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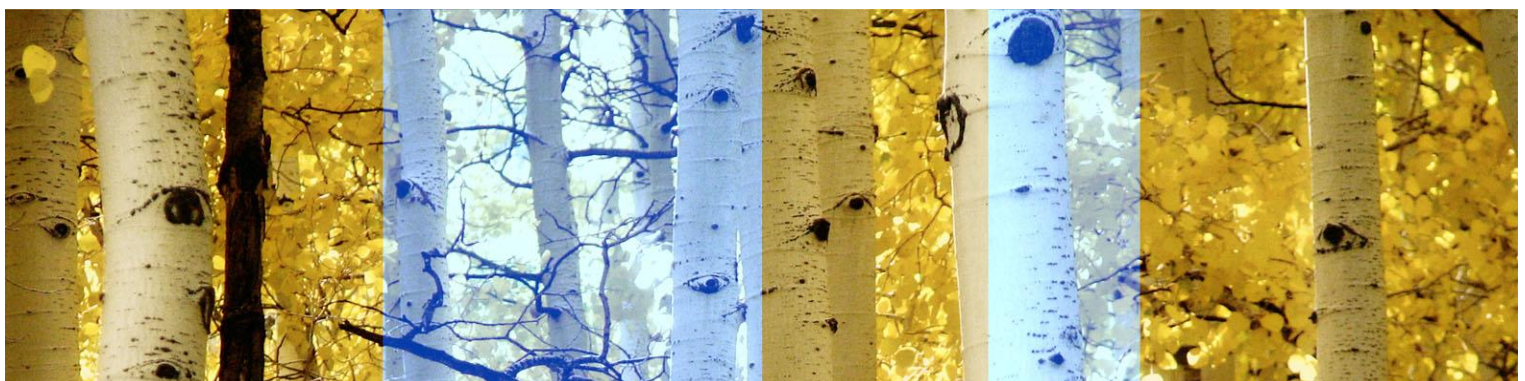
The World Bank

Second Evaluation of the Forest Carbon Partnership Facility

Executive Summary

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1. BACKGROUND TO THE FOREST CARBON PARTNERSHIP FACILITY (FCPF) AND THE SECOND EVALUATION

The Forest Carbon Partnership Facility (FCPF) was launched in 2008 as a global partnership on Reduced Emissions from Deforestation and Degradation (REDD+). The FCPF is under the management of the Facility Management Team (FMT) and the World Bank acts as Trustee to the FCPF.

The objectives of the FCPF, according to the Charter, are:

1. To assist eligible REDD Countries' efforts to achieve Emission Reductions from deforestation and/or forest degradation by providing them with financial and technical assistance in building their capacity to benefit from possible future systems of positive incentives for REDD;
2. To pilot a performance-based payment system for Emission Reductions generated from REDD activities, with a view towards ensuring equitable sharing and promotion of future large-scale positive incentives for REDD;
3. Within the approach to REDD, to test ways of sustaining or enhancing livelihoods of local communities and to conserve biodiversity; and
4. To broadly disseminate the knowledge gained in the development of the Facility and the implementation of Readiness Plans (now known as Readiness Preparation Proposals) and Emission Reduction Programs.

To achieve these objectives, the FCPF consists of two funds: the Readiness Fund and the Carbon Fund. Through the Readiness Fund, Donor Participants provide funding for activities in the REDD Readiness process to build capacity in the REDD Countries in order to create a framework for future REDD+ investments and results-based financing. The Carbon Fund will pilot a Results-Based Framework in selected countries that have made progress in their REDD Readiness. The aim is to achieve long-term sustainability in forest conservation and management. According to the revised FCPF Charter, the Readiness Fund and the Carbon Fund will be terminated on December 31, 2020 and December 31, 2025, respectively.

During the second evaluation period, the Readiness Fund expanded from 37 REDD Countries in July 2011 to 47 countries by December 2014. The REDD Countries represent three geographic regions: 18 from the Latin America and the Caribbean (LAC), 18 from Africa, and 11 from the Asia-Pacific region. There is 15 Least Developed Countries (LDCs) and seven Small Island Developing States (SIDS). By the end of the evaluation period (December 2014), 10 REDD Countries had been invited to the Carbon Fund pipeline and by October 2015 the total number of countries in the pipeline had increased to 17.

The Readiness Fund and Carbon Fund have increased in size during the second evaluation period, with significant contributions as recent as in December 2015. In all, the Readiness Fund and the Carbon Fund have amassed more than USD 1 billion in pledges and committed funds.

The FCPF consists of three categories of participants: REDD Countries, Donor Participants (i.e. donors to the Readiness Fund), and Carbon Fund Participants (i.e. financial contributors to the Carbon Fund). These participants comprise the decision-making bodies of the FCPF: the Participants Assembly (PA) and the Participants Committee (PC). The FMT acts as the Secretariat to the FCPF by administering funds and making proposals to the PC. It facilitates support for methodological development and technical advice to REDD Countries. The World Bank is the Delivery Partner for the majority of REDD Countries in the portfolio. Other Delivery



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Partners include the Inter-American Development Bank (IDB) and the United Nations Development Program (UNDP).

The FCPF is a key player in the global REDD+ architecture along with the UN-REDD Programme, the Forest Investment Program (FIP) and the Green Climate Fund (GCF), among others. Over the last decade, the world has negotiated mechanisms to reduce deforestation with the aim to halt run-away climate change. Prior to the Warsaw REDD+ Framework, the global REDD+ architecture was evolving with a degree of uncertainty. The FCPF, and its well-structured framework for readiness, presented a place to start for many REDD Countries, and a process to follow, responding to the decisions that came out of the climate negotiations. Now as the world moves to implement the Paris Agreement, REDD Countries are developing their Nationally Determined Contributions, of which most feature agriculture, and at least half of the FCPF REDD Countries are expected to feature forestry and land use. The FCPF is well position to respond and support REDD Countries through the implementation of REDD+, and will continue to play a relevant role in the implementation of the Paris Agreement.

According to the FCPF Charter, the Facility is required to carry out periodic evaluations on the effectiveness of its operations. The first evaluation took place in 2011, covering the period from 2008–2011. The Participants Committee (PC) determined the frequency and scope of the evaluations, which should include assessments of the effectiveness of the FCPF governance structure and operations of the Readiness Fund and the Carbon Fund.

