

Presentation of the mid-term evaluation of the REDD+ process in the Democratic Republic of Congo at the FCPF 12th Participants Committee at Santa Martha, Colombia 27th June 2012

Opening statements:

- Is there still a sense of urgency or is it becoming business as usual (difference in appreciation between 2010 en 2012)
 - Can we get to the essence of REDD+ and simplify its architecture in an understandable and implementable design of rules and practice? Using as a metaphor the Mondrian abstraction of tree form (1912)
-
- ✓ Independent Mid-term evaluation May 2012 at request of the REDD National Coordination
 - ✓ To report on progress, and seek recommendations to address weaknesses of the process
 - ✓ Using the Standards as defined in the Readiness Package as mirror to report against as well as the DRC planned R-PP

DRC's Ambition:

The High Level Forum that took place October 2011 was a key event in mobilizing a number of Ministries and diplomatic representation at the highest level. It called for a partnership that manifests itself through strong and joint action to transform and strengthen DRC's economy respecting the environment and social development of DRC's people; for an integrated and green economic development. How does this translate itself concretely in REDD+ Readiness and what are the perspectives for such a partnership?

Component 1a: National REDD management and coordination

Leadership is with the Minister of Environment and the REDD National Coordination (REDD NC), which is functioning as a project unit under the direction of the Director for Sustainable Development

The REDD National Committee, with an equal representation of government, civil society and private sector representatives, is not functioning within its mandate: it doesn't provide orientation to the REDD NC and it doesn't commit Government or Civil Society.

The REDD NC facilitates the REDD+ preparation process very well ensuring good communication and broad participation of all stakeholders present in Kinshasa. It has been working at a high speed, working on all components of the REDD architecture at the same time. It can be a challenge to ensure balance between going forward and ensuring broad consensus.

What will become of this REDD National Coordination?

The civil society Working Group on Climate and Forests. It has been involved in many of the preparation activities. Within the Congo Basin context its participation is quite exemplary, even if there are signs of frustration and fatigue. There have been internal disputes and on a

number of dossiers they were, in their own experience, insufficiently consulted by the REDD NC before presenting proposed texts to the National REDD Committee for validation.

Private sector has so far been little involved: the preparations for the Forest Investment Programme operational plans are a first opportunity to practically seek its involvement.

REDD+ preparation is still very much a Kinshasa process, with little capacity developed at the provincial and local levels, with the exception of where there is a REDD+ pilot project or FIP investments.

Assessment: The evaluation mission finds that the REDD+ process is close to *partially meeting the standard* as defined in the R-Package at the **National** (Kinshasa) level. The principal challenges from a process management, coordination and consultation perspective are: 1) a functional National Committee that commits and is capable of mobilizing intersectoral government and civil society; 2) A real decentralization of REDD preparation and future implementation capacity; 3) Continue to ensure a strong National Coordination unit; 4) Ensure good communication and joint learning from early field experience

There were a number of people talked to that suggested to house REDD+ in the Prime Minister's Office following the example of the national AIDS campaign, which would effectively have mobilized the entire government.

There are two sides to the need to decentralize REDD. One, without decentralization at an early stage, REDD in DRC remains a paper tiger disconnected from reality with little direct investment in actually supporting action to reduce DD. However, on the other side REDD+ is still not very concrete and fraught with uncertainties at the international level. There is a risk here of raising expectations too high. At the same time the fragile political context in DRC makes far reaching decentralization a long term process. It is important to establish a good balance here and develop a shared strategy on decentralizing REDD+.

Component 1b: Consultation, participation and outreach

Within Kinshasa quite exemplary with REDD international university, more than 300 civil servants and civil society actors involved the Thematic coordination groups, workshops on a variety of REDD issues and generally intensive interaction between stakeholders.

However, there has only been punctual outreach into the provinces.

There has been insufficient budget for the planned for consultations campaigns, for the Thematic Coordination groups and for the provincial REDD focal points. Within the FCPF funding a larger budget has now been made available for these activities. And, after much effort attracting interest of donors in supporting these activities, Norway has engaged through a new project through UN-REDD mechanism and EU has promised to match these funds.

Assessment: as for 1a. There is a real need to go into the provinces and take REDD out of the capital. There has been reluctance with donors to fund these activities. And maybe it was too early. There is now a, still limited, budget available to increase participation and outreach in this big country. This will produce some first result earliest 2013. However, effective outreach to local community and IP and getting their full participation will only happen during the operational planning of REDD and PES initiatives. All of this will be an iterative process.

