

Myanmar UN-REDD National Programme Mid-term Review Draft Report: November 2018

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Acronyms

AWP	Annual Work Plan
CSO	Civil Society Organization
EAO	Ethnic Army Organizations
FD	Forest Department
FPIC	Free, Prior and Informed Consent
GoM	Government of Myanmar
IP	Indigenous People
MOECAAF	Ministry of Environmental Conservation and Forestry
MONREC	Ministry of Natural Resources and Environmental Conservation
MPTF	Multi-partner Trust Fund
NDC	Nationally Determined Contribution
NEC	National Environmental Conservation Committee and Climate Change Central Committee
NFMS	National Forest Monitoring System
Programme	Myanmar UN-REDD National Programme

PD	Programme Director
PEB	Programme Executive Board
PLR	Policies, Laws and Regulations
REL	Reference Emission Level
RO	REDD+ Office
SLMS	Satellite land monitoring system
SIS	Safeguards Information System
Sol	Summary of Information on Safeguards
TF	Taskforce
ToR	Terms of Reference
TS	Targeted Support
TWG	Technical Working Group
UNFCCC	United Nations Framework Convention on Climate Change

1. Introduction

With support from the Government of Norway, the UN-REDD Programme, in partnership with the Regional Community Forestry Training Centre (RECOFTC), assisted the Government of Myanmar (GoM) and other stakeholders to develop a “REDD+ Readiness Roadmap” in the period July 2012-August 2013. The Myanmar REDD+ Readiness Roadmap has six sections:

1. Management of REDD+ Readiness Arrangements
2. Stakeholder Consultation and Participation
3. Development and Selection of REDD+ strategies
4. Implementation Framework and Safeguards
5. Development of a National Forest Reference Emission Level and/or Forest Reference Level
6. Development of a National Forest Monitoring System

The total budget calculated for implementation of these six sections is US\$ 23,320,650 (including administrative costs). This funding will be accessed through the support of numerous donors and development partners, as well as from the government budget.

Some initial support to the implementation of the Roadmap was provided through the UN-REDD Targeted Support window during 2014-15. In early 2015, Myanmar was invited to submit an Expression of Interest for a UN-REDD National Programme, and subsequently to make a presentation on this Expression of Interest to the 14th and 15th meetings of the UN-REDD Policy Board. The Policy Board provisionally approved the allocation of USD 5,554,370 to the Myanmar UN-REDD National Programme (‘The Programme’).

This decision became operational following the confirmation of availability of funds provided to the interim governance body on July 6, 2016. The signature of the National Programme Document was completed on 15th November 2016, with duration of 4 years. The first funds transfer from the MPTF-O occurred in November 2016.

Thus the 4th quarter of 2018 will represent the half-way stage of implementation of the Programme. Experiences from other countries have indicated that a mid-term review (MTR) can significantly improve progress towards results in the second half of a programme, so a MTR for the Programme is proposed for Q4, 2018.

The MTR report outline the understanding of the project being assessed and the methodology the team used to ensure the data collected is credible, reliable and useful.

The report also includes a clear overview of the midterm review approach, including:

- The purpose, objective, and scope of the review
- The MTR approach including a summary of the data collection methodologies and the criteria on which these methodologies were selected.
- A MTR evaluative matrix, specifying the main review criteria, and the indicators or benchmarks against which the criteria will be assessed.
- A mission agenda and other consulted stakeholders
- The list of documents reviewed

The MTR is not intended as an external evaluation of performance of the Programme, but as a primarily internal self-assessment exercise, conducted by Programme partners, to support effective management and implementation for the remaining period. The MTR team consists of at least 2 staff of the UN Agencies participating in the UN-REDD Programme, plus an independent international consultant serving as lead facilitator. Annexed to the present report are the lists of documents reviewed and people interviewed during the mission to Yangon and Nay Pyi Taw and during the evaluation process.

Midterm Review Team:

Leandro Fernández, Lead Independent Consultant
Singay Dorji, UNDP
Raushan Kumar, FAO
Alexis Corbin, UN Environment

2. Purpose, Scope and Objectives

2.4 Methodology

The MTR was design as systematic and objective assessment of an ongoing program or policy, its design, implementation, and results. The methodology has the aims to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact, and sustainability. The MTR provides credible and useful information that enables the incorporation of lessons learned and recommendations into the decision-making process.

The approach to this evaluation was adaptive and contingent on the Evaluation Team's evolving understanding of the national context and the logic of the programme. The team seeks to clarify the linkages between assumptions and results, the causal relationships between the programme and non-programme factors on the achievement of outcomes. The MTR team used a mix of quantitative and qualitative data for the assessment of results. Qualitative data can be collected through focus group discussions, interviews or observation among other techniques. The MTR employed participatory methods that give voice to the local stakeholders. The evaluation consulted forest user groups, program staff, relevant government office staff, and other regional and national authorities, and national REDD+ coordination units, and other relevant stakeholders.

