

National Programme Document – Democratic Republic of Congo

UN-REDD PROGRAMME

17-19 March 2010





**UN COLLABORATIVE PROGRAMME ON REDUCING EMISSIONS FROM
DEFORESTATION AND FOREST DEGRADATION IN DEVELOPING COUNTRIES
NATIONAL PROGRAMME DOCUMENT**

VERSION:
2nd March 2010

Country: **Democratic Republic of Congo (DRC)**

Programme Title: **UN-REDD support to the REDD Readiness Plan (R-PP)
of the DRC [UN-REDD / DRC / Phase 2]**

Programme Outcome: **DRC is equipped and ready to engage in an international REDD+ system**

<p>Programme Duration: 2.5 years Anticipated start/end dates: Jun 2010 / Dec 2012 Fund Management Option(s): Pass-through Administrative Agent: UNDP MDTF Office</p>	<p><u>Estimated budget (R-PP): US\$ 22.7 m</u> UN-REDD requested: US\$ 5.5 m (*) FCPF requested: US\$ 3.4 m Funded Budget: US\$ 1.8 m Unfunded Budget: US\$ 11.9 m (**) (*) Programme + indirect support costs (**) Co-financing is already being sought.</p>
<p>Sources of funded budget: UN-REDD Multi-Donor Trust Fund</p>	

Names and signatures of national counterparts and participating UN organizations

By signing this programme document, all signatories assume full responsibility to achieve results identified with each of them as shown in Tables 1 & 2 and detailed in annual work plans.

UN organizations	National Coordinating Authorities
<p>Mr Fidèle Sarassoro UN Resident Coordinator – DRC</p>	<p>Mr. José E. B. Endundo Minister for the Environment, Nature Conservation and Tourism (MECNT)</p>
<p>Mr. Ndiaga Gueye FAO Representative – DRC</p>	
<p>Mr. Adama Guindo UNDP Country Director – DRC</p>	
<p>Ms. Angela Cropper UNEP Deputy Executive Director</p>	

For further information regarding the R-PP and the UN-REDD programme of the DRC, please see Annex 1 (p. 16).

1. 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).

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 simultaneously 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.

The vision of the DRC's national REDD+ process is presented in the Introduction (pp. 5-7) of the R-PP. It includes a graphic roadmap, with components and timing (see Figure 1 below).

For a summary of the R-PP, please see section Executive Summary (pp. 11-14) in the R-PP document. It includes a chart summarising the steps for building the National REDD Strategy in the Horizon 2030 (see Figure 2 below) and a Results Framework (see tables 1 & 2 in section 4 of the current document, further down).

Figure 1. The roadmap of the National REDD process (2010-2012)

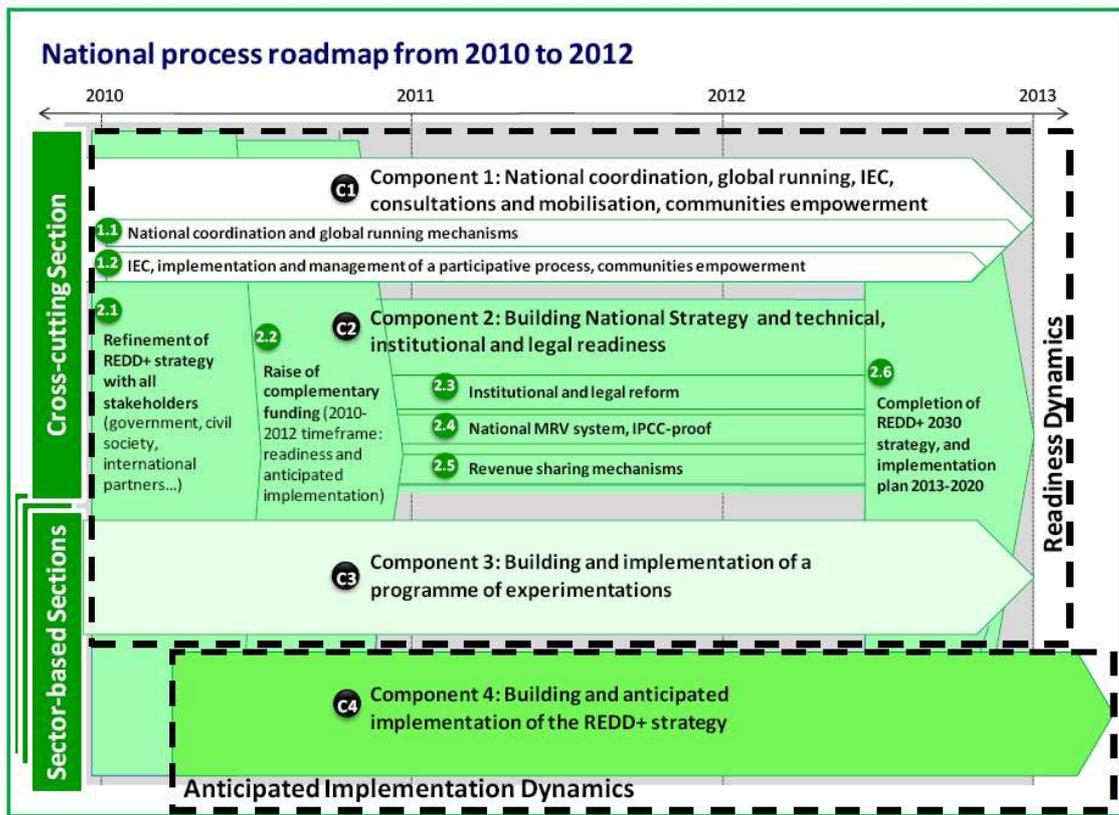
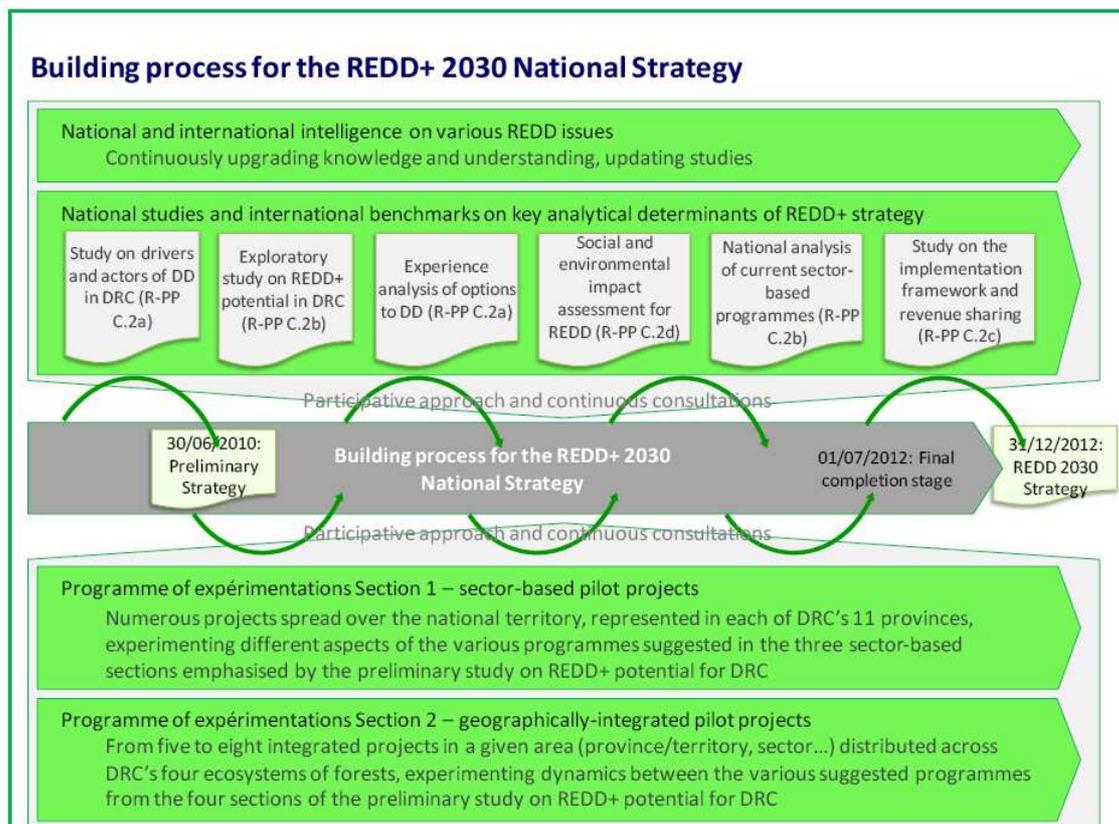


