Nigeria REDD+ Readiness Programme Terminal Evaluation Programme

Evaluation Report (Final)
UN-REDD Programme

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Preface

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ACRONYMS AND ABBREVIATIONS

CBR+	Community-Based REDD+
COP	Conference of the Parties
CRS	Cross River State
CSO	Civil Society Organization
FAO	Food and Agricultural Organisation
FCPF	Forest Carbon Partnership Facility
FGoN	Federal Government of Nigeria
GEF-SGP	Global Environment Facility Small Grants Programme
HACT	Harmonized Approach to Cash Transfers
M&E	Monitoring and Evaluation
MPTF	Multi-Partner Trust Fund
MRV	Monitoring, Reporting and Verification
MTR	Mid-Term Review
NCCC	National Climate Change Commission
NGO	Non-Governmental Organisation
NNP	Nigeria UN-REDD National Program
PC	Project Coordinator
PD	Project Document
PIR	Project Implementation Reports
PIU	Project Implementation Unit
PLR	Policies, Laws, and Regulations
PM	Project Management
PMU	Project Management Unit
ProDoc	Project Document
REDD+	Reducing emissions from deforestation and forest degradation, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks
R-PP	Readiness Preparation Proposal
ToR	Terms of Reference
UNDP	United Nations Development Program
UNFCCC	United Nations Framework Convention for Climate Change
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD+)
USD	United States Dollars

Executive Summary

i. This report presents the findings of the final evaluation of the Nigeria UN-REDD National Programme (NNP), which was approved September 2012 with an initial end date of February 2015 and a total budget of United States Dollars (USD) 4 million. The Programme ended in December 2016, following a 22 month no-cost extension. Implementing partners were the Department of Forestry under the Federal Ministry of Environment (national) and Cross River State Forestry Commission (sub-national).

BACKGROUND

ii. The UN-REDD Programme is the United Nations (UN) collaborative initiative on Reducing Emissions from Deforestation and Forest Degradation (REDD+) in developing countries. The UN-REDD Programme supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

iii. UN-REDD National Programmes comprise interventions expected to lay the ground work for activities in four thematic areas that include (a) building institutional and stakeholder capacity to implement REDD+; (b) developing an enabling policy environment; (c) develop REDD+ benefit-sharing models; and (d) developing Monitoring, Reporting and Verification (MRV) systems for REDD.

iv. The Programme was structured as national and sub-national, with four outcomes, two at the Federal (national) level and two focusing on Cross River State (sub-national), initially with a total of 14 outputs. The four outcomes are:

- Outcome 1: Improved institutional and technical capacity at the national level (Federal).
- Outcome 2: Framework for REDD+ expansion across Nigeria prepared (Federal).
- Outcome 3: Institutional and technical capacity for REDD+ in Cross River State strengthened (CRS).
- Outcome 4: REDD+ readiness demonstrated in Cross River State (CRS).

v. During a mid-term review, the outputs were re-structured and re-organized into 10 outputs, while still maintaining the same outcomes. The outputs were aligned to the four Warsaw Framework elements.

COUNTRY CONTEXT

vi. Nigeria is a key regional player in West Africa, with a population of approximately 197 million. Nigeria accounts for about 47% of West Africa's population, and has one of the largest populations of youth in the world. The country consists of 36 autonomous states, with an abundance of resources and is Africa's biggest oil exporter and has the largest natural gas reserves on the continent. The forest sector is very small, with the commercial component being only 0.25% of GDP, which is about 100 times smaller than the agricultural sector. However, it is reported that forests supply approximately 30 million tons of firewood per year.

vii. Nigeria has a forest cover of over 6,993,000 hectares (7.7% of total land area) but has had one of the highest deforestation rates in the world, which is estimated to be 3.7%. per annum. This deforestation is largely driven by decades of agricultural intensification (subsistence and commercial), timber extraction (mostly unregulated) and fuelwood extraction, according to the National Space Research and Development Agency (NSRDA) and the Food and Agricultural Organisation (FAO) (2015). Other causes of deforestation include fire, oil spillage leading to loss of 10% of the mangrove forests in the Niger Delta, rapid urbanization, droughts and soil erosion.

viii. Cross River State (CRS) is located in the south-east part of the Country and has more than 50% of Nigeria's remaining tropical high forests. In 2008 the State declared a two-year

moratorium on timber extraction (which is now extended indefinitely). In order to find alternatives to logging and forest degradation, the Governor of CRS launched a new initiative to explore the potential of environmental finance mechanisms to further protect the forests, with a priority focus on enhancing the livelihoods of forest-dependent communities and rural dwellers.

KEY FINDINGS

DESIGN AND RELEVANCE

ix. The NNP design reflects the background analysis undertaken to determine the objectives and target outcomes. It reflects well the broader context and history of Nigeria's forestry sector including an assessment of the policies and regulations, policy failures, extensive consultations of government line agencies, donors, NGOs, civil society, indigenous people's organizations, and community groups.

x. The NNP is relevant in the context of gaps, flaws and a lack of enforcement of policies, laws and regulations (PLRs), such as Land Use Act Cap L5 LFN 2004, the National Policy on Environment, the National Policy on Climate Change, National Forest Policy and the CRS Forestry Commission Law. These laws and policies are unclear on forest property rights, carbon rights, security of forest tenure, and other aspects such as benefit sharing. There is no National Forestry Act to give legal backing to the National Forest Policy. There is an acknowledgement of inadequate balancing of trade-offs between the implementation of policies that promote the national economic development agenda and sustainable management of forests. These policies tend to favor higher yielding economic activities in the land-use competing sectors, such agriculture, oil and minerals, and infrastructure development sectors.

xi. In CRS the low operational capacity, ineffective regulatory measures, and weak institutional arrangements collectively impede sustainable forest management. The compliance to the 2008 Forest Moratorium was viewed as being weak, due to the lack of the necessary enabling platform for sustainable management of all types of forests in the State. There are views that the moratorium initially worked well by curbing illegal timber harvesting. However, the policy may have outlived its initial purpose, since it resulted in the displacement of emissions from continued illegal logging, alienated local communities from benefiting from surrounding forests, and effectively stopped any form of sustainable management of forest resources in the State. These are some of the key underlying factors that make the NNP highly relevant. REDD+ can enable broader community engagement, development of equitable and effective benefit sharing mechanism and build the necessary institutional capacity, strengthen policies, laws, and regulations (PLRs) for sustainable forest management, safeguards and monitoring systems.

EFFECTIVENESS AND EFFICIENCY

xii. In assessing the effectiveness of the NNP this evaluation looks at the design architecture, level of national ownership and coordination, and its ability to integrate into pre-existing national programmes and other bilateral support mechanisms. These aspects seem to have occurred fairly well. There is a need to acknowledge that policy programmes are not simple to implement, because there is the need to understand and identify the correct process to influence stakeholders at various levels. The NNP has created substantial momentum, through the broad stakeholder engagement at both federal and state levels. At the state and community levels, the broad stakeholder engagement and the partnership with the Global Environment Facility Small Grants Programme (GEF-SGP) Community Based REDD+ (CBR+) are strategic approaches that have significant catalytic and replication potential to other states. This Programme should be replicated widely and frequently going forward, in order to effectively create buy-in and awareness of the benefits and risk of the proposed REDD+ strategy options and to adequately manage community expectations.

xiii. The design was generally effective, but it is worth pointing out that over-ambitious programme designs can be avoided with better prioritization through understanding and selecting critical elements, which will enhance a country's REDD+ readiness for results-based payments. It is noted that a joint mission in 2015 revised the outcomes, reducing the outputs from 14 to 10. While this report highlights the over-ambition in the initial design, the implementation of the NNP was effective because there was willingness to adjust when necessary, as demonstrated in the annual planning and reporting. Secondly, the NNP has produced a relatively solid National REDD+ Strategy (NRS) and CRS REDD+ Strategy, outlining some bold objectives that will be achieved between 2020 and 2030.

IMPLEMENTATION AND DELIVERY OF OUTPUTS

xiv. The delivery of outputs was mixed, but they are generally encouraging in terms of the contribution to the overall REDD+ framework in Nigeria and stated objectives (i.e. *to build the REDD+ mechanism in Nigeria, using Cross River State as a demonstration model).* As of necessity, the responsibility for implementation of outcomes were divided between federal and state levels. At the output level the NNP achieved most of the intended outputs. A notable observation about the stakeholders and individuals involved at both federal and state levels is the enthusiasm, interest, and willingness to engage.

CAPACITY DEVELOPMENT, SUSTAINABILITY AND UP-SCALING

xv. The continuing environmental deterioration through unsustainable resource utilization and rampant deforestation calls for stronger political, social and financial commitment. It is important to reiterate the link between capacity development, sustainability and country needs. The NNP will be sustainable in the long term if the foundation is set with the appropriate framework to enable Nigeria to manage its own REDD+ Programmes in the future.

xvi. There are two perspectives to capacity development. Firstly, there is the required capacity to implement the NNP and secondly the required capacity to implement REDD+ post-NNP. The successful completion of the NNP denotes that there is capacity for implementation at the programme level, but off course being cognizant of the identified challenges and areas that would need improvement in the future. The Programme employed multiple strategies to build capacity, which included training of trainers, providing access to global knowledge products and attending international forums for knowledge sharing, creating platforms for presentation of progress and results, and supporting analytical studies that inform policy. As a result of these strategies, the capacity of relevant federal and state institutions (especially within CRS), communities and some stakeholders, is stronger to partly due the NNP. A significant opportunity now exists for the Federal Government of Nigeria (FGoN) to continue this momentum, through further engagement at the state level that is based on the CRS example where REDD+ is being mainstreamed into key policy and planning processes, including the Green Economy Strategy of the State.

xvii. The UN agencies capacity development strategy is imbedded in the programme design and based on the assumption that national institutions will take ownership of the process and outputs post-programme implementation. To increase sustainability, capacity building now needs to go beyond individuals and link to leadership and systems that the individuals concerned are accountable for. Capacity building should focus on functional capacities to engage with stakeholders, to assess a situation and define a vision and mandate, to formulate policies and strategies, to manage, budget and implement, and to evaluate. Both the National REDD+ Strategy and the CRS REDD+ strategy set the vision and provide REDD+ strategic objectives. However, the FGoN could accelerate capacity by continuing to strengthen and upscale the foundation achieved so far, by providing the NNP in more states.

IMPACT

xviii. The NNP is likely to have reasonably high impact now that a National REDD+ Strategy and the CRS REDD+ strategy have been developed. The NNP has had some positive influence

and it is expected that the federal levels readiness work will provide national policy direction for REDD+. The demonstration REDD+ activities, which CRS have already undertaken, provide input into national processes and practical experience to guide other states. The role of REDD+ in influencing economic develop will become more prominent, as communities begin to see benefits and participate in natural resource management and land rights. The example of the Ekuri community's strong position on the proposal for a super highway, which would have passed through 33,000 hectares of community forest, illustrates how awareness can enable communities to become environmental stewards. The support and convening power of the UN-REDD agencies, in collaboration with the implementing partners and communities, influenced the federal and state governments to reconsider the decision on the construction of the super highway through the CRS National Park. The highway would have likely resulted in significant environmental impact, in addition to potentially undermining the REDD+ process in Nigeria.

xix. The completion of the NNP is also timely, especially noting that the Paris Agreement (2015) is taking forward achievements of the Kyoto Protocol, with the ensuing promise for financially supporting developing countries in mitigation and adaptation through the establishment of the Green Climate Fund and many other bilateral funds. It is likely that the outputs from the NNP could have a far more reaching impact if the federal and state strategy options can be operationalized, along with other mitigation and adaptation efforts presented in the NDC.

CONCLUSIONS

xx. Given the fact that Nigeria has had one of the highest deforestation rates in the world, at 3.7%. per annum, a multi-pronged approach to addressing deforestation and forest degradation is essential. As in other REDD+ countries the NNP has created the impetus for greater commitment towards addressing deforestation and forest degradation. The NNP's implementation process has been particularly instrumental in bringing together stakeholders at federal and state levels, creating awareness about the country's challenges, as well as the opportunities and options that could be adopted.

xxi. The collaborative implementation and joint planning, using existing government structures at both federal and state levels, has created a higher degree of national ownership. The NNP has influenced the setting up of an institutional framework for the implementation of REDD+, simultaneously increasing awareness of current and potential roles and responsibilities among government line agencies in other states.

xxii. This evaluation points out some gaps in the design that have been subsequently addressed, but there is no doubt that all four Outcomes are relevant and address critical components within the main REDD+ thematic areas of building institutional and stakeholder capacity to implement REDD+, developing an enabling policy environment for REDD+, roadmap for developing REDD+ benefit-sharing models, and developing MRV systems.

xxiii. The NNP has created opportunities and provides valuable lessons. However, on its own and without the outcomes being sustained, it is unlikely to have an impact on reducing deforestation and forest degradation, or lead to the improvement of livelihoods at the community level. Achieving all of this will require further effort from the FGoN to support upscaling and effective incorporation into the broader climate change response and economic development strategies.

xxiv. On the part of the UN agencies, the UN-REDD National Programmes have been a major catalyst in the evolution of global discourse on efforts to reduce deforestation, because of the practical lessons they are providing. A significant challenge that remains is in tackling institutional financial governance and in implementing safeguard and accountability measures, in order to be ready for performance-based incentive payments for emission reductions. Transparency, financial governance, and accountability need to transcend all levels, including political and administrative levels, in order to build confidence among

stakeholders, beneficiaries, and funding agencies. In doing so, it will make the discussions about financial disbursement modalities for donor funded projects much easier, because there is no risk of financial mismanagement.

xxv. Finally, upscaling REDD+ and implementing the strategy options will need to achieve short term immediate gains, which address community livelihoods and create the momentum for transformative actions. This area is where the impact of the REDD+ readiness process will start to become more visible. Continued formulation, strengthening and implementation of policies rests with the FGoN and relevant institutions. The critical aspect will be the effective mainstreaming of the climate change response strategy across all key sectors (agriculture, forestry, energy, transport, mining etc.). External capacity support is only effective if there is national ownership. This evaluation highlights a number of areas that still needs further work. Some aspects are fundamental and will require a cultural shift, while others require transformative managerial and political commitment, with the understanding that the ultimate beneficiaries (communities) are the most affected, yet hold the least influence.

Summary of Evaluation of Programme Performance[1]

Criterion	Rating	Summary Assessment
Concept and relevance of the NP		
Design	S	This evaluation considers the programme design in its totality, but the rating given for design is based on the adjusted programme structure, following the joint mission in 2015, which recommended changes in outputs from 14 to 10. The original design deficiencies are discussed more in the context of the impact on efficiency, where significant delays occurred and resulted in a lengthy no-cost extension.
Relevance	R	The NNP is highly relevant, given the extent of historical deforestation. The forestry sector challenges make REDD+ highly relevant to contribute to the government´s climate change mitigation and adaptation efforts. Climate change is already having significant impacts in Nigeria and these impacts are expected to increase in the future. Therefore, all possible options need to be explored.
Results and contribution to stated objectives		
Delivery of Outputs	S	The overall delivery of outputs is satisfactory as the NNP manage to deliver two REDD+ Strategies (National and CRS) and additional useful analytical outputs that will contribute to broader dialogue on policy.
Effectiveness	S	The results have certainly contributed significantly to stated objectives, as evidenced by ongoing institutional reforms, incorporation of REDD+ in national economic development policies and political support.
Efficiency	MS	The NNP had a no-cost extension, but this is mostly attributable to issues at the beginning due to the need to make project adjustments and the slow establishment of recruitment and institutional processes within the RGoN and UN agencies. The institutional changes in government slowed down progress and caused some delays in implementation of some activities. On the part of

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[1] **Agency coordination and implementation; outcomes; overall programme results:** Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU).
Sustainability: Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U).
Relevance: relevant (R) or not relevant (NR).
Impact: Significant (S), Minimal (M), Negligible (N).

Criterion	Rating	Summary Assessment
		UN agencies, delivery by three agencies shows varying degrees of efficiency largely in the decision-making and procurement process.
Cross-cutting issues:		
Gender	S	Crosscutting issues are becoming increasing important in mainstreaming climate change. This rating reflects the design aspects. Fundamentally, design at the minimum necessarily needs to include gender issues.
Capacity Development	S	The capacity development is satisfactory, but there is general feedback for further capacity building at the sub-national level.
Normative Products	S	Working as three agencies with capacity and expertise across a wide spectrum of thematic areas remains one of its strongest comparative advantages of the UN agencies. The key result from the normative work of each agency has been the growing sectoral integration and what now appears as significant effort to mainstream climate change in innovative ways, thus strengthening policies and governance.
Sustainability	Likely	There is high likelihood for sustainability given the efforts underway to mobilize both domestic and international funding to operationalize the strategies prepared.
Up-scaling	Likely	Up-scaling, as a direct result of the NNP, is moderately likely. This rating is partly because the program did not have specific demonstration level activities. However, it did engage with pre-existing projects.
Likelihood of Impact	Significant	The NNP has had significant impact in a number of areas. It has influenced policy thinking, which is a reflection of the ownership and acceptance by the government that REDD+ has a role to play in the country´s climate change mitigation and adaptation efforts.
Factors affecting performance		
Programme management and coordination	S	Coordination of the program implementation was a joint effort between the government and the UN agencies. This seems to have worked satisfactorily, but there were some areas where better coordination and expedience could have been exercised, in order to avoid the lengthy no cost extension.
Human and financial resources administration	MS	Staff resourcing with the UN agencies was adequate to support the delivery of the NNP. This evaluation takes note of stakeholder feedback, which stated that there were aspects that could have been improved, such as expedience in fund disbursements and more engagement.
Technical backstopping and supervision	S	The technical backstopping was adequate and satisfactory. Both UNDP, FAO, and UNEP provided technical backstopping through the regional offices and head offices.
Government participation and ownership	S	The GRZ showed its interest in taking ownership of the implementation of the NNP right from the beginning and continued with making incremental institutional adjustments necessary for the success of the NNP.
Monitoring, reporting and evaluation	S	Effective reporting was performed through semi-annual and annual progress reports. The Strategic Review provided an opportunity for re-aligning the NNP.
Overall Programme Performance	**S**	**The NNP is satisfactory and both the Federal, CRS, Government and the UN agencies should be credited for the effort in implementing the NNP.**

RECOMMENDATIONS

The recommendations are formulated based on the evaluator´s view on what steps could assist in transition to REDD+ implementation. The first set of recommendations address the UN-REDD agencies with regards to programme design. The second set is for consideration by the Federal Government of Nigeria (FGoN) and the CRS. These recommendations summarise the broader discussions presented throughout the report.

Summary Recommendations

For the UN-REDD agencies with regards to programme design

RECOMMENDATION 1: The NNP required a no-cost extension of 22 months. The allocated time period of three years is inadequate and has so far proved too short for most UN-REDD and FCPF supported countries. For programmes of this nature, countries should be given a six months inception phase to allow for design adjustments, and recruitment of relevant staff. Constant feedback points to the complexity of REDD+ NPs. Noting that NP designs will inherently have some challenges at the beginning, the purpose of the inception phase would be to formerly translate the design into implementation and make necessary adjustments if required.

RECOMMENDATION 2: This recommendation may be considered a general recommendation. The NNP outputs, achievements and lessons learned need to be documented and disseminated widely to enhance the overall catalytic impact of the Programme. It is also necessary that adequate monitoring and evaluation process are in place to ensure quantitative data is collected, enabling assessment of subsequent impact. For instance, while it is clear the NNP clearly incorporates gender perspectives in all activities, the data presented in the monitoring reports does not provide disaggregation by gender.

For consideration by the Federal Government of Nigeria and CRS

RECOMMENDATION 3: As with any project or programme, it is highly recommended that designs are re-assessed prior to implementation to ensure that activity sequencing allows for maximum efficiency during implementation. Stakeholders expressed concerns that the backward and forward linkages in the NNP took place very late. This can also be attributed to the delays in staff recruitment. Hence, this links back to Recommendation 1 on the need for an inception phase to allow addressing administrative issues and revising or updating project design documents.

RECOMMENDATION 4: This evaluation highly recommends continuation and support of partnerships, such as the GEF-SGP that supported the CBR+ in CRS. This model has enabled broader stakeholder engagement and could work to support the development of benefit sharing and safeguards framework as recommended by the Participatory Governance Analysis report.

RECOMMENDATION 5: Future REDD+ implementation will entail potential and significant fund management and governance at national and sub-national levels. To be effective, REDD+ incentive mechanisms will need to be supported by strong social and environmental safeguards and need to be channelled through a system that embraces the key principles of being equitable, transparent, participatory, flexible and recognising all the beneficiaries. Strong accountability and institutional governance and transparency measures at the departmental level will also be necessary.

PART 1: INTRODUCTION

1   BACKGROUND

1.1   Project Description

1. The Nigeria UNREDD National Programme (NNP) was approved in September 2012, with an initial end date of February 2015 and a total budget of United States Dollars (USD) 4 million. The programme reportedly ended in December 2016, following a 22 month no-cost extension.

2. The goal of the NNP was to enable Nigeria to contribute to climate change mitigation through improved forest conservation and enhancing sustainable community livelihoods. To achieve this and in consideration of Nigeria's highly decentralised nature, the NNP took a two-pronged approach focused on: (1) the development of institutional and technical capacities at Federal level; and, (2) carrying out intense institutional, strategy building and demonstration activities in Cross River State.

3. The objective was to build the REDD+ mechanism in Nigeria, using Cross River State (CRS) as a demonstration model. The NNP adopted a two-pronged approach – national and sub-national, structured in four outcomes, two at the Federal (national) level and two focusing on Cross River State (sub-national), as follows:

    - Improved institutional and technical capacity at the national level (Federal).
    - Framework for REDD+ expansion across Nigeria prepared (Federal).
    - Institutional and technical capacity for REDD+ in Cross River State strengthened (CRS).
    - REDD+ readiness demonstrated in Cross River State (CRS).

4. These outcomes initially comprised of 14 outputs and a broad set of core and indicative activities. The Programme was thus designed to construct the REDD+ system from the grassroots through an intense action in Cross River State, which will inform the national REDD+ readiness framework and provide a model for replication in other interested states, as appropriate. During the Mid-Term Review the outputs were re-structured and re-organized into 10 outputs, while still maintaining the same outcomes. The outputs were aligned to the four Warsaw Framework elements.

Table 1-1: Programme Information Table

Programme title:	Nigeria REDD+ Readiness Programme		
Programme Objectives:	The build the REDD+ mechanism in Nigeria, using Cross River State as a demonstration model.		
Approval date:	September 2012	Fund transfer date:	December 2012
Completion date:	February 2015	No cost extension date:	December 2016

Table 1-2 Confirmed Sources of Funded Budget

Source	Funding
Federal Government of Nigeria (FGoN)	Defined annually in federal & state budgets
UN-REDD MPTF	**4 Million** (650 Million Naira)
Total Estimated Budget	**4 Million** (650 Million Naira)[2]

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[2] Total estimated budget includes both programme costs and indirect support costs. Co-finance will be sought to ensure a robust REDD+ readiness process and to expand REDD+ across other interested states
Source: National Programme Document, 2012 & Nigeria's R-PP, 2013

1.2 Purposes of the Evaluation

5. This report presents the findings of the Terminal Evaluation (TE) of Nigeria's UN-REDD+ Readiness Programme (NNP). The report follows the evaluation structure and preliminary observations on the program´s design and performance as presented in the inception phase. This report undertakes to present the assessment of the programme's performance in terms of:

   i. Design, Relevance, effectiveness (outputs and outcomes) and efficiency.

   ii. Sustainability and up-scaling of results.

   iii. Actual and potential impact stemming from the programme.

6. The specific objectives of the final evaluation are to:

   - Provide evidence of results to meet accountability requirements.
   - Assess the status of REDD+ readiness in Nigeria, including gaps and challenges that need to be addressed to achieve REDD+ readiness and the UN-REDD Programmes possible role in the future REDD+ process in the country.

