

**UN-REDD**  
PROGRAMME



# Consolidated Management Response to the Programme Evaluation

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UN-REDD PROGRAMME

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July 2014

## Introduction

In accordance with terms of reference agreed at the Tenth meeting of the Policy Board (PB) in June 2013, the first Programme evaluation of the UN-REDD Programme was undertaken between October 2013 and June 2014<sup>1</sup>. The objectives of the evaluation were: i) to provide evidence of results; ii) to promote learning, feedback and knowledge sharing; and, iii) to inform revision of the UN-REDD Programme strategy. An inception report was considered at the Eleventh Policy Board (PB11) in December 2013, followed by two rounds of feedback provided by Board members to the evaluation team, firstly to the preliminary findings circulated in March 2014, and secondly to the draft report in May 2014.

The final report of the evaluation was disseminated on 20 June 2014, in advance of the Twelfth Policy Board (PB12) in July 2014, and presented to the Board by the evaluation team during the meeting. In response to the reports twelve recommendations that were addressed to multiple constituencies of the UN-REDD Programme - three directed to the Policy Board, and nine directed to the Agencies - the Policy Board and the participating UN Agencies each prepared a draft Management Response that addressed the relevant recommendations.

Following the presentation of the draft Management Responses at PB12, the Board agreed<sup>2</sup> to the Policy Boards Management Response, acknowledged the Agencies draft Management Response and requested that the UN-REDD Programme Secretariat compile and finalize the consolidated management response and circulate to the Policy Board for information. The Policy Board also encouraged the countries to take note of the recommendations addressed to them.

The consolidated response to the recommendations of the Programme Evaluation is provided in parts 1 and 2 below.

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<sup>1</sup> All documents are available for reference on the UN-REDD Programme [workspace](#).

<sup>2</sup> Policy Board decision PB12/10

## Part 1: Policy Board management response to recommendations 1, 7 and 11.

The Policy Board considered the report of the Programme Evaluation and convened a Working Group to consider the three recommendations (1, 7, 11) directed at the Policy Board. The following management response was agreed by the Policy Board (decision PB12/10).

No.	Recommendation	Accepted, partially accepted or rejected	Response and follow up action	Timeframe for follow up	Responsible for follow up
1	<p>The Policy Board should re-examine the overall purpose and strategic objectives of the UN-REDD Programme, to address both the significant challenges that REDD+ faces and the dynamic context within which it operates.</p> <p>Furthermore the development of a more robust and resilient Programme should:</p> <ul style="list-style-type: none"> <li>• Support country-driven solutions that incorporate a mix of performance and non-performance-based approaches (i.e., solutions that are not reliant on compensatory incentives or rewards);</li> <li>• Tackle the underlying factors that condition land use and land cover change at local and global levels (e.g., agrarian and rural development policies, tenure, economic policies, global supply chains, trade agreements, legal and illegal market demands, etc.)</li> </ul>	Accepted	The issue will be handled by the process of creating the new post 2016 strategy using a participatory process including all stakeholders.	2014-15	Policy Board & UN-REDD Agencies
7	The PB should make tenure a priority area for Programme interventions, building on existing initiatives and expertise at the national, regional,	Accepted	The PB recognizes the importance of tenure and that the UNREDD program should contribute to country efforts to improve tenure issues in	2014-15	Policy Board & UN-REDD Agencies

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	and global levels. To this end, the Programme should support country efforts to clarify the land and resource rights of forest-dependent populations, including carbon rights and the related distribution of benefits.		<p>accordance with national REDD+ strategies and legal frameworks</p> <p>The issue will be handled by the process of creating the new post 2016 strategy using a participatory process including all stakeholders</p>		
11	<p>The Policy Board and UN partner agencies should revise and simplify the UN-REDD governance structure to reduce overlap, strengthen the strategic and substantive functions of the PB, and clarify the roles and responsibilities of the MG and Secretariat.</p> <p>Additional sub-recommendations are:</p> <ul style="list-style-type: none"> <li>• Clarify the boundaries of country-driven modalities so as to limit confusion on the respective roles and responsibilities of UN partner agencies and those of country partners, in terms of setting programming priorities and making decisions relative to the use of Programme funds;</li> <li>• Disaggregate the PB's knowledge-sharing function from the Board's mandate to provide fiduciary oversight and strategic guidance to the Programme;</li> <li>• Revise the Terms of Reference of the different UN-REDD management structures to eliminate</li> </ul>	Accepted	<p>The PB acknowledges the importance of revising and simplifying the governance structure in order to realize efficiencies.</p> <p>This subject will be handled as part of creating the new post-2016 strategy following the principle of form follows function and using a participatory process including all stakeholders.</p>	2015	Policy Board & UN-REDD Agencies

