

# National Programme Document – Democratic Republic of Congo

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UN-REDD PROGRAMME

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17-19 March 2010





**UN COLLABORATIVE PROGRAMME ON REDUCING EMISSIONS FROM  
DEFORESTATION AND FOREST DEGRADATION IN DEVELOPING COUNTRIES  
NATIONAL PROGRAMME DOCUMENT**

VERSION:  
2<sup>nd</sup> March 2010

Country: **Democratic Republic of Congo (DRC)**

Programme Title: **UN-REDD support to the REDD Readiness Plan (R-PP)  
of the DRC [UN-REDD / DRC / Phase 2]**

Programme Outcome: **DRC is equipped and ready to engage in an international REDD+ system**

<p>Programme Duration: <b>2.5 years</b>          Anticipated start/end dates: <b>Jun 2010 / Dec 2012</b>          Fund Management Option(s): <b>Pass-through</b>          Administrative Agent: <b>UNDP MDTF Office</b></p>	<p><u>Estimated budget (R-PP): US\$ 22.7 m</u>          UN-REDD requested: <b>US\$ 5.5 m (*)</b>          FCPF requested: <b>US\$ 3.4 m</b>          Funded Budget: <b>US\$ 1.8 m</b>          Unfunded Budget: <b>US\$ 11.9 m (**)</b></p> <p>(*) Programme + indirect support costs          (**) Co-financing is already being sought.</p>
<p>Sources of funded budget:  <b>UN-REDD Multi-Donor Trust Fund</b></p>	

**Names and signatures of national counterparts and participating UN organizations**

*By signing this programme document, all signatories assume full responsibility to achieve results identified with each of them as shown in Tables 1 & 2 and detailed in annual work plans.*

UN organizations	National Coordinating Authorities
<p>Mr Fidèle Sarassoro  <b>UN Resident Coordinator – DRC</b></p>	<p>Mr. José E. B. Endundo  <b>Minister for the Environment, Nature Conservation and Tourism (MECNT)</b></p>
<p>Mr. Ndiaga Gueye  <b>FAO Representative – DRC</b></p>	
<p>Mr. Adama Guindo  <b>UNDP Country Director – DRC</b></p>	
<p>Ms. Angela Cropper  <b>UNEP Deputy Executive Director</b></p>	

*For further information regarding the R-PP and the UN-REDD programme of the DRC, please see Annex 1 (p. 16).*

## 1. Executive Summary

The DRC engaged decisively and intensively into REDD+ about a year ago, in January 2009. The country has since then entered a fast track towards reaching REDD readiness. In 2009, a first UN-REDD Programme allocation of US\$ 1.88 million (phase 1, 2009-2010), together with a FCPF grant of US\$ 0.2 million, has served to launch and structure a national REDD+ process. Such a **REDD+ process**, which comprises an ongoing stakeholder dialogue/cooperation on REDD+, is advancing in a healthy and dynamic manner in the country, under the auspices of the Ministry for the Environment (MECNT). A **REDD Decree**, signed by the Prime Minister on 26<sup>th</sup> November 2009, has formalised the national REDD process and backed a number of key REDD institutions, notably a **National Coordination for REDD (CN-REDD)**, which is functional and very active, and two steering committees (a National REDD Committee and an Inter-ministerial Committee), which are being established. A notable number of organisations from civil society and representing forest peoples have organised themselves into a single structure, named the **Working Group on Climate-REDD (GTCR)**, which has become an active, indispensable and very valuable partner of the REDD process in the DRC, channelling a REDD dialogue across the national, provincial and local levels. A number of international institutions are either supporting or nourishing the DRC's REDD process, including the UN agencies under the UN-REDD Programme (FAO, UNDP and UNEP), the World Bank (through its FCPF), COMIFAC, CBFF, Rainforest Foundation, WWF, ITTO and FORAF.

The DRC has just elaborated its **REDD Readiness Plan (R-PP)**, for 2010-2012, which is attached to this proposal and seeks UN-REDD's financing support. This R-PP represents the national roadmap for REDD readiness, as well as the meeting point for all stakeholders, including donors, that wish to support the DRC's REDD+ readiness process.

