

## **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)

### **Guidelines for Reviewers:**

- 1) *FCPF REDD Country Participant R-PPs will be reviewed and assessed by the FCPF Participants Committee, the FCPF's governing body, taking TAP comments into account. External (Technical Advisory Panel or other) and Bank reviewers may provide recommendations on how a draft R-PP could be enhanced, using this template on a pilot basis until a process is approved by the PC.*
- 2) *One set of criteria should be used for review: specific standards each of the current 6 components of an R-PP should be met.*
- 3) *Your comments will be merged with other reviewer comments (without individual attribution) into a synthesis document that will be made public, in general, so bear this in mind when commenting.*
- 4) *Please provide thoughtful, fair assessment of the draft R-PP, in the form of actionable recommendations for the potential enhancement of the R-PP by the submitting country. A REDD Country Participant would be allowed three submissions of an R-PP to the PC for consideration.*

### **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.*

### **Review of R-PP of ( Tanzania)**

**Lead Reviewer (Harrison Ochieng Kojwang) and TAP Team:**

**Date of review (May 27<sup>th</sup> 2010):**

### **Standards to be Met by R-PP Components**

## **General Comments**

The document has provided interesting information on Tanzania's forest resources and the size of the main text actually encourages one to read through it. In addition to a good background to the Forest Resources of Tanzania, which demonstrates the value of forests on wood production, carbon sequestration, biodiversity and water, it also gives a good account of existing carbon related projects in its annexes. Furthermore it draws a useful link between its existing National Forest Programme to the proposed REDD Programme.

### **Strengths of the Document:**

- Recognition of the environmental values of forests and payment for ecosystems services
- The Value of the Mountain Arc Forests as water towers and as repositories of unique biodiversity
- The Involvement of key institutions in the REDD Programme Development Process (Institute of Resource Assessment (IRA) and Sokoine University of Agriculture) and the Department of Forestry and Bee-Keeping.
- It has proposed a series of national and sub-national committees that if well resourced with clear TORs can steer a national REDD Programme
- It demonstrates a good understanding of what it takes to set up reference scenarios for carbon and suggests a national monitoring system
- Strongly advocates the use of REDD demonstration projects and several relevant in-depth studies that will inform the REDD Programme.

### **Areas for Improvement**

- The document needs a list of ACRONYMs
- The TORs of the REDD related bodies or committees are still not clear in the main text
- The hierarchy between the proposed bodies also need clarification
- In a number of cases one has to refer to the annex for relevant information, when it would be more useful to give a summary of what is in the annex.
- The MRV and Monitoring sections are clearly written but should make strong and specific references to IPCC guidelines, provide more information on existing data and an account of existing national capacities and any gaps.
- The document should more clearly demonstrate the how or to what extent the proposed strategy options directly address the drivers of deforestation and forest degradation.

## 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:

#### Observations

The document has proposed several coordination bodies such as:

- National Climate Change Steering Committee (NCCSC)
- National Climate Change Technical Committee (NCCTC) with intentions to broaden its membership as necessary
- A REDD Task Force with membership drawn from Environment, Forestry, Zanzibar and Local Government
- A REDD Secretariat to be based at the Institute of Resource Assessment
- The Office of the Vice Presidents office has statutorily mandated to coordinate all climate change issues including REDD(p.7). This is a high level political office and therefore a success in the Readiness phase.

#### Recommendations

- The functional relationship between these bodies and their reporting lines are not clear even from the organogram. For example who facilitates (secretarial services) the work of the REDD Task Force? Who does the Task Force report to? Will the Steering Committee report to the Prime Minister? The composition of the committees also should be specified. Also the organogram seems to place the national REDD task force above the National Climate Change Focal point which does not sound right as REDD would have to fall under the bigger climate change umbrella.
- The National Climate Change Steering Committee (NCCSC) should co opt members from Zanzibar in order to make the Readiness arrangement National in scope.
- In addition, the R-PP should clearly state the level in government at which the National Climate Change Steering Committee is situated and operates from (ministry? Cabinet? Department? Etc).
- In view of the fact that the REDD task force has a mandate to oversee implementation of technical and operational issues in relation to REDD readiness its membership should be reviewed to make it more cross-sectoral and to include the private sector and other bodies. Alternatively it could be disbanded and a more inclusive structure is created.

- There is also insufficient clarity how the top body the Steering Committee relates to Regional then District Structures.
- While it makes sense to use existing local structures and institutions to manage REDD nationally, this must be accompanied by a thorough analysis of the efficiency and effectiveness of such structures (eg. District Structures) to manage REDD and the require capacity needs and associated budgets should be identified and described.
- Table 1a should also display the establishment of the national climate change technical committee. The same table in this section talks on building the knowledge base on climate change and REDD in Tanzania but is currently restricted to newsletters and this therefore needs to be expanded to include a diversity of ways to build knowledge using multimedia techniques.
- One of the TAP members has established that there are National networks of Indigenous Peoples in Tanzania such as the Pastoralists indigenous Non Governmental organization Forum (PINGOS FORUM) and the National Indigenous Peoples Coordinating Committee on REDD (NIPCC-REDD) but they are not mentioned as having been part of the consultation process. Similarly, the National REDD Task Force does not include members from indigenous peoples. On these grounds the TAP recommends the inclusion of representatives of indigenous peoples/forest dependent peoples in the Task Force and under implementation arrangements.

