

Independent Technical Review: Uganda R-PP document

UN-REDD PROGRAMME

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General comments to R-PP Document of Uganda (maximum 200 words):

Document is well written and divided up into all relevant sections. Certain components of the R-PP such as consultation and participation, identifying REDD+ strategy options and the management of risks need to be further developed to get the R-PP to required level.

Showcasing REDD+ progress at international level via side-events is commendable. This will increase the learning and sharing within REDD+ community whilst improving the needed transparency of the process.

R-PP should look at the R-PP of other countries for examples of how the institutional frameworks are depicted diagrammatically.

Assessing the draft R-PP against review criteria

(Please refer to the TORs and supporting documents)

1. Ownership of the Programme (maximum 150 words):

Uganda authorities clearly show commitment and ownership of the process. The FAO, UNEP and UNDP by virtue of their lead roles with the three outcomes and also the role of the UN Resident Coordinator. It is worthy to note however that it is not clear from R-PP if other government agencies and local Ugandan stakeholders own the programme and process. R-PP needs to build trust and ensure that there is a national ownership of REDD+ by all relevant stakeholders. Ownership is also evident from the work that government is putting into the process, which though in kind, has been valued at \$472,000 and the fact that REDD+ seems to reside at a high political level such as the Ministry that has power to invite other ministries of the country. REDD+ is also been proactively embedded into national development and budgeting ensuring coherence with the vision of the country. This criteria is met in the R-PP.

2. Level of consultation, participation and engagement (maximum 150 words):

There is increased awareness of the need to include various stakeholders ranging from Indigenous Peoples, Forest communities, donors, private sector and across multiple-sectors of government. Undertaking a situational analysis of current understanding and perceptions of REDD+ at subnational level is commendable. Consultation, participation and engagement however needs to be deepened at both national and local levels. Consultation and participation is not operationalized. This component therefore does not meet the criteria.

3. Programme effectiveness and cost efficiency (maximum 100 words):

R-PP has not yet identified REDD+ strategies. It is therefore difficult to ascertain how effective the REDD+ programme will be. It is imperative to note however that there is the intent and understanding in the R-PP to fashion out strategies that target the drivers of deforestation in Uganda. With exception of the TV programme that did not seem cost-efficient at \$8000, the budget for the programme is cost efficient and therefore largely meets the criteria.

4. Management of risks and likelihood of success (maximum 150 words):

The R-PP does a good job to identify risks are in the National Programme Monitoring Framework. It doesn't however discuss managing these risks. R-PP should include thinking around measures to reduce or abate these risks and add it as another column in the NPMF table. R-PP doesn't provide an analysis of past or existing initiatives in the forest sector that have succeeded or failed in improving forest cover in Uganda and how REDD+ can benefit or learn from those initiatives. The likelihood of success for the programme also depends on the strategies to be instituted, which R-PP is yet to identify. This section does not meet the criteria.

5. Consistency with the UN-REDD Programme Strategy (maximum 150 words):

Document is consistent with the UN-REDD Programme Strategy. It follows institutional leads specified in the programme strategy such as having FAO take a lead on MRV and Monitoring in Uganda. The process is widely developed in the Ugandan national context, policies and

development. It also includes a major component of knowledge sharing on the Ugandan REDD+ process which aligns with UN-REDD's knowledge management objective.

6. Compliance with UN-REDD Programme Rules of Procedure and Operational Guidance (maximum 150 words):

R-PP follows operational guidelines and rules of procedure from report approval to financial transfer and involvement of the UN agencies including internal evaluations. The R-PP meets the criteria.

Assessing the draft R-PP by component

(Please refer to the TORs and supporting documents)

1. Component 1: Organize and consult (maximum 300 words):

Uganda's approach to REDD+ as a programme has sustainability advantages over engaging with REDD+ as a project. The R-PP leverages and optimizes the capacity available to the country such as having FAO, UNDP and UNEP leading certain roles and using independent civil society activities to advance the process.

The proposed institutional arrangement for UN-REDD needs to be reformed. It is unclear what different arrows stand for. Are they indications of reporting? Supporting? Or lines of communication? PCE is not depicted to have a link to any other institution; institutional leadership is absent. Can R-PP depict the institutional arrangement of the national REDD+ process and show how the UN-REDD fits within the larger set up?

Recognizes and makes provision for the inclusion of relevant stakeholder types and across government sectors outside forestry. One commendable action is the inclusion of the Parliamentary Committee members. However, R-PP doesn't seem to highly engage the Ministry of Energy and Mineral development even though they are mentioned as part of CPCC in Annex 4. R-PP should ensure that private sector stakeholder categorization captures both timber merchants and private REDD+ developers.

Not much consultation has happened under the NP. R-PP should include a consultation and participation plan and its operationalization. How will guidance on engagement of IPs be operationalized in the Ugandan context? (See Pg. 33).

To improve the stakeholder consultation and feedback process, the R-PP needs to establish an accessible and well-known channel of communication beyond the use of workshops. Knowledge management throughout the REDD+ process is key and will be vital globally. The communication strategy is key to increase awareness of REDD+ in Uganda but R-PP needs to interrogate who the audience of this strategy will be and to what depth of understanding it can achieve?

In addition to establishing consultation mechanisms, R-PP should define minimum standards of consultation in conjunction with identified relevant stakeholders.