The R-PP is a solid **roadmap** document, with substance and a length of about 150 pages. It contains a vision with a timeline, a Results Framework, reflexions of substance, an institutional framework, plenty operational and practical guidance elements, a refined set of activities and interventions to realise (including 30 different action lines and over 100 tasks), and a detailed budget with an annual disbursement plan. It covers well all the key components of REDD readiness as identified and agreed internationally. During the R-PP elaboration, both the UN-REDD Programme and FCPF cooperated closely, as illustrated by the fact that they will employ the same country R-PP document to mobilise their respective funding, and by the habit of conducting joint missions in the DRC (4 joint missions so far in about one year). The R-PP document is partly structured after the FCPF's template, in order to ease FCPF submission, while simultaneously covering all information required for submission to the UN-REDD Programme (FCPF and UN-REDD are the two primary financing sources the country is now seeking, although other co-financing sources are being pursued too).

The R-PP is the result of a highly **participatory** process that has ensured a good degree of country **appropriation**. Countless consultations and meetings, workshops, studies, international support missions and provincial-level activities have been organised to inform stakeholders, consult them about, and built the REDD readiness plan of the DRC, including some 31 recorded events (see [Section 1b](#) and [Annexe 1b](#) of the R-PP). For the final R-PP drafting and revision, some 50 people have actively participated in various working groups devoted to different domains and issues. A validation workshop was organised on 18-19 February 2010, with 80 people participating and chaired by the Minister for the Environment himself. In addition, a Joint UNREDD/FCPF mission was conducted on 9-12 February 2010 to appraise the R-PP document: the mission concluded that the R-PP is a plan of good quality, prepared through a participatory way and duly owned by country stakeholders, and therefore

ready for submission to the boards of both UN-REDD Programme and FCPF, which are scheduled for 18-19 March 2010 (Nairobi) and 22-25 March 2010 (Libreville), respectively (see Report of the 4<sup>th</sup> Joint UNREDD/FCPF mission in the DRC; the conclusions of the Report are in Annex 2 below).

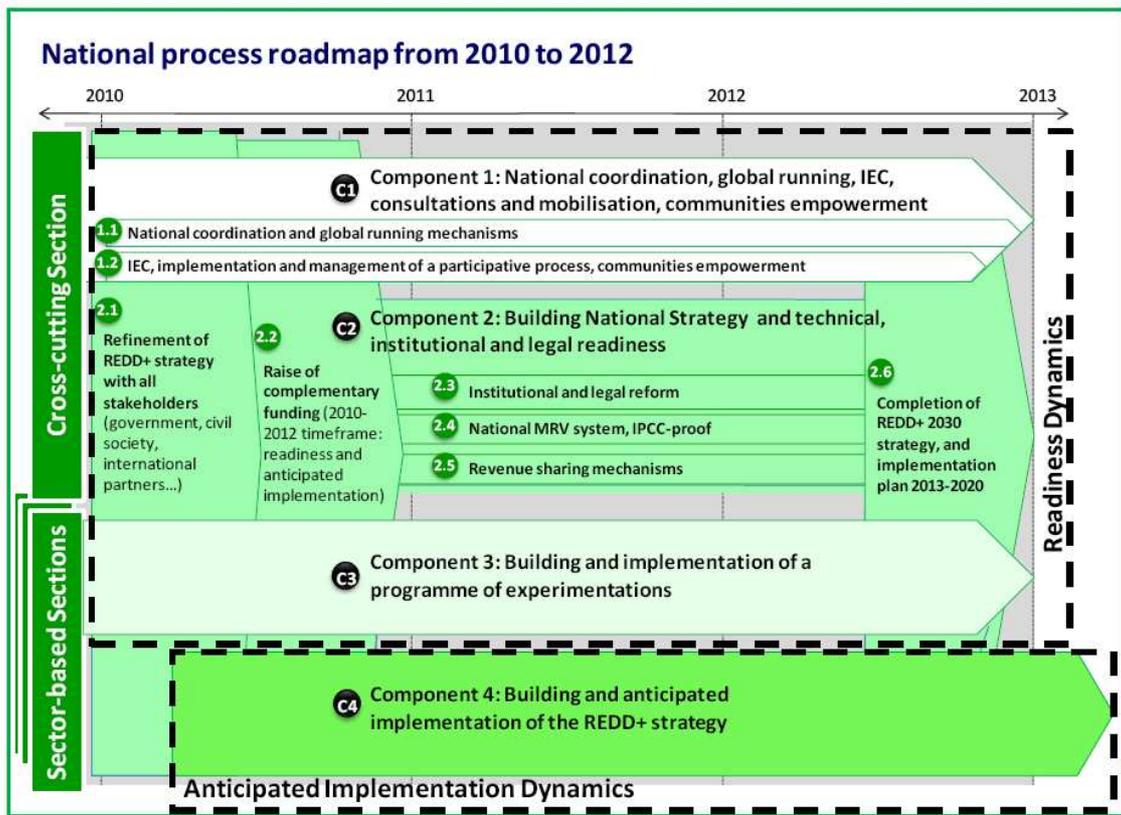
The entire **R-PP budget** is estimated at US\$ 22.7 million. Some US\$ 1.8 are already secured: these comprise the remaining funds from UN-REDD's phase-1 (now shifted to the R-PP framework), the FCPF initial grant and an ITTO project recently approved for DRC. The DRC wishes to request to the UN-REDD Policy Board an allocation of US\$ 5.5 million (as UN-REDD's phase 2) for the period 2010-2012, so that the R-PP can be truly realised. In addition, the country will request US\$ 3.4 million to the FCPF in their decision meeting in late March 2010, and these seem probably secured. A co-financing gap of US\$ 11.9 million remains, yet the country is already in dialogue with different donors and founding sources, and no major difficulty is anticipated in view that the REDD readiness process in DRC has reached a good level of credibility and interest. In any case, the way the R-PP budget is structured allows that with the requested UN-REDD and FCPF financial allocations, which amount to about US\$ 9 million, the REDD readiness process can advance smoothly and reach a minimum quality. Co-financing will ensure a robust and richer readiness process.

