes forward in implementation there will be increasing focus and reliance on training of local people to contribute to the monitoring requirements needed to meet international "MRV" standards. One side benefit of that would be the greater fraction of "transaction" costs that are "captured" or retained locally through salaries and other compensation. That would be a boon to local populations as well as helping to keep overall costs of monitoring within reasonable bounds
- The commitment of having an independent monitor such as the NGO Global Witness as has been suggested during review and preparation of the proposal should be carried through, linked with regular reporting that is, in turn linked to programme disbursements.

In addition the reviewer made the following suggestions:

- Building capacity within civil society to bring necessary training and related "services" to rural society may be a cost effective way to overcome the bottleneck of limited government capacity.
- Devote increasing focus and reliance on training of local people to contribute to the monitoring requirements needed to meet international "MRV" standards.

7. Secretariat Response						
	Provide comments and request re-submission to a future Policy Board meeting					
	Provide comments to be addressed before forwarding to the next immediate Policy Board meeting					
	Forward to the Policy Board (with comments if necessary) with a recommendation to fund specific portions or phases (including an inception phase) of the NJP					
	Forward to the Policy Board (with comments if necessary) with a recommendation to fund the NJP.					
Explan	ation of Response:					
docume	ecretariat considers DRC's submission is consistent with the UN-REDD Programme framework ents and criteria. The proposal shows strong Government ownership and adequate consultation ses, as well as a comprehensive plan for REDD+ readiness in DRC harmonized with the World FCPF. Therefore, we recommend the Policy Board an approval to fund the programme.					
8. Decision of the UN-REDD Policy Board						
Decisio	on of the UN-REDD Programme Policy Board:					
	Full NJP approved, as per budget allocation in Section 4					
	Initial NJP approved, as per budget allocation in Section 4					
	Approved with a revised budget of \$					
	Approved with modification/condition					
	Deferred/returned with comments for further consideration					
Commo	ents:					

8. Decision of the UN-REDD Policy Board Vincent Kasulu Director of Sustainable Development Ministry of the Environment, Nature Conservation and Tourism, DRC Co-Chair, UN-REDD Programme Policy Board **Signature** 19 March 2010 Veerle Vandeweerd Director, Environment and Energy Group, UNDP Co-Chair, UN-REDD Programme Policy Board **Signature** 19 March 2010 9. Administrative Agent Review Action taken by the Administrative Agent: Multi-Donor Trust Fund Office, Bureau of Management, UNDP Programme consistent with provisions of the UN-REDD Programme MDTF Memorandum of Understanding and Standard Administrative Arrangements with donors. Administrative Agent: Bisrat Aklilu, Executive Co-ordinator, Multi-Donor Trust Funds Bureau of Management, United Nations Development Programme - MDTF Office

Date

Signature

Annex 1: Standard Joint Programme Budget

CATEGORY	ITEM DESCRIPTION	UNIT COST	NUMBER OF UNITS	AMOUNT**
1. Supplies, commodities, equipment and transport				
2. Personnel (staff, consultants and travel)				
3. Training of counterparts				
4. Contracts				
5. Other direct costs				
Total Programme Costs				
Indirect Support costs***				
GRAND TOTAL**				

^{**} The AA requires only completion of 'AMOUNT,' 'Total Programme Costs,' Indirect Support Costs,' and 'GRAND TOTAL.' The Steering Committee may require additional details which can be included in this budget.

All other costs incurred by each Participating UN Organization in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs, in accordance with the UN General Assembly resolution 62/209 (2008 Triennial Comprehensive Policy Review principle of full cost recovery).

Note: This budget format needs to be submitted for each Participating Organization's budget allocation within a National Joint Programme, in addition to the total budget for the entire Joint Programme.

^{***} Indirect support cost should be in line with the rate or range specified in the Fund TOR (or Joint Programme Document) and MOU and SAA for the particular JP. Indirect costs of the Participating Organizations recovered through programme support costs is 7%.