Component 2a: Assessment of land use, policy, governance.....

The biggest and most important outcome here is the work done on direct and indirect drivers of DD. It involved a wide variety of actors both locally and internationally and consensus was reached.

Studies on securing tenure linked to the REDD+ process, on the political economy of REDD were carried out. The REDD+ process has been a vehicle to create more cross sectorial awareness about land tenure issues in DRC. Also it helped put the need for Integrated National Land-Use Planning on the governments' agenda. However, the important question remains: *will DRC find REDD to be important enough for REDD to lead these reform processes?* And what will it take for DRC to do so?

This evaluation mission finds insufficient progress on important forest reform agenda's such as the Degree on Local Community Forests that still hasn't been signed and the slow progress on a National Forest Zoning. Within the forest sector these are both key elements for creating an enabling environment for REDD+ strategy development and implementation.

Assessment: Close to the standard in terms of assessment and analyses. However, interest for moving forward on a number of policy reform issues has been raised, but little concrete action or planning at present.

Component 2b: REDD+ Strategy options

A number of planned and un-planned strategy processes are developed. Key words are: Green development, projects based on carbon result, alignment of agriculture sectorial programmes with REDD, policy initiatives for strengthening REDD enabling environment, payment for environment services (PES). There is a broad reflection on how to directly address drivers of DD. Not just in forestry, but in agriculture and energy sectors. There is FIP.

However concrete ideas for REDD+ investment that will address drivers of DD still vague and shallow. There is a real and urgent need for experimenting and demonstrating and there has been a serious delay in starting up the planned REDD+ pilot projects which were to provide real-time experience to inform strategy development.

It is too early for DRC to have a "robust", "approved", "feasible" and "integrated" REDD+ strategy.

Assessment: It will only be feasible to have a full national strategy, responding to the otherwise well-formulated standards for strategy options of the R-Package, after a period of testing, demonstrating and investing in different (sub-) strategy processes. It will only be at the end of the REDD+ Phase 2 of investment that DRC can have a strategy that it is confident about, that has support from across different sectors of government (central and decentralized) and Congolese society and that it has the capacity to implement.

In the very short term, it is important to ensure the Thematic Coordination groups have sufficient resource to do their work on the subcomponents of the National REDD+ strategy.

The REDD NC should elaborate a Framework Strategy by end of 2012 which would propose in general terms the REDD architecture, the areas of REDD investment for 5 years, the areas of government and international community commitment and expected outcomes, including sector policy reforms and successfully addressing drivers of DD. Without real-time investment to the tune of US\$ 100 M / yr during a period of 4 to 5 years and from mainly bilateral and multilateral funding sources, DRC cannot be expected to confidently develop its

REDD+ strategy, including the capacity to implement it. This is all about ***integrated sustainable development***.

Establishing the Multi-donor National REDD+ Fund will be an important and key milestone to move the REDD+ process ahead.

Component 2c: Implementation framework

Much progress has been achieved on establishment of REDD+ registry, system of homologation, information platform (www.rdc-snsf.org). These regulations aim for transparency and accountability. None of these tools and regulations is static and they need to be tested and further developed.

Establishment of a Multi-donor National REDD Fund to be managed for a transition period by UNDP Multipartners Trust Fund. All of these provide important foundation for moving into the REDD Phase 2.

A number of workshops have taken place and a study defining the Status of Carbon and the revenue sharing mechanism has been written. The evaluation mission hasn't had enough time and resource to closely study the depth of analyses. The study lays out the possibilities and implications of classifying emission reductions as either natural resource (sink) or as industrial fruit. There are discussions about how to classify carbon *flow* as investment and how to compensate the party making the effort of investing and/or bearing the opportunity cost. The fundamentals of benefit sharing in DRC, and the Congo Basin at large, need to be well understood and mechanisms tested. The very participation of local communities that have traditional rights to lands, and that may be expected to adopt some land use practices or refrain from others (and then incurring opportunity costs), would be classified as investments.

Assessment: As far as tools and regulations are concerned, DRC is close to realizing the standards as proposed by the R-Package. For defining rights and status over carbon and revenue sharing mechanism, DRC is only at the beginning and shouldn't rush. This mission advises that there is need for experimentation and learning-by-doing through a diversity of REDD pilot projects.