The MTR Team's approach to this assignment was evidence-based, utilization-focused and participatory. Evidence-based: Multiple streams of evidence were collected at every step of the evaluation process. Though findings integrate the views and perspectives of key stakeholders, they likewise are fact-based and informed by triangulated sources of evidence. Utilization-focused: The MTR will primarily focus on the extent to which the Programme is meeting its intended objectives and results, and in this process, how the initiative is helping to create the

conditions that helps to support changes towards REDD+ capacity building. Participatory: The programme staff and national stakeholders were consulting for their views on the relative performance of the programme and were given opportunities to comment the draft report prior to final report finalization, in order to provide comments and additional information for analysis. To strengthen the validity of the review findings and conclusions, the MTR Team relayed on a mix of data sources and data collection strategies. Following is a summary of the most important steps in the approach that used to the review of the Myanmar UN-REDD National Programme.

Desk Study and Literature Review: The MTR team reviewed the key documents identified and relevant sources of information extracted for use in report writing and as references used to validate during key stakeholder interviews. These included general background documentation and websites; strategy documents; relevant reports; Programme management notes; design documents, work plans, and budgets; as well as monitoring and evaluation reports; outputs documents and plans. The documents analysis was guide by the key questions highlighted in the evaluation matrix. Also, a complementary literature reviews was conducted to provide additional insights on key questions. The main focus of the document review was to understand how the Myanmar UN-REDD National programme was implemented and its track record on key forests and climate change issues was also surveyed.

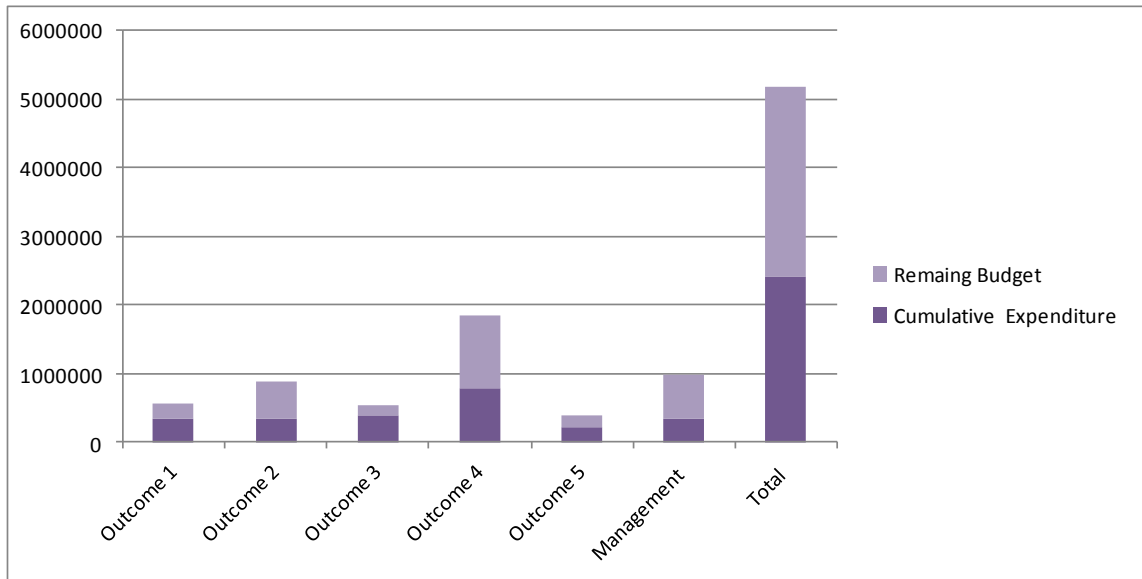
Semi-Structured Interviews of Key Stakeholders: The MTR team conducted a series of semi-structured interviews and focus group sessions. The informants include government stakeholders; members of civil society organizations and indigenous people's organizations; country and regional staff members from the three associate UN Agencies; and Programme management staff; as well as representatives from other bi-lateral or multi-lateral related initiatives.

Field Mission: Information collected at the country level in a five days field mission served as the central source for providing the key entry point from which to assess the operational performance of the Programme.

3. Financial Information

This section shows update information on programme financial performance. The figures below shows information on the cumulative financial progress of the programme implementation at the end of the reporting period by outcomes and outputs, including all cumulative yearly disbursements and the cumulative expenditure over funds transferred to date. In total, the budget expenditure reaches 46% of the available budget and it is found close to the expected midterm expenditure. However, the expenditure has a significant variation throughout different outcomes and outputs. The outcomes 1, 3 and 5 are up the average, while the outcomes 2 and 4 are below the average (39% and 42% respectively). The item management is considerably below the average (36%).

Figure 1 Cumulative Expenditure compared with available budget per outcome



Regarding the outputs the expenditure was variable (figure 2) with lowest registries in the outputs 4.2 and 5.2 (8% and 23%, respectively). Outputs 4.1; 3.1; 2.1 have disbursement performance slightly below the average and other outputs have very good expenditure performance. In the figure 3 and 4 it is shows the expenditure annual progressions by output.

