



Reducing
Emissions from Deforestation
and Forest Degradation (REDD+)



SUPPORT TO THE ESTABLISHMENT OF INDONESIA REDD+ INFRASTRUCTURE AND CAPACITY : INTERIM PHASE PROJECT

Terminal Evaluation

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PREFACE

This report was prepared at the request of UNDP (the Client) by the evaluation team, consisting of Mr Nelson Gapare and Dr Perdinan. The intended user of this report is the Client and its stakeholders, as stated in the Terms of Reference. No other third party shall have any right to use or rely upon the report for any purpose.

This report contains the opinions of the Terminal Evaluation (TE) team. The review has, as of necessity, relied heavily on interviews, project reports, as provided and other documentation. In some instances, this information cannot be independently verified. The evaluation team has prepared this report with care and diligence, and the statements in the report are given in good faith and in the belief, on reasonable grounds, that such statements are not false or misleading. Prior to preparing this final report, a draft report was presented to the client for comments, questions and request for clarification. The TE team collated and responded to all comments and, where necessary, has amended the report based on this feedback.

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GLOSSARY

BIG	Badan Informasi Geospasial (National Agency for Geospatial Information), formerly Badan Koordinasi Survei dan Pemetaan Nasional (Bakosurtanal, National Coordinating Agency for Surveys and Mapping).
BLU	Badan Layanan Umum
BP REDD+	Badan Pengelolaan REDD+ (REDD+ Agency).
DG of CCC	Directorate General of Climate Change Controlling
FCPF	Forest Carbon Partnership Facility
FREDDI	Fund for REDD+ in Indonesia.
GGGI	Global Green Growth Institute, an international organisation working with public and private sector in developing and emerging countries around the world to put green growth at the heart of economic planning.
GHG	Greenhouse gas.
IMS	Information Management Systems.
INCAS	Indonesia National Carbon Accounting System.
INDC	Intended Nationally Determined Commitments
IPCC	Intergovernmental Panel on Climate Change (IPCC).
Karhutla	Kebakaran Hutan dan Lahan (Forest and Land Fires)
LAPAN	Lembaga Penerbangan dan Antariksa Nasional (National Institute of Aeronautics and Space).
MoEF	Ministry of Environment and Forestry
MoU	Memorandum of Understanding.
MRV	Measurement/Monitoring, Reporting and Verification refers to the collection of data and information at a national or sub-national level and applying calculations for estimating emission reductions or enhancement of carbon stocks based on a reference level (RL).
PMU	Programme Management Unit, REDD+ Agency.
PSAP	Provincial Strategic Action Plan (Strategi Rencana Aksi Provinsi, SRAP). See also STRADA/SRAP.
REDD+	Reducing Emissions from Deforestation and Forest Degradation;
RL/REL	Reference Level (RL) is the amount of net/gross emissions and removals from a geographical area estimated within a reference time period (eqCO ₂); Reference Emission Level (REL) is the amount of gross emissions from a geographical area estimated within a reference time period (eqCO ₂).
RPJMN	Rencana Pembangunan Jangka Menengah Nasional (National Medium-term Development Plan), Years 2015-2019.
SRAP	Strategi dan Rencana Aksi Provinsi (Provincial Strategy and Action Plan). See also STRADA /PSAP
STRADA	REDD+ Strategi Daerah (REDD+ Regional Strategy). See also SRAP/PSAP.
STRANAS	REDD+ Strategi Nasional (REDD+ National Strategy).
TPSF	Tripa Peat-Swamp Forest (Hutan Rawa Gambut Tripa) which forms the area of focus for restoration activities under Provincial projects in this document. Unless otherwise specified, reference to TPSF is not limited to the actual boundaries of TPSF but includes, in particular, the LEA biosphere sanctuary.
UKP4	Unit Kerja Presiden Bidang Pengawasan dan Pengendalian Pembangunan (President's Work Unit for Development Monitoring and Oversight).
UNDP	United Nations Development Programme; the fund manager of the REDD+ programme in Indonesia under the agreement (LOI) between the governments of Norway and Indonesia.
UNFCCC	United Nations Framework Convention on Climate Change
WRI	World Resources Institute, a global research organisation that works closely with leaders to sustain a healthy environment as foundation of economic opportunity and human well-being.
WWF	World Wide Fund for Nature, an international non-governmental organisation working on issues regarding the conservation, research and restoration of the environment, formerly named the World Wildlife Fund, which remains its official name in Canada and the United States.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS I	
PREFACE	ii
GLOSSARY	2
TABLE OF CONTENTS	3
1. EXECUTIVE SUMMARY	4
2. RECOMMENDATIONS	9
3. INTRODUCTION	11
4. METHODOLOGY	13
5. PHASE 1: CONTEXT SUMMARY	15
5.1 Preparation Of The National Redd+ Strategy	16
5.2 Establishment Of The National Redd+ Agency	16
5.3 Moratorium On Forest And Peatland Concessions	17
5.4 Designing An Independent Mrv Institution	17
5.5 Financing Instrument	19
5.6 Selection Of Pilot Province	20
6. INTERIM PHASE - EVALUATION FINDINGS	21
6.1 Achievement Of Goals And Purpose	21
6.2 Project Institutional Implementation Arrangements	23
6.3 Achievements At Output Level	24
6.3.1 Output 11: Strategies And Actions Plans	24
6.3.2 Output 12: Institutional Mechanisms	25
6.3.3 Output 13: Legal Review And Law Enforcement	25
6.3.4 Output 14: Redd+ Agency Readiness And Transition	26
6.4 Effectiveness: Coordination And Implementation	27
6.5 Project Efficiency	28
6.6 PROJECT SUSTAINABILITY	30
6.7 Project Impact	31
7. CONCLUSION AND RECOMMENDATIONS	32
7.1 Specific Recommendations	33
8. REFERENCES& DOCUMENTS CITED	34
List of Figures	
Figure 1: Overall Technical Approach and Methodologies to the Assignment	14
Figure 2: Implementation timeline	22
Figure 3: Project Managment Organisational Structure	24
Figure 4:Interim Phase budget allocation	29
Appendices	
APPENDIX 1: INTERIM PHASE OUTPUTS AND BUDGET	36
APPENDIX 2: SUMMARY OF ACHIEVMENTS SINCE 2010	37
APPENDIX 3: SUMMARY OF EVALUATION QUESTIONS	39
APPENDIX 4: EVALUATION SCHEDULE	40

1. EXECUTIVE SUMMARY

1. The report presents the findings of the evaluation of the 'Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity: Interim Phase Project (hereafter referred to as the Interim Phase)' which forms a part of the Norwegian support to assist Indonesia in becoming REDD+ ready. The evaluation objective is to assess the extent of the project in achieving its purpose and goal as well as its relevance, effectiveness, efficiency, sustainability, and impact. However, the evaluation team also takes note of the project is part of a larger support programme therefore the assessment of impact and sustainability is inferred on the basis of outputs produced under the project rather than the overall impact of the Letter of Intent (LOI) signed between the Government of Indonesia (GOI) and the Government of the Kingdom of Norway

2. The scope of the Interim Phase is outlined in the agreement between the Government of Indonesia and the Government of the Kingdom of Norway, in the Letter of Intent signed on 26 May 2010 to establish the 'Cooperation on Reducing greenhouse gas Emissions from Deforestation and forest Degradation (REDD+)'. The 2010 LOI established a partnership on REDD+ to tackle GHG emissions, with Norway committing to contribute up to USD 1 billion towards Indonesia's REDD+ efforts subject to the establishment of a financial instrument. The bulk of funds will be disbursed based on verified emission reductions, while simultaneously contributing to Indonesia's efforts to promote low carbon/green growth and to substantially shift the country's overall development trajectory.

3. The LOI set out to support the GOI prepare a National REDD+ Strategy; establish a REDD+ Agency; implement a Moratorium on forest and peatland concessions; design a Monitoring, Reporting and Verification (MRV) system; and establish a funding instrument. An evaluation of the LOI was carried out in 2011 and it provides some of the reference material in this report. However, this is not an evaluation of the entire LOI but components completed to date.

4. **Design:** The LOI is divided into Phases. Phase 1 (2011 - 2013) of the LOI focused on strengthening Indonesia's capacity for the implementation of REDD+ through the UNDP project "Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity". The implementation of the LOI continued with a subsequent project, called the 'Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity: Interim Phase Project (2013-2016)' (hereafter referred to as the Interim Phase) as the vehicle for implementation of activities leading to Phase 2 of the LOI. The Interim Phase was designed to continue the momentum generated by the REDD+ Task Force.

5. The Interim Phase comprises four components as follows:

- REDD+ strategies and action plans finalized with an operational capacity for project implementation strengthened in key-priority provinces.
- REDD+ institutional mechanisms and instruments in readiness for small-to-large scale project implementation in key-priority provinces.
- Legal reform for REDD+ implementation in process and strengthened through improved law enforcement mechanisms and systems.
- REDD+ Agency management arrangements, human resource and administrative transition prepared.

6. In addition to these four areas of focus, during a nine-month period to June 2016 (referred to as the Transition Phase, six priority programme areas were supported namely: 1) fire prevention; 2) law enforcement; 3) conflict management 4) protection and recognition of customary communities; 5) social forestry; and 6) supporting the DG-CCC from the MoEF in fulfilling readiness criteria, particularly with regard to a funding instrument, MRV system and safeguard mechanism will be taken. This Transition Phase was later extended to December 2016.

7. The objectives of the LOI are well designed but the implementation timeline of the LOI was overly ambitious considering the high number of extensions granted as illustrated in the timeline map presented later in this report. This ambition to achieve such transformative results such as the establishment of an influential REDD+ Agency, a funding instrument and a national MRV system perhaps overlooked the potential implications of any political shifts. The change of government resulted in a re-alignment of priorities and approach to REDD+. While the government remained committed to achieving the goals of the LOI, the changes in institutional setup with the merging of the Ministry of Environment and Forestry resulted in some major changes to the REDD+ implementation.

8. **Relevance:** The relevance of the objectives of LOI is unquestionable considering Indonesia has one of the highest rates of deforestation among tropical countries. There is consensus and agreement on the relevance of the selected objectives which are viewed as strategic with the greater likelihood for transformative impact in mainstreaming low carbon development. The support from the Norwegian Government and the objectives of the LOI are relevant and highly appreciated and acknowledged in Indonesia. There was a good balance of intended outputs with a selection of interventions focusing on policy measures and some on local level actions that provide practical mitigation interventions (pilot activities) intended to provide lessons for upscaling and informing policy.

9. **Implementation and coordination:** The pathway to achieving these high stakes objectives was always going to have significant political and economic implications and hence there are many implementation risks such as delays, protracted decision-making and shifting interests within government and among other stakeholders. The LOI first evaluation of deliverables in 2011 recommended that the implementation process should have a greater emphasis on the quality of processes rather than an exclusive focus on outputs and dates.

10. Implementation coordination was generally reasonable considering the complex bureaucracy and political system. However, coordination could have been more effective if the project implementation timelines were more realistic. It was always unlikely that Phase 1 and 2 would be completed within three to four years as anticipated. Two of the critical objectives (Funding instrument and MRV) have not been delivered yet.

11. With regards to implementation arrangements during Phase 1, UNDP was a logical institution to kick-start the implementation of the LOI activities because of the appropriate institutional capacity for both financial management and implementation. However, there are project governance aspects identified in this review that could have been designed differently and perhaps could have made implementation more effective. The first issue is that selecting UNDP or any other third party creates an implied or inherent requirement for the party to act as a representative of the Norwegian Embassy. While this is not unusual in many development cases, the political environment in Indonesia is somewhat more complex noting the resulting institutional changes following the change of government in 2014. The second aspect that there was no clear separation between the Project Board and Steering Committee.

12. The relationship between Norway and GOI is bilateral, while for the project, UNDP had a fiduciary role to facilitate implementation of the LOI activities. To have an effective programme governance structure, particularly in such a complex relationship, it could have been beneficial to have a Programme Board and a Steering Committee to separate implementation or operational management from strategy and performance aspects. This would have allowed the Norwegian Embassy and government representatives (Ministerial level) to separately address matters of bilateral nature and politically sensitive issues that may affect implementation at an early stage and provide direction to UNDP and project teams.

13. **Factors affecting implementation:** It is in fact necessary to highlight that the biggest risk to this project and the LOI was always going to be the political drivers which were attempting to bring about institutional change. Following the completion of work under the REDD+ Task Force, the implementation of the LOI continued under the Interim Phase (September 2013 to December 2016) as a bridge towards Phase 2. The Interim Phase was designed to continue the momentum generated by the REDD+ Task Force and relevant stakeholders, and enable the preparation of the regulatory frameworks, funding instrument and the institution for MRV focusing on the operationalization of the newly REDD+ Agency and readiness of 11 partner provinces.

14. There were significant government institutional changes in 2015 following a change of government. The new government established the Directorate General of Climate Change, under the combined Ministry of Environment and Forestry. The Directorate General serves as the National Focal Point for the Conference of the Parties (COP) of the United Nations Framework Convention on Climate Change (UNFCCC) to effectively facilitate ongoing relevant programs and processes being implemented by a variety of government sectors and stakeholders. In a way, this new setup demonstrated the GOI's commitment but in a different way than the line pursued by the previous government.

15. The change of government resulted in the dis-establishment of the REDD+ Agency, which many stakeholders believe resulted in loss of important momentum affecting the institutionalization of the funding instrument and the MRV system. The change of government was always going to be a risk to the objectives of the LOI but what seems to be the issue is the lack of direct and early communication between the parties. Because of the dis-establishment of the REDD+ Agency, some stakeholders view the position of REDD+ as having been diminished while other stakeholders see it having a different role among many climate change response strategies. This evaluation however observes that the GOI remains committed to REDD+ and indeed the LOI but there is greater emphasis on making REDD+ fit into the broader national climate response as articulated in the Nationally Determined Commitment submission to the UNFCCC in 2016.

16. The goal of MRV systems under REDD+ is to support the implementation of actions and activities through measurement mechanisms and performance reports on the reduction of greenhouse gas emissions in an independent verifiable manner. The LOI set out to develop the national MRV system through institutionalization, human resources capacity, infrastructure, availability of maps and data, satellite imagery, and support the establishment of a national forest inventory for developing greenhouse gas emission factors for the different forest cover and peatland. The stages of implementation for the measurement of GHG emissions from deforestation and degradation of forests and peatlands were designed to address short, medium and long-term needs between 2012 and 2030. This is all relevant and will remain so in the future, irrespective of the future of REDD+. However, the development of a national MRV system is proving to be more challenging due to the cross-sectoral and complex nature of drivers and underlying causes of deforestation and forest degradation. It is further complicated by the frequent institutional changes across government departments in recent years leading to uncertainty about system ownership and data custodianship.