2. OBJECTIVES AND METHODS

The specific objectives of the second FCPF evaluation were:

1. To ascertain the results (outcomes and early impacts, intended and unintended) and lessons learned from the program.
2. To assess the relevance, effectiveness, and specific aspects of the efficiency of the program (taking into account the complexity of REDD+ and other limitations), as well as the influence of responses and follow-up actions based on the recommendations of the first evaluation and the global program review by the Independent Evaluation Group (IEG).
3. To provide findings, conclusions and recommendations with a focus on the following: program delivery at the country level, the FCPF's position role and position in relation to other REDD+ initiatives, consistency in operations of the Readiness Fund and the Carbon Fund, and knowledge sharing in the readiness process.

The evaluation matrix, which guided the evaluation, was comprised of ten evaluation questions consistent with the twenty-five questions defined in the original Terms of Reference (Table 1). They were clustered under the five OECD DAC evaluation criteria of relevance, effectiveness, impact, sustainability and efficiency.



Table 1 Evaluation Matrix Questions Clustered under the OECD DAC Evaluation Criteria

Evaluation Matrix Questions
Relevance
1. For what reason did countries decide to join the FCPF in the first place, and to continue the engagement thereafter?
2. To what extent and in what ways has the FCPF responded to countries' strategic priorities?
Effectiveness
3. To what extent and in what ways has the FCPF supported countries in preparing to undertake REDD+?
4. To what extent and in what ways have the various instruments developed by the FCPF been helpful to countries in preparing to undertake REDD+?
5. To what extent and in what ways has the FCPF supported countries' efforts to achieve high levels of stakeholder engagement?
6. To what extent and in what ways has the FCPF supported efforts to involve multi-sectoral actors in countries' institutional arrangements and national dialogues?
7. To what extent and in what ways has the FCPF promoted the sharing of knowledge among stakeholders at national, regional and global levels?
8. To what extent and in what ways has the FCPF responded to the recommendations of earlier evaluations?
Impact, Sustainability and Efficiency
9. To what extent and in what ways has the FCPF contributed to broad and long-term change beyond its short-term effects?
10. How efficiently and effectively have the FCPF superstructure groups performed the roles expected of them?

This evaluation applied a participatory, inclusive and open process throughout the assignment. The evaluation followed the guidance of the OECD DAC (2010) *Quality Standards for Development Evaluation* and other best practices such as the IEG (2007) *Sourcebook for Evaluating Global and Regional Partnership Programs: Indicative Principles and Standards*.

The evaluation drew both on primary and secondary sources of information, using mixed methods to provide responses to the evaluation questions. The data collection methods included:

- an in-depth desk review;
- an online survey;
- interviews (remote and face-to-face);
- an announcement on the FCPF website inviting stakeholder feedback;
- attendance at Participants Committee meetings;
- a country-level stakeholder consultation and engagement process; and
- Field observation to five REDD Countries (Ghana, Madagascar, Mexico, Nepal and Peru).

The Evaluation Team used multiple methods of analysis to build a chain of evidence. The methods included timeline creation, portfolio analysis, quantitative and qualitative analysis of stakeholders' consultations and survey information, and—most importantly for the validity of the results—feedback analysis. Within and across information sources and between data



collection methods, triangulation was used to verify the robustness and generalizability of information obtained. Conclusions for each evaluation question required at least two data sources, with two methods of data collection from more than one evaluator to be considered valid.

3. MAIN FINDINGS AND CONCLUSIONS

The main findings and conclusions are structured following the OECD DAC evaluation criteria for relevance, effectiveness, impact, sustainability and efficiency.

3.1 Relevance

The main findings on relevance were:

The FCPF continued to add value to REDD Countries through its common readiness framework and structured approach to REDD Readiness.

In some countries, the FCPF Delivery Partners (i.e. the IDB, the UNDP and the World Bank) had not integrated REDD+ agenda into their country engagement strategies even if they supported REDD+ through the FCPF.

Most Financial Contributors had common strategic priorities to which the FCPF had responded appropriately.

The main conclusions on relevance were:

One of the key strengths of the FCPF has been the structure and common readiness framework that the Facility has provided REDD Countries throughout the portfolio.

This was especially important during the absence of a global agreement on REDD+ prior to the Warsaw REDD+ Framework adopted in November 2013.

The FCPF has responded to REDD Countries' strategic priorities for forests and climate change by providing financial and technical assistance for their REDD Readiness preparation and implementation. Most REDD Countries acknowledged the importance of the FCPF for its role in kick-starting the National REDD+ Strategy process, stakeholder consultations, and raising awareness.

The FCPF was relevant to most of the Financial Contributor countries, given that their governments' policies have continued to support initiatives that halt and reverse deforestation in developing countries. The FCPF provided an opportunity for Financial Contributors to support the construction of the first multilateral REDD+ Results-Based Framework to be used for piloting incentives for REDD+.

The evaluation observed some weaknesses in the extent to which the Delivery Partners' country engagement strategies were aligned with the REDD+ agenda in REDD Countries.

The FCPF's role as a key player in international REDD processes was strengthened during the evaluation period given the continued acceptance of REDD+ in the UNFCCC. The latest negotiations on the Paris Agreement further reinforced the role of forests and REDD+ in global climate action. This provided a conducive environment for the FCPF to offer lessons from readiness preparation and implementation to international climate negotiations. The FCPF's specific attribution to the global REDD processes cannot be



confirmed with certainty due to the complexity of the international REDD+ architecture and the limitations of the scope of the evaluation.

3.2 Effectiveness

This section on the findings and conclusions on effectiveness is divided into four sub-sections: (1) FCPF's technical support to REDD Countries, (2) stakeholder engagement and multi-sectorial dialogue, (3) knowledge sharing, and (4) FCPF's response to the recommendations of earlier evaluations.

The main findings on FCPF's technical support to REDD Countries were:

The FCPF has provided extensive support in preparing countries to undertake REDD Readiness planning and its initial implementation. For example, the target of 30 Readiness Preparation Proposals (R-PPs) endorsed was exceeded by 15 by the end of Fiscal Year (FY) 2015. Similarly, the number of Readiness Preparation Grant Agreements signed was 35 (in the end of FY15) compared to the target of 30. The expected number of Emissions Reduction Program Idea Notes (ER-PINs) presented doubled (expected 10, achieved 20 ER-PINs by the end of FY15).