Figure 2. The roadmap for building the REDD+ Strategy (horizon 2030)



2. Situation Analysis

The DRC has a forest surface of about 1.45 million km², including 850,000 km² of dense humid forests (which represents about half of African dense humid forests). Carbon stocks in forest biomass in DRC are the second largest in the tropical world and, depending on estimates, range from 20 to 37 billion tonnes of Carbon. The DRC's forest is source of livelihoods for millions of forest and rural dwellers.

The DRC's forests encompass four inter-related development dimensions for the country and globally: (i) vast and unique forest, biodiversity and ecosystem resources to conserve and use sustainably; (ii) climate change mitigation/adaptation roles; (iii) source of rural livelihoods and socio-economic development; and (iv) potential for Carbon finance, particularly in relation to emerging REDD financing mechanisms. In view of all that, the DRC has engaged intensively in a REDD+ readiness process since early 2009. The country is already a beneficiary and a partner of the UN-REDD Programme and the World Bank's FCPF.

The DRC is one of the world's poorest and least developed countries, with very high levels of extreme poverty. Its economy is based principally on subsistence agriculture and extraction of natural resources. Entering a REDD regime, if well done, would certainly serve to improve rural livelihoods and forest conservation as part of the same, concerted effort.

During 1996-2003, the country suffered two major wars with some 4 million people killed and hundreds of thousands displaced. Some armed conflict still persists in the Eastern part. The country is now in a post-conflict recovery and stabilisation process, which offers a unique opportunity for catalysing changes as the government, the economy and the society develop. Natural resources, such as forests, represent a crucial aspect of development. Governance is, however, a major development challenge that requires profound and continued support.

A detailed situation analysis was already compiled in the "UN-REDD DR Congo Quick Start Programme - Year 1" (i.e. UN-REDD's Phase 1 programme), which was cleared by UN-REDD's Policy Board in its first meeting ever, in Panama in March 2009. The R-PP contains further context analysis, including the following policy and institutional aspects:

- Assessment of ongoing sector strategies and programmes related to the forest and to REDD+ in Section 1.1.2 (pp. 55-61) of the R-PP.
- Analysis of land use, forest policy and governance in Annex 2a (pp. 118-120) of the R-PP.
- Institutional context and framework for REDD+, including the participatory dimensions, in Section 1a (pp. 15-24).
- The REDD juridical framework: please see the text of DRC's REDD Decree (Decree 09/40, 26th November 2009) in Annex 1 (pp. 110-115) of the R-PP.

3. Strategies, including lessons learned and the proposed joint programme

The R-PP contains abundant references to the national-level strategy framework and strategic synergies that sustain the REDD+ readiness process. In particular, the Introduction (pp. 5-7) provides the strategic grounds and vision of the R-PP. Furthermore, Section 1a (notably pp. 18-21) refer to the expected linkages between the R-PP and a number of strategic policies and

initiatives, such as the national poverty reduction and economic growth strategy (the new one is to be drafted precisely this year), the climate change policy-making and negotiation processes, different sector strategies and programmes (such as forest and biodiversity conservation, and rural/community development), the national strategy for the development of the pigmy autochthonous peoples, and decentralisation policies and efforts, among others.