Component 2d: Social and environmental impacts

National REDD social and environmental standards have been elaborated through a wide consultation process led by civil society. The standards are still rather general and need to be further specified and tested real-time.

A SESA has started. The SESA consultant found that the formation of the REDD strategy was insufficiently advanced to develop methodology for environment impact assessment. It is a challenge to implement the SESA at this early stage, but by doing the SESA now it is expected that the SESA will inform strategy formulation.

The REDD NC expects that by the end of 2012 the framework for managing environmental social impacts of REDD initiatives will be fully developed. The evaluation mission feels it may be too early in the process and that whatever will have been developed by end 2012 will need a period of testing and adjusting before it is finalized.

Component 3: Reference level

A partnership of institutes has agreed to work on reference levels. Millennium Institute, International Institute of Applied Systems Analyses (IIASA), UCL (University of Leuven)

and the Permanent Committee for the macro-economic framework within the Ministry of Planning (DRC).

Presently the reference level will be based on actual deforestation rates 1990-2000 and 2000-2010. UNEP has supported work in formulation development scenarios.

Both the work of defining drivers of deforestation and the wall-to-wall mapping done by OSFAC have provided a solid base of information. The inclusion in the national household survey of socio-economic questions related to land-and-forest-use will provide important information.

The REDD NC is confident that by the end of 2012 (draft) framework reference level scenarios will have been developed.

Assessment: The reference level should be developed to the level of *partially meeting the standard* by end 2012.

Component 4a: National Forest monitoring systems

Work in progress. National Forest Inventory, MRV and monitoring of national forest cover. All integrated into existing departments of the Ministry of Environment. Emphasis has been on training and developing capacity. The REDD NC expects that by mid-2013 there will be a solid base to continue the full development, including testing and capacity building (process of 5 years).

Assessment: by mid-2013 DRC will have reached the level of *partially meeting the standard*.

Component 4b: Information system for multiple benefits, governance and safeguards

This is work in progress. The activities under Components 2c and 2d are directly contributing to this.

Specifically on FPIC, DRC has adopted the principles of FPIC. A draft FPIC guide has been developed. Ensuring a culture of practicing the principles of FPIC is being monitored and some pragmatism is applied as to at which moment in the project cycle to apply FPIC.

Assessment: this mission could not establish the level of meeting the R-Pack standard.

Conclusions:

Readiness when and for what?

The DRC REDD process clearly proves the need to extend preparation far into the investment phase. This mission proposes that it is important to maintain momentum, and that a national REDD+ strategy, including institution capacity and functional tools, needs a prolonged period of investment, testing and experimentation. Thus an important overlap of REDD Phase 1 (preparation and design) into Phase 2 (Investment and construction).

This mission has proposed a number of measures that should be taken before DRC should seriously move into phase 2. These have to do with institutional and sector policy issues. The need for decentralization stands out.

On many other issues it is better to take an approach of *making hast slowly* and taking time rather than cutting corners.

A combined Phase 1 and Phase 2 would consist of:

- ✓ Construct based on real-time experiences, demonstrate and experiment
- ✓ Invest in enabling framework and sector policy reform
- ✓ Invest in programmes that directly address drivers of DD
- ✓ Develop capacity at all levels
- ✓ Test benefit sharing mechanisms
- ✓ Ensure strong multi sectorial commitment en engagement
- ✓ Finalize the REDD strategy, the reference level, and tools for monitoring, verifying and reporting

The Framework REDD Strategy to be presented end 2012 should formulate clear outcomes and expected levels of excellence (standards) for the different components.

Concluding remarks:

Coming back to the opening questions: is there still a possibility for urgency and will the REDD+ architecture for DRC be simplified?

For urgency we need to see real commitment with DRC Government for policy reform and with donor's community to invest. Both need to be confirmed during the coming 6 months.

For REDD+ architecture, this remains a big challenge. If we just look at the Standards as defined for the R-Package, they become complicated, long and very detailed for the sub-components of MRV, safeguards and reference level. The challenge is for meetings like this FCPF Participants Committee to take a real look in the mirror if it wants to give DRC a change.

Annexes:

Evaluating standards Readiness Package DRC

Assessment by the mid-term evaluation of the issues that were raised by the FCPF Participants Committee when it approved the FCPF funding to R-PP of DRC.

