



WWF

FACTSHEET

2013

REDD+ Inspiring Practices

# DEVELOPING AN EMISSIONS REDUCTION PROGRAMME IDEA NOTE IN THE DEMOCRATIC REPUBLIC OF CONGO

## SNAPSHOT

### What

» The development by the Government of the Democratic Republic of Congo (DRC) and partners of an Emissions Reduction Programme Idea Note (ER-PIN), based on a range of activities including community-level work in the Mai-Ndombe region of DRC, for submission to the Carbon Fund of the Forest Carbon Partnership Facility (FCPF) for funding of up to US\$60 million to launch the largest forest carbon project in Africa.

### Who

- » Forest Carbon Partnership Facility (FCPF)
- » Local governments and customary authorities
- » Ministry of Environment, Nature Conservation and Tourism (MENCT)
- » National and local civil society organizations
- » National REDD Coordination (CN-REDD)
- » Province of Bandundu
- » Private sector, including Wildlife Works Carbon
- » UN-REDD Programme
- » Forest Investment Programme (FIP)
- » World Wildlife Fund (WWF)

### Where

Future Mai-Ndombe Province, Democratic Republic of Congo

### When

2010–Ongoing

### Project Team

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## SUMMARY

This Inspiring Practice follows the development of an ER-PIN for a large-scale jurisdictional REDD+ programme across the future Mai-Ndombe Province of the DRC. The process involved diverse stakeholders, including members of the central government, provincial government officials, private sector representatives and members of national and international civil society organizations.

## CONTEXT

The DRC is one of six countries that form the Congo Basin, one of the most important areas of biodiversity on the planet, and the second largest tropical rainforest in the world. Of the DRC's 71 million inhabitants, 94 per cent, or nearly 67 million of them depend on forests as an energy source. Of those, close to 40 million people depend directly on forests for their livelihoods including farming, timber and firewood. Due to these immense pressures, the rate of deforestation in the DRC is one of the highest in the world.

**DEFORESTATION RARELY HAS JUST ONE DIRECT CAUSE, AND IN THE DRC THERE IS A STRONG CONNECTION BETWEEN LOGGING, AGRICULTURE, FUEL WOOD AND BUSH FIRES.**

The current Mai-Ndombe region is home to 1.5 million inhabitants and is part of a continuous landscape extending over 7.8 million hectares into the DRC. It is covered with tropical forests and gallery forests (forest growing along a watercourse in a region otherwise devoid of trees), that are critical habitat for endangered bonobos (*Pan paniscus*). These forests are interspersed with savannahs and swamp forests. The future Mai-Ndombe Province would encompass 12 million hectares, including nine million hectares of tropical forest.

Deforestation rarely has just one direct cause, and in the DRC there is a strong connection between logging, agriculture, fuel wood and bush fires. In Mai-Ndombe, household-scale slash and burn agriculture and exploitation of wood for fuel (including

charcoal) and timber along with demand for fuel and timber in the capital city of Kinshasa are the major drivers of deforestation and forest degradation.

The DRC has been working since January 2009 on the REDD+ Readiness process under the leadership of the MENCT, and in partnership with UN-REDD and the FCPF. A National REDD Committee, an Inter-ministerial REDD Committee, and CN-REDD were formed to ensure intersectoral and multi-stakeholder coordination and participation.

WWF began working on REDD+ in the DRC in 2010, through the establishment of the Mai-Ndombe REDD+ Readiness Project in partnership with national and local government and other stakeholders.

**STAKEHOLDERS**



**DIRECT STAKEHOLDERS**

INVOLVED IN PROJECT DESIGN, MAKE DECISIONS, AND RECEIVE BENEFITS.

- Agricultural companies (NOVACEL, SEBO)
- Customary authorities and legally recognized local community organizations (ASBL)
- Legal logging companies
- Local government and rural committees (CARGs)
- Ministry of Environment, Nature Conservation and Tourism (MENCT)
- CN-REDD
- UN-REDD Programme
- Wildlife Works Carbon
- World Wildlife Fund (WWF)

**STRATEGIC STAKEHOLDERS**

PROVIDE MATERIAL, HUMAN, AND OTHER RESOURCES.

- Congo Basin Forest Fund (CBFF)
- Forest Carbon Partnership Facility (FCPF)
- Forest Investment Programme (FIP)
- French Development Agency (AFD)
- German Development Agency (KfW)
- Norwegian Agency for Development Cooperation (Norad)
- US Agency for International Development (USAID-CARPE)

**INDIRECT STAKEHOLDERS**

INFLUENCE PRACTICE WITHOUT BEING DIRECTLY INVOLVED.