***The above issues regarding clarification are needed for this sub-section to meet the standard***

#### **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

<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).

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:**

**Observations**

- The initial set of consultations seem proper and covered the entire country but it is not clear . as to whether the document distinguishes between awareness raising and consultation and participation. Awareness raising does not in itself constitute consultation. It is the first stage necessary to create a platform that is conducive for consultation and participation.
- The table on SWOT analysis is interesting but at the same time it is confusing. The text appearing in each row (for example row 1) are not necessarily related across the table but they are presented as if they are
- It seems that the framework for REDD was already developed without much consultation and participation,

**Recommendations:**

- It would be useful if the SWOT analysis was used to derive a set of key issues that that have either gone into the strategies or those that still require consultations or policy interventions at high levels. Furthermore the SWOT Table could be disbanded to just show the strengths, weaknesses, opportunities separately and avoid the confusion.
- In the annex it was stated that some members of Village Forest Committees were represented in regional consultations. Since they are responsible for managing a significant amount of non-gazetted forest land, it is probably important that a national process involving all Village Forest Committee is initiated and that such a body be made permanent to support the REDD implementation process.

*With the recommended changes this sub-section would meet the standard.*

**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:**

## Observations

- Section 2 (a) demonstrates a good understanding of carbon trading issues and the CDM. However it is surprising that there is no mention of why there is no single forest CDM project in Tanzania.
- The Legal Framework as described seems quite supportive of REDD and indeed SFM
- The policy section recognizes all forms of tenure / forest ownership systems, baseline measurements, verification of measurements, financial mechanisms, stakeholder engagements and governance issues.
- The NFP has been presented as the main strategy option for REDD in Annex 2(b).

## Recommendations

- While the use of the existing National Forest Programme could save costs and build on existing achievements, the TAP is not convinced that the RPP states how well the NFP addresses the drivers which have been well explained in Annex 2 (a).
- While the TAP commends (in the second draft) the comprehensive account on the drivers of Deforestation and Forest Degradation in the main text and also in Annex 2a, which includes past efforts with reducing D&D, a summary of the past efforts should be included in the main text and should be clearly used in the design of strategy options.
- While the section recognizes the importance of social issues, it needs to do more than just reporting on them. It should probably prepare for a cyclical process which will allow for changes in the design if negative social issues arise from REDD implementation.
- The RPP should state if there are existing benefits sharing mechanisms, how they function and how they may inform REDD. Using that it should propose possible benefit sharing mechanisms or propose how they are likely to be designed.
- The issues that are likely to be contentious if REDD is placed within the Participatory Forest Management Programme should to be identified clearly in the R-PP, including a proposal of actions on how to tackle them in order to improve forest governance in the readiness stage.
- The R-PP should analyze the likely effects of the newly promulgated campaign for agriculture revolution (Kilimo Kwanza), on the implementation and success of a national REDD Programme.

**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:**

**Observations:**

- It is pleasing to note that the REDD strategy will be based on an already developed REDD National Framework, the National Forest Programme Facility and the National Growth and Poverty reduction strategy NGRSP
- The section is thin on detail and has the key issues in the annexes (2 a and b)
- It has recommended a set of quite worthwhile in-depth studies But a study on the drivers of deforestation does not appear to be one of them

**Recommendations**

- The main strategy options in the annexes should be summarized and the key elements put into the main text
- The strategies should show how they directly or indirectly attempt to mitigate the forces of deforestation and degradation.
- The Drivers of Deforestation and Forest Degradation should be among the list of in-depth studies
- Another case which is worthy of an in-depth study is how the rights of minorities, forest dependent and indigenous people will be taken care of under REDD Programmes. It is strongly recommended that this be one if

the in-depth studies.

- In view of the impending reviews of both the current National Forest Programme Facility and the National Growth and Poverty reduction the REDD Programme could use the opportunity to critically review their usefulness as delivery mechanisms for REDD and to mainstream REDD issues in the Forest Policy through these programmes

**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:**

**Observations**

- R-PP indicates the need to link REDD strategy to the current national growth and development strategies and this is a good step to ensure holistic approach and treat REDD as not only an environmental concern but also developmental.
- Most of the relevant information is in the annex
- The section recognizes and has listed a lot of issues that still need to be resolved prior to achieving a comprehensive REDD+ strategy. This is good.