The DRC's REDD+ readiness process is in full synergy with the ongoing **international negotiations** for a REDD mechanism. In fact, the DRC has promptly elaborated its R-PP, and is requesting financing to the UN-REDD and FCPF multilateral platforms, in order to be ready for REDD as soon as the international REDD architecture is defined, hopefully within 2 to 3 years. In this sense, the R-PP responds to all the REDD readiness components as internationally defined, namely: Management of readiness; Stakeholder participation; REDD strategy options; Reference Scenario; Implementation framework; and National MRV system (see Table 1 below for details).

The REDD+ readiness process of the DRC, as shown in the R-PP, is in harmony with the **regional**, Congo-basin efforts around REDD and climate policy positions. The COMIFAC, which is the regional policy and technical body of central African countries for forest and related matters, is fully engaged in advancing a REDD mechanism globally and in supporting the countries of the region in their efforts to be REDD+ ready collectively. The leading efforts of the DRC, as shown by the R-PP, which is the first in-depth REDD roadmap in the region, are likely to inspire the rest of the region. In addition, a number of regional REDD initiatives will enhance the REDD+ readiness process in the DRC.

The DRC is fully engaged in REDD+ readiness since more than a year ago, as illustrated by the national institutions created specifically for REDD, the existence of a REDD Decree since November 2009, a fluid multi-stakeholder dialogue on REDD, active participation in international negotiations around REDD, an Information/Education/Communication Plan for REDD, regular references to REDD in the national media, interest and support from a wide range of international donors and technical assistance partners, and an growing interest at all levels, from national institutions to local associations. The participatory elaboration of the R-PP is a further indicator of a national engagement in the REDD+ mechanism. There is no doubt that the R-PP reflects and responds to an emerging strategic front in the country.

The two main multilateral platforms to support REDD, namely the UN-REDD Programme and the FCPF, are active in DRC and collaborate very closely, to the point that the DRC has been signalled as a good example of international donor coordination for REDD. It is clear that the Government leads the entire effort, through a fluid and constructive dialogue with international partners, as well as civil society.

The UN-REDD Programme has been already active in the country since June 2009, when phase 1 (US\$ 1.88 million) was launched (it was approved by the UN-REDD's Policy Board of March 2009). This phase 1, which is about to be completed, has served to root well the REDD dynamic (e.g. institutions and working methods), to confirm the national engagement for REDD and to prepare the REDD roadmap (i.e. the R-PP). The country is now ready to implement this roadmap (the R-PP), for which the financing and technical support from the UN-REDD Programme and the FCPF are indispensable. In essence, the country has the **institutions** (e.g. CN-REDD, GTCR, the forthcoming National REDD Committee), the **tools** (the R-PP) and the **methods** (e.g. pride for qualitative work, consultation and participation practices and strategy, ongoing dialogue at national/provincial levels) to continue advancing towards REDD+ readiness in an intensive and in-depth manner.

Some of the progress and lessons learned from UN-REDD's Phase 1 are summarised next:

- A national institutional and juridical framework for the REDD process is already in place.
- The principles for the REDD process as agreed by the key REDD stakeholders in January 2009 have proven useful to progress and respected; they are: a single REDD process; a participatory process with national concertation; transparency; technical quality; and regional integration.
- A comprehensive REDD Readiness Plan (R-PP) has been elaborated through a participatory approach, and it includes strategic views, elements of substance, operational guidance and detailed budget.
- The CN-REDD, under the auspices of the MECNT, has become a valuable and respected cell to support and feed the REDD process, easing cooperation among key stakeholders (international and national alike), ensuring adequate participation, opening the different work lines required and maintaining coherence throughout.
- A number of mechanisms to ensure participation, information-sharing and multi-stakeholder dialogue have been put in place and are functioning healthily.
- Civil society groups and representatives of forest peoples are very active in REDD+ discussions, including the building of the R-PP, and have organised themselves through the GTCR, which is a regular and vital counterpart of Government and international stakeholders for REDD in the DRC.
- Joint cooperation between the two main international platforms for REDD, namely the UN-REDD Programme and the FCPF, is solid and smooth. Joint UN-REDD/FCPF missions have proved a good source of support and guidance to the REDD process, and are meant to continue.
- The REDD+ process in the DRC has been commended by different external observers as a good and innovative practice, thanks to its internal structures, its social and stakeholder inclusive dynamics, its methodology and its tangible progress in just about a year.

In summary, the UN-REDD's Phase 1 has served to root and fine-tune the REDD+ readiness efforts. Therefore UN-REDD's Phase 2 can already start, as it will advance on solid grounds.

4. Results Framework

The **Table 1** below presents an integrated Results Framework of the REDD Readiness Plan, harmonising outcomes, outputs, readiness components, indicators of progress & performance, and the overall budget.

The **Table 2** below provides the same Results Framework adapted to the format requested under the UN-REDD Programme template and in line with MDTF reporting needs. It shows the specific budget lines and responsibilities by each participating UN agency (please note this table's budget refers only to the UN-REDD budget that is being sought).