The FCPF demonstrated limited effectiveness in supporting countries to undertake the advanced stages of REDD Readiness. REDD Countries presented only nine Mid-Term Review documents to the Readiness Fund compared to this the target of at least 20 reports by the end of FY15. The Facility has also not produced any Emissions Reduction Purchase Agreements (ERPAs) despite targets.

There is a lack of clarity on how Emission Reduction Programs under the Carbon Fund will be financed to ensure that they can yield emission reductions.

The R-PP template was applied extensively across the FCPF portfolio and was a helpful tool in the planning of REDD Readiness.

The Readiness Assessment Framework was viewed as the most helpful tool, providing structure to chart the progress of implementation of REDD Readiness.

The variable quality of data provided by annual country progress reporting across REDD Countries was not suitable for portfolio-level reporting on all aspects of the M&E Framework.

Different stakeholder groups had strong and divergent opinions about the Methodological Framework.

The FCPF has operationalized the Common Approach for Environmental and Social Safeguards, including alignment of safeguard and stakeholder engagement among the Delivery Partner organizations.

There continues to be a disconnect between UNFCCC and FCPF safeguard requirements.

The main conclusions on FCPF's technical support to REDD Countries were:

The FCPF has been effective in kick-starting national REDD Readiness processes in over 40 countries and in building the first multilateral Results-Based Framework for REDD+. This is evident from the number of endorsed R-PPs and ER-PINs presented, as well as the number of signed Readiness Grants, which exceeded the target during the evaluation period.

The FCPF has faced challenges in reaching advanced stages of readiness at the portfolio level and securing investments for the Future Emissions Reduction Programs. Slow disbursements at the country level, lack of understanding of Delivery Partner policies, and coming to terms with technical complexities have led to delays in the FCPF program. The uncertainty on how the required upfront investments for the future



Emission Reduction Programs will be financed has created challenges across the portfolio in managing stakeholder expectations with respect to timing and the availability of funds for REDD Countries. However, it is important to note that the level of progress of the FCPF was assessed against the timelines originally set in the M&E Framework, which can be considered only indicative. The FCPF was initially established as an pilot to test and develop the REDD+ approach in partnership with key stakeholders.

Even if some of the quantitative targets have not been met, the FCPF has generated valuable lessons learnt for developing the REDD+ approach. For example, that key elements of governance need to be in place and sufficient trust must exist among the stakeholders at the country level for results to be achieved.

The FCPF provided a number of useful tools to REDD Countries to navigate the readiness preparation processes. Instruments that have increased the effectiveness of the FCPF include templates (R-PP) and the Readiness Assessment Framework, which have helped REDD Countries to produce standardized information for undertaking REDD+.

While robust, the Carbon Fund's Methodological Framework is viewed as technically challenging among the REDD Countries, whom expect adequate technical support to meet its criteria and indicators. This creates a future challenge to the program given the REDD Countries' concerns on the technical complexity of the Framework.

The FCPF's reporting system did not function to its full potential. Not all data necessary for monitoring, reporting and decision making data were able to be provided across the portfolio. In spite of the fact that the country-level Annual Progress Reports were aligned with the FCPF Monitoring & Evaluation Framework, the quality of reporting from the REDD Countries and Delivery Partners varied significantly. As a result, the FCPF Annual Reports prepared by the FMT could not provide solid portfolio-level analysis on all components. The lack of direct feedback from country-level stakeholders reflected another missed opportunity to harvest information from field-level actors and their experiences with the FCPF.

The operationalization of the Common Approach for Environmental and Social Safeguards contributed positively to the program's effectiveness by allowing support to REDD Countries to be channeled through multiple Delivery Partners (the IDB and the UNDP in addition to the World Bank).

A lack of clarity around the compliance and use of different environmental and social safeguard systems constituted a challenge for the FCPF's readiness implementation. The existence of multiple global safeguard policies for REDD+ (e.g. Institutional: FCPF, Forest Investment Program and Policy: UNFCCC, UNREDD) has created concerns among the REDD Countries about additional work burdens and overlapping efforts to comply with the multiple reporting requirements. It was also unclear to many REDD Countries how to use the social and environmental assessment to support the National REDD+ Strategy formulation.

The main findings on stakeholder engagement and multi-sectorial dialogue were:

There has been an increase in overall engagement of Indigenous Peoples, Other Forest Dwellers and Civil Society Organizations (IPs and CSOs hereinafter) in the FCPF at the global level since the first evaluation.

The implementation of the IP and CSO Capacity Building Program (CBP) Phase II has been delayed, which has led to a limited response to the IP's and CSO's expectations of capacity building.



The budget allocation for the CBP was comparably small, compared to its objectives.

Gender mainstreaming in the FCPF has centered around collecting gender-disaggregated data (i.e. the M&E Framework), while other core aspects of gender mainstreaming (e.g. plans for gender inclusion and gender analysis) have received less or no attention.

Emission Reduction Programs offer the potential for private sector engagement at several levels; however, there is a need to present clearly formulated business cases and that would attract the private sector actors' interest and offer business opportunities to de-risk.

The R-PP effectively documented the institutionalization of REDD+ in national readiness management arrangements. It also provided guidance on how to include multi-sector actors in institutional arrangements.

The main conclusions on stakeholder engagement and multi-sectorial dialogue were:

The FCPF has made concerted efforts to ensure high levels of stakeholder engagement in the FCPF at global, regional and national levels. The FCPF has supported the REDD Countries in engaging stakeholders primarily by fostering participation in FCPF governance as Observers and by providing funding through the Capacity Building Program targeted at IPs and CSOs. The R-PP and ER-PIN formulation processes have constituted an important setting for stakeholder engagement at the country level between the governments and the IPs and CSOs, and also among other multi-sectoral players, such as different ministries.

The FCPF has not achieved systematic gender mainstreaming in the Facility's operations, which is an important shortcoming in the program. The current gender mainstreaming elements of the FCPF focus mainly on basic aspects of equality, such as number of men and women participating in events. However, the different implications of the FCPF actions to men and women have not been analyzed in-depth.

The FCPF has not managed to attract private sector interest and engage effectively across the portfolio. However, challenges in private sector engagement is a common challenge in REDD+ projects and programs across the globe.

In terms of multi-sectoral coordination at the country level, the FCPF had a minor role in most REDD Countries. The R-PP template provided a section and guidance for reporting on multi-sectoral dialogues. However, these mechanisms were internal to the REDD Countries and many of them integrated wider processes in forestry than just REDD+.

