

## **Forest Carbon Partnership Facility (FCPF) Readiness Mechanism Readiness Preparation Proposal (R-PP) External Review Template**

interim, September 10, 2009, from Program Document FMT 2009-1, Rev. 3)

### **Review of DRAFT R-PP: Madagascar**

Reviewer: Jürgen Blaser (lead) + 6 reviewers

Date of review: March 7, 2010

*Objectives of a Readiness Preparation Proposal (condensed directly from Program Document FMT 2009-1, Rev. 3)*

*The purpose of the R-PP is to build and elaborate on the previous Readiness Plan Idea Note (R-PIN) or a country's relevant comparable work, to assist a country in laying out and organizing the steps needed to achieve 'Readiness' to undertake activities to reduce emissions from deforestation and forest degradation (REDD), in the specific country context. The R-PP provides a framework for a country to set a clear roadmap, budget, and schedule to achieve REDD Readiness. The FCPF does not expect that the activities identified in the R-PP and its Terms of Reference (ToR) would actually occur at the R-PP stage, although countries may decide to begin pilot activities for which they have capacity and stakeholder support. Instead, the R-PP consists of a summary of the current policy and governance context, what study and other preparatory activities would occur under each major R-PP component, how they would be undertaken in the R-PP execution phase, and then a ToR or work plan for each component. The activities would generally be performed in the next, R-PP execution phase, not as part of the R-PP formulation process.*

### **A Summary of Comments of the Technical Advisory Panel Regarding the DRAFT REDD Readiness Preparation Proposal (Draft R-PP) submitted by the Government of Madagascar**

Madagascar, the second biggest island in the tropics after Borneo, has all the principal tropical biomes represented in a relatively small area: tropical humid, semi-humid, semi-dry, tropical dry and tropical-temperate (mountane). The world's largest remaining intact tropical semi-arid and arid forests are found in Madagascar. There are also large areas of grassland and shrubs. The state owns the majority of the forests.

Over the past 6 centuries, the country's development was based on deforestation and forest degradation and, more recently, since the 1960s. While the estimated forest area at the end of 1950s was about 18 million hectares, recent studies in 2005 estimate the remaining area to about 9.7 million hectares, out of which about half is humid tropical forest, 29% tropical dry forest, 18% are dry thorny forests and 3% mangroves. While the deforestation rate in the period of 1980-2000 was around 1% in average, forest loss has diminished since then, to roughly 50,000 hectares of deforestation (0.4%) and a considerable larger area of forest degradation each year. Traditionally, deforested areas ended up as low productive rotational agriculture (estimated to be about 80% of the deforestation area), charcoal, infrastructural development and mining areas. The main drivers of forest degradation are the production of firewood and charcoal, illegal logging and uncontrolled grazing of domestic animals in forested areas.

The high poverty rate of the rural and urban population, the frequent use of fire to deliver nutrients to the traditional paddy-rice fields and the use of fire to express political discontentment, combined with low public investment in forestry, low profitability of agriculture and poor suitability for agriculture of

remaining forestland contributed to the decline in forest loss. Despite of considerable investments in safeguarding the unique biodiversity of Madagascar with significant support by external resources, one has to assume that the trends in deforestation and degradation will continue if the specific socio-economic context and the unclear land-use and tenure aspects cannot be adequately addressed.

Madagascar is a promising candidate to use international funds to reduce forest carbon emissions. It has initiated over the past decade activities to address wider forest land-use concepts, community forestry and environmental service programs, all of them, however, remain in an initial stage; they have the potential to be strengthened through carbon funding. With appropriate support, Madagascar could increase the forest managed area at decentralized level and start to address the core problem of DD. Much forestland has low opportunity costs. Since deforestation and degradation rates have been declining over the past years, REDD+ efforts can re-enforce this initial trend, particularly if poor rural communities are being empowered through REDD+ policies and larger social and environmental co-benefits can be generated. Long-term political commitment, however, is key for success.

The TAP's assessment is the Draft R-PP provides a first basis for the Malagasy government to move into the direction to implementing readiness activities. The proposal, however, needs to be improved, in order to address the real potential of REDD+ in Madagascar: It needs to be more focused on the existing drivers of deforestation and forest degradation and more centered to implementation within the direct users of the resources as part of a larger low carbon development strategy. As the proposal stands now, it tries to address all land-use based carbon issues and tackle them singly from a REDD+ perspective.

The TAP team congratulates the Madagascar team for preparing this draft version of the R-PP and for having dedicated considerable efforts. The comments made in the present TAP review are expected to provide guidance to the Madagascar REDD team in further developing their R-PP prior to the formal submission to the FCPF Participants Committee. The TAP lead reviewer and the local TAP reviewer in particular remains available to continue discussions with the Madagascar on how to address the assessments and recommendations provided in the present document.

In general terms, the Draft R-PP document is well presented, rich of information, clear and precise in its messages. It is a good starting point and can be easily complemented with more detailed planning elements, such as clearer work plans, TORs for the main institutions and studies, an effective road map for the design of a feasible REDD+ strategy that is properly embedded in the forest policy and overall development strategy of the country and accompanied by a realistic budget for each standard to be reached. The document is rich in useful background information, nonetheless, it lacks in certain section on analytical rigor and it only gives limited orientation on the pathway to reach REDD+ readiness.

Among the main **strengths** of the submitted Draft R-PP is the clear outline of the R-PP, with a chapter on context in each section followed by an overall rationale for a work program that addresses a specific standard of readiness to be met. Commendable are also the good overview on the planned institutional arrangement for REDD, the planned consultation process of stakeholders, the initial analysis of drivers of deforestation and underlying causes and the resulting proposals for strategic options for addressing REDD, and the clear outline of the steps that are necessary for REDD implementation, environmental and social assessment and the development of the process to define reference level setting and MRV. A particular strength is the breakdown of each issue in particular packages of activities and the deduction of the budget by activities. A further strength is the consideration of activities aimed at articulating the national level and the "projects", especially regarding the development of a reference scenario and the design of a monitoring system.

Among the **elements that should be improved** in the further elaboration of the R-PP is the lack of preciseness in some chapters to describe and conclude on the existing situation and draw the lessons for

the proposed REDD+ strategy. E.g. the experience on the existing forest/land-use and related policies and their impact on REDD+ are not sufficiently addressed. As Madagascar's ecosystems are unique and represent nearly the entire variety of tropical biomes in one single island, a more "regionalized" analysis of drivers of DD is needed. Key underlying drivers as e.g. the weaknesses in the decentralization process should also be highlighted. Illegal logging for example and the important question of human-induced wildfire (often initiated for political reasons) should also been included as a DD driver. In addition a more complete understanding of the specific governance issues in Madagascar needs to be reflected in the analysis.