Table: DRC Mid-term evaluation of REDD+ process; evaluating Standards R-Package for DRC

Standards R-Package	Assessment level of achievement DRC June 2012
<p>1a. National REDD management arrangements</p>	<p>DRC is <i>now partially meeting standards</i></p>
<p>National REDD+ institutions and management arrangements are substantially and consistently engaging key stakeholders, and consistently and transparently sharing information; are leading the national readiness process, based on a formal mandate and with sufficient budget; and are demonstrating capacity to influence the design and implementation of national policies relevant to REDD+, including across sectors and different levels of government.</p> <p>Institutions and arrangements are effectively supervising technical preparations relevant to REDD+; and have the capacity to receive and manage REDD+ funds from various sources.</p> <p>A mechanism for feedback and grievance redress is functioning, and its relationship to the national REDD+ management arrangements is clear.</p>	<p>Sectorial ministries and civil society consistently engaged in the preparation process (level of Kinshasa) and there is transparent sharing of information. Local communities and private sector will only be meaningfully engaged when detailed operational planning for projects and investment is done. Engaging decentralized levels of government and civil society still weak.</p> <p>The Thematic Coordination groups are a great mechanism for broad participation, but have not yet functioned to full potential.</p> <p>It is the REDD National Coordination team and Minister of environment who lead, not the National REDD Committee. There has to-date been no effective institution that supervises, but because of open and consistent communication and sharing of information the preparation process can generally be classified as sound and consensual.</p> <p>The REDD NC is properly managing preparation funds. Preparations are now underway to set up a Multi-donor National REDD Fund to be managed temporarily by UNDP awaiting the setting-up a national institutional arrangement for managing the National REDD fund.</p> <p>A grievance committee has been created / a Risk Monitoring Committee has been created by ministerial degree.</p>
<p>1b. Consultation, Participation, and Outreach</p>	<p>DRC is <i>now reaching Standard R-Package</i> at national (Kinshasa) level by end 2012; at provincial and local levels by 2014.</p>
<p>Consultations with key stakeholders at the national and local levels are well---advanced, efficient and transparent; facilitate timely access to information in a culturally appropriate form (including language); and build consensus, respecting Indigenous Peoples’ traditional decision---making processes and taking into account gender issues.</p> <p>Outcomes of consultations with key stakeholders are publicly disclosed, and are fully taken into account in REDD+ management arrangements and REDD+ strategy development and implementation.</p> <p>Participatory approaches are being used throughout major Readiness activities and are an integral part of all nine R---Package components.</p>	<p>At national level many people informed and educated on REDD+.</p> <p>Consultation: national level well advanced; local level limited and only where there are REDD+ pilot activities. Principles of FPIC accepted, discussions on-going on when to apply FPIC in the project cycle and a draft FPIC Guide is available. The delay in funds available from CBFF for REDD pilot projects has limited direct consultation with local and IP.</p> <p>A REDD+ information and communication campaign is being developed and a budget should be available before end 2012 for its implementation in the provinces and at local level.</p> <p>Outcomes are fully disclosed and participatory approaches are used</p>