Main findings on knowledge sharing in the FCPF were:

The REDD Country Focal Points perceived the FCPF to be a useful platform for knowledge sharing for REDD+.

Although the FCPF Draft Framework Strategy for Knowledge Management and Communications is being implemented, it is based on internal working documents instead of a formal and complete strategy document.

The FCPF has continued providing several opportunities every year for REDD Countries to actively participate in South-South learning in collaboration with other institutions working on REDD+.

Only limited evidence was available to demonstrate how the FCPF measured learning from its knowledge-sharing activities.



The FCPF has increased its visibility and the availability of documents on its website and on social media during the evaluation period. However, materials tailored for different audiences were scarce, including translations.

IPs and CSOs had low visibility in the FCPF website.

Main conclusions on knowledge sharing and communications in the FCPF were:

The FCPF has played an important role in providing useful information for the REDD Countries to carry out REDD Readiness activities. The FCPF has been successful in creating an extensive network of stakeholders for sharing knowledge, for facilitating South-South learning, and an information platform on REDD Countries.

The absence of a formal strategy document for knowledge sharing and communications constituted weakness in the FCPF. Measuring the extent to which the participants' obtained new knowledge would have provided the Facility with useful information to continually develop and enhance the benefits gained from training events, technical assistance and knowledge products.

Main findings on the FCPF's response to the recommendations of earlier evaluations were:

Most recommendations were achieved or partly achieved.

Those recommendations that were not achieved continued to be weaknesses during the second evaluation period.

Main conclusions on the FCPF's response to the recommendations of earlier evaluations are:

The follow-up actions based on the recommendations of the first evaluation strengthened the effectiveness of the FCPF, considering that most of them were either achieved or partially achieved. This accomplishment demonstrated effective decision-making and ownership on behalf of the FMT, PC and REDD Countries for improving the FCPF program.

Those recommendations of the first evaluation that were not implemented relate to some of the current weaknesses in the implementation of the program (i.e. lack of a formal knowledge-sharing and communications strategy and poor engagement with the private sector). These aspects were directly linked to outputs and outcomes in the FCPF Results Chain, constituting a potential risk for future program implementation and its intended results and impacts.

3.3 Impact, Sustainability and Efficiency

Main findings on impact, sustainability and efficiency were:

The FCPF was catalytic in responding to and structuring a program for REDD Readiness.

It is unclear to what extent the FCPF will reduce emissions in the long term, as it has yet to pilot the legal aspects of its results-based framework (i.e. Emissions Reduction Purchase Agreements ERPAs).

Land tenure was viewed as an important prerequisite for successful implementation of REDD+.

The Readiness Fund continued to attract contributions between FY11–FY15.

Poor efficiency in country-level disbursement has affected the effectiveness of the FCPF in supporting REDD Readiness implementation.



The UN-REDD Programme and bilateral programs provided the bulk of co-financing and leveraged resources for REDD Readiness.

The FMT and Delivery Partners provided important technical support to REDD Countries in most cases.

Main conclusions on impact, sustainability and efficiency were:

The FCPF reached a stage where the existing monitoring system does not fully correspond to the current situation in program implementation and the global context. The fact that the FCPF has only achieved approximately half of its expected outcomes has weakened the Results Chain. Each level (output-outcome-impact) is based on the assumption that the expected results of the previous level were achieved.

The FCPF encountered challenges in disbursing funds at the Country level and disbursement rates for REDD Readiness implementation was significantly lower than that which was initially expected. Common internal factors identified as affecting the disbursement pace of the Readiness Fund were related to long approval processes (such as transfer agreements, grant agreements). Technical review processes were also long, however there is general agreement of the added technical value of the reviews. Of relevance to Delivery Partners, multilateral due diligence and safeguard requirements were complicated and difficult to understand for the REDD Countries, particularly with respect to procurement. External factors included previous uncertainty in the international REDD+ architecture (leading to delays before the Warsaw REDD+ Framework was adopted in 2013) and long processes for making decisions in the country (e.g. political issues).

Considerable investments into the development of the world's first multilateral results-based framework for REDD+ have helped to operationalize the Carbon Fund. Even if the Carbon Fund has not yet disbursed financing for Emission Reductions, it has continued to acquire significant capitalization.

The FIP, UNREDD and bilateral programs filled some of the financing gaps for readiness preparation and implementation in the REDD Countries caused by inefficient disbursements, leading to unintentional leveraging responses.

Tailored technical assistance to the REDD Countries improved the efficiency of the program leading to a supply of ER-PINs presented to the Carbon Fund that exceeded its target.

4. RECOMMENDATIONS

The recommendations are clustered under four headings: Readiness Fund, Carbon Fund, both funds, and recommendations for future evaluations, and they are addressed to the Participants Committee, the Facility Management Team, Delivery Partners, REDD Country Focal Points, and Carbon Fund Participants.

4.1 Recommendations Addressed to the Readiness Fund

Continue working on the implementation of REDD Readiness through the structured Readiness Framework of the FCPF. The PC should continue providing the REDD Countries with support for their REDD Readiness preparation and implementation by building on the positive experiences with the FCPF so far.



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Improve the disbursements for REDD Readiness at the country level. The FMT should facilitate the provision of technical assistance upon the request of REDD Countries for the procurement of goods and services (consultancy contracts) for REDD Readiness implementation. Procurement calls for contracting technical assistance could be bundled and sequenced to implement several REDD Readiness components (drivers of deforestation, REDD+ Strategy, SESA/ESMF) by the same provider. This could also reduce the resources needed to oversee the work. Prioritize technical assistance to the countries with the largest undisbursed finance.

Produce useful tools to support the implementation of the SESA/ESMF. The PC should request the FMT to produce guidance on the sequencing of the SESA/ESMF with other components of REDD Readiness implementation, especially for the development of the National REDD+ Strategy. In addition, produce a well-structured SESA/ESMF template with detailed guidance, requirements and steps for implementation. The template could include guidance on how to synergize SESA/ESMF work to comply with Delivery Partner, FIP and UNFCCC safeguard requirements. This work is a priority.