Figure 2 Cumulative Expenditure compared with available budget per output

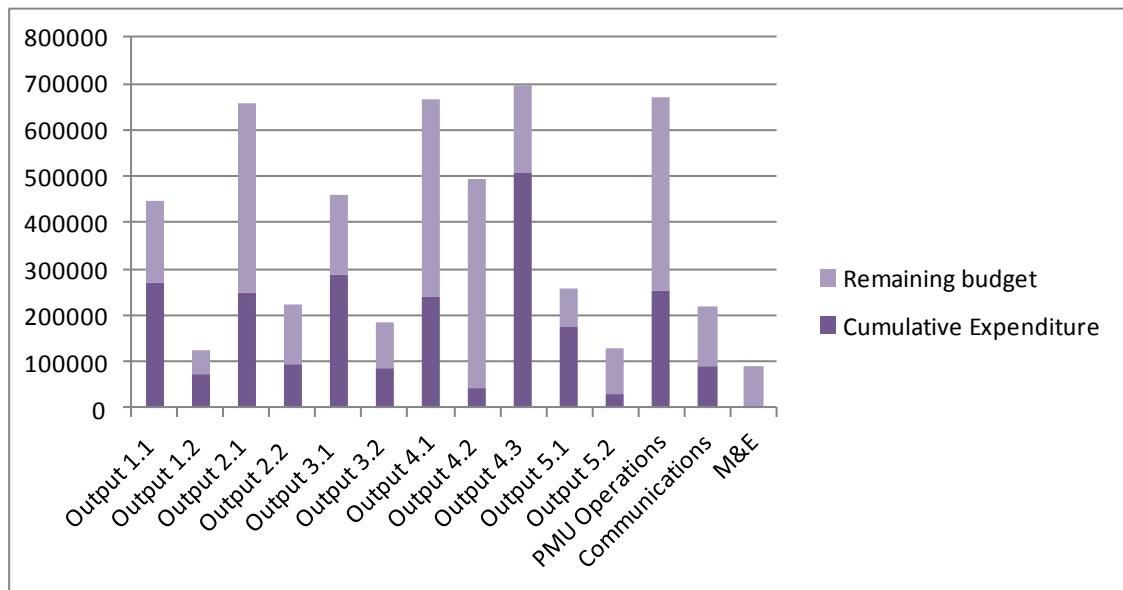


Figure 3 Annual expenditure progressions per output (1)

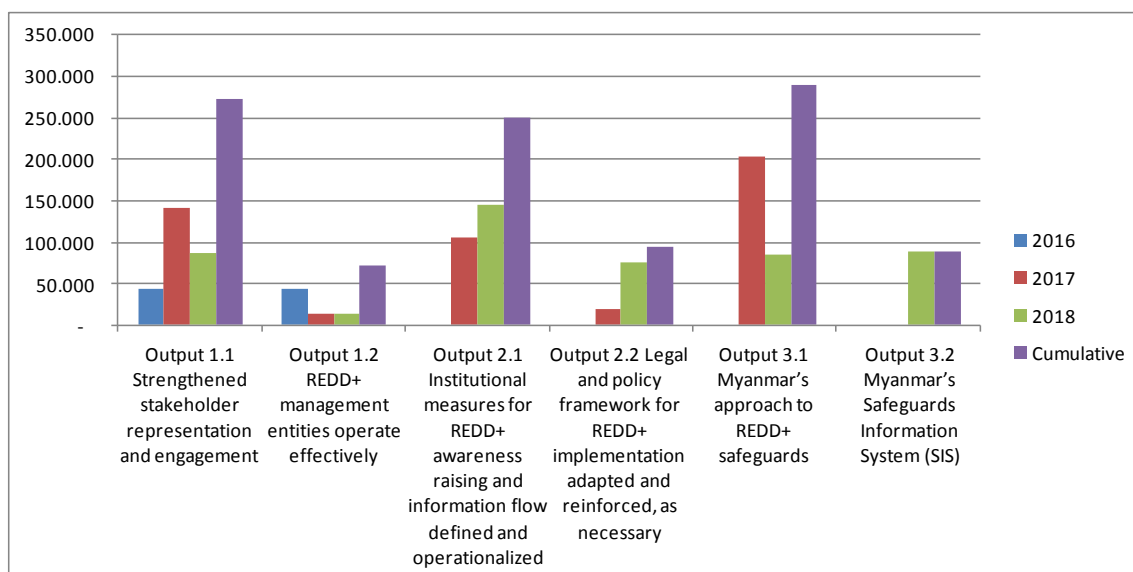
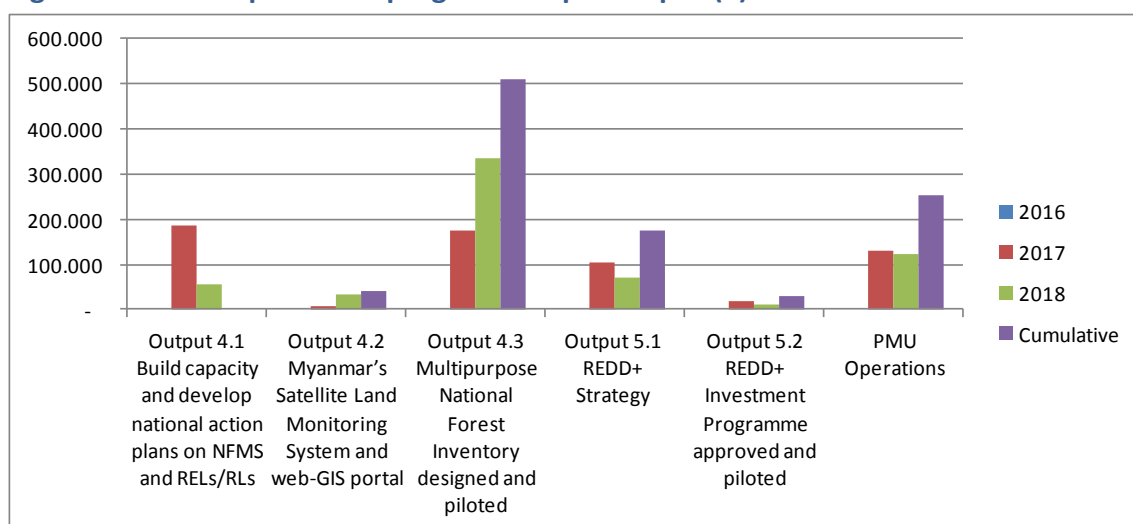