Madagascar's R-PP subscribes to the REDD-**plus** agenda that includes not only *reducing emissions from deforestation and forest degradation*; but also *the role of conservation, sustainable management of forests and enhancement of forest carbon stocks*. It is the view of the submitting agency that REDD+ would be best suited to respond to the challenges of climate change and to align with ongoing forest sector challenges in Madagascar. As the terminology has evolved, the R-PP should use the terminology of REDD+ throughout the document instead of REDD.

### **Major Recommendations:**

Madagascar submitted a draft R-PP for consideration by the TAP. Thus, the TAP review is not a final assessment, but a stage within the further preparation process of the R-PP in Madagascar. At this stage, the TAP recommends the R-PP be fundamentally revised to:

- Develop clearer institutional arrangement and decision making power at an adequate level that expresses the extra-sectoral challenges of deforestation and forest degradation and the particular challenges of Madagascar, comprising a large variety of tropical biomes, complex socio-economic and cultural conditions as well as a particular context in sector governance.
- Prepare appropriated consultation plans with stakeholders and directly involved parties at all levels, nationally and sub-nationally, as well as local in forested areas and the development of a REDD+ strategy that is inclusive and part of the country's overall low carbon development pathway.
- Analysis more carefully the current forest and environmental policies, the important aspect of access to land, land tenure and traditional land rights under consideration to actual, real land uses, the lessons learnt from major forest sector initiatives implemented over the past 3 decades (what worked, what did not work and if so, why did it not work), including, in particular from the *Programme Environnementale* or the World Bank as well as the various lessons from long standing bilateral programmes.
- Carefully revise the REDD+ strategic options proposed, taking into account the sustainable development framework of Madagascar. Based on this, reflect on how REDD+ can be integrated in such a wider approach. Consider more the specifics of Madagascar in the proposed REDD+ strategy and link it with the existing forest policy framework. Carefully consider in the REDD+ strategy the inclusion of the forest depending communities and reflect on how they could be effectively be included in the REDD+ schemes (including both, obligations and incentives)
- Thoroughly assess, in respect to the preparation of the reference scenario, existing capacities/capacity gaps and specify strategies of capacity building, how existing capacities can be strengthened and how the required activities are managed and employed
- Consider, in respect to the elaboration of a monitoring system, an appropriate and effective participation of stakeholders and directly involved parties from the very beginning.
- Elaborate a detailed roadmap which of the REDD+ relevant parameters the MRV system can account for in the medium term; determine what carbon pools will be accounted for and what appears to be a reasonable period for the implementation; assess the relevance of available technical

and methodological options with respect to the national circumstances and take more attention to the connection of its REDD+ strategy with the preservation of its exceptional biodiversity.

- Carefully elaborate the budget for each section, considering the amount made at disposal through FCPF and elaborate on the prospects for additional leverage funding.

The more detailed assessments and further recommendations on the 6 components of the Draft R-PP of Madagascar are presented beneath.

## Standards to be Met by R-PP Components

*(from Program Document FMT 2009-1, Rev. 3:)*

### Component 1. Organize and Consult

#### Standard 1a: National Readiness Management Arrangements

The cross-cutting nature of the design and workings of the national readiness management arrangements on REDD, in terms of including relevant stakeholders and key government agencies beyond the forestry department, commitment of other sectors in planning and implementation of REDD readiness;

#### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

A great effort has been done by Madagascar to outline the national readiness management arrangements. While the intention to get a broad ownership for REDD-plus is clearly recognizable from the R-PP, the TAP questions if the proposed institutional set-up (in particular the Coordination Platform for the Preparation of REDD (PCPR) in its current proposal as outlined on page 8, fully serves the purposes for readiness.

The institutional arrangements have not been fully designed for collaboration with all the sectors (Ministries) that will be directly involved in implementing of the (proposed) REDD+ strategic options. As it stands now, the PCPR seems to be only a coordination platform for the preparation for REDD+ and as such is simply an administrative body of 18 members and not a strategic body that pilots the process.. A higher level body may be needed considering the cross-sectoral nature of REDD+, e.g. a type of Executive Board of the PCPR that might be composed by the relevant Ministers in person and deliberates on proposals prepared by the PCPR. Such a body is needed in order to achieve the high-level interministerial agreements that are needed to introduce REDD+. Past experience has shown that the different Ministries simply delegate their environmental officers to a body like PCPR which are the same people that are in other technical committees. Thus there is a risk of insufficient penetration of REDD+ at policy level and even a risk of conflicts of interests for some of the involved officers.

In any case, to play its role as an inter-institutional platform, the PCPR needs more clarity on its decision making powers, e.g.:

- The platform is quite balanced between a representation of the public sector and the other stakeholders. However the participation of the public sector seems to be dominated by representatives of the Ministry of Forestry and Environment which might – considering the broad proposed REDD+ Strategy – not the convening power necessary to chair such a diverse group

- The current “Comité Technique REDD” - CT-REDD could probably have a more prominent role as a group, and not be fully diluted into individual representations
- The proposed Operational Office “BOPR” has important responsibilities, such as the follow-up of decisions and the authorisation of expenses; this is not compatible with a rotating consultation modality. The tasks and responsibilities need to be better clarified in the corresponding ToRs. E.g. there are 42 principal activities and 134 special activities proposed, most of them are being finalized in the same period of time. The day-to-day management of BOPR thus needs to be well described.
- The tasks of the Executive Secretary “SEPR” (one single person, or a leader with a team?) are not fully clear: managing activities of the preparation of REDD+ and (managing) the preparation of work documents for the platform. Tasks and responsibilities need to be clarified in the corresponding ToRs. Considering that there are important challenges linked with the task (e.g. public consultations, EESS (SESAs), future reference scenario, MRV), there is a need to carefully define the tasks of the Executive Secretary and focus on the essential, letting the more technical assignments to a team of technicians working with him/her.
- The financial unit (*Unité financière et comptable*, (UFCR) is foreseen to be part of an existing institution, its proposed role is simply bookkeeping. As the role of the SEPR is mainly technical and UFCR is managing the expenditures, the institutional arrangements in between the two entities (e.g. in the case of tendering) needs to be clearly defined.

It is not described how inter-sectoral conflicts will be addressed. It is further not clear if the proposed institutional arrangement will be in the position to initiate a kind of supra-ministerial coordination. Some thoughts on a risk and conflict management strategy need to be integrated in the document.