	throughout, with a high level of civil society participation.
2a. Assessment of Land Use, Land Use Change Drivers, Forest Law, Policy and Governance	DRC could reach Standards R-Package by end 2012
<p>A comprehensive assessment building on work conducted during the R--PP formulation phase for this component is presented.</p> <p>A complete analysis of recent historical land use trends and assessment of relevant land tenure, natural resource rights and governance issues, is used to prioritize key direct and indirect drivers to be addressed by the programs and policies included in the REDD+ strategy, and establishes systematic links between key drivers and REDD+ activities.</p> <p>Action plans to make significant progress in the short---term towards addressing relevant land tenure, natural resource rights and governance issues in priority regions related to specific REDD+ programs, outline steps and identify required resources.</p> <p>The assessment identifies implications for forest law and policy in the long--term.</p>	<p>Great work done around building consensus on drivers of DD. Other studies identified in the R-PP have been executed and are considered to be of high quality, but the findings of these studies still need to be exploited and debated. A comprehensive analysis has been made and there is general understanding of key drivers of DD.</p> <p>Actions plans to address relevant issues such as tenure and carbon status and governance issues have not yet been made.</p> <p>No assessment of implication for forest law and policy available yet and although there has been general progress in forestry reform (mainly linked to concession management and control) little progress has been made on forest policy reforms that are directly relevant to REDD+ (Local Community Forests and forest zoning plan).</p>
2b. REDD+ Strategy Options	DRC should partially meet standards by early 2013 , should aim to fully meet the Standards R-Package by end 2016
<p>Robust and vetted REDD+ strategic options that address prioritized direct and indirect drivers of deforestation and/or forest degradation, are presented.</p> <p>Options are deemed feasible on the basis of a comprehensive assessment of their feasibility from a socio---economic, political and institutional perspective, costs and benefits in relation to people’s livelihoods and biodiversity, and major risks associated with the specific REDD+ strategy options (e.g., leakage, environmental and social risks identified through the SESA) and ways to manage and mitigate them.</p> <p>Options are fully integrated with relevant development policies and strategies and include budgeted action plans for implementation.</p> <p>Major inconsistencies between the objectives of the REDD+ strategy and policies or programs in other sectors (e.g., transport, agriculture) are fully understood, and ways to address and work to resolve such cross---sectoral planning competition and incentives are identified.</p>	<p>Quite a number of strategic options are being developed. But still too early for a comprehensive strategy. And concrete ideas for investment still rather vague.</p> <p>Too early for comprehensive assessment of feasibility, there is a real need to for building experience based on real-time REDD+ activities first.</p> <p>The Forest Investment Programme should by end 2012 have developed detailed plans and budgets. For other REDD+ investments (in enabling environment, subnational and project level carbon initiatives and payment for environment services) detailed plans (including local consultations) and budgets can be made in 2013.</p> <p>To integrate REDD+ into agricultural programmes, there is a process of aligning existing agricultural programmes to REDD+. Still is still at the early stage. Confident integration of REDD with relevant multi-sectorial development policies needs an investment phase first. Too early now.</p> <p>DRC could have a preliminary framework REDD+ strategy by early 2013, thus partially meeting standards. However to fully meet the standards there is need for experimentation to inform detailed strategy formulation and to</p>

	<p>fully integrate REDD+ into broader multi-sectorial development there is need for more time and investment in enabling activities. Therefore this mission finds that a REDD+ National Strategy that fully responds to the standard of the R-Package should only be expected after a first investment phase (towards end of 2016) when the enabling framework will have been strengthened, the opportunity for REDD+ will have been fully grasped and understood by brought government (central and provincial) and after return and integration of field experiences into the national strategy. A National REDD+ framework investment strategy will define with confidence streams for investment.</p>
2c. Implementation Framework	<p>Except for revenue sharing arrangements, DRC could reach standard R-Package by end 2012.</p>
<p>Legislation and/or regulations related to REDD+ programs and projects have been adopted, which define, e.g., the process for participation in programs, carbon rights, distribution of benefits, financing modalities, and procedures for official approvals.</p> <p>The system is transparent and equitable.</p> <p>A national geo---referenced tracking system or registry is operational and manages information on the location, ownership, carbon accounting and financial flows for sub---national and national REDD+ programs and projects.</p> <p>Gaps still remaining in the framework, including legal and/or regulatory changes, have been clearly identified and the associated resource needs estimated.</p>	<p>As far as tools and regulations are concerned, DRC is close to realizing the standards as proposed by the R-Package. For defining rights and status over carbon and revenue sharing mechanism, DRC is still at the beginning and shouldn't rush. This mission advises that there is need for experimentation and learning-by-doing through a diversity of REDD pilot projects.</p> <p>The systems being developed are transparent and use open-source technology. The registry is geo-referenced.</p> <p>For the time being it is the REDD National Coordination, together with OSFAC (an NGO) that manage the registry and geo-referenced platform. There is no comprehensive vision yet where to house the registry and who will manage the whole process of homologation and of the geo-referenced information system.</p>
2d. Social and Environmental Impacts	<p>Expected level of partially meeting the standard by end 2012</p>
<p>All of the necessary institutional arrangements for coordinating the integration of environmental and social considerations into the REDD+ readiness process via the SESA are in place.</p> <p>Applicable safeguard issues are fully addressed via relevant studies or diagnostics.</p> <p>Key actions to address social and environmental impacts (both positive and negative) in relation to the most feasible responses to the identified drivers of deforestation and/or forest degradation are prioritized and fully integrated into the REDD+ strategy.</p> <p>An ESMF is in place for managing environmental and social risks and</p>	<p>There has been a large participatory process for defining, still in general terms, environment and social standards. The theory work on SESA has only just started – but is expected to yield by end 2012.</p> <p>Institutional arrangements still need to be defined.</p> <p>The work on social and environmental impacts, and how to manage them, will be an iterative process and it can be expected to continue into 2013 and 2014.</p> <p>ESMF???</p>