Figure 4 annual expenditure progressions per output (2)



4. Assessment of programme implementation progress

The MTR finds that results are being achieved across the entire spectrum of the Programme, with relatively high degrees of achievement at the output level. Notable achievements have been made in the areas of forest monitoring and MRV, Emissions Reference Level, stakeholder engagement, and the development of national REDD+ governance system.

The MTR assess the progress towards indicators and targets specified in the programme results framework, by the first two years of implementation and found out that the overall programme implementation progress is very satisfactory, considering that in most of the outputs the target expected for the 24 months period were achieved. The only output that does not achieve the target is 5.2, while output 3.2 shows slight delays but is still on track to deliver the activities expected at end of 2018.

However, it is estimated that the most reasonable explanation for the non-achievement of these targets seems to be that the original plan proposed was very ambitious for these two results and/or that they depend on preliminary assessment that themselves got delayed.

For output 3.2, SIS design requires a certain amount of progress on safeguards approach first. Some delays happened during the recruitment for the sub-national consultations on the

National REDD+ Strategy (with knock on effects for benefits & risks assessment) and more recently during the recruitment for the assessment of information systems and sources. It is worth noting that the implementing agencies have speed up the activities in response to a request by the NP, despite stakeholder feedback that they prefer to go more slowly.

In terms of outcomes, progress has been verified on a number of areas. Raising awareness on the need for stakeholder engagement, the Programme has been playing an important role in the country helping Indigenous Peoples and civil society organizations to have a stronger voice in national policy. The programme has also helped to expand the paradigm of development to include forest ecosystem services and products, the need for inter-sectoral policy planning and coordination and the paradigm of green and sustainable growth.

The progress in the five outcomes led by the UN agencies (UNDP, FAO, and UN Environment) was assessed compared to the original timeframe considering the four years. The implementation progress in the five outcomes is progressing well, with 1, 2 and 4 being implemented within the planned timeframe, while the outcome 5 is being behind schedule by time of the MTR. Outcome 3 shows a relatively small and manageable 6-weeks delays (as per the reasons detailed above) in the information system assessment. The MTR team is confident that this will not impact the overall deliverables of the NP.

In general, the implementation of the PN is on track and it is very likely that it will deliver the program outcomes in a timely manner in the next two years. It is notable that the real progress of REDD+ Readiness in Myanmar was, so far, more advanced than the indicators in the results framework are showing. The indicators are not accurate enough to capture the full value of real progress towards the objective of the Program. Bearing in mind that three of the four elements of the Warsaw Framework for REDD + are very well developed and the last one is on track to be established in the coming years, it is very likely that Myanmar will graduate from the readiness phase by the end of 2020. This will put the new emphasis on the development of proposals for REDD+ piloting activities and create the enabling conditions to seek and get funding for phase II and III. In this sense, it is expected that the PROGRAMME will have to develop a strategy for partnership with other partners and donors.

Table 1 shows a detailed record of the evaluation and the extent to which this progress has been achieved. All the output and outcomes have been classified with the follow performance grading scale.