- Civil society organizations (CSOs)
- Churches
- Hans Seidel Foundation



## WHAT IS AN ER-PIN?

An Emissions Reduction Programme Idea Note (ER-PIN) is an initial proposal to the FCPF Carbon Fund. Carbon Fund donors use the ER-PIN to evaluate and select initiatives to further pursue with FCPF. Participant countries with the intent to reach an Emission Reductions Purchase Agreement (ERPA). Countries (or designated programme proponents) submit information following an approved document template that outlines their ideas for progressing REDD+ to the “results-based” payment phase. The mechanism seeks to pilot “performance-based payments for verified emission reductions from REDD+ programmes in countries that have made considerable progress toward REDD+ Readiness. The goal is to provide incentives to reduce emissions while protecting forests, conserving biodiversity, and enhancing the livelihoods of forest-dependent peoples and local communities.”<sup>1</sup>

## EXPECTED CHANGES

- Produce an ER-PIN collaboratively with a diverse group of stakeholders that would provide the roadmap for a large-scale, jurisdictional emissions reductions programme covering 12 million hectares, reaching 300,000 families and sustainably reducing deforestation and degradation by half;
- Establish and strengthen a public/private partnership;
- Develop social and environment safeguard mechanisms;
- Align the DRC’s REDD+ initiatives with the REDD+ Five Guiding Principles;
- Generate multilateral funding in support of DRC REDD+.

## PROJECT DEVELOPMENT TIMELINE

**2009:** The DRC formally engages in REDD+ with a Presidential decree establishing a framework for REDD+, and three-phased approach to REDD+ (preparation, demonstration, implementation) mapped out.

**2010:** In March, the DRC begins the process towards an ER-PIN by developing its REDD+ Readiness Preparation Proposal (R-PP). It becomes the first African country to receive approval of its R-PP from the FCPF.

**2010:** The WWF Mai-Ndombe REDD+ Readiness Project launches with an October inception workshop to lay the foundation for REDD+ readiness in DRC. Local and provincial authorities are invited to participate.

<sup>1</sup> FCPF 2012 Annual Report, available at: <http://bit.ly/150RrUT>

**THE DRC HAS BEEN WORKING SINCE JANUARY 2009 ON THE REDD+ READINESS PROCESS UNDER THE LEADERSHIP OF THE MECNT, AND IN PARTNERSHIP WITH UN-REDD AND THE FCPF.**

**2010:** In December, the national government endorses the Mai-Ndombe Multi-territorial Approach Orientation Document. This document is endorsed by the national government and presented during the United Nations Framework Convention on Climate Change (UNFCCC) conference in Cancun. Mai-Ndombe is recognized as an early action learning site and is designated as a pilot programme for sub-national, district or landscape level initiatives to achieve zero-net deforestation within a defined geographical area.<sup>2</sup>

**2011:** The Novacel Sud-Kwamouth pilot project begins, with the goal of reducing deforestation through the promotion of sustainable land management approaches.<sup>3</sup> The pilot project also aims to improve the regulatory frameworks for implementing REDD+ at a national level through on-the-ground experiences and lessons learned. Novacel is envisioned to be a REDD+ programme implementer of the DRC's emissions reduction programme, bringing expertise in community forestry, agroforestry and community-level carbon sequestration projects.

**2011:** In June, the FIP investment plan for the DRC is approved for US\$60 million in grant financing. The investment plan is designed to enhance on-going national REDD+ processes to address the DRC's central forest management and protection challenges.

**2011:** In October, a team from the DRC presents the first draft of the ER-PIN to be implemented in the Plateau District, in the Bandundu province at the FCPF meeting in Berlin.

**2012:** In June, an update on the ER-PIN progress is made during the FCPF meeting in Santa Marta, Colombia.

**2012:** In October, the DRC presents its Mid-Term [Readiness] Progress Report and request for additional readiness funding to the FCPF Participants Committee (PC). The PC allocates additional funding of US\$5 million and asks the DRC to submit a revised request.

**2012:** The DRC presents its ER-PIN concept during a side event at the UNFCCC 18th Conference of the Parties (COP 18) in Doha, Qatar. Key DRC government representatives, including the Deputy Prime Minister; Minister of Budget; Minister of Environment, Nature Conservation and Tourism; and the Vice-Minister of Finance also present the REDD+ National Framework Strategy and launch the REDD+ National Fund in front of key donor countries and organizations attending COP 18.

**2013:** In February, a diverse partnership of forest stakeholders comes together to finalize the DRC's ER-PIN. The forum is organized under the authority of MECNT with the support of WWF and CN-REDD, and with funding from the government of Norway's development agency, Norad. Forum participants include a cross-section of REDD+ stakeholders including community, forest concession holders, cattle ranchers, UN implementing agencies, civil society, indigenous peoples, business leaders; representatives of local, national and international non-profit organizations; and local, provincial and national level government officials. The group releases an official statement, the Kinshasa ER-PIN Communiqué, mapping out the commitment and steps necessary to submit the DRC's ER-PIN to the Carbon Fund of the Forest Carbon Partnership Facility (FCPF) in the first half of 2013.