Improve efficiency with greater transparency and accountability. The FMT and Delivery Partners at the country level should work together to ensure that lags between PC allocation and Delivery Partner approval and grant signing are reduced. This is very important for the grant decisions made by the PC for additional financing (USD 5 million). Prioritize FMT and Delivery Partner support to “stranded” REDD Countries where there has been slow disbursement (lags of more than six months) or high undisbursed finance (more than USD 2 million undisbursed after three years). Improve the transparency and accountability of delayed disbursements with actions taken and reasons reported by Delivery Partners to the PC. Appropriate monitoring criteria for disbursement should be set and results placed on the FCPF website. The criteria should also be included in the revised M&E Framework.

4.2 Recommendations Addressed to the Carbon Fund

Review the Methodological Framework and, if relevant, align it with UNFCCC/IPCC methods/systems and guidance with the aim of reducing any additional reporting burdens on REDD Countries for both the Carbon Fund and UNFCCC. Present the results at a PC meeting and Carbon Fund Meeting with an accompanying report.

Include detailed guidance on how to manage consultations during the ER-PIN formulation process, focusing on targeted consultations. The detailed guidance should be presented in the ER-PIN template and as a guidance note that other programs could also use.

Create a private sector program designed to improve private sector engagement, to leverage and scale up private sector commitment and participation in the FCPF. The private sector program could, for example, develop a linkage with the Science Based Targets Initiative. The FCPF could operate the program under the umbrella of the Green Climate Fund’s Private Sector Facility, for instance, or another organization that is resourced to reach out and engage effectively with the private sector. Step up efforts to establish direct partnerships with multinational companies, going beyond consultation for the implementation of Emission Reduction Programs. Provide a clear business case for attracting private sector interest.

Revise the Charter to reduce the minimum threshold of USD 5 million for entry into the Carbon Fund in order to attract interest from smaller potential contributors.



4.3 Recommendations Addressed to both Funds

Strengthen the alignment of Delivery Partner country engagement strategies and the countries' REDD+ agendas. The Delivery Partners should discuss options of how to ensure alignment of Delivery Partner country strategies with national REDD+ agendas. Delivery Partner country management units should report alignments and malalignments of the country engagement strategies with national REDD+ agendas. To improve transparency and accountability, the Delivery Partner Grant Reporting and Monitoring Report could be used as a basis for this.

Continue providing country-tailored technical support to REDD Countries. The FMT should continue to provide REDD Country Focal Points and technical staff with tailored capacity building and technical assistance, especially for matters that can improve efficiency. Technical support could also help REDD Countries to identify options of how to bridge financing gaps in Emission Reduction Project implementation.

Consolidate the reporting system of the FCPF. The reporting system of the FCPF should be strengthened by revising the REDD Country Annual Report template to align it with the updated M&E Framework. The FCPF should continue using the “traffic light” system of the Annual Reports as long as it is aligned with the M&E Framework and completed in the same way by all REDD Countries. The Delivery Partner Progress Report templates should also be harmonized with the M&E Framework. Improve FCPF’s transparency, communication and ability to monitor stakeholder expectations by encouraging national CSOs – and IPs, if relevant – to provide a response to the Country Annual Progress Report. Upload the submission to the FCPF REDD Country page on the FCPF website.

Change the Delivery Partner of the IP and CSO Capacity Building Program and overhaul the Program. The PC should transfer the management of the Capacity Building Program to a Delivery Partner whose internal management rules allow for more flexible administration of a small grants management scheme. The PC should also considerably increase the financing allocated for the Program. Earmark financing to ensure that Observers (from all categories) can apply for projects. Formulate an M&E Framework and Learning Strategy for the Program.

Formulate and implement a Gender Mainstreaming Strategy. The PC should make a decision about the formulation and implementation of a Gender Mainstreaming Strategy, including a work plan and related budget to allow for its effective implementation. Revise the Charter to formalize the Women’s Observer seat.

REDD Countries should **continue working to involve multi-sectoral stakeholders in dialogues and institutional arrangements for REDD+**, especially when preparing and implementing Emission Reduction Programs. Present success cases of multi-sectoral actors within institutions and in dialogues at PC meetings.

Design and implement a Final Knowledge Sharing and Communications Strategy. The PC should endorse a decision to design and implement a complete Knowledge Sharing and Communications Strategy. The formulation process should be outsourced to a specialized organization or company in order to reduce any risk of creating an unnecessary burden on the FMT in managing the Facility. The strategy should be formulated in coordination with other forest initiatives of the World Bank and other Delivery Partners in order to strengthen synergies and harmonize messages. Strengthen the knowledge-sharing dimension of the FCPF to go beyond knowledge sharing and focus on knowledge generation. The Knowledge Sharing and Communications Strategy should include indicators and M&E tools that allow



systematical monitoring of user satisfaction and learning from knowledge products and events.

Revise the M&E Framework of the FCPF. The FMT should request a revision of the M&E Framework (2013) from the PC. The revised M&E Framework should be built on achievable targets based on assumptions with a risk mitigation plan. The new M&E Framework should also produce a monitoring tool that allows any stakeholder to obtain a snapshot of the portfolio-level situation on REDD Readiness implementation in the REDD Countries (i.e. alignment of the FCPF dashboard and the M&E framework). The indicators and targets for the Carbon Fund should be revised to reflect the extension of the Carbon Fund's timeline to 2025.

4.4 Recommendations for Future Evaluations

Implement future evaluations in real-time and under a framework contract. The PC should amend the Charter for evaluations and set up a real-time, independent evaluation under a framework contract in order to assess and provide timely feedback and an opportunity to facilitate learning about the achievements and challenges of the FCPF. In order to facilitate the work of future Evaluation Teams, the FMT, Delivery Partners and REDD Countries should improve the availability of the contact details of key stakeholders. In addition, provide sufficient resources for in-depth field level lessons learning and stakeholder feedback from all continents by increasing the number of field visits and recruitment of local consultants. This second evaluation shows that it is especially challenging to obtain first-hand information from Africa and small islands, due to communication challenges. Ensure that all entities expected to follow up on the evaluations' recommendations, including the PC, provide a systematic response in order to be compliant with OECD DAC evaluation quality standards.

Table 2 provides a summary of the evaluation findings, conclusions and recommendations.