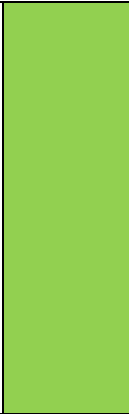

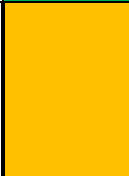
Performance Grading Scale	
Highly satisfactory – Significant progress	
Satisfactory – Progressing well, further development required	
Moderately Unsatisfactory – Further development required	
Unsatisfactory – Not yet started	

Table 1						
Results	Indicator	Baseline	Target	MoV	Actual and comments	Status

<p>Outcome 1: Relevant stakeholders have the capacities to support the implementation of REDD+</p>	<p>The overall level of satisfaction in the REDD+ readiness process</p>	<p>56% of stakeholders rate their satisfaction as either “not at all satisfied” or “somewhat satisfied”</p>	<p>After 2 years, the total rating “not at all satisfied” or “somewhat satisfied” falls to below 35%</p>	<p>Annual stakeholder surveys</p>	<p>The percentage of those surveyed who characterized the stakeholder representation and engagement systems as "satisfactory" was 69%. 27% characterized them as "good". Nevertheless, there are areas for improvement.</p>	
<p>Output 1.1 Strengthened stakeholder representation and engagement</p>	<p>Level of stakeholder satisfaction with systems</p>	<p>Zero (formal systems don't exist)</p>	<p>After two years, the level of engagement in REDD+ readiness has increased compared with 1-year results</p>	<p>Annual stakeholder surveys</p>	<p>The engagement systems are satisfactory for this stage, but some concerns from CSO and IPs organizations should be address. Concerns were raised regarding the PROGRAMME is not able to attract much and consistent participation in its workshops, capacity building and awareness and education initiatives, particularly due to lesser per diem, no sufficient transportation cost and non-payment of honorarium for resource persons compared to other bilateral donors. Some stakeholders groups are underrepresented. (e.i. woman's, the private sector, forest-dependent communities). The Myanmar NGO sector is young and still evolving from its initials and consequently, it is not surprising that capacity building in organizations and staff is urgently needed. It is necessary to continue the capacity building assessments to check advances and gaps.</p>	
<p>Output 1.2 REDD+ management entities operate effectively</p>	<p>Level of participant satisfaction with all entities</p>	<p>Zero for TF and RO (don't exist); TWGs will be assessed</p>	<p>The level of satisfaction for all entities is at least 67%</p>	<p>Annual stakeholder surveys</p>	<p>REDD+ management entities are in place and operate effectively. There are some areas for improvement considering the new challenges that face the TF and TWGs for next two years.</p>	
<p>Outcome 2: National institutions have the capacity to implement effective and participatory governance arrangements for REDD+</p>	<p>Level of stakeholder satisfaction with improvements in participatory governance arrangements for REDD+</p>	<p>N/A (since the target measures changes in perception, i.e., that capacity has improved, the percentage that felt there was existing capacity does not matter. At the beginning of the programme, the percentage that felt improvement had been made must</p>	<p>By the end of year 2, at least 60% of stakeholders consider that national institutions have improved capacity to implement participatory governance arrangements for REDD+</p>	<p>Annual stakeholder surveys</p>	<p>The percentage of those surveyed who characterized the stakeholder representation and engagement systems as "satisfactory" was 69%. 27% characterized them as "good"</p>	

		have been zero)				
2.1 Institutional measures for REDD+ awareness raising and information flow defined and operationalized	Level of stakeholder satisfaction with measures for REDD+ awareness raising and information flow	Can be assumed to be zero, since there were essentially no institutional measures for REDD+ awareness raising and information flow before the initiation of the programme	By the end of year 2, at least 60% of stakeholders consider that institutional measures for REDD+ awareness raising are "satisfactory" or "good"	Annual stakeholder surveys	The percentage of those surveyed who characterized the stakeholder representation and engagement systems as "satisfactory" was 69%. 27% characterized them as "good"	
2.2 Legal and policy framework for REDD+ implementation adapted and reinforced, as necessary	Proposals for legal and policy reform developed and validated	No proposals	Within 15 months of the start of the programme, a legal and policy review identifies required modifications	Programme reports	Draft PLR report, incorporating proposals for legal and policy reform, was submitted 16 months into the programme. The process to enact the proposed modifications is not clear at the moment, but the national legal reform ongoing process is a unique opportunity to include REDD+ related issues in the new law and regulations.	
Outcome 3: REDD+ safeguards can be effectively applied and information on safeguards reported to UNFCCC	National REDD+ safeguards defined in a national context and functional safeguards information system available to provide information on how REDD+ safeguards are being addressed and respected	Existing policies laws and regulations have not been assessed for the applicability to REDD+, suitable safeguards have not been amended or designed, and a safeguards information system is not in place.	At the end of the last year, a fully functional safeguards information system is in place (including a country-level grievance mechanism) providing information on respecting and addressing safeguards. The first summary of information on safeguards has been provided to the UNFCCC.	The central database and archiving system covering of information on REDD+ safeguards; submission of Sol	This outcome is a later step in the readiness process and depends on inputs from a) National REDD+ Strategy development, including the consultations on PaMs, and b) PLR review. So any delays in these previous steps accumulate and lead to pushing back of the safeguards work. Despite small and manageable delays, outcome 3 is progressing well and it is expected to get the outcomes in the timeline. The GoM has planned to send a first Summary of information on Safeguards to UNFCCC in 2019. This process is not supported by the programme but by UN Environment under the UN-REDD TA funds.	
3.1 Myanmar's approach to REDD+ safeguards	A national approach to safeguards (including grievance mechanisms) has been developed through an inclusive roadmap process and approved.	No definition of and national approach to safeguards consistent with the Cancun Agreements of COP 16 exists.	By the end of year 2, existing information and sources have been reviewed, and new ones developed as needed, to report on how the REDD+ safeguards are being addressed and respected; and national	Safeguard roadmap, Report on definitions and national approach to safeguards	Myanmar REDD+ Safeguards Roadmap and final draft National Clarification of Myanmar REDD+ Safeguard has been developed. Feedback and suggestions were received from consultation workshop participants and the draft (including comments and feedback from stakeholders) was available for further public comments on the programme website. Information needs for the SIS have been identified, and	