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	<p>overlap, clarify roles and responsibilities, assign decision-making authority to the different bodies (including the Secretariat), and ultimately strengthen the Programme’s capacity to “Deliver as One”;</p> <ul style="list-style-type: none"> <li>Assign NP management oversight to country partners, where feasible. Pursuant to Recommendation 2 and existing standards for risk assessment, NP management should be assigned to country partners, where possible. To this end, UN partner agencies, REDD+ implementation partners (e.g., FCPF), and participating countries should consider developing a single-form reporting requirement for all relevant stakeholder groups.</li> </ul>				

## **Part 2: Agencies management response to recommendations 2, 3, 4, 5, 6, 8, 9, 10 and 12.**

The UN-REDD Programme agencies welcomed the publication of the final report and considered the nine recommendations (2, 3, 4, 5, 6, 8, 9, 10, 12) directed at the Agencies. The following management response outlining how the UN-REDD agencies will take up the issues identified was acknowledged by the Policy Board (decision PB12/10).

While the UN-REDD agencies will work with and support all UN-REDD constituencies in addressing the recommendations, the agencies do not purport to respond on behalf of the other UN-REDD Programme constituencies.

### **General observations**

The external evaluation has been an excellent opportunity for the UN-REDD Programme stakeholders to assess the results of the considerable efforts made since 2008 to support and develop REDD+ in developing countries. The evaluation report is a comprehensive document that includes a series of recommendations (see below), as well as ratings of the Programme performance according to various criteria and a short summary of the main lessons learned. The 34 key findings of the evaluation are outlined in accordance with standard OECD DAC criteria: relevance, effectiveness, efficiency, impact and sustainability. There are also important findings concerning cross cutting issues (including gender, participation and capacity development) and with the factors affecting performance, notably both the design and structure of the Programme as well as the management and organization. The requirements of the terms of reference have been fulfilled satisfactorily.

While the assessment of the REDD+ process since 2007 that underpins the evaluation of the Programme is cautious - particularly with respect to the prospects for rapid advance towards performance based payments as incentives for reducing greenhouse gas emissions from deforestation and forest degradation - the evaluation includes numerous insights and proposals that can and will be taken up by the UN-REDD Programme in the near and mid-term future. REDD+ is work in progress and there are many challenges. The UN agencies involved in the Programme have been confronted with a steep learning curve and have strived to overcome significant obstacles in advancing towards REDD+ readiness. During the evaluation some weaknesses and threats have been noted, but the strengths and opportunities for the Programme have also been highlighted. In preparing to follow up on the recommendations, the many valuable findings as well as the specification of the lessons learned will be extremely useful.