Overall, this section is prepared with great care and the proposed structures are well described. The proposal focuses on national and provincial institutional structures and set up mechanisms to build capacity of these institutional structures. As observed in many countries, however, stakeholders and particularly ministries such as agriculture have their own goals that often clash with the goal of a REDD+ program, and these should be sorted out during the Readiness Preparation process. Particular attention, thus, has to be given to this aspect.

#### **Recommendations:**

- Consider strengthening of the management arrangements by better defining the role of the Coordination Platform for the Preparation of REDD (PPCR), including in particular:
  - Rethink in particular the composition and role of the PCPR to include higher level decision makers (at least secretary-general level), consider maintaining the CT REDD for validation purposes on technical issues, MRV etc; consider more in detail the relationship between BOPR and SEPR and reflect on the possibility to merge these two institutions.
  - Define well the TORs of the SEPR so that he/she can assume high level responsibility and reflect on the possibility to strengthen his role by adding one or two professionals that address the more technical tasks of the SEPR.
  - Reflect more on the mandate of the UFCR, in particular in relation of SEPR
- Develop further the TORs of the different institutions and include a chart describing the role of the different entities in the R-PP implementation (using the main R-PP format and main activities proposed). Particular attention should be given to the institutions dealing with agriculture, mining and overall land-use

➔ **The standard 1a has yet not been fully met.**

## Standard 1b: Stakeholder Consultation and Participation

Ownership, transparency, and dissemination of the R-PP by the government and relevant stakeholders: Inclusiveness of effective and informed consultation and participation by relevant stakeholders, assessed in the following ways:

- i. the consultation and participation process for R-PP development thus far<sup>3</sup>, the extent of ownership within government and REDD coordinating body, as well as in the broader national stakeholder community; and

the Consultation and Participation Plan included in the R-PP (which looks forward in time); and the inclusion of elements in the R-PP that adequately document the expressed concerns and recommendations of relevant stakeholders and propose a process for their consideration, and/or expressions of their support for the R-PP.

### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

The proposal on stakeholder consultation and participation is well elaborated in the document, but the extent of support to the present version of the R-PP by key civil society stakeholders is not fully clear to the TAP. More thoughts have to be brought on how more confidence on REDD+ can be build up and how such players as local communities active in the decentralised management of (forest) resources, farmers' organisations, women associations can be brought in the very early in the process of implementing the R-PP. It needs to be also highlighted that regarding sub-national and local levels, the proposal focuses more in "informing" as in creating spaces for a joint decision-making. Concerted decision making is key for succeeding any REDD+ strategy.

For the TAP, the ownership of the REDD+ process is not fully clear. Neither is the political level of incorporation of REDD+ (is it on presidential or ministerial level, or even lower?). The planned REDD coordination platform is headed by the DG of forests and the platform is dominated by the Ministry of Forest and Environment. Other key Ministries, regional authorities, private sector and civil society are underrepresented. The role of the 3 bodies PCPR, BOPR and SEPR and how they are integrated into the institutional national and sub-national context is not fully clear to the TAP. A big concern is that the institutional linkage with other sectors, which need to play a relevant role, is only clarified at the level of coordination but not at the level of policy and implementation (in particular mining or agriculture). There is no clarity on the modalities for collaborating with other sectors even though the main drivers and therefore strategic options for REDD are based on other sectors as e.g. agriculture, mining and health. This is a main issue that has to be addressed in the consultation process.

The process that led to the formulation of the R-PP (which stakeholders have been consulted, involved, who wrote the R-PP, who is the owner, etc.) needs to be clarified too. Madagascar should give a clear indication that the R-PP itself is formulated based on a broader multistakeholder process

*Participation in the preparation of the R-PP* : The list provided in the Darft R-PP refers to 20 entities, but only one single entity, the federation of *Koloharena* can be considered as a real representative of rural populations directly concerned with REDD+. As it stands now, the results of consultations are mainly the opinions of Ministries, environmental NGOs and institutions close to them. Even that they have been consulted, it is yet not clear if they have internalized the process of the R-PP. An important player in

<sup>3</sup> Did the R-PP development, in particular the development of the ToR for the strategic environmental and social assessment and the Consultation and Participation Plan, include civil society, including forest dwellers and Indigenous Peoples representation? In this context the representative(s) will be determined in one of the following ways: (i) self -determined representative(s) meeting the following requirements: (a) selected through a participatory, consultative process; (b) having national coverage or networks; (c) previous experience working with the Government and UN system; (d) demonstrated experience serving as a representative, receiving input from, consulting with, and providing feedback to, a wide scope of civil society including Indigenous Peoples organizations; or (ii) Individual(s) recognized as legitimate representative(s) of a national network of civil society and/or Indigenous Peoples organizations (e.g., the GEF Small Grants National Steering Committee or National Forest Program Steering Committee).

forest conservation in Madagascar, MNP (managing 2 million ha of protected area) does not appear on the list of the consulted entities.

*Preparation of the REDD+ strategy (as foreseen in the R-OO):* A detailed table should be prepared in the R-PP on how the process of the development of the REDD+ strategy will be consulted, as well as the reference scenario and the MRV. It is important to distinguish between a real consultations of involved parties from simple meetings of information sharing. The distinction of these two approaches need to be well addressed in the R-PP.

#### **Recommendations:**

- Carefully address the recommendations made in the comments above, in particular give a clear overview on how the different stakeholders have been engaged in the process
- Develop a concept to distinguish between stakeholders and shareholders on REDD+. Distinguish, in the consultations relating to the SESA between the social and environmental impacts as such and impacts that are linked to the evaluation of the SECA (how REDD+ is proposes to address possible negative impacts of REDD+)
- Streamline the table on page 17+ as many boxes can be grouped together since they gather the same stakeholders for the same agenda
- Consider to develop a more efficient consultation process that requires less financial resources for meetings/workshops etc. In the view of the TAP, the budget to meet the standards of 1b is excessively high.

➔ **The standard 1b has yet not been met so far.**

#### **Component 2. Prepare the REDD Strategy**

**Standard 2.a: Assessment of Land Use, Forest Policy, and Governance:** A completed assessment is presented that identifies major land use trends, direct and indirect deforestation and degradation drivers in the most relevant sectors in the context of REDD, and major land tenure and natural resource rights and relevant governance issues. It documents past successes and failures in implementing policies or measures for addressing drivers of deforestation and forest degradation, and identifies significant gaps, challenges, and opportunities to address REDD. The assessment sets the stage for development of the country's REDD strategy to directly address key land use change drivers.