17. The mandate of the REDD+ Task Force expired in June 2013 and was taken over by the REDD+ Agency. Based on the decision of the Project Board in June 2013, it was taken over by the President's Work Unit for Development Monitoring and Oversight (UKP4) acting as the Implementation Partner (IP) for completion of the Phase 1 project, which was scheduled to end on 30 September 2013. A special team in UKP4 was established to oversee and facilitate the handing over of Phase 1 for continuation by the REDD+ Agency. The handover included business plans and project pipelines, legal obligations and liabilities, and to archive both physical and virtual documentation through an Information and Asset Management System.

18. While the main outputs produced by the REDD+ Task Force and initially identified in the original project document remained the same, the revised project document signed in May 2011 and July 2013 reflected several substantive changes with regards to the deliverables, corresponding budget allocations and change of Implementing Partner (IP). This included the identification of what was viewed as "quick win" initiatives to demonstrate concrete measures to reduce deforestation and forest degradation for the future REDD+ implementation in the province of Central Kalimantan. However, this required a timeline extension until the end of September 2013.

19. **Achievements:** While the focus of this evaluation is the Interim Phase, it is necessary to also highlight the major overall achievements of LOI to date and these summarized below as follows:

- Preparation of a REDD+ National Strategy and Provincial Strategies and Action Plans
- Establishment of a REDD+ Agency in 2013, commencing dialogue and momentum on the creation of a Fund for REDD+ in Indonesia (FREDDI), and MRV Framework
- Moratorium prohibiting the issuance of forest use licenses in peatlands and primary forests
- Built capacity and Forest and Land Fire (Karhutla) Management Systems in priority provinces
- Forest and peatland governance enhanced through legal review of concessions and legal actions against moratorium infringement.
- Community-based REDD+ programmes in Central Kalimantan, Jambi, Riau and West Kalimantan to demonstrate the benefits of REDD+

20. There is progress regarding dialogue across government institutions and important building blocks for MRV and Funding instrument. Indonesia submitted the national Forest Reference Emissions level to UNFCCC in 2015. There significant progress with conceptualization of a OneMap to support spatial land monitoring and enhance evidence-based policy and decision-making. At sub-national level, the project implemented many provincial and district level demonstration activities and capacity building for REDD+ implementation which will benefit local communities and government institutions. These outputs are described further in the main report.

21. **Effectiveness and efficiency:** The effectiveness and efficiency of the implementation of the LOI in general and the Interim Phase could have been better under different national circumstances and design. There was a high level of uncertainty created by the change of government in 2014, but there are also design factors such as the multi-faceted nature of funding instrument and MRV system that needed broader conceptualization at the beginning to break down the design into constituent components and understand the sequencing and critical risk factors. For instance, the feedback from multiple informants suggest that there are significant political and policy sensitivities related to transparency in land allocation and forest governance. These issues require a delicate and patient approach to engage with the large number of stakeholders in the public service, private sector at all levels to ensure cooperation.

22. Multiple extensions were required to complete project activities. The project experienced delays to planned timelines because of multiple major changes in national circumstances most notably the change of government in 2014 and the dis-establishment of the REDD+ Agency. However, it is also worth reiterating that the underlying issue affecting effectiveness and the implementation is the ambitious timeline that was set for completing the objectives of the LOI.

23. **Impact and Sustainability:** The project sustainability largely depends on how well the project results are mainstreamed into national priorities, institutionalized and whether there is the necessary national ownership and commitment to continue the momentum. The GOI has, in many respect, shown its commitment to REDD+ through its NDC submission to the UNFCCC, setting the agenda for establishing a funding instrument in broader context and continuing to work on the constituent components of national MRV system. The pace of implementation is slow for many reasons as stated above but these are transformative actions arising from the LOI. It is therefore reasonable to the LOI and its constituent projects is having an impact in creating the enabling environment for Indonesia to develop a low carbon economy - this view is widely shared among government officials. As of necessity, it is important to also recognize the myriad of other development partners implementing programmes that have been supportive to the LOI and REDD+ in Indonesia and contributed to the progress so far.

24. At the output level, there are concerns regarding the sustainability of the outputs noting that the project has ended and there is no immediate and direct signal from both the GOI and Norway regarding financial support as to how for instance, the sub-national strategies will be operationalized. However, the impact of the support provided to a large number local communities may become apparent through the improvement of livelihoods of the target communities. But beyond these communities, the impact will be far less pronounced unless opportunities are created for sharing of lessons and experiences and allowing these lessons to be part of policy discussions at national level.

25. The main conclusion is that the LOI remains relevant and so do the objectives. It suffices also to conclude that the goal of the Interim Phase was achieved - i.e. to bridge between Phase 1 and Phase 2 but with some significant challenges. It is noted that these output areas were described as strategic in nature; transformative and forward looking; building foundations for future REDD+ implementation; high quality investments; no regret activities; and quick-wins and easy disbursement. This combination of descriptors has some potential challenges which have in fact manifested in the way the implementation has suffered delays resulting in multiple no-cost extensions.

26. The next section provides some recommendations responding to the key observations in this evaluation.



2. RECOMMENDATIONS

Recommendation 1: Design and timelines

It has been highlighted that the timeline allocation of the LOI is ambitious. Frequent issuing of short project extensions is administratively burdensome. For future implementation, it is worth considering realistic multi-year workplans with time contingency for delays. For such a financially large programme, it is important to ensure certainty to reduce staff turnover and programme continuity.

Recommendation 2: Management arrangements and communication between partners

This report notes that UNDP was placed in position where it was required to represent the interests of the Norwegian Embassy in dealing with the government. Representation of the political and bilateral interests of a donor go beyond the mandate of the project- facilitation of dialogue and implementation of activities. This scenario may have negatively affected communication between the Embassy and UNDP with regards to the selection of interventions and strategic direction. These issues could have been resolved by restructuring the management arrangements and ensuring expectations and communication are clear. To have an effective programme governance structure, particularly in such a complex relationship, it could be beneficial to have a Programme Board and a Steering Committee to separate implementation or operational management from strategy and performance aspects. Such a structure would not have UNDP in the Steering Committee. This does not diminish the role of UNDP and or any other implementing partner, but it would allow the Norwegian Embassy and Government representatives (Ministerial level) to address matters of bilateral nature, and politically sensitive issues that may affect implementation at an early stage. This should address the risk and reduce the impact of major institutional changes and allow necessary adjustments to the programme implementation.

Recommendation 3: Review of the National and Provincial REDD+ Strategies

The preparation of the NRS and provincial strategies were important achievements but there seems to be a vacuum in following up and supporting translation of especially provincial plans into concrete actions. It could be timely for the GOI or under the LOI to review and update the strategies in anticipation of the operationalization of the funding instrument and requirements of the MRV system.

Recommendation 4: Output 11 - Strategies and Action Plans

Many activities were implemented under Output 11 focusing on preparing REDD+ strategies and action plans and improving operational capacity for project implementation at provincial, district, and community level. It is necessary to document and share this valuable information which will inform current and future policy decisions as well as lessons for other REDD+ countries. The strategies and actions plans provide an important baseline options for climate change mitigation and adaptation. Considerations could be made to continue financially supporting and implementing these strategies and action plans and further consider options for scaling up.

Recommendation 5 - Output 12 - Institutional Mechanism (MRV component)

This is specifically for the MRV system. To date the GOI has submitted a REL and NDC to the UNFCCC which are under technical review. This creates the impetus for establishing a national MRV system to support the necessary international reporting. Both political and financial support is now necessary to ensure institutional roles and responsibilities are defined at both national and sub-national levels as well as providing the necessary financial support to each relevant institution. There is an opportunity to build on the momentum that already exists through the development of the National Registry System for mitigation, (b) National GHGs Inventory System (SIGN-SMART); and (c) Safeguards Information System for REDD+ (SIS-REDD+).



3. INTRODUCTION

27. The United Nations Development Programme (UNDP) was tasked by the Government of Indonesia and Norway to facilitate the implementation of Phase 1 of the Letter of Intent through the “Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity” project aimed at building the basic institutional and financing architecture for REDD+ in Indonesia. An allocation of USD 30,711,482.68 was made to this effect and channeled through UNDP.

28. To tackle climate change, Indonesia expressed its commitment at the G20 Summit in Pittsburgh (Pittsburgh Declaration) in September 2009 to reduce Indonesia’s greenhouse gas (GHG) emissions by 26 per cent by 2020, and contingent on the provision of international financial support, further committed to a 41 per cent reduction against business as usual targets. Following that commitment, the GOI and the Government of the Kingdom of Norway signed a LOI on 26 May 2010 to establish the ‘Cooperation on REDD+’.

29. The Pittsburgh Declaration remains a landmark, unprecedented voluntary commitment by a developing country, and particularly critical given the importance of Indonesia’s vast remaining forests in the fight to mitigate climate change. The 2010 LOI established a partnership for reducing emissions to tackle GHG emissions with Norway committing to contribute up to USD 1 billion towards Indonesia’s REDD+ efforts subject to the establishment of a financial instrument. The bulk of funds will be disbursed based on verified emission reductions, while simultaneously contributing to Indonesia’s efforts to promote low carbon/Green Growth and to substantially shift the country’s overall development trajectory.

30. The agreement is divided into Phases. Phase 1 of the LOI is focused on strengthening Indonesia’s capacity for the implementation of REDD+, through the UNDP project “Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity”. The implementation of the LOI continued with a subsequent project, called the ‘Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity: Interim Phase Project (hereafter referred to as the Interim Phase) as the vehicle for implementation of activities leading to Phase 2 of the LOI. The Interim Phase was designed to continue the momentum generated by the REDD+ Task Force and relevant stakeholders, and enable the preparation of the regulatory frameworks as the basis for establishing the REDD+ Agency, the Funding Instrument and the Institution for MRV. The Interim Phase is comprised of four components as follows:

11. REDD+ strategies and action plans finalized with an operational capacity for project implementation strengthened in key-priority provinces.
12. REDD+ institutional mechanisms and instruments in readiness for small-to-large scale project implementation in key-priority provinces.
13. Legal reform for REDD+ implementation in process and strengthened through improved law enforcement mechanisms and systems.
14. REDD+ Agency management arrangements, human resource and administrative transition prepared.

31. UNDP implemented this bridging arrangement aiming to pave the way to Phase 2. The range of activities supported during this phase included: 1) fire prevention; 2) law enforcement; 3) conflict management 4) protection and recognition of customary communities; 5) social forestry; and 6) supporting the DG-CCC from the MoEF in fulfilling readiness criteria, particularly with regard to a funding instrument, MRV system.

32. It is necessary to contextualize the activities in the Interim Phase to those undertaken in Phase 1. The main preparatory steps for the implementation of Indonesia’s REDD+ framework (Phase 1) included:

- Completing a national REDD+ strategy,
- Establishing a special REDD+ Agency reporting directly to the President to coordinate the efforts pertaining to the development and implementation of REDD+,
- Developing a strategy for and establishing the initial framework of an independent institution for a national monitoring, reporting and verification system for anthropogenic forest and peat related greenhouse gas emissions by sources and removals of sinks, forest carbon stocks and natural forest area changes.
- Designing and establishing a funding instrument, in collaboration with relevant donors and managed by an internationally reputable financial institution based on contributions-for-deliverables, adapting over time as 'deliverables' evolve from enabling policies to national level verified emission reductions; ii. be managed according to established international standards –including fiduciary, governance, environmental and social safeguards; iii. ensure transparency in all aspects of disbursements and operations; iv. include representatives of central government, local government, civil society, and indigenous and local communities in the governance structure of the funding instrument, subject to national legislation, and, where applicable, international instruments; v. channel financial resources solely to the implementation of Indonesian REDD+ and low carbon development strategies that qualify as official development assistance (ODA); vi. undergo independent annual audits; vii. be agreed by the Partners before it is established.
- Selecting province-wide REDD+ pilot sites where there are large intact tracts of rainforest facing planned deforestation and forest degradation projects of a scale that will have significant impact on national emissions levels if implemented and developing a REDD+ strategy for the selected pilot province, established through a transparent and inclusive multi-stakeholder process and addressing all key drivers of forest and peatland related emissions, will be developed.

33. An evaluation of the achievements of the LOI was carried in 2011. The evaluation made important observations about the complexity of the economic and political setting for establishing REDD+ in Indonesia. To achieve the intended objectives the building of consensus was identified as necessary with regards to roles and legal mandates of institutions to be formed (the REDD+ Agency) in order to develop an enduring National REDD+ Strategy. The 2011 evaluation also highlighted the political and technical issues surrounding the formulation of a legal instrument to suspend forest and peatland conversions, and the building of the information and capacity needed to mitigate deforestation forest and peatland conversion. The challenges with these issues have continued to affect the implementation of the project.

34. The objectives of Phase 1 were achieved with a clear demonstration of commitment from the GOI noting the quick setup of the national REDD+ Task Force under the Presidential Decree (Kepres) 19/2010 with clear mandates to establish a National REDD+ Agency; development of a National REDD+ strategy, setting up a funding instrument, an independent MRV system, develop the selection criteria and strategy for implementation in pilot provinces; and to prepare and implement other assignments in accordance with the LOI.

35. The next section outlines the basic evaluation process used to assess the key achievements of Phase 1 and the Interim Phase achievements as well as implications of the design on achievement of objectives and impact.

4. METHODOLOGY

36. The overall approach used for this assignment applies international best practices and guidance to ensure an objective, independent, transparent and evidence-based evaluation process, and to ensure a participatory, inclusive and open process.

37. The Evaluation Team followed the ToR as closely as possible. The evaluation is based on the UNDP's Handbook on Planning, Monitoring and Evaluating for Development Results. The handbook provides guidance for the evaluation design and broadly defines the evaluation process phases: defining the evaluation purpose, designing and planning the evaluation, data collection, data analysis, interpretation of findings, and reporting results.