potential impacts during the REDD+ strategy implementation phase.	
Component 3: Reference Emissions Level/Reference Level	Expected level of <i>partially meeting the standard</i> by end 2012
<p>A preliminary sub-national or national forest reference emissions level (REL) or reference level (RL) is presented using a clearly documented methodology based on a step-wise approach.</p> <p>Plans for additional steps and data needs are provided, and the relationship among sub-national and the evolving national reference levels is demonstrated, using geo-referencing.</p> <p>REL/RL is built to reflect the priority identified drivers of deforestation and/or forest degradation, and forest carbon conservation and enhancement (if applicable), the main programs or policies of the REDD+ strategy, and the monitoring system; and demonstrate a significant step towards an evolving operational system.</p> <p>Relevant national circumstances (with supportive data and arguments) proposed as adjustments to the REL/RL are credible and defensible; and evidence is provided that the REL/RL has undergone public consultation and peer review.</p>	<p>A preliminary national RL, reflecting priority drivers of DD, can be expected to be presented by end 2012. A number of renowned international institutions have been mobilized to support DRC in this work and there are prospects to house the RL and scenario monitoring in a Macro-economic monitoring unit in the Ministry of Plan.</p> <p>Plans will then be provided for additional work (into 2014), producing more supportive data and ensuring consultation and peer review. And providing linkages between national and sub-national levels.</p>
4a. National Forest Monitoring System	Expected level of <i>partially meeting the standard</i> by mid-2013
<p>The design and early implementation, on a stepwise basis, of an eventual coherent operational system of measuring and reporting changes in deforestation and/or forest degradation, and forest carbon conservation and enhancement activities is documented.</p> <p>The system's capability of monitoring the specific REDD+ activities prioritized in the country's REDD+ strategy is demonstrated; a clear rationale and analytic work defending the selection of methods used or proposed, and the system's resolution, coverage, and accuracy, and the carbon pools included, is provided.</p> <p>An action plan to develop a full operational system over time is presented, including institutional arrangements, required capacities, training, hardware/software, and budget.</p> <p>The system includes the capacity to assess displacement of emissions (leakage), and early results are presented.</p> <p>Relevant government agencies or institutes, local communities and/or civil society, and the private sector are participating and are consulted in the development and implementation of the system, as appropriate, as well as</p>	<p>Work in progress. National Forest Inventory, MRV and monitoring of national forest cover. All integrated into existing departments of the Ministry of Environment. Emphasis has so far been on training and developing capacity. The REDD NC expects that by mid-2013 there will be a solid base to continue the full development, including testing and capacity building (process of 5 years).</p> <p>The action plan will be developed by mid-2013.</p> <p>The work on MRV and national forest cover monitoring is integrated from the beginning in the relevant departments of the Ministry of Environment. So</p>

<p>any potential verification of its results. Transparent means of publicly sharing forest and emissions data are presented and are in at least an early operational stage.</p>	<p>far civil society or local communities have not yet been involved.</p>
<p>4b. Information System for Multiple Benefits, Other Impacts, Governance, and Safeguards</p>	<p>Level of meeting this standard has not been established.</p>
<p>Country has identified priority non-carbon aspects of REDD+ implementation and put in place a transparent system for monitoring and reporting consistent and periodic information on these aspects. Information is made available for agreed national priorities, covering, e.g., key quantitative and qualitative variables about impacts on rural livelihoods, conservation of biodiversity, ecosystem services provision, key governance factors directly pertinent to REDD+ implementation, and the implementation of safeguards, paying attention to the specific provisions included in the country's ESMF.</p>	<p>Elements to meet these standards are being developed under other sub-components of 2c., 2d. Principles of FPIC adopted by DRC.</p>

Assessment by the mid-term evaluation of the issues that were raised by the FCPF Participants Committee when it approved the FCPF funding to R-PP of DRC.

