Democratic Republic of Congo

Ministry of Environment,
Conservation of Nature and Tourism

Readiness Plan for REDD

2010-2012

R-PP Final Version

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The original and reference version of the RPP is in French. Reference must be made to the original version in case of debatable interpretation around the English version.

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GLOSSARY

COMIFAC: Commission of Ministries for Central African Forests

FAO: Food and Agriculture Organisation

FCPF: Forest Carbon Partnership Facility

GIEC: Groupe d'experts Intergouvernemental sur l'Evolution du Climat (see IPCC)

GT 13: « Groupe Thématique 13 » of donors related to the field of Environment

GTCR: Climate and REDD Working Group from Civil Society (Groupe de Travail Climat REDD)

IEC: Information, Education, Communication

IPCC: Intergovernmental Panel on Climate Change

MECNT: Ministry of Environment, Conservation of Nature, and Tourism

MRV: Monitoring, Reporting and Verification

NC REDD: National Coordination REDD

PIEC: Integrated Pole of Climate Excellence (stands for Pôle Intégré d'Excellence Climatique)

REDD+: Reduction of Emissions from Deforestation and forest Degradation, including conservation, sustainable forest management and enhancement of carbon stocks

RPP: Readiness Preparation Proposal (or Plan) for REDD

UNDP: United Nations Development Programme

UNEP: United Nations Environmental Programme

UNFCCC: United Nations Frame Convention on Climate Change

UN-REDD: United Nations programme for REDD

Introduction – REDD+ National Process for the 2010-2012 Period

The DRC, a differentiated REDD strategy for a unique country

A preliminary strategic analysis allowed to grasp the DRC's particularities, strengths, weaknesses and political dynamics, and to position them within the international context of risks and opportunities for REDD. Thus, the DRC is committed to capitalizing on its assets – its attractive forest capital, integrated national process, partnership with civil society – in order to build the key conditions for its success, which relies simultaneously on the credibility of its political commitment and the credibility of its implementation strategy.

Six mainstays therefore surface as guidelines to enable success of the REDD process in the DRC:

- Building the State's capacity to guide and control the country's transformation toward REDD, and establish institutions and a credible governance system.
- Placing the national REDD+ national strategy into the decentralization logic by coordinating, providing tools, guiding and monitoring the strategic planning efforts at the provincial level.
- Allowing for effective emissions reduction by making those players most likely to develop and control forest lands more aware of their responsibilities.
- Building DRC diplomatic capacities and adopting a committed and inclusive position.
- Mobilizing international funders to support an ambitious program by securing credibility, effectiveness and good governance conditions.
- Involving the country in a deep transformation toward a global system where forest preservation responds to a natural arrangement for all players entitled and capable of using it.

A Vision for the Country: Being "ready" by January 1, 2013

To ensure that the ambitious preliminary REDD+ objectives are met, the DRC is firmly committed to preparing for REDD+ over the period of 2010-2012. This three-year phase aims to substantiate a national vision of the country by January 2013, as characterized by three fundamental elements:

1. A national strategy for 2030 and the related market plan

   In the image of the teachings of the REDD+ potential's preliminary analysis, the national REDD strategy will be ambitious, built in a participative and transparent manner, consistent with the international system, supported by a proven, strong and directly operational plan of action, and relying on objectives and a budget calculated in detail. It will carry until 2030 and include a business plan for the 2013-2020 period.

2. A country equipped and ready to become involved in the international REDD+ system

   The country's complete preparation presupposes the capacity of actors at all levels to implement an operational national REDD strategy.

At the national level, the legal, regulatory, institutional, organizational and financial framework must be adapted, established and complete.

At the local level, a group of coordination and guiding structures will be established, and an experimental program will have enabled to test and plan the entire process of the local version of the national strategy thoroughly.

3. Clear programs for a "blazing launch"

Some exploratory REDD+ programs will be deployed in an anticipated manner, at a large scale, with result-based approach, without waiting for finalization of the 2030 strategy. These programs will focus on priority sectors according to their feasibility and stake.

A coherent process built on four components

To implement its vision, the DRC will pursue a double objective between 2010 and 2012:

- On the one hand, build strong bases of the national REDD+ strategy that will give structure to the country's sustainable development over the next decades.
- On the other hand, commit as soon as possible to the international REDD system, and secure substantial funding at the earliest to serve for the country's development and effective emissions reduction.

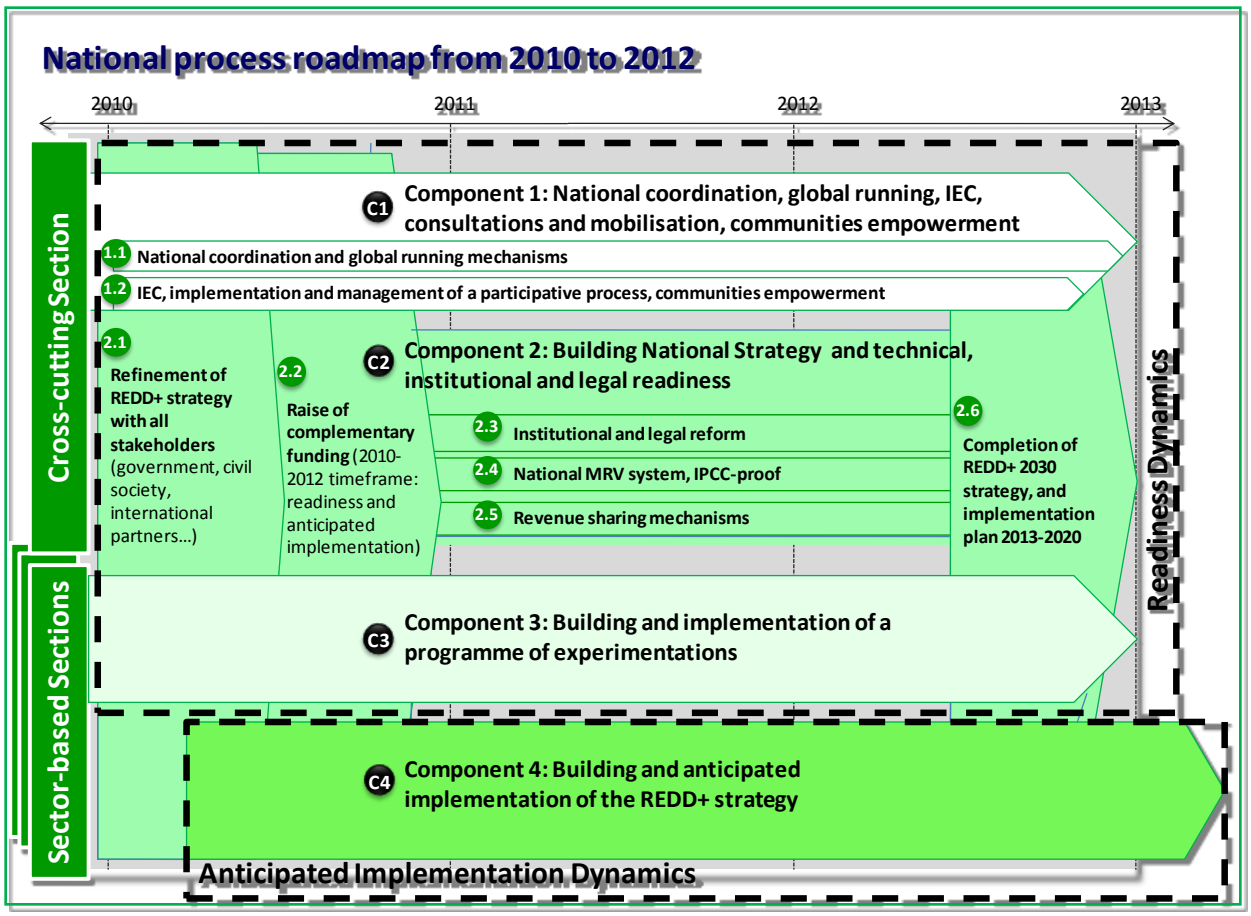
The DRC will therefore be involved in two dynamics, divided into four parallel components:

- Dynamic 1: Preparing the country
  - Component 1: National coordination, overall management, IEC, consultations and mobilization, community foundation
  - Component 2: Building the national strategy and technical, institutional and regulatory preparation
  - Component 3: Development and implementation of an experimentation program
- Dynamic 2: Early deployment of the national REDD strategy
  - Component 4: Development and implementation of the REDD strategy's early deployment

Coherence between these dynamics is a key success factor for the national REDD process. Thus, the four components will fall under the institutional structures in place as defined by the decree of November 26, 2009.

A complete roadmap for the DRC for the next three years

National Coordination will be responsible for coordinating and implementing the two preparation and early deployment dynamics, under the direction of the National REDD Committee. These two dynamics and the four related components establish the framework for the roadmap of the national process.



** Reference level is deemed to be part of the MRV system in the above*

By following the framework recommended by the FCPF of the World Bank, the present R-PP develops components 1 and 2 of the roadmap. This document also contains a rapid presentation of components 3 and 4 to allow for a clear overall vision of the national process. However, no funding is expected based on the present R-PP for these last two components.

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At last, this RPP has been enriched by precious comments from the joint mission of February 2010, notably from Josep Gari (UNDP), Wahida Shah (UNEP), Oudara Souvannavong (FAO) and Andre Aquino (WB/FCPF).

Executive Summary

Although its deforestation rates (of 0.25%) are low, a wooded area of 145 million ha place the DRC among the top ten countries that are losing the most significant surfaces of forest cover in the world each year. Faced with the urgency of climate change and the significant issue relating to forest preservation in the DRC, the country wants to commit rapidly to steps resolutely focused on taking action

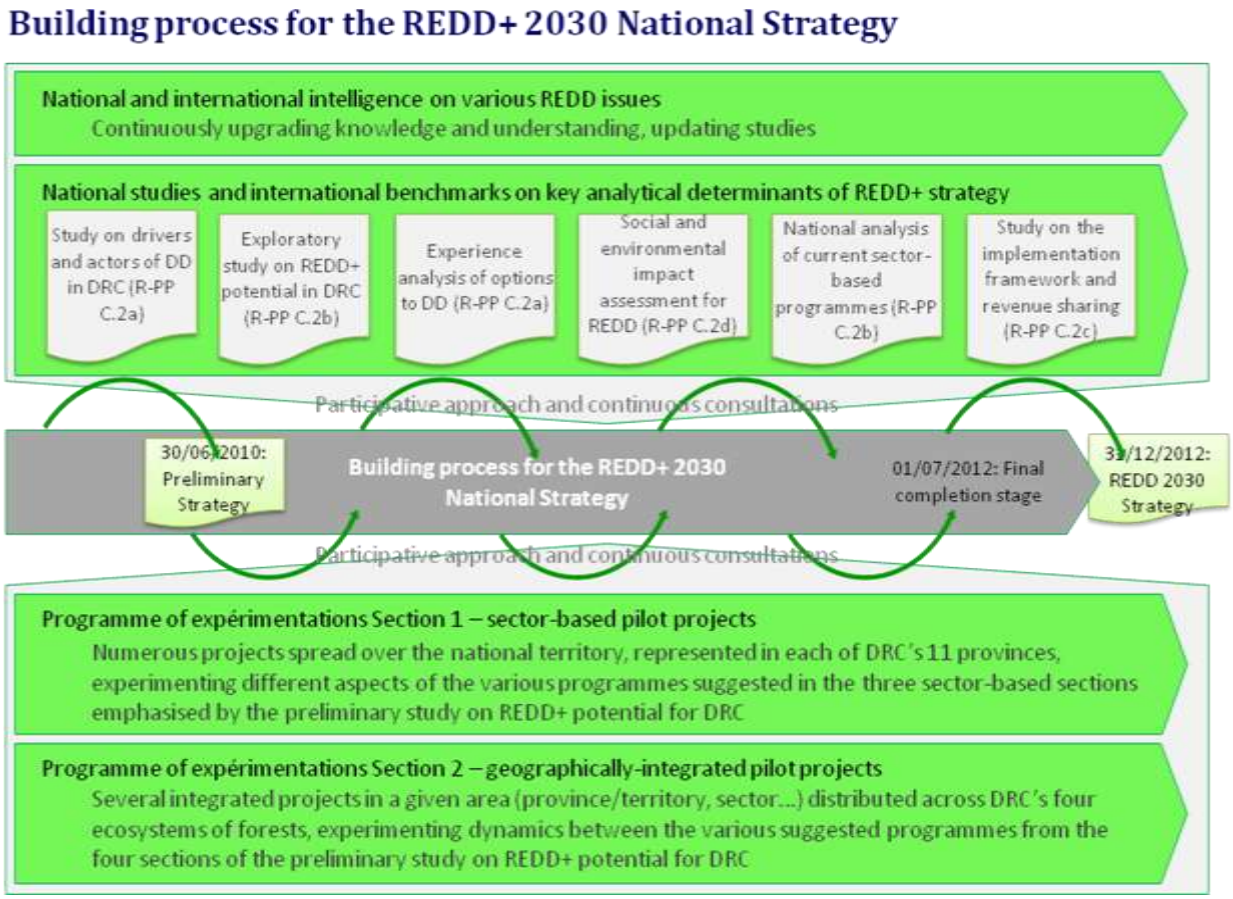
Preparation for REDD will be led by national structures established by the decree of November 26, 2009, namely at the national level, a national committee, an interministerial committee and a national coordination, with respective attributions of decision and orientation, planning and coordination. This decree also provides for the creation of three equivalent structures at the level of each province. By 2012, one coordinator will be assigned per province. Civil society participation is crucial at all levels, be it at the local, provincial or national levels. Partnerships have already been formed in this regard with the REDD Climate Work Group of civil society. Capacities of all of these structures will be built during the two coming years, to allow them to play the key role they have been entrusted with to prepare the country and for early deployment of the national REDD strategy.

This action plan would not be what it is today without the consultations led since the implementation of national coordination. National consultations took place with a great variety of players: other departments, parliamentary, universities, civil society organizations, international NGO, technical and financial partners, etc. Provincial launch workshops have already been held in four provinces. This RPP itself results from an intensive consultation process, with more than a hundred people mobilized to react and enrich the first draft version through four consultation workshops, several focus groups gathering more than 50 people to improve specific parts of the document, as well as a two days validation workshop with 80 people including representatives from Provinces. The whole process has been closely and continuously followed by the GTCR from Civil Society. As a result, this RPP can be considered as a fully detailed and consensual plan. In partnership with the REDD Climate Work Group and other civil society organizations, and ambitious IEC and provincial consultations plan has also been built for the three years of the country's preparation for REDD, between 2010 and 2012.

The preliminary analysis of the reasons for deforestation leads to the finding that certain causes of deforestation are also factors that are harming the country's development (political and institutional causes for example), while others are collateral to economic development (construction of infrastructures for example). The national strategy will seek to address the first directly, and to guide the second in order to reduce negative impact on forest cover and related environmental services. Sharing a consensus on deforestation factors is essential to implement an effective strategy and to mobilize REDD players toward the same goals. Supplemental analyses will therefore be conducted to better define the causes of deforestation and deterioration, both at the provincial and national levels, and will be shared to lead to a national consensus.

Exploratory work on the DRC's REDD+ potential, led in partnership with Mc Kinsey, have made it possible to identify preliminary action plans. However, the national REDD action plan is much more than a series of programs, and the work of the three years to come will serve to strengthen it. A national consensual strategy, made operational through action plans, will be available at the end of 2012, following several studies, monitoring and a series of experimental actions. Construction of the national strategy is determined to be operational, and is based on the observation that an action plan must be

tested before being validated. Thus, as of 2010, sector-based and geographically integrated pilot projects will be respectively oriented or developed to serve as experimentation for the national strategy.



Based on the population's strong dependency on the country's forest resources, and being aware of the ambitious character of the proposed strategy, the DRC will implement a monitoring system of the social and environmental impacts, in compliance with World Bank standards. This system represents an essential guarantee to eliminate or reduce prejudice, duly compensate for the inevitable negative consequences on people and the environment, and to improve the positive impacts and quality of expected results.

With regard to the reference scenario and the MRV system, the DRC will develop compatible systems with the most demanding carbon reporting criteria. However, the country wants to go further by converting these prerequisites into real decision-making tools (particularly through the development of exploratory and prospective scenarios, and monitoring of indicators for governance management, and economic, environmental and socio-cultural management).

The results framework to lead and assess the implementation of the RPP is presented below:

DRC: REDD Readiness Plan (R-PP) **RESULTS FRAMEWORK**		
Objective: The DRC is equipped and ready to engage in the international REDD+ system		
Expected results	**Key partners**	**Progress and performance indicators**
1. A national REDD+ strategy in the 2030 horizon is constructed in a participatory manner and ready to take off	National Committee, Inter-ministerial Committee, CN-REDD, GTCR, UNDP, WB, FAO	• A national REDD+ strategy of quality, ambitious and that represents the meeting point of the different stakeholders of REDD • The strategy relies on a decision tool (Reference Scenario) and on a robust Strategic Social and Environmental Evaluation (SESA) • An investment plan for REDD that is practical, multi-sectorial and budgeted
2. An institutional framework for REDD implementation is crafted and ready in 2013 on an interim basis	National Committee, MECNT, CN-REDD, WB, UNEP, UNDP	• A registry of Carbon projects and initiatives is functional • An interim national fund/mechanisms for Carbon finances' management is in place • The procedures for environmental and social assessment are in place
3. A comprehensive MRV system for REDD is built and operational	DIAF, CN-REDD, FAO, WB, UNEP	• A MRV system for GHGs emissions (deforestation/degradation) is operational and managed at the country level • A MRV system on social, environmental, governance and economic dimensions is in place • The dual MRV system is adopted by the stakeholders of REDD

Note: *This Results Framework is still under refinement.*

The country's immensity and the will to develop a resolutely participative process, both at the preparation and implementation levels, involve very high transaction and implementation costs. Around 22 million dollars are required to prepare the country, of which 3.4 million are requested from the FCPF and 5.5 million are requested from the UN-REDD programme (see table below). This funding will allow the DRC to meet the ambitious objective it has set for itself: in 2012, all the institutions and national stakeholders will be ready to enter into the REDD mechanism, the strategy will have been tested, transversal reforms will have been undertaken, the country will be in a position to monitor its emissions and notify the UNFCCC of them according to IPCC guidelines, and decision support systems will be in place to sustain management of the country's progress toward straightforward carbon economic development.

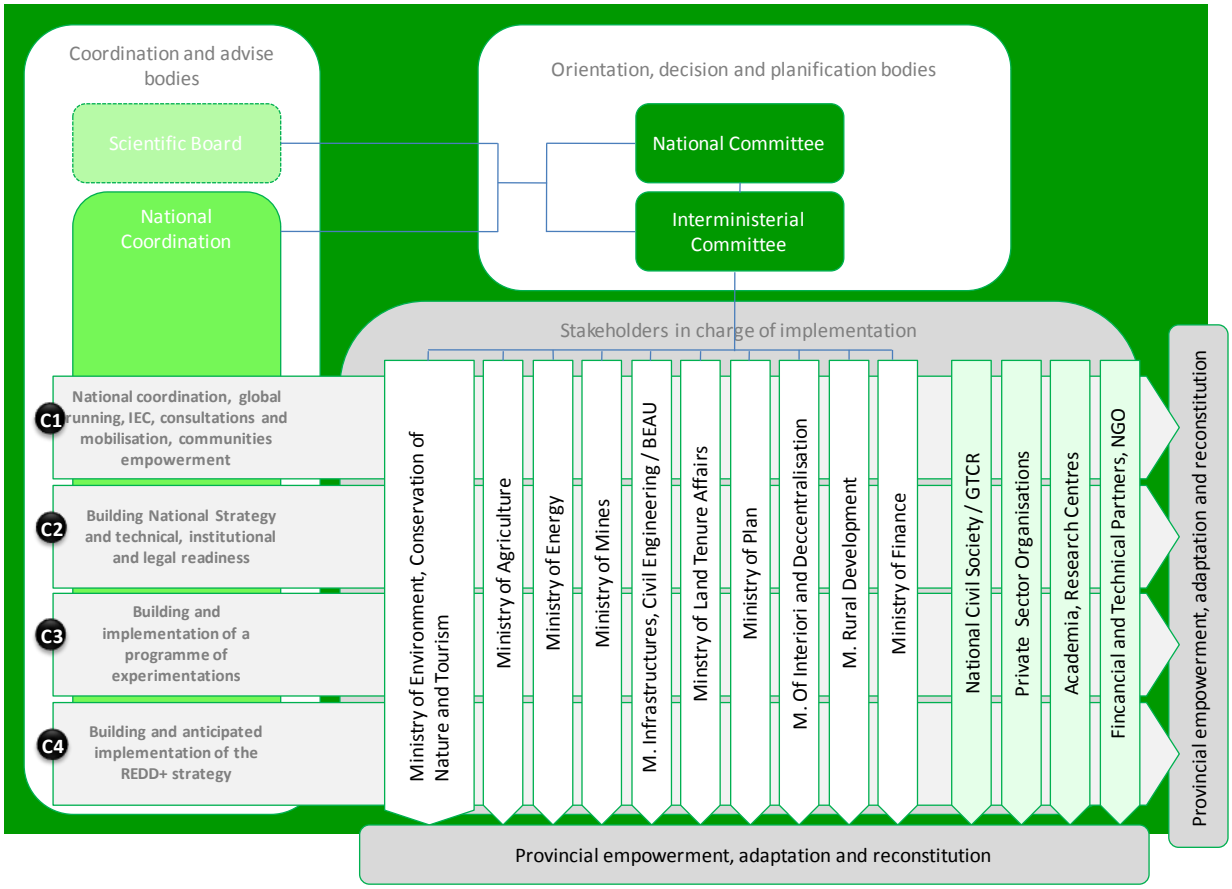
Synthesis - Readiness Plan 2010-2012 - DRC R-PP			
Global cost of the readiness plan			**$22 717**
… Total available finance		$1 827	
… of which UN-REDD/FCPF in progress	$1 227		
… of which ITTO / REDDES	$600		
Global costs to be covered			**$20 890**
Financial support requested from UN-REDD and FCPF			**$8 900**
… Request to World Bank / FCPF		$3 400	
… Request to UN-REDD		$5 500	
… of which UNDP	$2 185		
… of which FAO	$2 343		
… of which UNEP	$972		
Co-financing*			**$11 990**
** actions are under way in order to receive the financial support from CBFF and other bilateral donors*			

Component 1: Organise and Consult

1a. National Readiness Management Arrangements

The overall institutional structure governing the REDD preparation process in the DRC is presented in the figure below and detailed hereafter.

Organisation of the REDD national process up to 2012



- National Institutional Structures

A decree by the Prime Minister (N°09/41) was signed on November 26, 2009 (see annex 1a for the text of the Decree). The institutional structure presented in the decree is the product of a participative exercise conducted by all stakeholders during the UN-REDD/FCPF[1] joint mission in January 2009. This

[1] DRC enjoys both supports from the FCPF readiness fund from the World Bank and from the UN-REDD programme. The coordination between the two programmes is carried out on a daily basis within the REDD National Coordination, and through frequent joint missions.

structure was later debated and slighly amended following discussions at the Cabinet Meeting before being approved by decree by the Prime Minister.

The institutions managing preparation for the REDD process in the DRC established by the decree are namely the following:

- A national REDD committee, in charge of decisions and orientations, involving all stakeholders, particularly civil society, and representatives from indigenous and local communities;
- An Interministerial committee, in charge of planning;
- National REDD coordination (already in operation) in charge of coordinating day-by-day activities, and particularly responsible for the implementation of UN-REDD and FCPF;
- A scientific consultancy, technical committee of national and international experts, may be created to provide scientific and technical advice on the REDD process[2].

The **National Committee**'s mission is to :

- define the orientations and guidelines of the REDD process and to decide on the actions to be followed ;
- approve the Interministerial Committee's and National Coordination's respective work plans;
- provide for the monitoring, control and evaluation of the REDD process implementation;
- implement a national fund and establish the forms of management and redistribution of subsidies and resources deriving from the REDD process (see the decree in annex 1a-1 for the manner of appointing the National Committee).

The **National Committee** will consist of 13 members, appointed among various sectors of administration, civil society (notably with representatives from indigenous people), private sector and the academic sphere. The detailed composition of the committee and the organisation of meetings are provided in annex 1a as part of the Decree. It will be chaired by the Secretary General of the MECNT during the readiness phase since coordination with the MECNT is the most realistic option to boost the process during this first critical period. The MECNT is aware that during the implementation phase, a higher level of coordination for decision bodies will be necessary (see part 2c). During the first meeting of the National Committee, the issue of Provinces participation and its modalities (for instance with a rotating system) will be discussed.

The **Interministerial Committee** is responsible for planning the implementation of the National Committee's decisions and assigning responsibility for their execution to the State's competent structures, as well as identifying and mobilizing national and international technicians facing problems encountered on the ground to implement the REDD process (see annex 1a for detailed composition and organization of work). During the first meeting, the Interministerial Committee will assess the opportunity of convening extra Ministries (for instance in charge of Interior, Decentralisation and Land Planning, Information etc.).

Formation of the committees is imminent: an official mailing was sent to the ministries involved, with all the information necessary on the activities of committee members, and the process of appointing representatives for each Ministry into motion was set. The Ministers of the sectors involved will suggest the names of the committee members to the Minister having Environment in his attributions. These committees will be operational before mid-2010.

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[2] The scope and scale of this Scientific Committee have not been defined yet, and will be appreciated in the coming months. Its link with the Integrated Pole of Climate Excellence will be particularly considered (see part 2c).

The National Committee's and Interministerial Committee's internal regulations will be established at the first meeting of these committees. The committees' internal regulations will determine their method of functioning and will guarantee in particular the transparency of the decision-making process and the consideration of the concerns of all of its members. In the internal regulations, the following will be specified in particular: (i) the methods for decision-making, (ii) the methods for preparing meetings, of disseminating the results and taking comments into consideration.

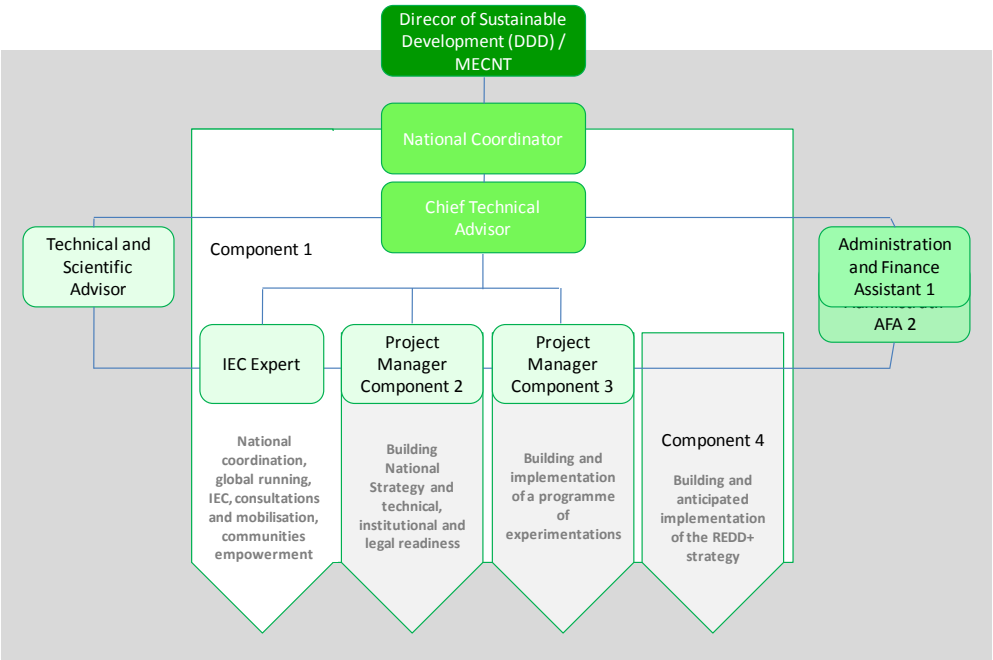
The **National Coordination**'s mission is as follows:

- Providing for daily management of the REDD national coordination and monitoring activities provided in the annual work plan in order for them to reach the expected results;
- Formulate proposals for members of the Scientific Council, intended for the Minister having the Environment in his attributions, and mobilize national and international experts;
- Provide for the Technical Secretariat of the National Committee and Interministerial Committee;
- Provide for coordination of the REDD process in the Democratic Republic of the Congo with the other government initiatives and funders in the forestry area, including ties with the PNFoCo, the theme group responsible for forests (GT 13) and COMIFAC's regional REDD process;
- Encourage and provide for a participative approach to the REDD process through the involvement of and consultation with different stakeholders, particularly forest communities and indigenous populations.

The National Coordination was set up in May 2009 and is currently made up by a National Coordinator, a Chief Technical Advisor, an International Technical expert, an Information, Education and Communication expert and administrative and financial assistants. It is supervised by the Secretary General having the Environment under his attributions, who is assisted by the Director of Sustainable Development, Focal Point of the REDD process in the DRC.

The National REDD Coordination has a pivot role in the national mechanism, simultaneously by assisting in the proper function of the orientation, decision-making and planning authorities (National Committee and Inter-Ministry Committee), and by providing for coherent implementation by supporting the different stakeholders. Indeed, the role of National Coordination (NC-REDD) is limited to organizing the parties involved in the implementation, but it is not directly involved in implementing the national process. To do so, with regard to its current configuration, it will require the support of two additional coordinators in charge respectively of components 2 and 3 of the 2012 road map (presented in the introduction).

Targetted organisation chart of REDD National Coordination up to 2012



Given the composition and scope of each body, the institutional structure suggested guarantees coherence simultaneously with the sector-based programs in progress and with the other programs relating to the DRC's participation in the UNFCCC and the Kyoto Protocol.

It must allow the country to run the process coherently with the national strategy relating to growth and poverty reduction (by referring to the DSCRP) and with the 'National strategy for the development of Pygmy indigenous populations' and contribute to making aid to the country homogeneous. This entails researching and emphasizing synergies with the sector-based programs of each Ministry, particularly those falling under the areas of conservation and resources management, agriculture development and energy, construction and rehabilitation of infrastructures and basic social services. The NC-REDD will broaden its consultations with technical and financial partners in development and formalize them within the framework of the GT13 Theme Group (Water, Forests & Environment).

Coherence between the national REDD strategy and the DRC's political climate within the framework of the UNFCCC is essential for the process to succeed. Therefore, the national preparation efforts are closely related to the DRC's diplomatic approach. Thus, Mr. Kasulu is assuming the role on the one hand of Director of Sustainable Development and as such, is managing the work of the NC-REDD, and on the other hand, the role of UNFCCC Focal Point for the DRC. The NC-REDD includes in its road map an entire diplomatic support component, and contributes to supporting DRC experts and negotiators during international conferences. This institutional and national proximity between the national and the diplomatic dynamics with regard to REDD is a determining factor on the one hand to raise awareness on the drawbacks of the international proposals in relation to the DRC's interests, and on the other hand to integrate the international tendencies and provisions in a reactive and effective manner into the national mechanism. In the same way, the MRV system will contribute to the national inventory of GHG (see part 4a).

- **Provincial Institutional Structures**

Decentralized structures will be associated to the definition and implementation of the REDD strategy from the preparatory phase. The decentralization policy initiated by the Government provides for the gradual transfer of a certain number of decision-making prerogatives to the provinces, consistently with the strategy expressed in the DSCRP (2006). The decree N°09/41 dating 26/11/2009 refers to the creation of provincial structures at the level of the decentralized entities, whose composition and organization will be mutatis-mutandis those of the national structure.

The decentralisation process faces various constraints that must be taken into consideration. Thus, the RPP suggests a progressive approach during the three years to come in order to scale up the implementation of REDD structures in provinces. Given that decentralization is still being carried out according to the former division of 11 provinces (in spite of the Constitution of 2006 and the organic Law on Decentralization of 2008 regarding a division into 26 provinces), REDD structures will be set up first in these 11 provinces, and carried out in a dynamic manner according to the progress of the country's institutional situation.

The NC-REDD aims at setting up the 11 provinces REDD focal points by the end of 2012. (up to here, the NC-REDD will continue enjoying the support of the provincial coordinators falling under the MECNT). These focal points will refer to the Governor in order to ensure the multisectoral dimension of REDD, while encouraging the involvement of the provincial Ministry of Environment and Coordination of Environment. They will be hired by a committee consisting of a representative from the Governor, a representative from the NC-REDD, a representative from the provincial Ministry of Environment and a representative from the GTCR within the province. NC-REDD will provide each focal point with a limited budget to support communication, travels, meetings... Each focal point will set up a working team of approximately 10 professionals interested in REDD from government and non-government positions. The team will gather regularly to push forward the REDD issue, every month or several times per month. The NC-REDD will set up 3 focal points in 2010, then 3 other in 2011 and the 5 remaining in 2012. The provincial focal points will support the building of the national strategy by ensuring its link with local stakeholders, and will supervise geographically-integrated and sector-based pilot projects located in their area. The focal points capacities will be built and enhanced progressively in a way that should allow them to design their provincial strategy by the end of 2012.

- Involvement of Civil Society

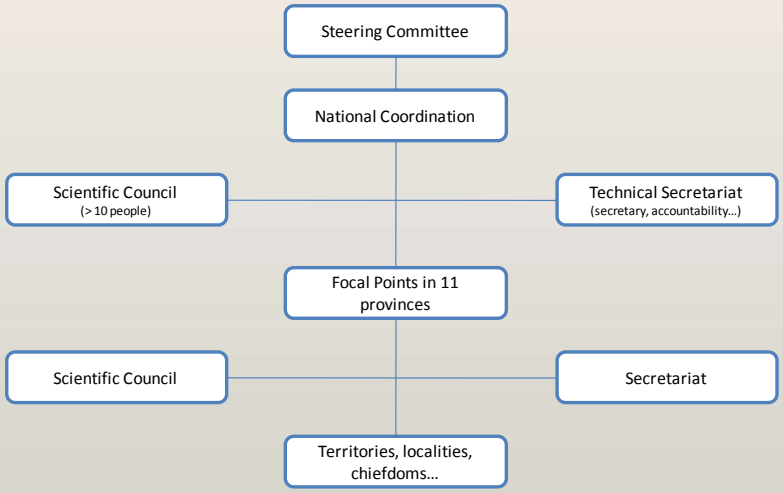
The civil society organizations will be the fundamental stakeholders involved in defining and implementing the provincial and national strategies. In this capacity, the National Coordination is already working closely with the GTCR (REDD Working Group on Climate) (see box below). The civil society concerned by the REDD mechanism has a broad scope, and gather organizations from environmental and social field, agriculture, religious faiths, etc. The platform has already started to speed up and reinforce its representativeness to encompass the interests and worries of all stakeholders, with the support from NC-REDD.

GTCR, Platform for Civil Society with regard to REDD for the DRC

The GTCR is a national platform representing numerous networks and organizations of national and local civil society, including native populations, minorities and vulnerable people, women and children, environmental protection associations, human development, etc. This platform is the primary interlocutor of the NC-REDD for civil society, and in spite of certain natural shortcomings at this stage, the GTCR is working to develop its representativity, legimitacy, transparency and operational effectiveness to thus coordinate the country's entire community dynamic in relation to the REDD.

With its openness policy toward all organizations militating for the Fight Against Climate Change and REDD, the GTCR incorporates the involvement of the following Member (Network) Structures: CRON, CNONGD (500 organizations), Dynamique des Groupes des Peuples Autochtones (Dynamic of indigenous populations) (54 organizations), LINAPYCO (13 organizations), RAPY/ADDE (8 organizations), RCEN, REFAAD, REPEC, Réseau Ressources Naturelles (Network of natural resouces) (202 organizations), CERN/CENCO (48 dioceses), ECC / Justice Paix and creation safegard (11 representations), CONADHI/COMICO (11 representations), Network of the community radios (RATEPROKA, REMAC/PO, REMACOB, REMACK, RATECO), GTF, Conseil National de la Jeunesse (National youth council).

The GTCR organization chart is presented below:



Even though the GTCR is fully undergoing a maturing process, it already has a background in the following fields:

- Monitoring natural resources
- Governance and transparency
- Human rights, rights of indigenous populations and local communities
- Outreach and awareness raising (forest code, mining, etc.)
- Advocacy, lobbying and research in the climate and forestry sector
- Conservation and sustainable management of natural resources
- Information, education and communication
- Legality and traceability of natural resources
- Participative mapping and geographic information system

The GTCR is supported by international NGO such as the Rainforest Foundation, and naturally by the NC-REDD, which for example supported five of its representatives during the COP15 in Copenhagen. The GTCT and NC-REDD work in close cooperation on a nearly daily basis. A framework of regular consultations has been established at the first interface meeting on October 28, which allowed in particular to identify the four main lines of increased cooperation between the GTCR and NC-REDD: IEC and consultations, capacity building, community preparation strategy for REDD and GTCR maturing. Even if opinions can differ and each maintains its independence, a trusting relationship is instilled and bodes well for future cooperation, which is essential for success of the national process.

The following box illustrates the civil society action and REDD dynamic already underway in the Kisangani province:

Illustration of Civil Society Mobilization and the REDD Dynamic in the Provinces

National Coordination organized workshops on the launch of the REDD process through different cities in the country. Between September 16 and 18, 2009, it was in Kisangani to meet with future stakeholders. The last day was organized by the REDD Climate Working Group (GTCR) intended for provincial civil society. As an extension of this workshop, local civil society established itself as a provincial platform (GTCR-Oriental Province). GTCR-PO will be a key partner for the REDD provincial focal point.

GTCR-PO thus strongly rallied around the idea of geographic pilot projects. At the occasion of a visit to Kisangani, NC-REDD again met with representatives of the GTCR-PO on November 20, with the UNDP and President of the Environmental Commission in the Provincial parliament. The idea of exploring the possibility of preparing one or two integrated pilot projects in the Province was mentioned and the GTCR-PO immediately took over the file. If pre-selection of the sites is still uncertain, the dynamic led to partnership work and exemplary awareness raising. A multi-party commission was created to prepare the candidacies for Isangi and Mambasa, bringing together provincial civil society and the Advisor of the Governor responsible for the environment, the environment, agriculture and plan ministry, the provincial division of the environment, agriculture and the plan, a representative of the private forestry sector, the University of Kisangani and a representative from Isangi. This commission met several times, including on December 30, 3009. In this dynamic, provincial civil society organized three awareness raising workshops on REDD intended for the local communities of Isangi, Mambasa and Kisangani.

This experience shows on the one hand the mobilization of the GTCR members at all the echelons of Congolese society, and the dynamic in progress to become organized and become a legitimate interlocutor in their own right for the national and local process. It also shows that it naturally plays a pivot role in consultation on the REDD, and even in the building of the national and provincial strategy. The common ambition of the NC-REDD and GTCR is not limited to building a spectator civil society confined to the role of information sharing, but to build its strength to propose and develop the national strategy and to implement this strategy locally.

At last, the box below highlights the shared vision between NC-REDD and GTCR regarding the implication of civil society in the implementation of the RPP:

Participation of civil society to the national REDD process

Civil society will intervene at different levels:

- Participation in the preparation pilot structures: civil society will be involved in the provincial teams and national committee;
- IEC+ plan: Civil society will be associated with designing information and consultation tools until their implementation;
- Diagnostic of deforestation causes: Civil society will validate the terms of reference of studies, participate in the different studies and provincial validation workshops;
- REDD+ strategies: Civil society will be a major actor within the framework of REDD pilot projects (as coordinator or project co-implementer). A civil society member will be associated with the analysis of sector-based programmes in progress, and study missions will be organized to facilitate the ties between national organizations and other civil society organizations;
- Implementation framework: Civil society will validate the terms of reference of the study on revenue distribution, participate in the study's realization and validation of results;
- SESA: Civil society will validate the terms of reference of the SESA study, participate in conducting the study and validating the results;
- Reference levels: Data deriving from existing participative mapping work will sustain the work on socioeconomic data for the analysis of national circumstances, and the participative mapping work can serve as the basis for developing reference levels for the projects;
- Monitoring system on emissions and removals: Civil society capacities will be built to monitor the biomass of permanent sample plots and civil society will intervene in data monitoring and validation; ∗
- Monitoring of social and environmental impacts: Civil society will be a key actor in managing the flow of information on REDD impacts from the local to the national levels. Furthermore, civil society members will work together with State agents to collect information.

∗ DRC's Government expressed reservations about CS implication both on data production and monitoring/validation in order to avoid conflicts of interest. The principle of CS implication in data monitoring and validation is agreed by all stakeholders, however the organisation will be clarified in the near future in collaboration between Government and civil society as coordinated by GTCR, in the aim to simultaneously foster mobilisation and building on national and local resources, ensure data quality, develop a sustainable and financially efficient system and avoid conflicts of interest within the chain of data production and control.

- **Building the Capacities of these Institutional Structures**

The effectiveness and credibility of such a process depends on the capacity of the national and provincial institutions who are stakeholders in preparing for the REDD (including civil society institutions) to take hold of the dynamic. To ensure the rapid rise to power of the REDD process' governance authorities, a targeted training plan is necessary. It should not be associated with the training of other stakeholders (public powers, civil society, etc.) as conceived in the IEC 2010-2012 plan (see C.1.b), which focuses on general and rather superficial training.

This training program is addressed to the members of the National Committee, Interministerial Committee, National Coordination, and a panel of key staff in the Ministries, within the departments directly involved in the REDD process, and an enlarged panel of key members from among the stakeholders. Actually, these persons revolving around the process are not necessarily present in the process' management organs, but must have advanced training with regard to REDD. The members from decentralized organs are added to these persons from Kinshasa: Provincial REDD Committee,

Provincial REDD Interministerial Committee and Provincial Coordinator, as well as an expanded group of key players at the local level. Four target categories can therefore be identified:

- The official members of the governance process national authorities (30)
- The official members of the process governance provincial authorities (25*11)
- An expanded group of key players among national stakeholders (50)
- An expanded group of key players among provincial stakeholders (40*11)

Training is intended to enable these key persons to have the skills to be able to perform their duty in a clear and responsible manner. Training will therefore be twofold:

- Common training provided to all the persons intended, enabling to share a deep level of knowledge on all the REDD problems among the stakeholders. This training will be prepared and provided by the National Coordination to all intended, both in Kinshasa and the provinces. It will be divided into two modules of two days each, given in 2010 and 2012.
- Specific training, focusing on the key themes of each authority's agenda or on the needs of the persons targeted according to their field of work. This training "à la carte" will not resemble a classic module given in full session. It will be built in four steps:
    - Any official member of the national and provincial authorities can issue a need for specific training.
    - The National Coordination judges if it can formulate a satisfactory response or if it grasps the Integrated Pole of Climate Excellence (PIEC) to create suitable training.
    - Self-training documentation is prepared by the NC-REDD or PIEC and disseminated to all the targets.
    - During the visit of provincial focal points to Kinshasa (provisioned three times a year), a closing workshop will be held where focal points will react and ask questions related to the documents. These workshops will also be open to available stakeholders in Kinshasa.
    - Focal points will decide to disseminate the training in their province during an annual workshop.

Finally, each training support (common or specific modules) will lead to a publication that will be disseminated throughout the country through the persons targeted at the provincial level, thus allowing any player in the country wanting to increase their skills with regard to REDD to easily access the specialization modules.

Moreover, it has to be pinpointed that during the implementation of the RPP components, the national expertise will be favoured as much as possible, in a way that will contribute to improve national capacities and ensure that a national task force will manage the various aspects of REDD mechanism within three years.

Budget for the implementation of national and provincial system to manage readiness

Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD / FCPF in progress	UN-REDD (UNDP)	WB / FCPF	Co Financing
		2010	2011	2012	Total				
Functionning of National Institutions	National and Interministerial Committee meetings	$3	$4	$4	$12	$1	$11	-	-
	Staff	$430	$433	$433	$1 296	$167	$660	$153	$316
	Consulting and technical assistance	$100	$60	$60	$220	$70	$30	$60	$60
	Equipment and functionning	$120	$90	$90	$300	$40	$140	$60	$60
Functionning of Provincial Institutions	Focal point compensations	$50	$101	$185	$336	-	$50	$101	$185
	Functionning costs	$27	$46	$83	$156	-	$27	$46	$83
	Support to provincial team	$21	$43	$78	$142	-	$21	$43	$78
Training of the members of national and provincial institutions and other	Main training programme	$180	$0	$180	$360	$15	$75	$90	$180
	Specialised training	$60	$60	$60	$180	-	-	$120	$60
	Publication of training supports	$24	$15	$24	$63	-	-	$39	$24
Carbon neutrality	Carbon assessment and offset	$50	$50	$50	$150	$50	$50	$50	-
Total		**$1 066**	**$902**	**$1 247**	**$3 215**	**$343**	**$1 064**	**$762**	**$1 046**

1b. Stakeholder Consultation and Participation

Consultations during development of the R-PP

The national REDD coordination initiated the effort of consultation and involvement of REDD stakeholders in the DRC at the end of April 2009 and pursued it throughout 2009 and beginning of 2010.