			approach to safeguards exists		information systems & sources are currently being assessed. Consultation for creating a Grievance Mechanisms was conducted in two workshops.	
3.2 Myanmar's Safeguards Information System (SIS)	SIS developed and integrated with an NFMS	No reporting framework and SIS exists	At the end of year 2, options for a reporting framework and an SIS structure have been analyzed and the preferred option has been selected and approved;	Programme reports	The assessment is underway and first draft SIS design report will be prepared by the end of the year. However, it is indeed unlikely that a final design will be done and approved by end of the year. Reasonable, these institutional decisions will always take some time.	
Outcome 4: Myanmar's national forest monitoring system (NFMS) operational and preliminary forest RELs/RLs submitted	Systems for monitoring forests and measuring and reporting on the mitigation performance of REDD+ activities in place	No national system for forest monitoring or carbon measurement and reporting in place	By the end of year 2, institutional arrangements for Myanmar's NFMS are agreed and endorsed	Action plan document	Major achievements in this outcome are 1. NFMS action plan has been developed 2. REL was submitted to the UNFCCC 3. Land Use Assessment has been completed.	
Output 4.1 Build capacity and develop national action plans on RELs/RLs	Methodologies for REL/RL development agreed	No methodology for REL/RL development	By the end of year 2, a REL/RL Action Plan document is endorsed by the government	Action plan document	REL Action Plan is developed and endorsed by the government. The REL was submitted to the UNFCCC and three rounds of comments were provided by the UNFCCC TA review.	
Output 4.2 Myanmar's Satellite Land Monitoring System and web-GIS portal	National land use assessment completed	No national LU/LUC assessment completed	Within 24 months of the start of the programme, a national land use assessment has been completed	Land use assessment results/data	National land use assessment completed and land use data is available. Considering the importance of shared information with stakeholders, the MTR recommend accelerate the process to put in place the web-GIS Portal to make all land use data and other forest data available and accessible for the general.	
Output 4.3 Multipurpose National Forest Inventory designed and piloted	Multipurpose NFI methodology designed	Existing NFI methodology not suitable for REDD+ reporting	Within 24 months of the start of the programme, a new multipurpose NFI methodology has been designed and field manuals produced	Programme reports; NFI methodology documentation	NFMS action plan was developed And draft NFI methodology has been designed and is ready for field testing. Financing from other international donors, especially for the NFI component of the NFMS, is likely available as planned. There is a delay on already assigned co-financing from Finland Donors.	

<p>Outcome 5: National REDD+ Strategy under implementation</p>	<p>Awareness of REDD+ Strategy implementation</p>	<p>No National REDD+ Strategy</p>	<p>By the end of the programme, at least 90% of stakeholders in the national REDD+ stakeholder network know that the Strategy is under implementation and are able to identify pilot activities</p>	<p>Survey of national stakeholder REDD+ network</p>	<p>A draft REDD+ Strategy was developed and continues improvement and broader consultation process is underway. Nevertheless, the government approval of the draft is delayed. Consultation with Ethnic Armed Organizations (EAOs) it is a very important step underway. The Investment programme will be a key tool for facing the new challenges in the next two years.</p>	
<p>Out 5.1 REDD+ Strategy</p>	<p>National REDD+ strategy approved</p>	<p>The REDD+ readiness roadmap is available, but no National REDD+ Strategy</p>	<p>Within 22 months, the National REDD+ Strategy is approved</p>	<p>Approved National REDD+ Strategy</p>	<p>A revised list of policies and measures (PaMs) was prepared within 18 months of the programme, reflecting feedback from a wide range of stakeholders. An analysis of the potential benefits and risks of proposed PaMs also was developed. However, more consultations are required particularly to engage Ethnic Armed Organizations (EAOs). However, the PMU has taken a proactive initiative – identifying key EAOs and engagement plan.</p>	
<p>Output 5.2 REDD+ Investment Programme approved and piloted</p>	<p>Approved REDD+ Investment Programme</p>	<p>No investment programme</p>	<p>By the end of year 2, an investment programme document has been completed</p>	<p>Programme reports</p>	<p>The development of an Investment program is at an initial stage.</p>	

5. Performance assessment

5.1 Programme Relevance

Relevance is used here to imply the extent to which the objectives of the Myanmar programme are consistent with the needs and priorities of key stakeholders. The section examines the relevance of the programme from the national perspectives, its responsiveness to country needs, the appropriateness of its primary objective and the soundness of its intended causal relationships. To assess the relevance, the reviewers relied mostly on stakeholder perceptions and documented sources of evidence. In general, the programme has a strong linkage to UNFCCC framework make it highly relevant in the context of climate change agenda. Its objectives, outcomes, and outputs are fully consistent with the REDD+ at a global scale and related efforts to address the world forests protection. The Program exerts a positive influence on the need to establish the key role of forest ecosystem services and benefits at the top of national agenda and build the capacity of the country to develop sustainable economic pathways that support the maintenance of forests, their resources, and forest-dependent communities.