The R-PP is thus the national REDD programmatic document of the DRC. It simultaneously represents the programme documents for UN-REDD and FCPF. Therefore there is not a separate UN-REDD national programme document for DRC, so to avoid proliferation of documents or create confusion. Nevertheless, in order to ease the assessment and decision-making of the UN-REDD Policy Board, here follows an explanatory note, structured as the template for UN-REDD's national programme documents, which shows how the R-PP addresses the required information and analysis. The note makes references to R-PP sections (the pages remitting to the original, French-language version of the R-PP) and contains additional comments for clarity purposes. In any case, and unless indicated otherwise, this UN-REDD proposal (phase 2) conforms to the previous UN-REDD proposal (phase 1), which was already cleared by the UN-REDD Policy Board in its first meeting ever, in March 2009 in Panama.

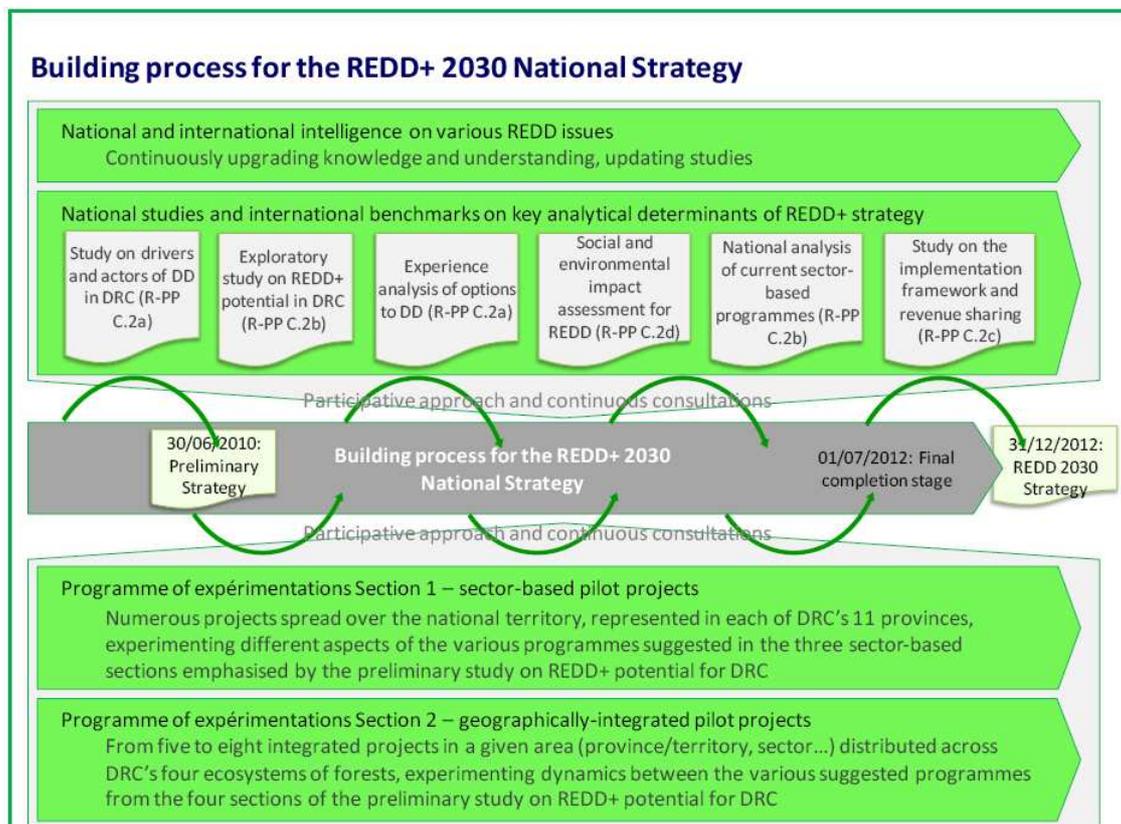
The vision of the DRC's national REDD+ process is presented in the Introduction (pp. 5-7) of the R-PP. It includes a graphic roadmap, with components and timing (see Figure 1 below).