No.	Recommendation	Accepted, partially accepted or rejected	Response and follow up action	Timeframe for follow up	Responsible for follow up
2	<p>In consultation with country partners and other stakeholders, the UN-REDD Programme Management Group (MG) should develop a robust Theory of Change (ToC) that explains what the Programme aims to accomplish and how it will achieve such ends (i.e., link theory to action).</p> <p>In support of this process:</p> <ul style="list-style-type: none"> <li>• Clarify the purpose and rationale of existing programming components (i.e., SNA-GP and NP) with the aim of strengthening complementarities;</li> <li>• Revise the scope of the Programme (focus and reach) and implementation modalities (e.g., hiring more national/regional staff and technical experts);</li> <li>• Validate assumptions and intended results with key development partners and possibly an external panel of experts that could contribute objective advice and perspectives on how best to achieve development results and impact.</li> </ul>	Accepted	<p>The UN-REDD agencies will develop an explicit Theory of Change (ToC) to underpin the new 2016-2020 strategy, which will be consulted broadly with the Programme’s constituency. The draft ToC will be presented at PB13 as part of the new draft strategy.</p> <p>The evaluation has made a valuable contribution by developing a “reconstructed” ToC (exhibit 5.1 in the report). The MG has started to outline a ToC based on an assessment of the comparative value of the Programme and this will be further developed on the basis of thorough consultation with all stakeholders.</p> <p>During the preparation of a new strategy, the scope of the Programme as well as appropriate implementation modalities (including the use of national and regional staff and technical experts) will be reviewed. Similarly, arrangements will be made for the validation of assumptions and intended results in collaboration with the key development partners. The feasibility of the proposal to set up a panel of experts will also be considered.</p> <p>The work on the ToC is expected to generate a set of immediate measures that can be applied with immediate effect and throughout 2014-2015, and then also be reflected in the new strategy.</p>	2014-2015	UN-REDD agencies (through MG and the Secretariat), collaborating with country partners & other stakeholders
3	UN partner agencies should further their collaboration with the World Bank’s Forest	Accepted	To advance towards closer cooperation with the FCPF, strategic discussions will be organized to explore the	2014-2015	UN-REDD Agencies &

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	<p>Carbon Partnership Facility (FCPF) with a view to fully harmonise standards and approaches, eliminate the duplication of effort, and strengthen joint delivery on the basis of core agency competencies.</p>		<p>potential for enhanced collaboration. This is expected to generate a set of strategic directions and further steps to increase synergy between the two initiatives, including by continuing to eliminate redundancies, harmonise standards and approaches and to explore joint delivery opportunities.</p> <p>It should be noted that there are institutional arrangements, established governance arrangements as well as funding preferences that separate the FCPF and the UN-REDD Agencies. What is essential is for the two multilateral initiatives - as well as the other REDD+ initiatives - to demonstrate how they are working to support countries in accordance with their REDD+ objectives, the decisions of the UNFCCC and in ways that are consistent and complementary; a strategic alignment that articulates a complementarity of approaches and efforts.</p> <p>The FCPF has taken the lead in testing emissions reduction “transactions” through the Carbon Fund. This is essential work that the World Bank is well-placed to lead. Other strategic REDD+ options also need to be demonstrated that are consistent with the Warsaw Framework and the scope of results-based actions. As the design of a new UN-REDD Programme strategy advances, improved arrangements for joint planning and implementation at country level as well as possibilities for resource sharing will be explored.</p>		<p>the World Bank’s FCPF</p>



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			<p>Other proposals for developing a “collaborative work plan” for the two initiatives could be taken forward more rapidly, e.g. in the knowledge management sphere. The UN-REDD Programme will work with the FCPF and other partners such as the GEF, the CIF-FIP and bilateral agencies to contribute to more integrated knowledge sharing and exchange of lessons learned for the benefit of REDD+ countries, including through the UNFCCC web platform.</p> <p>The two initiatives have already started to discuss this and will continue to work closely together to fully explore all options for further collaboration and greater synergy.</p>		
4	<p>UN partner agencies should work with partner countries to strengthen country ownership over all aspects of national REDD+ efforts, including the development of a more bottom-up approach.</p> <p>Sub-recommendations are:</p> <ul style="list-style-type: none"> <li>a) Give full priority to national and regional experts wherever feasible;</li> <li>b) Use existing structures or</li> </ul>	Accepted	<p>The UN-REDD agencies fully subscribe to the recommendation of strengthening country ownership of all aspects of the REDD+ process. More must be done to make this explicit and not merely implied. The overall recommendation will be addressed in designing the new Programme strategy, or before where possible. Steps to be taken include:</p> <p>a &amp; b) These are already priorities for the Programme when supporting countries. But they will be further emphasised especially in the design of new National Programmes (NPs). Through its capacity building efforts, the UN-REDD Programme is also aiming to increase the pool of national and regional experts available.</p>	immediate	UN-REDD agencies and partner countries