Guiding questions	Assessment	Rating
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<p>To which extent the objectives of the programme are consistent with the needs and priorities of key stakeholders.</p>	<p>The objectives of programme are fully consistent the needs and interests of the stakeholders in Myanmar</p>	<p>Very Satisfactory</p>
<p>How does the appropriateness of programme to the primary objective of REDD+ Readiness and the Warsaw Framework for REDD+</p>	<p>The entire outcomes are related consistency related with a key point of REDD+. The outcome 3, 4, 5 strictly related with the four elements of the Warsaw Framework for REDD+. The outcome 1 and 2 is related to the broader REDD+ process considering the needs of stakeholders engagement and institutional development</p>	<p>Very Satisfactory</p>
<p>Is the programme relevant to the National Agenda of Climate Change?</p>	<p>The programme is fully consistent with country needs and priorities, as expressed in forestry, environment, and climate adaptation and mitigation policies, including the Nationally Determinate Contributions (NDC). The GHG emissions derived from Land Use have a key role in the mitigation proposal in the NDC and also conservation and restoration of forests has a very important role in adaptation to climate change, especially in the coastal areas and vulnerable communities. In summary, by 2030, Myanmar's permanent forest estate (PFE) target is to increase national land area as forest land with the following percent of total land area):</p> <ul style="list-style-type: none"> • Reserved Forest (RF) and Protected Public Forest (PPF) = 30% of total national land area • Protected Area Systems (PAS) = 10% of the total national land area <p>REDD+ it is main activities to achieve these proposed targets.</p> <p>Indeed, the National Environmental Conservation and Climate Change Central Committee (NECCCC) is considered responsible for guiding national activities to tackle climate change-related problems. Furthermore, the NECC manages and coordinates all climate change related activities in Myanmar, including the development of climate change related policies and strategies and REDD+.</p>	<p>Very Satisfactory</p>

5.2 Programme Effectiveness

In order to assess the Program effectiveness, the likelihood of achieving the expected outcomes in the remaining period was carried out. Further, the review assessed factors that may promote or inhibit the realization of the expected outcomes. The table below outlines the criteria/guiding questions, findings and ratings related to the effectiveness of the NP. Overall, there is a high likelihood of realizing the programme outcomes.

Overall, the programme is effective in terms of producing key outputs, and progress towards outcomes is improving on time. Specifically, notable achievements are being made regarding

the four pillars of Warsaw REDD+ framework. Furthermore, there are important achievements around raising awareness of the critical importance of forests and the need for stakeholder engagement, as well as providing forest-dependent communities with a unique platform to voice their rights, needs, and concerns. The programme is contributing to the expansion of the Green Growth paradigm in the country and the development of country capacities in a number of areas. Nevertheless, sustaining outcome level results is an ongoing challenge.

Guiding questions	Assessment	Rating
What progress has been made towards achieving the expected outcomes/results of the programme as compared to original timelines?	The Myanmar programme has been effective in terms of producing key outcomes and outputs. Specifically, notable achievements are being made in terms of NFMS, REL/RL, and REDD+ Strategy. Others outcomes and outputs are less developed but progressing well in 2018 and are expected outputs according to the timeline in the next two years.	Very satisfactory
What are the major factors that may have promoted or inhibited the achievement of the expected outcome/outputs?	The leadership of MoNREC and specifically of Forest Research Institute working closely with PMU has made a significant contribution to the effectiveness and project achievement. Nevertheless, small delays were experienced regarding consultant recruitment and sub-national consultations and have had impacts on subsequent technical activities (such as Safeguards).	Satisfactory
What progress has been made towards REDD+ readiness so far?	Three elements (NFMS, REL/RL, and REDD+ strategy) of Warsaw framework for REDD+ has a remarkable advance and are almost in place. The last element (Safeguards) is being developed and it is expected that the country will send the first Summary of information on Safeguards to the UNFCCC in 2019 (supported by TA funds), which is one year ahead of schedule. Similarly, a joint FAO/UN Environment work plan for SIS design and operationalization has been prepared up to end-2019 and is under implementation.	Very Satisfactory

4.3 Programme Efficiency

The term efficiency refers to how well the programme uses available resources, including both financial and human resources, time, and other organizational capacities, to meet its objectives. Specifically, the evaluation sought to determine the degree to which the programme relies on appropriate management systems to track, monitor, and evaluate the use of resources; whether the distribution of resources appears appropriate, relative to the quality and timeliness of key outputs and the contributions of the three UN partner agencies; whether inter-agency coordination is contributing to improved efficiency gains; and whether agency capacities and the global UN-REDD programme are being fully leveraged. In general, the resources and quality of programme results are perceived as acceptable. Nevertheless, more capacity to analyze and decide how to best allocate available resources to achieve objectives is necessary to improve the efficiency.