#### **Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

A lot of valid information is given in this section, but the current forest policy as well as the environmental policy in vigor is not described at all. The link with these policies is essential for a successful REDD+ strategy. No link is made to the Environmental Programme (programme environnemental) that had been implemented over more than 15 years in the country and which was emphasizing the convergence between forestry and environment. All aspects (problems and opportunities) of sector governance have not been tackled in the present document.

What is further missing in this section is a clear description of actual land use, the currently implemented forest policy and its acceptance by the population. Most importantly, there is a need to well describe the current land use and the future tendencies in it. There is a need to describe more in detail the stagnation in agricultural productivity and the causes that led to it, a more funded argumentation on the increase of population in the forest frontier and some clearer statements about the intensity of poverty in relation to deforestation and forest degradation.

The problem of land tenure (tenure foncière) needs to be tackled more in detail. Indeed, one of the core problems lies in the non-respect of the State tenure by the local population and the lack of land titles in general terms. There is no mention on the rights of local people to access and possess land, nor is there mention of any traditional tenure rights (droit coutumier), that are linked to the recognition of actual land uses and often a main reason for dispute and conflicts. Furthermore, the institutional environment that deals with land tenure issues needs to be better described. Over 80% of the court cases in the country are related to land tenure which is unclear and simple customary rights often prevail.

On the one hand, this section well describes the main drivers of deforestation and forest degradation (direct and indirect drivers, transversal factors and analysis of past efforts). On the other hand, the description of the causes of deforestation and degradation is very similar to the one made already in 1990 during the preparation of the W'B supported Environmental Programme. This leads to the conclusion that there have been little changes in respect to the core problem of DD, in spite of the fact that the country reports today less deforestation! Thus, there might be an urgent need to look closer into the drivers of DD today. This should be made explicit in the R-PP, even that the detailed analysis will be part of the implementation of the R-PP.

The section also makes explicit that the deforestation and degradation patterns vary throughout the country. However, the analysis of the drivers of DD is only general and presents generic drivers without differentiating potential, drivers and actors according to the eco-regions in Madagascar. Such more in-depth analysis still needs to be done in the first year of implementation of the R-PP.

A major concern here is that the analysis of deforestation and forest degradation has been done using a definition of forest with a very high canopy cover (70%). This definition has been used in Madagascar during some time for the purpose of establishing the forest areas worth to be protected. However, using this information as a basis for a REDD+ strategy is misleading as it

- Creates a huge bias regarding the potential GEI emissions; and it
- Disqualifies large areas of land that correspond to the currently accepted definition of forest within the KP, e.g. probably the large majority of secondary forests and many plantations.

This will reduce the potential for REDD in Madagascar and exclude areas where the environmental and social co-benefits of REDD+ could be meaningful.

It will be difficult to develop a meaningful REDD+ strategy without having a clear understanding of DD drivers in the different regions and circumstances. The strategy will remain rather general in nature, not linked to specific causes of deforestation nor particular situations in Madagascar. Some possible strategies that might become important for Madagascar in the near future, but they are not properly considered (e.g. increasing profitability of sustainable forestry, value chain, eco-tourism).

The section does yet not provide a description of future causes and drivers of deforestation and how these might be affected by current and emerging policies. A better understanding of these would help in the preparation of strategies for avoiding DD. At least it needs to be explicitly mentioned as an activity in the R-PP implementation.

Finally, on Page 31 the Draft R-PP describes the past efforts in key sectors. It also notes that a tracking system is currently being tested in three regions to facilitate future controls and identify sources of products. However, the section does not report on lessons learned from earlier successes and failures in implementing policies or measures for addressing drivers of deforestation and forest degradation, and



identifies significant gaps, challenges, and opportunities to address REDD. These would help in designing successful strategies in the future.

#### Recommendations:

- Carefully address the recommendations made in the comments above, in particular in respect to the analysis of the current forest and environmental policies, the important aspect of access to land, land tenure and traditional land rights in relation to actual land uses, the lessons learnt from major forest sector initiatives implemented over the past 3 decades (what worked, what did not work and if so, why did it not work), including, in particular from the Program Environmentale, as well as the various lessons from long standing programs supported by GTZ, US-AID, SDC-Intercooperation (SAHA) and in particular of the REDD analytical project FORECA.
- Develop TORs for the in-depth analysis of drivers of deforestation and forest degradation, taking into account regional and socio-economic contexts
- Describe the current policies relating to forests and demonstrate how they can be linked with the REDD-Strategy.
- Develop an overview on the actual situation of forest sector governance.

→ The standard 2a has been not been met.

**Standard 2.b: REDD strategy Options:** Alignment of the proposed REDD strategy with the identified drivers of deforestation and forest degradation, and with existing national and sectoral strategies: the R-PP includes a summary of the emerging REDD strategy to the extent known presently, and of proposed analytic work (and, optionally, ToR) for assessment of the various REDD strategy options. This summary states:

- i. how the country proposes to address deforestation and degradation drivers in the design of its REDD strategy;
- ii. early estimates of cost and benefits of the emerging REDD strategy, including benefits in terms of rural livelihoods, biodiversity conservation and other developmental benefits;
- iii. socioeconomic, political and institutional feasibility of the emerging REDD strategy;
- iv. major potential synergies or inconsistencies of country sector strategies in the forest, agriculture, transport, or other sectors with the envisioned REDD strategy; and
- v. risk of domestic leakage of greenhouse benefits. The assessments included in the R-PP eventually should result in an elaboration of a fuller, more complete and adequately vetted REDD strategy over time.

#### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

The TAP noted that Madagascar laid out clear REDD Strategy Options that should be prepared in a way that they can be implemented by the year 2012 onwards. That TAP noted that Madagascar interprets REDD+ in a broad way, including eight (8) strategic options, (1) agricultural production systems; (2) reducing demography in and adjacent to forested areas; (3) land and resources ownership; (4) wildfire management; (5) production forestry; (6) energy use; (7) protected area management; and (8) institutional strengthening. All eight strategic options have been derived from the initial analysis on drivers of deforestation and forest degradation presented in section 2a of the R-PP.

While a justification is given to apply such a broad approach, the TAP is questioning if such a broad development program is implementable through a REDD+ strategy alone, or if this is already a wider program in which REDD+ will be embedded. E.g. the activity line that relates to reducing population in forested areas is a very sensitive one; it is an issue that has to be embedded into a broader national development framework and is linked with overall poverty reduction strategies. In this context,

searching for a balance between birth rate and forest conservation is very questionable. Some of the actions referred to in the other proposed strategic options, are also broad and might go beyond what is now understood under REDD+ (e.g. productive agriculture, zoning outside forest areas; alternative energy sources; regulation of smallholder mining). They are all important activities that should be addressed as part of a **country's low carbon development strategy**. Based on the Copenhagen outcomes, REDD+ should be part of such a wider national development strategy. The R-PP could, under certain circumstances, be an initiator of such low carbon development strategy, but, in the TAP's view, it will be extremely difficult to address all proposed with the necessary depth in the framework of a REDD-readiness program.