All the consultation held so far to develop the RPP are presented in the following table:

Consultation	Lieu/date	Objectifs	Participants	Commentaires
Joint Mission of January 2009	January 19 to 30, 2009, Kinshasa and Boma/Bas Congo.	Reach a comprehensive agreement with the different partners on the methods of implementing the REDD Process in the DRC	MECNT, Civil Society, UN-REDD (FAO, UNDP, UNEP) FCPF, ONFI, WWF, WHRC, Rainforest Foundation and the Government of Norway (observer).	The mission achieved several activities and met with several stakeholders; its final result is the launch of the REDD Process.
Meetings with stakeholders	April 25 to May 25, 2009	Inform stakeholders about the objectives and main lines of the REDD Process programme of activities in the DRC	GTCR (RRN, DGPA, LINAPYCO, CEFDHAC, CEDEN, CODELT, etc.) UICN, USAID-CARPE, WWF, WCS, CI, AWF, GTZ, AFD, WRI, OFAC-FORAF, OSFAC, UNIKIN, UPN, FAO-REAFOR, INERA, FIB, NOVACEL.	Several persons visited with National Coordination to gather information or solicit partnerships.
Joint Mission of May 2009	May 18-22, 2009 Kinshasa	Raise awareness of and consult with civil society, the Prime Minister's Office and the National Assembly. Contribute to the start of National Coordination REDD activities.	UN-REDD (FAO, UNDP,UNEP), FCPF (World Bank), MECNT and NC-REDD	The mission enabled to define the channels of communication with civil society members in general and civil society's Climate and REDD Work Group created during this period.
REDD Conference within the framework of Environment Day	Kinshasa, UNIKIN June 5, 2009	Raise awareness and inform Universities on the REDD Process. Consult Universities on the potential support for the process.	NC-REDD, students, professors, medias	Students showed a great interest in the presentations; two finalists from the Faculté des sciences chose thesis subjects in relation to REDD.
REDD Conference within the framework of Environment Day	Kinshasa, UPN June 9, 2009	Raise awareness and inform Universities on the REDD Process. Consult Universities on the potential support for the process.	NC-REDD, students, professors, medias	Several clarification questions were addressed to the members of National Coordination REDD.
Awareness campaign from RCEN on climate change and REDD	Kinshasa, June 14 to 31st, 2009	Raise awareness and inform the public on climate change and REDD process	Students, civil society, teachers, UNEP, UNDP, MECNT	Awareness raised

Meeting called by National Coordination REDD on MRV in the field	Kinshasa, 28 July 2009	Open discussions on the steps to be taken to develop a national MRV system for development, including capacity-building aspects.	DDD, NC-REDD, DIAF, FAO, UNIKIS, WCS, WWF)	The meeting enabled to highlight the role of DIAF in developing and running the MRV system.
LC Workshop	Kinshasa, Cercle Français August 19-20, 2009	Open a discussion between the government, international NGO and local communities on various elements relating to the REDD implementation framework at the local level.	MECNT, LC, Civil Society, Local Community Delegates from the Province of North Kivu.	Exchanges during the debates highlighted the interest of participants from within the country to preserve their territory's biodiversity.
National Workshop on launching a REDD Process in the DRC	Kinshasa, Hôtel Sultani, August 21-22, 2009	Present the REDD Process at the national level and begin the implementation of the work programme relating to this process.	Government, Climate and REDD Focal Points COMIFAC, National Administration, Provincial Ministries of the Env., Provincial Coordinations, Env. Administration, Funders, Civil Society, Ngo, the Private Sector, the Press.	The participation of Climate and REDD Focal Points of COMIFAC enabled to share knowledge on REDD at the Central African sub-region level.
Awareness raising workshop on REDD for the Civil Society GTCR	Kinshasa, at the head office of RRN. September 12, 2009	Present the REDD Process and involvement of Civil Society's Climate-REDD Work Group in this process.	Civil Society, NC-REDD, the Press.	This workshop demonstrates the concern of Civil Society's Climate REDD Work Group to lead a combined effort with NC-REDD.
Provincial Workshop of Kisangani	Kisangani, Palm Beach Hotel, September 16-18, 2009	Present the REDD Process, consult stakeholders on the REDD strategy's preliminary elements and launch the implementation of the work group relating to the process in the province.	Provincial Government, Provincial Parliament, UNDP, Provincial Administration (Provincial Coordination, Provincial Divisions, Urban Coordinations) Civil Society, Universities and higher institutes, the private sector, and the Press.	Processus met with a lot of enthusiasm, but generally also with many expectations on the financial outcome.
Provincial Workshop of Bukavu	Bukavu/ September 22-24, 2009	Present the REDD Process, consult stakeholders on the REDD strategy's preliminary elements and launch the implementation of the work group relating to the process in the province.	Provincial Government, Provincial Parliament, UNDP, Provincial Administration (Provincial Coordination, Provincial Divisions, Urban Coordinations) Civil Society, Universities and higher institutes, the private sector, and the Press.	Process met with a lot of enthusiasm, but generally also with many expectations on the financial outcome. Strong participation by local civil society.
Capacity building workshop for the Parliament's	Kinshasa, October 5-7, 2009 at the	Inform Deputies on the economic opportunities of REDD and MDP and the functioning of the carbon market; pin the REDD	Deputies who are members of the Environment and Natural Resources Commission, administrative staff of the commission and	Remuneration for environmental services provided by the Congolese forests was mentioned several times.

Environment and Natural Resources Commission on certain current issues within the context of worldwide governance of environmental management.	Palais du Peuple	contribution to sustainable management of natural resources.	members of the Press.	
MRV workshop	Kinshasa, Salle Cassiopé, October 12-13, 2009	Develop a draft of the MRV system ToR in a participative manner	FAO Experts, UNDP, UNEP, World Bank, Civil Soc.'s Climat-REDD WG, FIB, NC-REDD MECNT, OFAC, OSFAC, WWF, WCS, CI.	The workshop enabled FAO experts to become familiar with the experiences of the DIAF and those of the WCS, OFAC, OSFAC, to contemplate in a participative manner the development of an MRV system in the DRC.
REDD Conference at the Biology Faculty	Kinshasa/ UNIKIN	Demonstrate the links between the physiology of trees, ecosystemic functions and MRV of REDD.	NC-REDD, Students and Professors, representatives of the Congolese environmentalist party	Strong tendency to discuss the political aspects of the REDD initiative rather than dwelling on the technical challenges relating to MRV
Day of activism in support of climate in the DRC	Kinshasa ISP Gombe Oct 24, 2009	Raise the public's awareness with regard to the issues of the Copenhagen conference, forests and climate change.	Equipe 350-RDC: JVE-RDC, API-RDC, ESDIHB, CN-REDD and delegates of the MECNT, Students	NC-REDD established contacts with professors of the l'ISP Gombe working on the theme of deforestation. Low knowledge of the issues relating to climate change among participants should be noted.
1st liaison meeting between NC-REDD and Civil Society's GTCR	Kinshasa Oct 28, 2009	Build trust, a coordination framework, and identify the central themes of cooperation	GTCR	The workshop particularly made it possible to identify four major work themes: IEC and consultations, capacity building, building local development strategies, and structuring and developing the GTCR.
Presentation of the national REDD Process	Kisangani, Nov 19, 2009	Raise international partners' awareness with regard to the steps in progress to prepare the country for REDD.	Swedish Presidency of the EU, all mission and cooperation chiefs from EU member countries in the DRC	Strong interest of the participants, a few special contacts, and dissemination of presentation mediums for maturing. A step for the purpose of a possibly enlarged round table discussion, if necessary in the future.
Work meeting with Civil Society of the Oriental	Kisangani, Nov 20, 2009	Report on the progress of the local REDD dynamic and present the latest events at the national level.	GTCR-PO, UNDP, Provincial Assembly	Significant interest in participating in geographic pilot projects, including through a site associating

Province				pygmy communities with the local development dynamic.
Meeting to restore the preliminary results of the land use, forestry policy and governance evaluation	Kinshasa, FAO headquarters Nov 30, 2009	Report on the state of the study's progress and present a review of the literature. Gather comments.	OCEAN, FAO, NC-REDD,	
Presentation of he exploratory study on REDD+ potential in the DRC	Kinshasa/ Grand Hôtel December 2, 2009	Present the main lines of an REDD strategy and state the possible benefits to the country	Government, parliamentarians, senators, funders, public service, the press	Presence of four Ministers (Planning, Energy, Agriculture and Rural Development), with relevant intentions, particularly a call from the Minister of Planning for dialogue in the DSCRP dynamic. Strong participation and great enthusiasm were noted.
Meeting called by Coordination on progress and pilot initiatives	Kinshasa / UNDP December 2, 2009	Share ideas with regard to organization of experimental work and goals with regard to pilot sites, with the geographic and sector-based approach	USAid/CARPE, UNDP, GTZ, WWF, LC, WCS	Strong interest demonstrated by participants to be included in the process, to develop the experiments in progress and find common ground with NC-REDD to support the national process.
GeoWiki Workshop	Kinshasa/ WWF December 7, 2009	Present the GeoWiki system project and possible support for the development of a geographic information management system for REDD	NC-REDD, WWF, WRI, UNDP, MECNT	Participants have noted the difficulty in accessing information and lack of participation on behalf of users / producers of GIS data for development and updating of the common geographic reference system (RGC) in the DRC (under the auspices of the UNDP). The same problems could undermine the GéoWiki.

Matadi Provincial Workshop	Matadi, Salle de Fêtes Victoria, December 14-16, 2009	Present the REDD Process, consult stakeholders on the REDD strategy's preliminary elements and launch the implementation of the work group relating to the process in the province.	Provincial Government, Provincial Administration (Provincial Coordination, Provincial Divisions, Urban Coordinations, Territory Supervision) Civil Society, Universities and higher institutes, the private sector, and the Press.	Restoration of the Mayumbe forest in a state of very advanced degradation and resisting climate change were brought up several times in debates. The workshop's organizers noted the low participation of local civil society.
Radio Okapi	Kinshasa, November 19 and December 3	Information Raise awareness on the REDD process in the DRC Present the advantages of improved homes and briquettes	NC-REDD, media	
CONGO WEB-TV	Kinshasa, December 12, 2009	Information Raise awareness on the REDD process in the DRC and the ties to international negotiations on climate in progress in Copenhagen Faire connaître le processus REDD en RDC et les liens avec les négociations internationales sur le climat en cours à Copenhague	NC-REDD, media	
Feedback from Copenhagen by RTNC, Digital and RTGA	Kinshasa, December 23 and 28, 2009 February 2 and 10, 2010	Inform on what is at stake in negotiations Present the evolution of negotiations	MECNT, media, civil society	
Pilot projects workshops	Kinshasa UNDP January 13 and 15, 2009	Introduce the vision of the NC-REDD in terms of pilot projects Debate on the way to (i) valuate sector-based initiatives (ii) identify, select and build geographically-integrated pilot projects	NC-REDD, GTCR, various technical and financial partners, private sector…	A more practical and factual understanding by participants on how REDD may be shaped on the ground, and what critical points must be explore to build REDD strategy
RPP consultation workshops	01/18/10 and 01/19/10	Briefly present the RPP Receive comments from RPP stakeholders Constitute work groups and identify themes to be developed in work groups	Group 1: civil society, universities, private sector Group 2: technical and financial partners Group 3: Environment Ministry leaders	

			Group 4: Other ministries concerned with REDD	
RPP development work groups	February 5, 9, 10 and 12, 2010 Kinshasa	Develop the points identified at the consultation workshops that could become a problem. Work groups met twice, and had a review at a third meeting. Themes dealt with: carbon law, sector-based strategies, environmental and social evaluation, reference scenario and MRV.	Civil society, Universities, private sector, technical and financial partners, Environment Ministry leaders, other ministries concerned with REDD (Plan Ministry, Infrastructures Ministry, Agriculture Ministry and Energy Ministry were present).	
RPP pre-validation and validation workshops	02/18/10 and 02/19/10	Present, pre-validate and validate the RPP	Provincial Ministries of the Environment, civil society, universities, private sector, technical and financial partners, Environment Ministry leaders, other ministries concerned with REDD	

Detailed reports of these consultations with all the presentations and summaries of discussions are available upon request.

Below is an illustration of the way several Ministries were associated to the REDD strategy reflexion and building process, during the presentation of the exploratory study on the REDD+ potential for DRC. This study was conducted in November 2009 by the Minister of the Environment with the support of the McKinsey study office. The framework for this study made it possible to consult general secretaries and experts from the various ministries, and international NGO, civil society and Congolese private sector experts. One of the results was the identification of priority strategic options for REDD. This preliminary work was presented to all the Ministers concerned about REDD, parliamentarians (Deputies and Senators), and to representatives from civil society, the private sector, funders and international agencies working on the environment.

The principal comments received during this session came from the following:

- The Minister of agriculture who, faced with the REDD challenges, requested more aid for development of the agriculture sector;
- The Plan Minister who emphasized that (1) REDD should be coordinated with efforts from neighboring countries; (2) REDD must be capable of being combined with the country's legitimate development and industrialization aspirations (in last place for the HDI in the world); (3) REDD involves the entire government and all national institutions, and that as such:
    - REDD must be considered in the DRC'S prospective study for 2030 conducted by the Plan Minister, which will begin soon;

  - REDD must also be considered with the DRC's upcoming first five-year plan, which will have force of law;
  - The National Assembly responsible for enacting laws must be made aware; and
  - The provincial dimension is absolutely essential for this REDD process in the DRC.
- A representative from the private sector working in the reforestation sector emphasized that the principal challenge for REDD is to implement the strategic options identified and that to that end, particular attention should be given to the REDD implementation framework to ensure that the creation of business and incentive conditions are capable of stimulating the action of economic leaders likely to commit to REDD activities.

The Minister of the Environment closed the debate session by admitting that in the Congo today, implementing REDD would be impossible given the limited capacity of the country to absorb the investments necessary for the success of such an initiative. The Minister mentioned the most important problems to be addressed, namely improving land affairs management (single window approach and acknowledging rights), organizing and supporting the agricultural sector (the DRC is in last place with regard to "Doing business"), reducing corruption and improving cooperation between the public and private sectors.

Contribution of the Consultations to Develop the R-PP

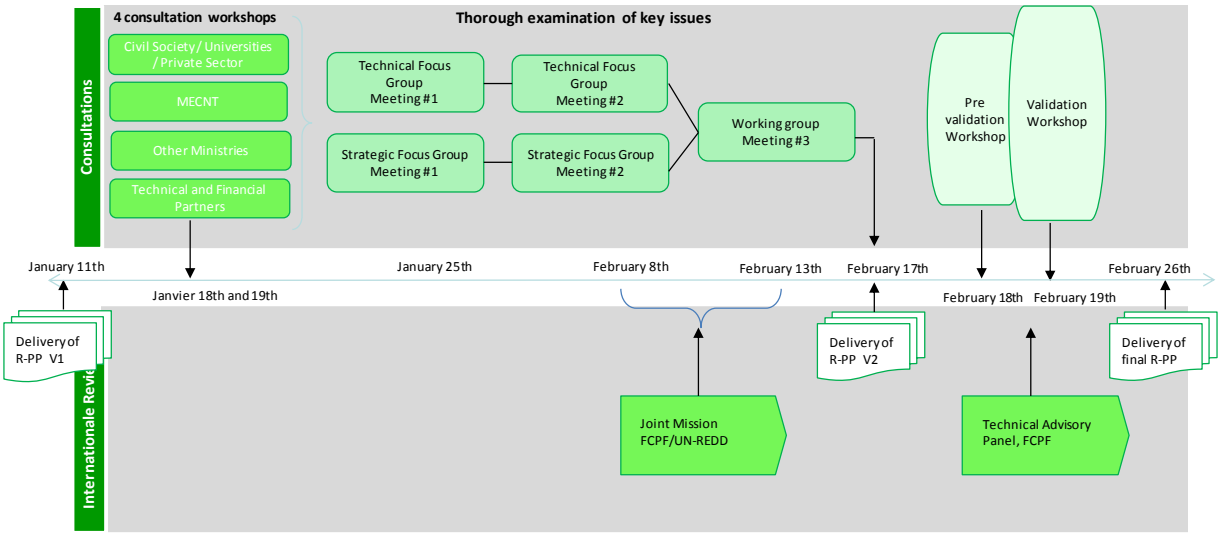
All the comments received were considered during the development of the relevant R-PP components. It is important to note that the approach that underlies the REDD process is a participative development approach. Through this approach, R-PP developers and particularly National Coordination members have refined their vision of the REDD planning process in the DRC thorough consultations and other participative exercises conducted throughout 2009. To that end, the R-PP document was not developed with a "top-down" logic, but rather more with an iterative logic through a constant feedback process.

In annex 1b, we provide an example of comments made by stakeholders consulted and the manner they were considered and served to enrich the national REDD strategy.

R-PP Validation

Following the first draft version posted on January the 11th 2010, the RPP has been modified and improved thanks to the process of consultation and validation described below:

Consultation steps toward the completion of the R-PP



Consultation and Participation Plan

Consultation Channels

Involvement of local communities is a key factor of the national process' success. The DRC's strategy relies on four levels:

- ***Implementing lasting communication and consultation channels***: The IEC and consultations campaign relies for example on the implementation of three regional liaisons which are responsible for raising awareness and consulting at the level of each territory. Also, the implementation at provincial level of the management structures for the REDD process aims to create lasting and effective liaisons for ascending and descending information. Thus, consultation will also be conducted through the CARG (Agriculture and Rural Management Council) and the consultative councils set up in the framework of PNFC (see part 2b). Also, beyond GTCR mobilization for IEC and consultation, NC-REDD has programmed additional work to structure these local and national relations, for example through the project of a national gridding by a network of community radio stations.

- ***Structuring and empowerment of the civil society national platform (GTCR) and its local coordinations*** (for example GTCR-Oriental Province), to ensure rooting of REDD in the communities.

- ***Facilitating civil society's access to the international scene***: two civil society members are therefore members of the Minister of the Environment's Task Force for negotiations on climate, and are therefore participating in the cycle of international conferences. Through this means, Congolese civil society is weaving ties with its counterparts in other countries, enriching its vision and practices, projecting Congolese community concerns to the forefront and contributing in return to a larger consideration.

- ***Allowing the national process to become part of the local reality through pilot projects*** : In the pilot zones, increased efforts will be made to structure and perpetuate the participative dynamic,

to place local communities in a position to understand and appropriate the REDD process to promote their vision of local development in the preparation of provincial strategies and the national strategy.

Finally, let's recall that involvement and participative approach are daily work. NC-REDD has become strongly committed in respect for real transparency and certain quality of management of the relationship, for example, by providing for prior broadcast of key ideas, consulting civil society members before disseminating meeting or workshop reports, etc. This rigor and professionalism are also intangible but effective elements to build trust.

IEC and Consultations Plan

During the last quarter of 2009, NC-REDD collaborated with various stakeholders and in particular the Civil Society GTCR to build an IEC and consultations plan for the next three years of the country's preparation for REDD, between 2010 and 2012. In line with the DRC's commitment toward a model, transparent and participative process, the IEC plan's ambitions are high. Add to this the DRC dimension, its cultural diversity and lack of means of communication throughout the country, the exercise had to be made official and prepared thoroughly.

NC-REDD set itself two objectives to guide its IEC and consultation process (IEC+):

- Inform and raise awareness to lead stakeholders to adhere to the REDD principles, modify their perception and behavior as relating to deforestation and forest degradation.
- Ensure consultation of stakeholders in order to enrich the process with their views, proposals, experiences and knowledge, and to secure an overall participative REDD process.

The 2010-2012 IEC+ plan has identified and specified six target categories: the media, civil society, opinion leaders, forest populations, indigenous populations, the State and the private sector. For each target, it analyzes the needs and determines detailed objectives by specifying the key messages and tools to be mobilized to support message dissemination.

The IEC process is organized through four components.

- For information, CD Roms and schedules will be distributed, flyers in progress will be finalized (20,000 copies), radio and television programs are already taking place, as well as articles in newspapers and magazines, and partnerships are being developed with national radio stations for sustained cooperation. Similarly, a continuous schedule of two weekly programs from January to June 2010 was agreed upon with National television, and various television interventions are planned on other channels more sporadically. Written press is also targeted as favored support to ensure dense media coverage of REDD and forest preservation in the DRC.

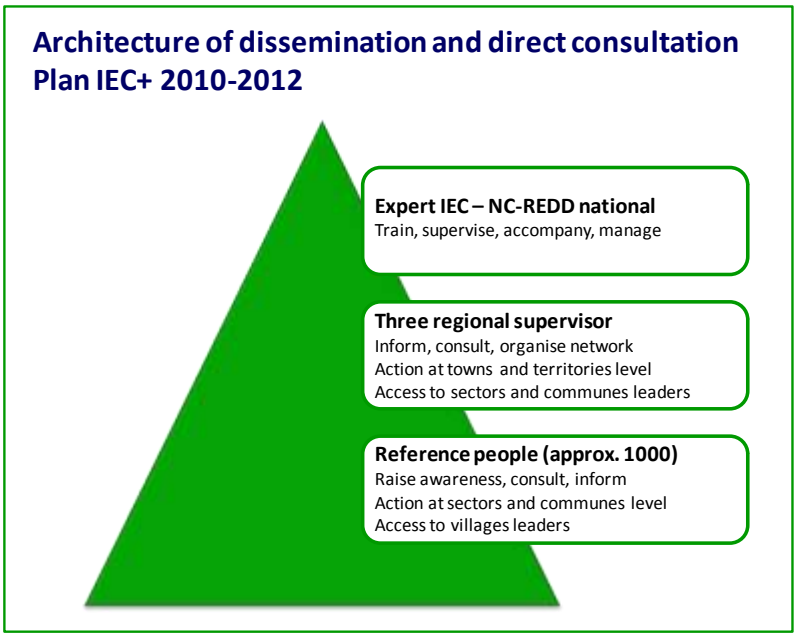
- The second component is in regard to building capacity, and to that end, a series of three seminars will be organized.

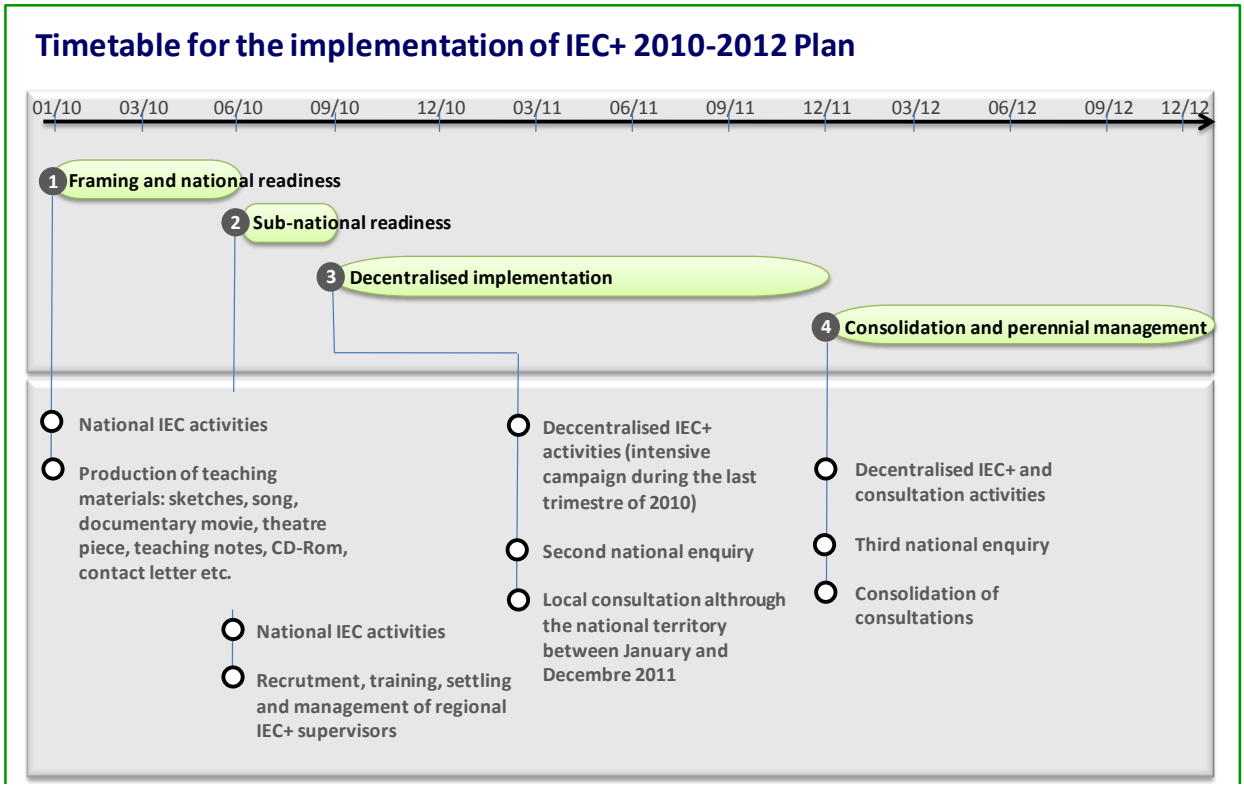
- The third component covers the production of educational tools to encourage the dissemination of clear information that is validated by the different information outlets throughout the country, or of clear bulletins to maintain a link to current events and relay information that will be updated on a website dedicated to the REDD process in the DRC. Different audiovisual supports will be produced, as well as interviews, reports, analyses, magazines, cartoons etc. Theater plays and the production of radio and television skits will also be promoted in a national context that is very

receptive to that kind of platform. A central documentary film will also be produced in partnership with the Radio Télévision Nationale Congolaise, which could serve in particular to support citizen forums. Artist Jean Goubald is also composing a song mixing French and the four other national languages, the spoken work being also a positive means of reaching local DRC populations.

- Last, a consubstantial consultation activity of the IEC approach will be promoted through a series of three surveys (the first component having already been achieved) and cycles of conferences.

Finally, the consultation plan is a component of the IEC+ Plan in its own right. Beyond national surveys and conferences, a program was developed to decentralize the consultation process and make it possible to reach local populations directly. Thus, three regional supervisors will be trained by the end of 2010 and will canvass the entire country during 2010, at the level of each city and each territory, to organize IEC and proximity workshops and lead consultations. The consultation aims to reach 22,500 people throughout the country directly, and more than 400,000 people by ripple effect. Actually, each supervisor will spend approximately ten days in each city and territory to organize multiple round tables, workshops, group discussions, interviews and opinion surveys, broadcasting the information and weaving a network of REDD contact people that will then spread throughout the communes, sectors and chiefdoms to relay the information and lead the local consultations.





Finally, two additional projects will complete the 2010-2012 IEC+ plan:

- Organization of the national canvassing by a network of community radio stations

  The objective is to coordinate, support and possibly complete the national radio gridding, by organizing a network of local radio stations to make it possible to promote information dissemination, image standardization, ideas and experiences sharing among local communities and indigenous peoples, etc. This powerful instrument of information dissemination also has a significant role to play in the consultation of local populations and its use opens multiple possibilities, for example, to notify of offense cases observed, complaints formulated against certain players with regard to REDD, etc.

- Review of the National Education Program

  Forest preservation and REDD must enter into hearts and spirits from a very young age. Thus cooperation will be established with the Ministry of Education to integrate these issues more effectively into the curriculum of national programs. This program be pursued during 2012, but it is not possible to say at this time when new textbooks can be produced because it is necessary to combine these developments with a more general overhaul of support to merge the production costs.

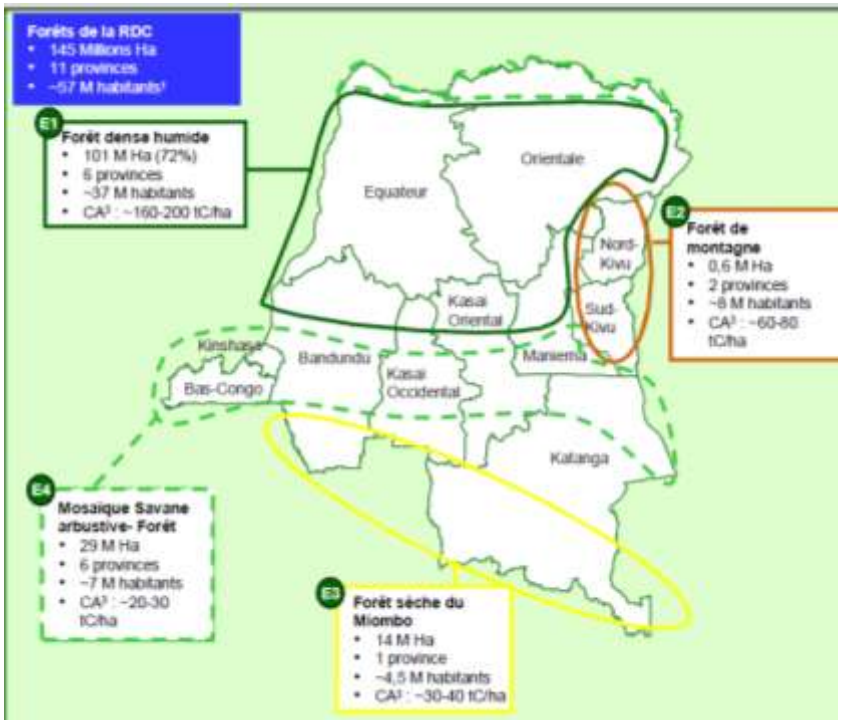
Budget for IEC, consultation and participation programme on REDD

Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD / FCPF in progress	UN-REDD (UNDP)	UN-REDD (UNEP)	WB / FCPF	Co Financing
		2010	2011	2012	Total					
Production of IEC tools and supports	Flyers, calendar, newsletter, CD-Rom	$38	$45	$45	$128	$37		$34		$57
	Sketchs, TV and radio broadcasting, articles, documentary movie, REDD song, cartoon	$184	$70	$70	$324	$136		$39	$42	$107
	Theatre play	$16	$10	$10	$36		$21		$15	
	Painting and advertising boards	$30	$10	$10	$50				$30	$20
	Conferences and various outputs	$30	$30	$30	$90	$30			$60	
Support to Civil Society and decentralised campaign	Events, publications	$35	$35	$35	$105	$10	$60			$35
	Support to provincial transmission partners	$6	$13	$26	$46		$19			$26
	Trainer (training, equipment, compensation)	$27	$59	$59	$146		$86			$60
	Territory-based workshop - pack 1	$0	$182	$0	$182		$182			
	Territory-based workshop - pack 2	$0	$424	$272	$696					$696
	Dissemination	$0	$50	$180	$230					$230
Other national activities	National workshops, meetings…	$40	$40	$40	$120	$40			$40	$40
	GIEC Expert (compensation, costs of mission)	$36	$43	$41	$120	$18			$102	
	Network of community radios	$14	$29	$19	$63				$44	$19
	Revising the education programme		$20	$10	$30				$20	$10
Total		**$457**	**$1 060**	**$848**	**$2 365**	**$271**	**$368**	**$73**	**$353**	**$1 300**

Component 2: Prepare the REDD Strategy

2a. Assessment of Land Use, Forest Policy and Governance

Wooded surface in the DRC is 145 million ha, distributed as follows:



Source : MECNT, Potentiel REDD+ de la RDC, 2009

The data available on the progress of forest cover during the 1990-2000 period indicates a gross rate of deforestation of 0.25% (Etat des Forêts, 2008[3]), after consolidation between data from après consolidations entre les données de l'UCL, RAC and the University of South Dakota. Deforestation and degradation are not distributed homogeneously over the territory, and the existence of deforestation "hot spots" should be noted, particularly near large cities and the in the savanna belt (Kinshasa, Lubumbashi, Kananga), as well as in the Basin (Kisangani, Kindu), the North and the Equator province, and the Albertin Rift zone (North and South Kivu, East of the Oriental Province).

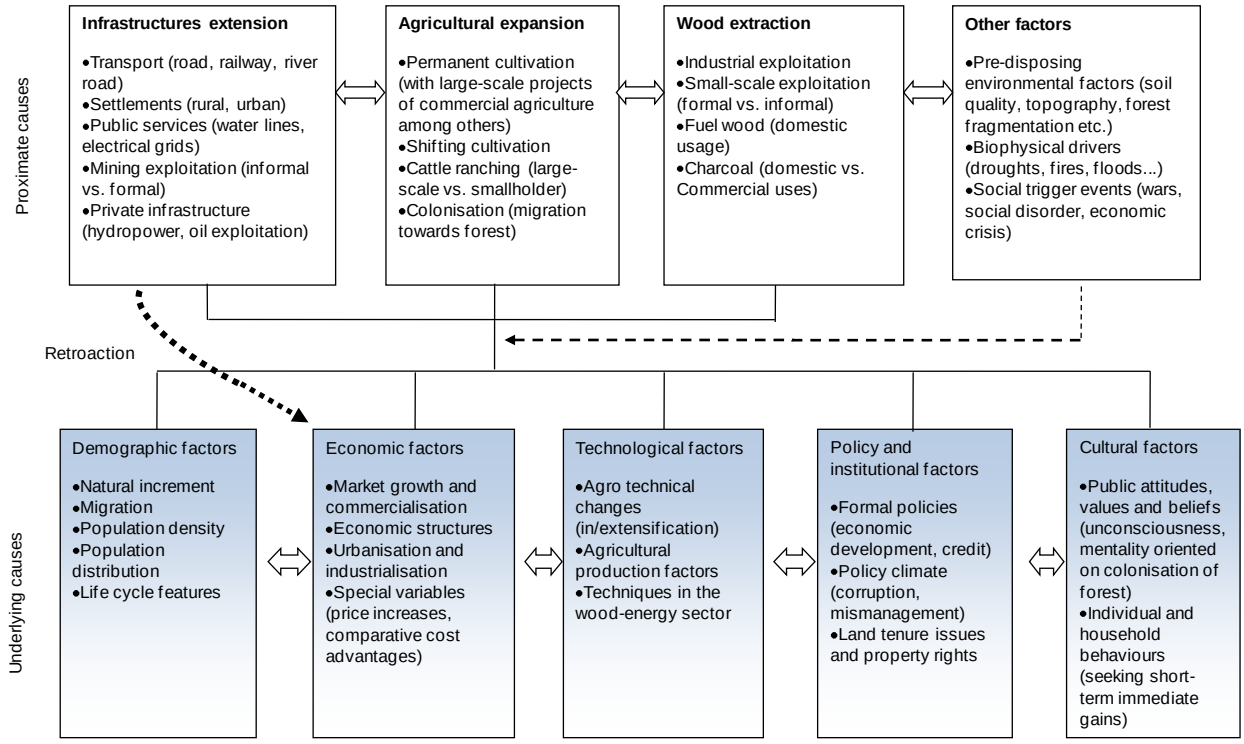
If these deforestation rates are relatively weak in comparison with the global average for tropical countries, they must however be considered in relation to the significant forest surface, placing the DRC among the ten countries losing each year the most significant wooded area. Thus, the implementation of an REDD strategy by the DRC is essential to soften these past and current emissions, prevent impacts

[3] Les Forêts du Bassin du Congo – Etat des Forêts 2008. Eds : from Wasseige C., Devers D., de Marcken P., Eba'a Atyi R., Nasi R. and Mayaux Ph., 426 pages, ISBN 978-92-79-132 11-7, doi: 10.2788 /32456, Office des publications de l'Union européenne, 2009.

that future causes could have, and to support the national development process to reduce its impact on forest cover.

In the Democratic Republic of the Congo, causes of deforestation and degradation (DD) are not very documented and not subject to consensus. Based on the available literature and consultations that have already occurred, it is already possible to establish a first outline of the causes of deforestation in the DRC, using the framework of analysis developed by Geist et Lambin (2001)[4].

Causes of Deforestation according to the analytical framework from Geist and Lambin (2001) adapted to DRC



It is the connection of these direct causes and underlying factors that leads to deforestation. The relative significance of these factors and the manner in which they interact that can vary from one region to another in the DRC. The historic and current deforestation causes are presented first.

The analysis of causes presented here are preliminary, based on existing bibliography. Complementary and thorough studies are necessary and will allow to building a national consensus within the coming months.

[4] Geist, H., Lambin, E., What drives tropical deforestation? A meta-analysis of proximate and underlying causes of deforestation based on subnational case study evidence, 2001

Direct Causes

Regarding direct DD factors, Martinet et al (forthcoming)[5] identify four current big dominating deforestation patterns in the Congo Basin countries. These four cause conjunctions are found in the DRC, with certain patterns dominating according to the different regions:

1. A "family farming / firewood" conjunction around the urban zones

In the DRC, farming activities are especially concentrated in the zones of high demographic density (Kinshasa, Lubumbashi, Kisangani, Kananga, etc.). Congolese agriculture is essentially rain-fed and not very mechanized. It is dominated by food crops intended for self-consumption, based on slash-and-burn techniques (Ministry of Agriculture, 2008[6]). The increase in demographic density leads to an increase of surfaces used to break new land (without real increase of productivity) and a gradual decrease of rotation periods, which no longer allows forest cover to regenerate, and requires to expand cultivation surfaces to compensate for reducing fertility.

Firewood harvesting is conducted together with the breaking of new land: if the primary objective is breaking new land, firewood represents an additional resource to be valued; if on the contrary, the primary objective is producing firewood, this will ultimately lead to forest degradation, which then encourages breaking new land.

Firewood and charcoal cover nearly 80% of national energy needs (Fétiveau and Mpoyi, 2009[7]). The industries sustain the urban centers as well as the cross-border markets. This is particularly the case in North Kivu, where control of charcoal production and traffic bound for Rwanda (where cutting if prohibited) generates revenues of several millions of dollars each year, which are in large part monopolized by soldiers and rebel groups (FDLR, FARDC, CNDP) (Fétiveau and Mpoyi, 2009). In Kisangani, the local industry (textile and soap) also resort to wood energy, as well as traditional brick-making (since 1998, the city is no longer supplied with cement from Kinshasa) (Fétiveau and Mpoyi, 2009).

The dependence of populations on charcoal can be explained by the difficulty to implement distribution systems in remote areas, but also by the bad management of SNEL and the limited capability for debt collection, with chaotic distribution in urban areas.

2. A "commercial logging / (road infrastructures) / family farming" succession in the forest massifs

Industrial logging has an impact on deforestation and degradation, whether it is direct or indirect. The cause studies will allow to quantifying more precisely the impacts. So far, industrial logging covers about 9Mha (convertible titles). However, industrial logging surfaces could be expanded in the future if the sector is relaunched. Beyond the indirect impact, industrial logging has also potentially important indirect impacts through road construction and demand for labour. The road network related to

[5] Martinet, A., Lambin, E., Meyfroidt, P., Approches pour la construction de scénarios *business as usual* dans les pays du Bassin du Congo, to be published.

[6] Ministère de l'Agriculture, Programme spécial de la relance agricole pour la prévention de la crise alimentaire, 2008.

[7] Fétiveau, J., Mpoyi Mbunga, A., L'économie politique du secteur forestier en République Démocratique du Congo, rapport final pour la Banque Mondiale, 2009.

industrial logging represents 38% of the road network in the Congo Basin region (Laporte et al, 2007)[8]. In the case of the DRC, the whale boats and barges of loggers are one of the rare means of motorized transportation on the central basin's water routes. Nevertheless, the impact of road infrastructures in DRC must be kept in perspective given their bad state in general.

3. A "mining / (road infrastructures) / family farming" succession in the forest massifs

Other than a direct impact on deforestation that can be locally significant, mining, through the construction of infrastructures, opens up certain wooded zones and attracts workers who settle with their families and develop substantial farming activities.

The DRC has the world's second largest reserves of copper and cobalt (10% of the planet's total reserves). If mining represented more than 60% of State revenue, currently, other than traditional gold and diamond mining, industrial production has collapsed (DSRP, 2006). It represented only 6% of the GDP in 2007 (Economist Intelligence Unit, 2007). This factor of deforestation has local impact that can be witnessed in several areas of the country (Katanga, the two Kasaï, the two Kivu, Maniema, the Oriental Province and in Bas-Congo). Restructuring of the mining sector begun in 2004 and may come to increase its impact.

4. Informal logging in easily accessible massifs

This is a largely informal market, which represents the principal source of the national market's supply of timber, its principal market being the carpenters in the urban centers (large contracts primarily meet international demand). Part of this production also sustains the cross-border markets (Angola, Zambia, Burundi, Rwanda, Kenya via Uganda, Sudan). The industry is organized by wood merchants, and at times even by dealers (case of OLAM) who subcontract harvesting operations (Fétiveau et Mpoyi, 2009).

These informal operation practices are focused in the forest massifs where infrastructure construction is not necessary to take the wood out or make its extraction cost-effective, principally along the large rivers (Congo, Oubangui, etc.) and the main roads in the East of the country. A study by the local OCEAN NGO conducted within the framework of the *Réseau Ressources Naturelles* (RRN, natural resources network) on traditional production in the Kisangani region (another is in progress for Ituri) finds the origin of the sudden increase of traditional production in the region in the war, alongside with the closing of certain forestry businesses. Harvesting is conducted in protected forests, les wooded areas with specific agriculture potential, and even inside forest claims where the manufacturer has already harvested (Fétiveau and Mpoyi, 2009).

Illegal production is freed from any control and not very structured. It is therefore difficult to assess the volume and value of the wood extracted by the informal sector, but estimations made in 2003 show production five to eight times above that of the informal sector (Fétiveau and Mpoyi, 2009). This production leads to significant degradations processes.

Beyond these four major schemes, one may mention the use of fire for traditional hunting and cattle ranching.

[8] Laporte, N.T., Stabach, J.A., Grosch R., Lin, T.S., Goetz, S. J., Expansion of Industrial Logging in Central Africa, Science 316 : 1451, 2007.

Indirect Causes

1. *Demographic Factors*

The population of the DRC is increasing at a rate of 3%/year. Demographic density remains relatively low, but it is distributed unevenly and concentrated in the already densely populated zones, thus increasing the demand for food and energy in the already degraded zones. In the East of the country, the demographic factor plays a crucial role along with significant population displacements related to armed conflict and perpetual insecurity.

2. *Economic Factors*

The DRC's economy is not very diversified or connected to the regional and world economy, which leads to significant dependence of the population to its soil, and most particularly to the forest.
With the enclosure of certain regions of the country following the deterioration of the infrastructures and the insecurity of the last decade, this dependency increased further, since the only connection possible to markets is limited at the local level. Also most rural communities withdrew to a subsistence economy, not very monetarised, where harvesting is limited essentially to meeting domestic needs. The dilapidation of the public institutions even encouraged a movement by civil servants reconverted to subsistence farming to return to the village (Fétiveau and Mpoyi, 2009).
The situation is different in the East, where the local economy is organized around cross-border flow. However, it is perturbed by the systematic racketeering of different armed groups and at times disorganized by the massive movements of populations fleeing the abuses. Over all the territory's means of communication, local populations are submitted to the same "annoyances" from security services and administration agents or public businesses (Fétiveau and Mpoyi, 2009). This represents clear discouragement from intensifying agriculture and producing agricultural surpluses, a necessary condition (but not sufficient) to accompany the development of a more industrialised economy that may allow to reducing deforestation.
As for the formal economic sectors connected to international markets, they are based on the production of natural resources and their exportation with little local transformation (mining, formal forestry sector). Yet these productions are strongly subjected to international price fluctuations. For example, the financial crisis led to a decreased demand for mining products and price collapse, which led to increased unemployment and inflation as a result of the decreased mining production. Part of the population therefore turned toward subsistence farming activities, which can lead to a peak of deforestation.

3. Poverty

Poverty is in fact one of the determining factors when it comes to describing the deforestation process and identifying leads to solutions in the DRC. Combined with unclear property rights, poverty does not make it possible for the population to invest in more capital intensive farming techniques, which could potentially increase the productivity of certain cultivations. The population is very vulnerable to changes in its environment, both negative and positive. Similarly, alternative energy sources to wood energy (where it exists) are often too expensive, which contributes to making the population extremely dependent on charcoal and firewood (Martinet et al, to be published).

4. Technological factors

The lack of relevant techniques encourages inefficient practices that require large wooded areas. Thus, this is an obstacle to agriculture intensification and energy efficiency improvement. Such technics are well known, but their lack of dissemination can be explained by the difficulties to access remote areas, the lack of human and financial capacities of public players in charge of their distribution, as well as the lack of a strong and organised private sector.

5. Cultural factors

Population behaviours and beliefs can also be a cause of deforestation sometimes, together from the facts of seeking short-term profits, the lack of awareness of the degradation of their environment and customary habits that do not favour the change and adoption of new practices, among others.

6. *Political and Institutional Factors*

Problems enforcing the law

Law enforcement with regard to development of the territory in the DRC stumbles on the one hand against the weakness of the Forest Code's enforcement and on the other hand against the incoherence with texts of law in the other sectors (mining, agriculture, etc.). In fact, it is difficult to define the normative corpus applying to the sector, and there are only a very limited number of national legal specialists on issues relating to the environment and forestry. Few efforts have been made to make these texts public in an extremely complex context, given the enclosing and oral tradition of numerous stakeholders. Persistent discretionary practices are also noted within the administration along with routines perpetuating temporary practices, and finally instrumentalisation of the texts by the different stakeholders faced with this unclear situation (Fétiveau et Mpoyi, 2009).