Table 1. Integrated framework of DRC's REDD Readiness Plan (R-PP) – draft (*)

INTEGRATED RESULTS/BUDGET/READINESS FRAMEWORK of DRC's R-PP (2010-2012) – draft (*)					
R-PP Objective: The DRC is equipped and ready to engage in the international REDD+ system					
Expected results (outcomes)	R-PP components (outputs)		Budget (US\$)	Readiness components (international)	Progress and performance indicators
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	3.2 m	Management of readiness Stakeholder participation REDD Strategy options Reference Scenario	<ul style="list-style-type: none"> • A national REDD+ strategy of quality, ambitious and that represents the meeting point of the different stakeholders of REDD • The strategy relies on a decision tool (Reference Scenario) and on a robust Strategic Social and Environmental Evaluation (SESA) • An investment plan for REDD is ready
	1b	Consultation, participation & IEC strategy	2.4 m		
	2a	Land use, policy and governance assessments	0.4 m		
	2b	Strategy options	2.1 m		
	3	Reference Scenario	1.0 m		
2. An institutional framework for REDD implementation is crafted and ready in 2013 on an interim basis	2c	Implementation framework	3.4 m	Implementation framework	<ul style="list-style-type: none"> • A registry of Carbon projects and initiatives is functional • An interim national fund/mechanisms for Carbon finances' management is in place • The procedures for environmental and social assessment are in place
	2d	Strategic social and environmental evaluation	1.0 m		
3. A comprehensive MRV system for REDD is built and operational	4a	MRV (GHGs)	7.8 m	National MRV system	<ul style="list-style-type: none"> • A MRV system for GHGs emissions (deforestation/degradation) is operational and managed at the country level • A MRV system on social, environmental, governance and economic dimensions is in place • The dual MRV system is adopted by the stakeholders of REDD
	4b	MRV (co-benefits and other dimensions)	1.0 m		
<i>Total budget (**)</i>			22.7 m		

(*) Please note this Results Framework is still under refinement.

(**) Please note that there is a US\$ 0.4 million difference between the addition of the single R-PP components and the total, due to the scale used. Please find a detailed work plan and budget, with breakdown *per year* and *per agency*, in [Section 5](#) (pp. 104-106) of the R-PP.

Table 2. Results Framework and budget allocation for the UN-REDD Programme's contribution (phase 2) / 2010-2012

UNDAF Outcome: Natural resources are managed in a sustainable manner on the basis of legal codes.					
R-PP & UN-REDD Programme Goal: The DRC is equipped and ready to engage in the international REDD+ system					
Outcomes (*)	Outputs (R-PP components)	UN agency	Some key partners (**)	Indicative activities for each Output	UN-REDD allocation (US\$)
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	UNDP	MECNT, CN-REDD, GTCR	Functioning of REDD national & provincial structures; lead experts & advice; capacity-building.	1,064,000
	1b/ Consultation, participation & IEC	UNDP	CN-REDD, GTCR	Widespread IEC activities; provincial & field activities led by civil society and the GTCR.	475,000
		UNEP			73,000
	2a/ Land & forest assessments	FAO	MECNT	Studies; field surveys; lessons learnt	170,000
	2b/ Strategy options	UNDP	multiple partners	Sector assessments; investment plan; negotiations' support; REDD monitoring & advice	503,000
3/ Reference Scenario	FAO	various Government agencies	Chronologic data and situation analysis; definition of emissions reference levels; prospective work	260,000	
2. An institutional framework for REDD implementation is crafted and ready in 2013 on an interim basis	2c/ Implementation framework	UNEP	CN-REDD, Government	Analysis; consultations; institutional design & establishment; advice; law drafting	15,000
	2d/ Strategic Social & Environmental Evaluation (SESA)	UNEP	MECNT, GTCR	Studies and consultations; SESA drafting and validation; initial SESA team	420,000
3. A comprehensive MRV system for REDD is built and operational	4a/ MRV (GHGs)	FAO	DIAF	Satellite monitoring; national forest inventory; GHG inventory	1,760,000
	4b/ MRV (co-benefits <i>et al.</i>)	UNEP	multiple partners	Training; surveys; tool development; monitoring	400,000
FAO	Programme Cost				2,190,000
	Indirect Support Cost (7%)				153,000
UNDP	Programme Cost				2,042,000
	Indirect Support Cost (7%)				143,000
UNEP	Programme Cost				908,000
	Indirect Support Cost (7%)				64,000
Totals	Programme Cost				5,140,000
	Indirect Support Cost				360,000
	Total UN-REDD allocation				5,500,000

(*) Please note the proposed drafting of the Outcomes is still under refinement.

(**) The "key partners" is just indicative of some relevant actors, yet the REDD process will certainly encompass a much larger number of country and external stakeholders.

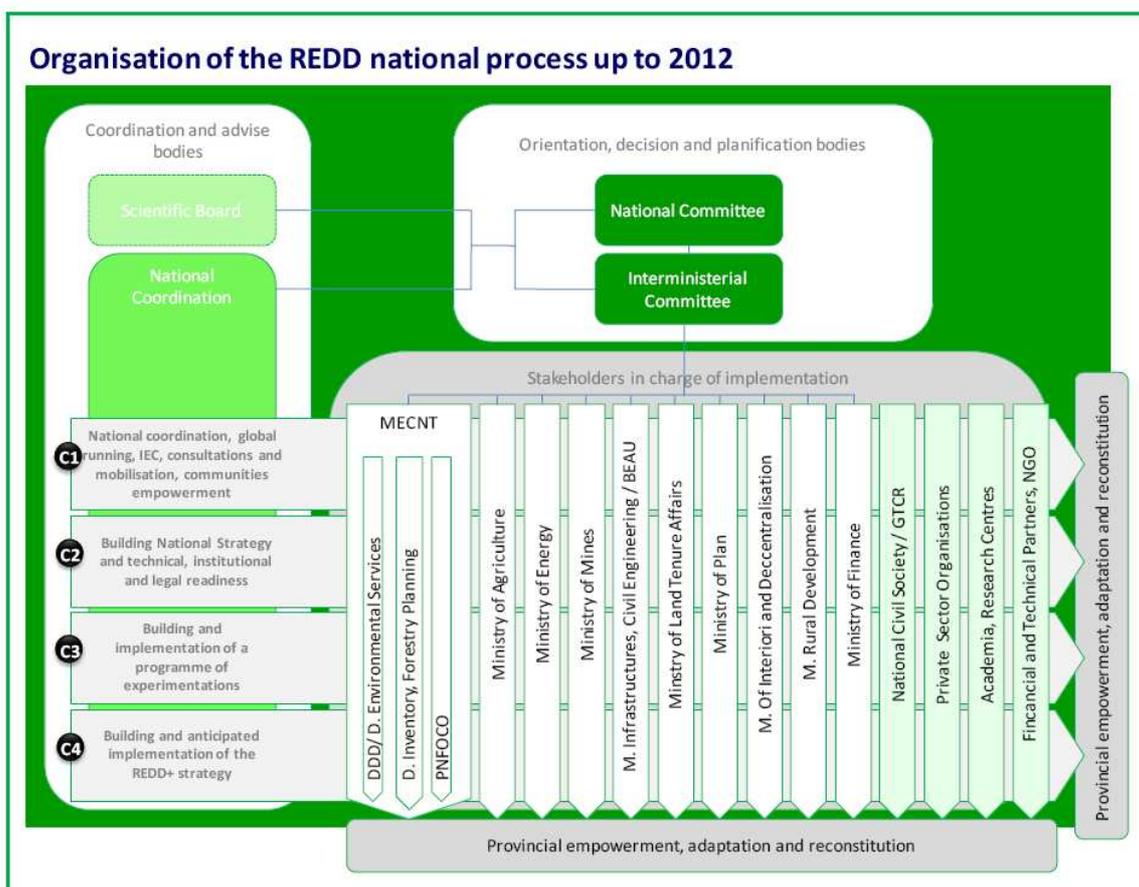
5. Management and Coordination Arrangements