7. Promote learning, feedback and knowledge sharing through results and lessons learned among the participating UN Organizations and other partners. The evaluation will identify lessons of operational and technical relevance for future programme formulation and implementation in the country, especially future UN-REDD Programmes, and/or for the UN-REDD Programme as a whole.

8. The primary audience for the evaluation is the Government of Nigeria, and the three UN-REDD Agencies (UNDP, FAO and UNEP), and the programme resource partners. The secondary audience for the evaluation is the UN-REDD Policy Board and national REDD+ stakeholders. The evaluation report will also be made available to the public through the UN-REDD Programme website (www.un-redd.org).

1.3 Methodology of the Evaluation

9. The basis for the evaluation framework is a series of tailored questions, judgement criteria and indicators against the Organisation for Economic Co-operation and Development (OECD) Development Assistance Criteria (DAC). These cover the following five thematic areas:

   - **Relevance**: the extent to which the National Programme 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 UN-REDD Strategic Framework 2016-2020[3] and the corporate plans of the three participating UN Organizations. 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.
   - **Effectiveness:** measures the extent to which the National Programme's 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 programme 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.

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[3] The UN-REDD Strategic Framework 2016-2020 is available on:
http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4598&Itemid=53

- **Impact:** measures to what extent the NNP has contributed to or is likely to contribute to intermediate states towards impact, such as changes in the governance systems and stakeholder behaviour, and impact on people's lives and the environment. The evaluation will assess the likelihood of impact by critically reviewing the Programme intervention and the presence of the required drivers and assumptions for outcomes to lead to intermediate states and impact.

10. The evaluation framework constituted the main instrument for data collection. However, the framework is treated as a guide because it evolved during delivery of the assignment. The Evaluation Team analysed the project log frame to determine project design appropriateness and the link to outcomes. The evaluation consisted of an inception phase followed by a field mission, documentation review, drafting the report and seeking feedback prior to preparing the final report.

Table 1-3 Summary Timeframe for the Evaluation

Activity	Timing
Inception phase: Draft inception report delivered Call for comments on inception report Presentation of Inception Report	*15 Oct. 2018*
Evaluation Phase: Desk Review Field Mission Draft Report of Preliminary Findings (Preparation and Submission) Review of Preliminary Report	*29 Nov. 2018 to 7 Dec. 2018* *07 Dec. 2018 to 16 Dec. 2018* *16 Dec. 2018 to TBA*
Reporting phase: Analysis Draft final report delivered Response to Draft Report Final report delivered Management Response Report Summary to UN-REDD Executive Board	

11. For the inception phase a report was presented, including the proposed tasks, activities and deliverables, as well as a table of the main review questions that need to be answered to determine and assess project results, and to identify where the information is expected to come from (e.g. documents, interviews and field visits).

Sources of data and data collection

12. The evaluation is based on the data available at the time of the evaluation process and analyzes and discusses the outputs delivered by the programme from its approval in September 2012 to its closure in December 2016. The evaluation also assesses expected future outcomes arising from the implementation of the NP that may not have been achieved by the end of December 2016, and the impact these may have on the national REDD+ efforts in the country.

13. The Evaluation Team reviewed all relevant sources of information including documents prepared during the preparation phase (i.e. the Project Document, project reports including Annual Project Review/PIRs, project budgets, national strategic and legal documents), and many other materials that the team had available and considered useful for this evidence-based review.

PART 2. MAIN FINDINGS OF THE EVALUATION

2   CONCEPT AND RELEVANCE

2.1   Design

14. This evaluation considered the Programme design in its totality, but the ratings given for design are based on the adjusted programme structure following the joint mission in 2015, which recommended significant changes. The original design deficiencies are discussed more in the context of the impact on efficiency, where significant delays occurred and resulted in a lengthy no-cost extension.

Table 2-1: Ratings for Programme Design

Outcome	Rating
Overall Rating for Design	S
Outcome 1	S
Outcome 2	S
Outcome 3	S
Outcome 4	S

15. As with many REDD+ countries, the NNP was designed to contribute to addressing the country´s increasing deforestation and forest degradation. This was achieved through strengthening national institutional capacity, while developing broad technical knowledge and understanding of effective policy and regulatory measures through Outcome 1, complemented by efforts to develop a national REDD+ framework across the country. As Nigeria is a large country, building capacity and developing an understanding of how to operationalize REDD+ at state level was necessary. Consequently, Outcomes 3 and 4 are strategic. Specifically, the selection of CRS is pragmatic, considering that this area is where most of the remaining forest in Nigeria is located.

16. There is acknowledgement that as Nigeria is a vast country, with a federal structure and complex challenges to address deforestation, the UN-REDD+ support was clearly insufficient. Accordingly, Nigeria also submitted a request for membership to the Forest Carbon Partnership Facility (FCPF) in 2009, in order to broaden the international partnership and support for REDD+ Nigeria, as well as consolidate federal-level REDD+ readiness and to expand the lessons from CRS to other interested states in the federation. Over time and with additional funds the expectation was that at least two more states would join a full-fledged REDD+ readiness process in 2017. Indeed, these additions have since occurred.

17. The NNP was designed with considerations for the national development agenda and the timeframes for implementing these agendas. Two notable development strategy documents are the **Vision 20:2020**: The Federal Government's economic growth plan, *Nigeria Vision* 2020, *Economic Transformation Blueprint* (2009), recognized the changing climate as a threat to sustainable growth. The second document was the **Transformation Agenda 2011 – 2015,** which aimed to convert the full suite of priority policies and programs into projects, in order to ensure continuity, consistency and commitment of national development efforts. The NPP was formulated within the context of these strategies and other polices and measures.

18. The evaluation notes that the initial design had to be adjusted in order to align the programme to the Warsaw Framework (2013). The evaluation also notes the general acknowledgement by stakeholders that the Readiness Preparation Proposal (R-PP) was overly ambitions and may have contributed to a lack of focus on key elements required to achieve REDD+

readiness under the NNP. However, it should be noted that the Warsaw Framework for REDD+ was only adopted at the United Nations Framework Convention on Climate (UNFCCC) Conference of the Parties (COP 19) in 2013, well after the formulation of the NNP. As such, it may appear unjustified to be overly critical of the original design of the NNP. Global guidance has continued to evolve, and countries have also needed to continuously adjust, which can be especially challenging for countries such as Nigeria with complex governance and political systems. There was an improved and more focused framework following realignment of the NNP with Warsaw Framework elements, namely: 1) a National REDD+ Strategy or Action Plan; 2) a National Forest Reference Emission Level/National Forest Reference Level; 3); a National Forest Monitoring System; and, 4) Safeguards and Safeguards Information Systems.

19. The joint mission in 2015 revised the Annual Work Plan and Budget (AWPB 2015) to concentrate on the Warsaw Framework's (WF) four pillars of REDD+ readiness, with a focus on the CRS pilot. This revision reduced the Programmes 14 outputs to 10, through clustering and/or reorientation, while maintaining the original programme's four outcomes: two for improved institutional and technical capacity (Outcome 1 at national level and Outcome 3 in CRS); a framework for the expansion of REDD+ across Nigeria (Outcome 2); and REDD+ readiness demonstrated in CRS (Outcome 4).

20. At the output level this evaluation´s key observation is that there were a large number of outputs and sub-activities, which made the design complex. This complexity resulted in losing some of the necessary strategic perspective and prioritization, in line with the sectoral complexities and key challenges around deforestation and forest degradation. The lack of a theory of change in the programme document is a weakness in the design, despite the extensive consultations carried out during the programme formulation. The process of formulating a theory of change could have led to the identification of key priorities that would form the building blocks for the country´s REDD+ vision.

21. As such, this evaluation finds the ultimate programme design to be **Satisfactory.**

2.2 Relevance

22. The evaluation considers the NNP as highly relevant. At the time of the Program's adoption the forest in Nigeria was estimated to extend to around 9.6 million hectares, which represented a huge decrease in forest cover. Nigeria had lost more than 50% of its forest cover since 1990 and this had left less than 10% of the country forested. Most of the country's remaining forest is in CRS. The forest estate was shrinking due to long-term human exploitation for agricultural development, fuel wood demand, uncontrolled forest harvesting and urbanization, amongst other factors. These drivers have been compounded by population growth in rural areas. The deforestation rate was estimated at 3.7% per annum, which was notable as being one of the highest rates in the world. The country had a rich network of forest reserves, yet many of them had been severely reduced and degraded due to overexploitation. The situation was leading to the widespread loss of forests, as well as to forest fragmentation and degradation of the forest base. The areas classified as degraded have increased considerably across all states.

23. The deforestation called for an urgent need to address the drivers and underlying causes, in order to restore large forest areas. Agriculture, logging, mining infrastructure development, forest fires, fuelwood and charcoal production are some of the main drivers of deforestation and forest degradation. Two thirds of the country are reported to rely on wood as a primary source of fuel, particularly for cooking. The underlying drivers range from inadequate policy and regulatory measures, lack of adequate extension services, low institutional capacity, and policy conflicts. While the Federal Ministry of Environment sets national policies, the

responsibility for the implementation of forest management lies with each of the country's 36 states, each of which has its own forestry laws guided by those at federal level. Therefore, a national framework is necessary, making Outcomes 1 and 2 particularly important. At the state level, management capacity of the state forestry departments and local organizations is reported to be low, with poor funding, low staff morale, limited technical training and often poor transparency and governance. At the state level, forest laws are reported to be obsolete and weakly enforced. Consequently, extensive capacity building is a necessity.

24. The forestry sector challenges make REDD+ highly relevant to contribute to the government´s climate change mitigation and adaptation efforts. Climate change is already having significant impacts in Nigeria and these impacts are expected to increase in the future. In the absence of adaptation, estimates suggest that climate change could result in a loss of between 2% and 11% of Nigeria's GDP by 2020, rising to between 6% and 30% by the year 2050. This loss is equivalent to between N15 trillion (US$100 billion) and N69 trillion (US$460 billion).

25. Excessive degradation of the natural ecological and resource base has significant impacts on the livelihoods and economic development of the country. The Federal Government of Nigeria (FGoN) introduced a number of forest policies, programmes and instruments. REDD+ is among these introductions and has acquired notable political traction within the federal government and across many non-governmental stakeholders, including communities, the private sector and NGOs.

26. REDD+ is one of many climate change mitigation and adaptation options that countries, including Nigeria, can use. The REDD+ mechanism, as agreed under ongoing international negotiations under the United Nations Framework Convention on Climate (UNFCCC), presents a valuable opportunity for Nigeria in efforts towards forest conservation, while simultaneously contributing to climate change mitigation globally and to enhancing community development locally.

27. The selection of CRS was strategic, taking into account that the state has most of the remaining forest in the country, in addition to being classified among one of the 25 biodiversity hotspots in the world. It is clear that that at the state level there are significant challenges, ranging from a lack of technical capacity, lack of finance, challenges to mobilize forest investments, and forest sector governance inadequacies. CRS also contains more than 50% of Nigeria's remaining tropical high forests and it declared a two-year moratorium on timber extraction in 2008 (which has been extended indefinitely). This necessitated the State to explore the potential of environmental finance mechanisms to further protect the forests, with a priority focus on enhancing the livelihoods of forest-dependent communities and rural dwellers (NPDR-PP 2011).

3   RESULTS AND CONTRIBUTION TO STATED OBJECTIVES

3.1   Delivery of Outputs

28.   The delivery of outputs was mixed but they are generally encouraging in terms of the contribution to the overall REDD+ framework in Nigeria and stated objectives (i.e. *To build the REDD+ mechanism in Nigeria, using Cross River State as a demonstration model)*. As of necessity, the responsibility for implementation of outcomes were divided between federal and states. At the output level, the NNP achieved most of the intended outputs. A notable observation about the stakeholders and individuals involved at both federal and state levels is the enthusiasm, interest, and willingness to engage.

29.   At the outcome level results are mixed. Important REDD+ building blocks are now in place and have been further enhanced with the additional support under the FCPF. Roles and responsibilities have been defined with the Department of Forestry, Federal Ministry of Environment serving as the REDD+ National Focal Point and hosting a functional REDD+ Secretariat with a State Coordinating Office in the Forestry Commission of CRS. The REDD+ Secretariat at the Federal level, working in consonance with Inter-Ministerial Committee on Climate Change, oversees the responsibilities and activities of the Safeguard Working Group, Monitoring, Reporting and Verification (MRV) Working Group and National Stakeholder Platform for REDD+. These are replicated at the state levels, with the State REDD+ Secretariat being hosted in the Ministry of Climate Change and Forestry, Ministry of Environment and Mining (Nasarawa State) and Ministry of Forestry and Climate Change (Ondo). The work of the State REDD+ Secretariat is supported by REDD+ Technical Working Groups and State Stakeholders Platforms[4].

30.   This TE notes the delivery challenges and adjustments made to the Programme design, in order to make it more relevant and align with UNFCCC decisions. The NNP delivered 10 outputs, representing a scale down from the original 14 in the Project Document (ProDoc). The TE also notes that there was a change in the state government in 2014, in which all term-limited political appointees were relieved of their appointments. This included the Chairman of the Forestry Commission, who had been serving as State Coordinator since the beginning of the programme. These changes slowed down progress and the delivery of outputs.

31.   Discussions with stakeholders during the TE country mission indicated and confirmed that the sequencing of activities to establish backward and forward linkages took place very late in the programme implementation processes. This issue is also outlined in the NNP final report. This was caused in part by the delays in the recruitment of the Chief Technical Advisor. This relates to the issue of inadequate time allocation for a programme inception or start-up phase. This inadequacy is not isolated to Nigeria alone, with many UNREDD and FCPF countries (Tanzania, Zambia, Uganda, Cambodia, Papua New Guinea, Bhutan, Lao PDR, Vietnam) facing challenges due to inadequate time being allocated for the setting up of structures and for facilitating recruitment processes for technical staff. There is further feedback that if the Global Environment Facility Small Grants Programme (GEF-SGP) Community Based REDD+ (CBR+) program had commenced earlier it could have triggered more widespread participation and generated data for early results in the REDD+ readiness process.

32.   The effectiveness of the delivery of outputs is discussed next.

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4 Mid-Term Progress Report for Nigeria and Request for Additional Funding from FCPF – June 2017

Table 3-1 Revised Programme Outputs achievements

	Outputs		TE Comments
1. Improved institutional and technical capacity at the national level			
1.1.	The REDD+ Secretariat is effective at coordinating REDD+ readiness nationwide		**Achieved:** NNP generally delivered on planned activities. The overall impact will be measured on the institutional performance in mainstreaming REDD+, arising from the capacity building efforts. A National REDD+ Secretariat was setup and provided the necessary coordination of REDD+ readiness at the national level and provided oversight function in CRS.
1.2.	Stakeholder engagement and public awareness on REDD+ enhanced		**Achieved:** The NNP engaged extensively engaged well with stakeholders across key sectors (agriculture, forestry, energy, government, NGOs, and private sector to a limited extent). The Participatory Governance Assessment (PGA) was used particularly well to engage a broad range of stakeholders to discuss governance issues on REDD+.
2. Framework for REDD+ expansion across Nigeria prepared			
2.1.	National REDD+ challenges & potentials assessed		**Achieved:** In general, Nigeria's REDD+ readiness process has triggered interest for inter-agency collaboration and policy harmonisation at national and sub-national levels.
2.2.	National M & MRV framework designed		**Achieved:** Capacity building has been undertaken in forest carbon inventory and remote sensing data analysis. This was necessary due to previous GHG reporting being of low quality due to weak national capacities.
2.3.	A Framework National Strategy for REDD+ across Nigeria's states developed		**Achieved: Strategy developed**
3. Institutional and technical capacity for REDD+ in Cross River State strengthened			
3.1.	CRS REDD+ Unit is effective at coordinating REDD+ readiness at State Level		**Achieved:** The completion of significant outputs such as the CRS REDD+ Strategy is a demonstration of the ability and capacity of the REDD+ Unit to effectively coordinate projects and programmes at the State level. There is also a motivated technical committee.
3.2.	CRS REDD+ Strategy is developed		CRS strategy was developed and this is highly commendable. However, there are other targets where it is not clear whether they were produced, such as completing mapping of multiple benefits.
3.3.	CRS forest monitoring system operational		**Achieved:** However, operationalization remains limited due to the lack of adequate funding.
4. REDD+ readiness demonstrated in Cross River State			
4.1.	REDD+ experimental initiatives in the state well-coordinated & supported		**Achieved:** The NNP was effective in establishing partnerships, especially with the GEF Small Grants Programme. A strategy for knowledge management was developed, along with capacity building for government staff and other sectors, including civil society and community representatives.
4.2.	CRS established as a centre of excellence & learning on REDD+		**Achieved**: CRS demonstration activities have contributed to the broader REDD+ discussion and conceptualization of the national framework. However, further improving the capture of lessons from engagement with communities could enhance the effectiveness of the NNP. Furthermore, there is a risk of loss of the centre of excellence due to lack of guaranteed or predictable ongoing finance/funding.

3.2 Effectiveness

Table 3-2: Rating for Effectiveness

Outcome	Rating
Overall Rating for Effectiveness	**S**
Outcome 1	S
Outcome 2	S
Outcome 3	S
Outcome 4	S

3.2.1 Effectiveness - Outcome 1: Improved institutional and technical capacity at the national level

33. The NNP has been generally effective in supporting and building institutional capacity for REDD+ implementation and this has reduced the burden on the continuation of the readiness process under the Forest Carbon Partnership Facility (FCPF) support. Among stakeholders there is general agreement that Outcome 1 contributed to strengthened capacity of key stakeholders to set up and to manage REDD+ at federal and state levels. However, there is also acknowledgment that REDD+ support at the state level is only present in a few selected states.

34. The National REDD+ Secretariat was established in the Federal Department of Forestry to work closely with the Federal Department of Climate Change, with both departments being under the Federal Ministry of Environment. The establishment of the National REDD+ Secretariat enabled the coordination of REDD+ readiness activities at the national level and provided an oversight function in CRS. The NNP was effective in supporting the setting up of these structures, which are necessary for the next phases of REDD+. Under Output 1.1 a Policy Note for REDD+ and the Assessment of Policy, Legal and Regulatory (PLR) Enabling Environment provided important tools for engaging with key-decision makers.

35. This evaluation agrees that the level of coordination and understanding of the necessary stakeholder engagement has improved. The establishment of an effective coordination mechanism ensured all stakeholders participate in REDD+, thereby improving the ability for mainstreaming of REDD+ across policies and development interventions in Nigeria. It is detailed in various reports that the coordination by the national secretariat enabled the NNP to create a pool of specialists on REDD+, strengthened institutions to govern REDD+, and raised awareness and support for REDD+ from decision makers and the public. The trainings, participation in national and international workshops, and practical field events, as well opportunities such as the REDD+ Academy, provided effective ways to build the capacity of nationals in REDD+, while providing similar opportunity for other African countries.

36. The NNP appears to have widened access to data and information on forest cover, land-use changes and carbon flows across Nigeria. Consequently, this has increased the knowledge about the drivers and agents of deforestation. During the field mission of the TE the stakeholders, in particularly those in CRS, conveyed strong messages about the need to address deforestation and forest degradation, while also prioritizing community livelihoods.

37. Under Output 1.1 there was a wide range of stakeholders engaged in exchange meetings. This engagement was helped by the provision of guidelines for stakeholder engagement and the preparation of a stakeholder engagement plan, covering both federal and state levels. These are key measures that can become particularly important for ensuring broad stakeholder participation and increased knowledge and understand of opportunities and risk from REDD+. What remains in question is how well stakeholder engagement can be sustained

and how well information can continue to flow to ensure communities remain well-informed to adequately participate in REDD+. The Federal-level stakeholders' engagement in the Participatory Governance Assessment (PGA) for REDD+ is important to mention, because of the feedback that the forest sector has continually suffered from poor governance. However, this TE observed and received feedback from CRS stakeholders that there are limitations already showing with regards to continuity of information flow, as funding support to CRS has dwindled.

3.2.2 Effectiveness - Outcome 2: Framework for REDD+ expansion across Nigeria prepared

38. The TE agrees that Outcome 2 paved the way for expanding and up-scaling REDD+ across Nigeria, from the federal institutions to other interested states and forest areas, taking note of the ongoing developments under the FCPF readiness grant and additional funding. The country requires informed strategic prioritization due to the complex sectoral context, governance challenges, high rates of deforestation, and the large size of the country. The series of national assessments and scoping missions undertaken to design the optimal approach, determine the most promising states for REDD+, the eligible forest types, the eligible REDD+ activities, the likely financial partners, the likely carbon trading and financing schemes, the methodologies for setting reference levels, and the main elements of a national MRV system enable the development of a strategic framework. A validated national framework strategy, as the template for expanding REDD+ across Nigeria, is an important output.

39. Once adjustments were made to the outputs the general effectiveness of the NNP improved, noting that it produced a highly useful series of analyses that eventually informed the framing of the national REDD+ framework Strategy. The NNP enabled the essential quantification of historical land use change dynamics for the entire country, as well as at regional levels (High Forest Zone, Guinea Savannah Zone and Sudan and Sahel zones). This included modelling of historical deforestation trends, which was based on identified "wall-to-wall" datasets. This modelling led to further field studies to update historical information.

40. Nigeria's National Forest Monitoring System (NFMS) Action Plan, with institutional arrangements at the National and CRS levels, was clearly defined. The plan was also developed with a roadmap to facilitate enabling legislation and laws for NFMS implementation, to ensure sustainability and transparency. The NNP further contributed to the development of the MRV system framework and a full nationwide MRV system, as well as a safeguard information system, all of which is expected under the Warsaw Framework. It is noted that in CRS substantial capacity building was undertaken to address the gaps identified in the baseline assessment. This capacity building was followed by technical reports, state-level Forest Inventory and GHG inventory, which resulted in the determination of forest carbon stock change. These are all important outputs and achievements that are necessary for both national and sub-national REDD+ readiness with respect to MRV capacity, as well as subsequent development of the Forest Reference Emission Level (FREL) and Forest Reference Level (FRL). Nigeria has now submitted the country's FREL to the UNFCCC.

41. The NNP was instrumental in developing the background analytical work for the basic building blocks necessary for the formulation of the national REDD+ strategy. Some of the important analytical work included an assessment of private sector engagement and financing, REDD+ financing and benefit sharing, and the development of policy briefs.

3.2.3 Effectiveness - Outcome 3: Institutional and technical capacity for REDD+ in Cross River State strengthened

42. By design, Outcome 3 focused on strengthening state-level and local capacity in CRS, in order to set up and be ready to manage a full-fledged REDD+ process. The TE observation is that the work in CRS was perhaps the most effective aspect of the NNP, noting the status of REDD+ and political support. The decentralized government system means that individual states often compete for resources allocated from federal level. The NNP supported the establishment of the REDD+ coordination unit in the CRS Forestry Commission.

43. The NNP support in CRS was important in contributing to capacity building, as staff from other states were trained and received support to develop detailed REDD+ components. The active involvement and participation of staff of the Forestry Commission at state-level and national level has resulted in a wider understanding of the key issues in REDD+, which in turn has enabled more informed engagement with stakeholders and communities. This TE observed significant interest and active engagement and discussions by stakeholders on REDD+ environmental finance mechanisms, forest monitoring, REDD+ policy and investment actions, social and environmental safeguards, multiple benefits, and equitable benefit-sharing schemes. However, it should be noted that stakeholder interest only shows the effectiveness of awareness efforts, as compared to having the capacity to actually operationalize each of these components.

44. The NNP supported the assessment of state-level policy and regulatory frameworks related to REDD+, identifying gaps and recommending amendment options. As with many REDD+ countries, these assessments are necessary. However, the recommendations from the assessment will need to be actioned, but at this stage it is not entirely clear how this will be undertaken.

