UNREDD/PB8/2012/IV/1

UN-REDD
PROGRAMME

National Programme Submission Form – Republic of Congo

UN-REDD PROGRAMME EIGHTH POLICY BOARD MEETING

25-26 March 2012
Asunción, Paraguay

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

1. Policy Board Submission	
Policy Board Meeting ☒ No. 8	Inter-sessional Meeting ☐
Date of Meeting: 25-26 March 2012	Date of Inter-sessional Decision:

2. National Joint Programme Summary	
Details of National Joint Programme	
Country	Republic of Congo
Programme[1] Title	Programme to support the REDD+ process
Implementing Partner(s)[2]	Ministry for Sustainable Development, the Forest Economy and the Environment
Details of Participating UN Organizations' Representatives	
UN Resident Coordinator and UNDP Resident Representative Name: Lamin Manneh *Title:* U.N. Resident Coordinator	Contact details: *Telephone:* +242 281 50 38 *Email:* lamin.manneh@undp.org
FAO: *Name:* Dieudonné KOGUIYAGDA *Title*: Country Representative	Contact details: *Telephone:* +242-222814513 *Email:* FAO-CG@fao.org
UNEP: *Name*: Ibrahim Thiaw Title: Director, Division of Environmental Policy	Contact details: *Telephone:* +254 20 7623508 *Email:* ibrahim.thiaw@unep.org
Type of National Joint Programme	
Full NJP: ☒ New Full NJP ☐ Continuation from an Initial NJP ☐ Other (explain)	Initial NJP ☐ New Initial NJP ☐ Continuation from previous funding ☐ Other (explain)

[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 Republic of the Congo's R-PP was first approved by the FCPF Participants Committee in 2010 and ratified in 2011 following improvements, with funding of US$ 3.4 million (about 1.7 billion CFA francs). The implementation of R-PP activities financed by the FCPF is beginning in early 2012. In 2011, the UN-REDD Programme's Policy Board recognized the country as a priority African country, and then invited the Republic of the Congo to submit a technical and financial proposal that would boost R-PP implementation and provide co-financing, in line with the initial support of the FCPF and the Government.

The Programme to support the REDD+ process, submitted to the UN-REDD Programme for financial support, is part of the national REDD+ process that enables the country to be ready to implement its national REDD+ strategy from 2015, in the context of a green development path. The expected outcome of UN-REDD support is to help build national capacity for organization, knowledge exchange, strategies, analysis and technical assistance contributing to the REDD+ mechanism. The Programme is built around four operational components (as provided by the FCPF / UN-REDD Common Approach, as well as the country's R-PP), aiming to achieve three outcomes: the national REDD+ process is well managed and fully participatory (component 1); the country is ready for the implementation of structural reforms and REDD+ investments, taking into account safeguards (components 2 & 3); and a comprehensive system for information and monitoring of REDD+ is functioning (component 4).

Support on component 1 (organization and consultation) will reinforce the quality of CN-REDD work, in particular by making an international technical advisor available to supply high-level assistance in management, strategic counsel and leveraging funds for the REDD+ process, underpinning the efficient management of the UN-REDD support programme according to UN best practices. Furthermore, the UN-REDD Programme will support a REDD+ decentralisation by creating three departmental units and through financing for decentralised debate and knowledge exchange on REDD+ issues (at the departmental and local levels). UN-REDD will also fund information, education and communication (IEC) on REDD+, as well as campaigns for technical consultation and exchange of ideas among the stakeholders.

Contribution to component 2 (preparation of national REDD+ strategy) will be decisive for achieving the goals of the readiness phase; UN-REDD will focus on the seven areas below:

- Preliminary analyses, in particular those not covered by FCPF financing, especially regarding governance.
- Contribution to the analysis and consultation of REDD+ strategic options, in particular through financing and steering of a prospective study on REDD+ potential and through the organization of consultations by key themes and by core sectors.
- Support for the consolidation and adoption of the national REDD+ strategy, including high-level policy debates, support for crafting national consensus in the essence of REDD+, and preparation of investments for REDD+.
- Provision of technical support and advice for designing and accompanying local REDD+ experimental initiatives (pilot projects), as well as a programme of grant competition offering small subsidies to community initiatives and "REDD+ entrepreneurs" (which seeks to reward local and innovative REDD+ business plans). Lessons learned from these experiments will be compiled and will serve to refine the national REDD+ strategy.