Moreover, the lack of means for monitoring services and corruption prevent enforcement of the law. Actually, monitoring services for the ministries and very poorly equipped (means of travel and communication) and do not have the skills (knowledge of regulations, document interpretation) to complete their mission to monitor offences to the code. To this are added insignificant salaries and the lack of incentive to fight corruption.

Lack of coordination of the political process for decisions relating to the use of land

There is no territory development plan in the DRC. There is no effective political coordination process relating to territory development. In the absence of any planning tool for the different possible land allocations, today in the field of forestry, land, forestry and mining claims are overlapping (at times encroaching on the protected areas). There are no policies or guidelines in place to establish standard methods to make the multiple vocations of forestry spaces coherent.

Land aspects and imperfectly defined rights to resources

As for most post-colonial states where land considered vacant (i.e. not developed) has been subject to appropriate by the State, forests in the DRC are subject to becoming domanial: they are property of the State (principle reaffirmed by the Forest Code in section 7). This domanial regime makes a distinction between the public domain (whose property is for use by all) and the private domain (whose property is owned by a public entity – the State or collectivity). Only two categories of forestry space are currently subject to active management: forestry businesses (intended for wood production) that fall under private State domain and the protected areas (intended for biodiversity preservation), which fall under

public State domain. The first are is subject to a contract between the administration responsible for the forests and a private producer (forestry agent); the second have been managed (since 1975) by a public establishment responsible for nature preservation (today, the ICCN) placed under the authority of the ministry in charge of forests (Fétiveau and Mpoyi, 2009).

With the exception of those spaces that are removed from the grip of customary management, the rest of the forest area, even though in theory it falls under the State's private domain, can be considered as local community property: in accordance with their rights as a customary users – which the Forest Code indicates as falling under "possession" – they freely harvest the resources and can convert them according to the need for farm land. These forest areas therefore constitute farmland reserve: deforestation for farm activities is not subject to obtaining a license for a surface up to 2 hectares (section 53 of the Forest Code). Recognized by the entire Congolese legal system (qualified by rights of enjoyment or ownership), these forest rights cannot be considered as individual property rights, whether by law (since the fund is owned by the State) or in relation to the mode of collective management of the spaces they support (family, clan, grouping, chiefdom) (Fétiveau and Mpoyi, 2009).

Aside from the problems of overlapping land, forestry and mining concessions, this lack of clarity in property rights does not encourage users to invest in more productive farming practices. These issues must also be resolved to allow for the implementation of payments to communities based on results.

Management problems of current revenue distribution systems

For the distribution of revenues deriving from natural resources, the Mining and Forest Codes of 2002 provide for resources to be transferred to the provinces and territories, proceeding from a retrocession of revenues deriving from the production of natural resources (40% for the provinces, including 15% for the territories).

This retrocession has never taken place and has become a source of significant tension between the central government and the provinces (particularly since the Constitution is establishing a system of deductions at sources and not retrocession). This resolution, both politically sensible and technically complex, is today complicated by a confusion of texts on the methods of distribution and allocation, which opens the door to diverging interpretations and leaving the field for provincial initiatives, while texts still necessary for its implementation are awaited (Fétiveau et Mpoyi, 2009).

Reforms and Key Processes in the Post-Conflict DRC

(i) Reform of the Forestry Sector

In the post-conflict situation of the DRC, forest sector must be capable of contributing to the country's economic recovery and State budget. However, the principal characteristics of the existing economic and tax structure are as follows:

- The predominant informal sector ;
- Low contribution of the formal forestry sector to the country's job creation and economic development;
- Predominance of taxes, at the base more or less legal, adopted according to circumstance, and the funding needs of public administrations, government corporations or local authorities for often non-existent services;
- The very low level of acreage fees for forestry concessions;
- The low tax revenues from the wood industry.

Reforms undertaken in the forestry sector in the DRC since 2002 regard mainly the following:

- Conversion of forest titles: In May 2002, a moratorium is imposed by departmental order on the granting of new titles, their renewal or extension, while waiting either for (i) the legality of existing titles to be evaluated, (ii) the implementation of a transparent allocation system, and (iii) a planning tool for new allocations to be adopted with regard to needs defined within the framework of a national forest policy (Fétiveau and Mpoyi, 2009). An Interministerial Commission for the conversion of old forest titles was established at the end of 2006 to examine the 156 requests for conversion introduced by forestry businesses. At the end of this work, the result is that over a total of more than 22 million ha of titles submitted for conversion, all titles deemed convertible represent a little more than 9 million ha for 65 titles.
- Works to develop texts for the application of the Forest Code: on the heels of enactment of the Forest Code, at the end of 2002, a series of seven application texts have been published, which should be submitted for consultation by stakeholders before being validated. Today, the legal framework applicable in the Congolese forestry sector has not yet been clarified. The effort to prepare application texts of the Forest Code is not being fulfilled in administrative practice, which still remains dictated by the requirements of the former forestry system. Also, none of the national stakeholders really masters the Forest Code and its application texts (Fétiveau et Mpoyi, 2009)
- Revenue distribution (taxation) applicable to the wood industry: The objectives of the reforms undertaken by the government since 2002 are to make taxation (i) more legible and more encouraging for forest operators, (ii) limit speculation, to finally end the paradox between high taxation pressure on businesses and the State's low tax revenues. But these reforms are blocked by resistance from the government corporations, increased tax pressure on businesses, a partial recovery, and increasing pressure from provincial incidental taxation.

(ii) Implementation of the Decentralization

Within the framework of REDD, it is also crucial to consider the decentralization process in progress in the DRC with the establishment of provincial institutions elected in February 2007. The Ministère de la Décentralisation et de l'Aménagement du Territoire (MDAT, *Ministry of decentralization and land use planning*) is currently developing sector-based roadmaps that are subject to discussion within the Cadre Stratégique de Mise en Œuvre de la Décentralisation (CSMOD, *Strategy framework for implementing decentralization*) validated in June 2009.

Within the framework of the provincial governments, provincial ministers responsible for the forests were appointed in association with the exercise of regulatory power at the provincial level. As for the provincial assemblies, they have the possibility to legislate (through edict of which deputies share the initiative with the government) on matters handed down in exclusivity or by division by the Constitution to the provinces.

Competences devolved at the national and provincial level are presented in the following box:

Introduction to the decentralisation process in DRC

The new Constitution from the 18th of February 2006 reorganised the administration structure of DRC. 25 provinces and the town of Kinshasa are provided with legal personality and exercise local competences. Beyond its distinctive responsibilities, provinces also share some competences with the central power and the national income associated (respectively 40% for provinces and 60% for the central State).
Provinces and decentralised territorial entities in DRC are provided with legal personality and are managed by local bodies. Provinces are administrated by a prvincial Government and a provincial Assembly. They encompass decentralised territorial entities which are cities, communes, sectors and chiefdom. They enjoy free administration and autonomy for the management of economical, human, financial and technical resources.

Exclusive competence of central power	Shared competence between central and provincial power	Exclusive competence of provinces
Designing agriculture, forestry or energy programmes of national interest and coordinating programmes of provincial interest. This programmes include hunting and fishery, conservation of nature (flora and fauna), catching, breeding and processing food from animal origins etc.	Protection of environment, natural areas, special sites and landscapes. Regulation on agriculture, forestry and energy schemes, cattle-ranching and foodstuffs from animal and plant origins.	Designing agriculture and forestry programmes and implementing them according to national planning standards. Applying national legislation on agriculture, forestry, hunting and fishery, as well as environment, conservation of nature and catching of wild animals... Designing mining, mineralogical, industrial and energy programmes of provincial interest, and implementing them according to general standards of national planning.

The Forest Code being prior to the 2006 Constitution, these institutions are suddenly emerging in the forestry sector's governance system while their responsibilities have not really been defined. The same goes for future decentralized entities (sectors and chiefdoms in the forestry sector) whose representatives could be elected within two years (Fétiveau and Mpoyi, 2009). These echelons closest to the populations also have the particularity of representing customary power, which in all likelihood will be crucial for the implementation of REDD in the DRC.

Lastly, implementation of decentralization suggests the conduct of reform in several other areas: public finance (with particularly a review of the finance law of 1983 to integrate local taxation and where the methods of retrocession implementation should be determined) and public service (law of 1981), related also the reform in progress of government corporations (status whose disappearance is planned by the laws of July 2008, applied by decrees signed in April 2009 (Fétiveau et Mpoyi, 2009).

The significance of these reforms is to enable tax revenues to be secured, which requires restoration of the State of law. These studies agree in emphasizing the impact of the role played by the different government administrations and corporations in this problem: subject to the demands of political elites and their agents, they act most often in their own interest, by deferring application of the law or bypassing it (Fétiveau et Mpoyi, 2009).

Future Causes of Deforestation and Degradation in the Congo Basin

The DRC is pursuing these legitimate development and poverty reduction aspirations as described in the Poverty Reduction Strategy Paper (PRSP). Furthermore, the country is implementing the "Five Works" of the country's reconstruction with support from China through the famous "Chinese Contracts", bartering between mining products and infrastructures in the amount of $8 billion US. The planned development of road and port infrastructures will contribute to opening up the country, and through

transportation cost reductions, most probably stimulate the development of activities causing deforestation and forest degradation (cash crops, commercial subsistence farming, commercial harvesting of firewood and timber).

Modeling work performed by research center IIASA has made it possible to highlight future international factors in the Congo Basin region, that are expected to come along with the opening of the national economy. These factors include:

- a*n increase in global food demand (particularly in emerging countries),* which could lead to a decrease of global supply of agriculture produces and incentivize the Congo Basin countries, so far importers, to increase their own agriculture sector;
- *The development of biofuels at the global level,* which would reduce the availability of land for food internationally and could there again encourage increased conversion of wooded land into farmland in the Congo Basin.

Today, it is therefore possible to classify the deforestation and degradation factors into two categories:

- *Historic causes, which, in addition to leading to deforestation, have been harming the country's economic development*: agricultural inefficiency, a lack of control over logging - traditional or illegal, political and institutional causes, etc.
- *Future causes, necessary for national economic development*: infrastructure development, farming development aimed at food safety, and mining. The increase of global demand for food products, in a context of global competition for land with biofuels, will accelerate farming development oriented toward national and international markets. All of these future causes must be followed in order to curb their impact on forest cover. Preliminary discussions with various Ministries involved in land use allowed to identifying several possible levers, notably by enhancing the political and institutional framework (national land use planning, reinforcing impact analysis…).
    - By definition, future causes are difficult to assess. A critical point is to understand and forecast international underlying forces that could make deforestation and forest degradation in DRC evolve in an exponential way. Indeed, the evolution of deforestation does not necessarily follow a smooth curve, and exponential development or breaking leaps can dramatically change the usual patterns. Such perspectives are likely to occur in DRC, with the reduction of deforestation in the other forested regions transferring pressure to the Congo basin, and with the country entering a peaceful era of strong and steady development supported by demographic growth and heavy investments in infrastructures. Such trends are prone to put strong pressure and threat on forests from biofuels production and the expansion of oil palm or other industrial plantations, among others.

Progressing toward a consensus on the causes of deforestation and degradation in the DRC

Obtaining a consensus on the direct and indirect causes of deforestation and degradation in the DRC is a necessary step toward implementing an effective REDD strategy, whose activities will truly address the deforestation causes, and will be appropriated by the different stakeholders at the national, provincial and local level. Two studies run jointly by the FAO and DIAF are currently in progress to enforce this diagnostic in a participative manner. The first related to local case studies, consolidated at provincial and national level in the context of post-conflict environmental study from UNEP. The second consists in building a model of spatial distribution of deforestation in partnership with UCL. These two studies will be subject to provincial and national validation workshops, and consensus will emerge on direct and

indirect, historic and future causes having an impact on the quantity and spatial distribution of deforestation. DRC has ensured that a participatory approach prevails in the design, implementation, review and validation of the final national reference report on drivers of deforestation. The objectives and results of these studies will be presented in annex 2a-1.

Analysis of Past Experiences

It is necessary to review the past experiences that are contributing to the national REDD strategy, proceeding simultaneously from the forestry, farming and energy sectors. Thus, the experiences of agricultural growth, conservation, sustainable forest development, reforestation, improved ovens are for example activities that can contribute to the national strategy.

Numerous projects and programs that can develop the national REDD strategy are in progress in the DRC. From among these experiences, we can mention the non exhaustive list that includes PNFOCO, the CARPE program, the projects of reforestation in Ibi Batéké (see box below), agroforestry in Mampu, energy substitution in Nioki, community forestry in Kikinke, charcoal in Lubumbashi, etc.

First feedbacks from Ibi Bateke case

Ibi Bateke is a project of reforestation implemented in the framework of the Clean Development Mechanism as defined by the Kyoto Protocol. It consists in an agro-forestry model combining reforestation with acacia on highly degraded lands, and the culture of manioc. The project allows in the same time soil rehabilitation, and manioc and charcoal production.
The project could be duplicated at a large scale in the basin that supply energy-wood to Kinshasa. Kinshasa town and surroundings has seven to ten million inhabitants, almost exclusively using charcoal and fire-wood for cooking. Such a demand puts serious pressure on forests and generates forest degradation progressively farer around Kinshasa. Already, Ibi Bateke project gives evidence of local impact. Ibi village now enjoys a school, a clinic, water and electricity supply four hours a day thanks to a generator. The inoculation of children is under way, and the project created numerous jobs. The community of the Bateke Tribe and its customary leaders are now mobilised and support the expansion of the project.
Thus, Ibi Bateke experience supports the national REDD process with several lessons:
- Reforestation is feasible in DRC and money is necessary to scale up the experience
- Reforestation clearly meets the additional requirement from CDM, and carbon finance is key to project breakeven and profitability
- Operating in DRC is still a challenge: superposition of various rights over land (customary, administrative), administrative harassment and frustrating red tape (CDM complexity, World Bank conditions for funding, slowness of the Ministry of Environment etc.).
- Basic infrastructures are required for transport and communication, to enable producing on a larger scale (bringing mechanic tools and maintenance) and draining production.

A systematic analysis of past experiences making it possible to contribute to the national REDD strategy has begun. This analysis will study the result of these experiences (projects and programs), and the underlying reasons for their successes or failures. Recommendations will also be made. The terms of reference of the study are presented in annex 2a-2.

Budget for the assessment of the causes of deforestation and past experiences							
Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD / FCPF in progress	UN-REDD (FAO)
		2010	2011	2012	Total		
Consensus-based diagnotic on the drivers of deforestation and degradation at national and provincial level	Intermediary report	$14	-	-	$14	$14	-
	Consultations and negociations (Kinshasa and provinces)	$105	-	-	$105	$105	-
	On-the-ground validation mission	$125	-	-	$125	-	$125
	Synthesis, validation and dissemination	$58	-	-	$58	$13	$45
Assessment of past experiences	Bibliographic review, interviews in Kinshasa and writing of an intermediary report	$25	-	-	$25	$25	-
	Ground visits, writing the final report, building a database	$106	-	-	$106	$106	-
Total		$433			$433	$263	$170

2b. REDD Strategy Options

Introduction – General Strategy Building Framework

The REDD strategy in the DRC shall inextricably target two objectives:

- reducing emissions related to deforestation and forest degradation
- reducing poverty within the meaning of the Document de Stratégie de Croissance et de Réduction de la Pauvreté (DSCRP, *Strategic Document for Growth and Reduction of Poverty*)

Thus, the REDD strategy in the DRC must be built in a systemic, stimulating manner, that contributes to structuring a deep socioeconomic transformation of the country, in service of sustainable development. Beyond the overall vision, technical and political implementation of the strategy is a major challenge for a country such as the DRC, which is strongly unstructured after a decade of war and among the three countries with the lowest GDP/capita on the planet. The critical path toward the REDD strategic vision is therefore particularly crucial, and will aim specifically to prioritize winning solutions with negative, nul or low cost opportunities and direct benefits both for the forests and the Congolese people.

The DRC is engaged in the building process of an ambitious national REDD strategy, which is not reduced to a catalog of programs, but that is stimulating a truly coherent process toward the country's transformation. The DRC therefore has taken part in building a strong national REDD strategy that should be finalized by December 31, 2012. A preliminary strategy will be produced by July 1, 2010, which will make it possible to verify that all the hypotheses and underlying needs are properly integrated in the country's preparation program. Because the country's preparation between 2012 and 2012 actually aims to calibrate the strategic options to lead to the following:

- A perfectly established national 2030 strategy that itself is intrinsic to the national development strategy
- An operational action plan for the strategy's deployment during the 2013-2020 period

To date, the DRC already has a preliminary strategic analysis of the REDD (see R-PP introduction), a preliminary mapping of the potential REDD programs to be deployed (see exploratory study of REDD+ potential in the DRC with support from Mc Kinsey). Building the 2030 strategy and 2020 action plan will be conducted in three partly overlapping phases:

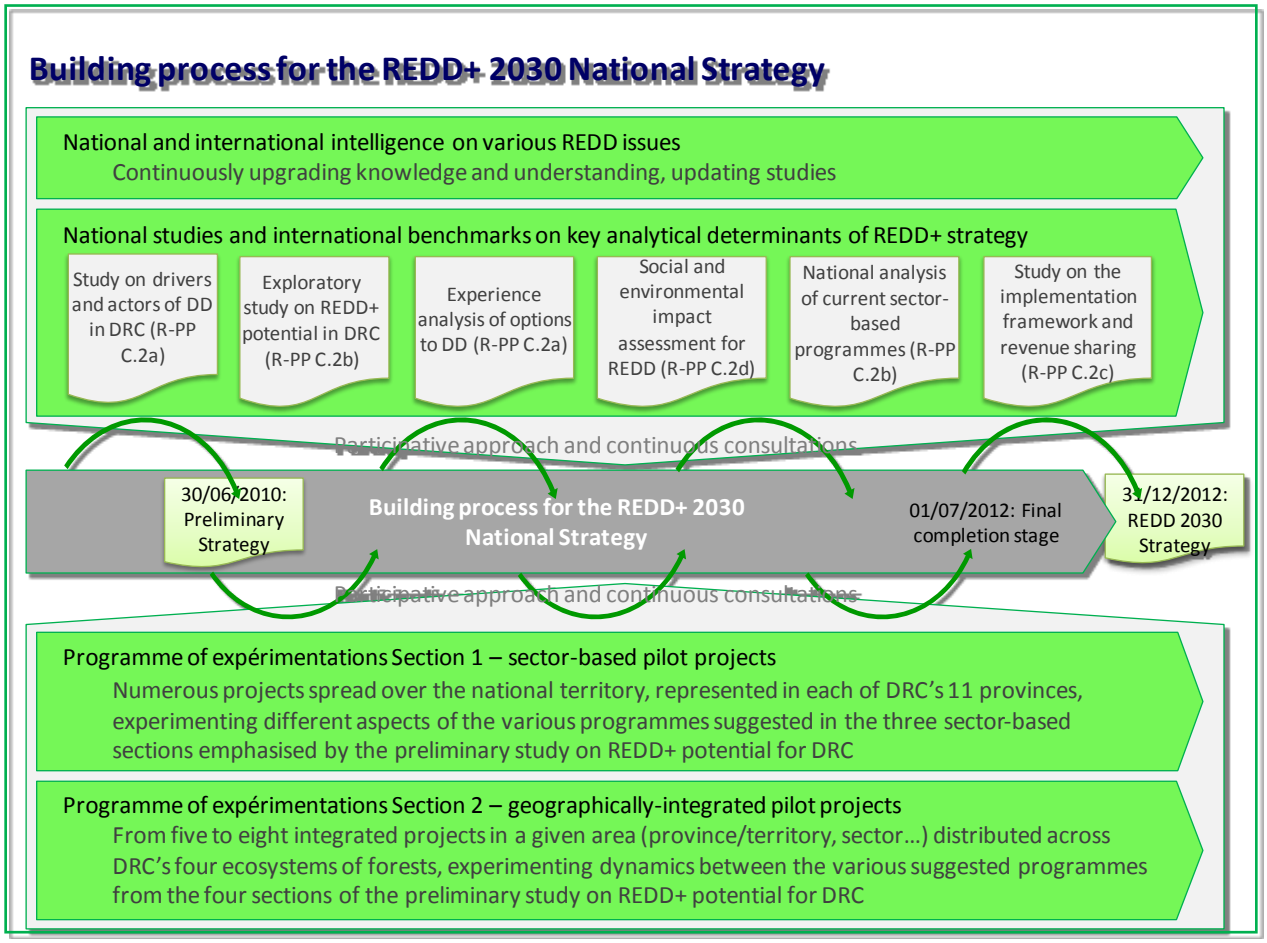
- 2010, semester 1: Formalization of the preliminary National REDD+ Strategy
- 2010 – 2012: Maintenance of the strategic analysis based on studies and experiments
- 2012, semester 2: Consolidation of the National REDD+ Strategy and 2013-2020 action plan

Formation and organization of the REDD strategy will be carried out by the authorities and follow the organization of the process determined by the decree of November 26, 2009 (see component 1a). The National Committee will therefore guide the process, which will be divided according to sector by the Interministerial Department, and run and standardized by the National Coordination. The later, which will provide for a secretariat and the work of writing as such, will follow all its execution partners in the Ministries, technical partners, civil society NGO, and the REDD Climate Work Group, at the national and decentralized levels. At the decentralized level, the provinces will also have a Provincial REDD

Committee for guidance and decisions, and an Interministerial Committee for sectorial planning. Furthermore, a Provincial Focal Point dedicated to REDD will be hired.

Separately, at the diplomatic level, integration of national strategic development with the process of negotiations under the UNFCCC and of regional cooperation within the framework of COMIFAC also represents a key success factor. Support methods relate to training and increasing the skills of Congolese negotiators, supporting certain members of the national delegation at international events, participation of civil society in regional and international discussions and support for the Congolese delegation by international experts.

Two great pillars were identified to carry for the strategy's development: studies and monitoring on the one hand and experimentation on the other.



Part I: Studies and Monitoring

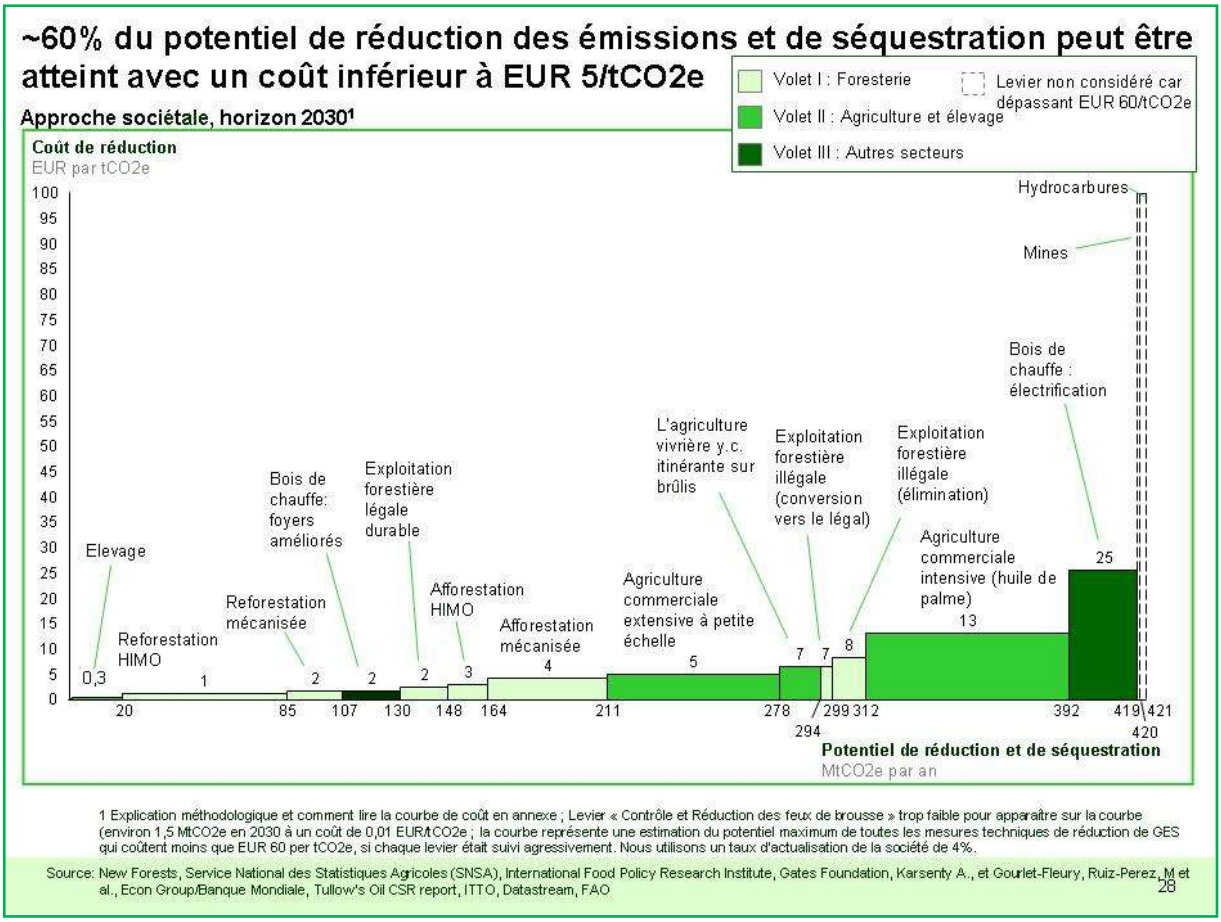
1.1. Studies

Studies constitute a first pillar of strategic building. Six studies are therefore in progress or planned to sustain the strategy. Certain studies are dealt with more in detail in other sections of the R-PP (see diagram above). Two studies fall within the scope of current component 2b.

1.1.1. Exploratory Study of REDD+ Potential in the DRC, First Identification of REDD Options

Conducted for five weeks between October and November with the analytical support of Mc Kinsey, this study allowed to combine indicative elements on a possible reference scenario for deforestation and degradation in the DRC, and to assess the economic dimension relating to REDD+ programs. Data collection enabled the construction of three relevant analytical tools to guide the country's REDD+ strategy and to organize its program and implementation:

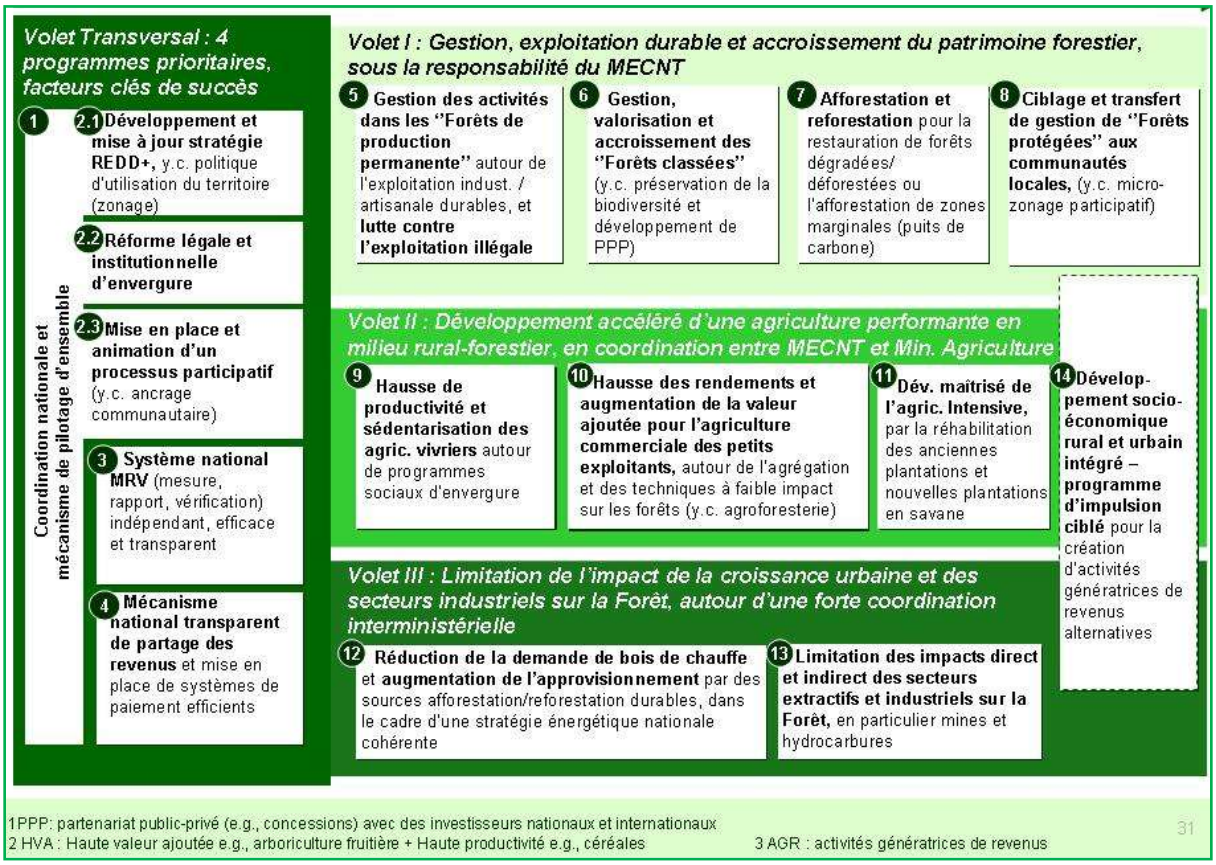
a. An emissions reduction cost curve could therefore be completed for forest-related activities in the DRC (Mc Kinsey's "abatment cost curve")



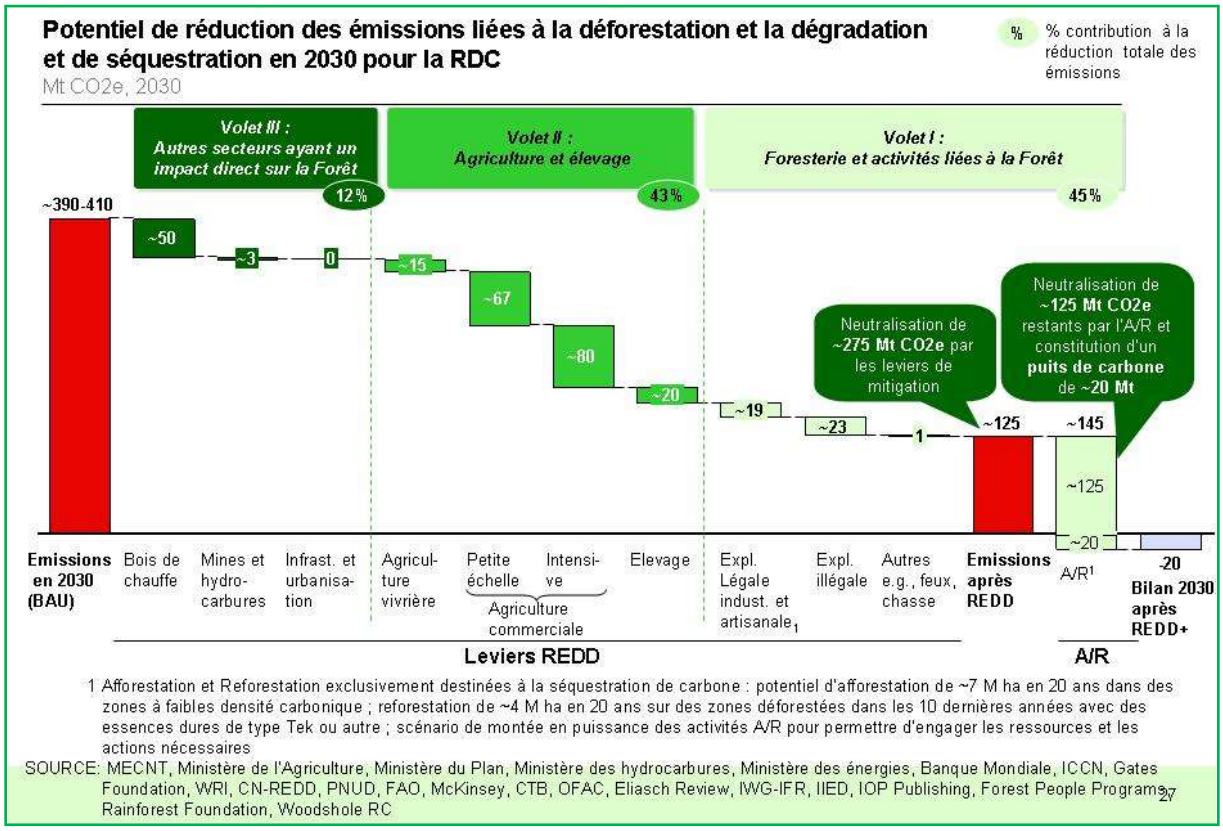
b. A set of examples likely to enter the DRC into a reduced emissions curve. 14 programs could thus be identified, qualified and quantified in a summary manner. They are divided into four components: a transversal component and three sector components. These programmes are presented in more details in annex 2b. It must be pinpointed that such programmes are preliminary, and do not constitute the national strategy of the country. Instead, they rather feed the thought on the strategy that will be built in a participative way by the end of the year 2012. Indeed, the Government of DRC took the decision to assess every option on the table, through an inclusive, participatory and transparent process, in order to decide the options that will eventually be implemented as part of the national strategy, and the options that should be rejected. An opened workshop will allow to list and organize all the options suggested by various stakeholders. During fall 2010, Thematic

Coordination Groups (TCG) will be constituted for each option, and gather all voluntary stakeholders with the facilitation from the NC-REDD. Each TCG will clarify its scope, its objectives and work plan in order to share its conclusions and support the design of the national REDD+ strategy by mid-2012. Options will only be confirmed (with their associated programme of implementation) or rejected by mid-2012 as a result of such a participatory process.

Such a process is the fairest and most efficient way to ensure that each potential lever for REDD in DRC is adequately questioned, assessed, selected and designed. Some levers may raise no question, and then the process will simply help building the associated implementation strategy and programme. Some levers may raise concerns, and this participatory process will help assessing the pro's and con's, the overall potential and added-value of the option, so as to support the decision making process. For example, civil society and NGOs have been raising concerns against the expansion of industrial logging as part of the national REDD+ strategy. Their concern is supported by the report of the independent Inspection Panel's investigation of the World Bank (August 2007), suggesting for example that increased logging would be contradictory with the objectives of poverty reduction and sustainable rural development, the benefits from the industrial harvesting of trees are not going to the people living in and around the forest, logging affects not only those living today, but the welfare of future generations, a more balanced approach should be developed by emphasizing appropriate models of community forests as well as other actions to support community participation, land tenure and use rights in the forests etc. The TCG on industrial logging will lead the assessment and its conclusions will strongly support the final decision by DRC.



c. A group of projections on the REDD potential of each program, integrating opportunity and general implementation costs (more rarely transaction costs).



Unfortunately, one may recall that the above analysis doesnt' fully consider the structural factors related to the implementation of REDD activities. For instance, transaction costs are very high over the territory and are difficult to assess and quantify. This important aspect will be taken into consideration in the further efforts to build the strategy.

Programme prioritisation according to their impact and feasibility

To provide a more in-depth reading of the REDD+ plan, focusing on implementation issues, a preliminary evaluation of the sector-based programmes in components I, II and III was conducted. It enables to understand which programmes will have a significant impact in the short term and which others will require a longer implementation process.

Two simple criteria were considered: (i) impact on reducing emissions or sequestration, based on the cost curve and (ii) feasibility given the number of contributors involved during implementation (one ministry vs. several ministries, a few private sector representatives vs. several million farmers), and/or according to the dispersion of activities throughout the national territory.

Three programmes thus present both high potential and a certain ease of implementation: (1) Afforestation and reforestation to restore forests, providing firewood and logging (Programme 7); (2) Reducing the demand for firewood and developing alternative energy sources through a national energy

strategy (Programme 12); (3) Controlled intensive agriculture development through the rehabilitation of old and new savannah plantations (Programme 11).

But this preliminary evaluation necessarily relies on still partial data and does not integrate the political concerns associated to the need, for example to mobilize all stakeholders, such as local communities, prevent the feeling of exclusion or yet create distorted dynamics that would structure opportunities and the country's transformation in an excessively "intensive" sense to the detriment of the local population's chances. Thus, different options were considered and shall be deepened further to select the programmes to be launched early.

Moreover, this analysis makes it possible to bring out two other programme categories:

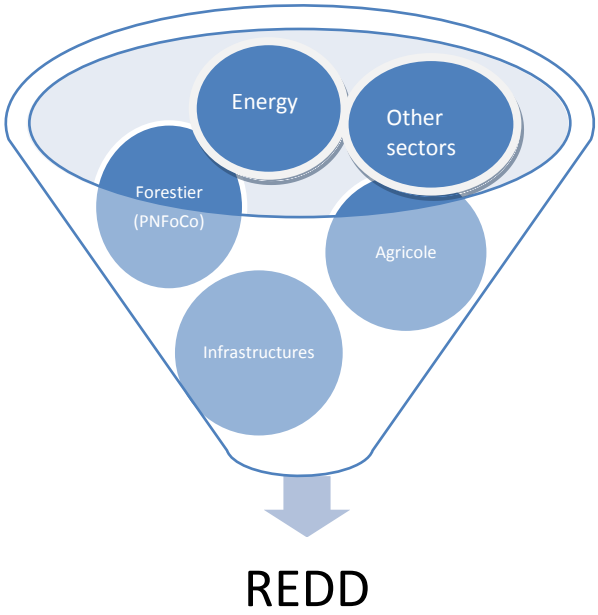
i. That with a strong impact, but whose achievement is more difficult and requires strong interministerial coordination and/or significant coverage of the territory: these programmes mainly relate to subsistence farming (programme 9), commercial agriculture in small farms (programme 10), permanent production forest management (programme 5) and to limiting the impact of industrial sectors on the forest (programme 13).

ii. That with limited impact in terms of emissions, but easily achieved (quick-wins); this mainly relates to the development and extension of classified forests (programme 6)

1.1.2. The analysis of national sector-based programmes in Progress

An analysis of running and planned sector-based programmes (in the fields of environment, agriculture, energy, mining, infrastructure etc.) is programmed for the first quarter of 2010 and must make it possible to bring out a complete vision of all national programs in progress, including their bearers' visions and goals. It will also offer potential synergies and cooperation axes with the different relevant government entities.

Indeed, the REDD mechanism implies activities in numerous sectors



The two boxes below already offer a preliminary review of strategies in some interesting sectors for REDD, namely the forestry sector (through the framework programme PNFoCo) and an overview of the agriculture, energy, mining and infrastructure sectors…

Preliminary review of interactions between REDD and PNFOCO

The National Forest and Conservation Programme (PNFoCo) is a far-reaching sectorial forest programme of the MECNT. The PNFoCo constitutes in itself a strategic framework between the activities and projects planned and in progress in the forestry sector. Its aim is essentially to implement the forest code (enacted in 2002) and its decrees for application, the promotion of environmental services and improved environmental and social management of the forest sector. This operational programme deals with natural resources management overall, including nature preservation, and is based on six intervention components: (1) institutional capacity building, (2) transversal support: participative zoning, support for the Forest Code's application and outreach, completion of the old forest title deed reconversions, (3) nature conservation, (4) control and development of production forests, (5) rural and community forestry and (6) environmental protection. It is based on large local community participation in the planning and concession awarding process. It also provides for profits redistribution to these communities. The REDD process therefore fits into this participative and fair approach.

Indeed, the REDD preliminary national strategy is based on several programmes in common with the PNFoCo, namely afforestation and reforestation, reduced use of firewood and wood charcoal, and the controlled development of farming activities. Similarly, PNFoCo's 'Environmental' component includes support for the development process of the Environmental Law and institutional support (including rethinking the GEEC into an Environmental Agency, a point that is also dealt with in section 2d), and the development of alternate and sustainable forest production models relating to carbon sequestration (Clean Development Mechanism, REDD, etc.).

Within the framework of the PNFoCo, the Forest and Nature Conservation Project (FNCP), financed by the World Bank and a multiple funder common fund, is a far-reaching project that supports several activities directly related to preparing the DRC for REDD. To maximize the synergies between the initiatives, National Coordination REDD and PNFoCo managers will work to optimize the great synergy potential, in particular:

With regard to development of the REDD Strategy and implementation framework, the FNCP is supporting capacity building of the Provincial Ministries in three Provinces (Bandundu, Equator, Oriental). Capacity building of provincial frameworks could also include subjects directly related to REDD (MRV, pilot projects, etc.). Furthermore, $4.1 million US are being devoted to the creation of the Environmental Services Division within the DDD and the promotion of environmental services (including carbon). National Coordination will support these structures.

With regard to experimentation programmes, $7.8 million US are being devoted to supporting local community forest initiatives, including the promotion of alternatives to deforestation in four 'landscapes' (Lac Tumba, Maringa-Lopori, Wanga, Salonga and Ituri). The geographically integrated pilot projects are relying on these initiatives in the case of Maringa-Lopori, Wanga and Ituri.

With regard to consultation, $3 million US are being devoted to promoting civil society participation in forest management and the creation of Consultative Forums (National Consultative Council, Consultative Councils in the three provinces, National Forum on Forests). National Coordination will work together with the FNCP in order to integrate REDD-related subjects to this effort, thus promoting harmony between the different consultation efforts, synergy, and avoiding consultation 'fatigue' among the local population.

While acknowledging the crucial significance of efforts made in the forestry sector until now, it is important to note that REDD, through its objectives, surpasses forest sector issues, and must seek to create bridges with the major initiatives in progress in all the sectors concerned through the land use in the DRC (infrastructure, farming, energy, etc.). The sectorial programmes and REDD are complementary processes that shall evolve in perfect synergy. This synergy sought between the PNFoCo and REDD process will therefore enable a real implementation of the forest code and thus to achieve the common objectives in the areas of forest preservation, biodiversity development and sustainable development of the forestry sector.

Preliminary review of various sector-based strategies

Energy Sector: In June 2009, the Ministry of Energy finalized a document on the policy of the electric energy sector (based namely on a study of hydroelectric and solar potential), which already mentions the country's adherence to the REDD principles. With regard to hydroelectric potential, the Inga dam represents 40% of the national potential (with an essentially exportation vocation), and the remaining 60% can be used by micro-power stations, thus serving isolated zones (it is a matter especially of rehabilitating existing micro-power stations). Another of the Ministry's objectives is to rationalize wood charcoal, particularly through the CATEB (Centre d'Adaptation des Techniques Energie Bois - Center for adapting wood energy techniques). An improved oven project (PROBEC – Programme for Basic Energy Conservation) is moreover on the verge of being launched in 24 communes around Kinshasa, in partnership with the Ministry of the Environment. On the issue of biofuel, there is no clearly defined policy, knowing that the key principle that seems to be emerging is the lack of competition with uses for food. Shortages identified in this sector are the absence of specific studies of the energy potential in each zone, which would take into consideration the servicing facilities and all the potential energy sources (including methanisation, wind energy, geothermy, etc.), as well as the lack of mechanisms for promoting alternative energies.

Farming sector: The ministry's objective is sedentary farming, but there is no clearly established national policy yet (however, two provinces, Katanga and Bandundu have already defined their provincial strategies). A general policy document on the farming sector and an agricultural code are however in the process of being adopted. An emergency food self-sufficiency programme has also enabled to target where farm production can be done (what cultivation, what surface, what inputs). Microfinance development is one of the levers identified for the adoption of new farming techniques. At the Ministry of Agriculture level, there is a staff discrepancy between field agents and administrative agents, and a lack of skills of field agents. Reform of the Ministry of Agriculture is in progress to reduce the total number of agents and increase the proportion of field agents. There is no clearly established policy yet with regard to land use for large agro-industrial contracts.

Road infrastructures: A large road development programme is in progress. It could have both a direct impact (deforestation to enlarge roads, but not as significant as if new roads were being built), and an indirect impact (by attracting populations) on deforestation. In certain zones, the planting of rapid growing forest essences is compensating deforestation related to road enlargements. It should be noted that the PRO-Routes programme devotes 16% of its budget to implementing development measures (support to the protected areas in the project influence zones, support for the ministry structures providing for concessions monitoring, etc.). This programme also supports the National Road Maintenance Fund.

Mining sector: Mining quarries cover a large part of the DRC territory, particularly forestland. Mining sometimes occurs to the detriment of other prior uses, this being due to the superimposition of different land interests at the local level. Impact studies such as those currently in progress do not enable to limit mining sector impacts on forest cover. Moreover, since mining tax retrocessions are not made at the provincial government, the latter does not have the means to take responsibility for reforestation of former concessions.

National Coordination will conduct the study internally with support from an international consultant, an expert from civil society and another expert from the Ministry of Environment. This team will enable a "dynamic" analysis of other Ministries' and government Directions' programs, which not only review what exists, but also build cooperations with the REDD process by forming a prospective dialogue with

each interlocutor. This way, the study will contribute to the implementation of an Interministerial Committee and to the quality of its work.