Taking this into account, the following strategic options are in line of a national REDD+ strategy in the more narrow sense:

- Agricultural production (1): valorization of shifting cultivation areas and introduction of intensive agro-forestry systems in secured land areas in deforested areas and areas surrounding natural forest massifs. However, it has to be said that optimizing agricultural production system is obviously a good idea, but how would this be done given the land tenure challenges noted in Section 2a? As it had been said before, it did not work in the past. What would be different now? This should be clearly outlined in the revised R-PP
- Zoning of land in and surrounding forest areas (3)
- Wildfire management (4) as proposed. For options 3 and 4, it is important to develop more on how to design and implement these.
- Forest management (5) including managing existing carbon stocks, enhancement of sinks through forest restoration, afforestation and reforestation. However, it is not clear from the actual document if a REDD+ strategy is applied for all natural forests, only for protected areas or only for areas outside protected areas. It is not explained if the forest zoning (zonage forestier national) is a base of the REDD+ planning or not. It is important to be more precise in this regard because it finally determines the entire approach. Existing studies on the benefits of forest conservation should be also capitalized and used for the REDD+ strategy.
- Addressing wood based energy (in particular charcoal and waste wood) from a carbon management perspective
- Management of existing carbon stocks through protected area management (7)
- And institutional strengthening to secure the REDD+ strategies.

The proposed activities under (5) production forestry in the R-PP are very specific and do not directly relate to the broader forest conservation and management strategy approved by the Government in October 2008 including (i) protected area management; (ii) sustainable forest management of KoloAla; and (iii) forest restoration and reforestation. The later is only described in the present R-PP as to create incentives for private sector investments. Nonetheless, there is huge carbon potential in Madagascar through community based forest restoration and reforestation as well. In respect to sustainable natural forest (timber) management, it is worth to consider forest certification as an additional tool to secure sound timber (and carbon) management practices.

While in the context part of chapter 2a and later in the analytical part, reference is made to different deforestation and degradation patterns throughout the country (e.g. deforestation hotspots in the south-west and the extreme south of the country and illegal logging in some parts of the east coast as main driver of forest degradation), the proposed strategic options to do have link to spatial distribution. A REDD+ strategy needs to be taken into account both dimension, the type of REDD+ actions and the geographical area where it will be applied. Thus, the steps for breaking down the REDD strategy options from the national to the local levels are not clarified. For example, it is not clear

which option is used in which region and what decentralization measure is used.

The process to develop the REDD+ strategy is well described through the 5 steps (etapes). The following observation can be made

- Step 1 (Evaluation of general analysis): Consider to integrate the analysis of forest degradation in the wider Global Forest Landscape Restoration Initiative that has been recently launched by the World Bank and IUCN and other partners and that proposes a particular methodology for degradation analysis.
- Step 2 (Selection of strategies): Include here the geographic and decentralization perspective
- Step 3 (evaluation of specific analysis): The proposed activities would need details TOR which should be provided in an annex of the R-PP
- Step 4 (Finalization of the REDD+ Strategy): This should come at the highest level (see proposed level of the PCPR)
- Step 5: Good point to be maintained. However, it would be important to give a mandate to an adequate institution (ESSA-Forêt?) from the very beginning of the R-PP implementation, so that the necessary capacity building activities can adequately be defined and capacity building can be undertaken in time.

**REMARK:** A detailed analysis of the proposed REDD-strategy options has been prepared by the local TAP member from Madagascar. His analysis has been prepared in French and is very thoughtful considering in detail local conditions. The elements of this report could not be reflected in this summary TAP review to its full merit. It is thus proposed that in the further elaboration of the R-PP, a direct exchange between the Malagasy TAP member and the R-PP preparation team in Madagascar will be organized, in particular to further discuss this particular standard of the R-PP template.

#### **Recommendations:**

- Carefully consider the recommendations made in the above assessment section
- Re-consider the REDD+ strategic options proposed, taking into account the sustainable development framework of Madagascar, a possible pathway towards a low carbon development framework. Based on this, reflect on how REDD+ can be integrated in such a wider approach
- Consider the existing forest conservation and management framework as an important element in the REDD-strategy
- Clarify the link: REDD+ strategy element and geographic/biome dimension. Make clear what decentralization measure can be applied
- Carefully draft the budget for Standard 2b. In the view of the TAP, the budget provisions for step 1, 3 and 6 seems to be overestimated.
- In order to prepare a locally adopted REDD+ strategy, consider further to
  - Develop an analysis of the options to include in the REDD+ strategy on the basis of existing knowledge in Madagascar and of the known policy options, and carefully evaluate the advantages and disadvantages of all options.
  - Prepare an analysis of success and failure of different options applied in the past to reduce deforestation (protected areas and PCDIs, *transfert de gestion*, reforestation, *foyers améliorés..*)
  - Consider more in-depth the REDD+ options in respect to access to land for the rural population living in or adjacent forested areas
  - Review the proposed list of studies under considerations of the already existing analysis and focus more on the gaps that need to be filled in order to formulate a valid REDD+

strategy.

- Carefully draft the budget for Standard 2b. In the view of the TAP, the budget provisions for step 1, 3 and 6 seems to be overestimated.
- ➔ **The standard 2b has been met in general terms, but the REDD+ strategy approach need to be more elaborated and focused**

**Standard 2.c: REDD implementation framework:** Describes activities (and optionally provides ToR in an annex) to further elaborate institutional arrangements and issues relevant to REDD in the country setting that identifies key issues, explores potential arrangements to address them, and offers a work plan that seems likely to allow their full evaluation and adequate incorporation into the eventual Readiness Package.

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

In general terms, the key requirements for implementation and ensuring accountability are sufficiently described and the priorities for the readiness preparation are logical and relevant. Nonetheless, what is lacking is the link to the policy direction and the clarification of roles among existing and potential (new) entities to be created in order to implement REDD+. This is equally important but not sufficiently described in the current version of the R-PP.

Readiness for REDD-plus will require an efficient national institutional framework that is embedded in a larger national development strategy. The R-PP would benefit from adding more detailed description of how Madagascar is planning to address this issue, in particular in the long term. It is advised to establish clear responsibilities among the authorities participating in the REDD+ processes regarding coordination, MRV and implementation. This should also include provisions in respect to sub-national involvement by regional authorities and local stakeholders.