Country dimensions

For the country management and coordination arrangements, please see [Section 1a](#) (pp. 15-25) of the R-PP. Please see also the text of the REDD Decree of 2009, which provides the juridical background to the national REDD management and coordination arrangements – it is attached in [Annex 1a](#) (pp. 110-115) of the R-PP.

Figure 3 below is a chart that represents the organisational scheme for the REDD national process, as presented in the R-PP ([Section 1a](#), p. 15).

Figure 3. Organisational scheme for the national REDD process



For details on the participatory mechanisms through the REDD readiness process, please see the following parts of the R-PP document:

- On the civil society's Working Group on Climate-REDD (GTCR): [Section 1a](#) (notably pp. 20-24).
- On the Information, Education and Communication Plan, including approaches for consultation/participation, key stakeholders and budget: [Section 1b](#) (notably pp. 33-37).
- Consultations and participation during the R-PP drafting, which provides evidence of the participatory and consultation mechanisms employed so far and to be continued and scaled up: [Section 1b](#) (pp. 25-33) and [Annex 1b](#) (pp. 116-117).

UN dimensions

The REDD readiness process is meant to be accompanied and supported by the three UN-REDD agencies, along with other international stakeholders, notably the World Bank and key international NGOs that are active in the REDD domain, such as Rainforest Foundation and WWF. Joint UN-REDD/FCPF missions are scheduled on a regular basis, probably about 3 times a year (as was the case in 2009). A Mid-Term Review of the R-PP implementation is scheduled by the end of 2011 (see section 7 of this document below).

The implementation of the R-PP, including the UN-REDD funding segment, is primarily the responsibility of the Government, through the National REDD Coordination (CN-REDD) or other national bodies as required. The UN-REDD agencies are technical and financial partners and, as such, will ensure country ownership and decision-making on all aspects of R-PP's implementation, with due respect to UN rules and procedures. Funds will be managed in a consistent manner among the three UN-REDD agencies, which will employ the UN's *Harmonised Approach to Cash Transfers* (HACT). Funds will be disbursed in full agreement and accordance with work plans, terms of reference and other operational elements prepared by the CN-REDD or as endorsed by Government.

The implementation, disbursement and reporting needs for the UN-REDD portion of the R-PP will follow UN-REDD Programme's and UN's rules and procedures, as it has been the case up to now with UN-REDD's phase-1. Due compliance with UN requirements will be ensured by the presence of a UN-REDD chief technical advisor (CTA), who is already in place in the country and will continue for the duration of the UN-REDD Programme (phase-2). This CTA is embedded in the National REDD Coordination and in Government structures in order to optimise capacity-building and to genuinely support a smooth implementation.

The UN Resident Coordinator, in their strategic leadership of the UN Country Team, will provide oversight to the implementation of the UN-REDD funds, ensuring that participating UN organisations are meeting their obligations.

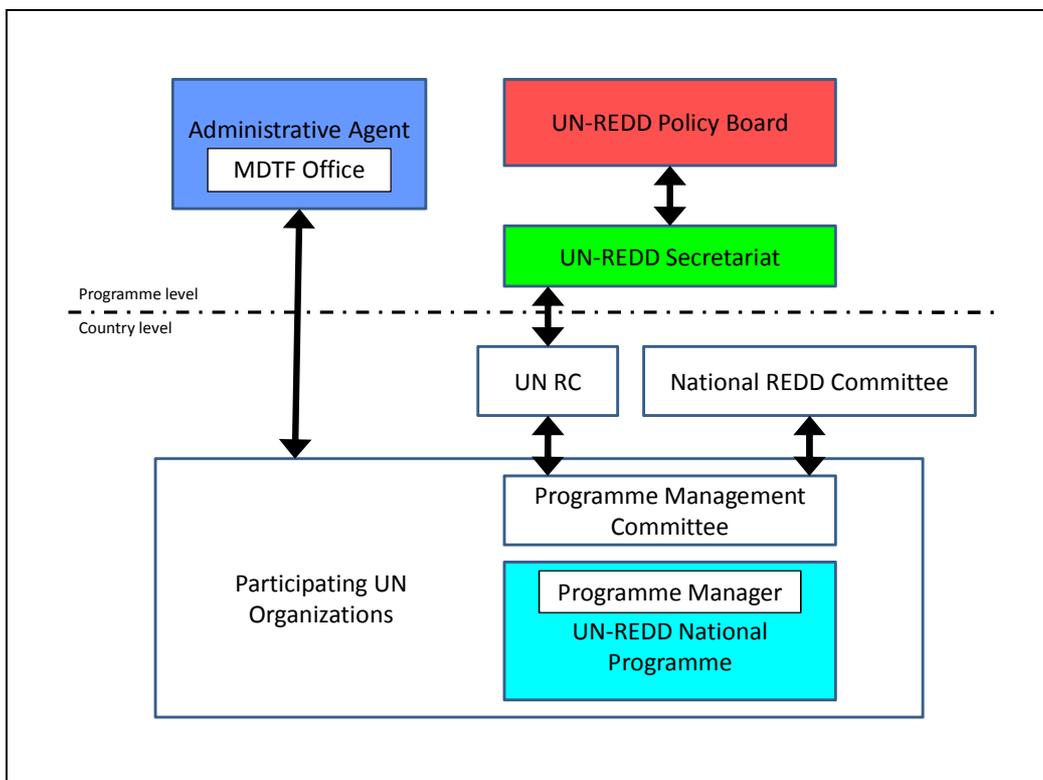
The main UN-REDD institutions are as follows:

- UN-REDD Policy Board: It provides overall leadership and sets the strategic direction of the UN-REDD Programme. It decides on the Programme's financial allocations, in line with the budget parameters set out in the UN-REDD Framework Document, and develops monitoring mechanisms, with a view to ensuring Fund-wide success. The UN-REDD Policy Board will ensure coordination with REDD+ actors at a global scale, such as the World Bank's FCPF. The Terms of Reference and Rules of Procedure for the UN-REDD Policy Board are available on the UN-REDD Programme website: <www.unredd.org>. See also the UN-REDD Workspace for eligible users: <www.unredd.net>.
- UN-REDD Secretariat: It serves the UN-REDD Policy Board, using the capacities of the participating UN organisations, research institutions and recognized experts. It ensures that policies and strategies decided by the Policy Board are implemented and adhered to. It helps coordinate UN-REDD agencies (FAO, UNDP, UNEP). The Secretariat also manages the national joint programme review process, as well as the overall monitoring and evaluation of implementation. It also ensures partner and external relations, provides quality assurance and oversight of national joint programmes and supports knowledge management.

- Participating UN Organisations' Coordination Group: This structure consists of representatives of the three UN agencies (FAO, UNDP, UNEP) and has as the main function to ensure active, participatory and well-coordinated engagement by the agencies to implement the goals and objectives of the overall UN-REDD Programme.
- Administrative Agent: The UNDP's Multi-Donor Trust Fund (MDTF) Office is the Administrative Agent of the UN-REDD Fund. The MDTF Office manages the distribution of resources and serves as the administrative interface with donors. UNDP's accountability as the Administrative Agent is set out in the policy "UNDP's Accountability when acting as Administrative Agent in MDTFs and/or UN Joint Programmes using the pass-through fund management modality". The MDTF Office as Administrative Agent is responsible for: (i) receipt, administration and management of contributions from donors; (ii) disbursement of funds to the participating UN organisation, in accordance with the instructions of the UN-REDD Policy Board; (iii) provide support to FAO, UNDP and UNEP in their reporting functions; and (iv) compilation of consolidated narrative and financial reports to the Policy Board through the Technical Secretariat, national steering committees and to donors. The Administrative Agent may undertake additional functions at the request of the participating UN organisations.

Figure 4 below presents the standard national management arrangements for UN-REDD programmes.

Figure 4: UN-REDD National Management Arrangements



6. Fund Management Arrangements

The UN-REDD Programme uses the "pass-through" modality for fund management. Participating UN organisations (in this case: FAO, UNDP and UNEP) assume full programmatic and financial accountability for the funds received from the Administrative Agent. As stated earlier, funds will be managed in a consistent manner among the three UN-REDD agencies, which will employ the UN's *Harmonised Approach to Cash Transfers* (HACT). Funds will be disbursed in full agreement and accordance with work plans, terms of reference and other operational elements prepared by the CN-REDD or as endorsed by Government. Participating UN organisations are entitled to indirect support costs, of 7%. In addition, costs for direct costs may also be applied in accordance with the respective participating UN organisations' policies.

Funds will be released in accordance with the UN-REDD Programme's Rules of Procedure. These procedures require the UN-REDD Secretariat to submit the following to the Administrative Agent: a copy of the signed National Programme Document (i.e. the present document) and a Submission Form signed by the Chair of the Policy Board. Upon receipt of the necessary documentation, the Administrative Agent shall release funds to the participating UN organisations as set out in Section II of the *Memorandum of Understanding for the Multi-Donor Trust Fund* (available at: <www.undp.org/mdtf/UN-REDD/overview.shtml>). The Administrative Agent shall notify the participating UN organisations and the UN Resident Coordinator when the funds have been transferred. Each participating UN organisation shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

The Administrative Agent will ensure consistency of the approved joint programme with the applicable provisions of the Standard Administrative Arrangements (SAA) entered between donors and the Administrative Agent, and the MOU between the participating UN organisations and the Administrative Agent.

The UN agencies will not make any commitments above the approved budgets, as amended from time to time by the Policy Board. If there is a need to exceed the budgeted amounts, the UN agency concerned will discuss with the other participating UN agencies and then submit a supplementary budget request to the UN-REDD Policy Board, through the Secretariat.

7. Monitoring, Evaluation and Reporting

For the Monitoring and Evaluation of the REDD Readiness Plan, please see [Section 6](#) (pp. 107-109) of the R-PP.

For indicators of progress and performance, please see Table 1 in this document above.

Table 3 below presents a joint R-PP and UN-REDD monitoring framework, adapted from the R-PP.