It falls within the scope of the extension of an informal program review that was gradually completed by the NC-REDD members since the spring of 2009. Actually, numerous consultations were held in May and June 2009, within the framework of preparation for experimental projects (see part 2 below). Meetings were organized to outline possible cooperation on several key transversal subjects for the REDD strategy:

a. The Land Issue in the Broad Sense

The principal program in progress regards the implementation of cadastral maps in the DRC – 2 years, 15M€ - in partnership with Belgian cooperation. It will enable to train surveyors and allow for field measurement, but data computerization should not begin before two years from now. Overall, a framework document for land standardization strategy has not gotten past the *Commission d'Harmonisation entre les Affaires Foncières et l'Environnement* (Standardization commission between land affairs and the environment), which has not met since 2008. As a result, great problems related to land securement are not being dealt with. If a first problem regarding the rather traditional method of servitude work is being worked on (see above), no reform is truly begun regarding (i) regulatory architecture, the legal framework and procedures – four entities can issue property titles (land) or of resource development (environment, mine and agriculture), but there is no dialogue or cooperation process between them – (ii) the corruption and negligence problems in the title issuance process, (iii) facilitation of community management of local resources, (iv) implementation of means of mediation and clear arbitration proceedings to solve conflicts, (v) the availability and mobility of surveyors (vi) independence of surveyors reduced to paltry salaries as State agents, and (vii) management of the conflict between state policy and respect for customary rights.

NC-REDD relevant departments in charge of land affairs are preparing a collaboration with regard to experimental REDD projects in the field. In these zones, it is a matter of developing and implementing pilot solutions to the problems mentioned above, in order to assess their practical and financial feasibility, and to prepare a larger scope reform at the national level, which the REDD preparation process could revitalize and contribute to building for December 31, 2012.

b. Forest Zoning and Land Use

The forestry zoning process is today quite in progress in the DRC. The national workshop organized by the Ministry responsible for the environment in May 2008 initiated a standardization process of the different zoning methods. The *Comité Interministériel de Pilotage du Zonage* (Interministerial committee of zoning management) should be adopting the operational guide presenting the "Forestry Zoning Standards" soon as the methodological reference to zoning of national forest lands. It includes participative zoning in particular and was developed together with Congolese civil society. It's worth highlighting that participatory and community mapping in forest areas is a necessary way to enhance local capacities for REDD, and to so recognize the importance and role of participatory zoning in the REDD strategy. This Committee will meet for the first time in 2010. Within the framework of PNFoCo and the USAid/CARPE program, forest zoning should be fully achieved in the landscapes of the Equator, Bandundu and Oriental provinces (45M ha) and for forest zoning in the other provinces.

On this first point, NC-REDD and DIAF will work together on (i) forest zoning on geographically integrated experimental projects, (ii) support from REDD for national deployment of forest zoning, and (iii) producing zoning data in service of more efficient and coordinated territory management, for example, through management plans. As part of pilot projects, NC-REDD will make sure that zoning will be made in a transparent and participative manner, with broad implication from local communities and indigenous people. In this way, participative methods for mapping used by civil society will be precious tools to identify existing and expected land uses.

But forest zoning is also part of the larger framework of national cartography and the strategy for territory use. Zoning should take into consideration the needs of the country at local and national level, as well as the opportunities from international market. This area lacks in means and perspectives, however. Land use plans of the *Bureau des Études, de l'Aménagement et de l'Urbanisme* (BEAU, Research Department for Planning and Urbanism) are old (Bas-Congo: 1985, Grand Kivu: 1990, national study: 1982/2004). Thus, the capacity of the regional plan and the Schéma National d'Aménagement du Territoire (National framework for territory development) to provide structuring orientation and guide significant reforms along with the country's development within the framework of the DSCRP is very limited.

NC-REDD and BEAU are therefore studying the possibility of working together on two levels: first, by capitalizing on BEAU's expertise in developing land-use plans in the geographic pilot project zones – by supporting studies on coordinating a national REDD strategy and planning on how the territory is to be used – and by working simultaneously at the national level on the objectives to (i) build a clear and functional institutional framework by December 31, 2012 and (ii) developing a Land Use and Development Plan by 2015, with a preliminary vision by the end of 2012 that is capable of guiding the National REDD Strategy.

c. Capacity of Enforcing the Law on the Ground

With regard to the fight against deforestation and forest degradation, the capacity of the State and its departments to enforce the law on the vast national territory is a determining factor for long term REDD success. In this area, numerous reinforcements are necessary and the DRC has begun a reform program supported by the PNFoCo. It is a matter simultaneously of (i) Building capacities and developing good governance through awareness raising, training and also by increasing the incomes of control brigades by instituting a system of "performance bonuses," (ii) reforming the regulatory framework by developing a new forest code over the next three years, based on advisory forums at the national scale, but also decentralized at the provincial, district and territory levels, and finally (iii) improving equipment and infrastructures. NC-REDD will work closely with the PNFoCo on these issues, and particularly on the structure issues regarding compensation and configuration of the brigades (they currently include approximately 50 State agents for the entire DRC). NC-REDD is considering supporting the relevant departments to deploy the target capacities of the geographic pilot project zones, which are estimated at approximately thirty agents per territory with motivating incomes, and thereby supporting studies on more inclusive reforms of this key component for the national REDD strategy. The efforts to improve the capacity to enforce the law are key for the success of the future REDD+ strategy. For instance, stronger measures to improve law enforcement and address illegal cross-border trade will have to be suitably designed and implemented. Joining the Lusaka Agreement on co-Operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora could be a good signal to this regard.

d. Supporting economic players (private sector, civil society)

Beyond their implication in projects, private sector and civil society have a to play a role to boost new techniques, economically profitable and environmentally friendly. Various levers are expected to support these operators: disseminating the information that could allow better positioning on markets, dedicating targeted information and consultation sessions, improving the business environment (for instance with tax relief during a certain period of time), organising call for tender to boost public-private partnership along with civil society. Such levers are expected to be tested during pilot projects.

e. Reinforcing impact analysis

The big projects, whether they are related to mining, agriculture, infrastructures etc., are currently required to pass impact analysis. Such impact analysis are carried out by dedicated structures within concerned Ministries, or by private technical experts and agencies after the approval of the terms of reference by the GEEC (MECNT). However, these impact analysis don't reach their objectives at present time, sometimes because they are simply not carried out (procedures are bypassed), sometimes because they are not followed and supported by sufficient means of implementation and control. Moreover, impact analysis should not limit itself to the direct impacts of the projects, but they should also consider the indirect effects (migration of population attracted by the project, or reverse migration of people deprived of their rights and forced to move out). The impact analysis will play a key role to accompany the effective management of the impacts of projects. To this respect, the part 2b of the present RPP forecast to support the implementation of the National Agency for Environment.

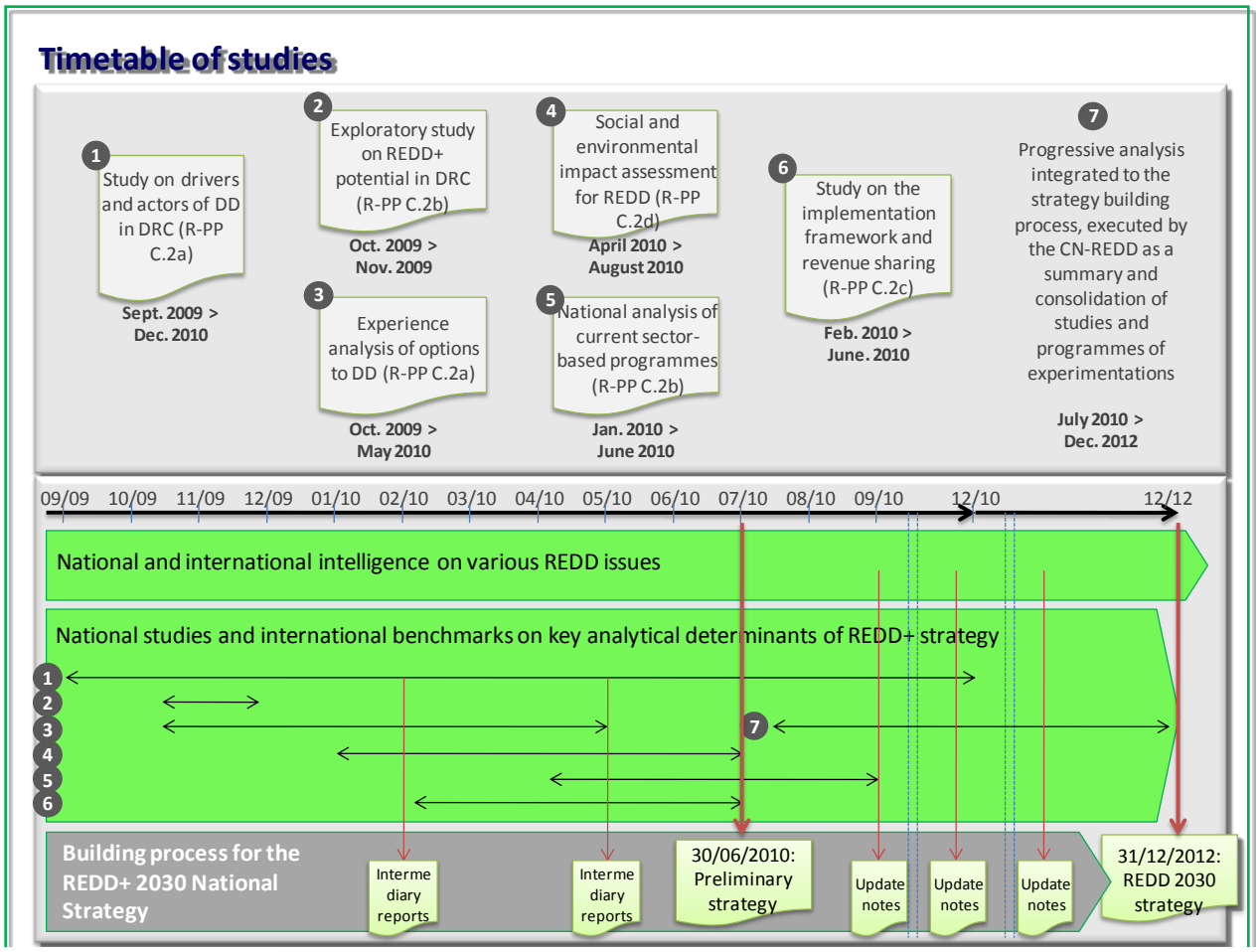
1.1.3. Synthesis and Planning

The arrangement and planning for preparation of the research must be as follows:

- Simultaneous, with regard to the requirements of the general preparation schedule and within the logic whereby any study at one level can clarify analyses in another area;

- Gradual, because certain studies are clearly essential for another's framework and development.

Thus, the research will be conducted generally in parallel, but on the one hand, links will be established between them – in the form of progress and coordination meetings – and on the other hand, deliverable intermediaries will be produced for each study, which will allow to support the other studies in progress. Furthermore, the national and international monitoring system will make it possible to update the studies regularly to ensure its continuous relevance. Lastly, planning for these studies is summarized below:



The completion of the national strategy by the end of 2012 will also take advantage of the thoughts on the needs for further development and socioeconomic data analysis to support the design of reference level (part 3b) as well as the work from UCL on mapping the areas according to the level of risk of deforestation.

1.2 Monitoring

Monitoring will make it possible to complete and update the studies throughout the country's preparation and strategic development process. This monitoring relates to both national and international progress, in all areas relevant to REDD, whether it is in regard to feedback on the latest farming development policies or REDD revenue distribution mechanisms developed in other countries.

Monitoring will be translated by the formalization of update notes added regularly to research reports and supporting studies on the development of the national strategy. NC-REDD collaborators will be responsible for this activity, which will not involve any additional responsibility relating to the team's design. However, a budget is provided to facilitate monitoring activities, essentially to achieve timely study missions abroad or to hire consultant services regularly for syntheses or targeted in-depth work.

Partie II : Experimentation and Consultations

Besides research and monitoring, the DRC cannot consider itself ready and in a position to build a suitable strategy without having experienced and tried REDD for itself. An experimentation program is therefore in progress for the 2010-2012 period. It has the following two objectives:

- Conducting the necessary tests on the temporary strategy's hypotheses in order to strengthen and finalize it;
- Contribute to the country's preparation by establishing bases for continuity and national deployment.

Three meetings between the NC-REDD and RDC technical partners with regard to REDD made it possible to establish the basis of the process. The national strategy's preliminary vision based on the 14 programs suggested by Mc Kinsey was shared. On this basis, it will be necessary to test, qualify and quantify the multiple underlying hypotheses by this group of programs with the intention of finalizing the national strategy and divide it into a successful operational action plan. The pilot projects will meet this need. It should be noted that they are set apart from the early programs (component 4 of the 2010-2012 road map):

- The pilot projects aim to support the construction of the 2030 national strategy and 2013-2020 action plan, and contribute to the country's preparation.
- On the other hand, early programs are results oriented toward direct research and substantial emission reduction at the national level. They contribute indirectly however to the national study and building the strategy. As such, the financial needs associated with supporting these early national programs will be considered within the framework of this R-PP component.

Two kind of pilot projects must be distinguished:

- Sectorial experiments and initiatives relating to REDD+ initiated by partners and then oriented to support the national process according to its needs;
- Geographically Integrated experimentation projects initiated by NC-REDD, whose implementation will be assigned to partners, and that organize all the relevant components at the local level to rebuild the national strategy and successfully prepare the country.

2.1 Sector-based Pilot Projects

How to address the challenges associated with each program and each REDD thematic? These pilot initiatives will make it possible to obtain feedback on a group of "sectorial" pilot projects conducted by civil society, the private sector, NGO and the other DRC territory partners. National Coordination will ensure that these projects cover the key needs for experimentation (sectors and activities, diversified ecosystems, distinct local contexts in terms of deforestation factors and pace, etc.), and will guide its partners in this direction. These projects must cover the entire scope of REDD and all the DRC provinces.

The two meetings which took place on January 13 and 15, 2010 enabled progress to be made on the selection and criteria for recognition of these pilot projects. In principle, seven criteria have already been defined and will be fine-tuned together with the stakeholders:

(i) The project's contribution to reducing poverty.

(ii) The project's feasibility (in terms of probability of success in reducing deforestation and forest degradation in the field).

(iii) The ability to carry the project (including experience with the procedures to develop Carbon projects, either CDM or voluntary market).

(iv) Variety of zones (dense humid forest, mountain forest, savannah, etc.) and of approaches to reduce deforestation (community forestry, conservation concession, alternate deforestation activities, local payment mechanisms for environmental services, etc.)

(v) Existent co-financing to launch activities. The initial investment in activities aiming to reduce deforestation must be assured by other funding sources [experience with the World Bank BioCarbon Fund shows that most of the CDM project's ideas in the forestry sector lacked funding for the initial investment, which prevented the activity from being carried out].

(vi) The project's ling with the national institutional structure for REDD (including the project's contribution to train government actors and share data).

(vii) The project's contribution to preserving biodiversity.

Costs for NC-REDD incurred by structuring, standardization and management of these sectorial experiences are included in the coordination and overall management budget.

2.2 Geographically Integrated Pilot Projects

How to meet the challenges associated with the overall coherence of the strategy? The geographic pilot projects aim to obtain feedback on deployment at the local level and experimentally of all preliminary REDD strategy's components (see the 14 programs suggested by Mc Kinsey). Among these components, there are for example multi-party coordination platforms at all levels, national financing redistribution mechanisms and regulations, monitoring instruments and organizations, IEC tools and network for consultation and full dialogue, the overall mechanism of management of REDD impacts, for example, at the social, environmental or governance level, instruments of the strategy's management and for monitoring results, the development of microfinance, land affairs, monitoring and law enforcement services, and also relevant pilot projects with regard to the local situations among the ten alternative programs of components I, II and III of the REDD preliminary strategy.

The geographic pilot projects have a catalyzing effect on the country's preparation, particularly for the implementation of enabling activities, in the image of land problems, law enforcement, zoning and territory use as specified in part 1.2 of this component. They are subject to joint experimentation and deployment plans with the relevant authorities. Several projects (from 5 to 8) are being selected and studied in order to be launched in the coming months. Simultaneously, a participative analysis is underway to pilot initiative on a larger scale (district). Un lot de huit projets pilotes a été retenu et sera lancé dans les prochains mois. Parallèlement, une réflexion est en cours de manière participative pour élaborer une initiative pilote à grande échelle (district).

The analysis conducted by UCL on mapping risk zones (see annex 2a-1), with expected results by July 2010, will contribute to assessing the relevance of the choice of geographic project sites, with regard to the potential for emissions reduction.

Geographically-integrated pilot projects, cornerstones of a « learning by doing » approach

Experimentation is a key element for the country's preparation. National Coordination REDD will provide for the coordination, monitoring and analysis of the different "sectorial" projects in progress during the strategy's development phase. In spite of these activities, the data and experience the country has at its disposal to build its strategy remain partial and insufficient. Beyond the studies and training by the projects in progress, it is essential to experiment the different REDD+ strategy options in the field in order to test their multiple implementation conditions (legal, organizational, financial, human). With regard to the complexity and diversity of the problems and situations in the DRC, and in consideration of the multiple transversal areas that a credible REDD+ strategy must integrate, the country has identified eight supplementary pilot sites to cover the experimentation field necessary to develop a complete, ambitious and operational national strategy. Each pilot site is characterized by ecosystems, deforestation and degradation problems, opportunities with regard to REDD options, or even by a particular application context. Experimentation coordinated over eight sites will certainly enable to test the hypotheses of provincial and national REDD strategies. They will also serve as a showcase that will encourage Congolese managers and actors to become resolutely committed to the strategy's implementation.

At the provincial and national levels, each project will thus contribute to organizing, planning and quantifying the needs to implement an integrated and objective-based strategy that meets the multiple direct and underlying causes of deforestation in a systemic manner. At the local level, each project will also enable to fight both against poverty and deforestation and forest degradation, by providing an integrated response to their multiple causes, for example, (i) by building local administration capacities for management and planning, land use, land security, harmonization and application of laws, (ii) by building the human, technical, financial and organizational capacities of local populations for productive management and sustainable development of their environment, and even (iii) by improving the economic and social conditions of local populations.

Only the costs incurred by defining and coordinating these geographic projects are integrated in this R-PP. Implementation costs will be developed during the first quarter of 2010 and will be subject to additional search for funding.

Conclusion

All the areas committed to building the REDD 2030 strategy will therefore have at their disposal the great structuring principles of the national REDD process and different programs to be implemented – on a "results basis" or to build the structural means for these results ("enabling activities") – including a feasibility study and adequate risks analysis, and operational methods of implementation as the list and realistic schedule for action, role and responsibility sharing, real costs and financial mechanisms underlying the implementation and associated management mechanism. This process is therefore built by mobilizing numerous levers: studies, monitoring efforts, pilot projects with supplemental approaches.

This diversity aims to cover the different needs for the strategy's development, including studies and follow-ups of complex problems such as identifying and preventing leaks. On this subject, close management and coordinated efforts to fight deforestation and degradation both at the national level and provincial level through coordination cells and civil society's REDD Climate Work Group, and more locally through the pilot project implementation structures or capacities for IEC program deployment and consultation, is in a position to support fine monitoring and evaluation of leaks, and identify key coverage factors to support the national strategy.

Some criteria will be determined to select the elements of REDD strategy, including for instance the cost related to the implementation of each strategic option, and related benefits (emission reductions and increased carbon capture, employment, access to energy, well-being of local populations, other environmental services etc.).

A light, transparent, inclusive and participative organisation to build the national REDD strategy

The national REDD strategy will be based on an integrated and coherent set of sub-strategies relating to sector-based and enabling options and levers. It will result from confronting a political vision of DRC's long-term development path with a deep analysis of every possible option available for the country.
The readiness period will allow to assess the potential and conditions of success for every option, ranging from reducing slash and burn through improved agriculture techniques, increasing and improving capacities to enforce the law, securing land tenure, developing community-based natural resources management or enhancing practices for sustainable logging activities (see figure page 50 for an incomplete illustration of what the options can be). Each option will be assessed, confirmed or dropped, prioritized, and relevant objectives and action plans will be built accordingly.
A Thematic Coordination Group (TCG) will coordinate the analysis of each possible option identified, building on the various levers available (studies, benchmark, international and sector-based intelligence, pilot initiatives, consultations…) to answer the critical questions related to each option: opportunity and potential, conditions of feasibility and success, situations of relevance and limits, implementation roadmap, stakeholders, required investments and various costs, expected results…
Each Thematic Coordination Group (TCG) will be facilitated by a member of the National Coordination REDD and gather relevant experts and stakeholders from public administrations, NGO and civil society, private sector and other partners. This organisation will allow to build the national strategy option by option, case by case, in a participative, inclusive and transparent manner. The TCGs will be put in place during the second semester of 2010, and every interested stakeholder will be able to contribute in a voluntary manner. Each TCG will define its own roadmap and internal organisation to ensure flexibility. The NC-REDD will support the work and monitor the progress of the TCGs, and report regularly to the National Committees and other relevant institutions (for instance provincial REDD coordinations...).
TCG can also be constituted around cross-cutting issues of key importance, for example the gender issue. The TCG will be in charge of examining and proposing ideas forward on general concerns (barriers to participation of women and the ways to remove these barriers, crafting of REDD strategy, training...) and streamlining the gender issue through all relevant components of the readiness process (for example to make sure gender dimensions are well addressed in community forest management and conservation, in the distribution of Carbon benefits etc.).

With regard to budget, this component is limited to covering needs relating to the following:

- Studying the sector-based programs in progress;
- Costs related to national and international monitoring efforts;
- Costs associated with supporting the diplomatic process;
- Costs of defining and preparing pilot projects;
- Costs of defining and preparing early programs.

With regard to pilot projects and early programs, their implementation costs will be estimated during the first quarter of 2010 and are not subject to demand for funding form the FCPF or UN-REDD beyond

one additional coordinators within NC-REDD, which is already budgeted under overall coordination and management.

Budget for building the REDD national strategy										
Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD / FCPF in progress	UN-REDD (UNDP)	UN-REDD (UNEP)	WB / FCPF	Co Financing
		2010	2011	2012	Total					
Review of current sector-based programmes	Technical assistance	$50			$50		$50			
Study support/Intelligence	Strategy expert and technical assistance	$70	$140	$140	$350		$140		$210	
	Documentation, workshops	$20	$20	$20	$60		$20		$40	
	Consulting services, study tours	$90	$90	$90	$270				$90	$180
Support to the diplomatic process	Training	$5	$5	$5	$15				$15	
	Supporting delegates	$56	$56	$56	$168		$56		$112	
	Supporting civil society	$28	$28	$28	$84		$28		$56	
	Supporting cooperation with COMIFAC	$20	$20	$20	$60	$20			$40	
	Support through international expertise and advisory services	$60	$60	$30	$150				$60	$90
Framing and preparing pilot projects	Management of pilot initiatives (expertise, assistance)	$70	$140	$140	$350		$210			$140
	Coordination, meetings…	$5	$5	$15	$25		$10			$15
	Ground missions	$32	$64	$64	$160		$96			$64
Framing and preparing anticipated programmes	Consulting services	$100			$100			$100		
	Coordination, meetings…	$5	$5	$5	$15			$15		
	Ground missions	$64			$64			$64		
Total		**$675**	**$633**	**$613**	**$1 921**	**$20**	**$610**	**$179**	**$623**	**$489**

2c. REDD Implementation Framework

Introduction

The development and deployment of an implementation framework for REDD in the DRC is a particular challenge within the meaning that it is already part of a context of active reforms of the environmental forestry sectors and supplementary areas, such as the process of national planning and governance building.

While considering the prerequisites for implementing this exploratory strategy and related programming, NC-REDD was able to develop a first study of its implementation framework. This study led to the following:

- Definition of the principal problems associated with the legal framework (see annex 2c-1)
- Identification of the Interministerial transversal issues to support (see component 2b)
- A preliminary vision of the institutional framework to be developed
- A development and deployment plan, and related budget forecasts

This component will be limited to the synthesis of the key elements of the institutional framework's preliminary vision, of the design and implementation plan, and the related budget forecasts.

1. Preliminary Vision of the Institutional Framework

Based on the preliminary studies and informal national and international consultations conducted by National Coordination REDD, a first target functional macro architecture was designed for REDD. This macro-architecture itself is preliminary and will be fed by a thorough study on the implementation framework.
This target macro-architecture relies on different functions which will be carried out in priority by existing structures, and by new structures when appropriate.

a. A decision-making function, that is related to the function of the REDD National Committee as set up for the country's preparation period by the decree of November 26, 2009. The responsible structure will define objectives and priorities, strategic principles, program orientations and implementation policies. This will be an interministerial body, possibly placed under the Prime Minister's or the President's office, and open to representation by the different national process stakeholders.

b. A function of sector-based planning and implementation management by area, which is related to the function of the current REDD Interministerial Committee. The responsible structure will bring together the relevant technical directors of the different ministries and translate the decision-making body's orientations and arbitrations into sector-based programs placed under the responsibility of the relevant ministries. It could also be placed under the responsibility of a coordinator under the Prime Minister's or the President's Office.

c. A function of coordination to provide for overall implementation management and the decision-making body's secretariat/consultancy. The relevant structure will be like the current REDD National Coordination. This could be an ad hoc structure tied to the ministry responsible for the environment, or a dedicated team within a Direction or Division of this ministry (as it is currently the case with the Direction of Sustainable Development).

d. A dialogue function to handle complaints relating to REDD implementation.

e. A training, research and consultancy function, for climate change management and its different components, including REDD, whose aim is to create a regional reference in this field. This function will possibly be carried out by an integrated pole of climate excellence (see box below).
f. A function of centralization and data management, to gather and manage a national data record on REDD in DRC. This function may be positioned as part of an observatory for climate change, possibly within the PIEC. Its activity could be guided by the terms of reference established by the Congolese government, determining in particular the rules of transparency and access to this database for the public authorities.
g. A function to nationally manage carbon initiatives with the responsibility of maintaining and managing the national carbon register to international financing to avoid any double accounting, ensuring the promotion and international marketing of carbon from the DRC and supporting project managers through the production of voluntary or certified credits. To this regard, the division of environmental services is being set up within the MECNT in the framework of the PFCN programme. This division will work on valuating the current activities of the Designated National Authority. DRC is dedicated to a national approach for REDD, which consists in monitoring CO2 emissions related to deforestation and degradation at the national level, in confronting the gap with the reference level and, when appropriate, to perceive international funding based on the national results. A unique national registry will be set up to ensure easy and efficient national accounting.
h. A function to centralise all the international funding and to ensure redistribution to national actors according to perfectly transparent and audited rules. This function will be detailed further by a specific study for the implementation of an interim mechanism to manage REDD money. This function may be managed by an independent organization that is responsible for strict and audited application of the management and redistribution rules enacted by the REDD National Committee in a participative and transparent manner. Division of this national fund into 11 provincial funds will be among the assessed options to be considered by the study, and may enable to support the provincial and local division of the national REDD strategy through direct funding for appropriate measures.
i. Functions of REDD local coordination responsible for the sub-national division of REDD programs, the management of their implementation and related financing , IEC and consultation activities at the sub-national level, the production and collection of infra national data related to governance and of REDD socio-cultural, environmental and economic impacts. These functions may be carried out by provincial governments progressively according to their respective level of capacity in this regard. Consultation activities are expected to take advantage of the provincial Consultative Councils related to the Forestry Act, and the CARG.
j. Functions of regional or international auditing to fully control the implementation of the strategy: audit of programs, monitoring data, and monitoring of reports and financial flow. This function may be ensured by an external auditor and won't necessarily request to set up a specific structure.

The Integrated Pole of Climate Excellence, Keystone of a Strategy to Develop Congolese Excellence

Capacity building and development of national expertise is a complex dynamic that is difficult to instill permanently in service of developing countries. Different structural constraints often bar access to excellence training and opportunities for sustainable practice of acquired skills. Also, beyond reduced training complexity and missions to study and build capacities through support by international experts, the DRC wants to structure its capacities for sustainable expertise development at an international level in areas associated with REDD, climate change management and the environment in general. The Integrated Excellence Pole represents the keystone of this ambition.

The Integrated Excellence Pole aims to improve the production and knowledge system with regard to the environment in the DRC, and to anchor it into the country's development. This is a national center for skills, with a regional and international vocation, bringing together Congolese and foreign partners from the North and South, who are determined to share their development means and offer integrated training, research and expert consultancy to meet the highest quality standards. The Congolese PIEC will intersect profiles (academic, research, management, private sector, civil society, etc.) to build a complete portfolio of services offered to the DRC and the region: professional and initial training, expertise and technical assistance, advice to decision-makers, research, monitoring, observation and analysis activities, publications, diffusions of knowledge and leadership of expert circles, etc.

Implementation of the Integrated Excellence Pole will be conducted in three phases:

1- Definition of the project and consultations (during the first quarter of 2010)

Define the geographic implementation and regional coordination methods, different governance structure levels with several committees to define the functioning principles, collaboration and resource sharing methods, negotiating and management methods, scientific leadership, etc.

2- Development of the operational launch program (during the second quarter of 2010)

The IEP can be set up in the form of association between the different national and international organizations (universities, private businesses, NGO, etc) by sharing skills and resources for common research or assistance projects and training programs.

3- Implementation (2011)

The program's launch could be backed by the country's preparation dynamic for REDD, and enjoy the stimulation created by training, assistance/advice, expertise and research and development needs, and combine national and international excellence.

2. Development and Deployment Plan, and Budget Forecast

Development and deployment of the implementation framework is organized over three steps.

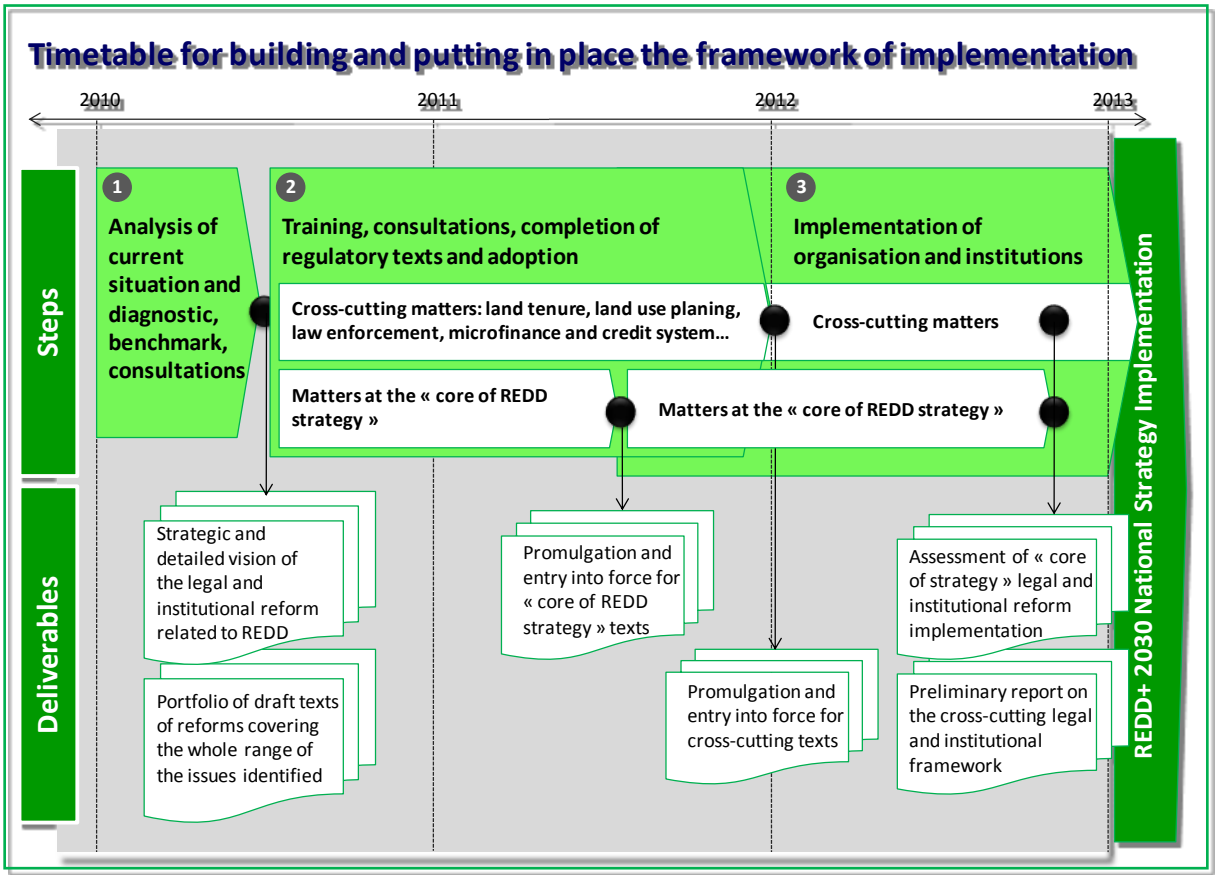
a. The preparation and defining step includes analyses of the current situation, the international benchmark, mobilization and consultations with stakeholders (Ministries, National Assembly, civil society, etc.). It must enable by July 1, 2010 to obtain a complete vision of reforms to be made and the first reform text proposals.

- It includes in particular a study on revenue redistribution mechanisms (see annex 2c-2).
- DRC acknowledge that the clarification of rights over carbon is a prerequisite for the implementation of the system for benefit sharing. A legal review of carbon property will be carried out.
- Otherwise, a study will suggest the design of an interim mechanism to manage REDD money. The study will be made in three steps: (i) analysis of the options to manage REDD money in

DRC, (ii) design of an upstanding and credible mechanism to manage the money, and (iii) implementation of the interim financial mechanism.

- At last, studies on necessary cross-cutting and « heart of strategy » reforms will also be carried out in the coming months (see below). Terms of reference for the required study on cross-cutting reforms can be found in annexe 2c-3.

b. The development step itself includes training activities and consultations with stakeholders, finalized texts and the process of adopting these texts. It is divided into two areas according to the type of problems.
   - The "heart of the strategy" issues for REDD cover themes that are specific to REDD and depend mainly on the ministry responsible for the environment: institutions relating to REDD management and monitoring, REDD architecture and financial mechanisms (national and provincial funds, revenue distribution regulations, etc.), rights on carbon, etc. This section must last 12 months before the texts are officially enacted.
   - The transversal issues cover themes generally carried by several ministries or by ministries in charge of issues other than the environment, particularly land reform, law enforcement and its related means, and lastly national land use planning. Since these are complex issues that associate more players and depend on separate ministerial agendas, this section is programmed for 18 months.



c. The deployment step is also divided into two sections:
   - The "heart of the strategy" section should last 15 months. It must be completed by October 1, 2013, date when an assessment of the implementation will be produced and present the legal and institutional structure implemented specifically for REDD.
   - The section related to transversal issues should be the longest to deploy. For example, national implementation of a necessarily ambitious land reform or improving and making operational law enforcement methods and the Congolese State's sovereignty over the entire territory are longer processes. NC-REDD plans to end these sections' application for the end of 2015, in order to enter into a new REDD phase on January 1, 2016.

Budget for building and putting in place the implementation framework for REDD

Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD / FCPF in progress	UN-REDD (UNEP)	WB / FCPF	Co Financing
		2010	2011	2012	Total				
Framing and preparing	Data collection and first analysis of the situation	$10			$10	$10			
	Consultations and scoping	$20			$20	$20			
	Deepened diagnotic	$20			$20	$20			
	International benchmark	$25			$25	$25			
	Assessment of options for funds management	$50			$50	$50			
	Consolidation and writing of the strategic and detailled vision	$20			$20	$5	$15		
	Writing of draft texts of reform	$100			$100			$100	
Integrated Pole of Excellence	Study on Prospective Management of Employment and Skills	$150			$150			$150	
	Technical assistance	$30	$60		$90			$90	
	Mission of study and prospection	$90			$90			$90	
	Supporting the first implementation phase of the programme		$400		$400				$400
Building the implementation framework	Training and lobbying	$30	$40		$70			$70	
	Consultations and completion of legal texts	$150	$250		$400			$150	$250
Implementation of the institutional framework	Hiring, training and equipment of new bodies and authorities*		$60		$60				$60
	Functionning of the bodies		$150	$700	$850				$850
	Technical assistance		$260	$680	$940				$940
	Assessments of the implementation			$80	$80				$80
Total		**$695**	**$1 220**	**$1 460**	**$3 375**	**$130**	**$15**	**$650**	**$2 580**

NB: The framing study during the first semester 2010 will assess the budget allocation between the design and implementation of the « heart of the strategy » reforms on the one hand, and the cross-cutting reforms on the other hand. .

2d. Social and Environmental Impacts

Justification and objectives of the Strategic Environmental and Social Assessment

The REDD strategy in the DRC includes priority programs that present a high potential for reducing GHG emissions, that is in particular, afforestation and deforestation, reduced exclusive use of firewood and charcoal, controlled development of farming activities (see annex 2b-1).

Through the involvement of institutional and private players, civil society organizations and local communities, these programs represent an opportunity for eradicating extreme poverty, revitalizing growth and build peace, social and intercommunity cohesion.

However, the Government and its technical and financial partners are aware that notwithstanding the expected positive spin-offs of implementing REDD strategic options, revitalizing the economy in a post-conflict period can have negative collateral effects on the environment.

Furthermore, at the social level, local communities and particularly indigenous populations and other forest populations who draw most of their subsistence from forest resources can legitimately feel constraints affecting their traditional use and meet obstacles that they do not necessarily have the means to face.

More specifically, the implementation of a REDD strategy could face the complex organization of land tenure. By disturbing the socioeconomic and land-related statu-quo, REDD could run the risk of reviving conflicts and social tension on land tenure issues. From an environmental point of view, REDD could also lead to other forms of uncontrolled threats on resources and natural habitats that has been preserved so far, following for instance:

- A delayed implementation or insufficient compensation measures to foster alternate and sustainable revenues
- An insufficient access to affordable alternatives to domestic energy

These risks of social tensions can also lead to other forms of uncontrolled threats to natural resources and habitats. Risks of community conflict can derive from the new programs and activities of the REDD process and can be aggravated by the following:

- Persistent armed conflict and non return to lasting peace;
- A lack of transparency of prior public consultations and participation by principal stakeholder representatives (particularly indigenous and other forest populations) to validate the REDD strategic options;
- A lack of participative zoning of the forest heritage, reduced access to community forestry and failure to achieve the conversion of forest titles;
- The status quo and poor national, provincial and local institutional capacities;
- The absence of a supportive strategy of the informal sector and effective alternatives for firewood production.

In this regard, the SESA constitutes the adapted and broadly acknowledged procedure to not only eliminate or reduce prejudice, or duly compensate for the inevitable negative consequences on persons and the environment, but also to improve the positive impacts and quality of expected results.

The ToR suggested are sufficiently described to provide a SESA that allows the government:

- To adopt the concrete mitigating actions and compensate populations adversely affected and/or identify new strategic options that are compatible with environment protection requirements and the interests of poor and indigenous populations;
- To adopt sustainable and prudent management of the forestry sector and other sectors relating to REDD;
- To meet social expectations focused more intensely on concrete results with regard to eradicating poverty;
- To conduct equitable way of sharing benefits between national and local levels
- To maintain traditional forest uses that are compatible with protecting the environment.

SESA will also consider the gender issue.

Steps of design and implementation of the SESA

To do so, SESA must intervene relatively early in the finalization and validation process of the exploratory REDD strategic options that were recommended in December 2009; this by including public consultations of the principal stakeholders and interest groups that could be affected by the implementation of this strategy. The annex 2d of the RPP provides Terms of reference in order to ensure the SESA will be completed before the beginning of the REDD process.

The **Ministère de l'Environnement, Conservation de la Nature, et Tourisme** (MECNT) represents the Consultant's contractual interlocutor. Dialogue, preparation and monitoring of the SESA implementation will be provided by the **National Coordinator REDD** (NC-REDD) under the supervision of the **Direction of Sustainable Development** and **REDD Focal Point.**

Before the beginning of the study, a **Monitoring Committee (MC)** will be established to guide and facilitate the consultant's work throughout his mandate: data collection, setting up consultations, validating progress reports. The MC will be comprised of representatives from the key organizations involved, the private sector, local NGO, and indigenous population representation organizations. MC activities will be coordinated by NC-REDD and its members are required to provide their comments on regular reports and the final report (within ten business days).

Once specific REDD projects have been decided and investments have been predefined and circumscribed geographically, the strategic evaluation approach will be strengthened and consultation of all stakeholders will be pursued within the framework of preparation of EIES (*Etudes d'Impact Environnemental et Social* or Environmental and Social Impact Studies), which applies to the projects. Moreover, the experimental projects that will be conducted within the framework of the RPP will also be subject to an EIES.

Terms of reference of SESA

The ToR proposed for the SESA refer to the current legal clauses and the consideration of DRC's agreement with international conventions and bilateral accords on environment.

They also echo the willingness of the government to comply with the policies and procedures of safeguard adopted by various donors involved, now or in the near future, in the implementation of the REDD process in DRC.

The ToR demand an analysis of strategic options by integrating the pre-requisites of environment protection and social cohesion and justice. They offer a participative approach based on public consultations, transparent and open to identified stakeholders.

The SESA will also assess the coherence of selected options for the REDD with the National Strategy for Growth and Poverty Alleviation (DSCRP), and the National Strategy for the Development of Pygmées Indigenous People.

ToR insist on building synergies with sector-based programmes, and specifically with those related to conservation and natural resources management, infrastructure building and rehabilitation of basic social services.

Public involvement will also address the proposal for various frameworks for the implementation of environmental and social management related to the process and policies for the development of indigenous people, for the reluctant removal of population, and for information and management of cultural heritage.

Otherwise, SESA also anticipate provincial workshops. They will be coupled together with the workshops to build consensus on the causes of deforestation in order to optimise resources. SESA indicators will be monitored in the context of the component 4b. As much as possible, SESA and the component 4b will build on existing indicators and on data that are already collected in other framework.

Institutional context and capacity building in terms of impact assessment

In spite of the implementation in 2007 of the Groupe d'Etudes Environnementales du Congo (GEEC)[9], national capacities, institutional or private, remain insufficient to answer the need in the fields of designing and implementing environmental studies and the management of environmental and social impacts.

For this, the present R-PP keeps in mind the proposal of a capacity building and training plan in an anticipative manner. This plan will be an integral part of the Environmental and Social Management Plan that will be recommended within the framework of SESA. The capacity building plan will be developed based on a strict evaluation of needs and must contribute to the implementation of a National Environment Agency whose extensions and methods of action are established by the Environmental Law (in progress of being enacted).

During the RPP review, the GEEC has been identified as a key player in the organisation and functioning of the Ministry to push the mission forward. However, according to the *Projet de la Loi-cadre sur la Gestion et la Protection de l'Environnement*[10] , new arrangements could lead to the implementation of of a public institution in charge of enforcing the rules of the chapter dedicated to social and environmental assessment[11]. The mandate, organisation and functioning will be clarified by decree, once this law will be adopted by the Parliament.

In the case where such an option would be confirmed, the RPP offers to join other programmes to come up with an integrated plan of training and capacity building, and to support the setting up of the public institution.

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[9] Arrêtés ministériels 043 à 047/CAB/MIN/ECN-EF/2006)

[10] Validated by the MECNT on August 18th, 2008

[11] Article 79, Chapitre VI, du Projet de la Loi-cadre sur la Gestion et la Protection de l'Environnement

Budget for the assessment of social and environmental impacts								
Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD (UNEP)	WB / FCPF	Co Financing
		2010	2011	2012	Total			
Building and completing the SESA	Consultants and technical assistance	$200	$100		$300	$200	$100	
	Functionning of the supervision committee (SC)	$30	$20		$50	$21	$29	
	National workshop for sharing and approving the SESA		$50		$50		$50	
Supporting the implementation of the National Agency for Environment	Launching and spreading the programme of training	$100	$50		$150			$150
	Contributing to making the NAE operational		$300		$300			$300
	Supporting ANE's activities			$150	$150			$150
Designing the assessments of SEI for REDD pilot projects	Writing ToR	$20			$20	$20		
Total		$350	$520	$150	$1 020	$241	$179	$600

Component 3: Develop Reference Emission Level and Reference Levels

Rationale

The 15th Conference of Parties of UNFCCC adopted a decision on "Methodological guidance for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries" that "*recognizes that developing country Parties in establishing forest reference emission levels and forest reference levels should do so transparently taking into account historic data, and adjust for national circumstances*". Thus this UNFCCC COP decision gives a clear indication that in order to participate in the expected REDD+ mechanism, DRC will have to establish a reference emission level (REL)[12] and reference level (RL)[13].

The objectives of this component are to: (i) establish the historic emissions level and (ii) define the DRC national circumstances that could be used to adjust the historic data.

Expected outcomes

The implementation of this component in the coming years will have two main results:

- The DRC will define national REL and RL;
- The DRC will also define sub-national REL and RL.

One other outcome of the R-PP activities (specifically the study on the drivers, SESA, etc.) is that it will result in the definition of criteria and indicators to establish sub-national RELs and RLs.