Table 2 Summary of Evaluation Findings, Conclusions and Recommendations

Findings	Conclusions	Recommendations
Relevance		
Evaluation Question 1. For what reason did countries decide to join the FCPF in the first place, and to continue the engagement thereafter?		
<p>REDD Countries recognized that the FCPF contributed to national REDD Readiness processes through its technical and financial support, its emphasis on capacity building, institutionalizing REDD+ at the national level, and its approach to building cross-sectoral, multi-stakeholder processes.</p>	<p>One of the key strengths of the FCPF has been the structure and common readiness framework that the Facility has provided REDD Countries throughout the portfolio.</p>	<p>Continue working on the implementation of REDD Readiness through the structured Readiness Framework of the FCPF.</p>
<p>The FCPF continued to add value to REDD Countries through its common readiness framework and structured approach to REDD Readiness.</p>		
<p>The engagement of Financial Contributors has changed during and beyond the evaluation period for different reasons.</p>		
<p>Most Financial Contributors continued engagement in the FCPF because it was their government's policy to contribute to initiatives that halt and reverse deforestation in developing countries.</p>		
Evaluation Question 2. To what extent and in what ways has the FCPF responded to countries' strategic priorities?		
<p>The FCPF was generally seen as an important program for launching national REDD+ processes in many REDD Countries, and it responded to those countries' priorities for which there had been minor or no delays in the program's mobilization.</p>	<p>The FCPF has responded to REDD Countries' strategic priorities for climate change and forests.</p>	<p>Strengthen the alignment of Delivery Partner country engagement strategies and the countries' REDD+ agendas.</p>
<p>The FCPF did not respond well to all REDD Countries' priorities and needs, and there were several REDD Countries in the portfolio which experienced poor response performance from the FCPF. Examples include Madagascar, with support placed on hold during its political crisis, and Guyana's challenges with its Delivery Partner.</p>	<p>The FCPF was relevant to most of the Financial Contributor countries. The evaluation observed some weaknesses in the extent to which the Delivery Partners' country engagement strategies were aligned with the REDD+ agenda in REDD Countries.</p>	
<p>Slow processes and bureaucratic requirements have been the cause of unmet and partially met expectations by some REDD Countries.</p>		
<p>In some countries, the FCPF Delivery Partners (i.e. the IDB, the UNDP and the World Bank) had not integrated REDD+ agenda into their country engagement strategies even if they supported REDD+ through the FCPF.</p>		



Findings	Conclusions	Recommendations
<p>Most Financial Contributors had common strategic priorities to which the FCPF had responded appropriately.</p> <p>The majority of Financial Contributors expected that the FCPF would perform more efficiently, while several Financial Contributors felt that efficiency was set by REDD Countries.</p>	<p>The FCPF's role as a key player in international REDD processes was strengthened during the evaluation period.</p>	
Effectiveness		
Evaluation Question 3. To what extent and in what ways has the FCPF supported countries in preparing to undertake REDD+?		
<p>The FCPF has contributed to national REDD Readiness with recognizable country-driven benefits. The FCPF provided an opportunity to build capacity, strengthen institutions, share knowledge, receive technical and financial support, and inform and support national processes all around REDD+.</p>	<p>The FCPF has been effective in kick-starting national REDD Readiness processes in over 40 countries and in building the first multilateral Results-Based Framework for REDD+.</p>	<p>Continue providing country-tailored technical support to REDD Countries.</p>
<p>The challenges arising from FCPF support included the efficiency of the Program at the country level, technical issues, complying with Delivery Partner policies, managing expectations, the level of financing (especially for Emission Reduction Programs), and the alignment of the FCPF with other global efforts.</p>	<p>The FCPF has faced challenges in reaching advanced stages of readiness at the portfolio level and securing investments for the Future Emissions Reduction Programs.</p>	
<p>The FCPF has provided extensive support in preparing countries to undertake REDD Readiness planning and its initial implementation.</p>		
<p>The FCPF demonstrated limited effectiveness in supporting countries to undertake the advanced stages of REDD Readiness.</p>		
<p>There is a lack of clarity on how Emission Reduction Programs under the Carbon Fund will be financed to ensure that they can yield emission reductions.</p>	<p>Even if some of the quantitative targets have not been met, the FCPF has generated valuable lessons learnt for developing the REDD+ approach.</p>	
Evaluation Question 4. To what extent and in what ways have the various instruments developed by the FCPF been helpful to countries in preparing to undertake REDD+?		
<p>The R-PP template was applied extensively across the FCPF portfolio and was a helpful tool in the planning of REDD Readiness.</p>	<p>The FCPF provided a number of useful tools to REDD Countries to</p>	



Findings	Conclusions	Recommendations
<p>The ER-PIN template and its formulation process demonstrated national ownership of the document.</p>	<p>navigate the readiness preparation processes.</p>	<p>Review the Methodological Framework.</p>
<p>The ER-PIN template provided no guidance on how to manage uncertainty and stakeholder expectations during formulation consultations.</p>	<p>While robust, the Carbon Fund's Methodological Framework is viewed as technically challenging among the REDD Countries, whom expect adequate technical support to meet its criteria and indicators.</p>	<p>Consolidate the reporting system of the FCPF.</p>
<p>The Readiness Assessment Framework was viewed as the most helpful tool, providing structure to chart the progress of implementation of REDD Readiness.</p>	<p>The FCPF's reporting system did not function to its full potential. Not all data necessary for monitoring, reporting and decision making data were able to be provided across the portfolio.</p>	<p>Produce useful tools to support the implementation of the SESA/ESMF.</p>
<p>The template for annual country progress reporting for monitoring and evaluation was well-structured. The traffic light system made reporting simple, but information and data provided was of variable quality.</p>	<p>The operationalization of the Common Approach for Environmental and Social Safeguards contributed positively to the program's effectiveness.</p>	<p>Include detailed guidance on how to manage consultations during the ER-PIN formulation process, focusing on targeted consultations.</p>
<p>The variable quality of data provided by annual country progress reporting across REDD Countries was not suitable for portfolio-level reporting on all aspects of the M&E Framework.</p>	<p>A lack of clarity around the compliance and use of different environmental and social safeguard systems constituted a challenge for the FCPF's readiness implementation.</p>	
<p>There is one country example (Guyana) where the application of the Methodological Framework will result in two national Forest Reference Emission Levels for a REDD Country. One Forest Reference Emission Level has already demonstrated conformance with the UNFCCC. Another Forest Reference Emission Level will need to be developed to show conformance with the Methodological Framework.</p>		
<p>There are several Methodological Framework requirements that are more restrictive than UNFCCC requirements (e.g. degradation, adjustment of reference levels, and technical assessment process).</p>		
<p>Financial Contributors weighed the time taken between formulating the Methodological Framework with robustness and addressing the complexity of issues as they arose, making the point that this is the first multilateral framework for results-based payments for REDD+.</p>		
<p>Different stakeholder groups had strong and divergent opinions about the Methodological Framework.</p>		
<p>The FCPF has operationalized the Common Approach for Environmental and Social Safeguards, including alignment of safeguard and stakeholder engagement among the Delivery Partner organizations.</p>		