45. Important activities carried out under the NNP included developing reference levels, designing a comprehensive forest monitoring system, conducting spatial analysis of the drivers of deforestation and forest degradation, and the identification cross-sectoral interventions to effectively reduce emissions in the agriculture and energy sector while prioritizing community livelihoods. There were also assessment options for developing benefit-sharing distribution and carbon trading systems, which would underpin REDD+ in CRS, as well as scoping the framework for a carbon registry and rules for REDD+ initiatives. In addition, a robust forest monitoring system was established, with a functional GIS laboratory and facilities. These facilities have contributed to the capacity building of stakeholders in the application of remote sensing and GIS capabilities to monitor forest changes, to generate and interpret Activity Data, and to perform multiple benefits mapping. It is also reported that 80 sample plots were established in about 62 local communities, in order to estimate carbon stocks and Emission Factors, and develop an updated MRV database for CRS that includes historic and real-time remote-sensing. A Forest Carbon Inventory (FCI) Standard Operation Manual was prepared, produced and printed. With these outputs the CRS is well positioned to operationalize its REDD+ strategy should funding be available.

46. There are also some important background studies, which include:
   a) A preliminary assessment of the context of REDD+ in Nigeria and CRS. A study commissioned by the Federal Ministry of Environment, the Cross River State's Forestry Commission and UNDP (2010).
   b) A study on the drivers of deforestation and forest degradation in CRS (NSRDA and FAO 2015).
   c) Consultation and Joint Session workshop on spatial planning for REDD+ in CRS. Nigeria REDD+ Readiness Programme – Beyond Carbon (Nkor et al. 2015).

d) Participatory Governance Assessment for REDD+ & Natural Resource Management in Nigeria. Draft of 7th October, 2015 (UN-REDD+ Programme, 2015).

e) Risk-Benefit Analysis of REDD+ related Policies and Measures in CRS, incorporating results from the December 2015 Stakeholder Forum, CRS, Nigeria and National Safeguards Working Group meeting, February 2016 (Nigeria REDD+ Programme, 2016).

f) *Using spatial analysis to explore multiple benefits from REDD+ in Cross River State, Nigeria.* Forestry Commission (CRSFC) and UNEP World Conservation Monitoring Centre (UNEP-WCMC). Nigeria National REDD+ Programme, Abuja and Calabar.

47. The analytical work on private sector engagement status is particularly important, because engaging the private sector is imperative due to their potential role to curb rampant deforestation through market-based mechanisms, climate smart investment and value chains. Globally, there is now a bigger focus on engaging with the private sector in climate change mitigation and adaptation. Therefore, understanding the motivating factors, barriers, risks and opportunities within the private sector will create open and transparent dialogue.

48. The main output under Outcome 3 is the state-level REDD+ Strategy, which has three main goals:

    1. Short-term: Improvement of institutions and governance systems, spatial plans and the investment environment.

    2. Medium-term: Achieve the targeted 20 percent reduction in emissions by 2025, through applications of appropriate PAMs and procedures.

    3. Long-term: Cross River State's forests and land areas become a net carbon sink by 2030, contributing to the NDC.

49. Supporting these goals is a suite of 14 objectives, which combine direct interventions and measures to create the necessary enabling environment. These are underpinned by a vision *"to achieve a climate-resilient economy and improved livelihoods of the people of CRS through sustainable management of forests and reduced emissions from deforestation and forest degradation by at least 20% by year 2030"*. Supporting this vision is a mission is *"to promote good forest governance by: a) Strengthening the functioning of forest management institutions and systems; b) Improving relevant laws and regulations and strengthening law enforcement; and c) Improving the capacity of relevant Ministries, Departments and Agencies (MDAs) to manage forest and ecosystem resources.*

50. The CRS strategy is an important output that should form the basis for state level investment decisions and fund mobilization to address drivers of deforestation and forest degradation and prioritize community livelihood intervention options. The next step for the State is to develop a sub-project to mobilize funding resources on the basis of the Cost Benefit Analysis of REDD+ Strategy Options report. This TE understands that a concept note is being prepared to seek funding from the Green Climate Fund and other sources.

3.2.4 Effectiveness - Outcome 4: REDD+ readiness demonstrated in Cross River State

51. Outcome 4 was designed to develop and initiate REDD+ activities in CRS, as an experimentation and learning experience. The TE agrees that this was a necessary approach given the complexity and interplay between federal and state level governance systems.

52. The NNP was effective in establishing partnerships especially with the GEF Small Grants Programme (GEF-SGP), which established the Community Based REDD+ (CBR+) programme. The REDD+ Programme worked in collaboration with UNDP and the GEF-SGP to initiate Community Based REDD+ (CBR+) on-the-ground in CRS. Thirty-three civil society

organisations (CSOs) submitted concept notes to implement CBR+ in 30 REDD+ pilot communities. The REDD+ Secretariat in Calabar facilitated an assessment of these concept notes and submitted recommendations to the GEF-SGP to invite selected CSOs to submit technical proposals. A total of 12 projects (implemented across 22 communities) were approved by the GEF-SGP and these had commenced implementation as of December 2016. Investment based on the planned analyses and REDD+ Strategy will further strengthen the CBR+ outcomes, even as Nigeria seeks more partnership opportunities to support related activities.

53. An important outcome from this partnership is that the design of the various CBR+ projects provided a platform for community engagement and empowerment for active participation in the national REDD+ processes, particularly, in developing the REDD+ strategy for CRS. During the country visit of this TE, there was positive feedback on the role of the CBR+ programme, because of the wide range of issues covered by the GEF-SGP (i.e. Sustainable Forest Management/Biodiversity conservation; capacity development to engage in climate change mitigation processes, including REDD+; sustainable livelihoods to combat poverty; and energy). All of these thematic areas are particularly important with regards to addressing deforestation and forest degradation. As reported to the TE, this partnership enabled capacity building to help CSOs, including NGOs and CBOs, to design and implement projects linked to the REDD+ readiness process and also build the capacity of forest dependent communities to address drivers and participate in the REDD+ process.

54. Under Outcome 4, Output 4.2 was intended to direct CRS to establish and become a centre of excellence and learning on REDD+. The Centre of Excellence was designed to provide a knowledge platform and research hub to enable scaling up of the project to other States in Nigeria to learn from evidence-based experiences and innovations. A number of knowledge products have been developed, which were derived from the readiness process and experiences of selected communities. These include an information note on gender and forests, in relation to the role of women as local indigenous knowledge holders in sustainable management of forests. Further knowledge briefs on the readiness process have been developed, which focus on private sector engagement; sustainable forest management; policies, laws and regulations; incentives; benefit sharing and REDD+ strategy.

55. Additional benefit could have been achieved by also clearly documenting lessons and the experience and capacity of selected communities in CRS to manage forests sustainably. It is reported that the documentation of such lessons was intermittent and on an ad-hoc basis. Furthermore, lessons learned have not been adequately synthesized for practical or widespread application, even for extending successful models within CRS. It is further reported, and corroborated with feedback from some stakeholders, that replication of activities has not been well-supported with limited dissemination of lessons learned.

56. These minor shortcomings affected the effectiveness of the delivery of this outcome to some degree. However, under Output 4.2 a strategy for knowledge management was developed, along with capacity building for staff from CRS Forestry Commission, Federal Ministry of Environment and other sectors, including civil society and community representatives. This strategy included the use of spatial analysis to support REDD+ planning that considers multiple benefits.

3.3   Efficiency

Table 3-3: Rating for Efficiency

Outcome	Rating
Overall rating for efficiency	**MS**
Outcome 1	MS
Outcome 2	MS
Outcome 3	S
Outcome 4	MS

57. The institutional setting for the implementation of the NNP seemed generally adequate. However, this TE notes major concerns raised by stakeholders regarding inadequate definition of roles and responsibilities and the allocation of time to activities, especially at the beginning of the project. From the outset of the project, many stakeholders have re-iterated the need for clarity on institutional arrangements for REDD+ readiness implementation. Specifically, the lack of clear communication and reporting lines between the federal and state levels were confirmed as a significant challenge, which in turn reduced the expedience in decision-making. Some stakeholder believe the R-PP was overly ambitious and this is also highlighted in the Programme final report drafted in March 2018. Since the R-PP was the basis for REDD+ readiness, it influenced the NNP design, which started with 4 outcomes and 14 outputs. A joint mission in early 2015 revised the annual workplan to concentrate on the Warsaw Framework Pillars of REDD+ readiness.

58. In terms of value for money, the assessment of efficiency is always difficult to benchmark because of varying national circumstances between countries. Figure 3-1 below illustrates the overall budget allocation by outcome. There are some limitations as the data provided for the TE is incomplete and does not disaggregate at the output level. However, this TE has concluded that Outcome 3 was the most effectively implemented. It is noted that this outcome also has received the largest proportion of the budget.

Figure 3-1 Original budget allocation (2012-2015)
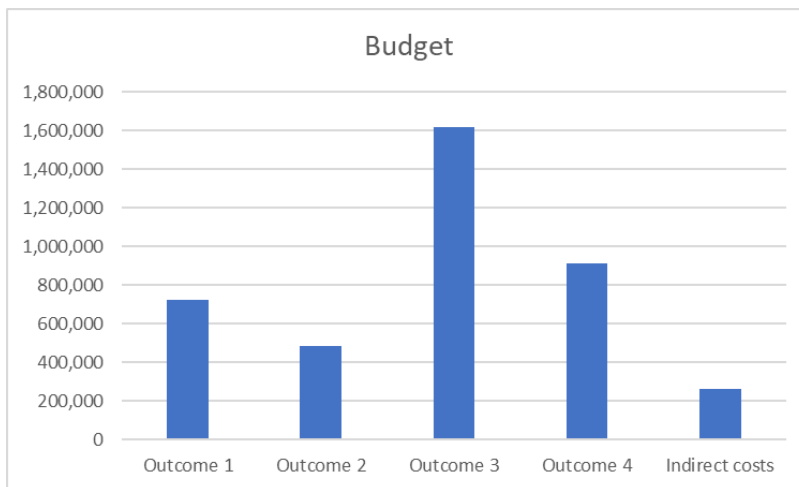
59. Eliasch (2008)[5] and Simula (2010)[6] conducted studies into global REDD+ financing and its funding sources, based on data from the FCPF and UN-REDD, the two leading multi-lateral agencies providing REDD+ readiness support to developing countries and from other funding agencies at the time. The studies 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+.

60. Among the REDD+ readiness components, the monitoring system (MRV) seems to take up the single largest portion of country budgets, averaging at 28% of the total financing needs. This component was followed by the preparation of a REDD+ strategy (27%) and the organization and consultation component (23%). This allocation makes sense, since a national monitoring system is a basic requirement for participation in the REDD+ process. The remaining percentage went to the reference level and programme management and other indirect costs.

61. The assessment of efficiency is subjective and more qualitative than quantitative. This TE recognizes that the context in Nigeria is particularly complex and that coordination between federal and state levels was not always smooth, with occasional delays in funds disbursement from the UN agencies, which resulted in some activities taking more time than planned. However, the overall assessment is that the NNP was not overly efficient, considering the lengthy no-cost extension.

62. There is further acknowledgement that the sequencing of activities could have been more optimal. For instance, while many stakeholders viewed the partnership with GEF-SGP as strategic, the CBR+ program could have been more effective in increasing outreach and stakeholder involvement if it was implemented right from the beginning. The rating for efficiency is **moderately satisfactory.**

3.4 Crosscutting Issues: Gender, Capacity Development, Normative Products

3.4.1 Gender Issues

63. The UNFCCC Cancun Agreements require developing country Parties to integrate gender considerations in the design and implementation of REDD+ national strategies and programmes. The NNP ProDoc did set out how gender dimensions were to be considered in the implementation process. Furthermore, the Ministry for Women Affairs was involved in the formulation of the Programme, as well as being part of the National Technical REDD+ Committee. The NNP recognized and made significant efforts to mainstream gender perspectives, starting with undertaking the PGA. The PGA examined the existing governance issues at national and subnational levels, which could be an impediment to successful REDD+ implementation in terms of its effectiveness, efficiency and equity. Gender dimensions are particularly relevant on forest issues at community levels and the PGA recognized that women are disadvantaged in different activities related to REDD+ implementation, specifically pointing to the legal and participatory empowerment of women in all phases and activities of REDD+.

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[5] Eliasch, J. 2008. Financing Global Forests: The Eliasch Review on Climate and Forests. Office of Climate Change, Great Britain
[6] Analysis of REDD+ Financing Gaps and Overlaps. A Report Prepared for the REDD+ Partnership

64. The PGA recommended that a comprehensive gender needs assessment should be carried out, a requirement further re-iterated in the Nigeria FCPF Mid-Term Review report. There was emphasis in the report that significant improvement is required to mainstream gender perspectives into the REDD+ process and to assist the implementation of concrete activities to enable full participation of women throughout the Programme. The CBR+ was particularly proactive in ensuring broader participation of women. This participation is generally encouraged under the GEF-SGP. Consequently, this TE is satisfied that gender considerations are well imbedded in the REDD+ and additional efforts are in place to facilitate broader participation of women. The FGoN, with support from its international partners, has been taking steps to address gender issues, particularly in CRS. This approach has included increasing the number of female employees in administrative agencies, as well as gender mainstreaming and engaging social scientists in development programmes with support from the Federal Ministry of Women's Affairs. The NNP Steering Committee comprised 12 institutions, with 50% of the membership being women.

65. As Nigeria transitions into implementation and potential results-based REDD+ payment schemes, the role of women with regards to benefit sharing will need due consideration. There will also be a need to address the concern that shortages of timber and non-timber forest products particularly affect women's lives and livelihoods, by increasing marginalization and poverty. The TE observes that the NNP has made efforts to provide support to address gender issues that are unique to local communities. This has been achieved through the employment of women, including increasing liaising capacity at state and community levels. Although specific data and detailed analyses are incomplete, women play a key role in forest management, but they are also vulnerable stakeholders.

3.4.2   Capacity Development

66. The NNP supported a wide range of direct and indirect capacity building activities. The NNP sought to strengthen capacity across thematic areas and different stakeholder groups including technical (e.g. MRV) and process oriented (e.g. stakeholder engagement, safeguards), and competencies among the Taskforce, Secretariat, government line agencies, technical teams, Consultation Group and Gender Group, CSOs, community representatives) and community members. The activities performed included national and subnational capacity-building demonstrations, workshops, one-on-one coaching, just-in-time technical inputs, working groups, study tours (to Vietnam, Germany, Brazil), South-South learning, and the production and distribution of relevant knowledge products such as policy briefs and guidelines.

67. The capacity of relevant stakeholders is now stronger to some extent because of the above-mentioned events. Although, discussion with the REDD+ technical committee in CRS highlighted the need for continued capacity building, especially at the community level. There was also appreciation of the open and consultative process used to undertake the PGA, as it is considered to have enabled open discussions on critical issues around REDD+ and some of the underlying causes and drivers of deforestation including poor sector governance. This approach indirectly created knowledge and capacity for engagement.

68. Table 3-4 below summarizes the participation in capacity building events. This is important data as it reflects the effort and support of the NNP. However, this does not reflect impact, since at this point there is only limited evidence to reflect change in behavior among agents of deforestation. Consequently, additional monitoring and evaluation will be necessary beyond the NNP, in order to determine behavioral changes among stakeholders as a result of the capacity building.

Table 3-4 Stakeholder participation in capacity building events

Indicator	Year 1 (2011)	Year 2 (2012)	Year 3 (2013)	Year 4 (2014)	Total
Number of people trained on REDD+ and climate change	Men: Women:	Men: Women:	Men: Women:	Men: Women:	Men: Women:
Number of CSOs trained	13	25	45	60	143
Number of REDD+ University events					
Number of national consultation workshops held	3	5	14	16	38
Number of information notes produced	3	5	18	25	51
Number of information gathering events	3	5	18	26	52

3.4.3 Normative Products

69. In accordance with the UN-REDD Framework Document, one of the two objectives of the UN-REDD Global Programme is to support the development of normative solutions and standardised approaches to REDD+. The UN agencies can be credited for bringing global issues to a national level and supporting the NNP to take transformative measures to mainstream climate change into national development. Credit should also be extended to the collaborative work in CRS between various environment advocacy groups, including the UN agencies, in taking part in influencing political decisions that resulted in avoiding the development of a major road infrastructure through the Cross River National Park.

70. The NNP has at its disposal a suite of guidance products from FAO on MRV, FRELs, NFMS and national forest inventory. The majority of this guidance was well-applied in the implementation of the NNP and continues to be available through additional support. FAO's in-country presence, through a Technical Advisor, also enabled supportive day-to-day implementation and continuous knowledge transfer.

71. As in many other countries the effectiveness of the three UN agencies was variable in the implementation of the NNP. For instance, various stakeholder highlighted that FAO support was more structured in supporting the MRV thematic area, while the role of UNEP was somewhat limited. For instance, further support is necessary to support and complete mapping of multiple benefits.

3.5   Sustainability and Upscaling

Table 3-5: Ratings for Sustainability

Sustainability and Up-scaling	Rating
Overall rating for sustainability and up-scaling	**L**
Financial sustainability	L
Institutional sustainability	L
Operational sustainability	L
Up-scaling	L

3.5.1   Financial Sustainability

72. It is acknowledged that the NNP financial support, while highly appreciated, could only be used to target and initiate strategic interventions. The FGoN has taken several important steps towards enabling financial sustainability of the REDD+ Programme, at both federal and state levels. Following the preparation and articulation of REDD+ strategy options, a cost benefit analysis was undertaken to determine opportunity costs under various scenarios. This analysis is important as it provides the basis for climate investment decision-making for long-term interventions to address deforestation and forest degradation in the country, as well as sectoral prioritization in relation to economic development. An additional piece of work that has been undertaken is the analysis that explored financing options for the Nigeria REDD+ initiatives. This analysis identified four principal sources of finance: (i) domestic (federal and states budget appropriations); (ii) regional and sub-regional multilateral banks (African Development Bank and its various windows and the ECOWAS Bank for Investment and Development (EBID)); (iii) foreign (bilateral, and multilateral with their respective/associated climate financial instruments) and the private sector (both domestic and International).

73. While the analytical work does not necessarily guarantee the financial sustainability of the NNP outputs, it enables informed dialogue. The FGoN is clear on the REDD+ investment priorities as a result of the analytical work and there is general understanding that financing for REDD+ could come from a diversity of sources, both domestic and international, public and private, as well as from other innovative sources.

74. The analysis highlights that the financial sustainability of the NNP outputs is likely to come from domestic and foreign sources. Federal and state budgets would be the principle domestic sources, but there are views that this largely depend on political will and commitment. In terms of mobilizing additional funding from the UNREDD and FCPF grants for REDD+ Readiness in the country, CRS was supported in obtaining additional funding from the Governors Climate and Forest Fund (GCFF). This funding was used to support work to address gaps discovered in the development of the NFMS and FREL in CRS. Based on the potential of programme extension to two additional states, and the prospect of extending up to six states, more financing opportunities would have to be explored.

75. Nigeria is also embarking on the preparation of a Forest Investment Plan (FIP) for potential financing under the Strategic Climate Funds. The FIP targets national priority areas of investment in the forestry sector that address the REDD+ Readiness Strategies and Actions. In addition, Nigeria has embraced the issuance of green bonds as an innovative and alternate

way of raising finance both locally and internationally. These bonds are being domesticated to suit the Nigerian market and there are a number of themes that are considering funding by the green bond mechanism.

76. The FGoN, with the support of UN partners, is developing a transitional plan to help mobilize partnerships, financial support and investments to transition from readiness to Implementation. As part of this plan, proposals and concept notes are being developed to engage with key development partners in support of REDD+ implementation including the Green Climate Fund and other bilateral and multi-lateral options. As such, this TE considers the financial sustainability as **likely**.

3.5.2 Institutional Sustainability

77. There are interdependencies between financial and institutional sustainability. The institutional setup necessary for effective implementation of REDD+ in Nigeria is in place, but local level groundwork for subsequent participation in performance-based payments systems under REDD+ still needs further work. As already highlighted in earlier sections, being REDD+ ready requires commitment on many fronts. For instance, implementing institutions need regular and predictable financial support from either federal or state government to be able to retain REDD+ programme support staff and sustain outputs from the NNP, and any other programmes.

78. While national forestry and environmental policies are in place and continue to evolve, institutional and cross-sector coherence and implementation of these policies still needs strengthening. This can be achieved through better monitoring, reporting and enforcement of accountability at both federal and state levels, in order to identify where potential failures are occurring. Since drivers of deforestation and forest degradation originate in agriculture, energy sector, as well as from other economic drivers, there is recognition that institutional collaboration and coordination needs to improve.

79. It is important to reiterate the link between capacity development, sustainability, and country needs. The achievements and institutional setting from the NNP could be sustainable in the long term, but only with continued funding support. By their nature, National and State REDD+ and technical working groups are temporary and their roles and responsibilities evolve along with the development of the national REDD+ process. Although the NNP has come to an end the overall REDD+ process continues. Therefore, such units remain relevant and important for carrying over the knowledge and capacity for future programme implementation.

80. This TE observed that the NNP has taken some actions to improve the sustainability of outputs. In April, following completion of the Participatory Governance Assessment (PGA) in 2014, the PGA's three "pilot site coordinators" were retained to ensure community-level perspective and contribution to REDD+ strategy and safeguard development, forest monitoring, and the CBR+ initiative. Development programmes, including REDD+, can be affected by political changes. Therefore, risk mitigation measures need to be in place. The change in the state government, where all term-limited political appointees were relieved of their appointments, including the Chairman of the Forestry Commission who had been serving as State Coordinator, is an example. However, the CRS REDD+ unit and the Forestry Commission must be credited for ensuring continuity following these political changes. The UN Agencies should also be credited for providing the necessary support and direction. There is also a lesson to be drawn from this in that maintaining strong technical and stakeholder platforms sustains stakeholder participation and input in the REDD+ process despite changes in the political landscape.

81. The TE consider the institutional sustainability as **likely.**

3.5.3   Opportunities for Upscaling

82. A decentralized network of REDD+ practitioners, which was established during 2012, has been supported and provides the basis for stakeholder engagement and a decentralized dimension of REDD+.

83. The Government with the support of UN partners is developing a transitional plan to help mobilize partnerships, financial support and investments to transit from readiness to Implementation in additional states. As part of this, proposals and concept notes are being developed to engage with key development partners in support of REDD+ implementation.

3.6   Impact

84. REDD+ is one of many options that countries are pursuing to address climate change. In Nigeria, REDD+ is recognized in the Nationally Determined Contribution (NDC). As in many REDD+ countries, the NNP´s immediate impact has been through creating broad dialogue and increasing the attention on the negative impacts of the rampant deforestation that has occurred in Nigeria over the years. In Nigeria economic development and large agro-industrial developments are increasing pressure on forest land, to the point where the carbon potential of forests and related financing is far less appealing than the potential revenue generated from timber and land capitalization for other commercial purposes.

85. The NNP engaged key stakeholders to participate in analyses and strategic planning exercises that informed the CRS REDD+ Strategy and the national framework strategy, which serves as a model for learning and structural planning for REDD+ implementation in other parts of Nigeria. The CRS REDD+ Strategy introduced measures to address the problem of deforestation, including technical solutions such as the introduction of agroforestry systems. Furthermore, the Strategy introduced policy measures, including increasing community participation in forest conservation through the development of forest management plans. A review of the policy, legal and regulatory framework provided the platform for engaging the Federal Government on policy reforms, as part of pursuing low carbon economic development strategies.

86. REDD+ interventions will lead to socio-economic changes that may affect peoples' lives, either positively or negatively. The demonstration REDD+ activities, which CRS have already undertaken, will provide input into national processes and practical experience to guide other states. The role of REDD+ in influencing economic develop will become more prominent as communities begin to see benefits and participate in natural resource management and land rights. The example of the Ekuri community's strong position on the proposal for a super highway, which would have passed through 33,000 hectares of community forest, illustrates how awareness can enable communities to become environmental stewards. The support and convening power of the UN-REDD agencies, in collaboration with the implementing partners and communities, influenced the federal and state governments to reconsider the decision on the construction the super highway through the CRS National Park. The highway would have like resulted in significant environmental impact, in addition to potentially undermining the REDD+ process in Nigeria.