REL and RL Framework

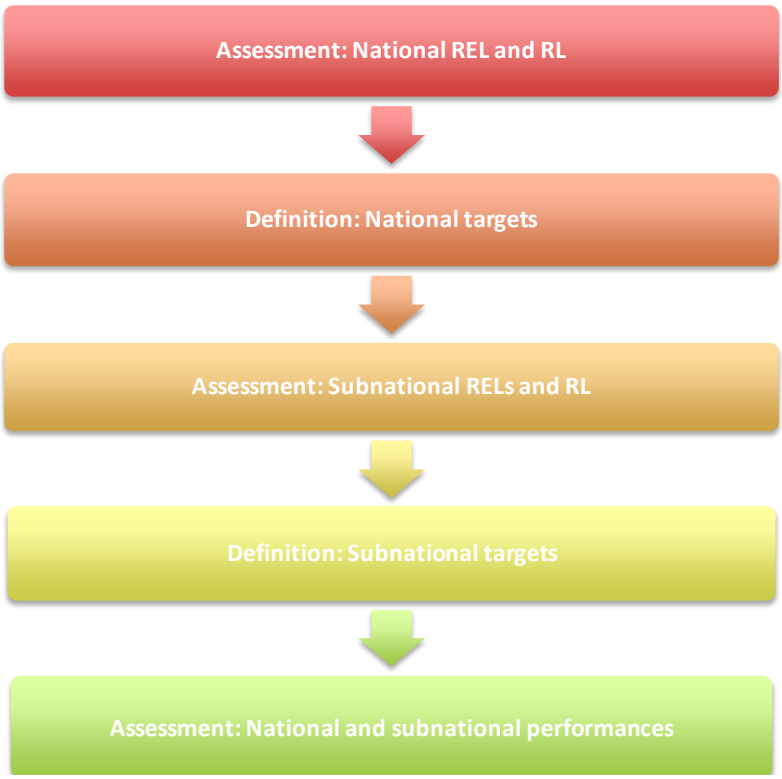
The RELs and RLs at a national and sub-national level are key elements to:

i. Define and quantify the mitigation objectives that DRC would like to reach through the implementation of REDD+;
ii. Measure the performance of REDD+ policies and actions.

In doing so, the DRC will have to start to establish its national REL and RL. Once the national REL and RL will be defined and be approved by the UNFCCC, DRC will have start by defining a national strategy for REDD+ implementation according to possible and potential emission reduction and removals enhancement targets.

[12] The reference emissions level (REL) is the amount of gross emissions from a geographical area estimated within a reference time period. REL will have to be established to implement the following REDD+ activities: reducing emission from deforestation and reducing emission from degradation.

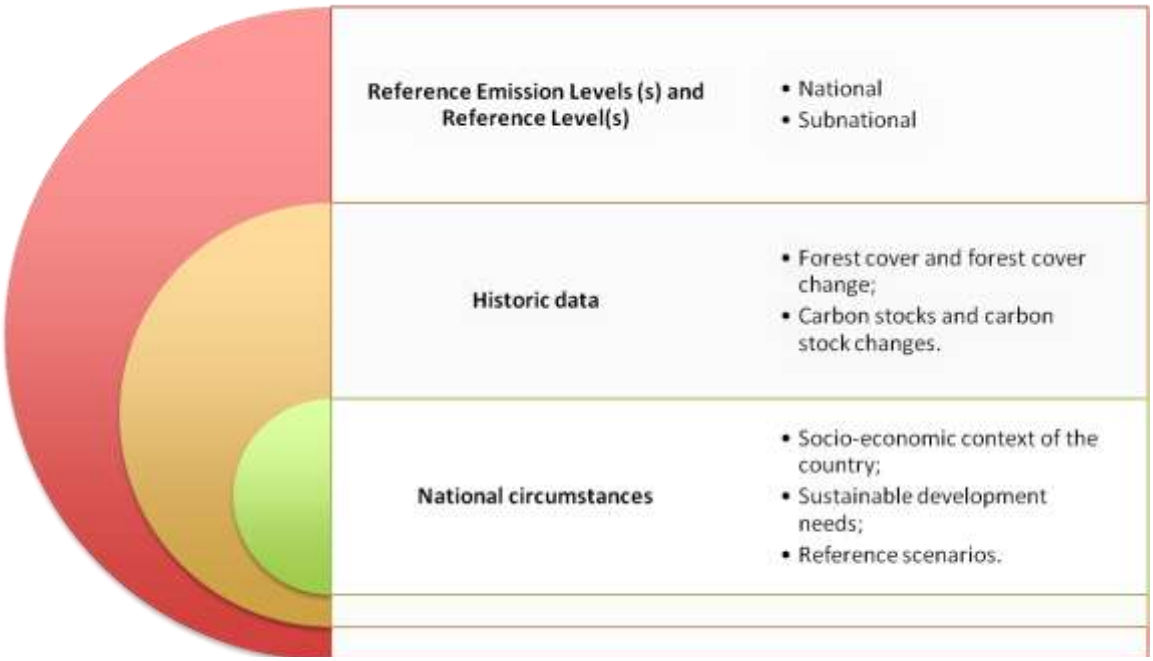
[13] The reference level (RL) is the amount of net/gross emissions and removals from a geographical area estimated within a reference time period. RL will have to be established to implement the following REDD+ activities: conservation of forest carbon stocks, sustainable management of forest, and enhancement of forest carbon stocks.



Graphical representation of REDD+ actions connected with RELs and RLs

The national strategy for REDD+ implementation will also have to define at which scale the REDD+ national policies and measures will be implemented. Most probably some of them will be applied at national level but some other will work at sub-national level (*e.g.* in some provinces only activities related to emission reduction from deforestation will be applied, while in other there will be only activities related to conservation or enhancement of forest carbon stocks). In this respect DRC will have to provide some methodological guidelines for the definition and the assessment of the sub-national RELs and RLs and also guidelines on which kind of objective (targets) could be reached at sub-national level. Once the country will have in place the full set of national and sub-national RELs and RLs, then it will be possible to have a system that could assess the performances of the different REDD+ actions at a national and sub-national scale. A system to measure REDD+ action performances will be the key element for a possible payment system for REDD+ implementation.

The figure below shows how information on national circumstances and historic data provide the data that a country needs to establish the REL(s) and RL(s).



Key principles for RELs and RLs
The main criteria that the REL and RL will seek to comply with are the following:

Environmental integrity: The REDD+ mechanism will work in favor of climate protection and have to ensure that its corresponding activities will result in real climate change mitigation actions. Given the various forms of uncertainty described herein, prudence suggests that REL and RL be set conservatively (potential emission reduction or enhancement of removal should not be overestimated) as a safeguard for global GHGs mitigation efforts.

Accuracy: Accuracy is a relative measure of the exactness of an emission or removal estimate. Estimates should be accurate in the sense that they are systematically neither over nor under true emissions or removals, as far as can be judged, and that uncertainties are reduced as far as practicable. DRC will use methodologies contained in the IPCC most recent Guidance and Guidelines to ensure accuracy in the REL and RL estimates.

Comprehensiveness: The REL and RL should cover all relevant REDD+ activities: reducing emission from deforestation, reducing emission from degradation, conservation of forest carbon stocks, sustainable management of forest, and enhancement of forest carbon stocks. The comprehensiveness principle will be also applied for the assessment of the forest carbon related data and in particular this means that all the five IPCC carbon pool will be considered in the estimation of the carbon stock changes.

Transparency: The data that DRC will use to establish REL and RL will be available for open and independent reviews. Transparency will mean also that the assumptions and methodologies used to assess the REL and RL will be clearly explained to facilitate replication and assessment by users of the reported information and by other relevant stakeholder. The transparency of REL and RL is fundamental to the success of the process for the communication and consideration of REDD+ process in DRC.

Comparability: DRC's estimates of emissions and removals reported in its REL and RL should be comparable among all the other reported estimates by non Annex I Parties. For this purpose, DRC will use the methodologies and formats agreed by the COP for estimating and reporting REL and RL.

Consistency: The REL and RL will have to be internally consistent in all its elements regarding estimates done in different years. Moreover REL and RL will also have to be consistent with the methodologies that DRC is going to use for the estimation of carbon stock and carbon stock changes in subsequent REDD+ application periods.

Feasibility: The proposed approaches for establishing REL and RL will have to ensure that REL and RL could be defined with a reasonable level of effort and expense or else they will simply not be done well or done at all. Feasibility factors include data availability, analytical capabilities, cost of data collection and analysis, and institutional support for these efforts.

Component 3a: Evaluation of historic data

The assessment of the estimates for the historic carbon stock changes will be realized following the methodological indications of the most recent Inter-governmental Panel on Climate Change Good Practice Guidance (IPCC GPGs 2003) and Guidelines (IPCC AFOLU 2006). The estimates will be based on combinations of remote sensing data and field inventory data.

Several regional studies regarding historical trend on forest cover have been realized on the Congo Basin mainly by UCL[14], JRC[15], SDSU[16], OFAC[17], WHRC[18] and WRI[19]. These studies were mainly realized through the use of satellite remote sensing data. In the case of DRC, these studies could represent the basis to obtain the historical activity data (forest area and forest area changes). To assess the activity data it will be evaluated if it will be more appropriate to follow a sampling (JRC-FAO) or a wall-to-wall (SDSU-WHRC) methodological approach (keeping in mind that either method is considered as equal by the IPCC). In order to ensure consistency with the historic data and the future estimates, the methodologies that will be adopted to estimate activity data for REL and RL will be the same methodologies that DRC will adopt for its new Satellite Land Monitoring System (see Component 4).

DRC will assess its historical data to assess REL and RL using RS data from 1990 to 2005. The justification for doing this is that starting from 1990 it is possible to use the most comprehensive satellite data sets at national scale. This choice should allow DRC to have two-three data points of intervals from 5 to 10 years to assess the historic trend in forest area extension.

To ensure consistency between historical data and future estimates, the methods to be adopted to estimate the activity data of REL and RL are the same methods as those used for evaluating forest cover change and emissions/removals presented in Component 4. The above-mentioned data will be the data used for the first studies on historic data.

Unfortunately, currently there are no statistically systematic studies to assess forest related emission factors in DRC or in the Congo basin area. Indeed all the existing data (even national forest inventory data of some countries in the Congo Basin region) on forest biomass or carbon stock are not associated with estimates of their uncertainties at national scale. This factor makes these data unsuitable for carbon stock changes estimates at IPCC Tier 2 or Tier 3 level. Thus, in order to be able to submit its carbon stock change estimates with a Tier 2 or Tier 3 uncertainty level, DRC will have to use the data of the planned national forest inventory (NFI, see Component 4). The NFI will have to generate data

[14] Université catholique de Louvain
[15] European Commission Joint Research Centre
[16] South Dakota State University
[17] Observatoire des Forêts d'Afrique Centrale
[18] Wood Hole Research Centre
[19] World Resource Institute

that could also potentially be used to represent the forest carbon stock present in the different areas starting from 1990. In case DRC will fail in obtaining emission factor[20] data from the planned national forest inventory, it will have to use default emission factor values (from IPCC tables or from local or regional studies) which implies that DRC will have to report at the IPCC Tier 1 level where the uncertainties are unknown. It is highly recommended that DRC will not submit REL or RL based on historic data estimates done at Tier 1 level as this will largely affect the possibility to report and demonstrate future mitigation actions.

In order to ensure data consistency between (i) the assessment of the historical data on emissions and removals and (ii) the assessment of forest carbon stock changes during REDD+ implementation, the measurement on the historic data will be realized by the same technical structures as for the national MRV system(DIAF and DDD, see Component 4).

In summary, the main activities will be to:
1. Harmonize existing studies on historical data;
2. Integrate the data with activity data and emission factors.

Component 3b: Assessment of DRC national circumstances

The evaluation of the national context of the PNG will be based on (i) the analysis of existing socio-economic data; (ii) the analysis of the needs for future development of the DRC and (ii) potential forest cover changes (reference scenarios). In combination with historic data, these three components constitute the tool to take national decisions for the establishment of the REL and RL at national and sub-national scale.

The assessment of the different national circumstances is a key element for the application of the UNFCCC principle of 'common but differentiated responsibilities' and it is the only factor (criteria) that has been used so far in the context of the UNFCCC to adjust human induced GHGs related data.

Collecting information on national circumstances provides the opportunity for detailing the DRC's national development priorities, objectives and circumstances that serve as the basis for addressing issues relating to climate change. Information provided on national circumstances is critical for understanding a country's vulnerability, its capacity and its options for adapting to the adverse effects of climate change, as well as its options for addressing its GHG emissions within the broader context of sustainable development. The DRC considers that the REL and RL at the national and subnational scale is primarily a tool for inter-ministerial decisions making, and they are hence developed in this context.

The assessment of the national circumstances is already a reporting requirement for all the UNFCCC Parties and countries need to provide a specific chapter on them in their National Communication. However, there are no clear guidelines for the assessment and compilation of the national circumstances and each country is free to assess these following autonomous methodological approaches. Whilst awaiting further guidance from the UNFCCC, the DRC hopes to contribute to the international debate on this issue.

The assessment of national circumstances should contain the following information:
- Geographical characteristics: including climate, forests, land use and other environmental characteristics

[20] Activity Data: A coefficient that quantifies the emissions or removals of a gas per unit activity. Emission factors are often based on a sample of measurement data, averaged to develop a representative rate of emission for a given activity level under a given set of operating conditions.

- Population: growth rates, distribution, density and other vital statistics
- Economy: including energy, transport, industry, mining, tourism, agriculture, fisheries, waste, health and services sector
- Education: including scientific and technical research institutions
- Any information considered relevant by the Party, e.g. information relating to Article 4.8, 4.9 and 4.10, of the UNFCCC.

The national circumstances information could be of interest to other national stakeholders (Ministries, donors, *etc.*) investigating the benefits of specific activities and policies. DRC will also include information on the linkages between the activities and policies relating to climate change and those of other Conventions, such as the Convention on Biological Diversity and the Convention on Combating Desertification.

In order to establish DRC's REL and RL, the assessment on the national circumstances will be focused on three main aspects:

(i) Current country socio-economic conditions: The assessment of current socio-economic condition will be based on a study review of all the available socio-economic data, including those related to the forests of the DRC. The context of the socio-economic data covers a wide range of factors which cannot be listed here. A preliminary analysis of the causes of deforestation based on the existing literature, has already identified a number of socio-economic variables related to the REDD+[21] activities:

- Population density: population data are available from the last single population census conducted by the National Statistics Institute in 1984. A new national census could be held in 2011, following the signed Decree No 09/32 by the Prime Minister;
- Macroeconomic data (including GDP), available at the Institute of National Statistics;
- Data on yields and farm prices available at the level of the National Agricultural Statistics Services;
- Data on consumption of fuelwood in the large urban centers there no accurate statistical study on the wood fire, but some local data were produced under the project EcoMakala, and are in production level FORAF (Investigations on the flow of wood in the cities of Kinshasa and Lubumbashi).

A number of socio-economic data collected in projects can be used, including those from participatory mapping conducted by the civil society and international NGOs. The planned analysis of the causes of deforestation and the Environmental and Social Assessment Strategies (SESA) will highlight the interactions between these variables and activities included in REDD+. This sub-component is based on the consolidation and analysis of socio-economic data already existing with different partners. This analysis will also highlight gaps in national socio-economic data, including monitoring of environmental and social impacts (see Component 4b).

(ii) Sustainable development needs: The assessment of DRC sustainable development needs will be based on a study that will indicate all the potential medium term development objectives for DRC. In particular the study will emphasize the necessary needs for a low carbon development strategy and it will take advantages by studies realized in this aspects like the recent study on 'Potentiel REDD+ de la RDC' realized by the MECNT together with the 2030 prospective study conducted by the Ministry of Planning, which was driven by macroeconomic projections made by the World Bank at the provincial level.

(iii) Development of reference scenarios: the establishment of reference scenarios will lead to predictions on the amount and location of future land use and land use changes, and its associated emissions and removals. It will use the results of the socio-economic and sustainable development studies and seek to qualify and quantify the impact of possible future emissions

[21] REDD+: Deforestation, forest degradation, conservation, sustainable management of forests and enhancement of forest carbon stocks.

and removals (including those identified in the study on the causes of deforestation). It will also be based on historical data, activity data and emission factors (see Component 4a).

The modelling approach chosen by the DRC based on the principle that it is impossible to predict the future and that a prospective simulation approach using exploratory scenarios can on the contrary help to build it. Another advantage of prospective analysis is its systemic character, in other words, that it takes into consideration not only rational factors that can become models, likely to have an impact on emissions and absorptions related to forest cover, but also qualitative factors (political, institutional, cultural, *etc.*). The prospective analysis also relates to strategic scenarios that, instead of going from the present to the future, start from a goal set in the future, going back in time, establishing a countdown of actions to be conducted in order to reach it.

The methods for prediction are tools that help national planning not only for the REDD+ strategy, but also for national strategies. The approach will be implemented at the provincial level and results will then be consolidated at the national level. Exploratory and strategic scenarios will be defined. The strategic scenarios will emphasize the needs to be met in order to achieve a simple carbon development strategy.

The reference scenarios for the DRC seek to valorize existing data to a maximum. The following activities are foreseen:

a. Support of the Common Geographic Repository[22] (http://www.rgc.cd/index.php) for the collection, centralization and standardization of data by putting two people at its disposal[23];
b. Combining the work of spatial risk of deforestation (by going to a wall-to-wall approach in the work of UCL) with a quantitative analysis of the future development needs of the country and their impact on REDD+ activities (essentially deepening the McKinsey approach);
c. Ensure consistency of these predictions with the results of the IIASA (to this extent, IIASA will be asked to provide a national report on its modeling work).

Following this work, project specifications for regular replication of the approach will be developed. The variables integrated into the exploratory scenarios shall be monitored to enable regular adjustment of the scenarios. Each replication will be the occasion to (i) determine whether or not the strategic scenario steps passed successfully and (ii) research new exploratory and strategic scenarios.

At the same time as these evaluations of the national circumstances are undertaken, national technical capacities will be strengthened, through active research and development partnerships with international bodies on issues of modeling. The establishment of these partnerships will fall under the responsibility of the Cluster of Excellence for Integrated Climate. This does not represent a specific need in the REDD+ work program and it is not budgeted here, but is attached. It is however a prerequisite for ownership and sustainability of REDD + program.

The evaluation of the national situation of the DRC will be achieved through the joint efforts of the Ministry of Planning and the DDD. Furthermore, the technical structures in charge of preparing the National Communication of the DRC will centralize the results of all activities related to the assessment of the national circumstances.

[22]The DRC's Common Geographic Repository, which is currently managed by UNDP, aims to centralize existing geographical information throughout DRC's territory, to make them coherent, share and coordinate data collection in the field by using harmonized methods.

[23] To carry out this work, it is necessary that the CGR becomes a permanent structure, and its results are appropriate for the government. Therefore, discussions are underway to address this problem, including by transferring the CGR to a national structure together with the original tasks of the CGR mandate (*e.g.* Congolese Geographic Institute). See Appendix 3b.

Once the activities on the socio-economic situation, the needs of future development, and construction of scenarios are completed, it should consolidate all of these data with those on historical data, emission factors and activity data in order to obtain national and subnational REL and RL. This will require the taking place of national and subnational workshops.

Budget for building a national reference scenario

Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD (FAO)	WB / FCPF	Co Financing
		2010	2011	2012	Total			
Assessment of historic data	Harmonisation and integration of data at national level	$50	$50	$25	$125	$125		
	Harmonisation and integration of data at subnational level		$50	$25	$75	$75		
Analysis of DRC national circumstances	Analysis and consolidation of socioeconomic studies	$30	$20	$10	$60	$60		
	Analysis of future development needs	$100	$100	$100	$300		$300	
	Support to RGC	$30	$30	$30	$90		$30	$60
	Refinement of spatial approach (UCL)	$20			$20		$20	
	Quantitative approach of development needs	$50	$50	$50	$150		$150	
	Coherence with IIASA model		$30		$30		$30	
Definition of RELs and RLs	National and subnational policy workshops	$65		$65	$130		$65	$65
Total		**$345**	**$330**	**$305**	**$980**	**$260**	**$595**	**$125**

Component 4: Design a Monitoring system

4a. Design a Measuring/Monitoring, Reporting and Verification system

In order to participate to the REDD+ under the United Nations Framework Convention on Climate Change (UNFCCC), the DRC must establish a system of measurement, reporting and verification (MRV) for Greenhouse Gas (GHGs) emissions, including GHGs from deforestation, sustainable forest management and forest degradation.

The plan presented here for MRV is the result of a consultation process that took place from July to December 2009. Following the workshop held in Kinshasa on 12 and 13 October 2009, it was determined that a comprehensive MRV system for the DRC should be composed of 4 major components for measuring GHG emissions:

(i) a monitoring system of forest cover using remote sensing (in the MRV, the 'M');

(ii) a system for measuring carbon on the ground in the different primary and secondary forest ecosystems (in the MRV, the 'M');

(iii) reporting through the GHG inventory of the DRC (in MRV, the 'R');

(iv) verification of the data through a transparent process. It should also be noted that the UNFCCC secretariat will check the numbers that the DRC will submit (and the data used to obtain it) (in the MRV, the 'V').

Objectives and design

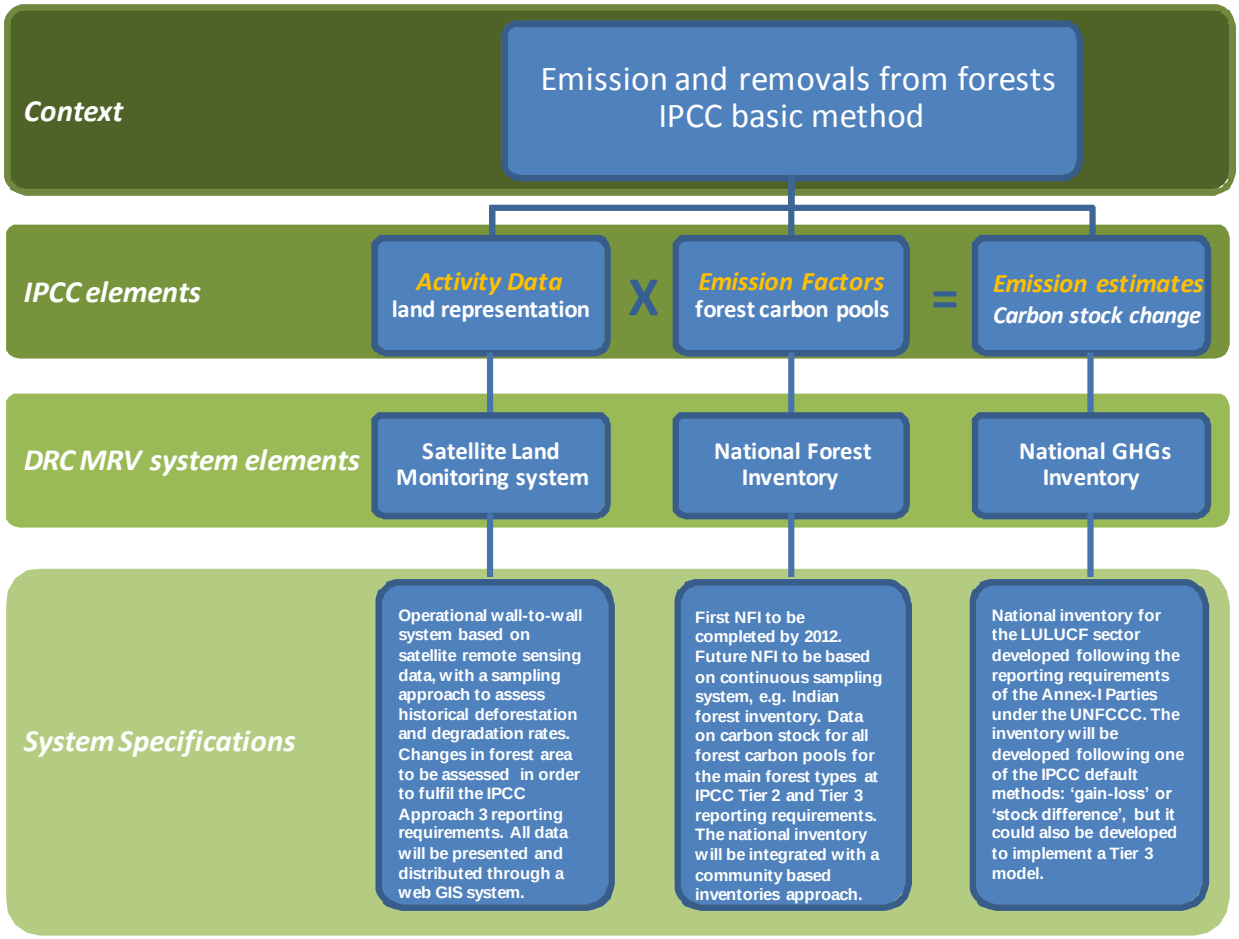
The monitoring system will serve to monitor the five REDD+ activities: (i) reducing emissions resulting from deforestation; (ii) reducing emissions resulting from forest degradation; (iii) the role of conservation; (iv) the role of sustainable management of forests, and (v) the role of enhancement of forest carbon stocks.

The DRC's MRV system will enable the evaluation of anthropogenic emissions by sources and anthropogenic removals by GHG sinks resulting from activities relating to forestry (see figure below). It will be developed in accordance with the 2006 Guidelines of the Intergovernmental Panel on Climate Change (IPCC) for national inventories of GHGs.

Following the methodological approach suggested by the IPCC, the countries willing to participate in a mitigation mechanism (*e.g.* REDD+) under the UNFCCC, must at least aim to establish a GHG inventory with known uncertainties on the estimations of carbon stock variations (Tier 2 or Tier 3). To meet this condition, a country must have the following: (i) estimations of emissions factors specifically for this country; (ii) multi-temporal inventory data; and (iii) uncertainties associated with the estimates of the reported data.

In a first instance, the MRV system in the DRC aims for a Tier 2. Nevertheless, the current approach enables the implementation of an MRV system in an 'operational state' that will allow the DRC to assess and report on carbon stock variations at a Tier 3 in the future. The way in which the MRV system is built for the DRC will enable a regional approach to minimize MRV system costs, but at the same time obtain a system that provides reliable and solid data at the national level in the DRC. This is important as the forest in the Congo Basin extends over several countries in the region. This regional approach with significant ecological and economic components to be considered is requested by the DRC and was recommended at a regional workshop of the Congo Basin in early February 2010 in Brazzaville.

The MRV system for DRC is proposed in the figure below:



Institutional, governance and participation arrangements

DIAF in partnership with DDD (both part of MECNT) are the implementing agencies and are therefore responsible and accountable for the MRV system.

Preparation of the MRV system will see institutional and capacity building arrangements in the following national institutions:

- 'Direction Développement Durable' (DDD, Directorate of Sustainable Development);

- 'Direction de l'Inventaire et de l'Aménagement Forestier' (DIAF, Directorate of Forest Inventory and Management);
- The universities of Kisangani and Kinshasa.

The DIAF'S objectives are to manage the following at the national level on a permanent basis: (i) the national forest inventory (NFI) and (ii) the Satellite Land Monitoring System (SLMS). The DDD's objective is to establish a national GHG inventory and report to the UNFCCC. The objective of the Universities of Kisangani and Kinshasa is to train qualified staff to implement the NFI. These institutions can however count on the capacity of local partners in the technical field, for scientific training, and the logistic capacity to help these two departments establish and implement the MRV system at different stages. The NFI and SLMS data will be centralized and analyzed at DIAF headquarters.
To ensure the MRV system's success, the partners will clearly define the role for each and a regular follow-up will be provided by the implementation agencies, in particular by the National Coordination.

As much as possible, work will be carried out in close relation with the local communities, civil society under the coordination of GTCR, different government agencies and institutions and the private sector. The local communities can offer support to the DIAF and DDD with regard to the verification of some data and activities in the field. Civil society under the coordination of GTCR will be involved in training, implementing the SLMS system and verifying certain data and activities in the field. The role of private sector, local communities and indigenous people in field measurements will be clarified between stakeholders (cf. Box page 22)."

Existing and future required capacities
Unfortunately, the DRC does not have much experience in the general and specific MRV context. Nonetheless, there exists some national expertise that will grow considerably and on which the work to implement the MRV system will rely with the support of international experts.

A number of studies have already been conducted in the region, particularly in the estimating historic deforestation and degradation (CARPE-OSFAC and FORAF-FOCA):

- The Joint Research Center (JRC) and UCL are monitoring of forest cover on the basis of samples for the years 1990-2000-2005. These studies evaluate deforestation, degradation, reforestation and regeneration based on techniques and automated interpretations of predetermined decision rules[24];
- The CARPE program, in collaboration with its NASA partners (the University of Maryland and University of State of South Dakota) has done the mapping of decadal changes in forest cover in the DRC[25]. This is a national assessment of forest cover change between 1990 and 2000 based on Landsat and MODIS imagery using the 'wall-to-wall' approach. A new evaluation of the 'wall-to-wall' using Landsat imagery for the years 2005 and 2010 is planned.

Within the framework of the implementation of an MRV system for the DRC's preparation for REDD+, five important scientific support objectives are identified:

[24] Duvellier, G., Defourny, P., et P. Mayaux (2008) Deforestation in Central Africa: Estimates at regional, national and landscape levels by advanced processing of systematically-distributed Landsat extracts. *Remote Sensing of Environment* 112 (2008) 1969– 1981
[25] Please refer to the 'Cartography project of decadal forest cover change' at http://carpe.umd.edu/resources/dfcm

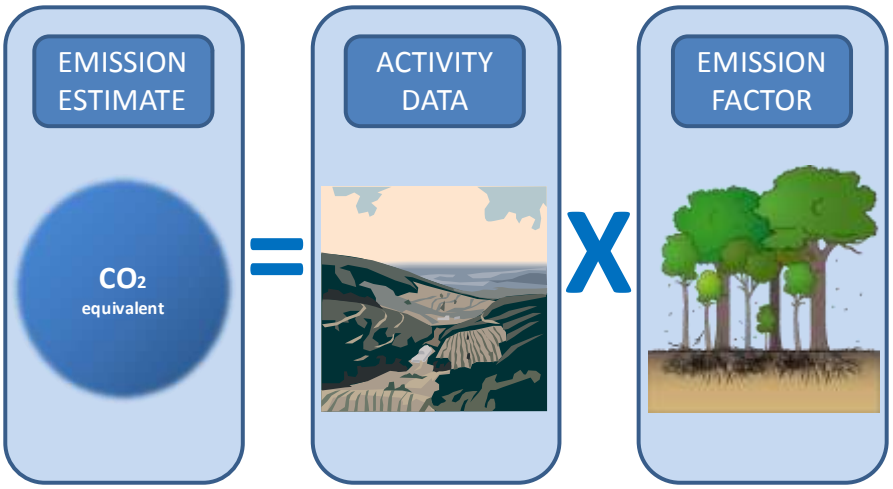
1) Staff expertise and training with regard to UNFCCC and the IPCC guidelines (for example, five people);
2) Training of qualified staff with regard to GIS and remote sensing as well as managing the information produced (for example, five people);
3) Training qualified staff for field measurement and to manage the information produced (in total some one hundred people);
4) The acquisition and setting up of office material in the target regions (*e.g.* computer laboratory) and in the field;
5) Training of qualified staff to prepare national GHG reporting reports that will be requested by the UNFCCC (for example, five people).

These objectives are necessary to enable the country to be logistically capable of undertaking MRV. It is within this framework that the *Ministère de l'Environnement, Conservation de la Nature et Tourisme*, through National Coordination REDD+ and the Directorate of Sustainable Development (DDD) and the *Direction de l'Inventaire et de l'Aménagement Forestier* (DIAF) expect to work in partnership with the national universities and national and international research institutions in order to produce the information necessary for DRC's participation in REDD+, while sustainably building the DRC's scientific and technical capacities in general.

To begin working on points 3 and 4, the DRC has submitted an application to the ITTO REDDES program, which was accepted. With regard to 2, it is expected that the FAO and INPE (Brazilian Space Agency) will begin training courses before June 2010. Organizing workshops for points 1 and 2 is a priority for the near future.

Basic methods

In the IPCC Good Practice Guidance the most common simple methodological approach is to combine information on the extent to which a human activity takes place (called activity data or AD) with coefficients which quantify the emissions or removals per unit activity which are called emission factors (EF). The basic equation is (see figure below): *Emissions = AD * EF*



NB: A monitoring system under the UNFCCC will have to provide data on (1) forest area and forest area changes and (2) carbon stock (emission factors) and carbon stock changes. Activity data is defined as '*Data on the magnitude of human activity resulting in emissions or removals taking place during a given period of time*',

while emission factors is defined as *'A coefficient that relates the activity data to the amount of chemical compound which is the source of later emissions'*.

Uncertainty estimates are an essential element of a complete MRV system and for an inventory of GHG emissions and removals. They should be derived for both the national level and the trend estimate, as well as for the component parts such as emission factors, activity data and other estimation parameters for each key source category.

Uncertainties should be reduced as far as is practicable during the measurement process, and it is particularly important to ensure that the model and the data collected are fair representations of the real forest status. The DRC considers that an uncertainty analysis should be seen, first and foremost, as a means to help prioritize national efforts to reduce the uncertainty of inventories in the future, and guide decisions on methodological choice. For this reason, the methods used to attribute uncertainty values must be practical, scientifically defensible, robust enough to be applicable to a range of categories of emissions by source and removals by sinks, methods and DRC's national circumstances.

Following the IPCC indication, quantitative uncertainty analysis should be performed by estimating the 95 percent confidence interval of the emissions and removals estimates for individual categories.

Technical and methodological options for the MRV of carbon stock changes

As shown by the previous figure, emission estimates for the DRC MRV system will be based on two types of measurements: (i) activity data using a Satellite Land Monitoring System (SLMS) and (ii) data on emission factors through a national forest inventory (NFI).

(i) Forest Area Assessment And Changes In Forest Area Assessment For Land-Use Categories (Activity Data): SLMS

The UNFCCC's technical paper on REDD+ (FCCC/TP/2009/1) goes on to state the following: '*With regard to REDD, activity data refer to the areal extent of an emission and removal category. For example, in the case of deforestation, it refers to the area of deforestation in hectares over a known time period. The IPCC good practice guidance for LULUCF present the following three approaches for obtaining activity data: (i) only identifying the total area for each land category (approach 1); (ii) tracking of land-use changes between categories (approach 2); and (iii) tracking land-use changes using sampling or wall-to-wall mapping techniques (approach 3). Approach 3 is the only approach that tracks forest and other land conversions on an explicit spatial basis, including gross deforestation and gross change in other land cover classes*' (FCCC/TP/2009/1, § 12).

Approach 3 implies the use of geographical explicit data. This data may be collected in the field or through remote sensing techniques. However, for DRC, the only possible option is the use of remote sensing data. Thus the estimation of the activity data (land use category area extension and area changes in land use category) will be realized through a monitoring system based on remote sensing techniques that should be able to provide annual activity data estimates. The NFI field activities and measurements will contribute to the forest area assessment mainly as a training data set for remote sensing image analysis and as ground verification.

The DRC NFI will promote the setting up of a Satellite Land Monitoring System (SLMS) that may work in an operational manner and provide all the necessary data and analyses to fully implement all the NFI stages and activities. Furthermore, the SLMS is necessary to implement any REDD+ policies and

measures. Indeed, the full monitoring of the whole national territory is *de facto* a technical pre-requisite. With regards to developing a complete SLMS for DRC, it will be necessary to hold a specific technical workshop in DRC (early 2010). In the mean time FAO technical structure will undertake the analyses that are necessary to support the development of the NFI. These analyses will be realized using methodological approaches that are a combination of the methodologies developed by FAO for the remote sensing component of the Global Forest Resources Assessment (FRA 2010) and the methodologies developed by INPE (Brazilian Space Agency) for the PRODES, DETER and DEGRAD projects.
Nonetheless, several investigations on the Congo Basin Forests have already been carried out by different institutions and organizations from which exhaustive analysis are readily available. For DRC's NFI, the products and analyses delivered by Observatoire des Forêts d'Afrique Centrale (FORAF), European Commission Joint Research Centre (JRC), South Dakota State University (SDSU), Universitè Catholique de Louvain (UCL), and World Resources Institute (WRI) will be used as starting point.

(ii) Carbon stock and carbon stock changes (Emission Factor): NFI

The NFI will provide the main information for the emission factors with regards to REDD+. The UNFCCC's technical paper on REDD+ (FCCC/TP/2009/1) goes on to state the following: '*Emission factors refer to the emissions or removals of GHGs per unit activity, for example, the amount of carbon dioxide emitted or sequestered per ha. Emissions or removals resulting from land conversions are manifested in changes in ecosystem carbon stocks in the five IPCC eligible pools: aboveground biomass, belowground biomass, litter, deadwood and soil organic carbon. Carbon stock estimates for each pool can be obtained at different tier levels, requiring increasing levels of data, cost and analytical complexity*' (FCCC/TP/2009/1).

In order to decide what sampling strategy to use we looked at global traditional forestry methods, IPCC inputs and existing guidelines in DRC. For DRC the operational guidelines developed by DIAF on 'Normes de stratification forestière' (DIAF 2007a), 'Normes d'élaboration du plan de sondage de l'inventaire d'aménagement' (DIAF 2007c) and 'Normes d'inventaire d'aménagement forestier' (DIAF 2007b) were taking into account. Although these DIAF documents have been prepared for the purpose of commercial forest inventories they can be adapted for the purposes of a NFI.

Based on this information and keeping in mind the need to have a NFI which can report an emission factor dynamic, **a three stages inventory with a stratified systematic random sampling in combination with *optimum allocation*[26]** was chosen. Thus the methodological approach will result mainly through the combination of these three elements:

1. **Three stage inventory**: It is proposed that the NFI will be broken down into three stages: (1) Forest area pre-assessment and stratification; (ii) pre-sampling and (iii) final sampling and assessment. This division is similar to the division used by DIAF (2007c) on the guidelines for forest management inventories (Fig. 8). This three stage approach consists of a-learning-by-doing process but simultaneously resources and efforts can be better targeted if priorities evolve or resources are scarce. It is worth mentioning that a pre-sampling approach, whilst not required, is also suggested in the DIAF (2007b) guidelines for forest management inventories (3.2).
2. **Stratification**: this entails a division of a sampling area into non-overlapping groups of strata, in this case land cover and forest use. In order to be able to calculate the number of 'samples' that need to be measured in each forest type (stratum) for the inventory, it is necessary to test heterogeneity of

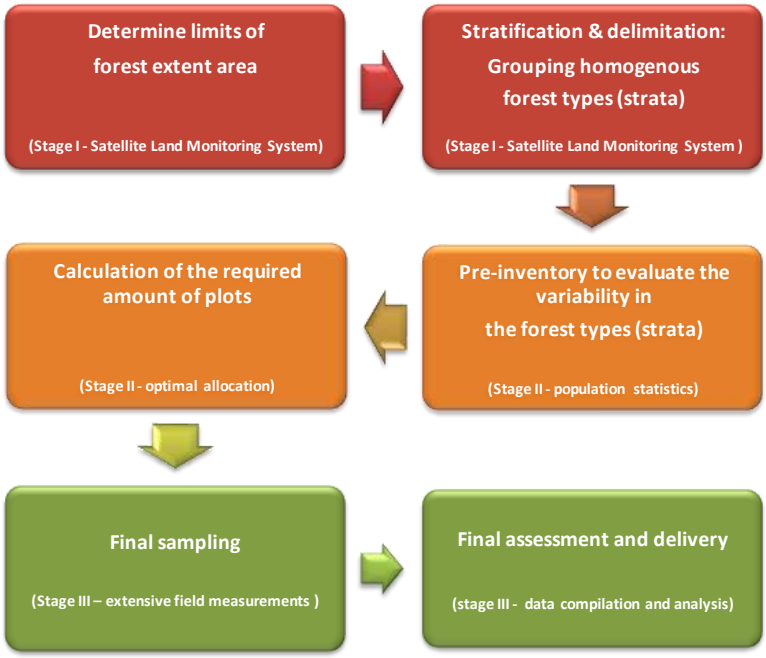
[26] Optimum allocation is designed to give most information per dollar spent, *i.e.* to minimise the cost with regards to a given accuracy of the estimate or - for a given cost - to obtain the minimum variance (Brack 1998).

the forest types (strata). This information is needed so that the minimum amount of plots may be undertaken that are required for an accuracy that will be decided by DRC. The strata will have an overlay of a systematic 1 km UTM grid. Within each stratum a (or more) sample will be taken on this grid in a random way. This ensures that the variation between the sampling units in any one group (stratum) is less than the variation over the whole population. Several advantages exist to using this approach. First, it provides a separate estimate of the mean and the variance of each stratum. Second, for a given sampling intensity, it gives more accurate estimates of the population parameters. Finally, it ensures better coverage of the population than simple random sampling (Brack 1998). The result is that there will be a different sampling density for the different forest types. Suffice it to say that this strategy will efficiently target resources and hence make the NFI as cost-benefit as possible.

3. **Optimal allocation**: An *optimum allocation* approach can potentially be very powerful for many countries as it is designed to give the most information per dollar spent - in other words, to cost the least for a given precision of the estimate or, for a given cost, to produce a minimum variance (Brack 1998). Optimum allocation requires that estimates of both the within-forest type (stratum) variances and the costs of sampling are available. Such information is often difficult to obtain. Nonetheless, by using the proposed multi-purpose three-stage NFI this would be possible. Furthermore, the optimal allocation with respect to different variables (*e.g.* number of trees, basal area, timber volume per species, total timber volume, *etc.*) are generally not equal. In the event where sampling has to provide information on various equally important parameters, a *compromise allocation* can be applied (de Vries 1986).

The NFI will have to serve, guide and inform several social, economic and environmental policy purposes simultaneously. It will hence be a multi-purpose NFI. Although the optimal allocation will use aboveground biomass as a variable to decide on the sampling intensity at a given accuracy, the NFI will provide traditional forestry, biodiversity and socio-economic information. Its novelty will be that the using the NFI, DRC will be able to report on its carbon and carbon stock changes in the five carbon pools under the UNFCCC.

The figure below shows the preparation process for the survey plan of the forest block (adapted from the DIAF guidelines for forest management inventories (2007)).



Measurement protocols

The NFI part for the MRV system will have to measure the five carbon pools as identified by the IPCC. These can be divided into living biomass with (1) aboveground and (2) belowground biomass, non-living biomass with (3) litter and (4) deadwood and finally (5) soil organic carbon (SOC). Until now, we have mainly focused the discussion on the aboveground biomass component (pool 1).

The belowground biomass pool is very expensive to measure and hence we suggest the use of allometric equations to calculate the belowground biomass as a proportion of the aboveground biomass. For example, root biomass (*Y*) for tropical forests (dry tonnes/hectare) could be calculated using the following equation (Cairns *et al*. 1997): $Y = Exp\ [-1.0587 + 0.8836 * LN(AGB)]$.

A full field manual including a field measurement protocol for each of the different forest types will be developed.

Regarding the non-living biomass, the CTFS and RAINFOR projects have recently developed specific protocols for the tropics for pools three and four.

For the last carbon pool – SOC, it is suggest that this be inferred from soil profiles in the temporary plots and measured in the permanent plots that will be set up during this third stage of the NFI. Subsequently, the country would be able to develop a relationship for each stratum of the soil profiles and actual soil carbon analysis. Additionally, a soil model to be used will have to be chosen. This model should be a dynamic model that can be used to calculate the amount of soil carbon, changes in soil carbon and heterotrophic soil respiration. Applications should include land use and climate change effects on soil carbon and greenhouse gas inventories.

Quality control, quality assurance and transparency

It is important to assess the quality of measurements taken in the field, data compilation and data analysis in order to have error estimates and improve future measurements. The IPCC's Guidelines for National Greenhouse Gas Emissions (2006) already provide clarifications regarding quality control (QC) and quality assurance (QA). The QC and QA system are a priority to develop in the near future.

Regarding the NFI and based on the resources at its disposal, the DRC could envisage to, for example, re-measure a certain percentage of the sampled plots using the same methods but by an independent field team.

To guarantee transparency, the databases would be made publicly available, so that any party may check the structure of the database, calculations made and values reported. Concerning the SLMS, all the data will be presented and distributed through a web-based GIS platform.

Budget for the implementation of the MRV system for carbon

Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD / FCPF in progress	UN-REDD (FAO)	ITTO / REDDES	Co Financing
		2010	2011	2012	Total				
Satellite National Land Monitoring System	Establishment, equipment and maintenance of a GIS/remote sensing lab	$162	$124	$74	$360	$100	$260		
	Recrutment of technical staff and compensations	$50	$50	$50	$150		$150		
	Training of technical staff	$50	$25	$25	$100				$100
	Data acquisition and analysis	$100	$100	$100	$300				$300
National Forestry Inventory	Establishment, equipment and maintenance of NFI lab/ database repository (centralised)	$200	$50	$50	$300			$300	
	Establishment, equipment and maintenance of NFI decentralised stations	$1 000	$300	$300	$1 600		$200		$1 400
	Recrutment of technical staff and compensations	$150	$150	$150	$450	$50	$100		$300
	Recrutment of field staff	$500	$500	$500	$1 500	$50	$50		$1 400
	Training of technical staff	$100			$100				$100
	Training of field staff	$300			$300			$300	
	Operational costs for field data collection and analysis	$400	$400	$400	$1 200				$1 200
National GHGs Inventory	Establishment, equipment and maintenance of all facilities	$300	$150	$100	$550		$550		
	Recrutment of technical staff and compensations	$50	$50	$50	$150				$150
	Training of technical staff	$50	$25	$25	$100				$100
	Data acquisition and analysis		$100	$100	$200				$200
MRV expert (DIAF)		$90	$180	$180	$450		$450		
Total		**$3 502**	**$2 204**	**$2 104**	**$7 810**	**$200**	**$1 760**	**$600**	**$5 250**

4b. Other benefits and impacts

The capacity to manage the multiple impacts and progresses associated with REDD, and those which affect all aspects of its implementation is a determining factor of the REDD process' overall success. As part of the implementation of REDD a MRV (Measurement, Reporting, Verification) mechanism is regularly mentioned for carbon (see Component 4.a of the R-PP). Similarly, the deep transformation that REDD will leverage requires a robust, fair, transparent and accountable monitoring, assessment, reporting and verification (MRV) system for the various dimensions in order to achieve a equitable, effective and efficient REDD.