Findings	Conclusions	Recommendations
<p>Apart from the joint efforts with UN-REDD, there is no other evidence that the FCPF has contributed to global standards for REDD+ through the implementation of the Common Approach.</p> <p>Reporting on the Common Approach lacks consistency across the portfolio, creating challenges for portfolio-level monitoring and evaluation of the Common Approach.</p> <p>It is too early to determine the extent to which the IDB and UNDP have implemented the Common Approach, considering that the countries that they are responsible for are only in the early stages of REDD Readiness implementation.</p> <p>There continues to be a disconnect between UNFCCC and FCPF safeguard requirements.</p> <p>REDD Countries required more in-depth, constant and tailor-made support to implement the guidelines on SESA/ESMF, stakeholder engagement, grievance redress and disclosure of information included under the Common Approach. Capacity building was required, especially in terms of how to navigate different safeguard policies at the country level.</p>		
<p>Evaluation Question 5. To what extent and in what ways has the FCPF supported countries' efforts to achieve high levels of stakeholder engagement?</p>		
<p>There has been an increase in overall engagement of Indigenous Peoples, Other Forest Dwellers and Civil Society Organizations (IPs and CSOs hereinafter) in the FCPF at the global level since the first evaluation.</p>	<p>The FCPF has made concerted efforts to ensure high levels of stakeholder engagement in the FCPF at global, regional and national levels.</p>	<p>Change the Delivery Partner of the IP and CSO Capacity Building Program and overhaul the Program.</p>
<p>IP and CSO Observers considered the partnership between them and the FCPF as constructive and positive.</p>		
<p>There was a lack of resources for the Observers to fulfil some of their tasks as described in their Terms of Reference, especially regarding exchanges and communication in the time between meetings.</p>	<p>The FCPF has not achieved systematic gender mainstreaming in the Facility's operations.</p>	<p>Formulate and implement a Gender Mainstreaming Strategy.</p>
<p>The implementation of the IP and CSO Capacity Building Program (CBP) Phase II has been delayed, which has led to a limited response to the IP's and CSO's expectations of capacity building.</p>		
<p>The budget allocation for the CBP was comparably small, compared to its objectives.</p>		



Findings	Conclusions	Recommendations
<p>There is a lack of availability and clarity on the formality of the CBP documentation, including Phase I, which does not allow for an evidence-based assessment of the CBP's achievements against its expected results.</p>	<p>engage effectively across the portfolio.</p>	<p>Revise the Charter to reduce the minimum threshold of USD 5 million for entry into the Carbon Fund in order to attract interest from smaller potential contributors.</p>
<p>There is wide acceptance among all stakeholder groups that FCPF REDD processes at the country level, especially the R-PP formulation, have been rather inclusive.</p>		
<p>The main points of criticism are the lack of involvement at sub-national levels and misunderstandings of what REDD+ benefits are over time.</p>		
<p>The main source for funding for IPs and CSOs to engage in the FCPF at the country level is through the Capacity Building Program.</p>		
<p>The FCPF reporting mechanism does not collect direct feedback from country-level stakeholders beyond the Government.</p>		
<p>Gender considerations are widely mentioned in FCPF guidance documents, but there was limited evidence of full and effective participation of women in country-level actions.</p>		
<p>Gender mainstreaming in the FCPF has centered around collecting gender-disaggregated data (i.e. the M&E Framework), while other core aspects of gender mainstreaming (e.g. plans for gender inclusion and gender analysis) have received less or no attention.</p>		
<p>Emission Reduction Programs offer the potential for private sector engagement at several levels; however, there is a need to present clearly formulated business cases and that would attract the private sector actors' interest and offer business opportunities to de-risk.</p>		
<p>The threshold to join the Carbon Fund (USD 5 million) was considered a barrier for smaller private sector actors to engage in the Carbon Fund.</p>		
<p>Evaluation Question 6. To what extent and in what ways has the FCPF supported efforts to involve multi-sectoral actors in countries' institutional arrangements and national dialogues?</p>		
<p>The R-PP effectively documented the institutionalization of REDD+ in national readiness management arrangements. It also provided guidance on how to include multi-sector actors in institutional arrangements.</p>	<p>In terms of multi-sectoral coordination at the country level, the</p>	<p>Continue working to involve multi-sectoral stakeholders</p>



Findings	Conclusions	Recommendations
National institutions led coordination at the country level, but the extent of their effectiveness was highly variable. Some of the results can be attributed to the FCPF, which provided financial support for national REDD+ institutions.	FCPF had a minor role in most REDD Countries.	in dialogues and institutional arrangements for REDD+.
Taking leadership of cross-sectoral dialogues and processes is political. National institutions leading REDD+ processes are vulnerable to the aftereffects of elections (e.g. institutional restructuring and organizational restructuring).		
The extent of, and approaches to, the involvement of the multi-sectoral actors in institutional arrangements and dialogues for REDD+ are country-specific and vary across the portfolio.		
The formality and reporting on multi-sectoral arrangements was found to be variable during field visits.		
Evaluation Question 7. To what extent and in what ways has the FCPF promoted the sharing of knowledge among stakeholders at the national, regional and global levels?		
The REDD Country Focal Points perceived the FCPF to be a useful platform for knowledge sharing for REDD+.	The FCPF has played an important role in providing useful information for the REDD Countries to carry out REDD Readiness activities. The absence of a formal strategy document for knowledge sharing and communications constituted weakness in the FCPF.	Design and implement a Final Knowledge Sharing and Communications Strategy.
Examples of utilizing FCPF knowledge products existed, but systematic reporting on stakeholder feedback of FCPF knowledge products was unavailable.		
Although the FCPF Draft Framework Strategy for Knowledge Management and Communications is being implemented, it is based on internal working documents instead of a formal and complete strategy document.		
The M&E Framework does not provide a useful tool for monitoring and evaluating the success of FCPF's knowledge-sharing and communications activities.		
The FCPF has continued providing several opportunities every year for REDD Countries to actively participate in South-South learning in collaboration with other institutions working on REDD+.		
Only limited evidence was available to demonstrate how the FCPF measured learning from its knowledge-sharing activities.		