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	<p>coordination mechanisms to implement and scale up REDD+ across levels of government;</p> <p>c) Strengthen country capacity to coordinate REDD+ investments, using national financial management and accountability mechanisms, where feasible (e.g., UNDP's NEX approach);</p> <p>d) Solicit national contributions, whether in-kind or through dedicated budget lines, in alignment with the Paris Declaration on aid effectiveness;</p> <p>e) Apply strict subsidiarity principles, by delegating decision-making authority and operational management to the level closest to the field, while applying basic principles for robust resource governance such as downward accountability and the decentralisation of collective decision-making processes.</p>		<p>c) This is already being done in some countries, and will be further implemented within all new NPs, and also within existing NPs. In the design of NPs, improved scoping for consistency with existing structures and financial mechanisms will also be included.</p> <p>d) The UN agencies will ensure national contributions are captured in targeted support requests, NPs and subsequent reporting.</p> <p>e) These principles are already being applied as much as possible, however this will be addressed during planned dedicated consultations to address this and other evaluation recommendations that will be undertaken in 2014. This is expected to generate a set of immediate measures that can be applied with immediate effect and throughout 2014-2015, and will also be reflected in the new strategy.</p> <p>In general, the proposed new round of country needs assessments will provide an opportunity for focused analysis of the ways in which the UN-REDD agencies can continue to respond effectively to the plans and proposals for REDD+ that are developed in different countries.</p> <p>Finally, for the sake of clarity, it is worth noting that there is no difference in the delivery modalities of the</p>	<p>immediate</p> <p>immediate</p> <p>immediate</p>	

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			SNA-GP and the NP budgets. Both are delivered through the UN-REDD agencies implementation modalities. But the recommendation to make more use of national implementation modalities is well taken.		
5	As part of the revision to the Programme's Strategy, UN partner agencies and participating countries should place greater emphasis on integrated cross-sectoral approaches to REDD+ and should advocate for higher-level political support and capacity building across national government entities.	Accepted	<p>The design of new NPs as well as Targeted Support activities can and will build on this recommendation with immediate effect, promoting more cross-sectoral approaches.</p> <p>Promoting REDD+ depends on political support and capacity across various levels of government, as recognized in this recommendation. The broad buy-in to the REDD+ process is important, both across the institutions of national government and at local level. Through building on the comparative advantages of the UN-REDD agencies and their engagement with different ministries (e.g. FAO with Forestry and Agriculture, the UNDP with Planning and UNEP with the Environment), as well as the coordinating work of UN Resident Coordinators and UNDP Country Offices, attention will be given to supporting appropriate inter-ministerial mechanisms for implementing REDD+.</p> <p>The countries can drive these processes forward, with backing and advice from the UN-REDD agencies. In this context it will be important to seek support for REDD+ in the private sector – where there appears to</p>	2014-2015 immediate	UN-REDD agencies & participating countries

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			<p>be increasing recognition of the need to “eliminate deforestation and degradation from supply chains” – as well as with farmer’s organisations, etc.</p> <p>Whether to focus more at the sub-national level and specifically in jurisdictional “pilots” through other REDD+ initiatives and how this could lead to more cross-sectorial integration will have to be considered when developing strategic plans, taking into account relevant UNFCCC decisions. The support provided aims to develop effective national institutions that are able to implement agreements on REDD+ in terms of national REDD+ strategies, forest monitoring systems, emissions reference levels (FRELs/RELS) and safeguards information.</p>		
6	<p>UN partner agencies and country partners should initiate joint actions to address the key drivers of deforestation and forest degradation, by tackling issues and engaging relevant stakeholders (especially the private sector) early in the REDD+ readiness phase.</p>	Accepted	<p>The UN-REDD agencies propose make this a central work area in the 2016-2020 strategy of the Programme.</p> <p>This recommendation is consistent with the conclusions reached by the UN-REDD agencies as the Programme has developed since 2008. There is no doubt that the UN-REDD Programme support to national policies and measures, including national REDD+ strategies and action plans need to consider the drivers of deforestation and forest degradation earlier in the readiness process and identify strategic opportunities for achieving results-based action accordingly.</p>	2014-2015 and 2016-2020 strategy	UN-REDD Agencies & country partners