These dimensions can be organized into four main parts:

- Governance: This includes ensuring that there is transparency and accountability, quality of and respect for procedures, preventive measures against corruption, as well as law enforcement. This presupposes the evolution of a clear and relevant legal, institutional and policy framework at local, district, provincial and national level. This will be achieved through a clear understanding of roles and responsibilities and costs and benefits. This for example is underscored by the participation of local communities, progress in implementing land and forest reforms, presence of the regulatory framework, and a clear articulation of the strategic options for REDD. An analytical framework must measure and assess what tradeoffs exist and which synergies can be reinforced with respect to the strategic options flowing from the readiness phase.

- Economic: The main issues include the distribution of costs and benefits for REDD, as well as understanding who will bear the costs and gain from the benefits. Mechanisms that distribute the benefits fairly need to be part of these developed, building on the decentralization process begun in RDC. The economic incentives at the local level addressing the tradeoffs and alternatives for avoided deforestation, factors of increased or decreased value of activities, job creation that support a low carbon green economy, the business environment, access to funding, the capacity for saving, are some of the issues that need to be considered.

- Environment: This encompasses the co-benefits or multiple benefits of avoiding deforestation, afforestation and reforestation. Forests provide a wide range of functioning, regulating and provisioning services such as water quality and quantity regulation at the national level, the provision of non timber forest products at the local level. The issues to consider include for example, landscape mosaics that reflect the many land uses along the continuum from natural forests to cultivated landscapes. forest cover evolution, zoning, options and alternatives for forest goods and services, payments for environmental services,

- Socio-cultural: how REDD will affect the socio-cultural realm, the provision of other benefit accruing from the income that REDD may provide, including health, education, the quality of public services, lifestyles and consumption, cultural differential, progress of behaviors and values, quality of social bonds, time management and transmission, demographics, nutrition, etc.

During the country's preparation phase, National Coordination will guide the development of this management mechanism, which will be informed by the various studies that will identify the priorities, gaps and implementation mechanisms for the four dimensions above. The MRV system will be based on a participatory analysis of the dimensions and will be implemented in a participatory manner (informed by the REDD stakeholder consultation strategy). This is an important and crucial aspect of REDD and will

result in the safeguards necessary to ensure that REDD does not have negative effects for the vulnerable and the poor and the environment.

To be effective, the management mechanism must be allowed to obtain data that is as close to accurate as possible to the expected impacts of REDD. Thus, a strategy for data production and consolidation must be combined at various scales and levels. These levels must be integrated vertically to the maximum. Certain relevant data can be obtained in a reliable manner at the national level, other types at the local level only, and coherence will be needed to connect vertically and horizontally to bring out more complete visions of REDD impacts and results. Furthermore, regional dialogue must be initiated to coordinate the initiatives with regard to the management of REDD impacts.

The DRC's objective for the 2010-2012 preparation period consists of developing a participatory MRV

Management system, culturally adapted and enabling communities to participate in its various dimensions - economic, environmental, socio-cultural and governance aspects - associated with implementing REDD. Central to the monitoring system is the development and application of standards: a number of standards are being developed at the global level that can be adapted to the requirements of RDC and for which a set of criteria and indicators can be developed.

This mechanism will be comprised of three layers: These layers will be fully determined during the readiness phase.

Measurement, associated with producing basic data, will be provided by the State, probably in cooperation with other partners. From the national to the local level, State agents and probable partners will be responsible for collecting information according to different methods (observations, surveys and polls, studies of official records, etc.). To each indicator corresponds a labelled form specifying the methods for gathering data (source, method, responsible, period, perimeter and exact data definition, etc.). Various REDD stakeholders might be mobilized for this process, particularly local communities, indigenous people and the private sector, which are experienced in managing the flow of local and national information to manage their projects or business. The modalities of such partnerships still remain to be discussed and clarified. The involvement of partners prior to this mechanism also assures them direct access and visibility over the chain of data production. Reporting can be calibrated to improve their own management, and transparency and direct access to data will facilitate trust and cooperation.

Reporting, including data centralization, organization and the building of consolidated indicators, and the production of appropriate dashboards for management needs at all levels of the implementation chain will be assured by a centralized organization in the image of the Climactic Integrated Excellence Pole. The department responsible for this national record of REDD data will be comprised of four people with supplementary expertise covering the four data sections. Beyond centralization, formatting and data release, this PIEC department will ensure support of the data production agents by providing for continuous dialogue to improve the indicators, share good collection practices, enhance the system's reliability, solve problems etc.

Data verification will be assured by an independent organization that could possibly be distinct according to themes or vary in time to guarantee continued improvement of monitoring and quality of advice in return. National Coordination began first consultations on this theme. Thus, during the Copenhagen Conference, it was able to participate in a workshop bringing together most major international organizations associated with monitoring forestry governance, programs affecting forests and multiple related impacts (Transparency International, WRI, CIFOR, Global Witness, Climate Standards, Chatham House, etc.).

The budget makes provision to explore the various components to implement an integrated MRV system including the analysis of multiple benefits.

1. Arrangement of REDD strategic options within the monitoring framework developed through the social and environmental assessment studies and consultation (see C.2.d of this R-PP). This includes the identification of the opportunities and issues associated with each action – for example, these include the consideration of safeguards trade-off analysis, consideration and adaptation of the global standards and development of criteria and indicators.
2. Capacity building and training at various levels
3. Consideration of various standards covering the four dimensions
4. Production of a MRV matrix – including criteria, indicators and a work plan
5. Methodology for data collection at various levels
6. Scenario analysis tools
7. Consolidation of the MRV framework – development of verification tools

Multiple Benefits

The development of an MRV system for multiple and co-benefits of REDD will be depend on an effective and on-going data collection and analysis that defines the parameters to be monitored, through assessment, verification and reporting.

One approach to develop the system is described below. A similar process will be developed to approach the other three dimensions. The capacity to manage multiple benefits associated with REDD is a crucial component of the REDD process' overall success and which will support the improvement of the strategy's implementation at all levels.

Co-benefits are ecosystem-based. They arise from the maintenance of forest ecosystems that would otherwise not have been maintained. Exactly which co-benefits are generated and the identification of the beneficiaries will be shaped by the social and institutional context in which REDD is implemented

In DRC informed in part by the social and environmental impact assessment. An important question is understanding what co-benefits comprise and who are the beneficiaries.

Support can be provided through UN-REDD to work with the World Conservation Monitoring Centre to begin to address the approach, conceptual framework and core competencies required to understand and address the synergies and tradeoffs for ecosystem services and biodiversity. The NC will collaborate with a range of other institutions in ensuring that the social and institutional aspects of co-benefits are appropriately addressed.

The process will require several stages beginning with a scoping study which will incorporate the following to develop the core competencies, tools and guidance;

- Development of the Terms of reference
- Consultative workshop and drafting of proceedings
- Framework for solving potential conflicts between multiple policies affecting forest and carbon resources as well as key stakeholder groups

- Develop co-benefits overlays consistent with the MRV framework
- Development of methods and trade-off tools and adapt existing standards (which have been developed at the global level) to analyze how to deal with non-carbon ecosystem services and biodiversity and training in application of tools and safeguards

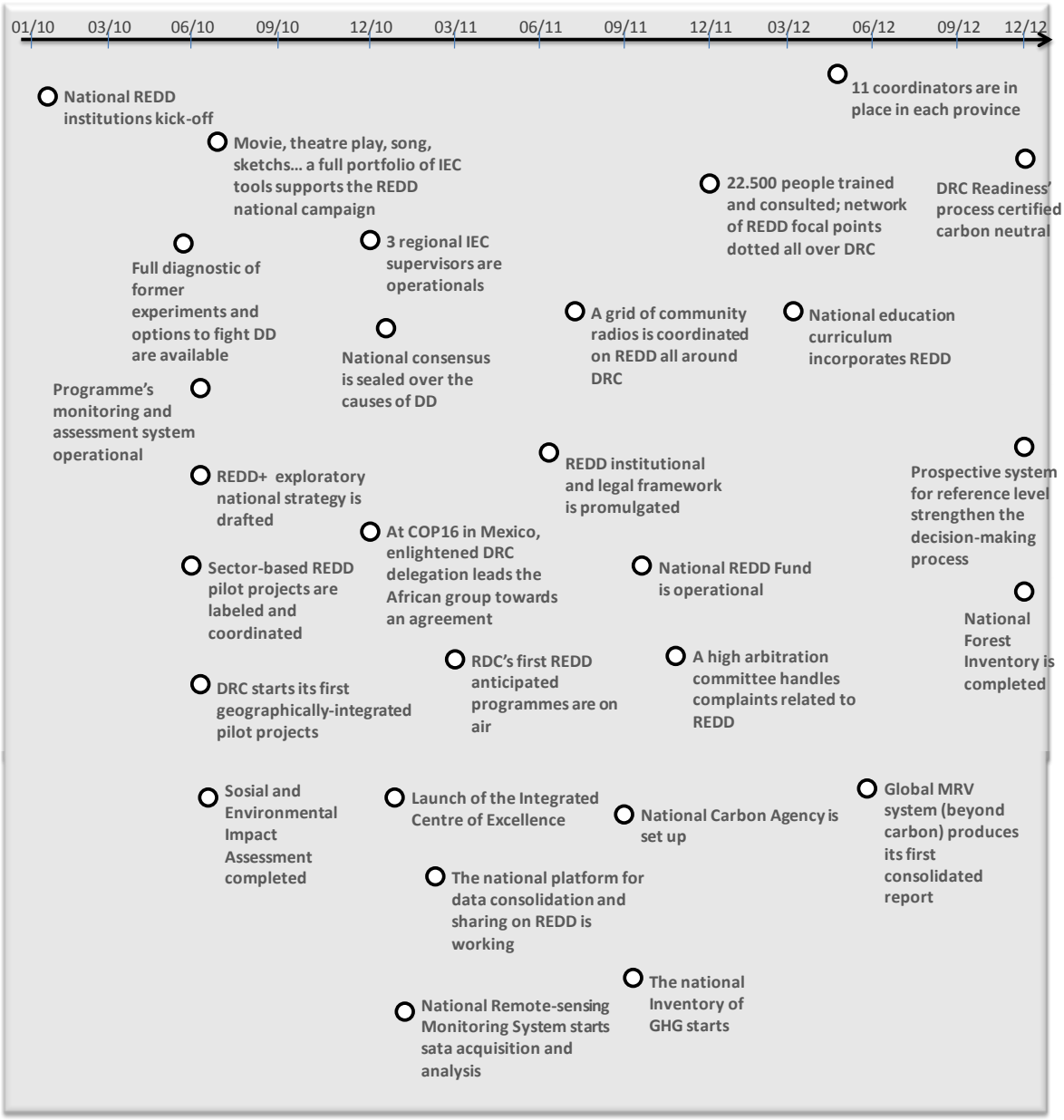
This work will also required UNDP who have responsibility for issues of governance and indigenous peoples and other forest-dependent people within the UN REDD Programme as well as with a range of other institutions who are undertaking work on the social and institutional aspects of REDD implementation.

Budget for the implementation of the MRV system for socio-environmental co-benefits

Main activities	Sub-activities	Estimated costs (thousand US$)				UN-REDD (UNEP)	Co Financing
		2010	2011	2012	Total		
Framing and implementation of MRV for socio-environmental co-benefits	Capacity building and training	$100	$300	-	$400	$100	$300
	Preparation of the MRV matrix	$50	$150	-	$200	$100	$100
	Methodology for data collection	-	$30	-	$30	$30	
	Analytical tools for scenarii	-	$130	-	$130	$30	$100
	Consolidation and verification tools	-	$40	-	$40	$40	
Analysis and valuation system	Terms of reference	-	$40	-	$40	$20	$20
	Consultation workshops and report	-	$60	-	$60	$30	$30
	Development of tools for analysis, trade-offs and safeguards	-	$100	-	$100	$50	$50
Total		**$150**	**$850**	**$0**	**$1 000**	**$400**	**$600**

Volet 5: Timetable and budget

Major landmarks of REDD readiness process in DRC - 2010/2012.



Most of the previous components already detail the timeframe for implementing each activity. The table below focuses on major deliverables along the period from 2010 to 2012. A mid-term revision of the RPP implementation will be held before the end of 2011, in order to check progress and to adjust the work plan and activities, to update the budget and the timetable for REDD readiness, to address possible

concerns and problems and to build on lessons from the work achieved. This mid-term assessment will be carried out by an independent body, following a UN-REDD and FCPF joint mission that would have agreed on a work plan, budget and approach.

The R-PP will so undergo a mid-term review in late 2011 to revisit progress, timeline, activities and budget. The readiness plan is voluntarily ambitious even though DRC is aware of the various risks and constraints that could delay the process. The objective for 2012 is to have a functional REDD architecture, perhaps imperfect and still in progress, but that allows payments in a confident, innovative and effective system.

Similarly, the budget was detailed by activity in each component, and reconsolidated by expected sources of funding.

Budget for REDD Readiness in RDC - 2010 - 2012

Main activities	Estimated costs (thousand US$)				Source of finance						
					UN-REDD/FCPF in progress	UN-REDD (UNDP)	UN-REDD (FAO)	UN-REDD (UNEP)	FCPF	ITTO / REDDES	Co Financing
Component 1a	**2010**	**2011**	**2012**	**Total**							
Functionning of National Institutions	$653	$587	$587	**$1 828**	$278	$841			$273		$436
Functionning of Provincial Institutions	$99	$189	$346	**$634**	$0	$98			$190		$346
Training of the members of national and provincial institutions and other key stakeholders	$264	$75	$264	**$603**	$15	$75			$249		$264
Carbon neutrality	$50	$50	$50	**$150**	$50	$50			$50		$0
Total Component 1a	**$1 066**	**$902**	**$1 247**	**$3 215**	**$343**	**$1 064**			**$762**		**$1 046**
Component 1b	**2010**	**2011**	**2012**	**Total**							
Production of IEC tools and supports	$298	$165	$165	**$628**	$203	$21		$73	$147		$184
Support to Civil Society and decentralised campaign	$68	$763	$573	**$1 404**	$10	$347		$0	$0		$1 047
Other national activities	$91	$132	$110	**$333**	$58	$0		$0	$206		$69
Total Component 1b	**$457**	**$1 060**	**$848**	**$2 365**	**$271**	**$368**		**$73**	**$353**		**$1 300**
Component 2a	**2010**	**2011**	**2012**	**Total**							
Consensus-based diagnotic on the drivers of deforestation and degradation at national and provincial level	$302			**$302**	$132		$170				
Assessment of past experiences	$131			**$131**	$131		$0				
Total Component 2a	**$433**			**$433**	**$263**		**$170**				

Component 2b	2010	2011	2012	Total							
Review of current sector-based programmes	$50	$0	$0	**$50**	$0	$50			$0		$0
Study support/Intelligence	$180	$250	$250	**$680**	$0	$160			$340		$180
Support to the diplomatic process	$169	$169	$139	**$477**	$20	$84			$283		$90
Framing and preparing pilot projects	$107	$209	$219	**$535**	$0	$316					$219
Framing and preparing anticipated programmes	$169	$5	$5	**$179**	$0	$0		$179			$0
Total Component 2b	$675	$633	$613	$1 921	$20	$610		$179	$623		$489
Component 2c	**2010**	**2011**	**2012**	**Total**							
Framing and preparing	$245	$0	$0	**$245**	$130			$15	$100		$0
Integrated Pole of Excellence	$270	$460	$0	**$730**	$0			$0	$330		$400
Building the implementation framework	$180	$290	$0	**$470**	$0			$0	$220		$250
Implementation of the institutional framework	$0	$470	$1 460	**$1 930**	$0			$0	$0		$1 930
Total Component 2c	$695	$1 220	$1 460	$3 375	$130			$15	$650		$2 580
Component 2d	**2010**	**2011**	**2012**	**Total**							
Building and completing the SESA	$230	$170	$0	**$400**				$221	$179		$0
Supporting the implementation of the National Agency for Environment	$100	$350	$150	**$600**				$0			$600
Designing the assessments of SEI for REDD pilot projects	$20	$0	$0	**$20**				$20			$0
Total Component 2d	$350	$520	$150	$1 020				$241	$179		$600
Component 3	**2010**	**2011**	**2012**	**Total**							
Assessment of historic data	$50	$100	$50	**$200**			$200		$0		$0
Analysis of DRC national	$230	$230	$190	**$650**			$60		$530		$60

circumstances											
Definition of RELs and RLs	$65	$0	$65	**$130**			$0		$65		$65
Total Component 3	**$345**	**$330**	**$305**	**$980**			**$260**		**$595**		**$125**
Component 4a	**2010**	**2011**	**2012**	**Total**							
Satellite National Land Monitoring System	$362	$299	$249	**$910**	$100		$410			$0	$400
National Forestry Inventory	$2 650	$1 400	$1 400	**$5 450**	$100		$350			$600	$4 400
National GHGs Inventory	$400	$325	$275	**$1 000**	$0		$550			$0	$450
MRV expert (DIAF)	$90	$180	$180	**$450**	$0		$450			$0	$0
Total Component 4a	**$3 502**	**$2 204**	**$2 104**	**$7 810**	**$200**		**$1 760**			**$600**	**$5 250**
Component 4b	**2010**	**2011**	**2012**	**Total**							
Framing and implementation of MRV for socio-environmental co-benefits	$150	$650	$0	**$800**				$300			$500
Analysis and valuation system	$0	$200	$0	**$200**				$100			$100
Total Component 4b	**$150**	**$850**	**$0**	**$1 000**				**$400**			**$600**
Indirect support expenses UN-REDD	$120	$120	$120	**$360**		$143	$153	$64			
Fiduciary management and audit fees FCPF	$88	$97	$53	**$238**					$238		
Total Readiness Plan 2010-2012*	**$7 881**	**$7 936**	**$6 900**	**$22 717**	**$1 227**	**$2 185**	**$2 343**	**$972**	**$3 400**	**$600**	**$11 990**

** this amount doesn't include the implementation cost for pilot projects and anticipated programmes (components 3 and 4 of DRC's roadmap up to 2012)*

Component 6: Design a Program Monitoring and Implementation Framework

Preparing the DRC for REDD is a particularly complex process, determined for example by the requirement of a systemic approach, to reconcile creativity, innovation and pragmatism, and to become part of a long term perspective while managing the risks of a "tunnel effect." The preparation program's success therefore depends strongly on the quality of the management mechanism developed and on stakeholders' involvement in the implementation. As the cornerstone of national preparation, NC-REDD has begun to develop a management framework focused on implementation of the 2010-2012 plan. This framework respects the general safeguards principles internationally acknowledged, for example by the World Bank.

The preparation monitoring and evaluation framework therefore falls under the NC-REDD management mechanism. This mechanism has two major objectives, as follows:

- Objective 1: Ensure a successful implementation of the program
    - Ensure the quality of activities performed by identified and motivated agents, based on known and shared goals and relevant indicators that allow for management of the implementation.
    - Ensure proper planning of interconnected activities to support a successfully run program, by managing "bottlenecks."
    - Improve responsiveness: proper information at the right time and share with all to allow the relevant decisions to be made quickly.
        - Prevent delays, anticipate problems, manage risks, alert at the right time.
    - Improve productivity: a simplified reporting model and suitable management tools (purchasing plan, etc.) to devote time for background activities better.
- Objective 2: Share a current and regular vision of the project's progress, intended for:
    - NC-REDD, to ensure that objectives are met, by providing for proactive management of deadlines and decisions
    - Decision-making and coordination partners: National Committee, Interministerial Committee, financial partners, respective managers of partner agencies, etc.
    - Co-construction and implementation partners: civil society, the private sector, decentralized departments of the Congolese government, training and research centers, other international technical and financial partners.

The NC-REDD management mechanism relies on four already operational pillars:

The mechanism described here has already been tested and is partially operational. The coming into force of the decree of November 26 and the National Committee's and Interministerial Committee's becoming operational will lead to finalization and a more formal launch of this mechanism during the first quarter of 2010. Management supports can be updated based on current supports, in the image of a few illustrative boards on the activity's management deriving from old coordination meetings (see below). This mechanism includes monitoring and evaluation of the activities, as well as adherence to the budget. Standardized management of the activities and budget represents an essential point. Consistency at the NC-REDD level enables it to possess an overall vision of needs and means, to arrange it and harness it in a flexible manner that is consistent with the process' objectives. Finally, the financial needs associated with management are integrated into the general costs of the program's overall coordination (component 1 of the 2010-2012 road map).

The table below presents the risks related to the process, and the mitigation measures associated.

Risks	Mitigation measures
The period provided to prepare the country for REDD (3 years, 2010-2012) is too tight and not very realistic, give nthe ambitious scope of preparation activities in the DRC (particularly the legal and judicial reforms to be achieved, the creation of new institutions and financial mechanisms, and efforts to adapt at the provincial level)	The R-PP is built in a flexible manner with adaptable management that enables to maximize time. The existence of NC-REDD, with the key role of managing the entire Preparation for REDD, enables to identify the required efforts. The R-PP also identifies the priority actions with the objective of a temporary preparation for REDD enabling it to start. Upper level political support will be fundamental to help promote the necessary reforms. Finally, a mid-course review of R-PP implementation before the end of 2011 will be conducted to readjust the calendar, activities and budget according to the projects achieved and results obtained.
Several governance reforms in the forestry sector must be completed to enable REDD.	REDD introduces the concept of payment based on results, thus creating incentives for measures to betaken that guarantee reduced deforestation. This will necessarily include governance reforms (particularly land issues, fund management transparency, participative zoning as a territory management tool, etc.) The Preparation process must also establish strong and appropriate socio-environmental safeguard measures. Furthermore, preparation for REDD will be supported and supervised at the international level. Finally, REDD provides new opportunities for civil society involvement, which can support the process of necessary reforms.
The national and provincial governments' limited capacities can block REDD progress, which requires a high level of institutional and technical capacities.	The REDD process provides for capacity building in all its components. Support from international expertise in specific fields is also being considered. The process will seek synergies with other initiatives in progress in order to build public administration capacities.
Lack of intersectorial coordination to tackle deforestation causes (beyond the forestry field)	REDD provides a unique opportunity for intersectorial organization in the DRC. The creation of the REDD Interministerial Committee and increasing involvement of other Ministries in the works managed by NC-REDD will sustain the intersectorial approaches. Support at a high political level will also be required. REDD institutional arrangements must be evaluated in this light at mid-course. Coordination must also be made with regard to funders. NC-REDD will seek synergies with the programmes and projects in progress.
Funding for the overall R-PP (around $20 million US) has not yet been raised in full.	The R-PP is a road map to prepare the country for REDD, which is counting on support from multilateral UN-REDD and FCPF (around $9 million US). The R-PP will also serve as a co-financing instrument with other funders. NC-REDD is already having discussions with the CBFF and other potential funds for REDD.

Annex 1a: National System to Manage Readiness

Decree from Prime Minister dated November 26th, 2009:

Democratic Republic of the Congo

Prime Minister's Office

DECREE N^{O} 09140 **OF** 26/11/2009 **PROVIDING FOR THE CREATION, COMPOSIIONS AND ORGANIZATON OF THE IMPLEMENTATION STRUCTURE OF THE PROCESS OF REDUCING EMISSIONS FROM DEFORESTATION AND FOREST DEGRADATION, "REDD"**

The Prime Minister;

Given the Constitution, particularly section 92;

Given Edict n°08/64 of October 10, 2008 providing for the appointment of a Prime Minister Head of Government;

Given Edict n° 08/64 of October 26, 2008 providing for the appointment and functioning of the Vice-Premiers, Ministers, and Vice Ministers;

Given Edict n° 08/073 of December 24, 2008 providing for the organization and functioning of the Government, practical collaboration methods between the President and Head of Government, and between other members of Government;

Given, as modified this day by Edict n° 08/074 of December 24, 2008, Edict n° 075-231 of July 22, 1975 establishing the responsibilities of the Ministry of the Environment, Nature Conservation and Tourism;

Whereas the Democratic Republic of the Congo has committed to implementing the policy of conservation and sustainable use of forests;

Whereas 18 to 25% of greenhouse gas emissions derive from deforestation and forest degradation;

Whereas there is a need to develop enabling mechanisms to prevent deforestation and forest degradation and find alternatives to deforestation;

Whereas the role being played by Congolese forests in regulating and stabilizing the world climate through carbon dioxide uptake, releasing oxygen and protecting water and soil sources;

Whereas the "REDD" process requires the existence of solid and durable partnerships, the support of the international community, concrete actions, consequential political commitment and consensus among actors;

Upon proposition of the Minister of the Environment, nature Conservation and Tourism;

The Cabinet in agreement;

DECREES:

Chapter I: GENERAL PROVISIONS

Section 1: A structure is created to implement in the Democratic Republic of the Congo the process of Reducing Emissions from Deforestation and Forest Degradation, "REDD" in acronym.

The composition, organization and function of the implementation organs of the above-mentioned process are established by the present decree.

Section 2: The Structure's implementation organs are as follows:

- The National Committee
- The Interministerial Committee
- Coordination

The Minister having the Environment in his attributions can create a Technical Committee of national and international experts, also called Scientific Council, whose mission is to provide scientific and technical advice on the REDD process.

Section 3: No member can belong to more than one organ at a time.

Chapter II: FROM THE NATIONAL COMMITTEE

Section 4: The National Committee's mission is as follows:

- Define the orientations and guidelines of the REDD process and decide on the actions to be taken;
- Approve the Interministerial Committee's and National Coordination's respective work plans;
- Provide monitoring, control and evaluation of the implementation of the REDD process;
- Establish a national fund and methods of management and redistribution of the subsidies and resources deriving from the REDD process.

Section 5: The National Committee is comprised of fourteen (14) members, as follows:

- The Secretary General having the Environment and Nature conservation in his attributions: President;

- The Director of Sustainable Development of the Secretariat General for the Environment and Nature Conservation: Reporter;
- A Delegate of the Head of State's Cabinet;
- A Delegate from the Prime Minister's Cabinet;
- The Director of the Direction des Inventaires et Aménagements Forestier du Secrétariat Général à l'Environnement et Conservation de la Nature;
- A Delegate from the Ministry of Decentralization;
- A delegate from the Ministry of Agriculture;
- A representative of the Non Governmental Organizations operating in the environment and rural development sector;
- Two representatives from forest communities and native populations;
- A representative of research NGO, gender and/or development studies;
- A member of the private sector representing the Fédération des Industries du Bois (FIB – Federation of wood industries);
- A member representative of the Fédération des Entreprises du Congo;
- A Delegate of the National Institute of Agronomic Studies and Research ("INERA").

The National Committee members are appointed owing to their skills and experience, by Order of the Minister having the Environment in his attributions upon a proposal from the Ministries and organizations coming under him.

During the sessions, the National Committee members benefit from a token whose amount and methods of payment are established by Order of the Minister having the Environment in his attributions upon a proposal from the National Committee President.

Section 6: The National Committee develops and passes its bylaw. It holds a quarterly ordinary session and an extraordinary session each time the interest requires upon convocation by the Minister having the Environment in his attributions.

Chapter III: FROM THE INTERMINISTERIAL COMMITTEE

Section 7: The Interministerial Committee's mission is as follows:

- Plan and implement the National Committee's decisions and assign responsibility for their execution to the State's relevant structures;
- Identify and mobilize national and international technicians with regard to the problems faced in the field for REDD implementation.

Section 8: The Interministerial Committee is placed under the supervision of Minister having the Environment in his attributions. It is comprised of the delegates and ministers

concerned with land occupation or use, and designated by their respective administrations below:

- Environment, President;
- Agriculture;
- Land Affairs;
- Urban Planning and Habitat;
- Rural development;
- Planning;
- Finance;
- Mines;
- Energy

The Interministerial Committee members are appointed by Order of the Minister having the Environment in his attributions, upon a proposal by their respective Minister.

The Interministerial Committee can regularly call on any other ministry, public service or organization to help him perform his mandate.

Section 9: The Interminsiterial Committee develops and passes its standing regulation. It meets at least once quarterly upon convocation by its President in extraordinary session, each time the interest so requires.

During the sessions, members benefit from a token whose amount and methods of payment are established by Order of the Minister having the Environment in his attributions upon a proposal from the President of the Interministerial Committee.

Chapter IV: FROM NATIONAL COORDINATION

Section 10: National Coordination's mission is as follows:

- Provide for daily management of REDD National Coordination and monitor activities provided in the annual work plan so that they lead to the expected results;

- Formulate, to the attention of the Minister having the Environment in his attributions, proposals for the Expert Technical Committee or Scientific Council and provide for the mobilization of national and international experts;

- Provide for the Technical Secretariat of the National Committee and Interministerial Committee;

- Provide for REDD process coordination in the Democratic Republic of the Congo with the other governmental initiatives and funders in the forestry area, including ties with the PNFoCO, thematic group responsible for forests, and the national REDD process of COMIFAC;

- Encourage and enable a participative approach toward the REDD process through the involvement and consultation of the different stakeholders, particularly the forest communities and native peoples.

Section 11: National Coordination is led by a team comprised of the National Coordinator/REDD assisted by the Principal Technical Consultant, and Information, Education and Communication Consultant and administrative and financial assistants.

It is supervised by the Secretary General having the Environment in his attributions, with assistance from the Director of Sustainable Development, Focal Point of the REDD process.

Section 12: The National Coordination members are appointed from among officials at the Ministry of the Environment, upon proposal by the Secretary General, by Order of the Minister having the Environment in his attributions.

National Coordination can be reinforced by national or international Consultants and/or Technical Consultants, under the responsibility of the UN-REDD programme and/or Forest Carbon Partnership Facility (FCPF) or even by other partners after approval by the Minister having the Environment in his attributions.

Section 13: Without prejudice to the provisions of section 3 of the present Decree, structures will be created at the level of the Provinces of Decentralized and Deconcentrated Territorial Entities, whose configuration and organization are mutatis-mutandis those of the national structure.

Chapter V: FINAL PROVISIONS

Section 14: The Minister of the Environment, Nature Conservation and Tourism is responsible for execution of the present Decree, which becomes effective on the date of its signature.

Given in Kinshasa on

Adolphe MUZITO

(Signed)
José E.B. ENUNDO

Minister of the Environment,

Nature Conservation and Tourism

République Démocratique du Congo

Primature

Le Premier Ministre

DECRET N°09/40 DU 26/11/2009 PORTANT CREATION, COMPOSITION ET ORGANISATION DE LA STRUCTURE DE MISE EN ŒUVRE DU PROCESSUS DE REDUCTION DES EMISSIONS ISSUES DE LA DEFORESTATION ET DE LA DEGRADATION DES FORETS, « REDD » en sigle

Le Premier Ministre ;

Vu la constitution, spécialement en son article 92 ;

Vu l'Ordonnance n°08/64 du 10 octobre 2008 portant nomination d'un Premier Ministre Chef du Gouvernement ;

Vu l'Ordonnance n°08/64 du 26 octobre 2008 portant nomination des vice-Premiers Ministres, Ministres et vice-Ministres ;

Vu l'Ordonnance n°08/073 du 24 décembre 2008 portant organisation et fonctionnement du Gouvernement, modalités pratiques de collaboration entre le Président de la République et le Chef du Gouvernement, ainsi qu'entre les membres du Gouvernement ;

Vu, telle que modifiée à ce jour par l'Ordonnance n°08/074 du 24 décembre 2008, l'ordonnance n°075-231 du 22 juillet 1975 fixant les attributions du Ministère de l'Environnement, Conservation de la Nature et Tourisme ;

Considérant que la République Démocratique du Congo s'est engagée à mettre en œuvre la politique de la conservation et de l'utilisation durable de ses forêts ;

Considérant que 18 à 25% des émissions des gaz à effets de serre proviennent du déboisement et de la dégradation des forêts ;

Considérant qu'il y a nécessité de développer des mécanismes d'incitation à ne pas déforester et à ne pas dégrader les forêts et de trouver des alternatives à la déforestation ;

Considérant le rôle que jouent les forêts congolaises dans la régulation et la stabilisation du climat mondial par l'absorption du gaz carbonique, la libération de l'oxygène et la protection des sources d'eau et des sols ;

Considérant que le processus « REDD » requiert l'existence de partenariats solidaires et durables, l'appui de la communauté internationale, des actes concrets, un engagement politique conséquent et une concertation des acteurs ;

Sur proposition du Ministre de l'Environnement, Conservation de la Nature et Tourisme ;

Le Conseil des Ministres entendu ;

République Démocratique du Congo

Primature

Le Premier Ministre

DECRETE :

Chapitre Premier : DES DISPOSITIONS GENERALES

Article 1er : Il est crée une structure de mise en œuvre en République Démocratique du Congo du processus de Réduction des Emissions issues de la Déforestation et de la Dégradation des Forêts « REDD », en sigle.

La composition, l'organisation et le fonctionnement des organes de mise en œuvre du processus susmentionné sont fixé par le présent Décret.

Article 2 : Les organes de la structure de mise en œuvre sont :

- le Comité National,
- le Comité Interministériel,
- la Coordination.

Le Ministre ayant l'Environnement dans ses attributions, peut créer un Comité Technique d'experts nationaux et internationaux, dénommée aussi Conseil Scientifique, ayant pour mission de donner des avis scientifiques et techniques sur le processus REDD.

Article 3 : Aucun membre ne peut appartenir à plus d'un organe à la fois.

Chapitre II : DU COMITE NATIONAL

Article 4 : Le Comité National a pour mission de :

1. définir les orientations et les directives du processus REDD et de décider des actions à mener ;
2. approuver les plans de travail respectif du Comité Interministériel et de la Coordination Nationale ;
3. assurer le suivi, le contrôle et l'évaluation de la mise en œuvre du processus REDD ;
4. mettre en place un fonds national et de fixer les modalités de gestion et de redistribution des subventions et des ressources provenant du processus REDD.

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Le Premier Ministre

Article 5 : Le Comité National est composé de quatorze (14) membres repris ci-dessous :

- le Secrétaire Général ayant l'Environnement et la conservation de la Nature dans ses attributions : Président ;
- le Directeur du Développement Durable du Secrétariat Général à l'Environnement et Conservation de la Nature : Rapporteur ;
- un Délégué du Cabinet du Chef de l'Etat ;
- un Délégué du Cabinet du Premier Ministre ;
- le Directeur de la Direction des Inventaires et Aménagements Forestier du Secrétariat Général à l'Environnement et Conservation de la Nature ;
- un Délégué du Ministère de la Décentralisation ;
- un Délégué du Ministère de l'Agriculture ;
- Un représentant des Organisations Non Gouvernementales opérant dans le secteur de l'environnement et du développement rural ;
- deux représentants des communautés forestières et des peuples autochtones ;
- un représentant des ONG de recherche, de genre et/ou d'études sur le développement ;
- un membre du secteur privé représentant la Fédération des Industries du Bois (FIB) ;
- un membre représentant la Fédération des Entreprises du Congo ;
- un Délégué de l'Institut National pour les Etudes et la Recherche Agronomiques « INERA ».

Les membres du Comité National sont nommés, en raison de leur compétence et de leur expérience, par un Arrêté du Ministre ayant l'Environnement dans ses attributions sur proposition des Ministères et organismes dont ils relèvent.

Les membres du Comité National bénéficient, durant les sessions, d'un jeton de présence dont le montant et les modalités de paiement sont fixés par l'Arrêté du Ministre ayant l'Environnement dans ses attributions sur proposition du Président du Comité National.

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Primature

Le Premier Ministre

Article 6 : Le Comité National élabore et adopte son règlement intérieur. Il tient une session ordinaire par trimestre et une session extraordinaire, chaque fois que l'intérêt l'exige sur convocation du Ministre ayant l'Environnement dans ses attributions.

Chapitre III : DU COMITE INTERMINISTERIEL

Article 7 : Le Comité Interministériel a pour mission de :

- planifier la mise en œuvre des décisions du Comité National et attribuer la responsabilité de leur exécution aux structures compétentes de l'Etat,
- identifier et mobiliser les techniciens nationaux et internationaux face aux problèmes rencontrés sur le terrain pour la mise en œuvre du processus REDD.

Article 8 : Le Comité Interministériel est placé sous la direction du Ministre ayant l'Environnement dans ses attributions. Il est composé des délégués des ministères concernés par l'occupation ou l'exploitation des espaces, désignés par leurs administrations respectives ci-après :

- Environnement, Président ;
- Agriculture ;
- Affaires Foncières ;
- Urbanisme et habitat ;
- Développement Rural ;
- Plan ;
- Finances ;
- Mines ;
- Energie.

Les membres du Comité Interministériel sont nommés par Arrêté du Ministre ayant l'Environnement dans ses attributions, sur proposition de leur Ministre respectif.

Le Comité Interministériel peut ponctuellement faire appel à tout autre ministère, service public ou organisme pouvant l'assister dans l'exercice de son mandat.

République Démocratique du Congo

Primature

Le Premier Ministre

Article 9 : Le Comité Interministériel élabore et adopte son règlement d'ordre intérieur. Il se réunit au moins une fois par trimestre sur convocation de son Président et en session extraordinaire, chaque fois que l'intérêt l'exige.

Les membres bénéficient durant les sessions d'un jeton de présence dont le montant et les modalités de paiement sont fixés par Arrêté du Ministre ayant l'Environnement dans ses attributions sur proposition du Président du Comité Interministériel.

Chapitre IV : DE LA COORDINATION NATIONALE

Article 10 : La Coordination Nationale a pour mission de :

- assurer la gestion journalière de la coordination nationale REDD et suivre les activités prévues dans le plan de travail annuel afin qu'elles aboutissent aux résultats attendus ;
- formuler, à l'intention du Ministre ayant l'Environnement dans ses attributions des propositions pour les membres du Comité Technique d'Experts ou Conseil Scientifique et assurer la mobilisation des experts nationaux et internationaux ;
- assurer le Secrétariat Technique du Comité National et du Comité Interministériel ;
- assurer la coordination du processus REDD en République Démocratique du Congo avec les autres initiatives gouvernementales et les bailleurs de fonds dans le domaine forestier y compris le lien avec le PNFCoFo, le groupe thématique chargé des forêts ainsi que le processus régional REDD de la COMIFAC ;
- inciter et assurer une démarche participative au processus REDD par l'implication et la consultation des différentes parties prenantes, notamment les communautés forestières et les peuples autochtones.

Article 11 : La Coordination Nationale est animée par une équipe composée du Coordinateur National/REDD assisté par un Conseiller Technique Principal, un Conseiller en Information, éducation et communication et d'assistants administratif et financier.

Elle est supervisée par le Secrétaire Général ayant l'Environnement dans ses attributions, assisté par le Directeur du Développement Durable, Point Focal du processus REDD.

République Démocratique du Congo

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Primature

Le Premier Ministre

Article 12 : Les membres de la Coordination Nationale sont nommés parmi les fonctionnaires du Ministère de l'Environnement, sur proposition du Secrétaire Général, par Arrêté du Ministre ayant l'Environnement dans ses attributions.

La Coordination Nationale peut être renforcée par des Consultants et/ou des Conseillers techniques, nationaux et internationaux, pris en charge par le programme UN-REDD et/ou par le Fonds de Partenariat pour le Carbone Forestier (FCPF) ou encore par d'autres partenaires après approbation du Ministre ayant l'Environnement dans ses attributions.

Article 13 : Sans préjudices des dispositions de l'article 3 du présent Décret, il sera créé des structures au niveau des Provinces des Entités Territoriales Décentralisées et Déconcentrées, dont la composition et l'organisation sont, mutatis-mutandis, celles de la structure nationale.

Chapitre V : DES DISPOSITIONS FINALES

Article 14 : Le Ministre de l'Environnement, Conservation de la Nature et Tourisme est chargé de l'exécution du présent Décret qui entre en vigueur à la date de sa signature.

Fait à Kinshasa, le

Adolphe MUZITO

José E.B. ENDUNDO

Le Ministre de l'Environnement, Conservation de la Nature et Tourisme

Primature, Kinshasa / Gombe
Tél. : (+243) 0 81 276 25 04 - B.P. 8931 Kin 1. E-mail : primaturerdc@yahoo.fr

Annex 1b: Stakeholder Consultations Held So Far on the R-PP

Illustration of the benefit of consultations for the development of the RPP through the example of a provincial workshop

CONDUCT OF A PROVINCIAL AWARENESS RAISING AND CONSULTATION WORKSHOP ON THE REDD PROCESS

Objective: The provincial workshop's primary objective is to inform all of the province's stakeholders on the essential factors for understanding the REDD Process in the DRC, particularly: its objectives, structure, programme of activities and expected results. This occasion is also an opportunity to consult with stakeholders on their expectations and concerns with regard to this new initiative.

Number of participants: There are in general 80 people who constitute a representative sample of the province's stakeholders, local populations and natives who are represented by the NGO that support them. Participants generally come from the Provincial Government, Provincial Assembly, Civil Society, the Private Sector, Universities and Higher Institutes, etc.

Configuration and conduct of the workshop: The workshop is conducted over three days – the first two regarding all stakeholders while the third is exclusively reserved to civil society organizations.

EXAMPLE OF THE WORKSHOP IN KISANGANI, COUNTY OF THE ORIENTAL PROVINCE.

The Kisangani workshop organized between September 16 and 18, 2009 respected the previously mentioned configuration and the first two days were conducted according to the steps mentioned above. It was opened by the Provincial Minister of the Environment in the presence of the UNDP Field Office Chief and brought together 80 participants. National Coordination members, civil society members and Professors from the University of Kisangani made the ten following presentations to participants:

- Forest and climate change
- UNFCCC and forests: REDD genesis
- What are the implications for the Oriental Province?
- Pre-requisites for participating in the REDD Process
- 2009-2010 REDD Process Work Programme
- Understanding degradation and deforestation: measuring GHG gas emissions relating to deforestation and forest degradation
- Research and field work in humid tropical forests
- Measuring carbon stocks in tropical forests
- Civil society perspectives on REDD
- National Coordination, participation and capacity building at the interministerial and local levels

The debates and discussions that followed the presentations, and exchanges in commissions made it possible to identify the expectations, concerns, reservations, and following recommendations:

Expectations

- Substantial financial effects expected from REDD; part of them shall serve to fight against the poverty of the local and indigenous populations;

- The opportunity to promote research at the universities on themes relating to REDD and developing national skills;
- The opportunity for the province to benefit from the capacity building of persons called to disseminate REDD activities to stakeholders.

Concerns and reservations

- The lack of REDD structure at provincial, territorial and local levels;
- The fear of seeing REDD revenues totally consumed in Kinshasa to the detriment of the population within the country;
- The risk of excluding local and indigenous communities from REDD revenue distribution due to the fact that they have no property title over the forests.

Recommendations

- The REDD Process must encourage the capacity building of all stakeholders;
- Participative zoning must be recognized as an essential instrument to conduct REDD Process activities in the DRC;
- The international community must grant consistent and equitable compensation to the DRC, which contains 60% of the forests in the Congo Basin, whose role in regulating the world climate is unanimously recognized;
- National Coordination-REDD must implement a framework for dialogue and communication with all stakeholders.

As mentioned earlier, the third day of the workshop was reserved exclusively for civil society activities. Civil society made the most of this day to build the capacities of its members with the perspective of passing on REDD messages to local and indigenous communities. Debates and discussions during this day focused on the three following presentations:

- Understanding REDD: Basic notions and major issues;
- REDD experiences: How NGO in Africa, America, Asia and Europe are involved;
- Communication, awareness raising and consultation methodology.

National Coordination members also participated in the work on this third day. They took the opportunity to make a list of all the NGO represented at the workshop with a form designed to that end.

A few days after the workshop was over, National Coordination sent the workshop report by email to all participants, who had already received a CD containing most of the presentations from the first two days. Afterward, National Coordination kept the expectations, concerns and recommendations contained in this report in memory in order to take them into consideration during development of the process and especially for development of the National strategy.