87. The completion of the NNP is also timely, especially noting that the Paris Agreement (2015) is taking forward achievements of the Kyoto Protocol with the ensuing promise for financially supporting developing countries in mitigation and adaptation through the establishment of the Green Climate Fund and many other bilateral funds. It is likely that the outputs from the NNP could have a far more reaching impact if the federal and state strategy options can be operationalized along with other mitigation and adaptation efforts presented in the NDC.

4   IMPLEMENTATION

4.1   Budget and Expenditure

88. At the time of the project documents conception the NNP budget was US$ 4 million, (Table 4-1) and it was acknowledged that this was insufficient. The Federal Government was able to mobilize additional funding through the FCPF. With regards to budget management, the three participating UN organizations (FAO, UNDP, UNEP) assume full programmatic and financial accountability for the funds received from the MPTF's Administrative Agent, who employed the UN's *Harmonised Approach to Cash Transfers* (HACT). Funds were disbursed in full agreement and accordance with work plans, terms of reference and other operational elements prepared by the National REDD+ Secretariat, the CRS Forestry Commission (as holder of the CRS REDD+ Unit) or as endorsed by the Federal Government.

Table 4-1 NNP Budget by Outcome

Outcomes	Outputs	UN agency support	Implementation level	UN-REDD budget (US$
1. Improved institutional and technical capacity at the national level	1.1. The REDD+ Secretariat is effective at coordinating REDD+ readiness nationwide	UNDP	Federal	725,000
	1.2. Stakeholder engagement and public awareness on REDD+ enhanced	UNDP, UNEP		
	1.3. Policy, legal and institutional arrangements for REDD+ established **(Discontinued)**	UNDP		
	1.4. Nigeria's international engagement on REDD+ enhanced **(Discontinued)**	UNDP		
2. Framework for REDD+ expansion across Nigeria prepared	2.1. National REDD+ challenges & potentials assessed	FAO		485,000
	2.2. National M & MRV framework designed	FAO		
	2.3. CRS REDD+ Unit is effective at coordinating REDD+ readiness at State Level	UNDP		
3. Institutional and technical capacity for REDD+ in Cross River State strengthened	3.1. CRS REDD+ Unit fully functional and effective	UNDP	CRS	1,615,318
	3.2. CRS stakeholders, with emphasis on forest communities, trained & engaged on REDD+ **(Discontinued)**	UNDP		
	3.3. (3.2) CRS REDD+ Strategy is constructed	UNDP		
	3.4. CRS forest monitoring system operational	FAO		
4. REDD+ readiness demonstrated in Cross River State	4.1. REDD+ experimental initiatives in the state well coordinated & supported	UNDP		913,000
	4.2. REDD+ investments enabled [REDD+ phase 2 triggered] **(Discontinued)**	UNDP, UNEP		
	4.3. (4.2) CRS established as a centre of excellence & learning on REDD+	UNDP, UNEP		

Subtotal		3,738,318
Indirect support		261,682
costs (7%)		4,000,000
TOTAL		

4.2 Programme Management and Adaptive Management

89. The management structure of the NNP was complex, but this reflects general complexity of the institutional setting in the country (Figure 4-1). There were adequate project management structures in place to enable effective management and implementation. But the delays and the subsequent lengthy no cost extension reflects the complexity of REDD+ and the bureaucracy that arises from the interplay between federal and state institutions, in addition to having UN agencies involved. The adjustments to the project timeframe are also important in the context of project management. These adjustments demonstrated adaptive management in project delivery and recognition of the new guidance from global REDD+ discussions and UNFCCC COP decisions regarding the Warsaw Framework.

Figure 4-1 NNP Programme Management Structure (ProDoc)
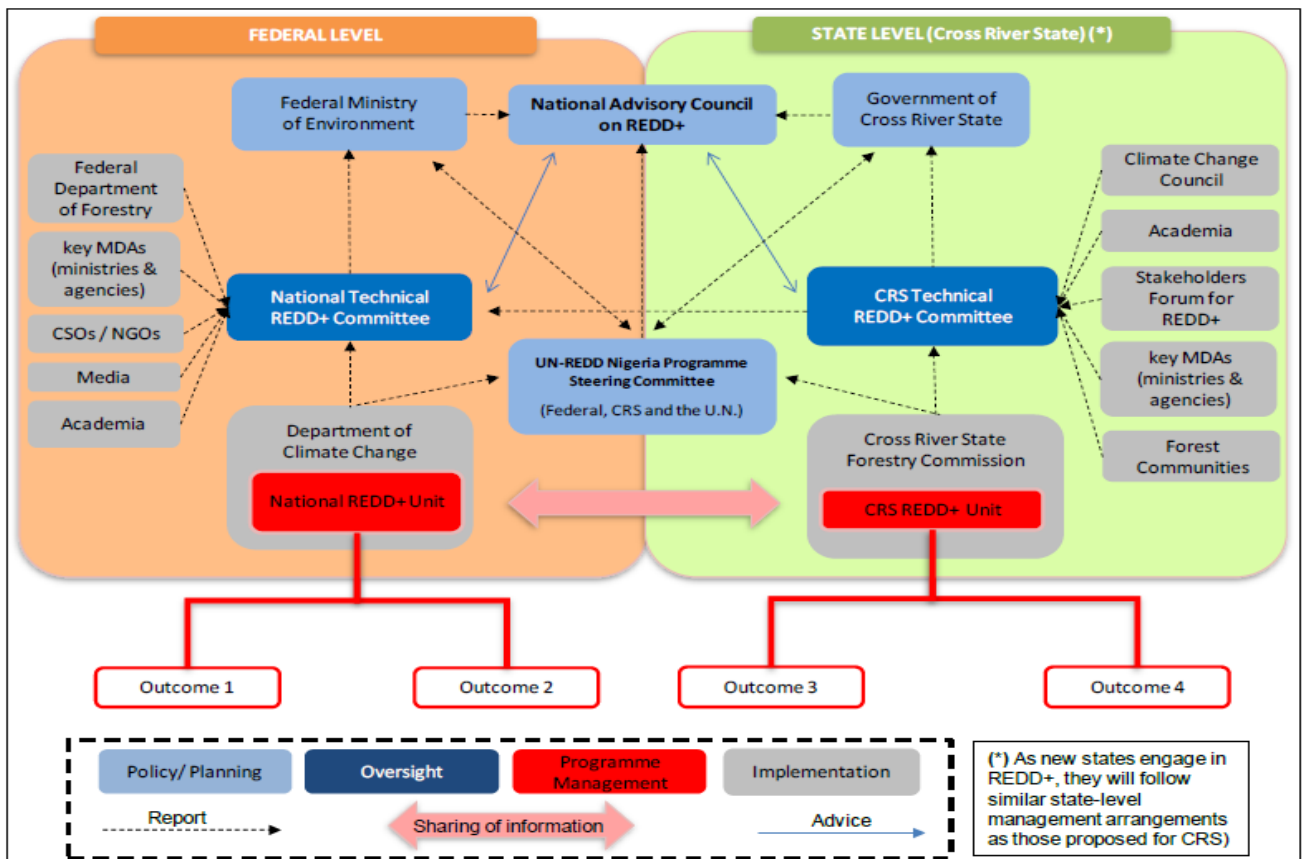
90. The information provided for this evaluation shows that joint work planning was undertaken by all agencies. However, additional verbal feedback from some stakeholders suggests that project management could have been more effective, especially on the interface with UN agencies. The UNDP is credited for its diligent role in the overall oversight of the project, but

there are strong concerns about lack of expedience regarding disbursement of project funds. There is general encouragement from stakeholders for the UNDP Team to be more engaging, considering the important role that UNDP plays in supporting the Federal Government in mobilizing resources for general economic development, including in environment and climate change.

91. Table 4-2 below shows the extent of governance process and participation of different institutions in the different thematic areas. Work planning meetings were held at the beginning of every year with all the agencies represented. This process contributed to creating a better understanding of the cross-linkages between REDD+ thematic areas. Discussion during a focus group meeting in CRS suggested and demonstrated the broad understanding and importance of safeguards, MRV, and benefit sharing, in order for REDD+ to be successful.

Table 4-2 Governance indicators

Indicator	Year 1 (2011)	Year 2 (2012)	Year 3 (2013)	Year 4 (2014)	Total
Number of steering committee meetings held	1	1	1	1	4
Number of institutes represented in steering committee	12	12	12	12	48
Number of women members of the steering committee	6	6	6	6	24
Number of people actively engaged in advising on the development of the national strategy	150	250	450	1000	1850
Number of civil society organizations actively engaged in different aspects of the programme (e.g. National Strategy, Defining RELs/FRELs, Steering Committee, Working Groups)	3	15	30	45	93
Number of sub-national REDD+ sensitization, awareness raising and capacity building initiatives.	3	5	14	16	38

4.3   Monitoring and Evaluation

92. The NNP has a monitoring and evaluation framework in line with UN agencies and as presented in the ProDoc. Progress reports were prepared annually and these assessed aspects such as budget expenditure, progress against targets, and risk analysis. These reports were presented at annual steering committee meetings. (Note: Committee minutes not provided for evaluation).

93. This evaluation notes some gaps in the reporting, which could be improved. The NNP has undertaken substantial good work that needs to be reported and disseminated in order to realize the catalytic potential of the Programme. However, the monitoring reports could do more to reflect the complete picture of achievements, successes and challenges faced during the implementation of the NNP. For instance, in CRS, there was a controversial proposal to construct a major highway through the CRS National Park, which would have had a devastating effect on the park. Stakeholders involved in REDD+, including UN agencies, used their convening power to influence the decision to not proceed with the construction of the

highway. However, this use of influence and success in avoiding negative impacts from the construction of the road is not mentioned in any project report. This could be an opportunity lost in order to demonstrate how political patronage can be influenced in the interest of environmental protection, thereby encouraging economic development that recognizes ecosystem values.

4.4 Technical Backstopping

94. This section shares an analysis of the extent, timeliness and quality of technical backstopping the programme received from involved units in the participating UN Organizations, at all levels, namely: Headquarters, Regional, Sub-Regional and Country Offices.

Table 4-3: Ratings for Technical Backstopping

	Rating
Overall Quality Technical Backstopping	S

95. Both UNDP, UNEP and FAO provided technical backstopping through the headquarters and regional offices in Nairobi, Geneva, and Rome. The TE views the backstopping as adequate and notes the continued efforts by UN agencies to increase country level support. However, perhaps more technical support could have improved the effectiveness of the three UN agencies, which is viewed as variable in the implementation of the NNP. For instance, various stakeholder highlighted that FAO support was more structured in supporting the MRV thematic area, while the role of UNEP was somewhat limited. For instance, further support is necessary to support and complete mapping of multiple benefits.

4.5 Government's Participation and Ownership

96. As presented in the NNP final report, this TE agrees that the FGoN has demonstrated its commitment to REDD+ through its participation in international negotiations, by convening technical and policy forums and through the establishment of a number of federal institutions: including the National Advisory Council on REDD+; the National Technical Committee on REDD+; the National REDD+ Secretariat; and, the NNP Steering Committee. As such, it will be easier for other states to follow the process and example of CRS in establishing REDD+ structures and the strong level of stakeholder engagement.

97. The close working relationship between National REDD+ Secretariat and the Inter-Ministerial Committee on Climate Change, through the Department of Climate Change, is further demonstration of strong government participation. There is also evidence that REDD+ is being mainstreamed into key national policy and planning processes, including the Green Economy Strategy of the CRS. Sectoral linkages are becoming more visible. For instance, the developing of strategic linkages with the Nigeria Erosion and Watershed Management Programme (NEWMAP) to identify mutually beneficial synergies in afforestation and forest restoration activities for erosion control, community outreach and consultations, and benefit sharing in participating states could advance the goal and objectives of the REDD+ R-PP implementation in the country.

98. NNP government participation has been strong and continues to be so under the FCPF readiness process. Overall, Nigeria's REDD+ programme is nationally-led, with the same circumstances translating into the implementation of the readiness phase. The Programme has a well-defined management and coordination arrangement with a National Advisory Council, which is responsible for providing overall policy direction for both national and sub-

national levels. Furthermore, there is a Programme Steering Committee that is responsible for managing the programme, and a Technical Committee that provides the technical input required.

99. This evaluation notes that at the Steering Committee Level membership includes representatives from other government agencies, the civil society, and academia. The Technical Committee, especially in CRS, had more robust membership from all the stakeholder groups including forest dependent communities, civil society, academia, media, and the private sector. In spite of the technicality of some REDD+ areas, the Programme ensured that representatives from CSOs and forest dependent communities were trained in every area and participated in hands-on data collection.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

100. **Conclusion on Design and Relevance:** The NNP design reflects the broader context and history of Nigeria's forestry sector, including the sectoral policies and regulatory challenges and failures.

101. The NNP is unquestionably relevant in the context of sectoral challenges and the historical deforestation that Nigeria has faced in the past few decades, which has occured as result of weak policies, laws and regulations, the bureaucratic challenges between federal and state policies, lack of coherent forest policies, property rights, carbon rights and security of forest tenure and other aspects such as benefit sharing. There is acknowledgement of inadequate balancing of the trade-offs between the implementation of policies that promote the national economic development agenda and the sustainable management of forests. These have tended to favor higher yielding economic activities in the land-use competing sectors, such as agriculture, oil and minerals, and infrastructure development sectors.

102. The low operational capacity and ineffective regulatory measures, weak institutional arrangements impede sustainable forest management. The compliance to the 2008 Forest Moratorium has been weak, due to the lack of the necessary enabling platform for sustainable management of all types of forests in the State. There are views that the moratorium initially worked well by curbing illegal timber harvesting. However, the policy may have outlived its initial purpose, since it has resulted in the displacement of emissions from continued illegal logging, alienated local communities from benefiting from surrounding forests, and effectively stopped any form of sustainable management of forest resources in the State. These are some of the key underlying factors that make the NNP highly relevant as REDD+ could enable broader community engagement, development of equitable and effective benefit sharing mechanism and build the necessary institutional capacity, strengthen policies, laws and regulations for sustainable forest management, safeguards and monitoring systems.

103. **Conclusions on Effectiveness and Efficiency**: While the institutional setting for the implementation of the NNP seemed generally adequate, roles and responsibilities and allocation of time to activities, especially at the beginning of the Programme, could have been more efficient. Clarity on institutional arrangements for REDD+ readiness implementation and clear communication and reporting lines between the federal and state levels could improve expedience in decision-making.

104. The R-PP was overly ambitious and it influenced the NNP design, which started with 4 outcomes and 14 outputs and in the end required revision so as to align with the Warsaw Framework Pillars of REDD+ readiness. In terms of value for money, it is difficult to be precise, but generally the NNP represents significant value for money, as it set the foundation for critical interventions to address drivers and agents of deforestation and forest degradation. The NNP, while it generally achieved all the objectives, was not necessarily efficient. Implementation was slow, requiring a 22-month no-cost extension. However, it should be noted that most UN-REDD and FCPF supported countries have had challenges, with almost all countries requiring no-cost extensions.

105. **Conclusion on Cross-cutting issues:** In terms of participation of women in NNP activities, it is clear that there is significant involvement, but the data presented in the final report does not provide disaggregation by gender. This TE highly recommends that systems are put in place to ensure quantitative data is collected to enable adequate gender participation analysis. The NNP should be credited for the capacity development at both federal and state

levels (CRS), the development effort and setting of the foundation that has enabled easier continuation under the FCPF support.

106. **Conclusion on Sustainability and Upscaling**: As highlighted in earlier sections, being REDD+ ready requires commitment on many fronts. For instance, implementing institutions need regular and predictable financial support from either federal or state government to be able to retain REDD+ programme support staff and sustain outputs from the NNP, and any other programmes.

107. It is important to reiterate the link between capacity development, sustainability, and country needs. The achievements and institutional setting from the NNP could be sustainable in the long term, but only with continued funding support. Federal and State REDD+ and technical working groups are by their nature temporary and their roles and responsibilities evolve along with the development of the national REDD+ process. Although the NNP has come to an end, the overall REDD+ process continues. Therefore, such units remain relevant and important for carrying over the knowledge and capacity for future programme implementation.

108. This TE observed that the NNP has taken some actions to improve the sustainability of outputs. In April, following completion of the Participatory Governance Assessment (PGA) in 2014, the PGA's three "pilot site coordinators" were retained to ensure community-level perspective and contribution to REDD+ strategy and safeguard development, forest monitoring, and the CBR+ initiative. Development programmes, including REDD+, can be affected by political changes. Therefore, risk mitigation measures need to be in place. The change in the state government, where all term-limited political appointees were relieved of their appointments, including the Chairman of the Forestry Commission who had been serving as State Coordinator, is an example. However, the CRS REDD+ unit and the Forestry Commission must be credited for ensuring continuity following these political changes. The UN Agencies should also be credited for providing the necessary support and direction. There is also a lesson to be drawn from this in that maintaining strong technical and stakeholder platforms sustains stakeholder participation and input in the REDD+ process, despite changes in the political landscape.

109. **Conclusion on Impact:** The NNP is likely to have reasonably high impact now that a National REDD+ Strategy and the CRS REDD+ strategy have been developed. The NNP has had some positive influence and it is expected that the federal level readiness work will provide national policy direction for REDD+. The demonstration REDD+ activities, which CRS have already undertaken, will provide input into national processes and practical experience to guide other states. The role of REDD+ in influencing economic develop will become more prominent as communities begin to see benefits and participate in natural resource management and land rights. The example of the Ekuri community's strong position on the proposal for a super highway, which would have passed through 33,000 hectares of community forest, illustrates how awareness can enable communities to become environmental stewards. The support and convening power of the UN-REDD agencies, in collaboration with the implementing partners and communities, influenced the federal and state governments to reconsider the decision on the construction the super highway through the CRS National Park. The highway would have like resulted in significant environmental impact, in addition to potentially undermining the REDD+ process in Nigeria.

110. The completion of the NNP is also timely, especially noting that the Paris Agreement (2015) is taking forward achievements of the Kyoto Protocol with the ensuing promise for financially supporting developing countries in mitigation and adaptation through the establishment of the Green Climate Fund and many other bilateral funds. It is likely that the outputs from the NNP

could have a far more reaching impact if the federal and state strategy options can be operationalized, along with other mitigation and adaptation efforts presented in the NDC

5.2 LESSONS LEARNED

A. REDD+ Programme designs need to be adaptive and allow adjustments as necessary when country circumstances change or when new and relevant guidance becomes available. REDD+ National Programs are proving to be more complex and challenging to design than originally envisaged. The three-year timeframe does not seem to be sufficient for most countries, because of the long time that it is taking to establish implementation arrangements and commence activities. As noted in the recommendations, budgeting for an inception phase at the beginning of the Programme and extending the programme timeframe is important.

B. Effectiveness and cross-sector collaboration and coordination results from inclusive stakeholder engagement. Partnerships can have a catalytic effect, exemplified by the NNP partnership with the GEF-SGP in creating the CBR+ programme CRS.

C. Government ownership and leadership in REDD+ Readiness process is critical. Political support is also important, as demonstrated by the level of stakeholder interest in CRS.

6 ANNEXES

Appendix I: List of Key Stakeholders

Name	Title / Organisation	Contact information	
Nigerian Government			
Mr. Andrew David Adejo	Director of Forestry	davidadejoandrew@yahoo.com	
Dr. Peter Tarfa	Director, Climate Change, Federal Ministry of Environment	petertarfa@hotmail.com	
Dr. Alice Ekwu	Hon. Commissioner, CRS Ministry of Climate Change and Forestry	ekwualice@yahoo.com	
Dr. Moses Ama	National Coordinator Nigeria REDD+ Programme	Mema20ng@yahoo.com	
Patrick Coco Bassey	Director, CRS Ministry of Climate Change and Forestry; CRS REDD+ Coordinator	patrick.basseycoco@yahoo.com	
Timothy O Akwaji	Permanent Secretary Ministry of Climate Change and Forestry	ogbangakwaji@yahoo.com	
Tony Atah	Stakeholder engagement and safeguard specialist	tonyatah@gmail.com	
Oru Bette	Chairman, CRS Forestry Commission		
Ekpenyong Ita	Director of Forestry		
Bridget Nkor	Head, MRV Unit		
Nathaniel Nkor	Deputy Director, Agric		
Okon Isoni	Director, Environment		
Edu Effiom	CRS Forestry Commission; focal person safeguards		
Representatives	CRS Technical REDD+ Committee	Group Meeting in Calabar (CRSFC)	
Representatives	National Technical REDD+ Committee	Attended REDD+ Strategy Validation Workshop	
Participating UN Organizations			
Elsie G. Attafuah	Senior Regional Technical Advisor, UNDP Nairobi	Elsie.attafuah@undp.org	yes
Muyiwa Odele	Head of the Sustainable Development Unit, UNDP Country Office, Abuja, Nigeria	Muyiwa.odele@undp.org	
John Alfonsus	FAO		
Wahida Shah	Technical Specialist, UNDP	Wahida.shah@undp.org	
Udumma Nwokike	Programme Associate	udumma.nwokike@undp.org	
Favour Olubamise	National Coordinator GEF-SGP (supports CBR+ implementation)	Favour.ronke@undp.org	
Musonda Mumba	Head of Terrestrial Ecosystem Unit, UN Environment	Musonda.mumba@un.org	
Charlotte Hicks	Programme Officer, Climate Change and Biodiversity UNEP World Conservation Monitoring Centre	charlotte.hicks@unep-wcmc.org	
John Fonweban	Regional Technical Advisor	John.Fonweban@fao.org	

Minoarivelo Randrianarison	Regional Technical Advisor	Minoarivelo.Randrianarison@fao.org
Donor/Bilateral Organizations		
Ruth Akagu	Bird Life CEPF Programme	
Non-Governmental Organizations/Private Sector		
Odigha Odigha	NGO Coalition for Environment (NGOCE)	
Michael Olory	Ekuri Initiative	
Emmanuel Owan	Nigeria Conservation Foundation	
Priscilla Achakpa	Women's Empowerment Programme	
Martins Egot	Development Concern	
Peter Bette	Biakwan Light	
Lawrencia Ofre	AGE	
Umoh Ukoho	PPA	
Stephen Tawo	CAMM	
Godwin Ugah	GPII	
Linus Mbu	MCS	
Climate Umina	ECS	
Sunday Ova	ARA-DIN	
Research Institutes		
Prof. Francis Bisong	University of Calabar	
Prof. Augustine Ogogo	University of Calabar	
Dr. Elizabeth Andrew Essien	University of Calabar	
Dr. Felix Aya	University of Calabar	
Dr. Joy Atu	University of Calabar	
Communities		
Chief Damian Ariah		
McStephen Kembre		
Okon Asuquo		
Rev. Tony Essien		
Ch. Dr. Ekeng		

Nigeria REDD+ Programme
Final Evaluation
Terms of Reference

UN-REDD Programme

September 2018

1. Background and Context

The UN-REDD Programme is the United Nations Joint collaborative initiative on Reducing Emissions from Deforestation and forest Degradation (REDD) in developing countries. The Programme was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP), referred to as the participating UN organizations. The UN-REDD Programme supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

The UN-REDD Programme supports national REDD+ readiness efforts in two ways: (i) direct support to the design and implementation of UN-REDD National Programmes; and (ii) complementary support to national REDD+ action through common approaches, analyses, methodologies, tools, data and best practices developed through the UN-REDD Global Programme.