The document specifies that the full set of legal, institutional and economic structures for REDD-plus implementation will emerge from the process of analysis, review and testing during the REDD+ readiness preparation phase. However, already in the initial stage of R-PP implementation, it would be important that the institutional structure outlined has not the ingredients for scramble for power and control between various ministries and agencies. Thus it is important at this stage to clearly describe how a future REDD+ strategy will be conceived within a larger national development strategy.

What is needed is a thorough analysis of current and future policies, especially regarding key sectors as mining or agriculture and how they affect the REDD+ strategy. There might be potential conflicts between national strategies: development of agriculture and mining are both national strategies that compete with the forest conservation (p. 52/53). How REDD can be harmonized with these and other sectoral policies is not described in the present draft R-PP. Additionally some important policies are not properly considered, e.g. GELOSE, with its legal mechanisms of transferring user rights to local communities; in the TAP's view, this could be a valid option for reducing forest degradation and deforestation.

The draft R-PP elaborates on the ownership of C. However, proposed efforts are focused only forestry alone. As many DD drivers are outside of the forest, it is also necessary to clarify questions relating to a compensation mechanism of non-forestry actors when implementing REDD+ strategies.

Compensation derived from REDD+ activities should reach the direct implementers of the REDD+ strategy, generally the local population. There is experience in this regard from voluntary carbon market projects. The existing projects (e.g. Makiri, but also the studies delivered by FORECA on this topic) should be better capitalized as methods of benefit sharing have been described and tested in these Madagascar pilots.

**Recommendations:**

- Better describe how the future REDD+ strategy will be embedded in the larger national development framework
- Clarify further the work plan that describes the pathway (with corresponding responsibilities to achieve an implementation framework that is recognized by all relevant stakeholders
- Evaluate more in detail how existing strategies/policies in other sectors and special land use strategies, such as GELOSE, can be integrated in the REDD+ implementation framework
- Analyze more in detail existing experiences and proposals of benefit sharing from carbon
- Carefully review and justify the budget to achieve standard 2c.

➔ **The R-PP submission does not yet meet the standard 2c.**

**Standard 2.d: Assessment of social and environmental impacts:** The proposal includes a program of work for due diligence for strategic environmental and social impact assessment in compliance with the Bank's safeguard policies, including methods to evaluate how to address those impacts via studies, consultations, and specific mitigation measures aimed at preventing or minimizing adverse effects.

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

In general terms, this section is well described. The document refers to the World Bank's guidance for strategic environmental and social impact assessment and the specific safeguard policies. In the point of view of the TAP, it is important to link the assessment of social and environmental impacts to the DD drivers. Information on existing policies, their impact on REDD+ and their social and environmental impacts should be included in the analysis. The question of human-induced wildfire that often express discontent of a poor rural population should also been included in the analysis. As Madagascar's ecosystems are unique and represent nearly the entire variety of tropical biomes in one single island, a regionalized assessment is needed. Key underlying DD drivers as e.g. the weaknesses in the decentralization process should also be highlighted.

**Recommendations:**

- Review the TORs to better link them with the proposed REDD+ strategy, the capitalization of EIE elaborated in the framework of protected areas and the possibility to revise the REDD+ strategy according to the results of the SESA
- Assure that there are no discrepancies between the current EESS system conducted by ONE and the SESA as proposed in the REDD+ process. Reflect on the role of ONE as an evaluator of the SESA.
- Revisit the budget provisions for standard 2d to be met. In the TAPs view, the budget is excessively high in respect to capacity building, supervision work and analysis

➔ **The standard 2d has been met in general terms.**

**Component 3. Develop a Reference Scenario**

**Standard 3 Reference scenario:** Present work plan for how the reference scenario for deforestation, and for forest degradation (if desired), will be developed, including early ideas on feasibility of which methods to use (e.g., scenario of forest cover change and emissions based on historical trends in emissions and/or based on projections into the future of historical trend data), major data requirements and capacity needs, and linkages to the monitoring system design.

(The FCPF recognizes that key international policy decisions may affect this component, so a staged approach may be useful. The R-PP states what early activities are proposed.)

**Reviewer's assessment of how well R-PP meets this standard, and recommendations:**

In general terms, Madagascar intends to combine historical trends with a modelled and space linked scenario. In this context, it would be important to identify relevant sectors per (eco)region, both in the historic scenario as well as in the projection with more variables. For this the assessment of drivers per region is highly relevant as well as the analysis of the expected future policies in the relevant sectors.

The R-PP presents a well-arranged set of steps that are required in the run-up to the development of a reference scenario. By going the first of those steps, Madagascar will be capable of creating the basis for a sophisticated methodology. Based on the current stage of development, Madagascar is not yet able to provide a specific description of necessary actions.

Existing data and capacities are not yet inventoried, drivers of deforestation and forest degradation are identified (Component 2) but not quantified and it can be assumed that existing data on carbon stocks is not appropriate for accurate estimations at the national scale. Hence, important prerequisites that will determine the characteristics of the model for the reference scenario are still missing. Accordingly, Madagascar still has to develop a designated methodology to implement each of the intended activities.

Due to the anticipated development of national and international factors, which are expected to increase the threat of deforestation, Madagascar plans to develop a national reference scenario based on projections into the future that accounts for these prospects. Adequate data shall be generated in the framework of the MRV system (see Component 4).

Initially, Madagascar intends to establish the historical reference scenario based on forest area change analysis via MODIS and SPOT Vegetation data supporting the timely determination of a national REDD+ strategy. Given the drivers identified in the R-PP and their expected impact on deforestation and degradation patterns, the approach has little prospect of success. That is because small scale changes of forest area (probably contributing a major part to overall change in Madagascar) cannot be accurately detected or remain completely unnoticed. Moreover, data from the historical scenario will not be comparable to the future data base of the MRV system. The reference scenario should use medium-resolution remote sensing data as provided by Landsat that complies with the minimum requirements for forest monitoring purposes (GOFC-GOLD, 2009. REDD sourcebook). If currently available capacities make wall-to-wall coverage unachievable Madagascar may examine the feasibility to detect hot spots of deforestation by the means of medium-resolution sensor data to support the development of a meaningful sampling strategy based on Landsat-type imagery.