Annex 2a: Assessment of Land Use, Forest Policy and Governance

2a-1 / Analysis of Deforestation Causes

Three studies were started at the end of 2009 to complete the vision of deforestation and degradation factors. They must lead to a consensual synthesis on all deforestation and degradation causes at the national and provincial level. These studies are presented below:

Qualitative study: Obtain a complete qualitative vision of deforestation factors at the local, provincial and national level

- *Study n°1: Bibliographic analysis of deforestation causes in the DRC (mid-February 2010)*: This study, currently in progress, must provide a report on the causes of deforestation in the DRC, based on existing literature (scientific publications on the Congo Basin region, documents developed by projects/programmes that were implemented in the different DRC regions that led to analyses on deforestation causes, statistical data to support the affirmations, etc.). This analysis will examine the direct and indirect causes at the national level, but will focus mainly on the current indirect deforestation causes.
- *Study n°2: Field surveys of deforestation causes, within the framework of the UNEP's "post-conflict environmental evaluation" programme (July 2010):* These surveys must lead to the achievement of monographs of deforestation factors for at least 40 sites distributed across 10 regions in the DRC. These monographs will include photos of the zone, its geographic coordinates, identification and analysis of the principal direct and indirect deforestation causes. They will then be synthesized and grouped into provincial syntheses. Finally, a national synthesis will be produced, based on a comparative and semi-quantitative analysis of the different regions. This national synthesis will integrate the results of the previously conducted bibliographic study.

Quantitative Study: Understanding past deforestation space distribution and identifying zones at risk

- *Study n° 3: Spatial analysis of deforestation and degradation factors (July 2010):* The Université Catholique de Louvain began a cartographic analysis of spatial deforestation factor in the country. Its objective is to quantify the influence of spatial variables explaining deforestation and degradation for the 1990-2000 and 2000-2005 periods at the country scale. The statistical method (logistic regression) will enable to estimate the weight of the different independent deforestation localization variables (population, accessibility, density of transportation networks, land use, topography, proximity to urban zones and markets, types of forests, insecurity). One of this work's results will be a deforestation risk map based on these spatial factors, which make it possible to identify zones at risk of deforestation in the country and guide geographic projects toward these regions.

Syntheses: Resulting with a consensual document on the provincial and national causes

- *Study n° 4: Provincial and national syntheses of the complete work (December 2010)*: The three studies menationed above provide a complete image of the deforestation process, since they examine simultaneously the direct, indirect, past, present and future causes of deforestation quantity and localization. Provincial syntheses and a national synthesis will be produced. They will be presented through workshops at national and provincial levels, in a way that will allow reaching consensus on deforestation drivers by the end of 2010 with all stakeholders and notably with civil society.

2a-2 / Analysis of past experiences

This study focuses on the lessons to be learned from past activities and those in progress aimed at developing alternatives to deforestation and degradation, sustainable management, forest conservation in DRC, and increasing carbon stocks. It seeks to understand the implications of underlying causes of success and failure for developing a REDD plan. Both projects and programmes that can contribute to reducing emissions or increasing absorption in the forestry sector will be considered in this study. For instance and without being exhaustive, the following will be assessed:

- As for programmes: PNFoCo, CARPE etc.
- As for projects: reforestation in Ibi Bateke, agroforestry in Mampu, energy substitution in Nioki, community-based forestry in Kikonke, charcoal in Lubumbashi etc.

This study will be conducted in two phases:

- Phase 1: Bibliographic review, interviews in Kinshasa and the production of an interim report (completed in February 2010)

Pre-inventory of National Coordination-REDD initiatives (communication with contacts based in Kinshasa)

Data collection through document research and meetings with project developers or persons involved in the sectorial programmes

Production of an interim report: Particular attention will be given to identifying trends, recurring problems and principal success factors. A short summary of the lessons learned will be established based on the conclusions.

- Phase 2: Project visits, production of the final report, and consolidation of a database

Examination of monitoring mechanisms and existing databases
Development of a project and programme database (integrating in particular data from the OFAC inventory and the DRC's common geographic referential) made available on the Internet
Data collection and introduction through questionnaires sent to project developers, cooperation agencies, Ministries

Visits of sites including types of activities that could be included in the REDD strategy:

- Agroforestry project
- Agricultural intensification project
- Slash and burn agriculture with biochar
- Reforestation project for charcoal production
- Project for the development of alternative energy sources Projet de développement de sources d'énergie alternatives (briquettes, mini hydro, etc.)
- Community Conservation Project
- Participative zoning project
- ….

Final report
Consultation on the final report
Completion of the final report

Annexe 2b: REDD strategic options

The options presented below are absolutely preliminary, based on exploratory study of REDD+ potential in DRC. Like other works in progress or forecasted, this analysis will contribute to build the strategy which will be conducted in a participative manner within the next three years. The text below presents the rough results of the study and obviously the options will be refined, completed, prioritised etc.

A first portfolio of 14 key programmes

To date, the DRC has structured its REDD+ plan in a preliminary manner, based on 4 components divided into 14 distinct programmes (see board 12). These programmes will be honed and structured within the framework of activities to be launched as of early 2010 and conducted within the framework of the national participative process.

Within the development of the preliminary strategy, one of the central components of the strategy's development is the "transversal component," which regards institutional capacity building in the DRC. This component is discussed in section 2c., which regards the REDD implementation framework.

Component I: Management, sustainable use and increase of the forest heritage, under the responsibility of the MECNT

This component, placed under the supervision of the MECNT, aims to organize all activities relating to forestry. Four supplementary programmes have been developed, which enable to cover the different forest 'perimeters' defined within the framework of the Forest Code through adequate actions.

Programme 5: Management of activities in the "Permanent production forests" focusing on sustainable industrial and traditional use, and the fight against illegal use

This programme's objective is to support concession management actions and forest use licenses (industrial and traditional) and fight against illegal use on the entire territory.

Concrete actions have already begun on four fronts:

i. Conversion of former industrial titles into new titles, based on project specifications and sustainable management development plans. Titles converted relate to 9 out of 24 million ha that were previously being used. The conversion process of titles must be completed in a transparent manner, respectful of human rights, in order to contribute to reducing conflicts for access to resources between loggers, local communities and indigenous people.

ii. The delivery of traditional licenses in certain perimeters that are not under pressure.

iii. Increased control of illegal use in the perimeters where pressure on the Forest is very strong, such as Bas Congo, and the provinces of North and South Kivu.

iv. The implementation of a wood traceability and market control system.

The present programme therefore aims to support these measures, particularly by:

i. Granting new operation licenses (10 million ha in addition to the 9 recently confirmed) at the end of the moratorium, in the perimeters identified at the end of zoning*. Beneficiaries of the said licenses will have to negotiate project specifications with the local communities and develop plans that guarantee sustainable forest resources management.

ii. The implementation of incentive programmes for previously clandestine users to become legal.

iii. Support for the fight against illegal use over the entire national territory. The illegal logging is partly linked to cross-border illegal trade of wood, and this factor will have to be addressed through cross-border cooperation in the field of law enforcement, for instance. This cooperation could be developed in the framework of Lukasa Accord to which several neighbours of DRC belong.

Programme 6: Management, development and extension of the "classified forests," and preservation of their biodiversity, particularly through the development of public private partnerships (PPP)

As previously mentioned, the DRC has already classified 10% of its territory to preserve biodiversity within well-defined perimeters. The objective in the years to come is to reach 15% of the national territory.

This programme therefore aims to:

i. Define the supplementary perimeters to be classified, in coordination with the different stakeholders, within the territory 'zoning' framework.

ii. Implement efficient management systems of these perimeters in order to guide and/or control the activities conducted therein and develop their resources.

Management of these areas can be made according to several methods, depending on each one's potential and specificities: maintenance under state management, by the ICCN in particular; management delegated to private entities or international organizations within the framework of public-private partnerships (PPP); co-management with local communities, etc.).

Programme 7: Forestation and deforestation

In order to reach the sequestration potential estimated at first glance at 30 Gt by 2030, the DRC shall implement an ambitious deforestation / reforestation programme affecting approximately 13 million ha, including: a portion for afforestation in the marginal zones (savannahs); another for reforestation of degraded forests. This objective will be specified in the months to come during zoning of the national territory.

**it is worth highlighting that national and international civil society is firmly opposing the idea, and call for maintaining the moratorium on the delivery of further logging license*

These afforestation / reforestation programmes will be carried out by resorting to mechanized means or a high intensity of labour (EIIP).

Technical choices will be made according to location and perimeter specificities. These projects can be carried out by the State, private operators or communities, depending on the case.

The lessons learned from projects already carried out in the DRC, particularly the experiences of Mampu and Ibi will be accumulated for the new projects. They will be included in the analysis of past experiences (see annex 2a-2).

Programme 8: Identification of "protected Forests" and gradual transfer of their management to local communities

The DRC wants to implement community management of 'protected Forests' gradually in order to involve and empower local communities to manage their forest heritage.

This programme therefore aims to:

i. Target and define potential areas within the framework of territorial 'zoning'

ii. Support local communities in implementing suitable organizations to manage these areas

iii. Build these organizations' management capacities to enable them to manage and develop their areas, including through the creation of revenue-generating activities, such as sustainable wood harvesting, eco-tourism and non-wood forest products.

This programme will be carried out within the framework of a participative process involving civil society, the local authorities and communities.

Component II: Accelerated development of successful farming in a rural-forest environment, in coordination with the MECNT and the Ministry of Agriculture

The programmes included in this component are essential for the success of REDD+, with regard to the importance of deforestation and degradation (current or future) caused by farming activities (over 40% of the potential by 2030). Thus, the programmes defined within the framework of the REDD+ Plan can be the premises of a complete national agricultural strategy, whose aim is to increase productivity, increase the sectorial GDP and improve farmer revenues.

Programme 9: Increased productivity and sedentary lifestyle of subsistence farmers based on large scale social farming programmes

This programme's objective is to increase productivity and sedentary culture style of subsistence farmers, who currently use shifting cultivation burn techniques and find themselves in enclosed zones, not allowing them to progress toward marketable farming.

This programme's aim is to reach 50% of these subsistence farmers by 2030 with large-scale social agriculture projects. It is expected to improve yields significantly (up to 100 to 200% in certain cases), and to perpetuate crop growing through adequate cultivation, thus enabling population to become sedentary on already cultivated land.

The steps to implement these programmes, already tested in countries such as Ethiopia, India or Morocco, are as follows:

i. Conception according to population needs and the geographic accessibility of cultivation zones. Programmes will focus on increasing cultivation productivity, particularly manioc, which represents 70% of agricultural production. They can however be adapted to specific local characteristics and favor zones of strong agricultural pressure on the forest.

ii. Management based on support for the creation and development of community structures responsible for guiding farmers and disseminating good cultivation practices.

iii. Continued support to these community structures by providing inputs (seeds and fertilizer), through a network of authorized suppliers.

Implementing and managing these social farming programmes can be entrusted to public institutions or international technical and/or financial partners.

Programme 10: Increased output and value added for small farmer commercial agriculture, based on the aggregation of techniques with low impacts on forests, including agroforestry

In the perimeters adapted to commercial agriculture, oriented toward supplying urban communities, this programme seeks to improve performance and increase the added value of small commercial farmers and breeders (bovine, sheep/caprine, etc.).

The goal is to reach approximately 75% of these farmers by 2030, through two types of programmes aimed at increasing their farming revenues: through intensified cultivation (significant yield increases, particularly for manioc) and/or reconversion toward higher value added cultivation (for example, orchards or agroforestry vs. only cereals). This programme will be structured as follows:

i. Development of **aggregation projects** affecting approximately 50% of these farmers, aiming to put small farmers into contact with structured farmers who have access to the market (for example, agro-industrial, large-scale farming, food distribution chains). Within the framework of the standard contract (contract farming), aggregators can purchase from small farmers (off-take), that is, coproduce with these farmers by supplying inputs and necessary technical guidance. The State's role will be therefore to select aggregators and implement the necessary legal framework to develop aggregation, as well as a favorable incentive framework.

ii. Implementation of agriculture **extension programmes**, whose objective is to provide support to farming communities for a limited time (2-3 years) with the intention of (1) structure them around efficient organizations that are responsible for their guidance and development of agricultural activities, (2) support them financially to acquire better quality equipment and inputs during the launch phase, and (3) provide technical support to improve cultivation and marketing techniques.

Also, after a starting phase, these farming organizations should gain autonomy from an agricultural (purchase of inputs) and marketing standpoint.

Programme 11: Controlled development of intensive farming (including export), through the rehabilitation of old and new plantations / savannah ranches

The programme developed within the framework of the REDD+ Plan seeks to widen the DRC's intensive farming development potential, particularly in oil palm crops and potentially bovine and sheep ranches.

To reduce the potential impact of intensive farming on the forest three major actions can be taken:

i. Orienting investors toward old plantations located in the forest in order to rehabilitate them (between 1.4 and 1.6 million ha);

ii. Identifying marginal zones adapted to the creation of plantations and ranches within the territorial zoning framework;

iii. Defining project specifications for the sustainable management of farms by agents, specifying employment clauses for the local population, and possibly the aggregation of small bordering farms within the framework of equitable contracts (see programme 10).

Even though such options will still be debated, civil society already raised strong concerns about cattle ranching and intensive agriculture expansion (outside former plantations).

Component III: Limitation of urban growth and industrial sectors' impact on the Forest, thanks to strong interministerial coordination

Programme 12: Decreased demand for firewood and increased supply through afforestation / sustainable reforestation, within the framework of a coherent national energy strategy

Afforestation and reforestation programmes intended to provide firewood to urban populations in a sustainable manner can be completed by this programme, whose aim is to reduce demand, mainly by providing electricity to the entire territory, meeting up to 60% of needs, since the Government provides for it in its equipment programmes to be completed by 2030. Equipment costs are not included in the REDD+ plan.

The afforestation and reforestation programme included in the REDD+ Plan focuses particularly on the following supplementary activities:
i. Providing improved heating systems in urban homes in order to reduce their firewood consumption;
ii. Promoting alternative energy sources, such as biomass briquettes (including agricultural residues, leaves, saw dust, etc.);
iii. Extension of the electric network coverage to big city suburbs, and subsidize part of the consumed electricity.

Programme 13: Limitation of the direct and indirect impact of forest harvesting and industrial sectors

Very high opportunity costs, above €60/t CO2e, corresponding to reduced mining and hydrocarbon production limit the reach of this lever.

The following measures limiting the impact of activities in this sector can however be provided:

i. Defining zoning that established priorities for the localization of future mining extraction and hydrocarbon production activities.

ii. Integration into contracts for research and exploitation of sustainable development clauses, which enables to limit the migration of populations living in forest regions and imposes reforestation after exploitation.

Programme 14: Integrated rural and urban socioeconomic development creating alternative activities that generate revenue

The DRC Government has already defined and begun the implementation of a National socioeconomic development strategy that is integrated throughout the territory. The programme is part of the REDD+ Plan and should encourage more complete sectorial programmes in the future.

This programme will therefore focus on implementing pilot projects throughout the territory that are intended to create revenue-generating activities for local communities, thus reducing their dependence with regard to the forest, and therefore the pressure exerted upon it.

Several pilot projects could be tested within this framework, such as eco-tourism development in certain protected areas or that of forest and agricultural product processing industries with strong value added.

Annex 2c : REDD Implementation Framework

2c-1 / Major issues associated with the legal framework

The legal framework is a determining component of the REDD future national strategy's success. It aims to enable the following double capacity:

- The capacity of public authorities to act, and successfully market environmental services (specifically with regard to carbon and benefits associated with REDD programmes), provide for monitoring of actors, validation, funding and management of programmes and law enforcement
- The capacity of actors in the field to participate in the REDD process, develop projects and programmes and implement them, while respecting the law and their commitments

This capacity building is based on the institution of legal entities to manage the process (governance, coordination and programming, monetary flow management, monitoring and management, etc.). The decree of November 26, 2009 establishes an institutional framework to prepare for REDD. This is a temporary framework that will make way on January 1, 2013 for a complete and permanent framework providing for the deployment of the REDD 2030 strategy. This institutional framework will particularly provide for transparent, participative, coordinating and effective management of the policies, measures and associated funding.

These institutions in turn shall rely on the adjustment and development of a legal framework in order to clarify new legal focuses, such as carbon and property and compensation rights associated with its sequestration or emissions prevention. In the current situation, carbon can be interpreted as a "natural fruit" and therefore already fall under the DRC's civil code. This existing category would therefore enable to determine who has rights and obligations. But the REDD strategy's complexity and inclusiveness can lead to suppose that there is coordination and therefore more centralized management of implementation means by the State. Carbon assets could therefore come back to the State, on the condition that redistribution rules and funding use are defined, to ensure mobilization of actors and deployment means.

This legal framework must follow from a shared vision of the national REDD strategy. This vision enables particularly to determine the REDD process objectives, with quantitative and qualitative objectives in the long term at the national level divided into sub-national objectives in the shorter term. This vision also determined the strategic paths to implementation, for example, placing REDD within the country's decentralization process. This process sustains the REDD National Committee's thoughts on the responsibilities and therefore means to be allocated to the different actors, public authorities and others deployed at sub-national levels. The rights and responsibilities for each should be clarified by disassociating the national cover (ensuring coherence of the DRC'S rights and responsibilities and continuously answering questions) from the sub-national level of activities, whose aim is to achieve effective and efficient implementation.

Development of legal instruments for REDD implementation therefore depends on what exists (legal documents on the forest, environment, enumeration of the rights between national and decentralized levels, etc.) and on the shared target vision. These instruments include the means of adopting plans or strategy, the shape of these plans, the financing mechanism and related funds, the framework determining the sharing logics, means of action, monitoring and control, etc.

General principles have already emerged from the first informal discussions and consultations between stakeholders in the DRC. Among these principles, it is possible to head toward a relatively decentralized distribution of actors' roles and responsibilities, with in particular:

- The Congolese State's positioning on establishing objectives and priorities, strategic planning and programme orientations, determining an adapted legal, regulatory and fiscal framework, and legal tools clarifying each actor's rights and duties, the division of forest resources and particularly those deriving from carbon, regulation and monitoring of management plans, support for their implementation, management of the entire strategy, overall harmonization and coordination, and control over law enforcement.
- Greater freedom of private or community economic authorities, sustained by a larger transfer of forest resource management to those actors most capable of ensuring local control and becoming organized to support projects and mobilize REDD and supplementary funding in a transparent manner and integrated with national carbon accounting.

Actually, in the DRC, the traditional logic of land appropriation and its use and colonization creates a naturally conducive framework for applying incentive REDD mechanisms (contrary to countries where an already established body of regulations already has environmental obligations toward land owners and effective application means). But the final land user and personality capable of preventing deforestation and forest degradation is mostly communal, relating to local traditional organizations. There is therefore in the DRC a need to legally organize collective responsibility by supporting basic communities in developing management plans and gathering and managing implementation and monitoring approaches.

2c-2 / Terms of reference of the study on "Revenue distribution from national resources within the REDD framework"

1. Context

REDD/REDD+ must be considered as an economic incentive for institutional capacity building of Congolese forest governance. As such, clarification of land tenure and traditional law, improved governance and better understanding of household economic decisions are key components to successfully implementing policies related to this process. Similarly, transparency, efficiency and equity related to the revenue sharing mechanism constitute a key component of the future REDD+ strategy.

Also, different studies will be conducted on revenues deriving from the forest, environmental services and their financial or other contribution to the quality of life of populations, PES mechanisms or more directly REDD redistribution at the regional and international level. These studies will lead to development of the regulations that will control international financing redistribution associated with the national REDD+ programme.

Beyond these distribution rules, the country will also implement a transparent and effective financing mechanism in the form of a national REDD fund that is governed and operated independently from the State. This fund will be sustained by the international REDD mechanisms expected to derive from negotiations within the UNFCCC framework. It can function as a "basket fund" centralizing all funder contributions under the UNFCCC and beyond. The governance and fund management structure will be responsible for providing funding according to the guidelines promulgated by the Congolese government following the solid scientific and consultative process.

It is in this context that NC REDD/UNEP is calling for consultation to achieve a study on distribution of revenue deriving from natural resources in the DRC.

2. Service description

2.1. General and specific objectives

The mission's general objective is to provide in a participative manner a clear vision of a reliable and transparent redistribution mechanism of revenue deriving from the REDD process in the country, to build on lessons learnt from existing redistribution systems (successful or not) in order to support its implementation in the DRC.

Specific objectives will enable the following:

- Analyse existing national and local redistribution systems in DRC and similar countries
- Emphasize connections with MDP projects in progress or to come in the DRC;
- Alignment with existing international processes throughout the world;
- Recommend the best revenue redistribution options for DRC.

2.2. Expected results

At the end, the mission expects to provide these results to sponsors:

- A completed analysis of the national revenue redistribution mechanisms;
- A completed comparison with other relevant international and regional systems;
- A completed proposal for a redistribution mechanism adapted to the national context.
    - The system will be as operational as possible (and will be relevant to the prerequisites in terms of local banking system, law enforcement, decision making process and trade-offs etc. The cost and planning of implementation for the proposed architecture will also be available.

3. Methodology: location and duration

3.1. Service location

The service will take place in Kinshasa and in the provinces to identify the local knowhow not only of those in power, but also the Congolese population, with regard to compensation and revenue redistribution from natural resources management.

3.2. Start date and implementation period

The mission will start as soon as possible and last over two (2) or three (3) months. Report documents shall be provided later at the end of these two (2) or three (3) months.

Activities will be planned as follows:

Activities
Preparation by the consultant of a realistic work plan that shall be validated by NC REDD This work plan will integrate an analytical grid, with key questions to be targeted during the analysis of existing mechanisms in DRC an other relevant countries (among these key

questions, we can already consider the link with land tenure rights, the efficiency of redistribution at local level, conflict management, necessary measures to accompany the process, notably as regard building capacities and external audit etc.).
Introductory work session with National Coordination REDD
Data collection as such
➢ *Identify compensation mechanisms in progress in the DRC from revenues deriving from natural resources, and analysis of factors of success and failure;* ➢ *Identify lessons learnt from redistribution mechanisms existing among local communities and indigenous people (with the required enhancement of capacities in terms of financial management and control mechanisms);* ➢ *Conduct a comparative bibliographic study of the different experiences at the international level, with the intention of implementing a redistribution fund;* o *Revenue sharing mechanisms from forestry sector in other comparable countries (like Cameroon)* o *Management of revenue flows related to the exploitation of natural resources in comparable situations (for instance: revenues from oil in Congo Brazzaville or Gabon)* o *Former experiences of fiduciary arrangements and funds to manage revenues from natural resources (for instance pipeline Tchad-Cameroon)* o *Experiences of payment for environmental services (Costa-Rica, Mexico…)* ➢ *Organize a workshop on the issue of resource management and distribution to explore the principal issues possibilities and risks, etc.*
Writing of the proposal for the compensation fund from natural resources revenues

3.3. Development of the mission

Since the mission must be carried out in the DRC (Kinshasa and provinces: to be defined), the Consultant shall come closer to stakeholder groups in order to collect data efficiently. These groups include notably the MECNT, NC REDD, Civil Society, the Private Sector, local and indigenous population networks, etc.

4. Reports

The mission will produce two reports:

A. An interim report, intervening after data collection and analysis, to be presented at the stakeholder discussion workshop for the implementation of a compensation fund.

B. A final report presenting the study's conclusions and recommendations, including a summary and abstract of one (1) page each, a four-page "operational synthesis" (in French) providing a general overview of the work's key results. The final report will include the work methodology, a case study, the lessons to be learned and recommendations.

Annexes shall include the following: The study's terms of reference, the mission's timetable, the list of documents consulted with the list of persons conferred with, as well as the proposal for

the compensation fund from natural resources revenues for future public consultation. The final report shall be submitted in three copies to NC REDD.

The final report shall be simple to read and focus on the service's essential points.

The report will be presented according to the following structure:

Summary

Abstract

Introduction (programme context and description)

Team conducting the study

Methodology followed

Examination of the situation at the national and international level

Lessons learned

Advised options, investment plan and associated roadmap

Conclusions and recommandations

Annexes

The reports shall be written in French in A4 format and structured according to the standard possibly required by NC REDD. The final report shall also be submitted on a CD-ROM.

5. Profile of experts

The study will be conducted by a consulting team including:

An international consultant with past experience in redistribution of revenues from natural resources in various countries;

At least two national consultants, experts of Congolese environmental law, with at least one consultant from civil society.

- Required profile for the international consultant (training, experience, references and categories, as necessary):

  The expert will have a university diploma, (Master's level) in socioeconomic science, environmental and development science or equivalent;

  Overall minimum 8 years of experience in the fields of redistribution systems, community development, forestry and decentralization techniques. Experience in the DRC context is considered an asset;

  Practical experience on governance and decentralization aspects is considered an asset;

- Perfect proficiency in French is mandatory. Good knowledge of English is considered an asset.

6. Various information

The basic documents to be consulted are:

- The DRC Forest Code;
- The *Document de la Stratégie nationale de Croissance et de lutte contre la Pauvreté* (DSCRP – Strategic growth and poverty reduction document);
- The DRC Constitution (see subsections/sections on the decentralization system with the portions allocated to the decentralized and deconcentrated entities);
- Available bibliography on international experiences;
- Information documents on REDD in the DRC;
- Etc.

2c-1 / Terms of Reference: Study on 'transversal' legal reform to support the implementation of REDD

This study is on cross-cutting or transversal legal reform needed for the full implementation of REDD in DRC including land tenure, land use planning and law enforcement. Microfinance and the credit system will be treated as part of the study on benefit-sharing 2c(2).

1 - Context

As stated in Section 2a ("Assessment of Land Use, Forest Policy and Governance") in the section on "political and institutional factors" there are numerous areas in which the legislative and institutional framework is currently inadequate. These include, but are not limited to: absence of most of the necessary implementation decrees for the Forest Code (2002); lack of a coherent policy framework; absence of coherent national and local zoning plans which would give geo-spatial meaning to the Forest Code and the associated implementation decrees; overlapping forest, mining, agro-industry (plantations) and community tenure claims; incompleteness of existing policy and legal reform processes, such as the 'legality review' of logging titles (leading to uncertainty about the legal status of some operations); lack of recognition and security of land tenure for local communities and indigenous peoples; and the challenge of decentralisation. Moreover, there is incoherence between laws; between laws and the 2006 Constitution; and between written/statutory law (droit écrit) and customary law (droit coutumier).

The study should bear in mind the experience and lessons learnt from the European Union's FLEG-T programme in other countries, and the consultative process leading towards Voluntary Partnership Agreements (VPAs), and in particular the lengthy period that can be required in order to establish agreement about the necessary legal and policy reforms.

2. Challenges - need for a coherent REDD policy for DRC

The legal and institutional developments and reforms necessary for REDD will vary according to what policy form REDD takes in the DRC and internationally (for example, market-based, fund-based or hybrid mechanism). The legal provisions for a pure market-based system are likely to be substantially different from one based on government-to-government payments. Similarly, there are likely to be substantial differences in the legal requirements (including in relation to land tenure issues) depending on what the basic policy is on distribution of benefits, and on which activities and stakeholders are eligible for REDD payments. Given that the government of DRC is unlikely within the foreseeable future to have the

capacity to engage in all the possible options for action on REDD, there will inevitably also be a process of prioritisation – which, as with the above matters, are essentially political decisions.

The absence of an overarching policy framework for REDD – including a clear statement of objectives – thus means that there are considerable uncertainties in defining what specific legal and institutional developments and reforms might be necessary. The study should therefore seek, at the outset, to develop a matrix of possible future policies, and which areas of law and institutions would have to be developed under each of the respective policy options. The study would then seek specifically to explore those areas of legal and institutional development that are common to all or most possible policy scenarios.

3 – Description of the study

This study has three principal aims:

1. Identify the current and recent attempts at policy and legal reform in the forest sector, describe their outcome in relation to original expectations and timelines, identify the conditions under which these have either succeeded or failed, and describe the lessons this may hold for subsequent policy and legal reform processes related to REDD.
2. Identify which main REDD policy scenarios are likely to emerge in DRC, and for each of these, identify which legislative developments and changes would be required for each, and further exploring in detail those that seem common to most policy scenarios.
3. Learning lessons from 1 above, create an action plan through identifying how the REDD process can support this legal reform, and prioritise this in terms of necessity and feasibility.

Each of the three points above are described in more detail below.

i) - Identify the current and recent attempts at policy and legal reform in the forest sector, describe their outcome in relation to original expectations and timelines, identify the conditions under which these have either succeeded or failed, and describe the lessons this may hold for subsequent policy and legal reform processes related to REDD.

Taking into account the limitations of legal and institutional reform in the absence of clear DRC policy (as described in the challenges section above), this section should highlight the current status of legal reforms with relevance to REDD in the broadest sense.

Legal reforms in course, should include, but not be limited to:

- The state of development, adoption and enactment of supporting legislation of the Forest Code (2002), in relation to the original expectations as set out by the international community at the time of the adoption of the Forest Code. The author should specifically consider why legal reforms and regulatory developments have not happened to date: for example, why has it taken eight years so far to draft and adopt supporting legislation for the Forest Code, a process which was originally planned to be finalised in one year.
- The statutory laws (regulations) on 'Community Forests' (taking into account the approach taken and work piloted by Forest Monitor by *Réseau Ressources Naturelles*);
- The regulations taken for the establishment of new protected areas (in relation to art.14 of the Forest Code);

- The enforcement of the decisions of the Inter-Ministerial Commission on the legal review of logging titles (including: where (in what forests) convertible titles are situated; the extent of protection provided to local communities' rights vs. logging companies'; the issue of de facto zoning);
- The enforcement of public enquiries provided for under the Forest Code before the allocation of logging concessions (art.10) and prior consultations before the classification of forests (art.15);
- The enforcement of the benefit-sharing provisions of the Mining and Forest Codes of 2002, whereby 40% of revenues deriving from natural resources should go to the provinces and 15% to territories, which have yet to be enacted or realised;
- The clarification of land tenure rights – notably the Mining Code (2002) that states it is superior to the *Code Foncier* and Forest Code, and its potential reform in 2012;
- The clarification of legality as regards the overlapping texts of *Loi sur la Conservation, Code Agricole, Loi Cadre sur l'Environnement, Code Foncier*, Forest Code, Mining Code etc ;
- The approach and design of a nation-wide forest use planning (taking into account the work of civil society, the PNFoCo project, DIAF and Comité National de Pilotage de Zonage);
- Status of maintenance of the moratorium on the granting of new industrial logging concessions;
- The benefit-sharing provisions of the Mining and Forest Codes of 2002, whereby 40% of revenues deriving from natural resources should go to the provinces and 15% to territories, which have yet to be enacted or realised.

The author should also consider:

- similar experiences in other Congo Basin countries (especially regarding forest reforms), and to what extent lessons have been learnt and have influenced (or not) the approach, design and implementation of legal reforms in DRC;
- to what extent conclusions/observations of international bodies, like the World Bank Inspection Panel (2007) and the Committee on the Elimination of Racial Discrimination (2007) have been taken into account by the DRC Government and its international partners to adjust legal reforms;
- the level and quality of, as well as obstacles to civil society/local communities/indigenous peoples' participation in legal reforms completed and ongoing;
- the mainstreaming of environmental and social assessments in the implementation of legal reforms which are likely to have impacts on forest ecosystems and their inhabitants.

<u>ii) - Identify which main REDD policy scenarios are likely to emerge in DRC, and for each of these, identify which legislative developments and changes would be required for each, and further exploring in detail those that seem common to most policy scenarios.</u>

As stated above, the legal and institutional developments and reforms necessary for REDD will vary according to what policy form REDD takes in the DRC and internationally. This section will therefore develop a matrix of possible future policies (for example, market-based, fund-based or hybrid mechanism), and identify which areas of law and institutions would have to be developed under each of the respective policy options. The study would then seek specifically to explore those areas of legal and institutional development that are common to all or most possible policy scenarios.

This section will look at: what legal reform is needed for the implementation of REDD? what reforms are needed to ensure that REDD is locally-beneficial and locally-credible? This should be done for three or more scenarios for REDD as a market-based, fund-based or hybrid mechanism.

The following factors should be taken into account:

- The legislative reforms underway, as identified in section i);
- The level of integration of international instruments and norms, such as the UN Declaration on the Rights of Indigenous Peoples, the Convention on Biological Diversity, the UN Convention on the Elimination of All Forms of Discrimination Against Women (with regard to key principles, e.g.: indigenous peoples' right to self-determination and free prior and informed consent; land tenure and resource rights; protection of traditional forest uses);
- The unconstitutionality of specific legal provisions (including the evolution of the 2006 Constitution that does not provide for State property anymore but State sovereignty; collective customary property; environment favourable to blossoming and development);
- The lack of recognition of indigenous peoples' rights and specificities, including the lack of legal recognition of customary land rights and hence the current system of legal dualism;
- Impact of *mise en valeur* (productive land use) clauses in land tenure system, deforestation and degradation;
- The harmonization of land tenure and land rights regimes across all legal texts (in other words, the necessity of a comprehensive land reform, which implies a prior clarification of DRC Government's policy and vision of what should be the core principles/characteristics of the land tenure regime in DRC);

<u>iii) - Learning lessons from 1 above, create an action plan through identifying how the REDD process can support this legal reform, and prioritise this in terms of necessity and feasibility</u>

From the identification of lessons learned from previous reforms and the status of ongoing legislative reforms identified in section (i), and the identification of needed legislative reforms in section (ii), identify which of these reforms are essential for the implementation of a REDD strategy, and which would be beneficial but not a prerequisite.

From the basis of this priority list, create an action plan as to how the national REDD process can support or bring about this legal reform, and in what context (ie. following process, leading process, pilot projects etc.)

- What can be done by the Environment Ministry? (Community Forestry...)
- What needs to be done at another level? And who should do this? (Inter-Ministerial Committee of REDD, level of Prime Minister or President?)
- Would it be possible to recognise these rights within pilot project site(s) via an arrêté? What are the advantages and disadvantages of this approach?

Make a judgement on the timeline within which the reform processes could be achieved.

Over and above the passing into law of texts – what is needed to ensure the enforcement of legislation and good governance?

4 – Methodology

The study will be carried out by a review of literature and other research materials, ground visits to provinces and interviews with key stakeholders (civil society, government, international organisations etc.) and local populations

In particular, civil society should be implicated through a meeting with the *Groupe de Travail Climat REDD* at the beginning and end of the study.

It is essential that the whole picture is taken into account, that the realities on the ground are identified and integrated.

5 – Reports

One report with the three sections highlighted above should be prepared by June 2010.

6 – Profile of experts

The author will be a specialist in legal systems or land tenure in the Congo Basin.

Annex 2d: Social and Environmental Impact Assessment

Terms of Reference

STRATEGIC ENVIRONMENTAL AND SOCIAL ASSESSMENT (SESA)

OF THE REDD PROCESS IMPLEMENTATION IN THE DRC

I. Preamble

The REDD+ exploratory strategy in the DRC aims to contribute to reducing GHG emissions and poverty and revitalizing economic growth through sustainable and equitable forest management, the development of environmental services and increasing forest carbon stock. This process is meant to be innovative and participative by associating civil society organizations and forest and indigenous communities, the private sector and scientific community in choosing strategic options and preparing the country.

Nevertheless, in spite of the positive results expected with regard to the fight against climate change, economic revitalization and the launch of new multisectorial development programmes in a post-conflict period could have a negative collateral impact on the environment and local communities. Furthermore, coastal and indigenous populations' expectations are more pressingly focused on concrete results with regard to eradicating poverty and equitable distribution of benefits between stakeholders and at the national and local levels. Population compensation can be adversely affected and continued traditional forest use also corresponds to the expectations expressed.

It is therefore necessary to develop a Strategic Environmental and Social Assessment (SESA) in order to assess the positive and negative impacts that could be generated by the REDD+ strategic options recommended by the government to refine this strategy. SESA must therefore adopt a participative process and be placed before the REDD process launch. It must focus particular attention on the most vulnerable groups, particularly the indigenous and coastal populations or those living in the forests.

In the absence of national guidelines and procedures relating to environmental evaluation, and given that the World Bank is one of the principal REDD process funders, SESA must be developed in compliance with the Bank's[27] safeguard policies (see http://go.worldbank.org/WTA1ODE7T0). SESA shall also consider the principles deriving from Congolese regulations that are applicable in the different sectors in question, including international agreements ratified by the DRC and the local laws, practices, customs as well as international practices protecting the rights of citizens, particularly in case of impact on their environment, traditional rights and access to resources.

The present annex 2.d of the R-PP provides the ToR for an international consultation in view of developing SESA in relation of the implementation of the REDD+ strategic options. In this document, the term 'process' refers to the REDD+ strategy in the DRC.

II. Objectives and Expected Results

[27] OP 4.01 on 'Environmental Evaluation', OP 4.04 on Natural Habitats, PO 4.10 on Indigenous Populations, OP 4.11 on Physical Cultural Resources, OP 4.12 on Involuntary Resettlement, OP 4.36 on the Forests.

The SESA overall objective is to identify the opportunities to improve the new environmental and social conditions that can derive from the implementation of the REDD+ process in the DRC, and provide additional benefits to overall development activities and environmental concerns with regard to the fight against Climate Change. SESA must enable the country to follow the process in coherence with the national growth and poverty reduction strategy (by referring to the DSCRP) and with the 'National strategy for the development of indigenous pygmy populations.' SESA must enable the government and its partners to synchronize aid to the country and assert synergies with the sectorial programmes financed by the Bank or other bi and multilateral funders, particularly those falling under the areas of conservation and resources, construction and rehabilitation management of basic infrastructures and social services (PNFoCo, ProMines, ProRoutes, PEASU, PEMU, etc.).

SESA must provide the following results, in particular:

1. Description of the starting situation at the social and environmental level, and the REDD+ strategy's programmes/activities;
2. Analysis of potential social and environmental impacts of the progress of sectors relating to the REDD+ process (Forests, Water, Energy, etc.) in the absence of implementation of the process (BAU Option: 'Business-as-usual ');
3. For the different alternatives deduced from the process, identification and analysis of any harmful direct or indirect environmental and social impact resulting from the REDD+ process and that could weaken its sustainability or prevent poverty reduction objectives from being reached or harm the indigenous population's particularities and lifestyle;
4. Recommend design improvements for the process to optimize its positive effects and prevent, reduce or compensate for its possible negative impacts, and recommend the relevant alternative compatible with environmental protection and the expressed interests of forest and indigenous populations;
5. Verify the recommended option's compliance with the World Bank's safeguard policies and political orientations of other partners (UNDAF);
6. Recommend a series of concrete and practical measures whose aim is to protect the environment, ensure the populations' well being (forest and indigenous populations in particular), fully integrate them into the REDD+ process and offer them the opportunity to pursue their traditional use of forests that are not harmful to the environment;
7. Recommend an institutional capacity building plan to improve the environmental and social management of the REDD+ process in the DRC.

III. SESA Institutional Implementation Mechanism

The **Ministère de l'Environnement, Conservation de la Nature, et Tourisme** (MECNT) constitutes the Consultant's contractual interlocutor. Dialogue, preparation and monitoring of the SESA implementation will be provided by the **National Coordinator REDD** (NC-REDD) under the supervision of the **Direction of Sustainable Development** and **REDD Focal Point.**

Before the beginning of the study, a **Monitoring Committee (MC)** will be established to guide and facilitate the consultant's work throughout his mandate: data collection, setting up consultations, validating progress reports. The MC will be comprised of representatives from the key organizations involved, the private sector, local NGO, and indigenous population representation organizations. MC activities will be coordinated by NC-REDD and its members are required to provide their comments on regular reports and the final report (within ten business days).

From the work's beginning, the Consultant will hold a meeting with the MC in order to (i) present and discuss his work plan and (ii) establish the work methods with the MC, including regular reviews of progress reports and public consultations. MC will have an operational cell of 3 to 4 members that will provide for its functioning according to contract requirements and deadlines.

V. SESA Achievement Activities

The process to achieve SESA can be divided into nine steps, as follows:

Duty 1:	Identification of principal REDD+ process components
Duty 2:	Confirmation of the work plan with the MC
Duty 3:	Description of the initial socio-environmental and REDD+ process situation
Duty 4:	Analysis of possible impacts of the 'no REDD+ process' scenario
Duty 5:	Analysis of the alternatives
Duty 6:	Analysis of recommended alternative's residual impacts
Duty 7:	Verification of compliance with Bank policies
Duty 8:	Development of an Environmental and Social Management Plan (ESMP) and Capacity Building Plan in the areas of Environmental Evaluation, Management and Monitoring.
	Development of an Environmental and Social Management Framework (ESMF), Indigenous Population's Development Plan (IPDP), Involuntary Resettlement Policy Framework (IRPF); and Information Policy Framework.
Duty 9:	Documentation of the analysis, surveys and public consultation results

Details required for each duty are given for information purposes at the end of this document. The sequence of duties and their content and degree of details remain flexible. The consultant can expand on them on condition that the MC validates any modification.

VI. Expected Product – Structure of the final SESA report

The final report will be concise, focused on the diagnostic, conclusions and recommended actions, with maps and synthesis tables. It will be completed by annexes and separate volume containing all supporting data, supplementary analyses, consultation reports and summaries and participant lists. The report must particularly include the following chapters:

1. Executive summary (in French and English)
2. Description of the production team
3. Description of the methodology
4. Description of the initial condition: (i) State of the environment, (ii) Social diagnostic and specific component on indigenous populations, (ii) Legal and institutional framework
5. Summary description of the recommended REDD+ strategy
6. Analysis of the 'no REDD+ process' scenario
7. Definition of new alternatives studied
8. Analysis of the REDD+ process' possible social and environmental impacts (including the improved strategy or other alternatives to be recommended)

9. Monitor compliance with the World Bank's Safeguard Policies
10. Recommend adjustments to the REDD+ process design, analyse residual social and environmental impacts and mitigating measures
11. Socio-environmental management plan
    a. Socio-environmental management strategy and procedures
    b. Detailed capacity building plan to endure implementation of the ESMP
    c. Environmental and social monitoring and control plan and mechanism

The consultant will provide the following in annex:

- ✓ Detailed reports of public consultations
- ✓ Reports of meetings with the MC and presentation and validation workshops.

In separate documents, the consultant will provide:

- ✓ An Environmental and Social Management Framework (ESMF),
- ✓ An Indigenous Population's Development Plan (IPDP),
- ✓ An Involuntary Resettlement Policy Framework (IRPF),
- ✓ A Cultural Heritage Management Framework (CHMF),
- ✓ An Information Policy Framework.

VII. Practical provisions

The bidder who must have proven experience for at least three environmental impact studies and/or SESA conducted in accordance with the World Bank's Safeguard Policies or those other funders with similar requirements. The work will involve the volume of expertise of at least 18 persons/month, including 6 national and 10 international persons. It will be performed by a multidisciplinary team containing the following particular specializations:

- Environmental and biodiversity science (approx. 4 pm)
- Social science, community development, land tenure (approx. 5 pm)
- Anthropology/social science, specialist with regard to Pygmies (approx. 4 pm)
- Jurist specializing in forests, the environment and customary law (approx. 1 pm)
- Communication, leadership of participative process and mediation (approx. 2 pm)

While respecting these instructions, the bidder can recommend specializations, the exact number of experts and work time for each team member that he considers necessary to achieve the mandate according to the best international standards. In any event, the experts will possess scientific experience in their respective specialty, proven experience in impact studies for complex programmes, and deep knowledge of the environmental and social issues in Central Africa, preferably in the DRC.

Field visits must cover at least three large representative zones of the country's cultural, climactic and socioeconomic diversity. Local, regional, thematic consultations and/or by interest groups will be organized throughout the SESA process.

These local consultations and provincial workshops will bring together local authorities, customary chiefs, women's and youth associations, socio-professional groups, and vulnerable groups, the media, etc. Particular emphasis will be devoted to the participation of indigenous, vulnerable or minority groups. Consultation techniques will be specifically adapted to ensure that these groups' viewpoints are correctly, directly and fully reflected in the SESA. These consultations will emphasize these actors' information and understanding and on the emergence of a common vision with regard to impacts and mitigation measures.

The study be carried out over 4 to 5 months, according to the following information planning:

- Confirmation of the work plan by the MC – as of launch
- Progress report and national consultation and enrichment workshop – Month 2
- Draft of final report and national compensation workshop – Month 4
- Final report: 2 weeks after receipt of the Management Committee's comments

In addition to fees, per diem allowance and international travel, the Consultant shall include in his bid a budget for workshops, local consultations, internal travel, and other costs relating to achieving the SESA.

The SESA will be made public and approved according to the procedures in effect in the DRC and at the Bank (PO 4.01 Environmental Evaluation). The interim and final reports will be widely disseminated in public places, through the press and the Internet, to be consulted and commented on prior to final validation.

Detailed description of duties

***Duty 1: Identification of principal REDD+ process components*:** Determine the assessment's scope (in other words the environmental and social issues to be considered), level of effort and duties required to conduct the SESA. In the event that significant impacts are to be anticipated, the assessment must begin by collecting and analyzing basic data to allow the following:

- The evaluation of relevant environmental and social policies and laws;
- Description of the state of the principal environmental and social components:
- Identification of the key environmental and social issues relating to the proposal;
- Identification of the principal stakeholders affected by the issues identified;
- Determination of the requirements for a detailed analysis of potential effects (required technical studies, expertise required (other than the team's), public participation and stakeholder involvement);
- Available sources of information, particularly other SESA studies

***Duty 2*: *Confirmation of the work plan with the MC*:** Confirmation at the start of the study of the ESA's principal characteristics and work plan, particularly with regard to the geographic zones and themes that will be subject to more specific analysis and specific intervention methods. These themes are in regard to the involvement of parties concerned and potentially affected groups and communities (particularly the populations), and the consultation, preparation and discussion process of progress reports.