3. Executive Summary

- Specialised support for the implementation framework of REDD+, focusing on: participatory analysis of options and rules for REDD+ income sharing; the development of a governance system for the REDD+ Fund; and a study on economic incentives for REDD+.
- Establishment of a national registry of REDD+ projects and initiatives, with procedures for accreditation, which shall serve as a central pillar of the REDD+ implementation framework.
- Support for participatory development of social and environmental safeguards for REDD+, in accordance with international agreements under the UNFCCC (in particular the *Cancun Agreements*), using the UN-REDD Programme's Social and Environmental Principles and Criteria (SEPC) and related tools, and in line with the work carried out by the FCPF on SESA.

Component 3 (Reference Level) concerns the definition of Reference Levels / Reference Emissions Levels (RL/REL). The RL and REL are used to define probable future impacts in terms of emissions and absorption of greenhouse gases, examining anthropogenic activities that affect the forest in the absence of any specific REDD+ programme. Definition of RL/REL in the Republic of the Congo will be based in part on determination of the historic impact of the anthropogenic activities under consideration, and may take into account other variables, if the work undertaken by the IIASA and World Bank partners is pertinent to the period in question. The UN-REDD Programme will essentially supply assistance for local understanding and ownership of the issues.

Component 4 (monitoring and MRV system and multiple benefits) seeks to establish a comprehensive framework for monitoring the various aspects of REDD+. This framework will include, first of all, a system for observing forest ecosystem dynamics and in particular the effects on carbon flows. The goal is to develop an effective system for Measurement, Reporting, Verification and Monitoring (MRV&M) for these carbon flows. The system should allow for estimations of the impact of anthropogenic activity from forestry in terms of greenhouse gas emissions and absorption, at regular intervals (yearly). These results will be compared to the RL/REL in order to measure the effectiveness of each of the REDD+ activities and measures set up on the national level. In this context, UN-REDD support will bear on the establishment of (i) the National Forest Inventory and its value in terms of carbon stored in the forests; (ii) Monitoring of Changes in Forest Cover through analysis of satellite imagery in order to identify forest surfaces and change in forest cover caused by anthropogenic activity; (iii) the Greenhouse Gas Inventory to measure the impact of certain human activities on the climate; (iv) the Monitoring System to compile, keep and share all of the useful information produced through REDD+ by way of an online portal; and finally (v) the management of a process that seeks to ensure national ownership, reliability, transparency and external oversight of all of the operations listed above, in line with the rules of the UNFCCC. REDD+ global monitoring framework in the Republic of the Congo will also include a monitoring system for aspects beyond carbon of REDD+: multiple benefits (social and environmental), as well as the monitoring of REDD+ governance and financial flows, and of social and environmental risks. Preliminary work of quantification, spatialisation and valorisation of REDD+ multiple benefits will be undertaken, as well as specific support for the set up and operation of a specific *task force* for monitoring other REDD+ benefits and risks (in this regard, the *task force* shall be considered a precursor to the National Environment Agency, which is mentioned in the R-PP but has not yet been created), and support for the creation of the independent REDD+ Observatory that will guarantee independent and participatory oversight of the monitoring system.

4. National Programme Budget (UN-REDD Fund Source only)*					
Outcomes	**National Total ($)**	**Pass-through Funding Allocations**	**FAO ($)**	**UNDP ($)**	**UNEP ($)**
1. Organizing and consulting	861,000		50,000	801,000	10,000
2. Preparation of the REDD+ strategy	1,258,568		0	743,568	515,000
3. Developing the reference level	298,532		298,532	0	0
4. Design of a monitoring system	1,320,218		930,218	150,000	240,000
Sub-total	3,738,318		1,278,750	1,694,568	765,000
Indirect Support Costs	261,682		89,512	118,620	53,550
Grand Total ($)	4,000,000		1,368,262	1,813,188	818,550

NOTES:

- 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.

- If requested and agreed by the three participating UN Agencies and the Government, budget allocations per agency may be revised as long as the total budget allocation is not changed.