Findings	Conclusions	Recommendations
Stakeholder viewpoints and experiences on the usefulness of the FCPF website and the materials that it contained were divergent, but the opinions were not linked to any stakeholder group specifically.		
The FCPF has increased its visibility and the availability of documents on its website and on social media during the evaluation period. However, materials tailored for different audiences were scarce, including translations.		
IPs and CSOs had low visibility in the FCPF website.		
Evaluation Question 8. To what extent and in what ways has the FCPF responded to the recommendations of earlier evaluations?		
Most recommendations were achieved or partly achieved.	The follow-up actions based on the recommendations of the first evaluation strengthened the effectiveness of the FCPF. Those recommendations of the first evaluation that were not implemented relate to some of the current weaknesses in the implementation of the program.	Implement future evaluations in real-time and under a framework contract
Those recommendations that were not achieved continued to be weaknesses during the second evaluation period.		
Impact, sustainability and efficiency		
Evaluation Question 9. To what extent and in what ways has the FCPF contributed to broad and long-term change beyond its short-term effects?		
The FCPF was catalytic in responding to and structuring a program for REDD Readiness. It is unclear to what extent the FCPF will reduce emissions in the long term, as it has yet to pilot the legal aspects of its results-based framework (i.e. Emissions Reduction Purchase Agreements ERPAs). Joint FCPF-UNREDD templates and guidance improve the potential for globally recognized standards for REDD+. Land tenure was viewed as an important prerequisite for successful implementation of REDD+.	The FCPF reached a stage where the existing monitoring system does not fully correspond to the current situation in program implementation and the global context.	Revise the M&E Framework of the FCPF.



Findings	Conclusions	Recommendations
<p>The FCPF has contributed to improved participatory decision-making processes and governance, especially at the global level.</p>		
<p>Evaluation Question 10. How efficiently and effectively have the FCPF superstructure groups performed the roles expected of them?</p>		
<p>Readiness Fund</p>	<p>The FCPF encountered challenges in disbursing funds at the Country level and disbursement rates for REDD Readiness implementation was significantly lower than that which was initially expected.</p> <p>Considerable investments into the development of the world's first multilateral results-based framework for REDD+ have helped to operationalize the Carbon Fund.</p> <p>The FIP, UNREDD and bilateral programs filled some of the financing gaps for readiness preparation and implementation in the REDD Countries caused by inefficient disbursements, leading to unintentional leveraging responses.</p>	<p>Improve the disbursements for REDD Readiness at the country level.</p> <p>Improve efficiency with greater transparency and accountability.</p>
<p>The Readiness Fund continued to attract contributions between FY11–FY15.</p>		
<p>The efficiency of the Readiness Fund has improved and grants have doubled on an annual basis since 2011.</p>		
<p>The Readiness Fund did not meet its efficiency targets set forth in its M&E Framework (i.e. 60% of countries with a disbursement rate, which is in line with the agreed Readiness Preparation grant).</p>		
<p>The cost-item of REDD Methodology support was lower than expected in FY15 because there were fewer R-Packages submitted than expected.</p>		
<p>Poor efficiency in country-level disbursement has affected the effectiveness of the FCPF in supporting REDD Readiness implementation.</p>		
<p>The criteria for the allocation of additional financing under the Readiness Fund did not take into account the full proposal for improvement under the first evaluation's recommendation on differentially sized grants.</p>		
<p>Carbon Fund</p>		
<p>Contrary to targets and expectations, the Carbon Fund did not disburse financing for emission reductions in FY11–15.</p>		
<p>Developing the procedures and guidance for the Carbon Fund, such as the Methodological Framework and the ERPA Terms Sheet, took much longer than expected. For this reason, outputs against targets such as ERPAs have not occurred yet.</p>		
<p>Outputs</p>		
<p>REDD Countries require compliance with Delivery Partners' due diligence procedures and their national legislation to procure goods and services under the FCPF.</p>		



Findings	Conclusions	Recommendations
<p>Navigating procurement policies and the due diligence procedures of Delivery Partners created a challenge for REDD Countries and commonly led to slower than expected country-level disbursements.</p>		
<p>The level of development of a REDD Country (e.g. middle-income, LDC) had an insignificant impact on the efficiency of their total process time.</p>		
<p>Streamlining processes for signing Grant Agreements and submission of the R-PP demonstrated improvements in efficiency, and REDD Countries that recently joined the FCPF have benefited.</p>		
<p>Leveraging</p>		
<p>Templates for planning programs (e.g. R-PP, FIP Investment Plan template) included guidance and instructions for reporting leveraging and co-financing opportunities at the country level.</p>		
<p>The UN-REDD Programme and bilateral programs provided the bulk of co-financing and leveraged resources for REDD Readiness.</p>		
<p>Inefficiencies in REDD Readiness disbursements and program implementation led to misalignments in the coordination of some national REDD Readiness efforts. There were some cases where bilateral and multilateral programs financed activities initially scheduled for the FCPF, in order to ensure progress on national REDD+ processes.</p>		
<p>REDD Countries and some multilateral staff viewed the FIP as an important program for supporting REDD+ and a core source of financing for filling larger gaps in national REDD+ financing.</p>		
<p>There is ambiguity in reported leveraged financing in FCPF Annual Reports for the implementation of R-PPs and implementation of ERPs. The reported amounts are not consistent with stakeholder interviews or ER-PIN documentation. The discrepancy can be partially attributed to the Annual Country Progress Reporting.</p>		
<p>The Performance of Superstructure Groups</p>	<p>Tailored technical assistance to the REDD Countries improved the efficiency of the program.</p>	
<p>Tailor-made technical support from the FMT contributes to improved efficiency at the country level.</p>		



Findings	Conclusions	Recommendations
The FMT and Delivery Partners provided important technical support to REDD Countries in most cases.		
There is a lack of clarity to what extent the FCPF gets priority for country-level portfolio management across the FCPF portfolio. Financial Contributors expect high priority to be placed on the FCPF because of the technical support needed by REDD Countries.		
There were no annual country reports to the FCPF from the World Bank as Delivery Partner. The IDB and the UNDP were required to provide annual country reports as part of their Transfer Agreements.		



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