1.1 UN-REDD Programme – Nigeria REDD+ Readiness Programme

Table 1: Programme information

Programme title:	Nigeria REDD+ Readiness Programme		
Programme Objectives:	The build the REDD+ mechanism in Nigeria, using Cross River State as a demonstration model.		
Approval date:	September 2012	**Fund transfer date:**	December 2012
Completion date:	February 2015	**No cost extension date:**	December 2016

1.1.1 Objective, Expected Outcomes and Outputs

The goal of the Programme is to enable Nigeria to contribute to climate change mitigation through improved forest conservation and enhancing sustainable community livelihoods. The objective is to build the REDD+ mechanism in Nigeria, using Cross River State as a demonstration model. The Programme adopts a two-pronged approach – National and sub-national, and is structured in four outcomes, two at the Federal (national) level and two focusing on Cross River State (sub-national), as follows:

1. Improved institutional and technical capacity at the national level (Federal).
2. Framework for REDD+ expansion across Nigeria prepared (Federal).
3. Institutional and technical capacity for REDD+ in Cross River State strengthened (CRS).
4. REDD+ readiness demonstrated in Cross River State (CRS).

These outcomes are unfolded into 14 outputs and a broad set of core and indicative activities contained in the Programme document. The Programme was thus designed to construct the REDD+ system from the grassroots through an intense action in Cross River State, which will inform the national REDD+ readiness framework and provide a model for replication in other interested states, as appropriate. See table 1 below on the architecture of the Nigeria REDD+ Readiness Programme.

Table 1. Architecture of Nigeria REDD+ Readiness Programme

Goal: To enable Nigeria to contribute to climate change mitigation through improved forest conservation and enhancing sustainable community livelihoods.

Objective: To build the REDD+ mechanism in Nigeria, using Cross River State as a demonstration model

Outcomes	Outputs	Level
1. Improved institutional and technical capacity at the national level	1.1. The REDD+ Secretariat is effective at coordinating REDD+ readiness nationwide	Federal
	1.2. Stakeholder engagement and public awareness on REDD+ enhanced	
	1.3. Policy, legal and institutional arrangements for REDD+ established	
	1.4. Nigeria's international engagement on REDD+ enhanced	
2. Framework for REDD+ expansion across Nigeria prepared	2.1. National REDD+ challenges & potentials assessed	Federal
	2.2. National M & MRV framework designed	
	2.3. A Preliminary National Strategy for expanding REDD+ across Nigeria's states built	
3. Institutional and technical capacity for REDD+ in Cross River State strengthened	3.1. CRS REDD+ Unit fully functional and effective	CRS
	3.2. CRS stakeholders, with emphasis on forest communities, trained & engaged on REDD+	
	3.3. CRS REDD+ Strategy is constructed	
	3.4. CRS forest monitoring system operational	
4. REDD+ readiness demonstrated in Cross River State	4.1. REDD+ experimental initiatives in the state well-coordinated & supported	CRS
	4.2. REDD+ investments enabled [REDD+ phase 2 triggered]	
	4.3. CRS established as a centre of excellence & learning on REDD+	

Outcome1: Improved institutional and technical capacity at the national level

Results under this Outcome was intended to strengthen national capacity to set up and to manage REDD+ through the federal institutions and stakeholders. This was to provide the foundations for more in-depth work in Cross River State under this Programme, and for future REDD+ readiness work in other Nigerian states. Results should include the establishment of an effective coordination mechanism to ensure all stakeholders participate in REDD+, and to foster the mainstreaming of REDD+ across policies and development interventions in Nigeria. Other results would be creating a critical mass of specialists on REDD+ matters, strengthened institutions to govern REDD+, and raising awareness and support for REDD+ from decision makers and the public. Activities under this Outcome should determine the required steps to strengthen the policy and regulatory framework in Nigeria for REDD+ and related affairs. Activities would also strengthen the knowledge of forest cover, land-use changes and carbon flows across Nigeria, as a precursor to up scaling REDD+ activities at a later date. Finally, this outcome also included tangible efforts for a regional alliance for REDD+, through ECOWAS, likely making Nigeria a leader for REDD+ in the region, exchanging lessons and better influencing international negotiations around the UNFCCC and REDD+ matters.

Outcome 2: Framework for REDD+ expansion across Nigeria prepared

Activities under this outcome was intended to pave the way for expanding and up-scaling REDD+ across Nigeria, from the federal institutions to other interested states and forest areas. This is in line with the Memorandum on REDD+ by the National Council on Environment, in September 2011, which called on all states in Nigeria to participate in REDD+. Under this outcome, a series of national assessments and scoping missions were to be undertaken to design the optimal approach to REDD+ in Nigeria, such as determining the most promising states for REDD+, the eligible forest types, the eligible REDD+ activities, the likely financial partners, the likely carbon trading and financing schemes, the methodologies for setting reference levels, and the main elements of a national MRV system. Then, drawing on the capacity built (Outcome 1), and on the operational experience (Outcomes 2 and 3), and on a broad consultation process, the Joint Programme was to support the development of a preliminary national strategy for expanding REDD+ across Nigeria, to: (i) foster new alliances, (ii) mobilise and channel new REDD+ readiness funding; and (iii) prevent risks of leakage of deforestation.

Outcome 3: Institutional and technical capacity for REDD+ in Cross River State strengthened

Results under this Outcome was intended to strengthen state-level and local capacity in Cross River State to set up and manage a full-fledged REDD+ process. This capacity was to be applied to developing detailed REDD+ components and to run pilot activities. Results would include an effective state-level coordination mechanism (the CRS REDD+ Unit and, broadly, the CRS Forestry Commission). Another expected result was a cadre of trained experts and interested stakeholders on key REDD+ readiness issues such as environmental finance mechanisms, forest monitoring, REDD+ policy and investment actions, social & environmental safeguards, and equitable benefit-sharing schemes – all these capacities to be used in both the state-level REDD+ readiness process and the pilot initiatives. Through activities under this Outcome, the state-level policy and regulatory framework related to REDD+ was to be assessed, the necessary changes identified, and the process to amend/update/complement laws and regulations would have then been supported. Under this Outcome, the Programme intended to support the comprehensive and detailed process of developing CRS's REDD+ Strategy, which should include accurate studies and assessments, many consultation rounds, policy reform and investment planning, and designing the institutions and rules to govern REDD+. Specific activities should include developing Reference Levels, designing a comprehensive forest monitoring system, conducting full analysis of the drivers of deforestation/degradation, identification of alternative development paths that will effectively reduce emissions (including interventions in the agriculture sector, sustainable energy sources, and community livelihoods), developing the benefit-sharing distribution and carbon trading systems that would underpin REDD+ in CRS, and developing a registry and rules for REDD+ initiatives. Through a fully participatory process, this should lead to a comprehensive, realistic REDD+ Strategy covering CRS, and enabling CRS to shift to REDD+ Phase 2.

Outcome 4: REDD+ readiness demonstrated in Cross River State

Outcome 4 was intended to develop and initiate REDD+ activities in Cross River State, as an experimentation and learning experience, thus preparing the grounds for a transition to REDD+ phase 2 (i.e. investment phase). The assumption too was that international, national and local stakeholders were already starting up REDD+ activities in Cross River State, and so this Outcome would have ensured coherence across these activities and ensured they were brought into a single REDD+ framework for CRS. It was also to provide technical support to CRS and to the local stakeholders in the operationalisation of these REDD+ activities, and provide the opportunity to test run and refine the technical components developed under Outcome 3. The reference levels, the MRV system, the registry, the approval procedure and the payment system will have been developed to ensure that these activities become part of a comprehensive lesson-learning, capacity building experience, providing lessons that fed directly into the development of REDD+ readiness in CRS and across Nigeria.

Executing Arrangements

Programme's planning & policy

Nigeria's REDD+ National Programme is a country-driven initiative that emerged from Nigeria's engagement with the UN-REDD Programme. Through the National Programme, Nigeria received technical and policy implementation support from the UN-REDD agencies (namely FAO, UNDP and UNEP) to implement a REDD+ readiness programme. The country also explored further co-financing sources and additional international partners, such as the FCPF, NCRC and green climate funds, to enhance its REDD+ readiness process and advance a green development path. The implementation of the National Prgogramme is primarily the responsibility of the Government, through both the National REDD+ Secretariat and the CRS Forestry Commission. In the readiness phase, the UN-REDD agencies ensured country ownership and decision-making on all aspects of the Programme's implementation, with due respect to UN rules and procedures.

The overall planning & policy decision-making for Nigeria's REDD+ process was to be provided by the **National Advisory Council on REDD+**, which was supposed to play three crucial functions: (i) to guide, monitor and review progress on the national REDD+ process, (ii) to ensure federal-state coordination on REDD+ matters; and (iii) to oversee the design and implementation of national REDD+ programmes and endeavours.

In addition, a UN-REDD Nigeria **programme steering committee** was established for the specific purpose of the annual management of the programme, namely the discussion and approval of both the annual reports and the annual work plans & budgets. It was composed by the Minister of Environment (or head of the Department of Climate Change), the National REDD+ Coordinator, the Chairman of the CRS Forestry Commission, the UN Resident Coordinator, the UNDP Country Director (or Deputy), the FAO Representative (or delegate), a UNEP representative, 2 representatives from civil society organisations (drawn from the respective federal and CRS stakeholder forums on REDD+) and the Programme's Chief Technical Advisor. Some members of the National Advisory Council, the National REDD+ Technical Committee, the Nigeria UN-REDD implementation team and the UN-REDD Programme (regional advisors) participated, as necessary.

Programme management & oversight

Federal level institutional arrangement

At the federal level, government oversight was provided by the Department of Climate Change, given its cross-sectoral mandate and competence, and its direct linkages with the UNFCCC. The Department of Climate Change maintained links with the Federal Department of Forestry as its lead technical branch and Secretariat for the Programme. The REDD+ Secretariat was responsible for day-to-day management of federal-level activities, i.e. Outcomes 1 and 2, and for overall coordination of the Programme. The REDD+ Secretariat therefore served as the programme management unit, with the following tasks related to Outcomes 1 and 2:

- Preparing draft annual and quarterly work plans;
- Preparing TOR for all inputs and activities;
- Preparing all progress and monitoring reports;
- Overseeing the programme activities and consultants; and
- Ensuring that the programme payment and records are efficient and in line with required international standards.

Specific responsibilities of the Department of Climate Change, with regards to Outcomes 1 and 2, were:

- Ensuring full operational coordination across activities in the programme and with activities in other government and internationally supported programmes;
- Providing technical and substance leadership on activities envisaged in the Annual Work Plan;
- Ensuring full coordination between activities at Federal and local levels;
- Ensuring consistency with national policy and international commitments
- Providing inputs to the preparation of work plans and TOR;
- Addressing management and implementation problems;
- Identifying emerging lessons learned and supporting dissemination; and

- Development and implementation of communication & public information plans.

CRS Level institutional arrangement

The Cross River State REDD+ Secretariat in the CRS Forestry Commission was responsible for day-to-day management of CRS level activities; i.e. Outcomes 3 and 4. The CRS REDD+ Secretariat served as a sub-programme management unit, and was staffed for that purpose. A substantial part of Nigeria's REDD+ readiness occurred in Cross River State to provide the country with a demonstration model for REDD+. The CRS REDD+ Secretariat was charged with the following tasks:

- Preparing draft annual and quarterly work plans
- Preparing TOR for all inputs and activities
- Preparing all progress and monitoring reports
- Overseeing the programme activities and consultants
- Ensuring the programme payment and records are efficient and in line with required international standards\.
- Ensuring operational coordination across activities in the programme and with activities in other government and internationally supported programmes in CRS
- Providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan
- Providing inputs to the preparation of work plans and TOR
- Addressing management and implementation problems
- Suggesting corrective action to emerging strategic and implementation problems
- Creating synergies and seeking agreement on related domestic programmes and similar programmes/projects supported by other international partners in CRS
- Ensuring full coordination between activities at Federal and local levels
- Identifying emerging lessons learned and supporting dissemination
- Establishing communication and public information plans.

Federal Level Programme implementation support structures

National REDD+ Technical Committee: With inputs from working level representatives of the three UN Agencies, the National REDD+ Technical Committee provided technical support to the programme implementation and coordination. The National REDD+ Technical Committee ensured that it had representation from women and the diverse national-level stakeholders, including other Ministries and government officials, as well as representatives from NGOs/CSOs. It met occasionally to discuss programme progress, outputs and challenges. Its terms of reference were as follows:

i) Examine and make recommendations for the effective planning and implementation of programmes and activities of Nigeria REDD+ Initiative
ii) Develop Roadmap for Nigeria REDD+ Readiness Framework and Strategy
iii) Identify and advise on institutional roles and mandates of relevant stakeholders for the implementation of REDD+ processes in Nigeria
iv) Coordinate national REDD+ activities and programmes, and how REDD+ can be integrated into National Development Programmes such as Vision 20-20-20
v) Examine and recommend measures and programmes which will ensure awareness creation, education, training and institutional capacity building on REDD+ issues in Nigeria
vi) Serve as liaison between respective REDD+ institutions, stakeholder groups, UN-REDD Agencies and Development Partners for effective planning and implementation of REDD+ activities in Nigeria
vii) Any other assignments that the Minister of Environment may decide to include from time to time

Federal Department of Forestry (FDF):

The FDF was responsible to ensure that the Nigeria REDD+ Programme was fully integrated into the sustainable forestry management approach in Nigeria, and anchored into all forestry initiatives and

programmes. This included ensuring the programme links to ongoing initiatives, benefits from any existing opportunities, and is able to optimally influence the enabling environment for forestry in Nigeria.

A CSO/NGO Platform for Nigeria REDD+:

This platform was intended to ensure the knowledge and perspective of all non-governmental participants and stakeholders are adequately reflected in the programme's approach and strategies. Members of the civil society and NGOs were invited regularly to contribute to programme planning and to programme activities, notably to comment on draft TOR, planned activities, and outputs. The Programme expected membership of the platform to reflect representation of women, youth, forest-dependent communities and other identified marginal or vulnerable groups.

Cross River State Level Programme implementation support structures

CRS Stakeholder's Forum on REDD+, served to ensure the knowledge and perspective of all non-governmental participants and stakeholders were adequately reflected in the programme's approach and strategies. The Forum met at least twice per year to discuss programme progress, outputs and challenges. Members of the Forum contributed to programme planning and to programme activities, notably to comment on draft TOR, planned activities, and outputs. Membership was drawn from a broad cross-section of stakeholders in CRS, with special attention to representation by women, youth, forest-dependent communities and other identified marginal or vulnerable groups, civil society, academia, government and the private sector.

CRS Technical Committee on REDD+ was created to provide technical support to the Programme implementation at the state level, similar to their counterpart at the national level.

A CRS Legal Sub-committee of REDD+, which has existed since the beginning of interest on REDD+, is being restructured and will continue providing legal, juridical and institutional advisory support. It is composed by representatives from the Ministry of Justice, the Ministry of Environment, the Ministry of Agriculture, the Ministry of Lands, the Forestry Commission, NGOCE (the NGO Coalition for Environment) and the Gender Desk.

1.1.2   Cost and Financing

The total amount transferred by the UN-REDD Programme to the Nigeria REDD+ Readiness Programme is US$ 4 million as shown in Table 2.

Table 2: Programme Financing (US$)

Participating UN Organizations	Amount allocated	Amount Transferred from the UN-REDD Multi-Partner Trust Fund
FAO	1,130,990	1,130,990
UNDP	2,400,350	2,400,350
UNEP	468,660	468,660
Total:	4,000,000	4,000,000

1.1.3   Programme Implementation Status

The Nigeria REDD+ readiness programme has been implementing outputs and outcomes in the National Programme (NP) in line with the Warsaw Framework. The National Programme was finalised officially on 31st December 2016. It is important to mention that, the reporting on the progamme implementation status has been clustered and organized around the Warsaw Framework for ease of reporting and in

line with the re-orientation of the national programme that took place in 2015. The following notable achievements have been made in Nigeria:

1. **Strategy Development**: Nigeria has developed a National Framework Strategy for REDD+, and a detailed and comprehensive CRS REDD+ Strategy, both anchored on widespread stakeholder consultations, communication and knowledge management at national and sub-national (CRS) levels. The national REDD+ framework strategy provides guidance to states intending to engage in REDD+ development outlining the steps and considerations they will need to take into account, including:
   a) Drivers of deforestation and forest degradation, and the underlying causes;
   b) Available range of strategy options to address these drivers; and
   c) Policies, institutions, and governance mechanisms that can be reformed, coordinated and synergized to effectively address the drivers while linking these efforts to meeting national development objectives.

111. The national REDD+ framework strategy is also intended to support the policy and institutional frameworks for the establishment and operationalization of systems and modalities deemed crucial for REDD+ strategy implementation. The key elements integral to the national REDD+ strategy include:
   a) Forest reference level/reference emissions level (RL/REL);
   b) Monitoring, reporting and verification (MRV) system;
   c) Financing mechanism;
   d) Assessing and addressing social and environmental safeguards;
   e) Clarification of forest tenure and carbon rights; and
   f) Ensuring equity in benefit sharing mechanisms.

112. The elaborated framework structure attempts to clarify the intent of the national REDD+ framework strategy, explain the basic requirements derived from experiences from Cross River State, literature review, and further build upon the elements documented in the Readiness - Preparation Proposal (R-PP).

113.

114. The CRS REDD+ Strategy was finalised and launched at COP 23 in Bonn in 2017.

115.
2. Measurement, Reporting and Verification System (MRV): The monitoring system intends to apply a stepwise approach, both spatially and temporally to enable an evolutionary process towards a full, nationwide MRV system, while also being useful in intermediate stages. First, it enables the assessment of the results from REDD+ activities, as required for implementation, to provide data on forest cover changes and activity data. It allows for reporting on: (i) the assessment of the emission factors, and (ii) the evaluation of anthropogenic emissions by sources and anthropogenic removals by sink resulting from REDD+ for results based payments. Both systems are complementary in time, allowing the reporting of the activities during phase II and the performance under phase III, in an integral, progressive way. The systems are also complementary in space allowing Cross River State and Federal government to report their activities. The work on measurements, reporting and verification already accomplished towards forest monitoring in Cross-River State includes, among others, capacity building, system development, technical studies reports and stakeholder engagement and activation. The Activity Data as interpreted, validated and disseminated in the state, will allow field validation for the national level, while the state-level Forest Inventory will provide data to the national REDD+ database, the format provider for the state level. Finally, for the GHG inventory component of the MRV system, the determination of forest carbon stock change in CRS will allow the verification of the national GHG inventory, which as it develops will eventually provide the assessment for the state level.

116.
3. **FREL/FRL:** According to the UNFCCC, a forest reference emission level or forest reference level (FREL/FRL) is a "benchmark for assessing performance" of actions taken under a REDD+

strategy. It should be based on historical data, visual point interpretation, Cumulative Deforestation Model (Logistic Regression) and may be adjusted for national circumstances. The UNFCCC agreed that FREL/FRL may be developed in a stepwise approach, improving over time to allow countries to incorporate better data, improved methodologies, and additional pools. In addition, the UNFCCC states that subnational FRELs/FRLs may be developed as an interim measure. CRS/Nigeria intends to align its FREL/FRL development with guidance from the UNFCCC. The development of FREL/FRL in the country will follow a stepwise approach with the intention that FREL/FRL will be further developed and refined over time. The building blocks for development of FREL/RL are depicted in Figure 15 below. It must be noted that FREL/FRL uses the same building blocks or pillars like MRV: the difference stems from the fact that historical data is used for FREL/FRL while MRV uses future data collected. UNFCCC insists that FREL/FRL be consistent with MRV, so that actual performance is assessed during monitoring.

117.

4. Country Approach to Safeguards: The Nigeria REDD+ Readiness Programme built capacity and conducted work to develop a country approach to REDD+ safeguards for a number of years. A Participatory Governance Assessment for REDD+ and natural resource management in Nigeria was conducted through a pilot in Cross River State's three REDD+ pilot sites during 2012-2015. A National Safeguards Working Group (NSWG) with members drawn from federal and state government agencies, academia, civil society, communities, the media and the private Sector was constituted in late 2013. Between 2015 and 2016, the NSWG led consultations and technical work for the preparation of the key components of Nigeria's country approach to the safeguards. Nigeria follows the guidance and requirements for REDD+ safeguards as per the UNFCCC Decisions, which can be summarized as:

- Promoting and supporting the UNFCCC REDD+ (or 'Cancun') safeguards throughout the implementation of REDD+ PaMs, regardless of the source and type of funding
- Developing a national-level system for providing information on how the Cancun safeguards are being addressed and respected (i.e. a 'safeguards information system' - SIS)
- Providing summaries of information on how all the Cancun safeguards are being addressed and respected throughout the implementation of REDD+ actions.
- Nigeria adopted a country approach to safeguards and made substantial progress in that regard and aimed to ensure that during REDD+ implementation:
  a. UNFCCC Cancun safeguards are addressed and respected;
  b. A national Safeguards Information System is in place and functional; and
  c. Summaries of information on safeguards are produced and submitted periodically to the UNFCCC.
- CRS's contribution to the country's approach to safeguards, coordinated by the National Safeguards Working Group, comprised four elements. The first was a participatory analysis of the risks and benefits of a set of proposed PaMs which were considered by the National Safeguards Working Group. The second was a preliminary assessment of existing national and state policies, laws and regulations, in relation to the proposed PaMs, as well as the status of their implementation. This was followed by a gap filling consultation, on the status of PLRs implementation and safeguard complainant in PLRs implementation, with relevant state government ministries, departments and agencies (MDAs), some communities within and outside the REDD pilot areas and Local Government Councils with jurisdiction over the pilot areas. The third element was the development of principles and criteria that interpret the Cancun safeguards in accordance with CRS's specific circumstances; and the fourth was the application of the principles and criteria to refine the strategic objectives of the CRS REDD+ Strategy during REDD+ implementation through PLRs reforms (improvements/opportunities) at both state and national levels).

118.

119. With regards to the REDD+ safeguard information system, given that most of the start-up REDD+ activities will take place in CRS, the state level safeguard information system will provide data to develop a federal REDD+ safeguards information system (SIS). Like the MRV components, the data flow will be two-way, since the federal level will provide the format needed for the safeguards

at state level CRS REDD+ Technical Committee needs to lobby and seek political commitment to ensure that the policy and legislative environment as well as proposed institutional arrangements are conducive, and in particular, ensuring safeguards compliance. Second, the CRS Forestry Commission and Government need to ensure that a conducive PLR framework is in place to facilitate REDD+ implementation supportive of proposed PaMs.

120.
2. Evaluation Objective and Scope

The scope of the evaluation is the Nigeria REDD+ Readiness Programme. The evaluation will be based on data available at the time of evaluation and discuss outputs delivered by the programme from the time of inception, September 2012, until the time of closure in December 2016. It will also assess the likelihood of future outcomes and impact that may not have been achieved yet by the end of December 2016.

The evaluation of the UN-REDD National Programme is undertaken to assess (i) programme performance in terms of relevance, effectiveness (outputs and outcomes) and efficiency, (ii) sustainability and up-scaling of results, and (iii) actual and potential impact stemming from the programme. The evaluation has the following objectives:

- To provide evidence of results to meet accountability requirements.
- To assess the status of REDD+ readiness in Nigeria, gaps and challenges that need to be addressed to achieve REDD+ readiness and the UN-REDD Programme's future role in the REDD+ process in the country.
- To propose recommendations on how existing and potential financing and investment opportunities can be leveraged and better coordinated for the implementation of the CRS REDD+ Strategy and national REDD+ framework strategy.
- To review the proposed institutional arrangements for REDD+ in the CRS and national REDD+ strategies and make recommendations on how to better implement REDD+ within these institutional arrangements.
- To promote learning, feedback and knowledge sharing through results and lessons learned among the participating partners and stakeholders including the Government and UN Organizations and other partners. The evaluation will identify lessons of operational and technical relevance for future programme formulation and implementation in the country, especially future UN-REDD Programmes, and/or for the UN-REDD Programme as a whole.

The primary audience for the evaluation will be the Government of Nigeria, the three participating UN Organizations of the UN-REDD Programme and the programme resource partners. The secondary audience for the evaluation will be the national REDD+ stakeholders and the UN-REDD Policy Board. The evaluation will also be made available to the public through the UN-REDD Programme website (www.un-redd.org).