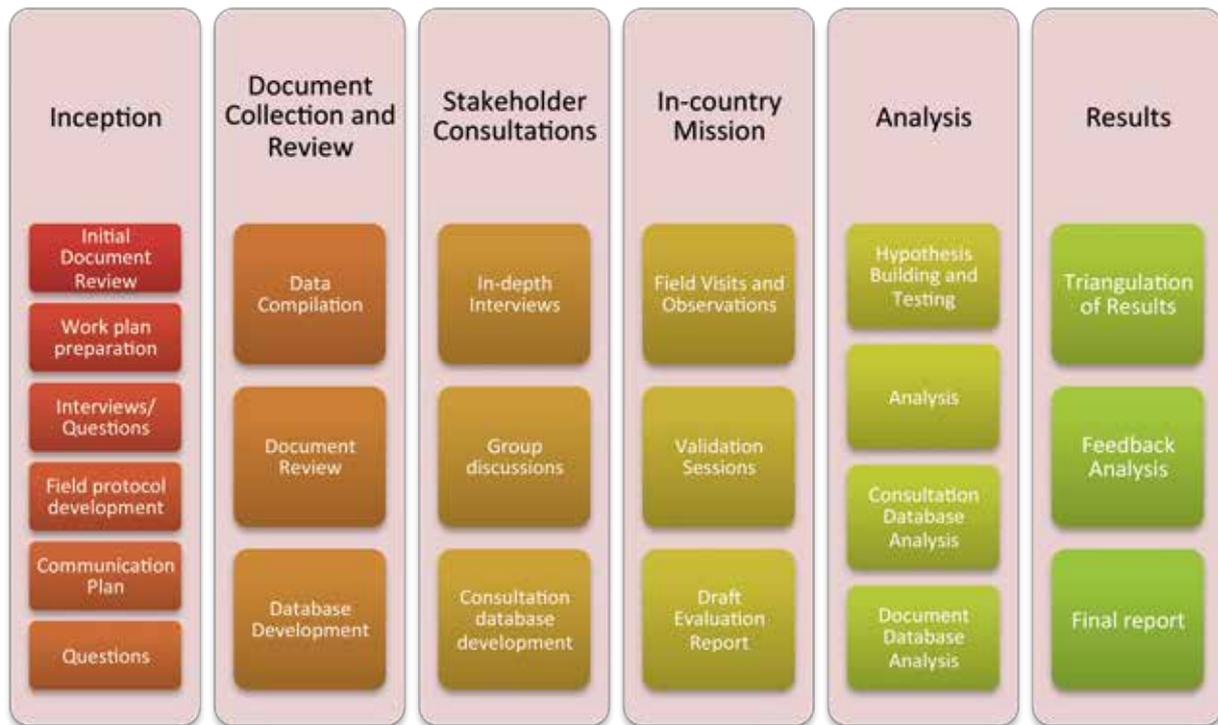
38. The five Organization for Economic Co-operation and Development Assistance Criteria of relevance, effectiveness, efficiency, impact and sustainability, were applied to the logical framework of the Project underpinned a set of evaluation questions summarised in Appendix 3. The basis for the evaluation framework is a series of tailored questions, judgment criteria and indicators against relevance, effectiveness, efficiency, impact and sustainability, each defined as follows:

- **Relevance:** the extent to which the project and its intended outcomes or outputs are consistent with national and local policies and priorities and the needs of the intended beneficiaries. Relevance also considers the extent to which the initiative is aligned with the UNDP country strategies. Relevance vis-à-vis other REDD+ or REDD+-related programmes implemented in the country should also be examined, in terms of synergies, complementarities and absence of duplication of efforts. Project design and relevance are discussed under each Output area.
- **Effectiveness:** measures the extent to which the project intended results (outputs and outcomes) have been achieved or the extent to which progress towards outputs and outcomes has been achieved.
- **Efficiency:** measures how economically resources or inputs (such as funds, expertise and time) are converted to achieving stipulated outcomes and outputs.
- **Sustainability:** analyses the likelihood of sustainable outcomes at project termination, with attention to sustainability of financial resources, the socio-political environment, catalytic or replication effects of the project, institutional and governance factors, and environmental risks.
- **Impact:** measures to what extent the project has contributed to, or is likely to contribute to intermediate states towards impact, such as changes in the governance systems and stakeholder behaviour.

39. The evaluation framework constitutes the main instrument for data collection during the evaluation. However, the framework was treated as a guide because it evolved during delivery of the assignment. Data collection methods included document collection, review and database development. Stakeholder engagement was based on semi-structured interviews, group discussions. Methods of analysis include hypothesis building and testing, portfolio analysis, timeline creation, and analysis of stakeholder consultation.

40. Feedback on preliminary findings was sought with a view to further validation for use in the final report. An overview of evaluation activities is presented in the **Figure 1** below and is in no way chronological, but rather an iterative process as various phases and activities overlapped.

Figure 1: Overall Technical Approach and Methodologies to the Assignment



5. PHASE 1: CONTEXT SUMMARY

41. The high-level objectives of the LOI and the four focus areas of the Interim Phase are agreeably strategic in nature with potential for transformational impact on condition of an enabling economic and political environment. Thus, the ability of the Interim Phase to build the foundation (enabling environment) for future REDD+ implementation really relies on emerging national priorities and how these maybe affected by changes in the political landscape. There have been significant political and economic changes in Indonesia over the last few years resulting in re-arrangement of national development priorities for national development and economic growth. Although climate change remains a priority, the national response strategy has evolved since the signing of the LOI.

42. Some of the key objectives set out in the LOI have been achieved while others continue to be developed in a continuously evolving national setting. The evaluation considers these achievements and their impacts in the context of major economic and political changes in Indonesia. The change in government in 2014 had the most profound impact on the LOI. Table 5 1 summarises the status of progress of activities outlined in the LOI.

Table 5 1: High level summary of achievements under the LOI

Phases of REDD+ Implementations	Key Milestones	Status
PHASE 1: PREPARATION May 2010 - End of 2011	Preparation of a National REDD+ strategy	Achieved
	Establishment of a special REDD+ Agency reporting directly to the President to coordinate the efforts pertaining to the development and implementation of REDD+.	Achieved but evolved due to institutional changes following change of government
	Developing a strategy for and establishing the initial framework of an independent institution for a national monitoring, reporting and verification system for anthropogenic forest and peat related greenhouse gas emissions by sources and removals of sinks, forest carbon stocks and natural forest area changes.	Process initiated
	Designing and establishing as early as possible a funding instrument, in collaboration with relevant donors and managed by an internationally reputable financial institution.	Process initiated and progressing in line with national circumstances and priorities
	Selecting a province-wide REDD+ pilot and preparing REDD+ strategy for the pilot province developed through a transparent and inclusive multi-stakeholder process and addressing all key drivers of forest and peatland related emission, will be developed.	Achieved
PHASE 2: TRANSFORMATION	The parties aspire to have the funding instrument designed in the preparation phase fully operational no later than January 1st 2011.	Process initiated and progressing in line with national circumstances and priorities
2011-2013	By December 2013, a country wide MRV system conforming to IPCC Tier 2 or better, run by the independent MRV institution described under phase 1 above, including independent international verification, and capable of assessing the uncertainty range of its estimates will be in place. The uncertainty range will have implications for the contributions-for-verified emissions reductions mechanism for Phase 3. At the same time, a strategy to improve the MRV system to Tier 3 precision and accuracy will be established.	Process initiated, building blocks in place and discussions on national design ongoing
	Identify, develop and implement appropriate Indonesia-wide policy instruments and enforcement capabilities, including but not necessarily limited to: i) A two year suspension on all new concessions for conversion of peat and natural forest; ii) Establish a degraded lands database, starting in one or more appropriate provinces, to facilitate the establishment of economic activity on such lands rather than converted peatland or natural forests; iii) Enforce existing laws against illegal logging and trade in timber and related forest crimes and set up a special unit to tackle the problem; iv) Take appropriate measures to address land tenure conflicts and compensation claims.	Significant progress achieved

	<p>d. The first province-wide pilot will be implemented from January 2011 onwards. The province pilot deliverables should include:</p> <ul style="list-style-type: none"> i) Implementation of the province-wide REDD+ strategy described under phase I above, engaging all relevant stakeholders, including indigenous peoples, local communities and civil society, subject to national legislation, and, where applicable, international instruments ii) A province-wide MRV system conforming to IPCC Tier 2 or better, and capable of assessing the uncertainty range of its estimates, will be in place by December 2011. A contributions-for-verified emission reductions mechanism will be made on this basis at the latest three months after the verification is completed; provided the above described funding instrument is operational and an implementable project portfolio is in place. A strategy to improve the MRV system to Tier 3 precision and accuracy will be established. iii) Appropriate measures to address land tenure conflicts and compensation claims should be taken from early 2011 onwards. 	<p>Not achieved due to changing national circumstances – discussions are continuing within government</p>
	<p>e. A second province-wide pilot, subject to the same criteria as the first pilot province, could be chosen by late 2011 and implemented by early 2012.</p>	<p>Achieved</p>

5.1 Preparation of the National REDD+ Strategy

43. The National REDD+ Strategy (Stranas) (NRS) was released in September 2012, more than three years after the signing of the LOI but the development process had started as far back as 2008. The strategy set an important foundation for REDD+ implementation because it provided a common basis for dialogue on the very pertinent issues of deforestation in Indonesia. This is an important achievement under the LOI as it also set a common platform for dialogue on REDD+ across all development efforts to curb deforestation. It also set out the framework for sub-national REDD+ implementation by creating entry points for Regional REDD+ Strategy and Action Plans and options for institutional arrangements.

44. By their nature, NRSs are established to be living documents that also set a vision for the country. The Indonesia NRS contains what are termed the five pillars: (i) Development of a REDD+ institutional system; (ii) Review and strengthening of policies and regulations; (iii) Launching of strategic programs; (iv) Shifts in paradigms and work culture; and (v) Multi-stakeholder participation. The NRS further sets short to long term goals. The short-term goal (2012-2014) was intended to focus on the strategic improvement of institutions and governance systems, as well as of spatial plans and the investment climate. The medium-term goal (2012-2020), would focus on the implementation of governance systems in line with policies and procedures developed by forest and peatland management institutions, and their application to the spatial and financial mechanisms developed and established in the previous phase, to achieve the targeted 26-41 percent reduction in emissions by 2020. The long-term goal (2012-2030) is design to see Indonesia’s forests and land areas become a net carbon sink by 2030 as a result of the implementation of appropriate policies for sustaining economic and ecosystem service functions of forests. These goals continue to endure although not necessarily in the exact same timeframe set.

45. The NRS remains relevant but many stakeholders express the need for reviewing the NRS to ensure it is updated to reflect the latest institutional set up and country priorities. There is some level of frustration that the NRS might end up being redundant.

5.2 Establishment of the National REDD+ Agency

46. The REDD+ Agency was successfully established through Presidential Decree No. 62/2013 and at the time regarded as the cornerstone institution of Indonesia’s REDD+ readiness, mandated to coordinate nationwide efforts to reduce deforestation and forest degradation. This was an important milestone under the LOI which signaled the commitment of the GOI in moving from REDD+ Preparation to Implementation. With the establishment of the REDD+ Agency and the selection of its leadership, key elements were in place for the transitioning into the second phase of the LOI such as creating a national REDD+ funding instrument, registry, putting benefit sharing mechanisms into practice, and rolling out a national MRV system.

47. Under the leadership of the REDD+ Agency, significant progress was made but the change of

government resulted in major institutional changes especially the Presidential Regulation (Perpres) No. 16/2015 regarding the Establishment of Ministry of Environment and Forestry. Perpres No. 16/2015 repealed the Perpres No. 46/2008 regarding Climate Change National Council and Perpres No. 62/2013 which established the REDD+ Agency. The two institutions were merged into Directorate General of Climate Change Controlling (DG of CCC), under the Ministry of Environment and Forestry. The main functions of CCC DG are policy formulation; policy implementation including monitoring and reporting, resource mobilization, GHGs inventory, and forest fire management.

48. It is understandable that REDD+ institutions can be permanent or semi-permanent with their roles and responsibilities evolving as the country transition from readiness to implementation and subsequent participation in results-based payments. Some stakeholders argue that the dissolution of the REDD+ Agency was a step back but the government maintains that institutional reforms are essential to improve effectiveness and efficiency as well as ensuring the necessary cross-sector coordination. In addition, in some instance the institutional reforms can also reflect the socio-economic and political preference of the government of the day and can have either negative or positive impact on existing programs. While an autonomous institution can be more effective, the government argues that REDD+ needs to be part of a mainstream institution such as MoEF to avoid isolation. The ET's view is that perhaps the dis-establishment of the REDD+ Agency came somewhat prematurely to allow it to fully establish the framework for the funding instrument and MRV system. Nonetheless, MoEF is now leading the development of these two components in line with government priorities.

5.3 Moratorium on forest and peatland concessions

49. In 2011 the President of Indonesia issued Instruction Number 10/2011, on the postponement of Issuance of new permits and improving governance of primary natural forest and peatland. This moratorium on forest conversion, which was extended by another two years through Presidential Instruction Number 6/2013, provides a significant opportunity to address important governance issues, including spatial planning and licensing, before primary forest and peatland is further converted to non-forest uses. Again, this is an important achievement under the LOI.

50. The moratorium is a major policy that has endured the change of government with an extension through Presidential Instruction No. 8/2015. The question of the effectiveness of the moratorium is a separate issue which is not the subject of this evaluation but it is worth highlighting the fact that it is a subject of national significance generating political and economic debates that are necessary to find optimal nationally acceptable compromises and regulatory as well as voluntary measures across private and public sector. The most significant theme under discussion is how to develop deforestation-free production sectors and there is significant interest among some stakeholders to see the perpetual extension of the moratorium.

5.4 Designing an independent MRV institution

51. Discussions with various government institutions and stakeholders seem to suggest that the necessity for a formal MRV system had already been recognized even before the LOI but the major challenge was finding the appropriate entry point for national level dialogue. The LOI provided the opportunity and support to elevate the significance and necessity of a national MRV system. There is also recognition of the somewhat insurmountable challenges arising from the cross sector and multilayered nature of the drivers and underlying causes of deforestation. A credible and transparent MRV system would transcend political, economic, and accountability dimensions that can expose major governance and administrative weaknesses and flaws in regulatory and law enforcement in the forestry and agriculture sector especially. There is a complex relationship between relevant institutions requiring highly complex level of coordination hence the status of the national MRV system is not where it was anticipated to be.

52. In executing the terms of the LOI, the Task Force prepared core guiding principles of the MRV system as well as creating what might be considered a roadmap within the NRS. Until its dissolution, the REDD+ Agency established important dialogue with many institutions such as Lembaga Penerbangan dan Antariksa Nasional (LAPAN) - the National Aerospace Agency, Badan Informasi Geospasial (BIG) - the Geospatial Information Agency, Ditjen Planologi Kehutanan, Kementerian Kehutanan - Directorate

General of Forestry, Ministry of Forestry, and Balai Besar Sumber Daya Lahan Pertanian, (BBSDLP), Kementerian Pertanian – Agency of Agricultural Land Resource, Ministry of Agriculture. This dialogue seems to have been an attempt to establish the most suitable entry points. This process has not really been effective and it looks to continue to be prolonged. However, the current effort on establishing the One Map could be the necessary catalyst for establishing a credible MRV system.

53. In designing an MRV system, there are key components that seem to present challenges generally in all REDD+ countries – it is the availability of good quality data that conforms to the requirements laid out under the three IPCC methodological levels to estimate and report carbon emissions and removals can be considered based on IPCC guidance. In order of complexity, the reporting options are:

- Tier 1: Based on IPCC basic method and default emission factors. These methods use spatially coarse activity data, agricultural statistics and global land cover maps;
- Tier 2: Based on the same methods as Tier 1, but uses country specific emission factors and activity data; and,
- Tier 3: Based on higher order methods with country specific models or inventory systems, driven by high resolution activity data. These methods provide greater certainty compared with the lower tiers and have a closer link between biomass and soil dynamics.

54. Further guidance is provided for representation of land area in the form of Approach 1, 2 or 3. Approach 1 is the most basic and predominantly utilizes pre-existing data sets. Approach 2 provides a national or regional scale assessment of losses or gains in specific land categories as well as changes between categories. Approach 3 requires spatially explicit observations of land use and land cover change and the data may be obtained by either sampling of geographically located points, wall-to-wall mapping, or a combination of the two. It is comprehensive and relatively simple conceptually but data intensive to implement the major challenge seems to be data availability and data integration to support institutional decision-making for land tenure, land management, and general natural resource management.