Table 3: Joint Programme Monitoring Framework

Expected Results (*)	Indicators (*)	Means of verification	Responsibilities (UN agencies)	Risks & assumptions (**)
1. A national REDD+ strategy in the 2030 horizon is constructed in a participatory manner and ready to take off	<ul style="list-style-type: none"> • A national REDD+ strategy of quality, ambitious and that represents the meeting point of the different stakeholders of REDD • The strategy relies on a decision tool (Reference Scenario) and on a robust Strategic Social and Environmental Evaluation (SESA) • An investment plan for REDD is ready 	<p>CN-REDD reports</p> <p>Discussion and validation events' reports</p> <p>National REDD+ strategy document</p> <p>Surveys</p>	<p>UNDP FAO (with WB/FCPF)</p>	<p>The proposed roadmap and time line for REDD readiness (3 years) is too short</p> <p>Inter-sector coordination remains weak</p> <p>REDD+ is endorsed as an international climate finance instrument</p>
2. An institutional framework for REDD implementation is crafted and ready in 2013 on an interim basis	<ul style="list-style-type: none"> • A registry of Carbon projects and initiatives is functional • An interim national fund/mechanisms for Carbon finances' management is in place • The procedures for environmental and social assessment are in place 	<p>Legal and official documents</p> <p>R-PP review</p>	<p>UNEP (with WB/FCPF)</p>	<p>Governance and legislative reforms are conducted</p> <p>Weak capacities of national, provincial and non-governmental stakeholders</p>
3. A comprehensive MRV system for REDD is built and operational	<ul style="list-style-type: none"> • A MRV system for GHGs emissions (deforestation/degradation) is operational and managed at the country level • A MRV system on social, environmental, governance and economic dimensions is in place • The dual MRV system is adopted by the stakeholders of REDD 	<p>Official documents</p> <p>Project reports</p> <p>Institutional assessments</p>	<p>FAO PNUE</p>	<p>Methods employed are time- and cost-efficient, and are well owned by country partners</p> <p>National capacities on forest information and MRV-related issues remain weak</p> <p>Social and environmental concerns are duly addressed and enforced</p>

(*) Please note the proposed drafting of the Outcomes and Indicators is still under refinement.

(**) For a full Risk Matrix, including mitigation measures, please see [Section 6](#) (p. 109) of the R-PP.

The **UN-REDD chief technical advisor** (CTA), together with the CN-REDD, will prepare and share among the UN agencies concise implementation progress and budget reports every 3 months. The CTA will also provide reports to the UN-REDD Secretariat and to the MDTF Office of the Administrative Agent as requested. The UN-REDD agencies shall cooperate with, and support the CTA to ensure a smooth, transparent and coordinated implementation of the programme.

The UN-REDD agencies together with the World Bank (FCPF) and, as relevant, with other international stakeholders, will conduct regular **UN-REDD/FCPF joint missions** to provide implementation support and oversight to the R-PP. Some 3 missions per year are the most probable frequency. Each UN-REDD agency may organise specific task missions, as needed, to improve implementation of the activities under their responsibility.

A **Mid-Term Review** of the R-PP implementation is scheduled by the end of 2011. It will consist in an independent review followed by a joint UN-REDD/FCPF mission, which will serve to define and agree upon revisions and corrections of the work plans, activities, budget and timing, among other design, institutional and operational issues of the R-PP and the REDD+ readiness process.

Information given to the press, to the beneficiaries of the UN-REDD Programme, all related publicity material, official notices, reports and publications, shall acknowledge the role of the UN-REDD Programme (and/or its donors, the participating UN Agencies, and any other relevant parties).

8. Legal Context and basis of relationship

The participating UN agencies have signed a *Memorandum of Understanding* to implement the UN-REDD Collaborative Programme, which came into effect on 20th June 2008. This proposed implementation support programme to the R-PP of the DRC is consistent with such *Memorandum of Understanding* as well as with the cooperation and assistance agreements signed between the participating UN agencies and the Government of the DRC.

The UN and its agencies is a relevant and active stakeholder of the DRC in a wide range of security, peace-making, humanitarian, reconstruction, governance and development issues and fronts. The UN-REDD Programme conforms well to such intense cooperation framework between the UN and the people and government of the DRC. Furthermore, the successful ongoing implementation of UN-REDD Phase-1 since June 2009 provides evidence of the cooperative spirit among the different stakeholders of the REDD readiness process in the DRC.

9. Work plans and budgets

The overall Work Plan & Budget for the UN-REDD programme in the DRC is presented in the Table 2 above. A detailed Work Plan & Budget of the entire R-PP, including financial breakdown *per year* and *per* UN-REDD agency, is presented in Section 5 (pp. 104-106) of the R-PP.

The Work Plan & Budget for the Year 1 (UN-REDD's phase 2) is under finalisation and will be ready by the end of March 2010. UN-REDD agencies are aware that disbursement of funds depends on the finalisation of such Year 1 Work Plan & Budget.

Annex 1.

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Annex 2.

Conclusions of the joint UN-REDD/FCPF mission for the appraisal of the R-PP of the DRC (February 2010)

Section 3 of the joint mission report

(text in French language as it was originally drafted)

(.../...)

3.- Conclusions de la mission

Le *draft* du document R-PP proposé par la RDC est d'ores et déjà un document de bonne qualité qui présente une feuille de route solide et cohérente pour la préparation du pays à son intégration future au mécanisme international REDD+. La mission a constaté que le R-PP a été élaboré de façon participative et qu'il enregistre un niveau d'appropriation nationale adéquat. Sous réserve d'intégrer les commentaires de la mission ainsi que ceux des groupes de consultations et des dernières séances de validation, il est prêt pour soumission en tant que *document compréhensif* aux Conseil de Direction du Programme UN-REDD et au Comité de participants du FCPF, qui auront lieu respectivement les 18-19 mars (Nairobi) et les 22-25 mars (Libreville). De même, il convient de souligner que les commentaires issus du processus TAP (Technical Advisory Panel) du FCPF et du réviseur-expert engagé par l'UN-REDD seront également pris en compte, soit avant ou après les réunions des instances mentionnés.