2.1 Evaluation Criteria

To focus the evaluation objectives, by defining the standards against which the initiative will be assessed, the following five evaluation criteria will be applied:

i) **Relevance**, concerns the extent to which the National Programme 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 UN-

REDD Programme Strategy 2011-2015[7] (or the UN-REDD Programme Framework Document[8] for Programmes approved before November 2010) and the corporate plans of the three participating UN Organizations. Relevance vis-a-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.

ii) **Effectiveness**, measures the extent to which the National Programme's intended results (outputs and outcomes) have been achieved or the extent to which progress towards outputs and outcomes has been achieved. To explain <u>why</u> certain outputs and outcomes have been achieved better or more than others, the evaluation will review:

   a) **Processes that affected the attainment of project results** – which looks at examination of preparation and readiness of the project, country ownership, stakeholder involvement, financial planning, performance of national and local implementing agencies and designated supervision agency, coordination mechanism with other relevant donors projects/programmes, and reasons for any bottlenecks and delays in delivery of project outputs, outcomes and the attainment of sustainability.

   b) **Implementation approach -** including an analysis of the project's result framework, performance indicators, adaptive management to changing conditions, overall project management and mechanisms applied in project management in delivering project outcomes and outputs.

iii) **Efficiency**, measures how economically resources or inputs (such as funds, expertise and time) are converted to achieving stipulated outcomes and outputs.

iv) **Sustainability**, analyse the likelihood of sustainable outcomes at programme 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.

v) **Impact**, measures to what extent the National Programme has contributed to, or is likely to contribute to intermediate states towards impact, such as changes in the governance systems and stakeholder behaviour, and to impact on people's lives and the environment. The evaluation will assess the likelihood of impact by critically reviewing the programmes intervention strategy (Theory of Change) and the presence of the required drivers and assumptions for outcomes to lead to intermediate states and impact.

2.2 Evaluation Questions

The following list includes standard questions and issues that the UN-REDD National Programme evaluation should address. It is based on the internationally accepted evaluation criteria mentioned above, i.e. relevance, efficiency, effectiveness, impact and sustainability, as well as an additional category of questions regarding factors affecting programme performance. The evaluation will assess the Nigeria UN-REDD National Programme as follows:

i) **Relevance**
a) The National Programme's relevance to:
   - Country needs;
   - National development priorities as expressed in national policies and plans as well as in sector development frameworks;

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[7] The UN-REDD Programme Strategy 2011-2015 is available on:
http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4598&Itemid=53
[8] The UN-REDD Programme Framework Document is available on:
http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4&Itemid=53

- UN Country Programme or other donor assistance framework approved by the government;
- The UNDAF and the UN Joint Programme on Climate Change;
- The UN-REDD Programme Framework Document[9];
- Other REDD+ related programmes in the country, in particular the National REDD+ Strategy;

b) Robustness and realism of the theory of change underpinning the National Programme, including logic of causal relationship between inputs, activities, expected outputs, outcomes and impacts against the specific and development objectives and validity of indicators, assumptions and risks.

c) Quality and realism of the National Programme design, including:
- Duration;
- Stakeholder and beneficiary identification;
- Institutional set-up and management arrangements;
- Overall programme results' framework
- Approach and methodology.

d) Evolution of National Programme objectives since programme formulation.

121.

ii) Effectiveness

e) Extent to which the expected outputs have been produced, their quality and timeliness.

f) Extent to which the expected outcomes have been achieved.

g) Assessment of gender mainstreaming in the National Programme. This will cover:
- Analysis of how gender issues were reflected in Programme objectives, design, identification of beneficiaries and implementation;
- Analysis of how gender relations and equality are likely to be affected by the initiative;
- Extent to which gender issues were taken into account in Programme management.
- Assessment of likely distribution of benefits and costs between stakeholders.

h) Use made by the National Programme of the UN-REDD Programme's normative products, guidelines and safeguards, e.g. the UN-REDD Programme Guidelines on Free, Prior and Informed Consent (FPIC), and the UN-REDD / FCPF Guidelines on Stakeholder Engagement in REDD+ Readiness, and the extent of which they have contributed towards national safeguards[10].

i) Actual and potential contribution of the National Programme to the normative work of the three participating UN Organizations, e.g. contribution towards the "Delivering as One" initiative and lessons learned incorporated into broader organizational strategies.

122.

iii) Efficiency

j) Cost and timeliness of key outputs delivered compared to national and regional benchmarks

k) Administrative costs (including costs for supervision and coordination between participating UN agencies) compared to operational costs

l) Any time and cost-saving measures taken by the programme

m) Any significant delays or cost-overruns incurred, reason why and appropriateness of any remedial measures taken

123.

iv) Sustainability

n) Major factors influencing the achievement or non-achievement of sustainability of the programme.

o) The prospects for sustaining and up-scaling the National Programme's results by the beneficiaries after the termination of the initiative. The assessment of sustainability will include, as appropriate:

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[9] The UN-REDD Programme Framework Document is available on: http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4&Itemid=53
[10] None of the guidelines referred to were available during most of the period of programme implementation.

- Institutional, technical, economic and social sustainability of proposed technologies, innovations and/or processes;
- Perspectives for institutional uptake, support and mainstreaming of the newly acquired capacities, or diffusion beyond the beneficiaries or the National Programme.

124.

v)   Impact

p)   Extent to which the initiative has attained, or is expected to attain, its social and environmental objectives; this will also include the identification of actual and potential positive and negative impacts produced by the initiative, directly or indirectly, intended or unintended

q)   Presence of the required drivers and assumptions for outcomes to lead to intermediate states and impact.

125.

vi)   Factors affecting performance

r)   The evaluation will assess factors and processes that affected project results with particular attention to preparation and readiness of the project, country ownership, and stakeholder involvement, effectiveness of national and local implementing agencies, financial planning and management and coordination mechanisms.

s)   Management and implementation of the National Programme, including:
- Quality and realism of work plans;
- Quality of operational management;
- Performance of coordination and steering bodies;
- Quality and quantity of administrative and technical support by the three participating UN Organizations; and
- Timeliness, quality and quantity of inputs and support by the Government and partners.

t)   Financial resources management of the National Programme, including:
- Adequacy of budget allocations to achieve outputs;
- Coherence and soundness of budget revisions in matching implementation needs and programme objectives;
- Rate of delivery and budget balance at the time of the evaluation.
- Efficiency of fund-management arrangements.

u)   Assessment of coordination mechanisms :
- Between the three participating UN organizations to ensure joint delivery.
- Between the Government and the three participating UN organizations to ensure programme outcomes are achieved.
- Within and between Government ministries in order to ensure programme outcomes is achieved.
- Between the National Programme and other bilateral and multilateral REDD+ initiatives.

126.

127. In addition, the evaluation will review the following crucial questions:

128.

- What is the status of REDD+ readiness in the country, looking at the typical REDD+ readiness components, and to which extent the programme contributed to each.
- What are the prospects for follow-up and scaling-up REDD+ in Nigeria, providing suggestions for potential UN-REDD engagement (if pertinent).

129.

130.

3.   Evaluation Methodology

The UN-REDD National Programme final evaluation will adhere to the UNEG Norms & Standards[11]. It will be conducted by two independent consultants under the overall responsibility and management of the three participating UN Organizations' Evaluation Departments through their participation in the Evaluation Management Group, in consultation with relevant headquarter, regional and country staff of the participating UN Organizations.

Evaluation findings and judgements should be based on sound evidence and analysis, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the extent possible, and when verification is not possible, the single source will be mentioned[12]. Analysis leading to evaluative judgements should always be clearly spelled out. The limitations of the methodological framework should also be spelled out in the evaluation reports.

The evaluation will assess the programme with respect to a minimum set of evaluation criteria using the table for rating performance in Annex 6.

In attempting to attribute any outcomes and impacts to the programme, the evaluators should consider the difference between what has happened with and what would have happened without the programme. This implies that there should be consideration of the baseline conditions and trends in relation to the intended programme outcomes and impacts. This also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions and trends is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

As this is a final evaluation, particular attention should be given to learning from the experience. Therefore, the "why?" question should be at the front of the consultants' minds throughout the evaluation exercise. This means that the consultants need to go beyond the assessment of "what" the programme performance was, and make a serious effort to provide a deeper understanding of "why" the performance turned out the way it did, i.e. of processes affecting attainment of programme results. This should provide the basis for the lessons that can be drawn from the programme. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultant to explain "why things happened" as they happened and are likely to evolve in this or that direction, which goes well beyond the mere assessment of "where things stand" today. The consultant could also provide recommendations for the way forward.

3.1 Tools

The Nigeria UN-REDD National Programme final evaluation will make use of the following tools:

a) A desk review of project documents including, but not limited to:
   - Relevant background documentation, including the UN-REDD Programme Framework Document[13];
   - Relevant reports, such as National Programme Annual, Semi-Annual and quarterly Reports, publications, external evaluations by donors, partners etc.;
   - Project design documents, such as the National Programme Document, annual work plans and budgets, revisions to the logical framework and project financing;

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[11]UNEG Norms & Standards: http://uneval.org/normsandstandards

[12] Individuals should not be mentioned by name if anonymity needs to be preserved. In such cases sources can be expressed in generic term (Government, NGO, donor etc.).

[13]   The   UN-REDD   Programme   Framework   Document   is   available   on: http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4&Itemid=53

- Documentation related to National Programme outputs and relevant materials published on the Programme website, reports from workshops or consultations etc.;
- The final report of the Strategic Review of the Nigeria UN-REDD National Programme;
- Other relevant documents, such as possible new national policy documents, sector plans and available evaluations bearing relevance for UN-REDD.

b) Semi-structured interviews[14] with key informants, stakeholders and participants, including:
- Government counterparts;
- Government stakeholders including all ministries participating from coordinating bodies or steering committees;
- Civil Society Organizations;
- Country , regional and headquarter personnel from the three UN-Agencies involved in the National Programme, e.g. the Programme Management Unit, Resident Coordination and Regional Technical Advisers;
- Representatives from other bi-lateral or multi-lateral initiatives co-financing the NP if applicable.

c) The Theory of Change and subsequent application of ROtI approach on progress towards impact[15].

d) In addition, the UN-REDD programme has started to include a scorecard in the evaluations, requesting evaluators to reconstruct a baseline to the extent possible and to assess end of the National Programme status. This intended to better understand what is expected of the evaluation. The scorecard is attached as (see annex 7).

A list of key stakeholders and other individuals who should be consulted would be included in Annex 5.

4. Consultation process

While fully independent in its judgements, the consultant will adopt a consultative and transparent approach with internal and external stakeholders. Throughout the process the evaluation team will maintain close liaison with: the Evaluation Management Group (Consisting of representatives of the evaluation departments of the three participating UN Organizations and the UN-REDD Secretariat), the REDD+ Coordination Unit, UN headquarters, regional, sub-regional and country level staff members, and other key stakeholders. Although the team is free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of the Government, the donor or the participating UN Organizations.

The draft evaluation report will be circulated among the three participating UN Organizations, including the Evaluation Management Group, REDD+ Coordination Unit and other key stakeholders, including civil society, for comment before finalisation; suggestions will be incorporated as deemed appropriate by the evaluation team.

5. The Evaluator

A consultant will be hired with the requisite skills required to assess the Nigeria UN-REDD National Programme. Knowledge of the country in question, good technical understanding of the REDD+ field, as well as competence and skills in evaluation will be required.

The consultant will have had no previous involvement in the formulation, implementation or backstopping of the initiative, and have no future engagement with the UN-REDD programme or the operational units, in Nigeria or within the participating UN agencies, involved in UN-REDD. The Evaluation Consultant Code of Conduct[16] Agreement Form (Annex 3) will need to be signed.

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[14] Face-to-face or through any other appropriate means of communications

[15] GEF Evaluation Office, (OPS4) Progress towards Impacts: The ROtI Handbook: Towards enhancing the impacts of environmental projects – Methodological paper 2.

[16] UNEG Code of Conduct for Evaluation in the UN system: www.unevaluation.org/unegcodeofconduct

The consultant will conduct the evaluation as set out in these TORs and apply the approach and methods proposed in the inception report to be prepared. The consultant will participate in briefing and debriefing meetings, discussions, field visits if needed.

6. Deliverables

131.

6.1 Inception Report

An inception report with the following information will be compiled;

- Detail the evaluators' understanding of what is being evaluated and why, showing how the evaluation questions can be answered by way of proposed methods and sources of data, as well as data collection procedures.
- Proposed schedule of tasks, activities and deliverables, as well as a desk based Theory of Change of the programme[17].
- Any gaps in information should be identified and methods for additional data collection, verification and analysis should be specified. The evaluation framework will present in further detail the evaluation questions under each criterion with their respective indicators and data sources. This will allow the three participating UN Organizations to verify that there is a shared understanding about the evaluation and clarify any misunderstandings at the outset.

A list of important documents and web pages that the evaluators should read at the outset of the evaluation and before finalizing the evaluation design and the inception report is included in Annex 4. The Inception Report will be shared with the three participating UN Organizations and other relevant stakeholders and reviewed by the Evaluation Management Group.

6.2 Evaluation Reporting

A *preliminary findings report* will present the first findings to stakeholders in Abuja at a debriefing session. The *preliminary findings report* should be shared with stakeholders invited to the debriefing session in advance of the meeting.

The consultant shall prepare a *draft evaluation report* after the preliminary findings report has been discussed to be submitted to UN-REDD Secretariat within three weeks from the conclusion of the mission, and the Secretariat will immediately transmit the draft report to the evaluation departments of the three participating UN Organizations. The evaluation departments will verify that the draft report meets their evaluation quality standards and may request a revision of the draft report by the consultants before it is shared with a wider audience. The draft evaluation report will then be circulated among the three participating UN Organizations, including the Evaluation Management Group, and other key stakeholders for comments. Comments will be incorporated as deemed appropriate by the consultant. The consultant will prepare a *response to comments* in the form of a table listing all comments partially or entirely rejected by the evaluation team with an explanation why, which will be shared with stakeholders to ensure transparency. Confidential comments on the report will not be shared.

The *final evaluation report based on the template in Annex 2* will illustrate the evidence found that responds to the evaluation issues, questions and criteria listed in the Terms of Reference. The length of the final evaluation report should not exceed 15,000 words, including executive summary and annexes. Supporting data and analysis should be annexed to the report when considered important to complement the main report. The recommendations will be addressed to the different stakeholders and prioritized: they will be evidence-based, relevant, focused, clearly formulated and actionable. Lessons

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[17] GEF Evaluation Office, (OPS4) Progress towards Impacts: The ROtI Handbook: Towards enhancing the impacts of environmental projects – Methodological paper 2.

learned will be based on programme experience and will specify the scope of their applicability beyond the programme.

The report shall be prepared in English, and translated into French and Spanish.

Annexes to the evaluation report will include, though not limited to, the following as relevant:

- Terms of reference for the evaluation;
- Additional methodology-related documentation;
- Profile of evaluator;
- List of documents reviewed;
- List of institutions and stakeholders interviewed by the evaluation team;
- List of programme outputs/Programme results framework; and
- Evaluation tools.

The consultant is fully responsible for the independent report which may not necessarily reflect the views of the Government or the three participating UN Organizations. An evaluation report is not subject to technical clearance by the evaluation departments of the three participating UN Organizations, but has to meet the quality standards for evaluation of the three Organizations. The final report will be published on the UN-REDD Programme web site (www.un-redd.org).

The report will be shared to present the findings, recommendations and lessons learned from the evaluation to REDD stakeholders in Nigeria, to promote the dissemination and ownership of evaluation results.

7. Evaluation timetable and budget

Table 3 outlines the tentative timetable and responsibility of the evaluation process. The timetable will be adjusted according to the availability of the selected consultant.

Table 3: UN-REDD National Programme Evaluation Timeline

Date:	Activity	Responsibility
	Draft National Programme Final Evaluation Terms of Reference (draft to be based on the "National Programme Final Evaluation Template")	The UN three participating UN Organizations prepare the first draft of the TORs. The National Programme staff ensures the draft Terms of Reference is shared with the Government counterpart and other relevant key stakeholders, including civil society, for information and their comments.
	Review National Programme Final Evaluation Terms of Reference	Evaluation Management Group (Evaluation Departments of the three participating UN Organizations and the UN-REDD Secretariat)
	Recruit consultants	National Programme Evaluation budget holder in consultation with the Evaluation Management Group

		(Evaluation departments of the three participating UN Organizations and the UN-REDD Secretariat)
	Preparation of Inception Report	Evaluation Team (consultants) Logistical support provided by the participating UN Organizations National Programme staff
	Review inception report	The three participating UN Organizations and the Evaluation Management Group (Evaluation departments of the three participating UN Organizations and the UN-REDD Secretariat)
	Evaluation Mission, including preparation of *preliminary findings report*	Evaluation Team (consultants) Logistical support provided by the participating UN Organizations' National Programme staff. Also, a one day debriefing workshop with stakeholders will be held at the end of the Evaluation Mission. At this workshop the *preliminary findings report* will be presented.
	Preparation of draft evaluation report and submission to UNREDD Secretariat	The draft evaluation report will be submitted to the UN-REDD Secretariat at the latest 3 weeks after the mission has been completed.
	Review Draft Evaluation Report by the evaluation departments of the participating UN Organizations	The Evaluation Management Group (Evaluation departments of the three participating UN Organizations and the UN-REDD Secretariat) reviews the draft from the point of view of its evaluation quality and make comments to the Evaluation Team in that respect. If need be, the evaluation team will revise the draft report. The latter will be then circulated to other stakeholders for comment.
	Review Draft Evaluation Report by the participating UN Organisations, Government Counterpart, UN Country Offices and other stakeholders	The National Programme staff should ensure the Draft Evaluation Report is shared with the Government Counterpart and other relevant key stakeholders, including civil society, for information and their comments.
	Final Report	Evaluation Team (consultants) Logistical support provided by the participating UN Organizations National Programme staff
	Presentation of evaluation results in Nigeria	Evaluation Team (consultants)

	Management response from the Participating UN Organizations	Participating UN Organizations
	Management response from the Government Counterpart	Government Counterpart
	Dissemination of the report	The UN country offices on the national level and the UN-REDD Programme Secretariat on the global level (e.g. PB).

The evaluator (consultant) shall have had no previous direct involvement in the formulation, implementation or backstopping of the National Programme, and have no future engagement with the UN-REDD programme or the operational units, in Nigeria or within the participating UN agencies, involved in UN-REDD. The consultant will sign the Evaluation Consultant Code of Conduct[18] Agreement Form (Annex 3).

The evaluator will responsible for conducting the evaluation as described in the overall TORs of the evaluation, and applying the approach and methods proposed in the inception report and must ensure that all deadlines are met.

Competencies:

- Independent from the UN-REDD Programme and the participating UN Organizations, FAO, UNDP and UNEP. The evaluator will have a

  o broad knowledge of REDD+ and its role in climate change policies and approaches, with 5-10 years' experience in the implementation of forestry and /or climate change projects and programmes in developing countries;

  o Demonstrate experience from evaluations of similar types of programmes, using a Theory of Change approach to evaluation or demonstrated strong knowledge of Monitoring and Review methods for development projects.

  o Excellent writing and editing skills

  o Attention to detail and respect for timelines.

Qualification requirements

- Advanced university degree in social science, development studies, forestry, environment and natural resources or relevant field.

- Minimum 12 years of professional experience is required, longer professional experience is an advantage, including proven experience from developing countries.

- Fluency in English language, both written and spoken is a requirement. Knowledge of local language would be a distinctive advantage. Familiarity with project implementation in complex multi donor-funded projects.

Deliverables:

- An short inception report prepared (not more than 10 pages);

- A preliminary findings report prepared and presented it at the end of the mission to programme stakeholders;

- A consolidated draft report that meets the quality requirements of the evaluation departments of the three participating UN agencies produced.

- A response to comments received from stakeholders on the draft report prepared;

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[18] UNEG Code of Conduct for Evaluation in the UN system: www.unevaluation.org/unegcodeofconduct

- A consolidated final report produced integrating comments.

Application:

Total days: 20 days

The work shall be completed in accordance with the below time schedule:

Activity	No. of days	
Preparation of inception report	3	August
Desk review, evaluation mission, stakeholder meetings, draft evaluation report	15	August
Draft final report, which has been approved and accepted	3	September
Total	20	

Schedule of Payment:

Deliverables	Percentage payment
An acceptable and satisfactory inception report	20%
A draft evaluation report	50%
Submission and approval of the final evaluation report, which incorporates comments and recommendations from Government, UN and key stakeholders	30%

The Evaluation Team can modify the structure of the report outline below, as long as the key contents are maintained in the report and the flow of information and analysis is coherent and clear. The length of the UN-REDD National Programme final evaluation report should be 15-18,000 words, excluding executive summary and annexes.

Acknowledgements

Insert acknowledgements.

Composition of the Evaluation Team

Insert description of the composition of the Evaluation Team.

Table of Contents

Insert Table of Contents.

Acronyms

When an abbreviation is used for the first time in the text, it should be explained in full; it will be included in the list of acronyms when it is used repeatedly within the report.

Executive Summary

The Executive Summary should:

- Be in length approximately 10-15% of the main report, excluding annexes;
- Provide key information on the evaluation process and methodology;
- Illustrate key findings and conclusions;
- List all recommendations: this will facilitate the drafting of the Management Response to the evaluation.

1. Introduction

1.1 Background and purposes of the evaluation

This section will include:

- The purpose of the evaluation, as stated in the Terms of Reference;
- National Programme title, starting and closing dates, initial and current total budget;
- Dates of implementation of the evaluation.

It will also mention that Annex I of the evaluation report is the evaluation Terms of Reference.

1.2 Methodology of the evaluation

This section will comprise a description of the methodology and tools used and evaluation criteria that were applied by the evaluation. This should also note any limitations incurred in applying the methodology by the evaluation team.

2. Context of the National Programme

This section will include a description of the developmental context relevant to the National Programme including major challenges in the area of the intervention, political and legislative issues, etc. It will also describe the process by which the programme was identified and developed and cite other related and bilateral interventions if relevant.

3. Concept and relevance

3.1 Design

National Programmes are built on assumptions on how and why they are supposed to achieve the agreed objectives through the selected strategy; this set of assumptions constitutes the programme theory or 'theory of change' and can be explicit (e.g. in a logical framework matrix) or implicit in a programme document.

This section will include a diagram and short description of the programme theory of change, including its results chains from outputs to impact, impact drivers and assumptions and will analyse critically:

- The appropriateness of stated development goals and outcomes (immediate objectives);
- The causal relationship between outputs, outcomes (immediate objectives) and impact (development objectives);
- The extent to which drivers for change have been recognized and supported by the programme;
- The relevance and appropriateness of indicators;
- The validity of assumptions and risks.

This section will also critically assess:

- The programme's institutional set-up and management arrangements;
- The adequacy of the time-frame for implementation;
- The adequacy of resources from all parties and appropriateness of budget allocations to achieve intended results;
- The adequacy of the methodology of implementation to achieve intended results;
- The quality of the stakeholders' and beneficiaries identification.

3.2 Relevance

This section will analyse the extent to which the National Programme's objectives and strategy were consistent with country's expressed requirements and policies, with beneficiaries' needs, and other programmes, at the time of approval and at the time of the evaluation.

There will also be an analysis of the degree to which the programme corresponds to priorities in the UN-REDD Programme Strategy.

4. Results and contribution to stated objectives

4.1 Outputs and outcomes

This section will critically analyse the National Programme outputs: ideally, the evaluation team should directly assess all of these, but this is not always feasible due to time and resources constraints. Thus, the detailed analysis should be done on a representative sample of outputs that were assessed directly, while a complete list of outputs prepared by the programme team should be included as annex. If appropriate, the section will also include an analysis of gaps and delays and their causes and consequences.

Further, the section will critically analyse to what extent expected outcomes (specific/immediate objectives) were achieved. It will also identify and analyse the main factors influencing their achievement and the contributions of the various stakeholders to them.