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			The recommendation is also relevant in the context of all new REDD+ national strategies that are being and/or will be developed by country partners.		
8	Responsible units within the UN partner agencies, with the support of partner countries, should continue efforts to streamline social and environmental safeguards for REDD+, especially with regards to benefit sharing mechanisms, and support country efforts to provide information on how safeguards are addressed and respected.	Accepted	<p>The UN-REDD Programme intends to continue and scale up the support to countries in the development of their national approaches to safeguards, including work on identifying whether existing policies, laws and regulations (PLRs) are sufficient to apply the UNFCCC agreed (“Cancun”) safeguards, filling any gaps in such PLRs, as well as collecting and providing information on how safeguards are addressed and respected. The Programme provides countries with voluntary tools and flexible guidance, rather than imposing a standard approach to safeguards.</p> <p>UNFCCC Decision 12/CP.19 is acknowledged such that the Programme will pay more attention to the critical elements REDD+ countries must achieve in order to obtain results-based payments, including providing information through the national communications on how safeguards are addressed and respected. Thus, the relevant responsible units are prepared to intensify work on safeguards and benefit sharing mechanisms.</p>	immediate	UN-REDD Agencies & partner countries
9	Responsible units within the UN partner agencies, with the support of partner countries, should intensify efforts to mainstream gender equity across the	Accepted	The agencies will continue to bring to bear their collective experience and know-how on these issues. Furthermore, dedicated training for UN-REDD Programme (including in each regional team) and	immediate	UN-REDD Agencies & partner countries

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	<p>Programme, providing sufficient resources and relevant training to ensure a more comprehensive and systematic approach.</p> <p>Sub-recommendations are:</p> <ul style="list-style-type: none"> <li>• Appoint and adequately resource a gender focal point in each of the regions;</li> <li>• Adopt equity and rights-based approaches to programming;</li> <li>• Provide training opportunities for Programme staff and stakeholders;</li> <li>• Build on existing contributions from the UN and development partners.</li> </ul>		<p>partner country personnel will be arranged, in coordination with the existing gender and social safeguards experts and focal points in agencies' headquarters and regional offices.</p> <p>Rights and gender issues are high priorities and collaboration with the relevant specialized organizations has been and will be pursued through the Programme. Efforts will therefore be made to ensure that understanding of rights based approaches and gender equity are explicit in the terms of reference and performance requirements of all Programme personnel.</p>		
10	<p>Country partners and UN partner agencies should strive to ensure the fair and verifiable representation of CSOs, IPs, and other forest-dependent populations in NP decision-making processes.</p>	Accepted	<p>While recognition of the Programme's efforts in advancing a rights-based approach to REDD+ implementation is appreciated, the need to continue encouraging multi-stakeholder decision making processes at country level is acknowledged. This will be taken into account in developing the new strategy and in configuring stakeholder engagement towards national readiness processes.</p>	2014-2015	Country partners and UN-REDD Agencies
12	<p>The UN-REDD Programme Secretariat should continue efforts to develop and implement results-based planning, monitoring and reporting tools across the breadth of the Programme, to support adaptive management tools, report</p>	Accepted	<p>In concurring with this recommendation, the Secretariat will focus on developing and implementing results-based planning, monitoring and reporting tools. This will also provide the basis for more consistent, transparent and well-structured reporting on all achievements as well as both</p>	2014-2015	UN-REDD Agencies and Secretariat

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	<p>achievements to both internal and external audiences and draw lessons from implementation.</p>		<p>adaptive management taking stock of M&amp;E lessons and better impact monitoring tools associated with the new M&amp;E plan.</p> <p>Furthermore, full design of a results based framework with specification of objectives, outcomes and indicators will be undertaken in connection with the revision and updating of the UN-REDD Programme strategy.</p> <p>In the short-term a set of immediate measures to address this recommendation will be discussed and defined by end of 2014 and presented to the PB as part of the update on the implementation of this management response.</p>		