Recognizing that Madagascar is still at the very beginning for the development of a reference scenario and a MRV system, it will be essential for any further progress to thoroughly assess existing capacities/capacity gaps. The steps described in the R-PP, (namely to foster cooperation between various agencies entrusted with data collection, storage and analysis; an assessment of existing data;

identification and collection of information of relevant variables/indicators) should be implemented quickly. This should be complemented by an indication of other needs. Madagascar alludes to the demand for technical equipment and associated expertise for data processing but does not specify type or extent of further capacity gaps. An assessment of existing skills and expertise could help to estimate the needs for the concerned agencies e.g. regarding capacities for certain techniques and methodological issues (forest/carbon inventory, remote sensing techniques, comprehensive understanding of REDD and IPCC guidelines). Once that existing data and capacities are assessed, Madagascar needs to address how to overcome the identified gaps. The R-PP should specify strategies of capacity building, how existing capacities can be strengthened and how the required activities are managed and employed.

Madagascar intends to focus its reference scenario on deforestation (and reforestation), at least during the initial phase. The consideration of forest degradation will be subject to further studies, which will determine the cost-benefit-ratio for the monitoring of forest degradation. Beyond that, the R-PP remains unspecific with regards to the parameters the reference scenario may consider. Thus, it disregards the subject of IPCC key categories, i.e. major sources of carbon stock change. Madagascar can improve the R-PP by establishing a link between the IPCC-GPG and its national REDD+ strategy. This will promote compliance of national policy and development concerning REDD issues with international standards and requirements.

#### **Recommendations:**

- In respect to RS, thoroughly assess existing capacities/capacity gaps and specify strategies of capacity building, how existing capacities can be strengthened and how the required activities are managed and employed
- The Copenhagen decision laid out definitions of both gross and net emissions, and also provided information about the characteristics of a reference scenario. Consider including the CPH decision criteria in defining future reference scenarios.
- A critical factor in the preparation of the reference scenario is the change in government or industry policies that can bring about sudden changes in the rates of deforestation. Consider such aspects carefully in the proposed reference scenario.
- Revisit the budget provisions for standard 3 to be met. In the TAPs view, the budget needs explanation and eventually be scaled down, in particular in respect to “partnership with an international research institute” and “establishment of research infrastructure in ESSA-Forêt”

➔ **The standard for component 3 has yet not been met.**

**Component 4. Design a Monitoring System**

**Standard 4: Design a monitoring system:** The R-PP provides a proposal for the initial design of an integrated monitoring system of measurement, reporting and verification of changes in deforestation and/or forest degradation. The system design should include early ideas on including capability (either within an integrated system, or in coordinated activities) to monitor other benefits and impacts, for example rural livelihoods, conservation of biodiversity, key governance factors directly pertinent to REDD implementation in the country, and to assess the impacts of the REDD strategy in the forest sector.

The R-PP should describe major data requirements, capacity requirements, how transparency of the monitoring system and data will be addressed, early ideas on which methods to use, and how the system would engage participatory approaches to monitoring by forest-dependent indigenous peoples and other forest dwellers. It should also address independent monitoring and review, involving civil society and other stakeholders, and how findings would be fed back to improve REDD implementation. The proposal should present early ideas on how the system could evolve into a mature REDD monitoring system with this full set of capabilities.

(The FCPF recognizes that key international policy decisions may affect this component, so a staged approach may be useful. The R-PP states what early activities are proposed.)

**Reviewer's assessment of how well R-Plan meets this standard, and recommendations:**

The monitoring system seems quite strong on reducing deforestation, pretty well based on Madagascar situation; linkages with the monitoring system of the political "Madagascar Action Plan" should be strengthened, even if it is a very generic one and politically perhaps not longer valid. However, degradation and other REDD+ options are excluded at the first designing steps of the monitoring system. This creates an inconsistency between reference scenario and monitoring system. It should be ensured that the same variables are included in the reference scenario and in the monitoring system. If it is expected that monitoring procedures cannot be undertaken from the beginning for all REDD+ options, a corresponding strategies for ensuring accuracy and transparency in the data management as well as for accounting for potential leakage need to be included in the monitoring plan. In any case the reference scenario and the monitoring system are to be consistent from the very first moment.

Madagascar proposes to design the monitoring system in a stepwise approach: (i) initially, monitoring of deforestation; and then (ii) with growing capacity (data and expertise) integration of additional parameters (degradation, sustainable forest management, carbon stock enhancement) approximating finally REDD+. This is reasonable as it will allow for a timely participation in the framework of REDD that will be strengthened successively and will encourage its further development. It implies however also certain risks, as it can create inconsistency between reference scenario and monitoring. Conceptually seen the reference scenario and the monitoring system are to be consistent.

One of the next steps should be to elaborate a detailed roadmap which of the REDD+ relevant parameters the MRV system can account for in the medium term. Madagascar will have to analyze their relative importance in conjunction with available (or short-term available) capacities and data to establish an efficient implementation plan.

Madagascar has yet to develop a sound concept for the methodologies that are used to measure, report and verify emission reductions or removals. The R-PP depicts responsibilities for the design and the implementation of the MRV system in a schematic manner (*Annex 4b, 4c*) but has not yet made sufficient progress to develop a thorough design and implementation plan. Madagascar is aware that national standards regarding forest definition (*Activité 3*), forest inventory and stratification methodology (*Activités 5, 6*) and a national base map (*Activité 7*) are essential for its further progress in the REDD process.



The R-PP states Madagascar plans to use an ‘up-front’ stratification approach to estimate emission factors across Madagascar forests. It is intended to detect emission reductions and removals by monitoring activity data and implementing permanent plots tracking forest dynamics in “strategical” zones of intact, proceeding degrading and recovering forests. (*Activité 6.1*) However, the methodology to shape and implement this approach and, first of all, the capacity to choose and develop an adequate methodology must yet be created. For now, the Madagascar R-PP does not present a design of a MRV system but it is, after all, a useful roadmap that eventually will lead there. Madagascar can find support on this way by reflecting on experiences from other countries and absorbing know-how of the REDD community (e.g. UNFCCC REDD web platform, GOFC-GOLD, 2009. REDD sourcebook).

The information provided with Madagascar’s R-PP reveals that the choice of a certain methodology must be preceded by the definition of a clear monitoring roadmap. Madagascar points out that currently available data and capabilities are insufficient for the creation and regular updating of a reliable and nation-wide carbon stock density base map. But for the time being, Madagascar has still to determine what carbon pools will be accounted for (key category analysis) and what appears to be a reasonable period for the implementation of such intents. Regarding the specifications of the MRV system, Madagascar is definitely aware of diverse approaches to choose from (e.g. *Activité 6*) but does not assess the relevance/advantages/disadvantages of available technical and methodological options with respect to the national circumstances. In this context, the different methodologies used for various pilot projects, as reported in the R-PP, may provide some experience to choose an adequate MRV strategy that complies with international and national requirements as well. Since stakeholders are yet to agree on appropriate methodologies, we strongly recommend – especially with respect to REDD+ intentions – that Madagascar considers the participation of local communities already during the conception of the system. Furthermore, the R-PP needs to reflect on the way NGOs and the private sector get incorporated for the benefit of the MRV system. It seems that the R-PP in its current state does not consider any other agencies or stakeholders but those depicted in Annexes 4b, 4c and 4d designated to design and implement the MRV system.