The FCPF Participants Committee provided feedback for DRC to improve its final R-PP, through resolution PC5/2010/1. The comments have been addressed in the final version of the R-PP, delivered to the FCPF FMT in July, 2010. The table below presents the issues highlighted by the PC and the response provided in the final R-PP.

Issue	Response in the revised R-PP	Assessment mid-term evaluation
<p>Clarify how feedback from various stakeholder groups would be gathered and how they would feed into the REDD+ Strategy design process.</p>	<p>For every possible REDD+ Strategy Option identified, a Thematic Coordination Group (TCG) will be established with the goal of checking the ToR for relevant studies, providing comments and exploring lessons from pilot projects, mobilizing the required expertise and carrying out consultations to build the case for the option. Each TCG will be facilitated by a member of the National REDD Coordination and will bring together relevant experts and stakeholders from public administrations, NGOs and civil society, private sector and other partners. They will be set up in an open and transparent manner, during a workshop to be held in September 2010, gathering relevant Ministries and stakeholders of REDD+ national process. The list of all TCG and their associated leaders will be formalized by the Ministry of the Environment. The box on page 64 clarifies this work.</p>	<p>The Thematic Coordination Groups, initially numbering 30 and early 2012 brought back to 16 Technical Coordinations (TCs), are a great asset of the DRC REDD+ process and provide for the opportunity for broad participation in the definition of REDD+ strategy elements or sub-components. A total of some 300 civil servants and civil society members are participating.</p> <p>The TCs haven't had the resources needed to allow them to work. They have all developed Terms of Reference for their groups. So far the groups have produced little real output, apart from enthusiastic participation & learning and being the advocates of REDD+. There is a general feeling of frustration.</p> <p><u>Assessment:</u> The groups have been too ambitious asking for large operational budgets, including the need for field visits. Too little budget had been available; a new funding promised by Norway will provide some level of funding to the TCs. It is generally recognized that progress on REDD+ Strategy development needs the TCs to function and contribute. The mid-term evaluation mission found that in addition to financial resources, the TCs will need professional facilitation services and will need to be provided with sufficient technical and analytical information for them to work effectively and produce proposals of a minimum quality standard.</p>
<p>While the R-PP proposes the creation of many new institutions at national and provincial levels, the R-PP should better articulate if and how the mandates of existing institutions could be adjusted to take on these new roles.</p>	<p>The R-PP clarifies that most REDD+-related tasks will be assured by existing institutions (on page 66 the word "organ" is replaced by "function", to highlight this point). The upcoming analysis on the implementation framework and revenue distribution should identify concrete options to streamline the process and minimize the creation of new institutions. The R-PP notes, however, that in many cases existing institutions will need to be reinforced to take on new roles since new REDD+-specific functions will emerge.</p>	<p>This issue is still very valid today (June 2012) and the mid-term evaluation found that there are different views on what, where and how to integrate REDD+ into existing government departments and programmes. It should be recognized that the REDD National Coordination, together with the Minister of Environment, has been effective in reaching out to many different sectors and actors and that it has been able to do so, because it functioned as a "project unit" outside the Ministry. For the national Forest cover Monitoring and MRV capacity, these are being fully integrated</p>