5. Secretariat Review		
Submission Criteria		
(a)	Is the NJP consistent with the UN-REDD Programme Framework Document?	Yes ☒ No ☐ Unclear ☐
(b)	Has the UN Resident Coordinator been involved in submitting the NJP?	Yes ☒ No ☐ Unclear ☐
(c)	Is documentation of the in-country validation meeting(s) included?	Yes ☒ No ☐ Unclear ☐
(d)	Did the validation include the national government counterpart (or designate)?	Yes ☒ No ☐ Unclear ☐
(e)	Did the validation include civil society/Indigenous Peoples representation as per the UN-REDD Operational Guidance[3]?	Yes ☒ No ☐ Unclear ☐
(f)	Does the NJP comply with the required format *(incl., cover page, results framework, etc.)*?	Yes ☐ 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 ☐

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

Republic of Congo (RoC) has an R-PP approved by the FCPF's participants committee in 2010, which is consider the guiding document for the REDD+ process in the country. RoC is presenting a National Programme Document with the R-PP annexed, detailing and updating the elements/components proposed to be supported by UN-REDD. This unique situation is reflected in the format of the document.

[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)

5. Secretariat Review

Review Issues

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

The document reflects high level of ownership from the Ministry of Sustainable Development, Forest Economy and the Environment (MDDEFE), the lead implementing agency.

The country has established coordination entities, namely the National Coordination for REDD+ (CN-REDD), and a new federation of civil society and forest peoples' organisations for REDD+ (CACO-REDD+), which replaces an Interim Commission of Civil Society for REDD+ (CI-REDD+). According to the document, they have high level of ownership and were leading the process of preparing this proposal. In fact, according to the validation workshop report the structure and functioning of the CACO-REDD+ were adopted precisely during the national validation workshop of the country's UN-REDD proposal.

The reviewers also highlighted the coherence and complementarities of the proposal with the approved R-PP and its associated consultative process.

(m)	Level of consultation, participation and engagement

The preparation of the R-PP involved thorough consultation processes, including a national workshop, 3 regional workshops, a pre-validation workshop of the draft R-PP held at the national level and additional validation meetings. Governmental agencies, along with some non-governmental and private sector organizations, have been engaged and are party to the National REDD+ Committee. Since mid-2010, the preliminary support from UN-REDD (through UNDP) strengthened participation of organizations of civil society and indigenous peoples, which had suffered a deficit of involvement in consultation and participation in earlier stages REDD+ process.

Tools and guidelines of the UN-REDD Programme on stakeholders' engagement have been applied during the implementation of the consultation process so far, including the UN-REDD Programme's "Operational Guidance: Engagement of Indigenous Peoples and Other Forest Dependent Communities" and the draft "Social and Environmental Principles and Criteria". Experiences in REDD+ planning and implementation of the UN-REDD in other countries were shared with stakeholders and used to prepare and validate the proposal. The organizations of civil society and indigenous peoples concerned with, and affected by REDD+ were assisted by UN-REDD in developing a process of organisational structuring (federalisation) during 2010-2012, and they are now able to represent themselves more effectively in REDD+ discussions.

The validation meeting for the UN-REDD proposal, attended by more than 100 participants from different stakeholder groups, reinforced this participatory and consultative process through a dialogue with all national stakeholders (including civil society, indigenous peoples, and delegates from the various Administrative Departments of the country).

5. Secretariat Review	
Review Issues	
(n)	Programme effectiveness, coherence with country strategies and other relevant initiatives, and cost-efficiency
According to the document, the Programme is coherent with country strategies and with the existing funding committed for the approved R-PP. Independent reviewers also point out the specific support requested from UN-REDD to build the capacity of the National Coordination for REDD+ (CN-REDD), as well as the fact that the programme intends to support the design and operation of the management structures of REDD+ while the inter-agency collaboration should improve the ability of the REDD Programme to deliver efficiently against its agreed targets and indicators. As the reviewers recommended, it is necessary to further elaborate on the sources of co-financing, which seem needed for full attainment of REDD+ readiness, and thus to clarify how the potential lack of necessary complementary funding would still not jeopardize the expected result of the Programme (especially for the component 4a).	
(o)	Management of risks and likelihood of success
The document includes a risk analysis section with proposed actions form mitigating them. The Secretariat recommends further strengthening of this section, including risks associated to potential political and social instability in the country and their implication for their REDD+ process.	
Other points:	