**Recommendations**

- The national strategic in-depth studies and pilots should also include participatory methods for monitoring and reporting on socio-economic effects of REDD implementation in addition to that of MRV for carbon
- An implementation framework is about institutions and institutional frameworks, their mandate, partnerships and the deployment of resources according to well laid out objectives. This is not yet clear in the RPP but is clear in the Annex. The elements in the annex should be listed and briefly described in the main text.
- With REDD in particular, one wants to see how activities, which are outside the forest sector but are important to REDD will be addressed and who will make sure that it is done.
- Refer to the earlier comment on NFP

**This section would readily meet the standard since all the key information is in the annex**



**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.

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

**Observations**

In the second draft received by the TAP

- The RPP states that there is limited capacity for SESA and has called for a national consultancy on the same
- It has made reference to World Bank Safeguards which it will also use to guide its work
- In the section on Strategic Requirements, the RPP recognizes that "REDD schemes do not automatically guarantee a capacity to link carbon sensitive policies with pro-poor and environmental policies" hence the need for SESAS

**Recommendation**

- It would be useful since Tanzania has already started on some pilot projects and even the NFP to give examples on the already realized impacts (if any) and also what impacts could be anticipated with the current RPP.

**Otherwise the component largely meets the standard.**

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**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.)

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

**Observations:**

- The TOR for a national level carbon stock assessment is provided in Annex 5a

- The use of NAFORMA has been cited as the main mechanisms for collecting carbon data
- It has been stated that some data on carbon stocks already exist but not presented or discussed in the main text
- It appears that Tz has concentrated on above and below ground biomass
- There is no summary of NAFORMA methodology nor is there any strong reference to the IPCC guidelines in the main text.

### **Recommendations**

- This section could be improved by presenting a review of historical data which Tanzania has and a statement of Tanzania's capacity in this field (which it has anyway) and where it will put efforts to increase capacity through additional trained personnel or improve the skills of existing personnel. Hence All available data and capacities in Tanzania should be evaluated to prepare for a "best effort" to estimate historical forest carbon changes as key input to the REL development.
- Tanzania should also state, which among the causes or drivers of deforestation and forest degradation are, in their judgement is likely to affect its estimation of REL significantly
- The methodology described refers mainly to data on carbon stocks but does not even mention a methodology adopted for the activity data/remote sensing component or any other data that may be of use for the reference scenario.
- Section 3 could be improved by synthesizing existing data and information and combine those with the ongoing NAFORMA Project to outline its options clearly on how it will develop a reference scenario.

#### 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:

##### Observations

- The section reads well but it is only fully understood if one is familiar with the main structure of NAFORMA. However, there is a well demonstrated understanding of the technical issues of forest assessments / monitoring. It states quite clearly that the national monitoring will be based on permanent sample plots.
- The Annex is more informative in that sense than the actual R-PP. Tanzania mentions three main actors that will support the country to achieve readiness for REDD+, being the national forest inventory, the UN-REDD Programme and the National Carbon Accounting System for Tanzania (NCAS-T). Efforts for the forest inventory are made with support from FAO's NFMA program that was launched in 2009 and aims to establish NAFORMA (National Forestry Resources Monitoring and Assessment), which will serve as the technical REDD framework.
- R-PP use of villagers to check the accuracy of field measurements makes the process inclusive but there is a need to commit to capacity building before villagers can be involved. This is because even though R-PP mentions verification by villagers, the core tasks for the Tanzania NCMC has a component to train only foresters on the approved carbon assessment methods.

##### Recommendations

- The R-PP must detail out how Tanzania will reinforce MRV country coordination as identified to be relevant in the February 2010 meeting. The R-PP currently does not go beyond what the necessary next steps are in order to create that desired system.
- An important ecosystem service; water should also be included as one of the MRV elements - since Tz has 2.6 million ha of declared water catchment forests
- The information from the National Carbon Accounting System for Tanzania (NCAS-T), FAO's NFMA and NAFORMA which are currently in the Annex should be summarized in the main text. In doing so, Tanzania should also state if it has all the needed personnel to implement the NCAS-T system that it has described in the Annex. Since the initial focus should be on building or organizing local capacities, acquiring fundamental data (field and remotely sensed) and preparing an initial and presumably Tier 2 report. The MRV system should demonstrate a clear stepwise or phased roadmap with room for improvement over time.
- We note that with the NCAS, Tanzania chose an especially complex core component for its MRV system. It is not clear from the R-PP how Tanzania will implement this comprehensive approach, in particular since the existing capacities in the country are not described and it should be clear how the goal should be achieved, in particular in a matter of a few years.
- As far as Tanzania sketches a concept, we conclude that the country recognizes the importance to include a non-carbon monitoring (governance, environmental and social impacts) involving civil society, but no designs for such monitoring are provided.
- The monitoring of non-carbon variables within the MRV have been mentioned in the RPP but what is missing are even early ideas on the design of such monitoring.

## **Component 5. Schedule and Budget**

### **Standard 5: Completeness of information and resource requirements**

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 budget is not filled in. The budget should show the support that Tanzania is receiving from sources such as GEO-FTC, and the Lider project for MRV.

Table 2b-2 in the R-PP makes no budget provision for training local government and district officials on governance issues. This must be addressed and reflected as such in the budget section.

**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:**

The principles of M and E are recognized in the document, as are the use of process and product indicators.

**All in all the sections largely meets the standard.**