55. Undoubtedly substantial work has already been carried to create awareness and build capacity for establishing the MRV system at national and project level. The basic requirements are well understood credit to both the GOI's willingness and the support from UNDP and other development partners such as the Australian and German governments and many others over and above the LOI.

56. Indonesia faced data challenge from the beginning and is still in the process of establishing the framework for the national MRV six years after the signing of the LOI. There are many facets to this issue and the main observation from the evaluation is that even the LOI objectives underestimated the level of complexity including the political and economic connotations of setting up an MRV system. It is difficult to establish the relevant land tenure and land use boundary and to identify overlaps in jurisdiction across government departments unless there is willingness and capacity to share data and information in a verifiable and transparent manner.

57. There are legacy policy decisions that resulted in large tracts of land being deforested and were made without undertaking essential spatial and a temporal analysis to determine the impact of such policies. Such policy decisions could have benefited from using up-to-date spatial data. When the Task Force started the MRV process, the Indonesian National Carbon Accounting System (INCAS) at the then Ministry of Forestry, was the option with the best potential but there was a notion that no one single institution would take responsibility for all MRV functions. This process of defining roles and responsibilities in a complex political and administratively decentralized system is proving extremely challenging and will take a long time to institutionalize at both national and sub-national levels.

58. Discussions with government institutions at both national and sub-national all point to the complexity of establishing consensus on the design of the national MRV. The ET's observation is that there is some reluctance among institutions and even at individual level to make all data publicly available. Reasons range from sovereign issues to risks of political exposure and creating uncertainty by over-exposing current policy weakness. Hence there is now a measured and staged approach to create a "One Map" as a building block towards a broader national MRV. This process is lengthy and seems highly political but it is also a continuation of work started by the Task Force and REDD+ Agency which was referred to as hygiene measures', which are necessary for any form of MRV.

59. However, several developments in 2015 illustrate the GOI's continued commitment to sustainable development and climate change. These commitments are reflected in the National Mid-Term Development Plan (RPJMN) 2015-2019, which completed its first year of implementation. One of the targets contained in the plan, is the goal to allocate 12.7 million hectares for social forestry. At the end of 2015, the administration introduced its plans to accelerate the utilization of its One Map policy to resolve land disputes, review permits and bring higher accountability standards in forest governance.

60. The LOI stresses the need for an independent MRV institution but there seems to be no consensus within government as to what this means because MRV functions overlap with institutional administrative functions.

5.5 Financing Instrument

61. This is a key and strategic component of the LOI but it is not yet in place and is taking longer than originally envisaged. Early work on developing a funding mechanism under the lead of the Task Force involved consultations and advice from the likes of the World Bank, Asian Development Bank, UN-REDD and bilateral donors (DFID, AusAID, USAID). But under the Interim Phase, it appears dialogue has continued between the Norwegian Embassy and the GOI to place the RED+ fund in the context of a broader economic instrument.

62. There are three main basic modalities for delivering international REDD+ finance to host countries which are loosely linked to the phases of REDD+ implementation articulated in the Cancun Agreements of 2010. They involve a transition from preparation and planning, to implementation of policies and measures to reduce deforestation and forest degradation, and finally to results-based payments for verified emission reductions. The basic modalities are:

- Up-front investments: Finance delivered upfront to build capacity or to support the implementation of policies and measures that have been agreed upon in advance by the donor and recipient (This might include the current LOI, FCPF Readiness Grant, UN-REDD National Programs and a host of other bilateral support such as JICA, NORAD, GIZ, EU, FIP etc).
- Performance-based payments for actions: Finance is delivered in return for demonstrating successful implementation of "REDD+ actions" that are necessary for the success of REDD+, such as demonstrated improvements in forest governance or establishment of a national reference emission level through say the Carbon Fund, Green Climate Fund and others. These can be non-monetary
- Results-based payments: Finance is delivered upon demonstration of verified emissions reductions generated by REDD+ activities, which may or may not result in the issuance of carbon credits that can be sold on a voluntary or compliance carbon market.

63. UNDP was tasked with the implementation and supporting the Task Force for the initial sum of US\$30 million as well as the Interim Phase while a permanent financial instrument was being developed. One option would have been to use the government Treasury Office (KPPN) but it was deemed unsuitable due to limited flexibility and potential delays in releasing project funds. Setting up the funding instrument has thus been a long process as the government tries to establish a broader framework than just addressing the requirements of REDD+.

64. Thus, the main driver for establishing the REDD+ funding mechanism is now via the government economic instrument which will have four windows, namely: pollution, guarantee, grant for conservation, and climate. A draft government regulation on the economic instrument mandated by the Environmental Act No.32/2009 is now under government institutional review and will be submitted to the President. REDD+ finance will fall under this economic instrument in the form of Badan Layanan Umum (BLU) for managing climate finance through three mechanisms, namely: recovery guarantee, financial assistance for conservation, and environmental pollution and degradation. The modality for funds management may involve the appointment of a custodian bank.

5.6 Selection of Pilot Province

65. Central Kalimantan was selected as the first province to carry out REDD+ activities but it seems there are many reservations expressed as outlined in the first evaluation report in 2011. The province is viewed as a challenging venue for REDD+, as it has potential problems associated with governance (e.g. decentralization and the perhaps excessive de-facto power of the district heads); technical issues (e.g. how to move forward with governance of forest and peatland). Central Kalimantan is three-quarters lowland area and 60% of this is peatland with the highest deforestation rate among the Kalimantan provinces. There is much factionalism, and extreme care and heavy investment in socialization processes and inter-factional dialogue was needed. However, on the other hand, the province was an appropriate choice since it contains an abundance of issues that are typical of the country as a whole, including boundary disputes between sub-districts, competition over tenure, overlapping tenure systems and concession licenses, or mining in Forest Estate areas.

66. The next section focuses on the Interim Phase, the achievements, impacts, effectiveness, efficiency and sustainability of the activities.

6. INTERIM PHASE - EVALUATION FINDINGS

67. The National REDD+ Task Force came to a close at the end of June 2013 with the initial funding of USD 31,623,455 for Phase 1 of the LOI fully disbursed. The first phase of the REDD+ Partnership, with an emphasis on creating enabling conditions for REDD+ to be implemented, has resulted in key achievements including but not limited to the September 2012 release of the National REDD+ Strategy (Stranas), the establishment of a REDD+ Agency, the groundwork for establishing an MRV system, and the design and preparation of a Fund for REDD+ (FREDDI). Other important achievements are as described in Section 4.

68. The Interim Phase was designed with 4 output areas as continuation of the previous 10 output areas under Phase 1. In order to provide context, Appendix 2 provides a more detailed summary of key activities achievements since 2010. A separate infographic accompanies this report illustrating the key activities and achievements between 2015 and 2016. The next section describes the achievements of the Interim Phase. Also in this section, the relevance, effectiveness, efficiency and sustainability of each of these outputs are analyzed.

6.1 Achievement of Goals And Purpose

69. The Interim Phase was designed with the goal of bridging the gap between Phase 1 and Phase 2. It was designed to continue the momentum generated by the REDD+ Task Force and relevant stakeholders, and enable the preparation of the regulatory frameworks on the basis of which the REDD+ Agency, the Funding Instrument and the institution for MRV will be established. This phase also focused on the operationalization of the REDD+ Agency and readiness of the 11 partner provinces, as well as key initiatives at national level such as MRV and FREDDI development, legal review, and moratorium enforcement. The Interim Phase comprises four components as follows:

11. REDD+ strategies and action plans finalized with an operational capacity for project implementation strengthened in key-priority provinces.
12. REDD+ institutional mechanisms and instruments in readiness for small-to-large scale project implementation in key-priority provinces.
13. Legal reform for REDD+ implementation in process and strengthened through improved law enforcement mechanisms and systems.
14. REDD+ Agency management arrangements, human resource and administrative transition prepared.

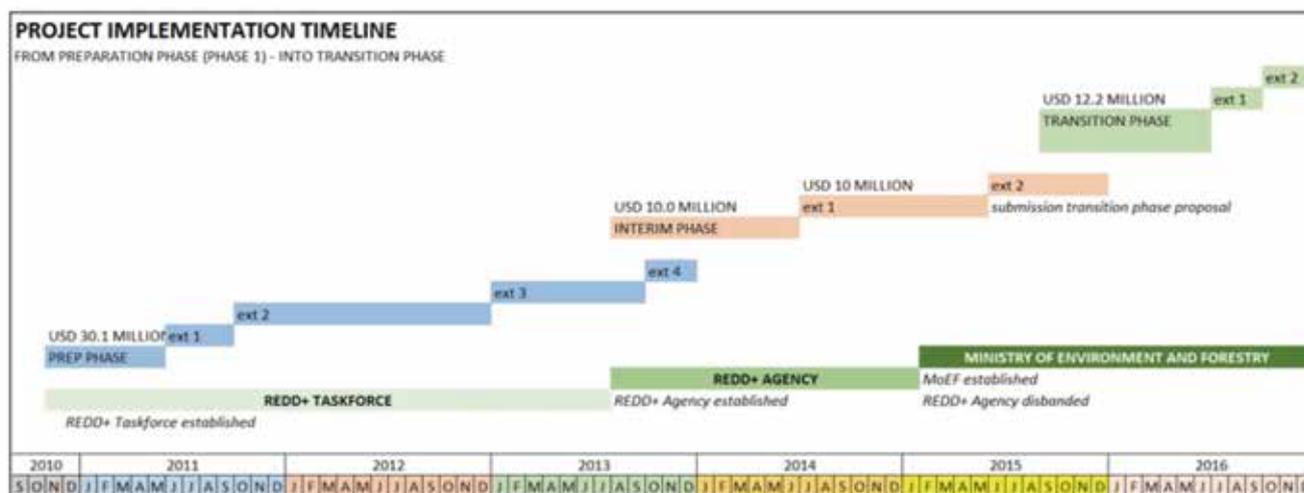
70. In addition to these four areas of focus, during a nine-month period to June 2016 (later extended to December 2016), six priority programme areas were supported namely: 1) fire prevention; 2) law enforcement; 3) conflict management 4) protection and recognition of customary communities; 5) social forestry; and 6) supporting the DG-CCC from the MoEF in fulfilling readiness criteria, particularly with regard to a funding instrument, MRV system and safeguard mechanism will be taken.

Table 6 1: Linkages Phase I and Transition Phase

Programmatic Area	Previous support under Phase I	Current Phase: Transition to Phase II
1. Fire Prevention	Reduce Negative Impact of Forest Fire in Selected Provincial District (Output 12.5)	Preventive capacity of five fire prone provinces is increased and incidence of forest and peat fire reduced (Output 15)
2. Law Enforcement	Law enforcement capacity in support of related legal frameworks, including the Moratorium, is strengthened (Output 13.2)	Legal reform pursued and better law enforcement promoted for the implementation of REDD+ (Output 16)
3. Conflict Resolution	Resolution of land conflict in and around selected National Parks reduces encroachment on protected land (Output 12.7)	Improved management of land-related conflicts in the context of two priority national parks (Output 17)
4. Customary Law Communities	Legal Recognition of Community Land Rights Increases Sustainable Management Practices of Natural Resources (Output 12.6)	Recognition and protection of the rights of customary law communities (MHA) advanced through institutional and technical support (Output 18)
5. Social Forestry	Strategic Programs Implemented in Priority Provinces (Output 11.3)	Improved community welfare and sustainable land and forest management through social forestry (Output 19)
6. Phase II Preparation	Institutional Development (Output 14.1)	Required institutions and systems in place to start Phase 2 (Output 20)

71. It suffices to say that the goal of the Interim Phase was achieved - i.e. to bridge between Phase 1 and Phase 2 but with some significant challenges. It is noted that these output areas were described as strategic in nature; transformative and forward looking; building foundations for future REDD+ implementation; high quality investments; no regret activities; and quick-wins and easy disbursement. This combination of descriptors has some potential challenges which have in fact manifested in the way the implementation has suffered delays resulting in multiple no-cost extensions (ext) as illustrated in Figure 2.

Figure 2: Implementation timeline



72. For each of these descriptors, there are dependencies, risks and necessary counter measures. Section 1 of the Interim Phase Proposal document describes these measures. Counter measures are only as effective as the ability of the implementer to retain control of the situation. In this instance, political changes in Indonesia is a risk that UNDP, the Norwegian Embassy and the implementing government agencies had limited control over and this proved to have major implications on the project, especially in achieving legal reforms and establishing the necessary institutional setup for the funding instrument and MRV. The resulting institutional reform following the change of government in 2014 caused delays and created a period of uncertainty during the merging of the ministries of Environment and Forestry as well as dis-establishment of the REDD+ Agency and the National Climate Change Council forming the new Directorate General for Climate Change Control within the new Ministry of Environment and Forestry.

73. There was a further important but somewhat subtle shift in the government thinking that REDD+ should be a multi-sector programme to be implemented across several Directorate Generals (Echelon I) within the ministry, as well as with the requisite engagement of other relevant ministries. The ET further observe that this institutional reform came at a time when global discourse was on climate change was seeing the convergence of mitigation and adaptation measures with countries preparing INDCs leading to COP 21 in Paris. This meant that REDD+ was no longer viewed as a special window, but part of a suite of climate change responses strategies.

74. While the new Ministry of Environment and Forestry continued to honor previous commitments previously agreed for the Interim Phase, the pace dramatically slowed and this put the project in a somewhat peculiar position in not being able to achieve the envisaged transformative results with the government wanting to take stock of possible strategic options for especially MRV and the funding instrument. The current discussion now is moving forward in mainstreaming REDD+ in the Indonesian economy.

75. Achievements at the output level show mixed results particularly regarding effectiveness in being strategic and transformative. With regards to being high quality investments, the results are also mixed. Achievements of each output area are described separately and a complete list is provided as an Annex (infographic) to this report. The ET views the design of the outputs as relevant to and agree that they

build the foundations for future REDD+ implementation. But in some cases, the implementation may not have achieved the desired level of effectiveness and efficiency. The next section assesses the design of the project institutional arrangement.

6.2 Project Institutional Implementation Arrangements

76. The evaluators of the MTR of Phase 1 did not comment on the process by which UNDP was appointed to advise the Task Force nor that by which McKinsey & Co was awarded the facilitation support contract but noted that some observers expressed reservations over one or both arrangements. Similarly, this evaluation does not comment on that process but assesses the effectiveness of the arrangement in achieving the stated objectives and outputs. To do this, the ET look at matters of strategic importance to achieve transformative outcomes first and then look at the activity level achievement successes and challenges. There are many on-the-ground activities therefore this report summarizes the achievements and challenges but offers sufficient detail to draw useful conclusions and recommendations.