4.2 Gender issues

This section will analyse if and how the programme mainstreamed gender issues. The assessment will cover:

- Analysis of how gender issues were reflected in objectives, design, identification of beneficiaries and implementation;
- Analysis of how gender relations and equality and processes of women's inclusion were and are likely to be affected by the initiative;

- Extent to which gender issues were taken into account in programme management.

4.3 Capacity development

The evaluation will assess:

- The extent and quality of programme work in capacity development of beneficiaries;
- The perspectives for institutional uptake and mainstreaming of the newly acquired capacities, or diffusion beyond the beneficiaries or the programme.

4.4 Sustainability

This section will assess the prospects for long-term use of outputs and outcomes, from an institutional, social, technical and economic perspective. If applicable, there will also be an analysis of environmental sustainability (maintenance and/or regeneration of the natural resource base).

4.5 Impact

This section will assess the current and foreseeable positive and negative impacts produced as a result of the programme, directly or indirectly, intended or unintended. It will assess the actual or potential contribution of the programme to the planned development objective and to UN-REDD strategic objectives, described in the UN-REDD Programme Strategy 2011-2015.

5. Implementation

5.1 Budget and Expenditure

This section will contain the analysis of the National Programme financial resources and management, including:

- Efficiency in production of outputs;
- Coherence and soundness of Budget Revisions in matching implementation needs and programme objectives; and
- Assessment of rate of delivery and budget balance at the time of the evaluation, compared to the initial plan.

5.2 Programme Management

This section will analyse the performance of the management function, including:

- Efficiency and effectiveness of operations management, both within the programme and by the participating UN Organizations, including timeliness, quality, reasons for delays and assessment of remedial measures taken if any;
- Effectiveness of strategic decision-making by programme management;
- Realism of annual work-plans;
- Efficiency and effectiveness of monitoring system and internal evaluation processes;
- Elaboration and implementation of an exit strategy;
- Role and effectiveness of institutional set-up, including steering bodies;

5.3 Technical Backstopping

This section will analyse the extent, timeliness and quality of technical backstopping the programme received from involved units in the participating UN Organizations, at all levels (headquarter, regional, sub-regional and country offices).

5.4 Government's participation

This section will analyse government's commitment and support to the programme, in particular:

- Financial and human resources made available for programme operations;
- Uptake of outputs and outcomes through policy or investment for up-scaling.

6. Conclusions and Recommendations

Conclusions need to be substantiated by findings consistent with data collected and methodology, and represent insights into identification and/or solutions of important problems or issues. They may address specific evaluation questions raised in the Terms of Reference and should provide a clear basis for the recommendations which follow.

The Conclusions will synthesise the main findings from the preceding sections: main achievements, major weaknesses and gaps in implementation, factors affecting strengths and weaknesses, prospects for follow-up, any emerging issues. It will consolidate the assessment of various aspects to judge the extent to which the programme has attained, or is expected to attain, its intermediate/specific objectives. Considerations about relevance, costs, implementation strategy and quantity and quality of outputs and outcomes should be brought to bear on the aggregate final assessment.

The section will include an assessment of the three participating UN Organizations role as implementing organizations and the quality of the feedback loop between the programme and the organizations' normative role, namely:

- Actual use by the programme of relevant participating UN Organizations' normative products (databases, publications, methodologies, etc.);
- Actual and potential contribution of programme outputs and outcomes to the participating UN Organizations normative work.

Recommendations should be firmly based on evidence and analysis, be relevant and realistic, with priorities for action made clear. They can tackle strategic, thematic or operational issues. Recommendations concerned with on-going activities should be presented separately from those relating to follow-up once the National Programme is terminated. Each recommendation should each be introduced by the rationale for it; alternatively, it should be referenced to the paragraphs in the report to which it is linked.

Each recommendation should be clearly addressed to the appropriate party(ies), i.e. the Government and the Participating UN Organizations at different levels (headquarter, regional, and national). Responsibilities and the time frame for their implementation should be stated, to the extent possible. Although it is not possible to identify a 'correct' number of recommendations in an evaluation report, the evaluation team should consider that each recommendation must receive a response.

7. Lessons Learned

The evaluation will identify lessons and good practices on substantive, methodological or procedural issues, which could be relevant to the design, implementation and evaluation of similar projects or programmes, especially future UN-REDD activities and programmes in Nigeria. Such lessons/practices must have been innovative, demonstrated success, had an impact, and be replicable.

Annexes to the evaluation report

I. Evaluation Terms of Reference

II. Brief profile of evaluation team members

III. List of documents reviewed

IV. List of institutions and stakeholders met during the evaluation process

V.   The team will decide whether to report the full name and/or the function of the people who were interviewed in this list.

VI.   List of programme outputs

VII. This includes training events, meetings, reports/publications, initiatives supported through the programme. It should be prepared by the programme staff, in a format decided by the evaluation team, when details cannot be provided in the main text because too cumbersome.

VIII. Evaluation tools

The form is to be completed by all consultants and included as an annex in the final report.

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date)

Signature: _____

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[19] Code of Conduct for Evaluation in the UN System: www.unevaluation.org/unegcodeofconduct

The following list of documents should be consulted by the evaluators at the outset of the evaluation and before finalizing the evaluation design and the inception report:

- UN-REDD   Programme   Strategy:
  http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4598&Itemid=53
    - Nigeria REDD+ Readiness Programme Document
    - Nigeria's R-PP
    - Final Report of the Strategic Review of the UN-REDD Programme-Nigeria REDD+ Readiness Programme
    - Annual and quarterly work plans
    - Minutes of the meetings of the Technical Committee meeting and Programme Steering Committee (PSC)
    - National REDD+ Framework Strategy of Nigeria
    - CRS REDD+ Strategy
    - CBR+ Documents
    - Issues and options report for REDD+ Strategy Development and Implementation
    - Technical Paper on the Adequacy of Policy, Legal and Regulatory Instruments for REDD+ Implementation in Nigeria
    - Technical Paper for NRM Issues and Options for REDD+ Strategy Development and Implementation
    - Assessment of previous, ongoing and planned forest management activities with potential for REDD+
    - Assessment of Financing, Incentives and Benefit Sharing Options and Considerations for REDD+
    - Engaging Private Sector in REDD+ implementation in Nigeria
    - Assessment of Institutional Capacities and Capacity Building Needs for REDD+ in Nigeria
    - Stakeholder Assessment and Engagement Plan
    - Communication strategy for REDD+ in Nigeria
    - Guiding technical document on Nigeria's Forest Reference Levels
    - Preliminary study of drivers of deforestation in Nigeria
    - Economic Valuation of forests and ecosystem services
    - Detailed study of drivers of deforestation and degradation
    - Legal preparedness for REDD+ in Nigeria
    - Workshop and training reports

The following list of key stakeholders and other individuals could be consulted:

Name	Title / Organisation	Contact information
Nigerian Government		
Mr. Andrew David Adejo	Director of Forestry	davidadejoandrew@yahoo.com
Dr. Peter Tarfa	Director, Climate Change, Federal Ministry of Environment	petertarfa@hotmail.com
Dr. Alice Ekwu	Hon. Commissioner, CRS Ministry of Climate Change and Forestry	ekwualice@yahoo.com
Dr. Moses Ama	National Coordinator Nigeria REDD+ Programme	Mema20ng@yahoo.com
Patrick Coco Bassey	Director, CRS Ministry of Climate Change and Forestry; CRS REDD+ Coordinator	patrick.basseycoco@yahoo.com
Timothy O Akwaji	Permanent Secretary Ministry of Climate Change and Forestry	ogbangakwaji@yahoo.com
Tony Atah	Stakeholder engagement and safeguard specialist	tonyatah@gmail.com
Oru Bette	Chairman, CRS Forestry Commission	
Ekpenyong Ita	Director of Forestry	
Bridget Nkor	Head, MRV Unit	
Nathaniel Nkor	Deputy Director, Agric	
Okon Isoni	Director, Environment	
Edu Effiom	CRS Forestry Commission; focal person safeguards	
Participating UN Organizations		
Elsie G. Attafuah	Senior Regional Technical Advisor, UNDP Nairobi	Elsie.attafuah@undp.org

Muyiwa Odele	Head of the Sustainable Development Unit, UNDP Country Office, Abuja, Nigeria	Muyiwa.odele@undp.org
Wahida Shah	Technical Specialist, UNDP	Wahida.shah@undp.org
Udumma Nwokike	Programme Associate	udumma.nwokike@undp.org
Favour Olubamise	National Coordinator GEF-SGP (supports CBR+ implementation)	Favour.ronke@undp.org
Musonda Mumba	Head of Terrestrial Ecosystem Unit, UN Environment	Musonda.mumba@un.org
Charlotte Hicks	Programme Officer, Climate Change and Biodiversity UNEP World Conservation Monitoring Centre	charlotte.hicks@unep-wcmc.org
Steven Swan	UN-REDD Safeguards coordinator	Steven.SWAN@un-redd.org
John Fonweban	Regional Technical Advisor	John.Fonweban@fao.org
Minoarivelo Randrianarison	Regional Technical Advisor	Minoarivelo.Randrianarison@fao.org
Mihaela Secrieru	Programme Management Officer	Mihaela.Secrieru@un-redd.org
Donor/Bilateral Organizations		
Ruth Akagu	Bird Life CEPF Programme	
Non-Governmental Organizations/Private Sector		
Odigha Odigha	NGO Coalition for Environment (NGOCE)	
Michael Olory	Ekuri Initiative	
Emmanuel Owan	Nigeria Conservation Foundation	
Priscilla Achakpa	Women's Empowerment Programme	
Martins Egot	Development Concern	
Peter Bette	Biakwan Light	

Lawrencia Ofre	AGE	
Umoh Ukoho	PPA	
Stephen Tawo	CAMM	
Godwin Ugah	GPII	
Linus Mbu	MCS	
Climate Umina	ECS	
Sunday Ova	ARA-DIN	
Research Institutes		
Prof. Francis Bisong	University of Calabar	
Prof. Augustine Ogogo	University of Calabar	
Dr. Elizabeth Andrew Essien	University of Calabar	
Dr. Felix Aya	University of Calabar	
Dr. Joy Atu	University of Calabar	
Communities		
Chief Damian Ariah		
McStephen Kembre		
Okon Asuquo		
Rev. Tony Essien		
Ch. Dr. Ekeng		
Ch. Abel Egbe		
Ch. Barry Inyang		
His Royal Highness Aita-Obhot Nelson E.A. Etan		

Criteria		Comments
Agency Coordination and implementation: Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)		
Overall Quality of Project Implementation	(rate 6 pt. scale)	
Agency coordination	(rate 6 pt. scale)	
Project Supervision	(rate 6 pt. scale)	
Outcomes: Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)		
Overall Quality of Project Outcomes	(rate 6 pt. scale)	
Relevance: relevant (R) or not relevant (NR)	(rate 2pt. scale)	
Effectiveness	(rate 6 pt. scale)	
Efficiency	(rate 6 pt. scale)	
Sustainability: Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U).		
Overall likelihood of risks to Sustainability:	(rate 4pt. scale)	
Financial resources	(rate 4pt. scale)	
Socio-economic	(rate 4pt. scale)	
Institutional framework and governance	(rate 4pt. scale)	
Environmental	(rate 4pt. scale)	
Impact: Significant (S), Minimal (M), Negligible (N)		
Environmental Status Improvement	(rate 3 pt. scale)	
Environmental Stress Reduction	(rate 3 pt. scale)	

Progress towards stress/status change	(rate 3 pt. scale)	
Overall Programme Results	(rate 6 pt. scale)	

Ratings for Outcomes, Effectiveness, Efficiency, project implementation:	Sustainability ratings:	Relevance ratings
6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML):moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not relevant (NR) **Impact Ratings:** 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
Additional ratings where relevant: Not Applicable (N/A) ; Unable to Assess (U/A)		

Warsaw Framework for REDD+ and Associated UNFCCC Decisions

RAPID ASSESMENT of The Republic of Nigeria

UN-REDD Programme

October 2018

Warsaw Framework for REDD+ and Associated UNFCCC Decisions

Progress against Warsaw Framework

This section aims to gauge how the National Programme has helped the country progress against the framework of the convention (pillars), namely: 1) a National REDD+ Strategy or Action Plan; 2) a Forest Reference Emission Level/ Forest Reference Level; 3) a National Forest Monitoring System and 4) Safeguards and Safeguards Information Systems. For each pillar, please provide a narrative for each year summarizing progress made in that year. This

information is aimed at generating lessons and a better understanding of how efforts against each of the pillars evolve and are sequenced.

National REDD+ Strategy or Action Plans	
Brief assessment of the extent to which the National Programme is supporting the country in developing a National REDD+ Strategy or Action Plan. (150 words)	Does the country have a National REDD+ Strategy or Action Plans: ☒ Yes ☐ Partially ☐ No
Nigeria developed a National Framework Strategy for REDD+, and a CRS REDD+ Strategy, both anchored on widespread stakeholder consultations, communication and knowledge management. The national REDD+ framework strategy provides guidance to states interested in REDD+, outlining the steps and considerations they will need to take into account to address the drivers while linking efforts to meeting national development objectives. Meanwhile, the CRS REDD+ Strategy will support REDD+ activities in CRS. Its **vision** is "to achieve a climate-resilient economy and improved livelihoods of the people of CRS through sustainable management of forests and reduced emissions from deforestation and forest degradation". Its **Mission** is "to promote good forest governance. The strategic focus is to address the proximate drivers of deforestation and forest degradation in CRS, which are specific to the threats emanating from agriculture, forestry, energy, infrastructure development and mining. The strategy identified specific short, medium, and long term **Goals**.	If Yes: Date of Completion: Click here to enter a date. Please select the following that apply: 1. ☒Drivers of Deforestation and Forest Degradation Established[20]; 2. ☒National Focal Point or National REDD+ Entity Appointed; 3. ☒Regular Stakeholder Meeting/Workshops held; 4. ☒Free, Prior and Informed Consent (FPIC) advanced; 5. ☒Strategic REDD+ options, policies and measures, and/or REDD+ activities have been identified; 6. ☒Institutional arrangements to plan and implement REDD+ activities have been established. 7. ☒Other: Potential multiple benefits assessed
Forest Reference Emission Levels/ Forest Reference Level (FREL/FRL)	
Brief assessment of the extent to which the National Programme is supporting the country in developing a forest reference emission level and forest reference level. (150 words) The development of FREL/FRL in Nigeria followed a stepwise approach with the intention that FREL/FRL will be further developed and refined over time to allow the country to incorporate better data, improved methodologies, and additional pools. In addition, the UNFCCC states that subnational FRELs/FRLs may be developed as an interim measure. As such, Nigeria developed its building blocks for FREL/FRL using the same building blocks or pillars like MRV with focus on CRS,, the only difference being that historical data was used for FREL/FRL while MRV used future data collected.	Does the country have Forest Reference Emission Levels / Forest Reference Levels: ☐ Yes ☒ Partially ☐ No If Yes: Date of Completion: Click here to enter a date. Please select the following that apply: 1. ☒A national forest definition for REDD+ has been adopted; 2. ☒Scope of the activities of the FREL/FRL have been defined; 3. ☒The scale of the FREL/FRL (national/subnational) has been defined; 4. ☒FREL/FRL data has been compiled (emission factors and historical activity data); 5. ☒A methodology for identifying FREL/FRL has been identified; 6. ☒A timeline for submission to the UNFCCC has been established;

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[20] The drivers of deforestation and forest degradation have been defined through national processes/analysis and consensus has been established through a multi-stakeholder approach.

	7. ☐Other: Click here to enter text.
National Forest Monitoring Systems (NFMS)	
Brief assessment of the extent to which the National Programme is supporting the country in developing a National Forest Monitoring System. (150 words) Nigeria's monitoring system intends to apply a stepwise approach, both spatially and temporally to enable a full, nationwide MRV system as well as a safeguard information system in Phase III, while also being useful in intermediate stages. First, it enables the assessment of the results from REDD+ activities, as required for phase II, and allows Phase III reporting. Both systems are complementary in time and in space. The work already accomplished towards forest monitoring includes, among others, capacity building, system development, technical studies reports and stakeholder engagement and activation. The Activity Data as interpreted, validated and disseminated in the state, will allow field validation for the national level, while the state-level Forest Inventory will provide data to the national REDD+ database. The GHG inventory component of the MRV system has determined forest carbon stock change in CRS and will allow the verification of the national GHG inventory.	Does the country have a National Forest Monitoring System: ☒ Yes ☐ Partially ☐ No If Yes: Date of Completion: Click here to enter a date. Please select the following that apply: 1. ☒A Land Monitoring System in place to assess activity data; 2. ☒Ground-based information to determine Emission Factors is available (e.g. national forest Inventory, permanent sample plots, etc); 3. ☒National GHG Inventory in place[21], in particular for LULUCF sector; 4. ☒Information produced by the NFMS is transparent and made available to stakeholders. 5. ☒The NFMS is supported by institutional arrangements at national level. 6. ☐Other: Click here to enter text.
Safeguards Information System (SIS)	
Brief assessment of the extent to which the National Programme is supporting the country in developing a Safeguards Information System. (150 words) Nigeria adopted a country approach to REDD+ safeguards. A Participatory Governance Assessment for REDD+ and natural resource management in Nigeria conducted through a pilot in Cross River State's three REDD+ pilot sites provided a major baseline for the safeguards work. A National Safeguards Working Group (NSWG) was constituted in late 2013. Between 2015 and 2016, the NSWG led consultations and technical work for the preparation of the key components of Nigeria's country approach to safeguards, following UNFCCC Decisions. The programme developed principles and criteria that interpreted the Cancun safeguards in accordance with CRS's specific circumstances, which were applied to refine the strategic objectives of the CRS REDD+ Strategy during REDD+ implementation through PLRs reforms. Regarding REDD+ safeguard information system, given that most of the start-up REDD+ activities took place in CRS, the state level work on safeguards will therefore provide data to develop a federal REDD+ safeguards information system (SIS). The Safeguard team have concluded a final draft design framework and roadmap for the development of the Nigeria's REDD+ Safeguard Information System.	Does the country have a Safeguards Information System (SIS): ☐ Yes ☒ Partially ☐ No If Yes: Date of Completion: Click here to enter a date. Please select the following that apply: 1. ☐ The SIS takes national circumstances into account; 2. ☐ The SIS provides transparent and consistent information that is accessible to all relevant stakeholders and updated on a regular basis; 3. ☐The SIS is flexible enough to allow for improvements over time; 4. ☐ The SIS is country driven; 5. ☐ The SIS is implemented at national level; 6. ☐ The SIS builds upon existing systems, as appropriate. 7. ☐ Other: Click here to enter text.

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[21] The National Greenhouse Gas (GHG) inventory is in place and includes estimates of anthropogenic forest-related greenhouse gas emissions by sources and removals by sinks, forest carbon stocks and forest area changes.

1. National REDD+ Strategy / Action Plans

Supported by (tick as many as applicable) : ☐ National Programme; ☐ Targeted Support; ☐ Other Source (Specify); ☐ Not Applicable

Please provide a brief description of the progress being made, if possible separating overall progress from the progress being made with support of the National Programme (100 words): [input text]

	Indicator	Baseline (Start of NP)	Current Status (End of NP)	Description Notes/Reference
Process	1. Does the country have a National Strategy or Action Plan to achieve REDD+?	Not yet initiated	Adopted	
Robustness	1.1 The drivers of deforestation and forest degradation and barriers to REDD and REDD+ activities (if relevant) have been established?	Drivers no established yet	Direct drivers established and main direct drivers quantified (GHG) or weighted against one another with a consensus, and information made available.	
	1.2 The underlying drivers (and agents of DD and barriers if relevant) have been analysed in depth for each direct driver?	To some extent	Yes, comprehensive and detailed studies of underlying driver (ie. economic, social, governance, political,	

		fiscal, and technological) for each direct driver	
1.3 Has the process of establishing drivers and prioritizing them benefited from inputs from civil society and indigenous peoples groups?	Not needed; mostly desk work, led by the Ministry/Agency in charge of the forest sector	FullyL the "drivers" package received substantive contributions from civil society, including by integrating research led by civil-society organizations.	
1.4 Has the process of establishing and sequencing drivers benefited from inputs from other sectors (i.e. private sector engagement)?	No, desk work only driven by one Ministry	Fully: the "drivers" package received substantive contributions from other ministries, including by integrating other ministry-led research.	
1.5 Is the National REDD+ strategy country driven?	Choose an item.	To a large exent: the NS/AP is part of the policy dialogue ad making process in Government	
1.6 Inclusion of land-use planning, land-tenure policy and/or territorial rights issues in the definition of the PAMs have been taken into account?	Choose an item.	Choose an item.	
1.7 A country approach to safeguards, including Safeguard Information System design, has been developed and is being implemented as an integral part of the overall NS/AP process?	Choose an item.	Choose an item.	

		Choose an item.	Choose an item.	
	1.8 Forest governance issues have been taken into account (or are part of the NS).	Choose an item.	Choose an item.	
	1.9 The NS/AP is informed by identified social and environmental benefits and risks of planned REDD+ PAM?	Choose an item.	Choose an item.	
	1.10 Gender considerations have been taken into account?	Choose an item.	Choose an item.	
	1.11 A National Focal Point or National REDD+ entity has been appointed?	Choose an item.	Choose an item.	
	1.12 Regular multi-stakeholder meetings/workshops held?	Choose an item.	Choose an item.	
	1.13 Free, Prior and Informed Consent (FPIC) advanced?	Choose an item.	Choose an item.	
	1.14 Strategic REDD+ options and/or REDD+ activities have been identified?	Choose an item.	Choose an item.	
	1.15 Policies and measures (PAMs) have been clearly identified, and address the priority direct & related underlying drivers?	Choose an item.	Choose an item.	
	1.16 Stakeholder involvement in identifying REDD+ options, policies and measures?	Choose an item.	Choose an item.	
	1.17 Institutional arrangements to plan and implement REDD+ activities established?	Choose an item.	Choose an item.	
	1.18 REDD+ investment options and resource-mobilization strategies developed?	Choose an item.	Choose an item.	
	1.19 A robust and transparent financial mechanism for REDD+ implementation (including RBPs) is in place?	Choose an item.	Choose an item.	
	1.20 The complementary roles of the various levels of government (National, Subnational, Local) and related PAMs have been defined, regardless of decision on scale?	Choose an item.	Choose an item.	
	1.21 A robust Monitoring and Evaluation (M&E) of REDD+ implementation is functional	Choose an item.	Choose an item.	

2. Forest Reference Emission Levels (FREL) / Forest Reference Levels (FRL)

Supported by (tick as many as applicable) : ☐ National Programme; ☐ Targeted Support; ☐ Other Source (Specify); ☐ Not Applicable

Please provide a brief description of the progress being made, if possible separating overall progress from the progress being made with support of the National Programme (100 words): [input text]

	Indicator	Baseline (Start of NP)	Current Status (End of NP)	Notes
Process	**2.** Has the country established a FREL/FRL[22]?	Choose an item.	Choose an item.	
Robustness	**2.1** A national forest definition for REDD+ adopted (consistent with GHG-I)	Choose an item.	Choose an item.	
	2.2. Scope of the FREL/FRL defined (one or more of the five REDD+ activities: reducing emissions from deforestation, reducing emissions from forest degradation, conservation of forest carbon stocks, sustainable management of forest, enhancement of forest carbon stocks).	Choose an item.	Choose an item.	
	2.3 Scope of the FREL/FRL defined (one or more of IPCC's five carbon pools: aboveground biomass, belowground biomass, deadwood, litter, soil)?	Choose an item.	Choose an item.	
	2.4 The scale of the FREL/FRL defined (national/subnational)?	Choose an item.	Choose an item.	
	2.5 Time period of the FREL/FRL defined (historic reference point chosen)?	Choose an item.	Choose an item.	
	2.6 FREL/FRL data has been compiled (emission factors and historical activity data)?	Choose an item.	Choose an item.	
	2.7 A methodology for establishing FREL/FRL has been identified?	Choose an item.	Choose an item.	
	2.8 A timeline for submission to the UNFCCC has been established?	Choose an item.	Choose an item.	
	2.9 A plan has been established to update the FREL/FRL periodically?	Choose an item.	Choose an item.	