6. Independent Technical Review		
(a)	Was an independent technical review undertaken?	Yes ☒ No ☐
If not, why not?		

6. Independent Technical Review

Synthesis of Independent Technical Review

The Secretariat sent Republic of Congo's proposal to three independent technical reviewers on January 2012. To ensure consistency with the FCPF's TAP review process, two of the reviewers were selected from the TAP team. The reviewers highlighted as follows:

- The good technical quality of the proposal and its high level of ownership among country stakeholders.
- The coherence and complementarities of the proposal with the support the FCPF is providing as part of the approved R-PP.
- The extensive and comprehensive engagement of a wide range of stakeholders in developing the proposal and the substantial efforts made to improve and strengthen their participation, while acknowledging that the consultation, participation and engagement of civil society and indigenous people in the REDD+ process has initially proved to be difficult in the Republic of Congo and deserves further and intense support (which the UN-REDD will provide for through the present proposal).
- The reasonable likelihood of success for achieving the expected results in a cost-efficient and participative manner reflected in the approach, activities and budget considered in this Programme

Recommendations from the reviewers include:

- A considerable portion of the total REDD+ readiness budget (some $9.5m), notably the lines responsible for delivery of pilot projects, full REDD+ decentralisation and completing the MRV system, is dependent on the identification of additional funding sources. There should be a strategy, currently lacking, for finding this funding, whether from international donors or the private sector.
- In relation to the co-financing requirement, there should be an analysis of the dependence of programme implementation on scenarios of low, moderate and full achievement of funding targets. Accompanying this analysis should be the development of options for dealing with the consequences of the different funding scenarios.
- The issues of insecure land tenure, carbon rights and equitable benefit sharing mechanisms should also be addressed in the analytical studies for the national REDD+ implementation framework.
- The design of the REDD+ legislation, compared with the option of simply amending existing legislation, should receive support for both study and implementation.
- Consider deleting Tables 3, 4 and 5, and address mismatches within the tables in pages 73-77.
- Make more explicit Government's in-kind contributions and the sources of the existing co-financing.
- Specify more clearly the participation for each main stakeholders at the validation workshop (completion of the acronym list can also help) and to what extent the general comments were and will be taken into account.
- Give more details on how the preliminary strategic options are already considered or not in sectorial/national strategies.
- Include some details on how the REDD+ strategy would fit in a low-carbon/ climate-resilient / green economy development strategy and on the government's plans for a "Green economy".
- Consider the budgetary implications to support a more consistent operation of the National REDD (REDD-CONA), which is critical to the success of REDD+ in the Republic of Congo.
- Include certain provisions (even discrete) along the lines of reassurance that indigenous peoples' will be treated as equals with other ethnic groups as part of REED + process in consistency with the references to rights of indigenous peoples in the document.

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.

Explanation of Response:

The Secretariat considers Republic of Congo's submission as consistent with the UN-REDD Programme Strategy and the rules of procedures and operational guidance. The proposal shows high level of Government ownership and consultation processes. It also specifies the support requested from UN-REDD for implementing its RPP, approved in 2010, in coherence with the support already secured from the FCPF. The Secretariat recommends the Policy Board approves the funding allocation request.

8. Decision of the UN-REDD Policy Board

Decision 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

Decision by the Policy Board:

Comments:

8. Decision of the UN-REDD Policy Board

Rodrigo Mussi Buzarquis
Director of Strategic Planning, Secretariat for the Environment, Paraguay
Co-Chair, UN-REDD Programme Policy Board

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Signature

Ibrahim Thiaw
Director of the Division of Environmental Policy Implementation, United Nations Environment Programme
Co-Chair, UN-REDD Programme Policy Board

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Signature

9. Administrative Agent Review

Action taken by the Administrative Agent: Multi-Partner Trust Fund Office, Bureau of Management, UNDP

☐ Programme consistent with provisions of the UN-REDD Programme MPTF Memorandum of Understanding and Standard Administrative Arrangements with donors.

Administrative Agent:
Bisrat Aklilu, Executive Co-ordinator, Multi-Partner Trust Funds
Bureau of Management, United Nations Development Programme - MPTF Office

…… ……..
Signature Date

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.

*** 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%.

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.