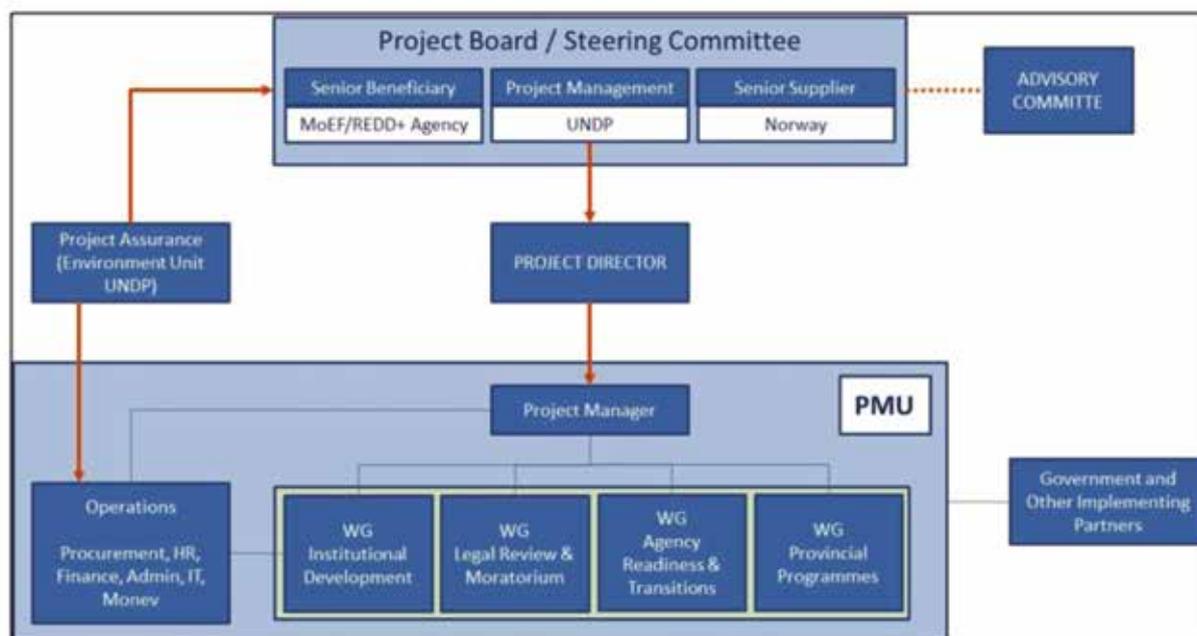
77. There are two somewhat contrasting perspectives on the design and implementation of the LOI. One issue is how effective the project governance structure was and how effective would be a bilateral programme where the separation of bilateral, political from operational or implementation issues appear blurred. There is a view among some government stakeholders that some policy aspects of REDD+ are highly political and cannot be expedited and will need to be implemented in accordance with the government agenda – especially the establishment of the financing instrument and MRV system. The second issue is that the project management structure does not seem to separate the Steering Committee and the Project Board. It is the view of the ET that these two needed to be separated such that the Project Board is responsible to the Steering Committee. Such a separation would have enabled Norwegian and the GOI representatives to have a wider perspective on the strategic issues and have open bilateral and political discussions separate from implementation issues.

78. On the first issue, UNDP's role was to be the fiduciary agent focusing on financial disbursement and procurement of agreed services and expertise while the Task Force and subsequently the REDD+ Agency focused on the activity selection, design, and methodological approaches and dealing with the political aspects.

79. UNDP was a logical institution to initiate the implementation of the LOI activities because of the appropriate institutional capacity for both financial management and implementation. However, it is important to recognize that selecting UNDP or any other third party creates an implied or inherent requirement to more or less act as a representative of the Embassy. It is unlikely that a third party can adequately and satisfactorily represent the strategic political and bilateral interests of both the Embassy and government. This could be addressed by adopting a tailored governance model with a programme management structure that separates operational or implementation (day-to-day) from strategic, risk political, bilateral issues. Such a structure would not have UNDP in the Steering Committee as in Figure 3. This does not diminish the role of UNDP and or any other implementing partner, but it would allow the Norwegian Embassy and government representatives (Ministerial level) to address matters of bilateral nature, and politically sensitive issues that may affect implementation at an early stage.

80. It is in fact necessary to highlight that the biggest risk to this project and the LOI was always going to be the political drivers which were attempting to bring about institutional change.

Figure 3: Project Management Organisational Structure



6.3 Achievements at Output Level

6.3.1 Output 11: Strategies and Actions Plans

81. Outputs 11 to 14 were designed based on continuing and leveraging on activities initiated in Phase 1 (Outputs 1 to 10). Output 11 targeted finalizing REDD+ strategies and action plans and developing operational capacity for project implementation in key-priority provinces. All eleven provinces completed their respective PSAP documents. For Central Kalimantan and Central Sulawesi, Provincial Strategy (STRADAs) documents developed in 2012 were adopted as PSAPs. PSAPs will assist local governments to mainstream REDD+ into their Local Medium Term Development Plans (RPJMD) and Spatial Plans (RTRW). The strategies are aligned to the National REDD+ Strategy creating a significant opportunity - as intended, for the provincial strategies to be the entry points for mainstreaming REDD+ into local Medium Term Development Plans and Spatial Plans.

82. By the end of 2014, the REDD+ Agency had signed MoUs with 8 out of 11 provinces (Central Kalimantan, East Kalimantan, Jambi, West Sumatra, South Sumatra, Central Sulawesi, Riau and Aceh). The project successfully implemented activities to improve institutional capacity by taking a pragmatic approach to the setting up tailored provincial coordination units or implementation arrangements. For instance - coordination units were set up in the form of Working Groups (Pokja) in West and South Sumatra, Central Sulawesi, Riau and Aceh while in East Kalimantan, the Local Council on Climate Change took up the REDD+ coordination role. This flexibility allowed local ownership resulting further MoUs being signed with 37 districts spread across the 8 provinces. This is particularly important for mainstreaming climate change at the sub-national level since this institutional setup can also be utilized for the broader climate change programmes implementation.

83. A selection of demonstration activities such as Green Schools Programme, Green Villages and community-based programmes and small scale initiatives were implemented. Investments were made across a multitude of interventions including infrastructure, peatlands rewetting, creating and strengthening livelihoods for communities around peatlands, and promoting and supporting social forestry. Actions to assist fire management are widespread and have since received high level government support. There are practical examples in Jambi and Riau Provinces 36 canal blockings and 50 hydrant wells to help rewet peatlands. This effort is aimed to be a pilot for the government to replicate through other national programmes and this seems to have been an effective approach which can be sustained. Sustainable peatland management is a priority for both the Ministry and the REDD+ programme.

84. The ET views these as entry points for engaging communities in shifting from primary reliance on forestry to alternative livelihoods. These are not necessarily transformative interventions that would reduce the gross deforestation often driven by large commercial imperatives. Instead the implementation of such activities offer opportunities for raising awareness among communities on valuing forest resources and practicing sustainable management.

85. Local interventions are brought together at the national level through an indicative map on social forestry. The project supported MoEF's efforts to achieve its target of allocating 12.7 million hectares for social forestry over five years through technical assistance to develop a web-based system.

6.3.2 Output 12: Institutional Mechanisms

86. Output 12 was designed for establishing REDD+ institutional mechanisms and instruments for small-to-large scale project implementation at the provincial level in order to strengthen capacity for regulatory enforcement. At the national level, the issuance of the Presidential Decree No. 62/2013 on the establishment of the REDD+ Agency effectively resulted in the drafting of a Presidential Regulation to improve the designation and management of peatland/swamp. This also culminated in the preparation of guidelines to support the prosecution of forestry crimes committed by the corporate sector in consultation with the Supreme Court.

87. The operationalization of a centralized Information Management System (IMS) with concessions and geospatial data was used to conduct due diligence and support the One Map. A web-based information system called SIP (Sistem Informasi Perijinan - Concession Information System) was developed, containing the results of the license review now completed in Central Kalimantan, and was socialized amongst heads of district in Barito Selatan, Kotawaringan and Kapuas. Forest gazettement (designation of forested area for protection by the State) took place in the district of Barito Selatan.

88. With regards to MRV, the project has been instrumental in the preparation of a national REL which has since been submitted to the UNFCCC following a staged approach for each province. The project has systematically supported the development of regulations and creating pathways for mainstreaming REDD+. Legal reform was always going to be a challenging and slow process because of the sovereign nature of the process. However, the ET notes the effort towards the development of decrees with the issuance of the REDD+ Agency Presidential Decree officialising the MRV design initiating exploration of possibilities to strengthen INCAS (Indonesia Carbon Accounting System) of the MoEF to provide the MRV.

89. The Interim Phase has supported institutional capacity building at provincial level resulting in greater understanding of the value of forests and appreciation of the downstream impacts of gross deforestation and land conversion. The advent of REDD+ and the prospect for performance and results-based payments for emissions reductions has changed the roles and responsibilities for different stakeholders. The complexity of implementing REDD+ programmes in the context of people's livelihoods necessitates cooperation between bureaucrats, scientists, local authorities, and communities. It calls for greater cooperation and participation of forest users especially. Local communities have, until recently, been recipients of technical advice and directives on how to manage their resources. This project can be credited with designing a suite of activities, for instance fire monitoring, that have enabled the full participation of local communities. The REDD+ Agency worked hard to coordinate and increase the number of agencies and stakeholders with access to GIS data for fire monitoring including establishing a "situation room" to monitor forest and land fires in the country.

6.3.3 Output 13: Legal Review and Law Enforcement

90. Output 13 focused on supporting and strengthening legal reform for REDD+ implementation through improved law enforcement mechanisms and systems. This has involved extensive capacity building across key institutions. Six institutions (Police, the General Attorney Ministry of Finance, Ministry of Forestry, Ministry of Environment, and Transaction Analysis and Reporting Centre signed a Memorandum of Understanding on Improvement for Law Enforcement Cooperation to support the Management of Sustainable Natural Resources in the framework of implementation of REDD+.

91. The Project has supported a wide range of initiatives geared towards building capacity for law enforcement through the REDD+ Agency at both national and provincial level. In September 2014, the Government signed a Regulation (71/2014) on protection and ecosystem management of peatlands focusing on the regulation of water table depth in peatland areas by restricting the drainage of peat to 40 centimetres below the surface. This is important because the rampant drainage of peatlands for rubber and palm oil plantations was also causing extensive outbreaks of fire. The government showed commitment despite scepticism from the pulp and paper industry on the effectiveness of such regulation.

92. The implementation of the moratorium could only be effective if supported by policy and regulatory measures. The sensitive nature of the moratorium and the somewhat obvious resistance among some stakeholders necessitates continuous support of the key institutions. There is understanding across government ministries that the effectiveness of the moratorium comes from a multi-pronged approach combining law enforcement, policy reforms, political commitment, institutional, and financial capacity. The support through the LOI has created an enabling environment for continued enforcement of the moratorium.

93. The development of guidelines and capacity building of the judiciary to support the prosecution of forestry crimes committed by the corporate sector are strategic and necessary to ensure the moratorium is effective and sustainable. Similarly, the operationalization of a centralized Information Management System (IMS) and web-based Concession Information System with geospatial data to support the One Map are necessary and will enable evidence based planning once fully incorporated with accurate concession and Licence information. Eventually a complete One Map will reduce policy conflicts and allow integrated land use and land tenure planning. REDD+ has also been instrumental in continuously stimulating the discussions and major issues about spatial data sharing, collection and distribution with increasing transparency and verifiability. Availability of timely and accurate information on land use and land tenure will enable better monitoring and reporting as well as improve critical tasks such as fire management.

94. The project supported the preparation of National Standard Operating Procedures (SOP) to improve level of efficiency of key officials to report and coordinate for better fire management in preventing forest and land fire was developed. The SOP was legalized through a Joint Regulation between National Agency for Disaster Management, Ministry of Forestry, Ministry of Agriculture, and Coordinating Ministry of Economics, signed in October 2014.

95. A further MoU was signed on Improvement for Law Enforcement Cooperation to support the Management of Sustainable Natural Resources in the framework of implementation of REDD+. To support the MoU, the project provided funding for monitoring infrastructure as well as a regulation related with Criminal Natural Resources and Environment in the Upper Forest and Peatland with Multi-door approach.

96. With regards to effectiveness, the legal review and support for law enforcement has been effective as far as bringing to the forefront, the key issues of weak governance and the need for improving inter-sectoral coordination as well as to reduce policy conflicts. It is now widely recognized that evidence-based policy formulation is necessary and the creation of robust natural resource monitoring systems, supported by transparent data collection is critical to successful climate change response. There is also wide recognition that while there are ambitions to fast track policy reforms to improve governance, there is need to take a measured approach to bring all stakeholders on board noting the economic implications of such reforms.

6.3.4 Output 14: REDD+ Agency Readiness and Transition

97. Output 14 was intended to support the establishment of REDD+ Agency as the implementing agency with capacity for building the transition to Phase 2 of the LOI. This was adequately achieved. The Agency successfully carried out its responsibility as set out in the Presidential decree 71M/2014 including the appointment of the Head and Deputies.

98. However, as already outlined, the REDD+ Agency was rather short-lived due to the institutional reforms following the change of government in 2014. The transition to Phase 2 is somewhat organic at present. The ET observed that the PMU has handed over all equipment and documents to the MoEF but the operational way forward is not clear in terms of REDD+ specific workplans and sub-national level activities. However, there is clear appetite across the provincial REDD+ institutions to continue receiving support to sustain administrative support of action plans. The next section looks at the effectiveness across different aspects of the project implementation.

6.4 Effectiveness: Coordination and Implementation

99. In looking at effectiveness, the questions to address are; (a) did the project achieve what it was intending to do; (b) did it provide an answer to the initial questions; and (c) did it provide a solution to the identified problem?

100. Understanding that the LOI is divided into phases, it is fair to state that so far the objectives have been partially achieved but substantial work still remains for Indonesia to be ready to participate in results based payment REDD+ regime. It is likely that this will be achieved in subsequent phases but not within the target timelines unless there is greater expedience and guaranteed continuity even if there are major political changes.

101. From the onset, the implementation of the LOI heavily relied on close cooperation and coordination between the GOI (encompassing all relevant institutions at national and sub-national level), UNDP and the Norwegian Embassy. As of necessity, the LOI outlined the need to ensure coordination with all other REDD+ initiatives including the UN-REDD Programme, FCPF, Forest Investment Program and other bilateral and multilateral initiatives taking place in the country. The initial aim was to complete the first two phases within 3 to 4 years. This timeline was a gross under-estimate as it is now six years and still transitioning to Phase 2.

102. To ensure coordination, the LOI inserted a requirement for a Joint Consultation Group consisting of representatives from both Indonesia and Norway. At the implementation level, the project established a Project Management Unit (PMU) that worked with the Task Force, the REDD+ Agency and subsequently with the DG CC of MoEF, providing support for experts to the Minister of MoEF and the Council on Climate Change under the MoEF.