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[22] FREL/FRL elements defined or at an advanced stage (scope, scale, forest definition, methodology and data compilation).

3. National Forest Monitoring Systems (NFMS)

Supported by (tick as many as applicable) : ☐ National Programme; ☐ Targeted Support; ☐ Other Source (Specify); ☐ Not Applicable

Please provide a brief description of the progress being made, if possible separating overall progress from the progress being made with support of the National Programme (100 words): [input text]

	Indicator	Baseline (Start of NP)	Current Status (End of NP)	Notes
Process	3. Does the country have an NFMS[23]?	Choose an item.	Choose an item.	
Robustness	3.1 A Land Monitoring System in place to assess activity data?	Choose an item.	Choose an item.	
	3.2 Ground-based information to determine Emission Factors available?	Choose an item.	Choose an item.	
	3.3 National GHG Inventory in place (in particular for LULUCF sector)?	Choose an item.	Choose an item.	
	3.4 Information produced by the NFMS transparent and made available to stakeholders?	Choose an item.	Choose an item.	
	3.5 The NFMS is supported by institutional arrangements at national level?	Choose an item.	Choose an item.	

4. Safeguards and the Safeguard Information System

Supported by (tick as many as applicable) : ☐ National Programme; ☐ Targeted Support; ☐ Other Source (Specify); ☐ Not Applicable

Please provide a brief description of the progress being made, if possible separating overall progress from the progress being made with support of the National Programme (100 words): [input text]

Indicator	Baseline (Start of NP)	Current Status (End of NP)	Notes

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[23] NFMS elements at an advanced stage (satellite land monitoring system, national forest inventory, greenhouse gas inventory).

Process	4. Does the country have a Safeguard Information System that provides information on how the Cancun safeguards are being addressed *and* respected throughout implementation of REDD+ actions?	Choose an item.	Choose an item.	
Robustness	4.1 Each safeguard is clarified in accordance with national circumstances	Choose an item.	Choose an item.	
	4.2 Institutional arrangements for each identified function of the Safeguard Information System have been determined and agreed?	Choose an item.	Choose an item.	
	4.3 The Safeguard Information System provides transparent and consistent information that is accessible by all relevant stakeholders?	Choose an item.	Choose an item.	
	4.4 The Safeguard Information System is flexible enough to allow for improvements over time?	Choose an item.	Choose an item.	

Annex III: Brief Profile of Evaluation Team Members

Annex IV: List of Documents Reviewed

1.	UN-REDD Programme Strategy: http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=4598&Itemid=53
2.	Nigeria REDD+ Readiness Programme Document
3.	Nigeria's R-PP
4.	Final Report of the Strategic Review of the UN-REDD Programme-Nigeria REDD+ Readiness Programme
5.	Annual and quarterly work plans (Not provided) only the Final report provided (2018)
6.	Minutes of the meetings of the Technical Committee meeting and Programme Steering Committee (PSC) (Not provided)
7.	National REDD+ Framework Strategy of Nigeria
8.	CRS REDD+ Strategy
9.	CBR+ Documents
10.	Issues and options report for REDD+ Strategy Development and Implementation
11.	Technical Paper on the Adequacy of Policy, Legal and Regulatory Instruments for REDD+ Implementation in Nigeria
12.	Technical Paper for NRM Issues and Options for REDD+ Strategy Development and Implementation
13.	Assessment of previous, ongoing and planned forest management activities with potential for REDD+
14.	Assessment of Financing, Incentives and Benefit Sharing Options and Considerations for REDD+
15.	Engaging Private Sector in REDD+ implementation in Nigeria
16.	Assessment of Institutional Capacities and Capacity Building Needs for REDD+ in Nigeria
17.	Stakeholder Assessment and Engagement Plan
18.	Communication strategy for REDD+ in Nigeria

19.	Guiding technical document on Nigeria's Forest Reference Levels	
20.	Preliminary study of drivers of deforestation in Nigeria	
21.	Economic Valuation of forests and ecosystem services	
22.	Detailed study of drivers of deforestation and degradation	
23.	Legal preparedness for REDD+ in Nigeria	
24.	Workshop and training reports	

Annex V: List of Institutions and Stakeholders Met During Evaluation Process

Name	Title / Organisation	Contact information
Nigerian Government		
Mr. Andrew David Adejo	Director of Forestry	davidadejoandrew@yahoo.com
Dr. Peter Tarfa	Director, Climate Change, Federal Ministry of Environment	petertarfa@hotmail.com
Dr. Alice Ekwu	Hon. Commissioner, CRS Ministry of Climate Change and Forestry	ekwualice@yahoo.com
Dr. Moses Ama	National Coordinator Nigeria REDD+ Programme	Mema20ng@yahoo.com
Patrick Coco Bassey	Director, CRS Ministry of Climate Change and Forestry; CRS REDD+ Coordinator	patrick.basseycoco@yahoo.com
Timothy O Akwaji	Permanent Secretary Ministry of Climate Change and Forestry	ogbangakwaji@yahoo.com
Tony Atah	Stakeholder engagement and safeguard specialist	tonyatah@gmail.com
Oru Bette	Chairman, CRS Forestry Commission	
Ekpenyong Ita	Director of Forestry	
Bridget Nkor	Head, MRV Unit	

Nathaniel Nkor	Deputy Director, Agric	
Okon Isoni	Director, Environment	
Edu Effiom	CRS Forestry Commission; focal person safeguards	
Participating UN Organizations		
Elsie G. Attafuah	Senior Regional Technical Advisor, UNDP Nairobi	Elsie.attafuah@undp.org
Muyiwa Odele	Head of the Sustainable Development Unit, UNDP Country Office, Abuja, Nigeria	Muyiwa.odele@undp.org
Wahida Shah	Technical Specialist, UNDP	Wahida.shah@undp.org
Udumma Nwokike	Programme Associate	udumma.nwokike@undp.org
Favour Olubamise	National Coordinator GEF-SGP (supports CBR+ implementation)	Favour.ronke@undp.org
Musonda Mumba	Head of Terrestrial Ecosystem Unit, UN Environment	Musonda.mumba@un.org
Charlotte Hicks	Programme Officer, Climate Change and Biodiversity UNEP World Conservation Monitoring Centre	charlotte.hicks@unep-wcmc.org
Steven Swan	UN-REDD Safeguards coordinator	Steven.SWAN@un-redd.org
John Fonweban	Regional Technical Advisor	John.Fonweban@fao.org
Minoarivelo Randrianarison	Regional Technical Advisor	Minoarivelo.Randrianarison@fao.org
Mihaela Secrieru	Programme Management Officer	Mihaela.Secrieru@un-redd.org
Donor/Bilateral Organizations		
Ruth Akagu	Bird Life CEPF Programme	
Non-Governmental Organizations/Private Sector		

Odigha Odigha	NGO Coalition for Environment (NGOCE)	
Michael Olory	Ekuri Initiative	
Emmanuel Owan	Nigeria Conservation Foundation	
Priscilla Achakpa	Women's Empowerment Programme	
Martins Egot	Development Concern	
Peter Bette	Biakwan Light	
Lawrencia Ofre	AGE	
Umoh Ukoho	PPA	
Stephen Tawo	CAMM	
Godwin Ugah	GPII	
Linus Mbu	MCS	
Climate Umina	ECS	
Sunday Ova	ARA-DIN	
Research Institutes		
Prof. Francis Bisong	University of Calabar	
Prof. Augustine Ogogo	University of Calabar	
Dr. Elizabeth Andrew Essien	University of Calabar	
Dr. Felix Aya	University of Calabar	
Dr. Joy Atu	University of Calabar	
Communities		
Chief Damian Ariah		
McStephen Kembre		
Okon Asuquo		
Rev. Tony Essien		

Ch. Dr. Ekeng		
Ch. Abel Egbe		
Ch. Barry Inyang		
His Royal Highness Aita-Obhot Nelson E.A. Etan		

UNREDD Nigeria National Programme - Proposed Terminal Evaluation Plan

Date: (2018)	Activity	Responsibility
	In-briefing of consultants	UN-REDD Regional Advisors and Government
	Submission of Inception Report	Evaluation Team (consultant) Logistical support provided by the participating UN Organizations National Programme staff
	Review inception report	The three participating UN Organizations and Government
	Evaluation Inception workshop	Evaluation Team (consultant) Logistical support provided by the participating UN Organizations' National Programme staff.
	Evaluation Mission, including preparation of *preliminary findings report*	Evaluation Team (consultant) Logistical support provided by the participating UN Organizations' National Programme staff.
	Evaluation Mission. Debriefing Workshop. Presentation of *preliminary findings report*	Evaluation Team (consultant) Logistical support provided by the participating UN Organizations' National Programme staff.
	Submission of draft evaluation report	The draft evaluation report will be submitted to the UN-REDD at the latest 3 weeks after the mission has been completed.
	Review Draft Evaluation Report participating UN Organizations, Government and relevant stakeholders	The Evaluation Management Group (Evaluation departments of the three participating UN Organizations and the UN-REDD Secretariat) reviews the draft from the point of view of its evaluation quality and make comments to the Evaluation Team in that respect. If need be, the evaluation team will revise the draft report. The latter will be then circulated to other stakeholders for comment.
	Preparation Final Report and Submission	Evaluation Team (consultant)

		Logistical support provided by the participating UN Organizations National Programme staff
	Dissemination of the report	The UN country offices on the national level and the UN-REDD Programme Secretariat on the global level (e.g. PB).

Annex VII: Evaluation Tool: Evaluation Questions

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
ON PROGRAMME DESIGN		
How appropriate are the stated development goals and outcomes (immediate objectives); The evolution of outputs and outcomes since programme formulation; The causal relationship between outputs, outcomes (immediate objectives) and impact (development objectives); The extent to which drivers for change have been recognized and supported by the programme; The relevance and appropriateness of indicators; The comprehensiveness of drivers and assumptions identified by the programme.	•	• Evidence of existing national and local policies to deliver REDD outcomes and outputs • National Programme's consistency with Nigeria's REDD policy framework • Interviews
• The Adequacy of the time and efforts invested in the design process; • Realism of time-frame for implementation; • The adequacy of the methodology of implementation to achieve intended results; • The clarity and logic of the programme's results framework; • Did the programme prepare and follow a clear REDD+ readiness roadmap, with appropriate sequencing of activities and outputs? Also phase out/transitional plan to be assessed. • The quality of the stakeholders' and beneficiaries identification;		• National and local policies documents • Programme documents • Informant interviews
RELEVANCE		
How and what is the relevance of the National Programme's objectives and strategy to: • Country needs; • National development priorities as expressed in national policies and plans as well as in sector development frameworks; • The UNDAF and One Plan between the Government of Nigeria and the UN Organizations; • The UN-REDD Programme Framework Document; • Other REDD+ related programmes in the country and under the UNFCCC,	• Consistency with UN-REDD Global priorities • Consistency with MDGs • Refinements made in line with any changes in policy • Coherence with international policies • National Programme's consistency with UNREDD strategy guiding principles of: facilitating partnerships and avoiding duplication of efforts	• Policy documents • Agency reports (local and global) • Capacity needs assessments UNFCCC / SBSTA texts/ documents • International contributions

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
• 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?	• Background, coverage, problem, context analysis undertaken prior to project design • Evidence of stakeholder consultation • Understanding and engagement in UNFCCC negotiations and REDD process • Links to development of Nigeria R-PP, FCPF and Research activities	

Evidence

- ....
- ....
- ....

RESULTS AND CONTRIBUTION TO STATED OBJECTIVES		
DELIVERY OF OUTPUTS		
The extent to which the expected outputs have been produced, their quality and timeliness, and any gaps and delays incurred in output delivery and their causes and consequences. Ideally, the evaluation team should directly assess all outputs, but this is not always feasible due to time and resources constraints. Thus, the detailed analysis should be done on a representative sample of outputs that were assessed directly, while a complete list of outputs and their delivery rate and quality, prepared by the programme team, should be included as annex.		
EFFEECTIVENESS		
• Extent to which the expected outcomes (specific/immediate objectives) have been achieved. • Main factors influencing their achievement (with reference as needed to more detailed analysis under the "Factors affecting performance"). • Contributions of the various stakeholders to their achievement. • What is the status of REDD+ readiness in the country, looking at the typical REDD+ readiness components, and to which extent the programme contributed to each?	• Evidence of institutional and political buy-in • Training Programme Produced; Training of Trainers provided • Increased capacity of the to undertake REDD • Shared vision, lesson – positive and negative	• Informant interviews • Government counterparts; • Government stakeholders including all ministries participating from coordinating bodies or steering committees; • Civil Society Organizations;

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
• Have the outcomes/outputs from the National Programme been cost effective considering a full range of benefits and/or economic cost? (i.e. including non-tangible benefits)	• Timelines of activity/response • Influence towards institutional arrangements • Understanding of MRV systems at national level Integrated with national inventories • Compliance with international requirements • Cost elements of REDD identified/established • Capacity of sub-national bodies increased – district officials understand resource management and governance. • Existing analysis of National Programme cost benefit	• Indigenous Peoples Organizations; • Country , regional and headquarter personnel from the three UN-Agencies involved in the National Programme, e.g. the Programme Management Unit, Resident Coordination and Regional Technical Advisers; • Representatives from other bi-lateral or multi-lateral initiatives co-financing the NP if applicable. • Provincial and district offices
EFFICIENCY		
• Administrative costs (including costs for supervision and coordination between participating UN agencies) compared to operational costs • Any time and cost-saving measures taken by the programme • Any significant delays or cost-overruns incurred, reason why and appropriateness of any remedial measures taken • Added value and contribution of the UN-REDD agency technical teams to the process – e.g. value in comparison with the hiring of experts and consultants. • Risk management, risk mitigation measures and anticipatory planning	• Finance reports are consistent with agreed Annual Work Plans and budgets • Institutional resource sharing, collaboration on specific activities • Collaboration with other bilateral and multilateral activities • Processes are clear, logical, linkages between inputs, outputs, and intended outcomes • Decisions are based on evidence, consultation and not protracted • Funds are disbursed in a timely manner • Quality of monitoring appropriate. • Clear documentation and reporting including budgetary reporting	• Approved UN-REDD Programme Documentation • Inception Report and meeting minutes • Approved Annual Work Plans • Annual reports • Strategic Reviews • Finance and Expenditure reports • Stakeholder perceptions and views • REDD Progress fact sheets • NRTF, REDD+ Focal Point

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
CROSS-CUTTING ISSUES		

• Assessment of gender mainstreaming in the National Programme. This will cover:
  - Analysis of how gender equality and women's empowerment issues were reflected in Programme objectives, design, identification of beneficiaries and implementation;
  - Extent to which the National Programme advanced women's equal participation with men as decision-makers
  - Analysis of how gender equality is likely to be advanced by the initiative;
  - Extent to which gender issues were taken into account in Programme management.
  - Assessment of likely equitable distribution of benefits and costs between women and men stakeholders.
  Extent the results on gender equality and women's empowerment will likely continue after investment of UN-REDD ends.
• The extent and quality of programme work in capacity development of beneficiaries; including the perspectives for institutional uptake and mainstreaming of the newly acquired capacities, or diffusion beyond the beneficiaries or the programme. 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?
• Use made by the National Programme of the UN-REDD Programme's normative products, guidelines and safeguards, e.g. the UN-REDD Programme Guidelines on Free, Prior and Informed Consent (FPIC) and Guidelines on Stakeholder Engagement in REDD+ Readiness, and the extent of which they have contributed towards national safeguards
• Actual and potential contribution of the National Programme to the normative work of the three participating UN Organizations, e.g. contribution towards the "Delivering as One" initiative and lessons learned incorporated into broader organizational strategies.
	• Training provided and number of personnel and stakeholders trained, disaggregated by sex and type of training (e.g., benefit sharing, FPIC, safeguards, etc.)Percentage of 1) women and 2) women/gender-focused organizations and ministries representing seats of REDD+ taskforces/bodies, etc.
	• Percentage of stakeholders who say they will likely benefit from REDD+ activities, disaggregated by sex
	• Technical support needs identified and fulfilled for both women and men REDD+ stakeholders and personnel
	• Long-term plans for maintaining expertise on benefit sharing, gender equality, women's empowerment, FPIC and stakeholder participation
	• Quality and relevance of training provided
	• Consider the degree of capacity improvement compared to starting point – refer to the barriers assessment outlined in the PD, disaggregated by sex
	• Personnel and stakeholders understanding of principles of benefit sharing, gender equality, women's empowerment, FPIC and stakeholder participation in activity formulation and implementation
		• Programme documentation
		• Interviews
		• Training evaluation material
		• Safeguards documentation
		• Lessons learnt (if available)
		• Capacity needs assessments
		• Baseline documentation
		• RPP
		• NGOs
		• etc

SUSTAINABILITY AND UP-SCALING		
• Major factors influencing the achievement or non-achievement of sustainability of the programme; • Adequacy of the exit strategy of the programme;	• Key institutions have increased capacity to undertake REDD activities	• National, regional and local institutions • Annual progress reports

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources

• The prospects for sustaining and up-scaling the National Programme's results by the beneficiaries after the termination of the initiative. The assessment of sustainability will include, as appropriate:
 	
  - Institutional, technical, economic, social, political and environmental sustainability of proposed technologies, innovations and/or processes;
  - What are the prospects for follow-up and scaling-up REDD+ in Nigeria, providing suggestions for potential UN-REDD engagement (if pertinent)?
  - Are there any pilot interventions replicable under local conditions without project financing?
 	
How were institutional and individual capacities built through the National Programme to enable the delivery and implementation of the REDD+ outcomes?
	• MRV design concept are enduring, fit for purpose to track agents and drivers of DD
	• Use of contemporary, affordable techniques (remote sensing, GIS, NFI)
	• Data management system design capable of storing large volumes of data and report change
	• Inter-sectoral data sharing, collaboration (private, public access to relevant, timely, accurate and complete data)
	• REL/RLs are being developed in a manner consistent with country circumstances
	• Appropriate level of complexity
	• Activities beyond carbon, multiple benefits/non-carbon benefits
	• Coherence with and response to UNFCCC/ SBSTA
	• Partnerships that have been brokered and concept notes/proposals developed to support transition into strategy implementation
		• Interviews

LIKELIHOOD OF IMPACT		
• Extent to which the initiative has attained, or is expected to attain, its social and environmental objectives; this will also include the identification of actual and potential positive and negative impacts produced by the initiative, directly or indirectly, intended or unintended • Presence of the required drivers and assumptions for outcomes to lead to intermediate states and impact.	• ToC ROtI • Endurance of outputs/outcomes within national institutions • Central government willingness to maintain momentum from the Programme • Stakeholders/actors willingness to address the identified drivers and agents of deforestation for instance • A strategy for ongoing capacity building is in place • There is national ownership	Evaluators FPIC documents

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
	• High level of understanding of activities beyond carbon •	

Evidence

- …
- …
- …

…

FACTORS AFFECTING PERFORMANCE		
PROGRAMME MANAGEMENT AND COORDINATION		

• Role and effectiveness of institutional set-up;
• Quality of operations management, both within the programme and by the participating UN Organizations;
• Strategic decision-making by programme management;
• Realism of annual work-plans;
• Effectiveness of changes in management structure after the Mid-Term Review;
• Was there an adequate central leadership, either by a government agency or one of the UN partner agencies?
• Quality of programme coordination:
   - Between the three participating UN organizations;
   - Between the Government and the three participating UN organizations;
   - Within and between Government ministries;
   - Between the National Programme and other bilateral and multilateral REDD+ initiatives.
	• Management structure
	• Inter-institutional/agency collaboration
	• Monitoring
	• Annual work plans implemented and activities completed according to agreed timeframes and budgets
	• Findings of Mid-Term Review and follow up actions
	• Central government buy-in (is there a political champion within central government)
	• Central government perception of programme and UN Agencies
	• Are the implementation modalities accepted
	•
		• Annual work plans
		• Annual reports
		• Mid-Term Review
		• Interviews
		• FCPF/World Bank reports

HUMAN AND FINANCIAL RESOURCES ADMINISTRATION		
• Human Resources - The adequacy in terms of number and competencies of staff managing and supervising NP activities in partner agencies including government;		

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
- Personnel turn-over rates and the balance between continuity and new staff in the NP and with partner agencies including government; - The ability of managers to plan, coordinate and delegate work, communicate effectively, motivate and reward staff; - Factors influencing the morale and job satisfaction of staff. - Financial resources administration - Adequacy of allocation of funds towards, and expenditure rate by, each component, type of intervention and partners; - The quality, transparency and effectiveness of the systems and processes used for financial management; - Coherence and soundness of Budget Revisions in matching implementation needs and programme objectives; - Efficiency of fund administration arrangements. - Other administrative processes facilitating or inhibiting fluid execution of NP activities.		
TECHNICAL BACKSTOPPING AND SUPERVISION		
- Extent, timeliness and quality of technical backstopping from involved units in the participating UN Organizations, at all levels (headquarters, regional, sub-regional and country offices). - Timeliness, quality and quantity of inputs and support by the Government and other in-country partners. - Effectiveness of supervision and steering arrangements and processes of the overall programme but also within the different partner agencies involved. Did project supervision improve after the Mid-Term Review? Was the Steering Committee operational?	Backstopping arrangement are/were in place	- Interviews - Reports
NATIONAL STAKEHOLDER PARTICIPATION AND OWNERSHIP		
- Government commitment and support to the programme, in particular: - Financial and human resources made available for programme operations; - Uptake of outputs and outcomes through policy or investment for up-scaling.	- There is a political champion - There is central government focus and leadership for key policy issues - Agents of deforestation are involved in national process - Awareness raising activities	Interviews Demonstration project proponents Communities (opinion leaders)

CONCEPT AND RELEVANCE OF THE NP	Evaluation Indicators	Data sources
• To what extent are all sectors driving deforestation or forest degradation involved in policy processes (and not only the focal ministry or department)? • How strong was local (grass-roots level) stakeholder involvement in project design, implementation and M&E? 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? • Is there an appropriate understanding of the difference between UN-REDD and REDD+ at national and sub-national levels? Was there an appropriate balance between UN-REDD branding and ensuring national ownership of REDD+ policies and processes?	• Branding and promotion •	
MONITORING, REPORTING AND EVALUATION		
• The quality, comprehensiveness and regularity of reporting on outputs, outcomes and impact drivers and assumptions towards the Government, UN partner agencies and donors. What verification mechanisms are in place to ensure the reliability and accuracy of reporting? • The effectiveness of monitoring and internal review systems, including clear definition of roles and responsibilities for data collection, analysis and sharing and adequate resources for monitoring. • 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? • The appropriateness of performance indicators to measure progress towards the achievement of outputs, outcomes and drivers to impact; • Quality of the Mid-Term Review and extent to which recommendations have been used by the programme. • In how far have lessons learned from the programme been extracted, communicated and informed the design of a possible follow-up?	• Reporting on time, to all relevant stakeholders • Reports are shared with all relevant stakeholders • Shared responsibility for reporting	• Annual work plans • Annual reports • Strategic review • Final report • Interviews

Evidence

• ….

• …

• ….

Annex VIII: Signed Evaluation Consultant Code of Conduct[24] Agreement Form

(To be completed by all consultants and included as an annex in the final report.)

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: __Nelson Gapare_____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (**Madrid**) on (**May 2019**)

Signature: _____

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[24] Code of Conduct for Evaluation in the UN System: www.unevaluation.org/unegcodeofconduct

Annex IX: UNEG Code of Conduct for Evaluators/Midterm Review Consultants

Evaluators/Consultants:

1.   Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Consultant 1: **Nelson Gapare (Consultant)**

Name of Consultant 2:**.........**

Name of Consultancy Organization (where relevant): _____NA_____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at _____ **Madrid**_____ *(Place)*   on _16 June 2019_____   *(Date)*

Signature: _____