		<p>into existing departments of the Ministry of Environment.</p> <p><u>Assessment:</u> The mid-term evaluation established that many stakeholders raised the need for reviewing the institution linkages for REDD+ at the highest Government levels. Furthermore the need to define that role of the REDD NC during the next phase, a combined preparation and investment phase, of the REDD+ process in DRC. This in light of the need to allow for time to developing national capacity at the right place and also in relationship to the Multi-donor National REDD Fund that is in the making.</p>
<p>Clarify the role of civil society or organizations and local communities in the national MRV system. Their capacity need should be included in the capacity building strategy.</p>	<p>The R-PP (pg. 22) states that "(...) civil society will play a role in data monitoring and validation". The REDD Coordination also clarified that Component 4a should be considered in its context: the R-PP details a strategy for a national MRV system able to monitor and report GHGs emissions and removals at the national and sub-national levels. This system should allow DRC to monitor its forest cover and report on it. However, this is not the Monitoring system that DRC will use to implement and monitor its REDD+ policies and measures. Civil society should play a key role in the monitoring of the implementation of the REDD+ policies and measures. The details of the monitoring system of REDD+ policies and measures are yet to be further developed in DRC.</p> <p>The following changes to the R-PP also clarify the participation of civil society in the MRV system:</p> <p>- p84: "As much as possible, work will be carried out in close relation with the local communities, civil society under the coordination of GTCR, different government agencies and institutions and the private sector. The local communities can offer support to the DIAF and DDD with regard to the verification of some data and activities in the field. Civil society under the coordination of GTCR will be involved in training, implementing the SLMS system and verifying certain data and activities in the field. The role of private sector, local communities and indigenous people in field measurements will be clarified between stakeholders (cf. Box page 22)."</p> <p>- p93: "Measurement, associated with producing basic data, will be provided by the State, probably in cooperation with other partners. From the national to the local level, State agents and probable partners will be responsible for collecting information according to</p>	<p>The emphasis so far has been on working with departments of the Ministry of Environment. There is a need to distinguish here between International Civil Society and Congolese Civil Society.</p> <p>Generally the INGOs are involved in the field and policy work regarding MRV because they also have funding from their own sources and because they have the technical capacity and operational field projects in which MRV is developed and tested.</p> <p>The Congolese NGOs have at this early stage of developing MRV not been involved in a structured manner. The GTCR stated during the evaluation not to be aware on the state of development of the MRV. And the GTCR was wondering to what extent participatory mapping would be integrated as a principal component of the national MRV system.</p> <p>Local communities may become involved when testing MRV in the field in the REDD+ pilot projects.</p> <p>It should be noted that the work of developing the MRV system, piloted by FAO, is only just starting. During the past year much work has been done on training, in developing the TerraCongo and www.rdc-snsf.org information system and that a skeleton of a system is expected to be developed by mid-2013. Hence the need for greater involvement of Congolese Civil Society and local communities.</p>

	<p>different methods (observations, surveys and polls, studies of official records, etc.). To each indicator corresponds a labeled form specifying the methods for gathering data (source, method, responsible, period, perimeter and exact data definition, etc.). Various REDD+ stakeholders might be mobilized for this process, particularly local communities, indigenous people and the private sector, which are experienced in managing the flow of local and national information to manage their projects or business. The modalities of such partnerships still remain to be discussed and clarified.”</p>	
<p>The budget should clearly indicate what priority activities will be financed by FCPF & UN-REDD. In addition, the national strategy for mobilizing additional resources for the REDD+ Readiness process and the fiduciary arrangements for the management of these funds should be clarified.</p>	<p>Annex 5 has been added to the R-PP. It presents a chronogram of activities, detailing what will be carried out, timing and sources of funds. Basically, UN-REDD and FCPF support should finance priority activities, as well as key coordination components to ensure coherence and continuity of the process. UN-REDD support was also targeted to most urgent activities since it is expected to come earlier than that of the FCPF. The activities requesting co-financing at this stage are planned for 2011 or 2012. Thus, the approved support from UN-REDD and FCPF secures the implementation of the readiness plan for the year 2010, most of the year 2011, and secures the overall coherence of the process up to December 2012.</p> <p>Concerning the extra financing required to complete the R-P, an action plan to raise funds was prepared and endorsed by the Minister of Environment. A donor roundtable is planned for early September 2010, to sensitize donors on financial needs for the process. Finally, the CBFF (Congo Basin Forest Fund) has given positive signal and shall be requested to complete the co-financing gap by the end of the year 2010.</p>	<p>The partnership between FCPF and UN REDD in supporting DRC in its REDD+ preparation process has worked very well. The mid-term evaluation, however, notes that UN REDD has been the stronger partner and has had to pre-finance a number of activities that were foreseen to be funded in the FCPF budget. This due to delays and blockages in FCPF fund availability.</p> <p>This re-enforces the need for working in partnership so that if one can't always deliver on time, the other can keep the process going.</p> <p>Mobilizing extra financing for the R-PP has been quite a frustration to the REDD NC and the Minister of Environment. Potential donors have generally shown little flexibility and little sense of urgency to support to DRC REDD+ process with additional funding. However, bids and pieces have been ensured by a variety of international partners. The CBFF has not delivered as promised and has been evaluated in February-April 2012.</p> <p>There are high expectations on the Multi-donor National REDD Fund that is in the making and that will be managed, temporarily, by UNDP.</p>