103. Once established, the REDD+ Agency was effective within its power in building institutional capacity and to collaborate with key government institutions including the then Ministry of Forestry, Agriculture, Finance, Environment, BAPPENAS, BKPRN, the National Council of Climate Change, LAPAN, BAKOSURTANAL and the National Land Agency, Attorney General, National Police Department. At the time, there seems to have been a shared vision resulting in strong cooperation and commitment to towards law in the implementation of REDD+. Examples that demonstrate such commitment include the issuing of the MoU on "Joint Commitment to Save Indonesia Natural Resources which was signed by multiple ministries and institutions including Finance, Attorney General and Financial Transaction Reports and Analysis Centre. The project also created partnerships with international and National CSOs and NGOs such as the World Wildlife Fund (WWF), The Nature Conservancy (TNC), the Rainforest Foundation as well as Kemitraan, AMAN, Association for Community and Ecological-Based Law Reform (HUMA), Friends of the Earth Indonesia (WALHI), the National Forestry Council (DKN), WARSI and Indonesia Centre for Environmental Law (ICEL).

104. This demonstrates the broad participation from various stakeholders which was essential for building institutional legitimacy to bring about meaningful policies not only for REDD+ implementation but also for sustainable stewardship of natural resources in general. The broad participation of stakeholders is necessary in mainstreaming REDD+ and building awareness.

105. UNDP coordinated well with both the Task Force and the REDD+ Agency in developing annual workplans, budgets and implementation of activities on the ground at provincial, district and community level. The challenges that arose seem to be mostly at the central level where coordination to timely implement workplans became subject to political and policy changes and UNDP was not always privy to

planned institutional changes well in advance. The project management organisational structure, should have allowed relatively effective implementation and coordination but there is substantial feedback suggesting there were many challenges. The range of thematic areas (institutional development, legal review and moratorium, agency readiness, and provincial programmes) increased the level of coordination effort exponentially and it is unsurprising that the project implementation suffered extensive delays resulting in the need for a series of extensions.

106. At the government level, climate change programmes coordination is based on laws and regulations pertaining to spatial planning, forestry and environment which include;

- Spatial Planning Law 26/2007,
- Forestry Law 41/1999,
- Law 32/2009 on the Protection and Management of the Environment,
- Presidential Regulation 61/2011 on the National Action Plan for the Reduction of GHG Emissions, and Presidential Regulation 71/2011 on GHG Inventory.

107. These regulations mandate sectoral integration and institutional coordination in identification of climate change issues and the development of intervention programs for integration into National/ Regional Medium-Term Development Plans. Within this context, the REDD+ strategic plan was developed to serve as the government's main reference to implement forestry and land use climate change policy thus paving the way for greater institutional coordination and sectoral collaboration.

108. Discussions with senior government officials suggest that the level of coordination, both institutional and sectoral still has some way to go to be optimal and to reduce policy conflicts. REDD+ and the LOI are seen as opportunities to improve coordination.

109. Despite the LOI taking a no regrets approach, there is still a high expectation from Norway to achieve a certain degree of "return on investment" in the form of reduced emissions and deforestation. Naturally, different parties in the implementation of REDD+ will see the effectiveness of the LOI and operationalization from different perspectives.

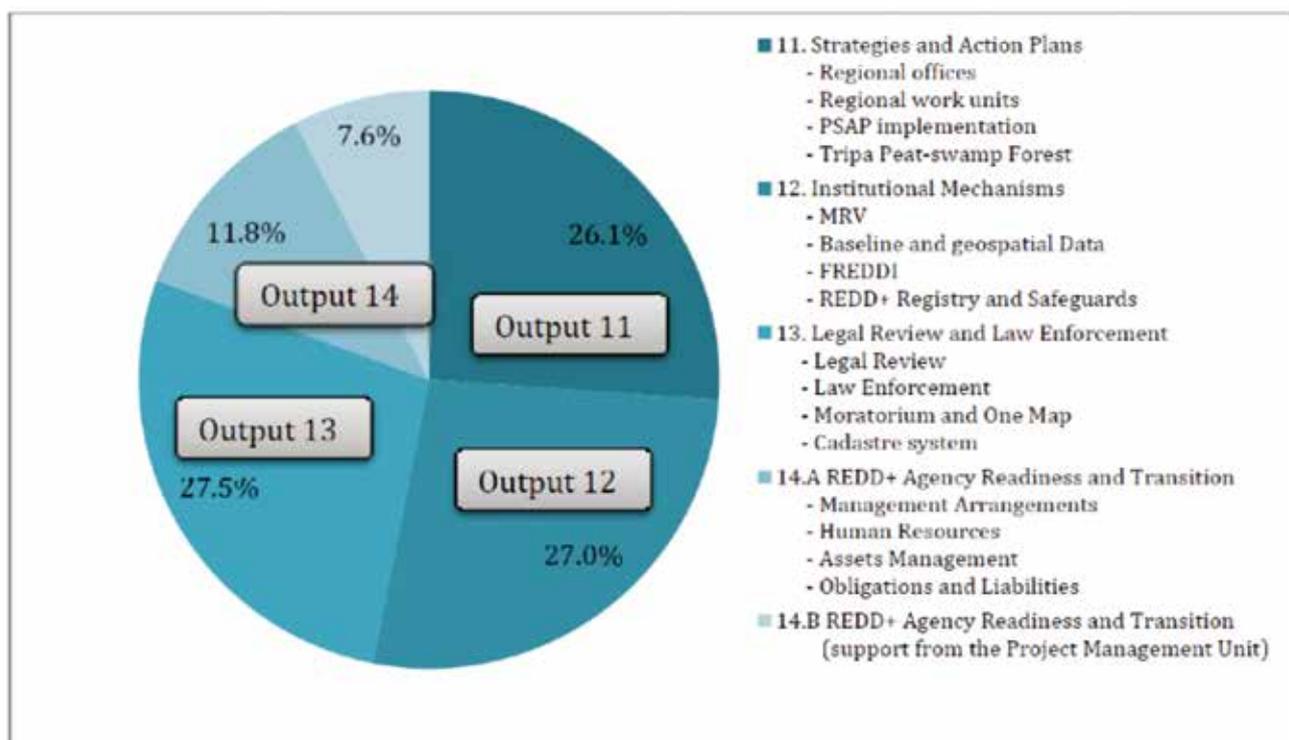
6.5 Project Efficiency

110. For a project of this nature, measuring efficiency would require setting the appropriate key performance indicators and following through with collecting necessary data. Policy projects are often not easy to measure with respect to levels of efficiency due to the many dependencies. The assessment of efficiency here focuses on the four output areas of the Interim Phase only. This evaluation does not undertake a financial audit therefore the project efficiency assessment is mostly qualitative on the way in which funds were disbursed and how activities were implemented.

111. Simula (2010) conducted a study into global REDD+ financing and its funding sources based on data from the FCPF and UN-REDD, which were then the two leading multi-lateral agencies providing REDD+ readiness support to developing countries and from other funding agencies. The study showed variations between financial needs of countries for any given readiness component and concluded that this was related to variables such as country size, prevailing drivers of deforestation and forest degradation, ability of a country to contribute to mitigation efforts, existing national capacities and previous investments in REDD+.

112. However, the early REDD+ readiness proposals did not always offer reliable estimates of financial needs and tended to exclude transaction costs. Among the REDD+ readiness components, the monitoring system (MRV) claimed the single largest portion of country budgets averaging 28% of the total financing needs, followed by the preparation of a REDD+ strategy (27%) and the organization and consultation component (23%). The allocation of funds across the four output areas of the Interim Phase may not necessarily be a reflection of the true cost but they adequately reflect the equal importance placed the institutional, legal and strategy elements.

Figure 4: Interim Phase budget allocation



113. The expedience with which the implementation of activities under each objective of the LOI seems to be the main factor affecting efficiency. With its establishment at the end of 2013, the REDD+ Agency entered the dual role of main partner of the project and target for institutional capacity building to reach a critical mass in operations and human resources. The Project Management Unit closely supported the operations of this new non-structural agency primarily by enabling the creation of its workplans for 2014 and for the Phase 2 of the LOI.

114. Noting the delays and multiple extensions, and the issue of slow decision-making, there are obvious inefficiencies arising. The establishment of the REDD+ Agency took a long time due to internal government deliberations and selection of the representatives from the different institutions.

115. There is acknowledgement of the technical and policy challenges with regards to establishing a national MRV system. While UNDP has, and is implementing UN-REDD national Programmes in multiple countries therefore has broad technical expertise and can draw from its global resources, some stakeholders expressed that additional specialist expertise from FAO would add value if involved more directly because of the global experience with MRV within UN-REDD. However, the decision on who should be involved in the implementation of activities should rest with the Project Steering Committee at any point during implementation. A similar model of the arrangement between UNDP and FAO has been applied in Cambodia, Zambia, Tanzania, Vietnam and many other countries and can still be considered going forward. On the other hand, this argument should not diminish the work undertaken by the team of national experts who have been involved in the conceptual formulation of the national MRV and the successful development of the FREL - a demonstration of the evolving national technical capacity and institutional sustainability.

116. The fact that up to now, no national MRV system is in place raises further question as to the readiness of the GOI to expedite its formulation. Many uncertainties remain regarding the institutional structure, data ownership, standardization, transparency, and financing. Coordination and integration of sectoral data into One Map is demonstrating the significant multi-faceted challenges at national and sub-national level. The challenges are both political and economic and sometimes have legal implications at the individual level. As such, it is likely that there will be many elements that affect implementation efficiencies.

117. This evaluation also acknowledges that there is an element of learning by doing. For instance, the project initially considered that a simple approach to combine and share data gathered from various sources was sufficient to develop consolidated data to effectively implement REDD+ and all of its components. It was later noted that the different data formats, scales, sizes and types would present difficulties for standardization and data merging. Tools to perform data consolidation and centralization became necessary.

118. It suffices to conclude that the project inefficiencies arise from a combination of factors but most are to do with national circumstances and should have been registered in the risk analysis and contingency measures included in the workplans.

6.6 Project Sustainability

119. The sustainability criteria are designed to evaluate whether the results of the project are relevant and suitable for the Indonesian context. It was noted in the 2011 evaluation that sustainability was linked to the achievement of the objectives of the LOI.

120. Successful REDD+ programs require five different functional capacities:

- Capacity of both national and sub-national authorities to engage with stakeholders and create a participatory approach to identify benefits (carbon and non-carbon) and risk from REDD+.
- Capacity to assess nation-specific circumstances and define locally relevant strategies considering national economic development (e.g. Sustainable Development Goals, INDC/ NDC, NAMAS) and links to national climate change response strategies across all sectors (e.g. agriculture, energy, forestry, transport, industrial process etc.).
- Capacity to formulate policies and strategies based on participatory principles to ensure the accrual of benefits for all stakeholders in a fair and equitable manner.
- Capacity to manage, budget, and implement.
- Capacity to be adaptive.

121. The overall existence of these capacities determines how project results can be sustained and made use of. Many efforts have been made for the establishment of the National Agency focused on REDD+ in Indonesia. Despite the Agency being disestablished, the integration of BP REDD+ into the newly established Directorate General of Climate Change, Ministry of Environment and Forestry and inclusion of REDD+ in Indonesia's NDC is a step towards the right direction to sustain the gains achieved through REDD+ under the LOI so far. The Norwegian support is highly valued as the enabler because it provides the flexibility to implement some of the strategic interventions that are otherwise of lesser priority to the national budget.

122. While this evaluation acknowledges the efforts underway to establish the financing instrument and exploring the different avenues for establishing the national MRV system, it is worth indicating that these two components are in the critical path for the success and sustainability of REDD+ as one of many options for climate change response in Indonesia. It is also understandable that even for a middle-income country with a GDP of more than USD 850 billion, there are many priorities that take precedence over REDD+. The Norwegian pledge is more than sufficient to support the setup of a sustainable national framework for climate change response. It is also understandable that expediting the institutionalization and decentralization of REDD+ and other demonstrated climate change mitigation measures is challenging in such a complex government and political systems. However, there is an opportunity to ensure political changes or changes in government do not interrupt the momentum and progress made towards REDD+ implementation.

123. At present the roles and responsibility seem to be unclear and this could be an important step to take. Each institution will need to have a defined mandate including who has custodianship responsibility for updating specific datasets. REDD+ will be an important component of the NDC target from land use sector. Noting that a FREL for REDD+ was submitted to the UNFCCC Secretariat in December 2015, covering deforestation and forest degradation and peat decomposition set at 0.568 GtCO₂e yr⁻¹ (AGB), using reference period of 1990 - 2012 and will be used as the benchmark against actual emission starting from 2013 to 2020, then it becomes critical to establish a national multi-purpose MRV system to allow transparent reporting.

6.7 Project Impact

124. The LOI has been one of the influential factors in introducing and sustaining the momentum of REDD+ in Indonesia. The status needs to be viewed in context of number internal developments. The achievements of Phase 1 and the Interim Phase – especially the preparation of the National REDD+ Strategy and the establishment of the REDD+ Agency have provided Indonesia the impetus and necessary options for achieving its 2009 voluntary pledge to reduce emissions by 26% and even higher (up to 41%) with international support, against the business as usual scenario by 2020. With internal commitment and additional international support, Indonesia has since promulgated relevant legal and policy instruments, including the national action plan on GHG emissions reduction as stipulated in Presidential Regulation (PERPRES) No. 61/2011 and GHG inventory through Presidential Regulation (PERPRES) No. 71/2011. Beyond 2020, Indonesia announced an even bolder commitment to emission reductions. Based on the country's updated emissions level assessment, the voluntary reduction target increased to 29% of the business as usual scenario by 2030.

125. The GOI instituted a moratorium on the clearing of primary forests including prohibiting conversion of peatlands from 2010-2016. Those ongoing efforts will be strengthened through protection and conservation of its remaining forests by reducing deforestation and forest degradation, restoring ecosystem functions, as well as sustainable forest management which include social forestry through active participation of the private sector, small and medium enterprises, civil society organizations, local communities and the most vulnerable groups, especially communities, and women - in both the planning and implementation stages. A landscape-scale and ecosystem management approach, emphasizing the role of sub-national jurisdictions, is critical to ensuring greater, more enduring benefits from these initiatives.

126. The deforestation in Indonesia is a result of both legacy policies and ongoing competing economic challenges including competing development priorities, capacity and policy implementation challenges at both national and sub-national level. National budgetary support for addressing the drivers and underlying causes of deforestation exists at many levels as direct finance as well as continuous policy reviews address weaknesses. The national budget system is regimented and allows for limited flexibility once it is set for each fiscal year. This Norwegian funding support provides a major and significant option for filling in what many officials view as strategic interventions beyond the government's direct funding. The REDD+ window has supported the analytical work leading to some transformative discussions that are gradually becoming mainstreamed in Indonesia's climate change response - for instance,

- the INDC (now NDC) submission to the UNFCCC
- Forest Reference Emissions Level submission to the UNFCCC in 2015
- Current discussions on modalities for a funding institution and national MRV framework
- Social and environmental safeguards
- Demonstration activities that will be a basis for local level intervention for to increase community resilience and mitigation and adaptive capacity to climate change

127. Irrespective of the change in the political landscape, the National REDD+ Strategy prepared by the REDD+ Task Force in 2012 laid out a clear pathway for the Funding Instrument and MRV system and this remains relevant despite the shifting timelines.