***Duty 3*: *Description of the initial socio-environmental and REDD+ process situation*:**

This duty consists of collecting, analyzing and presenting the basic data relating to the current environmental and social situation of the forestry sector in the DRC. This descriptive section will rely on laws and other reference documents, particularly: the Forest Code (2002), the REDD+ PNFoCo process document being prepared (2004), the ICCN Strategy (2004), the Forest Sectorial Review/Analysis of the Priority Agenda (2007), the Common Fund Reference Technical Document (2006), the Information Note on the IDA donation (2006); and the Institutional Review and Post-Conflict Impact study (in progress). All of this work is in keeping particularly with the following findings:

- Lack of coherence with regard to enforcement of the required forestry laws. Lack of sufficient competent staff, parctically nonexistent equipment;
- Land tenure focused on hybridity and the ambiguity of state actors and customary authorities with regard to access to natural resources
- Non-extension of forest zoning to the entire national territory

- Insufficient forest development, which leads to (i) the local communities' resistance to abandon their old forest and farming production methods; and (ii) the absence of environmental and forest training and education structures

Description of the natural environment: In particular, basic mapping, various ecosystems in the DRC, forest resources, biodiversity, the forest's role in regulating climate and water, endangered and/or endemic species, critical, sensitive and/or endangered habitats, and the network of protected areas. It will describe the threats and opportunities presented by the context on these ecosystems.

Description of the social context: Included are the demographic and basic socioeconomic data and ethnic group distribution areas on the maps. This also includes the analysis of forest community structures, as well as their social organization and local institutions, the roles of different social groups, economic systems, ties to the national and regional economy, the traditional systems of access to resources and land, health problems including AIDS, and the identification of positive and negative impacts of forest activities on the different social groups. It will establish a 'Stakeholders mapping.' It will describe the opportunities and risks presented by the post-conflict context with regard to the social, cultural and economic well being of the Congolese population in general. It is necessary to describe the existing groups and their use of resources, including paramilitary groups that are illegally implanted in the territory. Assess as much as possible the state of domination of certain groups in relation to others and the relationships between these groups. This analysis includes a special component devoted to **vulnerable social groups** or particularly dependent on forests, **particularly Pygmies**. This component includes:

- Specific identification of ethnic groups, with geographic localization and estimation of their numbers;
- Identification of the community structure, social ties with the rest of society, and dependence toward natural resources;
- Land use and the traditional rights exerted by these groups over natural resources on their territory.

This work is based on direct consultation with the groups in question, data collection in the field, and the compilation of existing studies. A historic review of the presence of indigenous groups and their evolution in time and space should be conducted.

Description of the legal and institutional framework: The consultant will describe the legal, regulatory and institutional framework that regulates the forest sector and nature conservation. He will recall the key provisions of the Forest Code of 2002 and international agreements binding the DRC. He will indicate how the sector is being considered in the country's principal socioeconomic development frameworks, such as the DSRP, decentralization policy, etc. He will recall the findings and recommendations of the sector's institutional review. The consultant will monitor the compliance of the REDD+ process with international agreements.

Description of the REDD+ process: Starting from the political orientations described above, the Consultant will describe the components and activities recommended in the REDD+ process. This description will be made in response to the identified risks and opportunities. The consultant will summarize the recommended intervention strategy, annual activities or plans considered, target results, and geographic zones considered.

***Duty 4*: *Analysis of possible impacts of the 'no REDD+' scenario*.** The Consultant shall identify the social and environmental impacts as much as possible in quantitative terms, both positive and negative, which

would result in the progress of sectors having to do with the REDD process if it was not implemented. He will particularly analyze the following risks:

- Risk of conflict and social tension exacerbation and its threat to natural habitats;
- Risk of aggravation or appearance of new uncontrolled forms of farming and logging in relation to the absence of a strategy supporting the informal sector, firewood management and insufficient support to the restoring of national parks;
- Risk relating to the absence of participative zoning;
- Risk caused by the status quo and low institutional capacity, along with a lack of transparency and public participation;
- Risk of absence of a coordination framework for funders.

Duty 5: Analysis of the alternatives. The consultant will also analyse the alternatives offered by the government and its partners. It will indicate by what other means not already included in the REDD+ process, the government and its partners could possibly pursue poverty reduction, environmental protection, socioeconomic development, protection of traditional rights, and aid coordination. The alternatives discussed must be realistic, in other words, consider reconstruction and development programmes already in progress in other sectors, the real capacity for action and influence of the government and its partners. The consultant shall indicate how such alternatives can be incorporated in the REDD+ process.

For each component, activity or methodology recommended within the framework of the REDD+ process, the consultant will analyse the possible positive or negative impacts on natural habitats, forests and the environment; as well as on traditional lifestyles and the rights to access to resources and on equal access to development opportunities, particularly for groups that risk becoming marginalized, such as Pygmies. He will identify the risks that the recommended REDD+ process will have on involuntary physical displacements, decreased access to resources, or changing the lifestyles of indigenous populations, in relation to the situation at the start and the scenario without an REDD+ process. He will focus particular attention on impacts likely to be irreversible. He will identify these positive or negative impacts in comparison with the scenario 'without an REDD+ process.'

Duty 6: Analysis of the recommended alternative's residual impacts. The consultant will identify the impacts, both positive and negative, likely to be observed as a consequence of the implementation of the alternative for the REDD+ process. He will make a distinction between the direct, indirect, cumulative, immediate and future impacts in a quantitative manner as much as possible. As for the previous component, this evaluation will retain a sectorial character without necessarily identifying impacts on sites or at specific moments.

The consultant will establish a grip indicating the REDD+ process components, principal adjustments and recommended mitigation measures, and compliance with the relevant safeguard policies. He will verify in particular that the REDD+ process does not directly or indirectly promote industrial wood production in the natural forests or environmental degradation.

Duty 7: Ensure compliance with the donors, including Bank's policies: Based on the analyses and recommendations above, the consultant will verify that the REDD+ process is compliant with the World Bank's Safeguard Policies, and particularly:

- OP 4.01 on 'Environmental Evaluation'
- OP 4.04 on the Natural Habitats
- OP 4.10 on Indigenous Populations

- OP 4.11 relating to Physical Cultural Resources
- OP 4.12 on Involuntary Resettlement
- OP 4.36 on the Forests

Moreover, it is important that SESA confirm the following as major REDD objectives: (i) Regulating forest sector activities and promote the fight against deforestation and forest degradation, (ii) Avoiding involuntary population resettlement, and (iii) Protecting and promoting the rights and opportunities of indigenous populations in relation to the situation at the start.

***Duty 8*: *Development of an Environmental and Social Management Plan (ESMP)*.** The consultant must make any proposal aiming to strengthen the impact of the REDD+ process on the quality of the environment, social, cultural and economic well being of the population, particularly that of those groups most dependent on the forests, ecosystems and biodiversity; and the respect of traditional modes of using natural resources; and on the community consultation and participation process. The ESMP must particularly deal with the issues indicated below:

1. The consultant will recommend the strategies and procedures to be implemented throughout the REDD+ process in view of adopting environmental and social preventive, management and monitoring measures in order to mitigate of prevent the negative impacts that could occur during the REDD+ process. To that end, he will recommend a simple screening methodology to monitor the activities recommended each year in the annual work plans from a social and environmental viewpoint, in order to remove or review those that risk having a negative impact (sort of checklist to be followed). He will also recommend a simple monitoring and evaluation system of the social and environmental impacts of the REDD+ process, with monitoring indicators and the corresponding evaluation procedures and methodology. Finally, the consultant will recommend a public consultation methodology for monitoring and evaluation of the REDD+ process.

   He will make concrete recommendations to increase public information on forest management and increase the involvement of local communities, particularly indigenous groups, NGO and other civil society institutions and the private sector in the implementation and monitoring of the REDD+ process, and in the sector's management in general.

2. The consultant will recommend national capacity building measures to ensure that the ESMP measures are effectively implemented, including at the level of government, universities, NGO and relevant social groups. He will recommend public and/or civil society institutions likely to conduct this capacity building work and define the necessary budget. This REDD+ capacity building process could include institutional adjustments or procedures, recruitments or new assignments and training for national, local and regional institution executives and civil society organizations.

3. Estimated costs of the ESMP shall be evaluated for each measure recommended above. If there is no specific estimate, a methodology for estimating costs will be suggested. This estimate includes the needs for institutional improvement and training to apply the said safeguard measures. The consultant will present the ESMP in the form of measures incorporated directly into REDD+ process activities (Ex: methodology improvements, supplements to recommended activities) so that it does not constitute a parallel to the REDD+ process.

4. The Consultant must rely on the National Strategy for the Development of Pygmy Indigenous Peoples (SNPPA) to produce an Indigenous Peoples' Development Plan (IPDP) in a generic form that will be used by the Governments each time a REDD+ process activity risks of putting in question the rights, interest or environment of indigenous groups. The IPDP will indicate which groups are considered as indigenous in the DRC, based on existing scientific literature, laws and uses in effect. It

will describe the representation mechanisms in place with indigenous groups to facilitate the establishment of direct communication and stimulate direct participation in the REDD+ process. The IPDP's objective is to ensure that indigenous groups enjoy the same development opportunities and that their traditional rights and cultural particularities are protected. It aims also to prevent further discrimination, conflict and marginalization.

5. The ESMP will also receive supported from the Involuntary Resettlement Policy Framework (IRPF), which must be implemented in case of a need for involuntary resettlement of the populations or in case of the coastal populations' restricted access to forest resources and/or biodiversity, for example by a forest concession or protected area.
6. The ESMP will also receive support from the Cultural Heritage Management Framework, which must be implemented in case the process programmes and activities harm the physical or moral cultural heritage or traditional practices or customs.

Duty 9: Documentation of the analysis, surveys and public consultation results: Comply with the content of the annexes: see Paragraph VI. Expected Product – Structure of the final SESA report.

Annex 3: National Long Term Capacity Building Activities to Develop Emissions Reference Levels and Other Reference Levels

1. Data Collection and Harmonization

Whether it is to plan its strategy, monitor social and environmental impacts or develop reference levels, the REDD mechanism needs the support of reliable geographic and socioeconomic data. This need is shared by all the ministries for their sectorial planning, as with backers present in the DRC. Since the REDD programme is a user this data among others, it does not intend to fund the entire cost of these activities.

1.1 Geographical Data

National and international interventions in the DRC require effective coordination that relies on the existence of reliable data. Three specific needs with regard to geographical information management have been identified (*Source: Programmes conjoints dans le cadre du STAREC : Apport du PNUD en matière de gestion d'information*):

- The need for equipment and information to produce geographical maps in support of planning for national programmes (different Ministries and funders)
- This service should be centralized so that all partners receive information and reliable maps are produced
- This common service should be made available to the Congolese government.

The RGC is currently the information-sharing junction for the entire active mapping community in the DRC. The problems currently faced by the RGC are particularly in regard to the difficulty to collect information from the different partners, the lack of human resources to make all the data consistent, and the lack of this data's validation by the national government. The first two aspects can be treated in the short term by building the capacities of the RGC team, but what remains is the difficulty to preserve the structure and government appropriation. This requires building the capacities of the Institut Géographique Congolais (Congolese geographical institute), which is the national structure whose mandate is to generate geographical information, centralize it, and make it consistent and available. The transfer from the RGC must be made gradually in order to pass on the human, technical and management capacities to the IGC.

Two main lines of work emerge:

- How to preserve the RGC in its current role?
- How to facilitate the transfer from the RGC to the IGC?

These questions are expected to be the topic of a national workshop associating both RCG contributors and users. An audit of the IGC could encourage studies about the structure's needs.

Social and Economic Data

It should be noted that the National Statistics Institute already enjoys several programmes supporting capacity building. The REDD+ programme will benefit from this at all levels, for example, for support of the reference levels' socioeconomic component.

2. Capacity building with regard to model building and forecasting

We make a distinction here between model building and forecasting, to the extent that forecasting will focus on the future needs for sustainable development.

This capacity building will be intended for partnerships between leaders of national and international institutions on these issues. It will be the PIEC's mandate to contribute to forming these partnerships, which will particularly be subject to active funding research in this regard.

These partnerships will lead to:

- Incorporation of these themes into national university programmes

- Guidance of national PhD students by these institutions

- Collaboration of joint research programmes, which will enable in particular to cover model-building issues on changes of soil use and forecasting in the DRC.

Annex 4: Summary of updates to the R-PP as compared to the version of March 2nd, 2010

Summary of key issues for which FCPF Participants Committee and UN-REDD Policy Board have requested clarification from DRC before delivering the allocated funds, as well as other general updates following the last consultation phase
A. FCPF Committee of Participants
1. Clarifying how feedback from various stakeholder groups would be gathered and how they would feed into the REDD Strategy design process.
Page 64: a new box presents the general coordination of the work to build the REDD+ strategy. As a summary, for every possible option identified (whether it relates to sector-based or enabling levers), a Thematic Coordination Group (TCG) will coordinate the work, check the ToR of relevant studies, comment and exploit the lessons from pilot projects, mobilise the required expertise and carry out consultations to build the case for the option: relevance, conditions of success, implementation roadmap, stakeholders, required investments and costs, expected results... Each Thematic Coordination Group will be facilitated by a member of the National Coordination REDD and bring together relevant experts and stakeholders from public administrations, NGO and civil society, private sector and other partners. This organisation will allow to build the national strategy option by option, case by case, in a participative, inclusive and transparent manner. Indeed, TCG will be set up in an open and transparent manner, during a workshop to be held in September 2010, gathering relevant Ministries and stakeholders of REDD national process. The list of all TCG and their associated leaders will be formally officialised through ministerial order.
2. While the R-PP proposes the creation of many new institutions at national and provincial levels, the R-PP should better articulate if and how the mandates of existing institutions could be adjusted to take on these new roles.
In the latest version of the R-PP we clarified the fact that we are not looking to create new structures where it is not required. On page 66 when discussing the macro architecture for implementation we change the word "organ" by the word "function" to highlight the fact that most of the forthcoming tasks will be assumed by existing State services. It is nonetheless crucial to recognize that in many cases existing institutions will need to be rehabilitated and reinforced to assume those new roles. The forthcoming studies on the implementation framework and revenue distribution will present us with concrete options for streamlining the process and minimizing institutional growth while maximizing effectiveness. *A general and systematic review of the missions and strategies of Ministries, Directions and related institutions will be carried out during the year 2010, as reported in the Component 2b "National analysis of current sector-based programmes". This will be made in a coordinated effort with the review carried out by UNDP with the view of designing the second Strategy Document for Growth and Poverty Reduction.* *Thus, by the end of the year 2010, the national REDD process will have a clear picture of the activities and functions to be carried out on the one hand, and of the institutional landscape on the other hand, so to determine gaps and a plan of action to fill the gaps. The plan of action will include accompanying the existing institutions to adjust to new roles, and implementing new institutions only in the case it is so decided on the basis of the elements available.*
3. The R-PP should clarify the role of civil society organizations and local communities in the national MRV system. Their capacity needs should be included in the capacity building strategy.

First, it is clearly stated on page 22, in the box "Participation of civil society to the national REDD process, that the civil society will play a role "in data monitoring and validation". GTCR also expressed the will to participate to "monitor the biomass of permanent sample plots". On this last point, the organisation will be clarified in the near future in collaboration between Government and civil society as coordinated by GTCR, in the aim to simultaneously foster mobilisation and building on national and local resources, ensure data quality, develop a sustainable and financially efficient system and avoid conflicts of interest within the chain of data production and control.

Also, the component 4a must be considered in its context: What has been developed in the R-PP of DRC is a strategy for a national MRV system able to monitor and report GHGs emissions and removals at the national and sub-national levels. This system will allow DRC to monitor what will happen in its forest land and it will allow telling if the country is in compliance with the general REDD+ reporting requirements. However we should clarify that this is not the MRV system that DRC will use to implement its REDD+ policies and measures. This system will only provide some inputs/services/products to the MRV system that DRC will use to monitor the implementation of its specific policies and measures. It is in the monitoring of the implementation of the REDD+ policies and measures that the Civil Society (CS) should\may play a big role. At the moment for the MRV system planned focuses on being transparent so that CS may have access to any data or may use the information to understand if the country is proceeding well on not. It is important to point out that every institution/organization/NGO that is going to implement a REDD+ activity or project will have to respond to a set of rules which will require more MRV components and services. For example: Ecuador already has a REDD+ implementing act that responds to a specific country policy, the "Socio Bosque". Under this act the landowners sign a contract with a central unit of the Ministry of Environment, in this contract the landowners agree on putting part of their forest under sustainable forest management (SMF) or conservation or other…. Now in this situation the national MRV system will only play the role of "warning system" in the sense that it may provide information on the probability that deforestation, degradation or reforestation is occurring on that land. In order to MRV implementation, there must also be a "Field-local Service" that in this case will have to do an inspection of that land to evaluate if the terms of the contract have been respected. Given its implication in data monitoring and validation, CS may play a crucial role in this component along with other stakeholders. However, the detail of these components have yet to be defined/developed in DRC given that concrete programs or policies for REDD+ implementation still remain to be set up.
At last, various modifications have been made jointly by the GTCR, FAO, DIAF, DDD and NC-REDD to the text of the component 4a to clarify the role of civil society. These modifications are intended to answer the comments raised notably by the GTCR (letter from March 13th, 2010) and various international NGOs (joint statement of March 15th, 2010 from Global Witness, Greenpeace, FERN, Rainforest Foundation Norway and UK):
- p84: "As much as possible, work will be carried out in close relation with the local communities, civil society under the coordination of GTCR, different government agencies and institutions and the private sector. The local communities can offer support to the DIAF and DDD with regard to the verification of some data and activities in the field. Civil society under the coordination of GTCR will be involved in training, implementing the SLMS system and verifying certain data and activities in the field. The role of private sector, local communities and indigenous people in field measurements will be clarified between stakeholders (cf. Box page 22)."
- p93: "Measurement, associated with producing basic data, will be provided by the State, probably in cooperation with other partners. From the national to the local level, State agents and probable partners will be responsible for collecting information according to different methods (observations, surveys and polls, studies of official records, etc.). To each indicator corresponds a labelled form specifying the methods for gathering data (source, method, responsible, period, perimeter and exact data definition, etc.). Various REDD stakeholders might be mobilized for this process, particularly local communities, indigenous people and the private sector, which are experienced in managing the flow of local and national information to manage their projects or business. The modalities of such partnerships still remain to be discussed and clarified."

4. The budget should clearly indicate what priority activities will be financed by FCPF & UN-REDD. In addition, the national strategy for mobilizing additional resources for the REDD Readiness process and the fiduciary arrangements for the management of these funds should be clarified.

The annex 5 has been added to the last version of the R-PP. It presents a chronogram of activities, detailing what will be carried out, when and where the financial support will come from. Basically, UN-REDD and FCPF support has been channelled in priority to the activities that need to be implemented in the short term, as well as to the key coordination components to ensure coherence and continuity of the process all through the readiness period. Comparatively, the UN-REDD support was also targeted to most urgent activities since it is expected to come faster that FCPF's, as far as it remained consistent with the comparative advantage of the UN agencies. The activities requesting co-financing at this stage are planned for 2011 or 2012, so leaving time to raise and organise extra support. Thus, the approved support from UN-REDD and FCPF secures the implementation of the readiness plan for the year 2010, most of the year 2011, and secures the overall coherence of the process up to December 2012.

As regard the extra financing required to complete the R-PP budget, a plan of action to raise resources has be set up and endorsed by the Minister in charge of environment. It relies on two kinds of sources: bilateral first, and multilateral to complete. The first step consists in organising a round table of donors involved in DRC. A plan of consultation and preparation has been designed and is being implemented, with two landmarks: a collective information workshop on June 28th when the Minister will share the country's expectations and debate with the community of donors; and a formal roundtable to be held in early September 2010. At last, CBFF supported by Norway and the UK has given positive signal and shall be requested to complete the co-financing gap by the end of the year 2010.

B. UN-REDD Policy Board

1. Stronger implementation links with the UN agencies' Governance programmes in DRC

The national analysis of current sector-based programmes will cover the activities of UN agencies, and in particular the governance programmes. This analysis will allow ensuring bridges are built between these programmes and the whole readiness process. For instance, representatives of governance programmes will be welcome in the relevant Thematic Coordination Groups to maximise experience sharing and streamlining climate and REDD+ issues in their own agenda.

2. Stronger measures to improve law enforcement and address illegal cross-border trade, such as by joining the Lusaka Agreement on Co-Operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora.

These aspects will be fully addressed through the Thematic Coordination Group system. A specific reference was added in the text page 58: "The efforts to improve the capacity to enforce the law are key for the success of the future REDD+ strategy. For instance, stronger measures to improve law enforcement and address illegal cross-border trade will have to be suitably designed and implemented. Joining the Lusaka Agreement on co-Operative Enforcement Operations Directed at Illegal Trade in Wild Fauna and Flora could be a good signal to this regard."

3. Request from the Civil Society and IP representatives from DRC and Africa that the MRV system in DRC's Readiness Plan be participatory, both in its design and functioning

See A.3. above

4. Ensuring that monitoring of non-carbon benefits and impacts is appropriately included during the implementation phase

The whole plan of readiness to assess and monitor socio-environmental co-benefits and impacts has been substantially strengthened since the R-PP version reviewed. The monitoring, the reporting and verification of governance and economic issues will also be developed, and the components 2d and 4b provide appropriate details. DRC will take advantage of the dynamics coordinated by UN-REDD wioth Chatham House and most of the world expertise on governance issues (see London's workshop on 24th and 25th of May 2010). Obviously, further contributions of stakeholders involved on these issues will be welcome and encouraged during the implementation phase of the R-PP.

5. Clarification of the means to address governance issues

Several partners like Norad, WRI, UNEP and others have shown interest in accompanying the readiness process of DRC on this governance issue. The governance issue is key to ensure the robustness of the future national REDD+ strategy, and it will be addressed through various windows like the implementation framework (component 2c), the SESA (component 2d), the MRV system for other benefits and impacts (component 4b), or as key issues associated to various sector-based and enabling options. So governance will be considered as a cross-cutting issue and organised as a thematic coordination group, facilitated by the NC-REDD and taking stock of the whole international expertise being coordinated by UN-REDD with partners like Chatham House, WRI, Global Witness, Transparency International... So this TCG will feed the work of the various other groups and options, encouraging training sessions or reviewing key documents and reports produced by the other TCGs.

6. Clarification of the priority actions in the work plan that will be implemented with initially available funds, pending the mobilization of additional resources to fund the full costs of DRC's National Readiness Plan

See A.4 above

7. Clarification on how traditional land rights will be addressed during the implementation of the National Readiness Plan

The issue of land rights will first be covered by the analysis of the legal and institutional framework (component 2c). This first study will allow to building a review of the existing texts and practises, and feed a consultative process with all stakeholders, including representatives of traditional and customary society, with strong implication from the relevant committees of the National Assembly and Government. Naturally, this study and this consultation process will build on existing initiatives, including the work by Forest Monitor in cooperation with the national civil society and the MECNT. As presented in the budget page 70, the consultative process around the finalisation and vote of the various texts designing and upgrading the institutional and legal framework for REDD will be long and supported by appropriate funding, so that a strong and confident dialogue can be fostered among stakeholders.

Simultaneously, the question of traditional land rights will be addressed in various forums like Thematic Coordination Groups on community based natural resources management, on land tenure securing etc. This parallel process will allow to pouring the lessons and guidelines associated with operational and ground-based dialogue within the TCG into the more conceptual work to build the upgraded implementation framework and the land tenure harmonisation reforms associated to it.

8. Coordination with initiatives in the Congo Basin including those of COMIFAC

DRC and COMIFAC work more and more closely together to harmonise their agenda and activities on REDD. As international negotiations on REDD will move forward, coordination will grow stronger and so the information and initiatives will circulate more smoothly between countries. Thus, case by case, COMIFAC countries will be able to better coordinate activities. MRV is a good example of the commitment of COMIFAC countries to work closely together. Cooperation on the satellite imagery reception base in Gabon is another example of how investment can be mutualised, the information flows can be organised and the opportunities for capacity building can be shared among countries. The regional analysis run by IIASA on drivers of deforestation is another example. The potential for harmonisation and convergence of programmes and practices is huge. DRC Readiness Plan will contribute to reinforce cooperation within COMIFAC, on a case by case basis as described above, but also through a global endeavour to better share experience, ideas and positions. To this regard, activities are planned and financed specifically (for example in component 2b as part of the support to diplomatic process) or through various regional and international workshops and meetings.

C. Other considerations

1. Various comments have been added in the R-PP

p. 97: "The R-PP will so undergo a mid-term review in late 2011 to revisit progress, timeline, activities and budget. The readiness plan is voluntarily ambitious even though DRC is aware of the various risks and constraints that could delay the process. The objective for 2012 is to have a functional REDD architecture, perhaps imperfect and still in progress, but that allows payments in a confident, innovative and effective system."

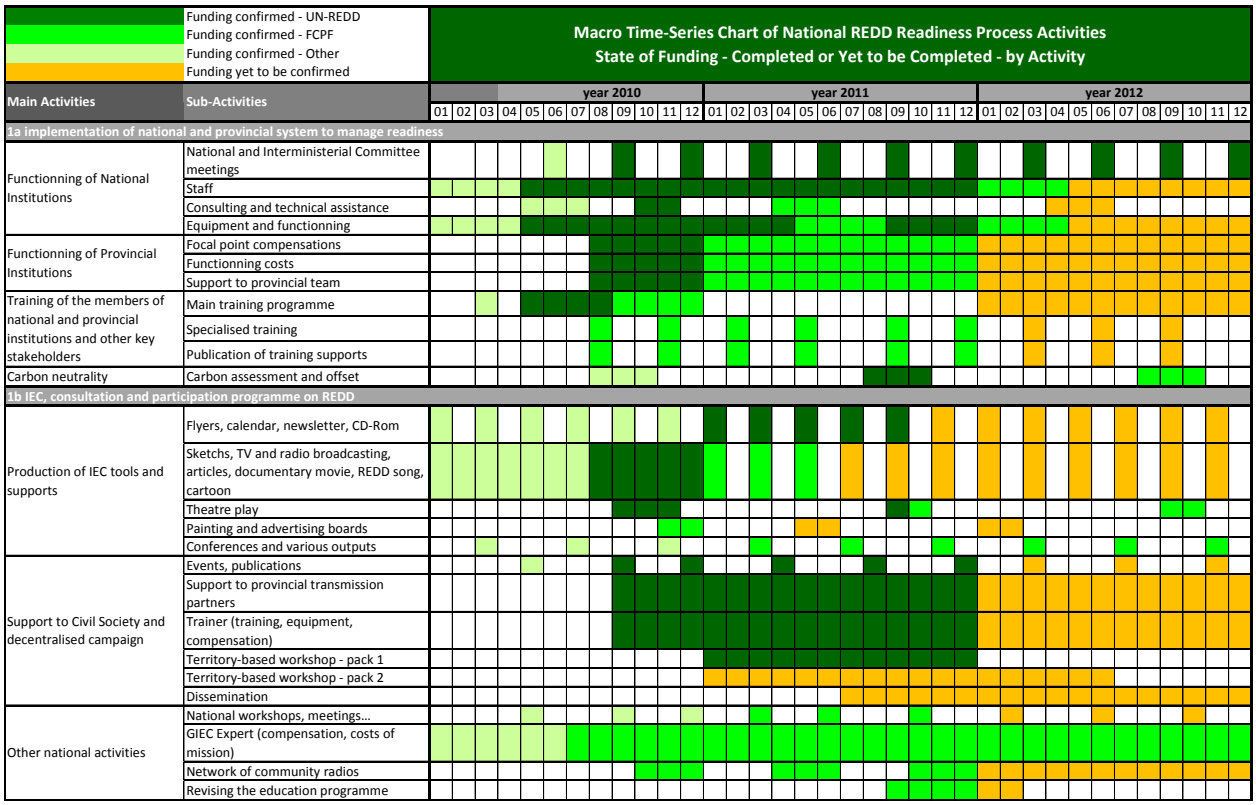
p. 64 (box): "TCG can also be constituted around cross-cutting issues of key importance, for example the gender issue. The TCG will be in charge of examining and proposing ideas forward on general concerns (barriers to participation of women and the ways to remove these barriers, crafting of REDD strategy, training...) and streamlining the gender issue through all relevant components of the readiness process (for example to make sure gender dimensions are well addressed in community forest management and conservation, in the distribution of Carbon benefits etc.)."
p. 46: "By definition, future causes are difficult to assess. A critical point is to understand and forecast international underlying forces that could make deforestation and forest degradation in DRC evolve in an exponential way. Indeed, the evolution of deforestation does not necessarily follow a smooth curve, and exponential development or breaking leaps can dramatically change the usual patterns. Such perspectives are likely to occur in DRC, with the reduction of deforestation in the other forested regions transferring pressure to the Congo basin, and with the country entering a peaceful era of strong and steady development supported by demographic growth and heavy investments in infrastructures. Such trends are prone to put strong pressure and threat on forests from biofuels production and the expansion of oil palm or other industrial plantations, among others."
p. 57: "It's worth highlighting that participatory and community mapping in forest areas is a necessary way to enhance local capacities for REDD, and to so recognize the importance and role of participatory zoning in the REDD strategy."
p. 47: "DRC has ensured that a participatory approach prevails in the design, implementation, review and validation of the final national reference report on drivers of deforestation."

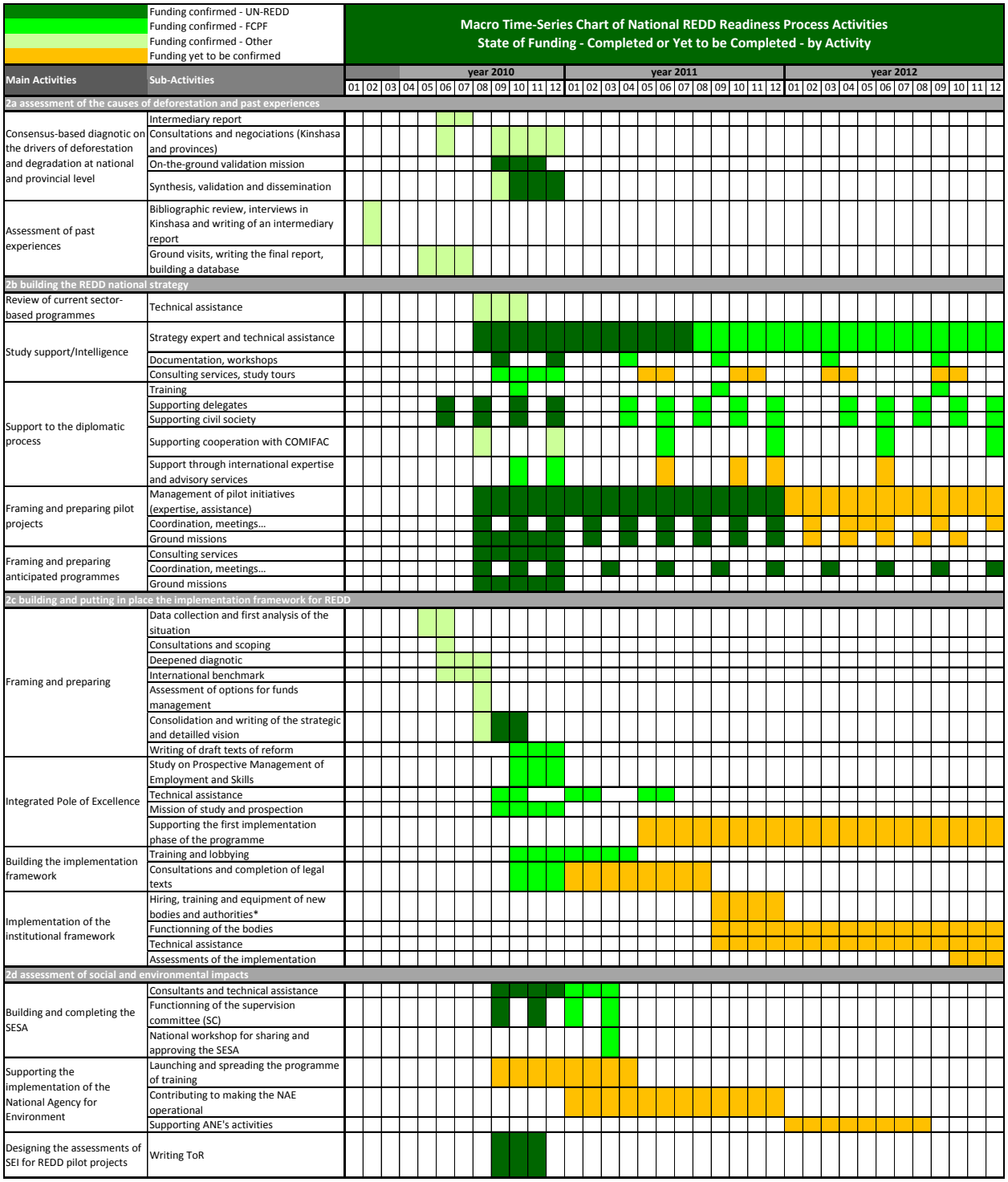
2. International and national civil society has been asking for clarifications on the way various options contained in the study of REDD+ potential conducted with the support of Mc Kinsey will be address, and to reject industrial logging as an option.

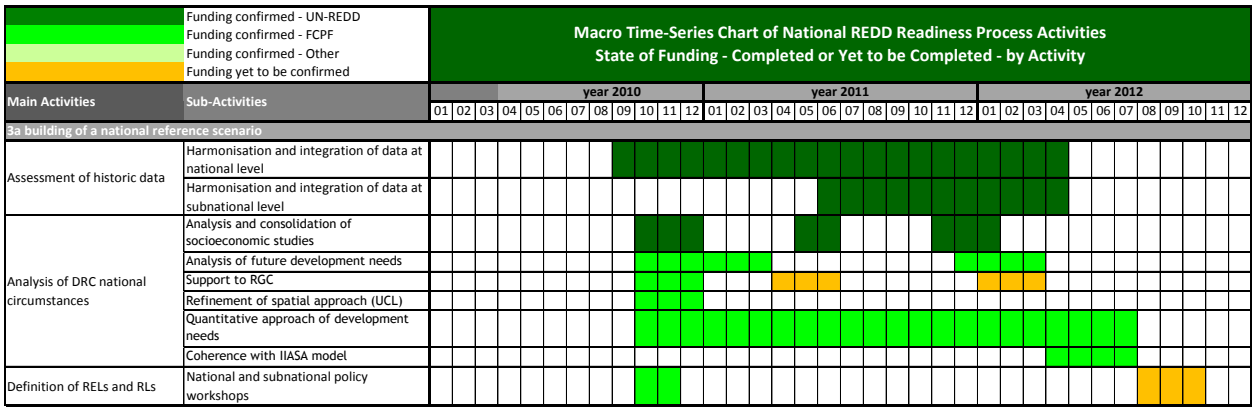
The R-PP does not predetermine what option for REDD+ will be adopted or rejected. It only intends to precise how every options will be assessed. The R-PP recalls the prospective study and the possible options as they were proposed by Mc Kinsey, since it illustrates with relevance how a corpus of REDD+ programmes could be organised. But the R-PP is not the place to discuss each option. As a result, the R-PP does not comment the suggestions pushed forward by Mc Kinsey option by option, even though serious precautions must be taken when considering some of them. The text added in pages 51 and 52 intends to clarify these "rules of the game" and the way forward:
"Indeed, the Government of DRC took the decision to assess every option on the table, through an inclusive, participatory and transparent process, in order to decide the options that will eventually be implemented as part of the national strategy, and the options that should be rejected. An opened workshop will allow to list and organize all the options suggested by various stakeholders. During fall 2010, Thematic Coordination Groups (TCG) will be constituted for each option, and gather all voluntary stakeholders with the facilitation from the NC-REDD. Each TCG will clarify its scope, its objectives and work plan in order to share its conclusions and support the design of the national REDD+ strategy by mid-2012. Options will only be confirmed (with their associated programme of implementation) or rejected by mid-2012 as a result of such a participatory process. Such a process is the fairest and most efficient way to ensure that each potential lever for REDD in DRC is adequately questioned, assessed, selected and designed. Some levers may raise no question, and then the process will simply help building the associated implementation strategy and programme. Some levers may raise concerns, and this participatory process will help assessing the pro's and con's, the overall potential and added-value of the option, so as to support the decision making process. For example, civil society and NGOs have been raising concerns against the expansion of industrial logging as part of the national REDD+ strategy. Their concern is supported by the report of the independent Inspection Panel's investigation of the World Bank (August 2007), suggesting for example that increased logging would be contradictory with the objectives of poverty reduction and sustainable rural development, the benefits from the industrial harvesting of trees are not going to the people living in and around the forest, logging affects not only those living today, but the welfare of future generations, a more balanced approach should be developed by emphasizing appropriate models of community forests as well as other actions to support community participation, land tenure and use rights in the forests etc. The TCG on industrial logging will lead the assessment and its conclusions will support the final decision by DRC."

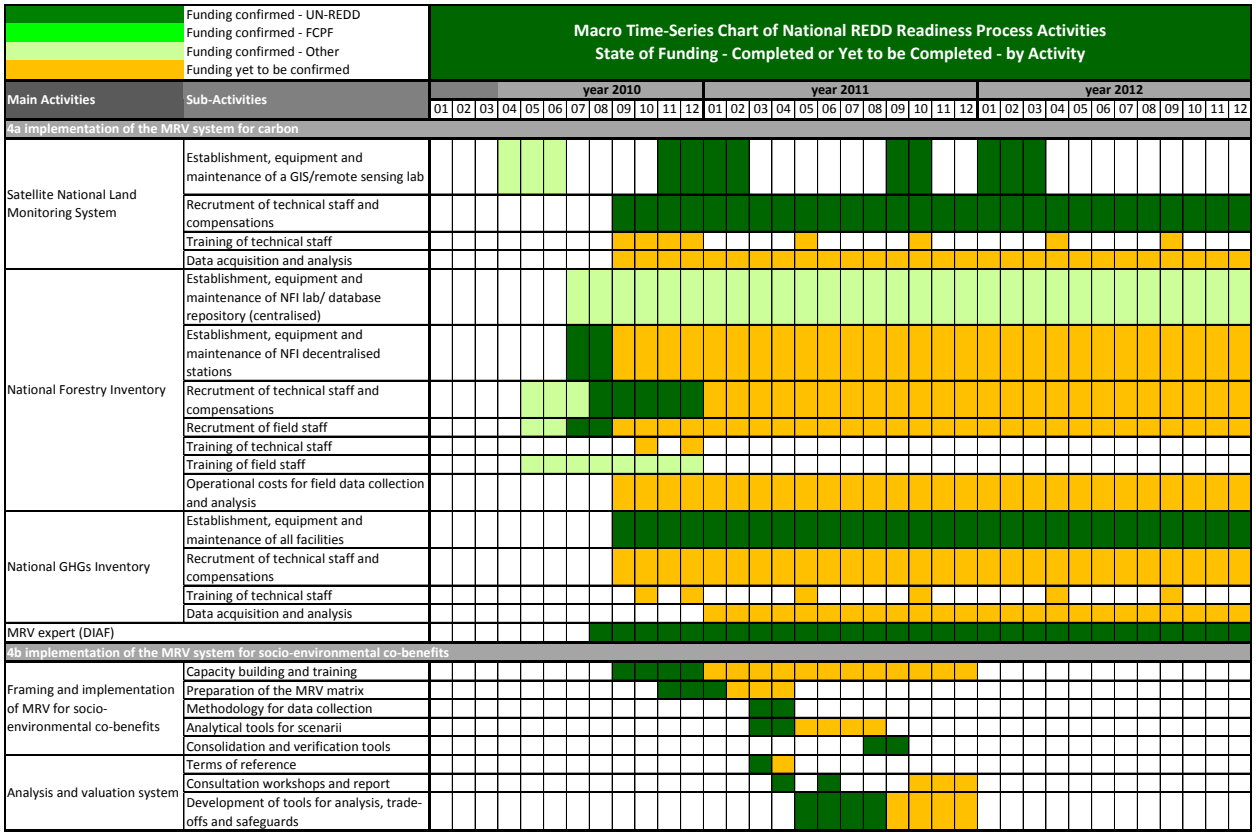
Regarding the specific case of industrial logging, it is worth recalling that most of the Congolese civil society and many international stakeholders consider openly that maintaining the moratorium on new logging concessions is very important for a successful REDD process, and a good indicator of Government's compromise to forest protection and REDD. However, it's necessary that the international community acknowledge the valuable efforts of DRC, notably the respect of such a moratorium since 2002, and supports the delivery of such commitments.

Annex 5: Chronogram of activities, with detailed sources of fund




Funding confirmed - UN-REDD
Funding confirmed - FCPF
Funding confirmed - Other
Funding yet to be confirmed
Macro Time-Series Chart of National REDD Readiness Process Activities
State of Funding - Completed or Yet to be Completed - by Activity
Main Activities
Sub-Activities
year 2010
year 2011
year 2012
01 02 03 04 05 06 07 08 09 10 11 12
2a assessment of the causes of deforestation and past experiences
Consensus-based diagnotic on the drivers of deforestation and degradation at national and provincial level
Intermediary report
Consultations and negociations (Kinshasa and provinces)
On-the-ground validation mission
Synthesis, validation and dissemination
Assessment of past experiences
Bibliographic review, interviews in Kinshasa and writing of an intermediary report
Ground visits, writing the final report, building a database
2b building the REDD national strategy
Review of current sector-based programmes
Technical assistance
Study support/Intelligence
Strategy expert and technical assistance
Documentation, workshops
Consulting services, study tours
Support to the diplomatic process
Training
Supporting delegates
Supporting civil society
Supporting cooperation with COMIFAC
Support through international expertise and advisory services
Framing and preparing pilot projects
Management of pilot initiatives (expertise, assistance)
Coordination, meetings…
Ground missions
Framing and preparing anticipated programmes
Consulting services
Coordination, meetings…
Ground missions
2c building and putting in place the implementation framework for REDD
Framing and preparing
Data collection and first analysis of the situation
Consultations and scoping
Deepened diagnotic
International benchmark
Assessment of options for funds management
Consolidation and writing of the strategic and detailled vision
Writing of draft texts of reform
Integrated Pole of Excellence
Study on Prospective Management of Employment and Skills
Technical assistance
Mission of study and prospection
Supporting the first implementation phase of the programme
Building the implementation framework
Training and lobbying
Consultations and completion of legal texts
Implementation of the institutional framework
Hiring, training and equipment of new bodies and authorities*
Functionning of the bodies
Technical assistance
Assessments of the implementation
2d assessment of social and environmental impacts
Building and completing the SESA
Consultants and technical assistance
Functionning of the supervision committee (SC)
National workshop for sharing and approving the SESA
Supporting the implementation of the National Agency for Environment
Launching and spreading the programme of training
Contributing to making the NAE operational
Supporting ANE's activities
Designing the assessments of SEI for REDD pilot projects
Writing ToR


Funding confirmed - UN-REDD
Funding confirmed - FCPF
Funding confirmed - Other
Funding yet to be confirmed
Macro Time-Series Chart of National REDD Readiness Process Activities
State of Funding - Completed or Yet to be Completed - by Activity
Main Activities
Sub-Activities
year 2010
year 2011
year 2012
01 02 03 04 05 06 07 08 09 10 11 12
3a building of a national reference scenario
Assessment of historic data
Harmonisation and integration of data at national level
Harmonisation and integration of data at subnational level
Analysis of DRC national circumstances
Analysis and consolidation of socioeconomic studies
Analysis of future development needs
Support to RGC
Refinement of spatial approach (UCL)
Quantitative approach of development needs
Coherence with IIASA model
Definition of RELs and RLs
National and subnational policy workshops


Funding confirmed - UN-REDD
Funding confirmed - FCPF
Funding confirmed - Other
Funding yet to be confirmed
Macro Time-Series Chart of National REDD Readiness Process Activities
State of Funding - Completed or Yet to be Completed - by Activity
Main Activities
Sub-Activities
year 2010
year 2011
year 2012
01 02 03 04 05 06 07 08 09 10 11 12
4a implementation of the MRV system for carbon
Satellite National Land Monitoring System
Establishment, equipment and maintenance of a GIS/remote sensing lab
Recrutment of technical staff and compensations
Training of technical staff
Data acquisition and analysis
National Forestry Inventory
Establishment, equipment and maintenance of NFI lab/ database repository (centralised)
Establishment, equipment and maintenance of NFI decentralised stations
Recrutment of technical staff and compensations
Recrutment of field staff
Training of technical staff
Training of field staff
Operational costs for field data collection and analysis
National GHGs Inventory
Establishment, equipment and maintenance of all facilities
Recrutment of technical staff and compensations
Training of technical staff
Data acquisition and analysis
MRV expert (DIAF)
4b implementation of the MRV system for socio-environmental co-benefits
Framing and implementation of MRV for socio-environmental co-benefits
Capacity building and training
Preparation of the MRV matrix
Methodology for data collection
Analytical tools for scenarii
Consolidation and verification tools
Analysis and valuation system
Terms of reference
Consultation workshops and report
Development of tools for analysis, trade-offs and safeguards