According to the intended design, the MRV system aims to comply with IPCC Tier 2-3 but the R-PP omits completely to discuss how international (and national) standards will be met since there is not yet an agreement on the methodological course of action. Madagascar needs to outline a clear national REDD+ strategy in the first place, which helps to guide the development of the MRV system and which simultaneously can ensure to establish an appropriate linkage between policy and MRV strategies. Madagascar may make use of the experiences from various pilot project to choose adequate policy and MRV strategies that establish binding national standards comprising the entire MRV workflow and harmonize applied techniques.

Existing and needed capacities are briefly described in *Activité 4*. However, the R-PP not describes in which way it is intended to strengthen these capacities and how this process may be organized. It remains unclear to which extent Madagascar possesses the potential to design and implement efficient capacity building strategies. A key point in this context that can support Madagascar to organize a meaningful capacity building is to specify the requirements for various techniques and knowledge (inventory, monitoring, REDD, AFOLU, remote sensing, GIS etc.) for all agencies/stakeholders from national to local level. For example, Madagascar may consider to specify in which category and to what extent capacities may be obtained from existing pilot projects and how this experience can prove useful for the development of the national MRV system and the country’s REDD+ policy strategy. Capacity gaps and the requirements to address these issues should be outlined in a more detailed way.

Accordingly, the situation for the required equipment is comparable; the need for technical gear for the collection (incl. field work), storage, analysis, interpretation, validation and distribution of data has yet to be estimated and is not further specified in the R-PP.

Given the current state of development of the future Madagascar MRV system, it is not surprising that component 4b is still in a rather rough condition (which is admitted there). Madagascar needs to prepare a design and implementation plan for the national MRV system in the first place in order to assess its other benefits and impacts. Of course, the points specified in the R-PP template should be considered during the design of the monitoring system. However, one point is missing in the special case of Madagascar: In view of the varied and unique flora and fauna that characterizes the island, it may be important to consider in the R-PP assigning more attention to the connection of its REDD+ strategy with the preservation of its exceptional biodiversity that is endangered by human activity.

Finally, for a REDD+ program monitoring of the drivers of deforestation is a critical element and needs to be explicitly factored in as a separate piece of assessment. Without this monitoring, it will be difficult to track the often dynamic and changing causes of DD and hence to design REDD+ policies to control DD.

#### **Recommendations:**

- Carefully address the comments made in the above described review, in particular
    - elaborate a detailed roadmap which of the REDD+ relevant parameters the MRV system can account for in the medium term
    - determine what carbon pools will be accounted for (key category analysis) and what appears to be a reasonable period for the implementation
    - assess the relevance/advantages/disadvantages of available technical and methodological options with respect to the national circumstances
    - consider assigning more attention to the connection of its REDD+ strategy with the preservation of its exceptional biodiversity.
    - establish binding national standards comprising the entire MRV workflow and harmonize applied techniques
  - Develop a concept to monitor drivers of deforestation explicitly along with the inventory monitoring.
  - Add a list of the non-carbon benefits and tradeoffs of a REDD+ program, which will be monitored and verified. Revise the suggestion made in the draft to monitor co-benefits “more loosely”. Ensure that the “baselines” of the co-benefits are well established.
  - Consider to include a system of participatory monitoring in the preparation activities, including the participation of local communities already during the conception of the system and reflect on the way NGOs and the private sector get incorporated in the development of the monitoring
  - Capacity gaps and the requirements to address these issues should be outlined in a more detailed way
  - Carefully reflect on the budget of the R-PP for standard 4. Reflect on what is needed and can be done up to the year 2013 and what could be included (and financed) in the next step under REDD-implementation
  -
- ➔ **The standard for component 4 has yet not been met.**

## Component 5. Schedule and Budget

**Standard 5: Completeness of information and resource requirement.** The R-PP proposes a full suite of activities to achieve REDD readiness, and identifies capacity building and financial resources needed to accomplish these activities. A budget and schedule for funding and technical support requested from the FCPF, as well as from other international sources (e.g., UN-REDD or bilateral assistance) are summarized by year and by potential donor. The information presented reflects the priorities in the R-PP, and is sufficient to meet the costs associated with REDD readiness activities identified in the R-PP, or gaps in funding are clearly noted.

### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

The work schedule is clearly laid out, though it would be useful to have a finer distinction that an year wise overview. In general terms, the workplan seems to be overly optimistic and very demanding. What needs to be better clarified and specified is the question of responsibilities for each sub-activity listed in the tables on pages 72 onwards.

The budget is relatively high and exceeds the provisions that can be made by FCPF by a factor 3. Madagascar should clarify how much can be invested through national budget and how much resources are needed from development partners other than FCPF. There should also be a chapter on how these resources can be obtained and when. In general terms, the TAP is of the view that Madagascar should present a R-PP with a budget that has the prospect to be fully funded within the first year of R-PP implementation.

#### Recommendations:

- Revise the timeline of activities considering the overall ambitious goals to be met in a relative short time frame; consider to simplify the activity list (which is extremely demanding and will be difficult to monitor)
- Make a clearer sequencing of activities
- Make the delivery date of activities clearer and give an indication how long a main activity should last
- Make clear in a synoptic table, which activities will be delivered by the implementation arrangements directly and which activities will be delivered by external consultants
- Give more details on funding sources of the R-PP and argue on how the entire R-PP implementation will be funded. If needed, scale down the budget without jeopardizing the implementation arrangement of the R-PP

➔ **The standard for component 5 has not been met.**

## Component 6. Design a Program Monitoring and Evaluation Framework

**Standard 6:** Adequately describes the indicators that will be used to monitor program performance of the Readiness process and R-PP activities, and to identify in a timely manner any shortfalls in performance timing or quality. The R-PP demonstrates that the framework will assist in transparent management of financial and other resources, to meet the activity schedule.

### Reviewer's assessment of how well R-PP meets this standard, and recommendations:

Needs to be elaborated

#### Recommendations:

- Develop indicators to monitor programme performance of the R-PP activities implementation
- Develop indicators to monitor progress in the Readiness process a whole, considering the wider REDD-plus dimension.