128. At the sub-national level, the provincial strategies have given local administrators the opportunity to refine business plans and recognize the need for spatial planning and ensure land use and allocation is in line with national policies and reduces deforestation while addressing the community livelihoods.

129. The support through the LOI could further be credited for the now progress thinking reflected in the NDC where efforts to support ecosystem and landscape resilience are taking a holistic multi-sectoral approach encompassing conservation, and restoration, social forestry, coastal zone protection, and integrated watershed management.

7. CONCLUSION AND RECOMMENDATIONS

130. The LOI has had a profound and positive influence on the critical need to strengthen institutional capacity, environmental governance, and policy coherence across forestry and agriculture sectors. These are important measures to reduce deforestation and associated greenhouse gas emissions. The Norwegian support is well appreciated because of its flexibility and ability to target strategic interventions that are otherwise challenging to implement under the national fiscal setup.

131. The objectives of the LOI were relevant at the time of design and have remained so but the changing political environment slowed down implementation. Successful preparation of the National REDD+ Strategy, the moratorium, and setting up of the REDD+ Agency presented opportunities to achieve meaningful emissions reductions with the decentralization of REDD+ implementation at sub-national level. The practical sub-national level livelihood interventions have created important lessons and can effectively inform future national policies that can be used as models for the rest of the communities in the country.

132. However, the political change that resulted in shifts in direction by the new government in 2014 was a risk that was perhaps out of the control of the REDD+ Agency, UNDP and Norway. It is a lesson learnt but also a point to note for the Indonesian government as the LOI enters Phase 2. The main point to note is that political changes will always potentially result in major institutional reforms but considerations could be made on implications on existing commitments and bilateral arrangements.

133. On the part of Norway, the REDD+ Agency, and UNDP, it could have been worth undertaking a scenario assessment of the potential impact of a change in government. The main point of discussion with stakeholders has been that the new institutional setup has resulted in relatively slow implementation and some degree of uncertainty as to the direction of the setup of the national MRV and Funding instrument. However, this evaluation observes that the major issue is the timing and scheduling between the LOI objectives and GOI's policy direction. Although the government was in fact strategically preparing the REDD+ funding mechanism in the context of a broader economic instrument, a view generally expressed by many stakeholders is that there was limited direct communication on the timeline for establishing the REDD+ funding instrument hence created some uncertainties.

134. From an implementation point of view, it is important to recognize the challenges in implementing policy programmes. REDD+ transcends social, political, and economic realms and will not receive broad base support or acceptance because underlying causes of deforestation range from weak governance and policy implementation which can be deliberate or simply lack of capacity and political commitment. Where it is deliberate, there is likely to be resistance. The national discussions of the implications of the moratorium on forest concessions bears testimony to this very issue where some stakeholders stand to lose the benefits (whether legal or not) from forest logging and access to land for other uses. The moratorium has had a profound effect on the forestry sector because it forms the basis for debates on balancing economic development driven by agriculture industry through palm oil and rubber sectors and reducing rampant destruction of natural forest and its economic, environmental and social benefits.

135. The moratorium is not a silver bullet per se because it also requires the necessary integrated information systems (MRV) that enables the spatial analysis, planning and monitoring, as well as the coherent monitoring of the effectiveness of policy and legal instruments across sectors. The national MRV system underpinned by the OneMap, could be necessary ingredient for spatially explicit understanding of land tenure, disputes and legal rights that are essential for local ownership of REDD+ implementation. This evaluation notes that the MoEF is working through the modalities for the national MRV on the basis of the development of the OneMap. This momentum needs to be maintained and perhaps accelerated while the Norwegian support is still in place. Similarly, it is necessary to sustain the momentum on increasing the capacity for law enforcement and capacity of the judicial system but noting that this requires a stepwise process.

136. Similarly, the effectiveness and long term impact of the policy measures will require supportive economic instruments that enable a transformational shift in economic development and offer alternative sources of income for the forestry and agriculture sector other than relying on expansion through opening areas of primary forests. The GOI has made its commitment to climate change

mitigation and adaptation through its recent submission of the NDC to the UNFCCC. The Norwegian support will enable the setting of the necessary foundation for the options articulated for REDD+ including establishing the necessary financing framework.

7.1 Specific Recommendations

Recommendation 1: Design and timelines

It has been highlighted that the timeline allocation of the LOI is ambitious. Frequent issuing of short project extensions is administratively burdensome. For future implementation, it is worth considering realistic multi-year workplans with time contingency for delays. For such a financially large programme, it is important to ensure certainty to reduce staff turnover and programme continuity.

Recommendation 2: Management arrangements and communication between partners

This report notes that UNDP was placed in position where it was required to represent the interests of the Norwegian Embassy in dealing with the government. Representation of the political and bilateral interests of a donor go beyond the mandate of the project- facilitation of dialogue and implementation of activities. This scenario may have negatively affected communication between the Embassy and UNDP with regards to the selection of interventions and strategic direction. These issues could have been resolved by restructuring the management arrangements and ensuring expectations and communication are clear.

To have an effective programme governance structure, particularly in such a complex relationship, it could be beneficial to have a Programme Board and a Steering Committee to separate implementation or operational management from strategy and performance aspects. Such a structure would not have UNDP in the Steering Committee. This does not diminish the role of UNDP and or any other implementing partner, but it would allow the Norwegian Embassy and Government representatives (Ministerial level) to address matters of bilateral nature, and politically sensitive issues that may affect implementation at an early stage. This should address the risk and reduce the impact of major institutional changes and allow necessary adjustments to the programme implementation.

Recommendation 3: Review of the National and Provincial REDD+ Strategies

The preparation of the NRS and provincial strategies were important achievements but there seems to be a vacuum in following up and supporting translation of especially provincial plans into concrete actions. It could be timely for the GOI or under the LOI to review and update the strategies in anticipation of the operationalization of the funding instrument and requirements of the MRV system.

Recommendation 4: Output 11 - Strategies and Action Plans

Many activities were implemented under Output 11 focusing on preparing REDD+ strategies and action plans and improving operational capacity for project implementation at provincial, district, and community level. It is necessary to document and share this valuable information which will inform current and future policy decisions as well as lessons for other REDD+ countries. The strategies and actions plans provide an important baseline options for climate change mitigation and adaptation. Considerations could be made to continue financially supporting and implementing these strategies and action plans and further consider options for scaling up.

Recommendation 5 - Output 12 - Institutional Mechanism (MRV component)

This is specifically for the MRV system. To date the GOI has submitted a REL and NDC to the UNFCCC which are under technical review. This creates the impetus for establishing a national MRV system to support the necessary international reporting. Both political and financial support is now necessary to ensure institutional roles and responsibilities are defined at both national and sub-national levels as well as providing the necessary financial support to each relevant institution. There is an opportunity to build on the momentum that already exists through the development of the National Registry System for mitigation, (b) National GHGs Inventory System (SIGN-SMART); and (c) Safeguards Information System for REDD+ (SIS-REDD+).

8. REFERENCES & DOCUMENTS CITED

No.	Title	Publisher	Pages
1	Laporan Website dan Sistem	BP-REDD+	14
2	Laporan Pelaksanaan Program Sekolah Hijau	BP-REDD+	15
3	Laporan Penataan Perijinan dan Penegakan Hukum	BP-REDD+	14
4	Laporan Program MRV REDD+ Kalimantan Tengah	BP-REDD+	12
5	Moratorium Hutan dan Kebijakan Satu Peta	BP-REDD+	18
6	Kebakaran Hutan dan Lahan	BP-REDD+	507
7	Laporan Pengembangan dan Pendirian Instrumen Pendanaan REDD+ Di Indonesia	BP-REDD+	24
8	Peran BP-REDD+ dalam Mendukung Pembangunan Kesatuan Pengelolaan Hutan (KPH)	BP-REDD+	54
9	National Forest Reference Emission Level for Deforestation and Forest Degradation	MoEF	113
10	Penerapan MRV untuk REDD+ dari Konsep Menuju Implementasi	BP-REDD+	24
11	Moratorium Perizinan dan Kebijakan Satu Peta	BP-REDD+	32
12	Desa Hijau	BP-REDD+	26
13	Pelaksanaan Kegiatan Program Kemitraan REDD+ Fase Transisi 2015-2016	BP-REDD+	6
14	The Indonesia-Norway agreement to reduce greenhouse gas emissions from deforestation and forest degradation: Greenpeace assessment of progress	Greenpeace	8
15	Indonesia-Norway REDD+ Partnership: first evaluation of deliverables	Gaia Consulting	41
16	Intended Nationally Determined Contribution Republic of Indonesia	Government RI	11
17	REDD+ National Strategy	Satgas REDD+	44
18	National forest reference emissions level for REDD+ in the context of decision 1/CP.16 Paragraph 70 UNFCCC	MoEF	93
19	Support to the Establishment of Indonesia REDD+ Infrastructure and capacity: Interim Phase	UNDP	7
20	Third party cost-sharing agreement between the Norwegian Ministry of Foreign Affairs and the United Nation Development Programme	UNDP	27
21	Cooperation on reducing greenhouse gas emissions from deforestation and forest degradation	Government of Norway and MoEF	59
22	Annual Report 2013: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity: Interim Phase	BP-REDD+ and UNDP	20
23	Annual Report 2013: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity: Interim Phase	BP-REDD+ and UNDP	30
24	Annual Work Plan 2015&2016 (December) Award Title: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (Interim Phase)	UNDP	6
25	Annual Work Plan 2015&2016 (November) Award Title: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (Interim Phase)	UNDP	7
26	Annual Work Plan 2015&2016 (April) Award Title: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (Interim Phase)	UNDP	7
27	Annual Work Plan 2015&2016 (June) Award Title: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (Interim Phase)	UNDP	9
28	Audit of UNDP Indonesia: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (2013)	UNDP	11
29	Audit of UNDP Indonesia: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (2014)	UNDP	27
30	Audit of UNDP Indonesia: Support to the Establishment of Indonesia REDD+ Infrastructure and capacity (2015)	UNDP	20
31	Third party cost-sharing agreement dated 4 July 2013 regarding the " Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity"	Royal Norwegian Embassy	2
32	Cost sharing agreement between the Norwegian Ministry of Foreign Affairs and UNDP for Implementation of the "Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity " project	Royal Norwegian Embassy	28

33	Project Document: Support to the Establishment of Indonesia REDD+ Infrastructure and Capacity	UNDP	43
34	Letter of Intent between the government of the republic of Indonesia and the Government of Kingdom Norway on Cooperation on reducing greenhouse gas emission from deforestation and forest degradation	The Government of the Kingdom of Norway	5

APPENDIX 1: INTERIM PHASE OUTPUTS AND BUDGET

No.	Description	Budget (7% GMS)	Budget (8% GMS)
11	Reduce negative impact of forest fires in selected provincial districts	2,399,999.26	2,362,559.27
11.1	Key national & sub-national well-coordinated & informed to tackle forest and peat-land fire prevention management	1,400,000.00	1,378,160.00
11.2	Relevant local authorities (including local police, the civilian investigator PPNS of Ministry of Environment are better informed on potential illegal acts causing forest fire in Riau	450,000.00	442,980.00
11.3	Local fire brigade and coordination centers respond more effectively to forest and peat-land fires in selected districts of Riau	549,999.26	541,419.27
12	Legal recognition of community land rights increases sustainable management practices of natural resources	865,000.00	851,506.00
12.1	Stakeholders and interest groups of the MK35 decision reach an agreement on key policies and proposals for moving forward	200,000.00	196,880.00
12.2	Standard processes for claims and verification of traditional community land rights are operational in selected districts in Central and East Kalimantan	465,000.00	457,746.00
12.3	Draft regional regulations (PERDA) regarding MK35 developed in selected districts in Central and East Kalimantan and submitted for consideration by districts governments and DPRD	200,000.00	196,880.00
13	Resolution of land conflict in and around selected national parks reduces encroachment on protected land	650,000.00	639,860.00
13.1	Key stakeholders informed and prepared for resolution of land conflict in five (5) designated national parks	150,000.00	147,660.00
13.2	Land conflict in the five (5) designated national park resolved with a discernable reduction of land encroachment	350,000.00	344,540.00
13.3	Initial steps towards formulating a national approach to land conflict launched and endorsed by key stakeholders	150,000.00	147,660.00
14	Informed legislative processes increases support for national sustainable development goals	1,000,000.00	984,400.00
14.1	National political parties and DPR informed and pro-actively developing policies on REDD+ and sustainable development	410,000.00	403,604.00
14.2	Public awareness on REDD+ and sustainable development strengthened through outreach programmes and engagement of champions	590,000.00	580,796.00
15	Capacity building of the REDD+ agency enables the operationalization of its institutions and systems	4,150,000.00	4,085,260.00
15.1	BP REDD+ has the capacity, both structural and functional, to deliver Phase 2 activities and milestones	650,000.00	639,860.00
15.2	Increased cadastral and statistical datasets support one map, moratorium, and MRV development	3,500,000.00	3,445,400.00
16	Gender mainstreaming in REDD+ ensures equitable participation of stakeholders	110,000.00	108,284.00
16.1	BP REDD+ includes gender mainstreaming procedures and awareness components respectively	40,000.00	39,376.00
16.2	Formal arrangement regarding gender mainstreaming between REDD+ and Ministry of Women Empowerment established and operational	70,000.00	68,908.00
	Subtotal (net programmable)	9,174,999.26	9,031,869.27
	GMS Rate	7%	8%