For a summary of the R-PP, please see section Executive Summary (pp. 11-14) in the R-PP document. It includes a chart summarising the steps for building the National REDD Strategy in the Horizon 2030 (see Figure 2 below) and a Results Framework (see tables 1 & 2 in section 4 of the current document, further down).

**Figure 1. The roadmap of the National REDD process (2010-2012)**



**Figure 2. The roadmap for building the REDD+ Strategy (horizon 2030)**



## **2. Situation Analysis**

The DRC has a forest surface of about 1.45 million km<sup>2</sup>, including 850,000 km<sup>2</sup> of dense humid forests (which represents about half of African dense humid forests). Carbon stocks in forest biomass in DRC are the second largest in the tropical world and, depending on estimates, range from 20 to 37 billion tonnes of Carbon. The DRC's forest is source of livelihoods for millions of forest and rural dwellers.

The DRC's forests encompass four inter-related development dimensions for the country and globally: (i) vast and unique forest, biodiversity and ecosystem resources to conserve and use sustainably; (ii) climate change mitigation/adaptation roles; (iii) source of rural livelihoods and socio-economic development; and (iv) potential for Carbon finance, particularly in relation to emerging REDD financing mechanisms. In view of all that, the DRC has engaged intensively in a REDD+ readiness process since early 2009. The country is already a beneficiary and a partner of the UN-REDD Programme and the World Bank's FCPF.

The DRC is one of the world's poorest and least developed countries, with very high levels of extreme poverty. Its economy is based principally on subsistence agriculture and extraction of natural resources. Entering a REDD regime, if well done, would certainly serve to improve rural livelihoods and forest conservation as part of the same, concerted effort.

During 1996-2003, the country suffered two major wars with some 4 million people killed and hundreds of thousands displaced. Some armed conflict still persists in the Eastern part. The country is now in a post-conflict recovery and stabilisation process, which offers a unique opportunity for catalysing changes as the government, the economy and the society develop. Natural resources, such as forests, represent a crucial aspect of development. Governance is, however, a major development challenge that requires profound and continued support.

A detailed situation analysis was already compiled in the "UN-REDD DR Congo Quick Start Programme - Year 1" (i.e. UN-REDD's Phase 1 programme), which was cleared by UN-REDD's Policy Board in its first meeting ever, in Panama in March 2009. The R-PP contains further context analysis, including the following policy and institutional aspects:

- Assessment of ongoing sector strategies and programmes related to the forest and to REDD+ in Section 1.1.2 (pp. 55-61) of the R-PP.
- Analysis of land use, forest policy and governance in Annex 2a (pp. 118-120) of the R-PP.
- Institutional context and framework for REDD+, including the participatory dimensions, in Section 1a (pp. 15-24).
- The REDD juridical framework: please see the text of DRC's REDD Decree (Decree 09/40, 26<sup>th</sup> November 2009) in Annex 1 (pp. 110-115) of the R-PP.

## **3. Strategies, including lessons learned and the proposed joint programme**

The R-PP contains abundant references to the national-level strategy framework and strategic synergies that sustain the REDD+ readiness process. In particular, the Introduction (pp. 5-7) provides the strategic grounds and vision of the R-PP. Furthermore, Section 1a (notably pp. 18-21) refer to the expected linkages between the R-PP and a number of strategic policies and

initiatives, such as the national poverty reduction and economic growth strategy (the new one is to be drafted precisely this year), the climate change policy-making and negotiation processes, different sector strategies and programmes (such as forest and biodiversity conservation, and rural/community development), the national strategy for the development of the pigmy autochthonous peoples, and decentralisation policies and efforts, among others.