Le R-PP formule de façon détaillé toutes les composantes requises pour le processus de préparation à la REDD. Pour chaque composante, il identifie les étapes et les activités principales, en leur associant un budget suffisamment élaboré. De ce fait, le R-PP représente un important document de référence pour la coordination et l'harmonisation au niveau national des interventions dans le domaine de la REDD.

La durée du R-PP s'étend sur 3 ans (2010-2012), ce qui est assez ambitieux. Il pourrait s'agir d'une période relativement courte compte tenu des ambitions relatées dans le R-PP. C'est donc considéré comme un des risques du R-PP (voire Proposition de Matrice de risques dans l'Annexe 6). Néanmoins, la mission recommande de maintenir cette planification sur 3 ans car il est souhaitable d'appuyer la dynamique et l'intensité selon lesquelles se déroule le processus de préparation de la REDD en RDC. Il est fort de constaté que l'ensemble des parties prenantes dans ce processus sont motivées et prêtes à développer leurs efforts et poursuivre le travail intensif qui a été accompli jusqu'ici. Toutefois, la mission a suggéré qu'une évaluation à mi-parcours soit effectuée avant la fin de l'année 2011 dans le cadre d'une mission conjointe UN-REDD/FCPF. Ceci permettra l'ajustement et/ou l'actualisation nécessaire des activités, du planning et du budget.

Le budget du R-PP, estimé à 22 million US\$, est assez cohérent. C'est un budget élevé mais qui peut être facilement justifié à l'égard des enjeux et les défis majeurs que compte la RDC sur les plans, politique, institutionnel, économique et humain ainsi que la grande étendu de ce pays et de son patrimoine forestiers (145 millions d'hectares de forêts sur une superficie totale de 243 millions d'hectares). Le R-PP sera soumis au Conseil de Direction du Programme UN-REDD et au Comité de participants du FCPF en vue de demander une allocation s'élevant respectivement à 5,5 et 3,4 millions US\$. Le montant total à mobiliser en mars 2010 par ces deux programmes multilatéraux est d'environ 9 millions US\$ et représente autour du 40% du budget total nécessaire pour la mise en œuvre du R-PP.

Cependant, le R-PP et son budget sont planifiés de façon à ce que les allocations proposées auprès des programmes UN-REDD et FCPF permettent un avancement significatif du processus de préparation de la RDC à la REDD. Le R-PP est aussi conçu comme un instrument solide convaincant pour la mobilisation de fonds additionnels.

En outre, les agences se sont mis d'accord sur leurs rôles et responsabilités de financement et d'assistance technique lors de la mise en œuvre du R-PP, tel que résumé au tableau ci-dessous.

Volets de préparation à la REDD	Agences chargées
1a/ Gestion de la Préparation à la REDD	PNUD / FCPF-Banque mondiale
1b/ Consultations et Participation	PNUD / FCPF-Banque mondiale
2a/ Facteurs déforestation et aspects politiques	FAO / PNUE
2b/ Options stratégiques du REDD	FCPF-Banque mondiale / PNUD
2c/ Cadre de mise en œuvre de REDD	FCPF-Banque mondiale
2d/ Impacts sociaux et environnementaux (SESA)	PNUE
3/ Scénario de Référence	FAO / FCPF-Banque mondiale
4a/ MRV (émissions et absorptions)	FAO
4b/ MRV (co-bénéfices et impacts)	PNUE

La mission a permis aussi aux agences internationales du Programme UN-REDD et au FCPF de définir les bases d'une coordination interne affirmant le principe d'un processus REDD unique, participatif et transparent piloté par la Coordination Nationale REDD.

La mission a constaté que l'esprit de collaboration entre le Gouvernement (par le biais du MECNT et de la CN-REDD) et la société civile et les organisations des populations forestières (organisées dans le cadre du GTCR) est unanimement respecté et apprécié par tous les partenaires. L'Annexe 8 présente les observations et commentaires du GTCR sur le R-PP soulignent que l'exercice de préparation à la REDD a constitué un espace de débat constructif, d'échanges et de convergence collective. Les commentaires de la société civile seront pris en compte et incorporés dans la version finale du R-PP.

La connaissance de la REDD et ses enjeux se renforcent de façon graduelle au sein de la société civile congolaise, notamment grâce à l'important appui du GTCR et l'approche adoptée par la CN-REDD. Les activités de sensibilisation et de consultation doivent se poursuivre et elles seront progressivement déclinées au niveau provincial et au niveau local afin de bâtir une solide base participative du processus de construction et de mise en œuvre de la Stratégie REDD. Grâce à ses réseaux actifs à plusieurs niveaux, le GTCR est bien placé à jouer ce rôle. L'appui au GTCR est pris en compte dans le cadre du R-PP et la mission adhère consentit son développement.

La mission constate que la CN-REDD doit maintenir son rôle central dans le processus de préparation de la RDC à la REDD. Compte tenu de la complexité du processus REDD, elle est appelée à se renforcer pour faire face à l'augmentation et la diversité des activités et des tâches qui lui sont confiées. Toutefois, il a été clarifié que l'intervention de la CN-REDD constitue une étape transitoire et que l'objectif escompté est de bâtir graduellement les capacités de directions juridiques, administratives, financières et techniques au sein du MECNT et des autres ministères et institutions concernés. Ce renforcement de capacités est décisif pour que ces entités puissent assumer pleinement leurs rôles dans la mise en œuvre d'un processus nouveau et complexe qu'est la REDD.

De même, la déclinaison du processus REDD au niveau provincial devrait se faire progressivement et à travers le recrutement de points focaux REDD directement rattachés aux cabinets des Gouverneurs. La déclinaison provinciale concernera en première phase trois provinces forestières (Bandundu, Équateur, Orientale) et sera étendue sur l'ensemble du territoire de la RDC pour couvrir les 11 provinces du pays au bout des trois années de la deuxième phase de préparation.

(.../...)