Is the membership of the SESA, Policy and MRV taskforces different from the NTC to which they report or is the NTC a bigger platform of all 3 taskforces? SESA taskforce should include a conflict resolution expert.

The institutions included in the Extended CCPC do not include private sector timber merchants and local NGOs (space for international NGOs is given).

2. Component 2: Prepare the REDD-plus Strategy (maximum 300 words):

REDD+ strategy not yet defined but R-PP clearly shows intention to prepare the strategy with involvement of REDD+ stakeholders. This will enrich the strategy option discussions and outcomes of the country. The R-PP clearly shows the need to carve a REDD+ strategy that focuses on reducing the deforestation rate from agricultural expansion into marginal and forested lands owing to

population growth. The R-PP should clearly identify and state what type of agriculture is responsible for this e.g. subsistence or commercial? Given that the bulk of Ugandan forests are on private land and reportedly face higher deforestation rate, R-PP rightly recognizes need to analyze challenges and options related to these type of lands and develop a strategy around their management for REDD+.

3. Component 3: Develop a National Forest Reference Emission Level and/or a Forest Reference Level (maximum 200 words):

Readiness process should seek to employ more than one national MRV Mapping/GIS expert as currently spelt out in R-PP. To develop national forest emission levels, the gap in capacity is identified by R-PP and prioritized for strengthening. Session should clearly state who would organize refresher trainings? Capacity building for staff in GIS should include an understanding of the value of REDD+ and not focused on GIS software technologies.

4. Component 4: Design Systems for National Forest Monitoring and Information on Safeguards (maximum 300 words):

R-PP observes the UNFCCC safeguard of aligning the REDD+ programme with national forest programmes and country goals. Capacity building is rightfully identified in the R-PP to bridge the gap in NFM and Information on Safeguards. R-PP however needs to detail out expected time frame within which a local MRV expertise can be built to handle daily work (reference: page 9, paragraph 4).

5. Component 5: Schedule and Budget (maximum 300 words):

Budget generally seems well thought through. The quarterly time frame is only indicated for the first year and so does not give an accurate depiction of when activities funded for second year will take place. R-PP should include second year's quarterly timelines. Time frames for output 1.3 activities have not been indicated in table. Some activities are mentioned in budget but not in narrative of "Organize and Consult" component.

Couple of activities in the budget table are repeated such as under output 1.3, the activity to "organize a joint consolidation and consultation session with all ministries". Table therefore needs review to remove repeated activities and budget lines. Information and consultation budget lines seem to be for one-off events. This is problematic as the process of consultation must be continuous. On page 53, the table states a budget of \$8,000 to organize a TV debate. This budget line is too high for one TV programme. The description section of the budget table for most items mentions "contractual services". R-PP should consider being specific.

Not all activities in narrative are captured in the budget. For example, under outcome 1, there is no budget for consultation with general stakeholders like civil society. All consultation budgets presented are for engaging other sectors of government.

Under output 2.3, the travel budget of \$5,000 does not fit in the activity of "develop a forest and land use monitoring **web-portal** to display REDD+ information.

Even though from the initial sessions, there is a clear perspective of Ugandan government owning the REDD+ process, the budget line description of costs has a high number of "contractual services" and raises the question of how much the government will drive the processes itself.

6. Component 6: Design a Program Monitoring and Evaluation Framework (maximum 300 words):

Component identifies actors who must monitor and report including evaluations that will happen under REDD+ process. R-PP also indicates timelines for all the monitoring, evaluation and reporting that will be undertaken.

The internal evaluation alongside the independent reviewer's evaluation will serve as an engaging and learning platform for the PMU to understand transformations that have taken place over time and shortfalls that still exist. Internal reviews have an advantage of an institutional knowledge that would enrich the review, which an independent reviewer may not have. Monitoring and evaluation component recognizes a feedback system to improve the REDD+ process. The character of this feedback system should be specified in R-PP.

Validation workshops should be more engaging than employing technical approaches such as polls. There is a need to interrogate views to enrich the document being validated.

Suggestions for improving the technical design of the R-PP Document of Uganda (maximum 400 words):

- Even though R-PP is well written, it is generic in certain parts. It needs to be tailored to Ugandan context and made specific. Who needs to do what, when does it have to be done, how does it have to be done, etcetera. For example, page 7 mentions a series of working and consultation workshops for target audiences comprising government technical experts and directors, ministers and policy advisors, opinion leaders. The R-PP should analyse and specifically state who these actors will be such as Minister of Agriculture, Minister of Environment and Minerals Development, etc. Another example is on page 12 when R-PP talks about closer scrutiny for complex interrelationships that exists between individual/customary rights and existing state laws and regulations. The R-PP must clearly state how this will be tackled (is it via field research? Targeted interviews? National debate?, Focus groups?, etc.) and when it intends to do this.
- The headings for the tables should be repeated for every page to facilitate reading of tables. For example, headings for Table 1. National Programme Results Framework should run through pages 15 to 21 and that of Table 4 should run through pages 38 to 46.
- Component 4 of the National Programme Results Framework depicted in Table 1 is on designing systems for national forest monitoring and information on safeguards, however none of the outputs in the table adequately capture the aspect of information on safeguards. The section should be reviewed to include safeguards.
- Under the National Programme Monitoring Framework, the means of verification needs to be concrete and measurable for all outputs and indicators. For example on page 38, means of verification for indicator T.1.2.1 cannot be “dates on validation workshop reports” but rather “3 study reports published/produced”.