**2013:** In June, the first official version of DRC's ER-PIN is submitted to the Carbon Fund for review and consideration.

2 Programme intégré REDD+ à l'échelle du District de Mai Ndombe. Document d'orientation. Ministère de l'Environnement, Conservation de la Nature et Tourisme. Coordination Nationale REDD.

3 For more information on this project, visit: [bit.ly/1cNfyxv](http://bit.ly/1cNfyxv)

## ACHIEVEMENTS

- Through this ER-PIN development process, key information has been compiled for Mai-Ndombe on such issues as drivers of deforestation, reference levels, activities essential to REDD+ implementation, implementation costs, etc. In addition, the process provided an opportunity for key stakeholder concerns to be raised and addressed.
- The DRC developed an ER-PIN for on-time submission to the FCPF for potential funding of approximately US\$60 million. Its development was participatory and included input from government representatives, the private sector, international organizations, local non-governmental organizations and IPLCs.
- If accepted, this ER-PIN will be the first jurisdictional REDD+ effort on the African continent and the first large-scale REDD+ programme of its type that incorporates government investment, corporate projects and community action. It will also set the bar for REDD+ not only in Africa, but globally.

## CHALLENGES

- REDD+ is a relatively new topic in the DRC, and it has been important to involve stakeholders at multiple levels of the decision-making process, which has led to decisions taking longer than may have been planned.
- The participatory process involved diverse stakeholders, including the private sector, with sometimes divergent views and priorities. It was often a challenge to build consensus due to these differences. In this case, it proved difficult to find a methodology that ensured the viability of the overall REDD+ programme while also aligning with the prior methodology approved for a Verified Carbon Standard (VCS) validated REDD+ project in the area.
- Community expectations of economic benefits have been high and have needed to be continually addressed.
- Changes in MECNT staff slowed the process.
- The DRC has many conflicting needs, which makes preparing for REDD+ difficult.
- Some government structures have a low capacity to lead and implement the process.
- Roles and responsibilities related to the decision-making process were not as clear as needed from the start of the process.
- Ensuring that local actors and governments participated fully in the process, as opposed to having overseas consultants and teams take on the majority of the work, was challenging.
- Agreeing upon the goals of ER-PIN workshops and meetings before they happened was a challenge, which meant that workshops didn't always accomplish their goals due to lack of pre-planning.



**“WE STARTED WITH THIS LOCAL PROJECT AND TOOK IT TO A LEVEL THAT WE NEVER THOUGHT POSSIBLE. IT WILL BE A DREAM COME TRUE AND A HUGE ACCOMPLISHMENT TO HAVE THE FIRST REDD+ PROGRAMME WITH A JURISDICTIONAL APPROACH IN AFRICA.”**

Flory Botamba Esombo,  
WWF-DRC

100%  
RECYCLED

#### OUR VISION

WWF's Forest and Climate Programme works to ensure that the conservation of tropical forests as carbon stores is secured by green economic development that benefits people, the climate and biodiversity in transformational ways.

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## LESSONS LEARNED

- Activities need to be officially recognized by the government to facilitate scaling them up. The first draft of WWF's integrated REDD+ programme for Mai-Ndombe was shared with CN-REDD at an early stage. The FIP and the ER-PIN are among the subnational programmes that will be implemented in Mai-Ndombe as a result.
- Define clear leadership, roles and responsibilities for each group at the start of the ER-PIN process. There should be leaders for the different work streams related to the ER-PIN drafting process and an understanding of how decision making will work. By starting with a clear understanding of roles and a simple, flexible management structure, the process will run more smoothly. Strong but transparent leadership by the government is ideal, which in some cases might require increased government capacity dedicated to the ER-PIN process.
- An inclusive and transparent process is important to build stakeholder trust and consensus. Ensuring an inclusive and transparent process from the start is important in building trust among the key stakeholders to find a middle ground for building a REDD+ programme that benefits the people, landscape and country.
- Third-party facilitation may make the process more efficient and effective. Having a third-party facilitator can assist in ensuring that all stakeholder views and priorities are considered, and reduce the chance of any one stakeholder dominating the dialogue.
- Establish alliances with private sector actors. Private sector actors worked closely with WWF on the ER-PIN development, and by collaborating and understanding each side's approach and desired role from the beginning, potential conflicts about roles and responsibilities can be mitigated.
- Empower targeted stakeholders to participate fully in the ER-PIN process. WWF supported the ER-PIN process through both human and financial resources, but also focused on empowering and strengthening governments, local WWF staff, CSOs and other stakeholders to fully participate in the development process.
- Be prepared with flexible capacity on the ground. Having additional, flexible capacity of staff, consultants and resources in the local offices where the ER-PIN work is being done will help the process move more quickly and efficiently.
- Seek early technical guidance from the FCPF Secretariat. Given the tentative state of guidance from the Carbon Fund, seeking early technical guidance from the FCPF Secretariat is valuable.

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