The DRC's REDD+ readiness process is in full synergy with the ongoing **international negotiations** for a REDD mechanism. In fact, the DRC has promptly elaborated its R-PP, and is requesting financing to the UN-REDD and FCPF multilateral platforms, in order to be ready for REDD as soon as the international REDD architecture is defined, hopefully within 2 to 3 years. In this sense, the R-PP responds to all the REDD readiness components as internationally defined, namely: Management of readiness; Stakeholder participation; REDD strategy options; Reference Scenario; Implementation framework; and National MRV system (see Table 1 below for details).

The REDD+ readiness process of the DRC, as shown in the R-PP, is in harmony with the **regional**, Congo-basin efforts around REDD and climate policy positions. The COMIFAC, which is the regional policy and technical body of central African countries for forest and related matters, is fully engaged in advancing a REDD mechanism globally and in supporting the countries of the region in their efforts to be REDD+ ready collectively. The leading efforts of the DRC, as shown by the R-PP, which is the first in-depth REDD roadmap in the region, are likely to inspire the rest of the region. In addition, a number of regional REDD initiatives will enhance the REDD+ readiness process in the DRC.

**The DRC is fully engaged in REDD+ readiness** since more than a year ago, as illustrated by the national institutions created specifically for REDD, the existence of a REDD Decree since November 2009, a fluid multi-stakeholder dialogue on REDD, active participation in international negotiations around REDD, an Information/Education/Communication Plan for REDD, regular references to REDD in the national media, interest and support from a wide range of international donors and technical assistance partners, and an growing interest at all levels, from national institutions to local associations. The participatory elaboration of the R-PP is a further indicator of a national engagement in the REDD+ mechanism. There is no doubt that the R-PP reflects and responds to an emerging strategic front in the country.

The two main multilateral platforms to support REDD, namely the UN-REDD Programme and the FCPF, are active in DRC and collaborate very closely, to the point that the DRC has been signalled as a good example of international donor coordination for REDD. It is clear that the Government leads the entire effort, through a fluid and constructive dialogue with international partners, as well as civil society.

The UN-REDD Programme has been already active in the country since June 2009, when phase 1 (US\$ 1.88 million) was launched (it was approved by the UN-REDD's Policy Board of March 2009). This phase 1, which is about to be completed, has served to root well the REDD dynamic (e.g. institutions and working methods), to confirm the national engagement for REDD and to prepare the REDD roadmap (i.e. the R-PP). The country is now ready to implement this roadmap (the R-PP), for which the financing and technical support from the UN-REDD Programme and the FCPF are indispensable. In essence, the country has the **institutions** (e.g. CN-REDD, GTCR, the forthcoming National REDD Committee), the **tools** (the R-PP) and the **methods** (e.g. pride for qualitative work, consultation and participation practices and strategy, ongoing dialogue at national/provincial levels) to continue advancing towards REDD+ readiness in an intensive and in-depth manner.

Some of the progress and lessons learned from UN-REDD's Phase 1 are summarised next:

- A national institutional and juridical framework for the REDD process is already in place.
- The principles for the REDD process as agreed by the key REDD stakeholders in January 2009 have proven useful to progress and respected; they are: a single REDD process; a participatory process with national concertation; transparency; technical quality; and regional integration.
- A comprehensive REDD Readiness Plan (R-PP) has been elaborated through a participatory approach, and it includes strategic views, elements of substance, operational guidance and detailed budget.
- The CN-REDD, under the auspices of the MECNT, has become a valuable and respected cell to support and feed the REDD process, easing cooperation among key stakeholders (international and national alike), ensuring adequate participation, opening the different work lines required and maintaining coherence throughout.
- A number of mechanisms to ensure participation, information-sharing and multi-stakeholder dialogue have been put in place and are functioning healthily.
- Civil society groups and representatives of forest peoples are very active in REDD+ discussions, including the building of the R-PP, and have organised themselves through the GTCR, which is a regular and vital counterpart of Government and international stakeholders for REDD in the DRC.
- Joint cooperation between the two main international platforms for REDD, namely the UN-REDD Programme and the FCPF, is solid and smooth. Joint UN-REDD/FCPF missions have proved a good source of support and guidance to the REDD process, and are meant to continue.
- The REDD+ process in the DRC has been commended by different external observers as a good and innovative practice, thanks to its internal structures, its social and stakeholder inclusive dynamics, its methodology and its tangible progress in just about a year.

In summary, the UN-REDD's Phase 1 has served to root and fine-tune the REDD+ readiness efforts. Therefore UN-REDD's Phase 2 can already start, as it will advance on solid grounds.

#### 4. Results Framework

预览已结束，完整报告链接和二维码如下：

[https://www.yunbaogao.cn/report/index/report?reportId=5\\_10031](https://www.yunbaogao.cn/report/index/report?reportId=5_10031)