APPENDIX 2: SUMMARY OF ACHIEVEMENTS SINCE 2010

Summary of Achievements - 2010 - 2015

Activity	Summary of Key Achievements
1. STRATEGIC IMPLEMENTATION AND PROVINCIAL ACTION PLAN	<ul style="list-style-type: none"> BP REDD+ established 11 SRAP of 11 provinces in Indonesia and several provinces already have laws to SRAP and STRADA by the issuance of regulations governor (Governor Decree/Surat Keputusan). Revision to several STRADA in Riau and West Sumatra, Aceh, Central Sulawesi, Papua and West Papua were carried and this work has continued.
2. BUILDING THE REDD+ INSTITUTIONS IN THE PROVINCE	<ul style="list-style-type: none"> Capacity building was carried out to strengthen the institutional REDD+, through REDD+ Institutional Development Workshops supported by establishment of Local Commission (Komda) and working groups (Pokja/Kelompok Kerja) in the areas which have been supported by the issuance of the decrees of the Governor
3. DEVELOPING DATA BASELINE AND MAP CADASTRAL	<ul style="list-style-type: none"> By early 2015 there were 5 provinces of the REDD+ partners with baseline data and cadastral maps, namely: Central Kalimantan, East Kalimantan, Jambi, South Sumatra, and Riau. For the 6 provinces of Papua, West Papua, West Kalimantan, West Sumatra, Central Sulawesi, and Aceh the process of preparation of the baseline data and the cadastral maps has continued.
4. DEVELOP MRV AND BASELINE FOR FREL	<ul style="list-style-type: none"> BP REDD+ developed a concept and strategy for MRV with a few key principles and the government is continuing to consider future options. Indonesia successfully submitted a FREL Indonesia with the title "National Forest Reference Emission Level for Deforestation and Forest Degradation in the Context of Decision 1 / CP. 16 (REDD+) under the UNFCCC". The drafting team comprised of experts coming from BPREDD+, the Ministry of Environment and Forestry, Ministry of Agriculture, LAPAN, BIG, IPB, CIFOR, UNORCID, and TNC. Related to the implementation of MRV in Central Kalimantan, in accordance with the directives of the National REDD+ Strategy, a draft MRV Central Kalimantan covering aspects of carbon and non-carbon aspects (safeguards, the other benefits, documentation of biodiversity information, drivers of deforestation and forest degradation and peatlands) and this has been informative of ongoing discussion on the design of a national MRV system.
5. MOU SIGNING WITH PROVINCIAL/DISTRICT GOVERNMENT	<ul style="list-style-type: none"> There are already 8 Provinces that signed a MoU and a Joint Agreement for the Implementation of REDD+ Program and Licensing Arrangement
6. MORATORIUM MONITORING	<ul style="list-style-type: none"> To support the implementation of the monitoring moratorium of the Presidential Decree No. 6 /2013, the One Map policy was established and considers several things, namely: a) The facts that many Thematic Maps created by various ministries / agencies with their specifications according to their needs; b) The different needs cause the differences in the specification of the thematic maps, leading to confused information; c) mechanisms are needed to unite the diverse information toward the creation of nationally consistent thematic geospatial information. The One Map policy supports the monitoring for PIPB moratorium.
7. LICENSE REVIEW	<ul style="list-style-type: none"> A review of concession licensing is a significant step towards improving regulatory enforcement and addressing the drivers of deforestation. licensing in some districts in some provinces. Substantial capacity building related to SIP was undertaken for relevant Ministry / Agencies and some local governments on various aspects including improvement of the licensing documentation and archiving for plantations and mining in collaboration with, the National Archives of the Republic of Indonesia. Necessary infrastructure was installed to support the utilization of Licensing Information System (SIP) testing the mechanism of Right Recognition and Verification (PPIH).
8. LAW ENFORCEMENT	<ul style="list-style-type: none"> There has substantial effort in improving policies and strategies for law enforcement increased cooperation and coordination among law enforcement agencies through support to increase the capacity for law enforcement through training of the judiciary. Monitor and facilitate coordination of an integrated team of law enforcement officers to handle priority cases multidoor approach in some provinces. Important gains were made and creating an environment for facilitating the vertical coordination through mechanisms of Coordination Meeting of the Law Enforcement (Rakor Apgakum) which include police investigators and prosecutors, judges who handle the legal cases as well as leaders who can take a case handling policy. Already, law enforcement is demonstrating shifts expedients of prosecution of priority cases which is significant achievement for law Reform Road Map for the improvement of forest governance and peatlands. Guidelines have been developed for the multidoor approach that has been the commitment of law enforcement agencies to strengthen law enforcement in forest areas and peatlands. This has been supported by integrated training regarding multidoor approach to law enforcement (judges, prosecutors, police, and investigators PNS). Develop guidelines on criminal liability for judges and prosecutors as well as the policy on green public prosecutor.
9. PROTECTION AND RECOGNITION OF INDIGENOUS COMMUNITY	<ul style="list-style-type: none"> BP REDD+ along with the Indigenous Peoples Alliance of the Archipelago (AMAN) launched a national initiative to promote participation of indigenous and tribal communities through REDD+
10. FOREST AND LAND FIRES	<ul style="list-style-type: none"> BP REDD+ together with relevant ministries/agencies more perform the preparation of the National Standard Operating Procedures (POSNAS) Prevention Karhutla. POSNAS was developed to provide guidance on the prevention and control of forest fires. The BP REDD+ campaigns and dissemination of forest fire prevention information has resulted in significant national awareness on forest fire prevention including law enforcement and monitoring through regular audits and compliance monitoring. Awareness

	<p>included the training on Citizen Journalism (Citizen Journalism) at several locations that are intended to strengthen the role of the community become the leading agent in the prevention and control of fire.</p> <ul style="list-style-type: none"> • Much effort has gone into CBFPM program (Community-based Forest and Land Fire Management) and this continues to be successful beyond the Norwegian support. • To support capacity building and law enforcement process karhutla, BP REDD + in cooperation with Criminal Police carried KMS training to law enforcement officials. • BP REDD + in cooperation with IPB and Columbia University to develop an early warning system and an integrated planning for the prevention of forest fires as well as supporting the establishing of a Situation Room dengan REDD+ system that serves as the central monitoring of prevention and control Karhutla.
11. GREEN VILLAGE and SCHOOLS	
	<ul style="list-style-type: none"> • Valuable lessons now available through demonstration activities established using local resources and build local capacity to rehabilitate forests and peatlands, promoting the development of sustainable livelihoods and improve public access to funding and markets. • Activities include promotion of sustainable development through "green jobs", sustainable agriculture (land preparation without burning), and expansion and strengthening of community-based forest management in a sustainable manner. • Development of community efforts in the utilization of Non-Timber Forest Products (NTFPs). • The process of preparation for the implementation of the grant within the framework of the trial FREDDI (Fund for Indonesia REDD +) have been implemented since the beginning of 2014. • Partnership in collaboration with its partners to implement livelihood programs and devise Village Medium Term Development Plan (RPJMD). Since January 2014, the Partnership chose 9 Central Kalimantan local agencies as implementing small grants
	<ul style="list-style-type: none"> • Integrating the concept of education for sustainable development (ESD) into the school curriculum from elementary, junior high and high school. • A holistic approach to school "REDD + ESD" with the development of laws and regulations, MoU on Education with School Buddy Green Earth (SSB) Pertamina (121 schools), Central Kalimantan provincial government (22 schools). • Many schools were awarded Adiwiyata, from Adiwiyata Mandiri (15 schools), National Adiwiyata (26 schools), Adiwiyata Province (116 schools). • In 2014, BP has supported the implementation of REDD +, REDD + Thematic KKN has done two times in Riau and West Sumatra.
12. PROTECION AND CONSERVATION OF NATIONAL PARKS	
	<ul style="list-style-type: none"> • BP REDD+ to develop a conflict resolution mechanism in the National Park is to strengthen the capacity of the Ministry of Environment and Forestry, local government and relevant parties in the area. • At the national level, BP REDD+ has computed Reference Emission Levels (REL) from deforestation and peatland destruction. • Blueprint and job description of these units is being developed by BP REDD+. • BP REDD+ serial FGD held by the Ministry of Environment and Forestry, Bappenas, the National Secretariat (Secretariat) Forest Management Unit (FMU) and other stakeholders to coordinate and consolidate the KPH program development activities. • Mapping of the problem, the actors and the history of the conflict has been resolved to establish what strategies should be implemented to resolve the issue in the National Park. • Training on conflict resolution in 5 National Parks has been done.
13. CONFLICT RESOLUTIONS	
	<ul style="list-style-type: none"> • A mechanism was developed for conflict resolution on the gazettement of forests and National Parks in 5 provinces. A roadmap of conflict resolution reached different stages of the conflict typology analysis and performance analysis that the main conflict resolution institutions have the capacity. • This was supported by extensive training for facilitators of conflict resolution in the region and capacity building for stakeholders. • Support the development of policies to strengthen the mechanism for conflict resolution in the gazettement of forests and National Parks. • Support the Ministry of Environment and Forestry and the capacity of local governments to carry out effective conflict resolution.
14. PARLIAMENT ENGAGEMENT	
	<ul style="list-style-type: none"> • REDD+ activities academy is one of the programs carried out by BP REDD+ in collaboration with two United Nations agencies, namely the United Nations Environmental Protection (UNEP) and the United Nations Office for REDD+ Coordination in Indonesia (UNORCID).

APPENDIX 3: SUMMARY OF EVALUATION QUESTIONS

Table 1: Summary of evaluation questions

ACTIVITIES	
11. REDD+ strategies and action plans finalized with an operational capacity for project implementation strengthened in key-priority provinces	12. REDD+ institutional mechanisms and instruments in readiness for small-to-large scale project implementation in key-priority provinces.
13. Legal reform for REDD+ implementation in process and strengthened through improved law enforcement mechanisms and systems.	14. REDD+ Agency management arrangements, human resource and administrative transition prepared.
ON PROGRAMME DESIGN and RELEVANCE	
<ul style="list-style-type: none"> – How appropriate are the stated project goals and outcomes? – Has the design process been collaborative, adequate, clear and inclusive? – How and what is the relevance of the project objectives and strategy to the country? – How well were existing policies, programmes, mechanisms and experiences taken into consideration so that REDD+ readiness could be built as much as possible on improving those rather than on the creation of new, parallel ones? 	
ON RESULTS AND CONTRIBUTION TO STATED OBJECTIVES	
Delivery of Outputs	
Effectiveness	<ul style="list-style-type: none"> – How well and to what extent have the outcomes been achieved? What are the critical success factors or lack thereof? – Have the outcomes/outputs from the project been cost effective considering a full range of benefits and/or economic cost? (i.e. including non-tangible benefits)
Efficiency	<ul style="list-style-type: none"> – What were the major issues regarding efficient project implementation and what corrective measures were taken?
CROSS-CUTTING ISSUES	<ul style="list-style-type: none"> – Have cross-cutting issues of gender, equity etc. been addressed and what capacity development strategies were adopted? – To what extent were capacity building efforts based on a strong needs assessment, identifying both what women and men stakeholders should know and know to do, and what the gaps are?
SUSTAINABILITY AND TRANSITION TO PHASE 2	
<ul style="list-style-type: none"> – What measures have been instituted to ensure project continuation and transition to Phase 2 – How were institutional and individual capacities built through Phase 1 and the Interim Phase to enable the delivery and implementation of the REDD+ outcomes? – What are the key challenges and opportunities in sustaining essential capacity (technical, operational, financial) in the future? 	
LIKELIHOOD FOR IMPACT	
<ul style="list-style-type: none"> – What are the impacts of support provided through LOI on MRV and Financial instrument? (Assess readiness components (MRV) – What is the impact of the achievements of the Interim Phase on the success of Phase 2 and beyond? 	
FACTORS AFFECTING PERFORMANCE	
Programme Management and Coordination	<ul style="list-style-type: none"> – How effective has the institutional set-up been and will it continue to be effective for Phase 2 and beyond? (Project Board, PMU, Govt departments/units, Donor) – Was there an adequate central leadership, either by a government agency or other appointed authority and has the leadership continued?
Human and Financial Resources Administration	<ul style="list-style-type: none"> – Was the staffing and financial resource adequate to achieve the objectives of the project? – Were there any other administrative processes facilitating or inhibiting fluid execution of project activities?
Technical Backstopping and Supervision	<ul style="list-style-type: none"> – What technical backstopping and supervision are/were in place to support the technical team?
National Stakeholder Participation and Ownership	<ul style="list-style-type: none"> – To what extent are all sectors driving deforestation or forest degradation involved in policy processes (and not only the focal ministry or department)? – Is there sufficient certainty that awareness raising and discussions at the local level can be followed-up in the short term with concrete action and benefits at the local level?
Monitoring, Reporting and Evaluation	<ul style="list-style-type: none"> – How is monitoring information used for programme management, supervision and steering. What mechanisms are in place to ensure that monitoring results are used to enhance programme performance? – How far have lessons learned from the programme been extracted, communicated for the design of Phase 2 and beyond?

APPENDIX 4: EVALUATION SCHEDULE

No	Date & Day	Time	Description	Key Person	Location
1	Monday, 21 November 2016	09.00 – 10.00	Meeting with Project Management Unit – REDD+ Project introduction & programme highlights	REDD+ PMU	UNDP Office, Menara Thamrin Building
		10.30 – 11.00	Meeting with UNDP Environment Programme Team	Budhi Sayoko Tomoyuki Uno	UNDP Office, Menara Thamrin Building
		11.00 – 12.00	Meeting with UNDP Country Director	Christophe Bahuet	UNDP Office, Menara Thamrin Building
		12.00 – 13.00	Lunch meeting to consolidate/ refinement of evaluation methodology and instruments	Internal Evaluation Team	
		14.00 – 15.00	Meeting with REDD+ PMU – project management highlight	REDD+ PMU	
2	Tuesday, 22 November 2016	13.30 – 15.00	Meeting with Norway Representative	Lisetta Trebbi	Embassy of Norway, Jakarta
3	Wednesday, 23 November 2016	Tbc	Meeting with former REDD+ Agency Head	Heru Prasetyo	
		08.00-09.00	Meeting with Expert Staff of the Minister of Environment and Forestry	Agus Justianto	Ministry of Environment and Forestry Blok 1, 3 rd floor
		09.00-10.00	Meeting with Head of Climate Change Advisory Council	Sarwono Kusumaatmadja	Ministry of Environment and Forestry Blok 1, 4 th floor
			Meetings with Operation Colleagues	PMU	Mayapada Building
4	Tuesday, 13 December 2016	Tbc	Briefing with REDD+ PMU prior to field visit	REDD+ PMU	REDD+ Office - Jakarta
		09.00 -10.00	Meeting with Director General Social Forestry and Environmental Partnership of MoEF	Dr. Hadi Daryanto	Ruang Rapat Dirjen PSKL Ministry of Environment and Forestry – Blok 1, 11 th floor
		10.00-11.00	Meeting with Director General Law Enforcement of MoEF	Drs. Rasio Ridho Sani	Ministry of Environment and Forestry, Jakarta
		Tbc	Meeting with Mahkamah Agung (Supreme Court) Official	Tbc.	Jakarta
5	Wednesday- Thursday, 14-15 December 2016	See detail below	Field visit to Riau and West Sumatra 085319492839 ibis driver Level 2 gate 4	Representative Provincial Govt. Representative from CSO	Riau

6	Friday-Saturday, 16-17 December 2016	See detail below	Field visit to Central Kalimantan	Representative Provincial Govt. Representative from CSO	West Sumatra
7	Monday, 19 December 2016	Tbc	Meeting with Head Pusdiklat SDM of MOEF	Dr. Ir. Joko Prihatno, MM	Pusdiklat - Bogor
		15.00-16.00	Meeting with Director General of Climate Change of MoEF	Dr. Nur Masripatin	Manggala Wanabakti Blok VII, 12 th floor Ministry of Environment and Forestry, Jakarta
		Tbc	Meeting with National Team for Funding Instrument	Ir. Ahmad Gunawan Widjaksono, MAS WRI Team CPI Team	Ministry of Environment and Forestry, Jakarta
8	Tuesday, 20 December 2016	Tbc	Meeting with Country Director of WRI	Dr. Nirarta Samadhi	
		Tbc	Meeting with President of AMAN	President of AMAN	
		Tbc	Ministry of Finance	Treasury Directorate General	
		Tbc	SMART	Agus Purnomo	
9	9 January 2017		Submission of Draft Evaluation Report		
10	16 January 2017		Submission of Evaluation Report		