Guiding questions	Assessment	Rating
<p>In which extent the distribution of resources appears reasonable or appropriate, relative to:</p> <ul style="list-style-type: none"> -The quality and timeliness of key outputs; -The contributions of the three UN partner agencies. 	<p>First, in relation to this question, it is necessary to highlight and analyze the situation of UN Environment in the NP. The UN Environment budget assigned in the programme is quite low compared to the other agencies (the US \$ 307,518) and the agency has only few outputs under its delivery responsibility. Considering its experience globally, UN Environment must play a central role in establishing the safeguards information systems.</p> <p>It is worth noting that safeguards-related activities of the programme are a joint effort of all 3 UN agencies. FAO and UN Environment are co-responsible for Outcome 3, and UNDP was responsible for the PLR review/GRM. A joint FAO/UN Environment work plan has been developed and is under implementation, indicating responsibilities and timelines.</p> <p>In this context, both FAO and UN Environment are playing a central role, while UNDP is supporting mainly through consultation/workshop organization and translation of deliverables.</p> <p>These co-management arrangements are good practices but can sometimes lead to coordination issues. Some stakeholders remark that the UN agencies could improve coordination by combining activities and meetings with stakeholders. Nevertheless, overall there is strong evidence of the programme is being effective in terms of building on existing capacities and deliver output at the country level.</p>	<p>Satisfactory</p>
<p>Is the inter-agency coordination contributing to improved efficiency?</p>	<p>Inter-agency coordination was perceived as weak to some stakeholders.</p> <p>Coordination between the three partner agencies is improving, but the challenges to joint programming and implementation remain an important area for improvement.</p> <p>Considering, that each agency follows distinct delivery modalities, with the implication that instead of having a unique UN-REDD delivery/management mechanism for the programme as a whole. To improve this situation, a part of the initial UN Environment funds has been channeled through UNDP local office before MPTF allocation to UN agencies. These funds are now being managed by UNDP to support the safeguards process (as indicated above).</p> <p>However, the three UN partners continue to rely on distinct planning, stakeholders meeting implementation, and accounting requirements that tend to reduce delivery efficiency.</p>	<p>Moderately satisfactory</p>

<p>UN agencies and the UN-REDD global Programme capacities are being fully leveraged?</p>	<p>Regarding the UN agencies, the added value of experts outside of responsible units from the same agencies has not been optimally leveraged. For instance, UN Environment has substantial expertise with green economy and finance sectors as well as with biodiversity monitoring, but this expertise has not been included in the planned outcomes during the design of the programme. However, this gap has been identified and corrected and UN Environment (through the UN-REDD TA funds) is currently supporting the GoM on green economy and sustainable finance. Similarly, the UN-REDD global programme has unique expertise about the indigenous peoples' issues that would be an outstanding contribution to the programme. Also, FAO has extensive experience with forest financing and governance, inter alia, that could be more available to entire NP, especially to finalize and start to implement the REDD+ strategy and investment programme development.</p>	<p>Satisfactory</p>
<p>In which extend the Programme relies on sound management systems to track, monitor, and evaluate the use of resources?</p>	<p>Programme annual budgets and work plans identify for each outcome the planned activities, amounts allocated to each UN agency, and their description according to each budget categories. Nevertheless, the reporting system is general and based only on outputs. There is no means to understand when and where resources are spent, on what, by whom or between the different partner agencies, as this information is not shared internally. No centralized accountability mechanism is used to plan, monitor, and evaluate the use of resources and ensure the strategic and operational relevance of outputs</p>	<p>Moderately satisfactory</p>

4.4 Programme Impact

At this stage of the Myanmar UN-REDD National Programme implementation, the full impact cannot be realistically assessed as many activities under each outcome are in the process of being implemented. However, the programme implementation is on track with likelihood to deliver substantial impact to the short-and longer-term objectives. The programme long-term impacts can safely be presumed as high since the National REDD+ process and the associated activities are expected to contribute towards the delivery of the Nationally Determined Contributions (NDC), as well as to the National Development Plan (2011-30) and National Climate Change Strategy and associated action plans, under development in the National Environmental Conservation Committee and Climate Change Central Committee (NEC).

The coming into force of the Paris Agreement (2015) brings the promise of financial support towards developing countries with an ambition for mitigation actions such as ones being proposed in the Myanmar REDD+ strategy. Additionally, since the REDD+ process is being positioned to prepare for the result-based payments with clear benefit sharing arrangement and grievance redress mechanism for all stakeholders, it is likely to lead to improved socio-economic conditions once the economically viable options of the REDD+ strategy are implemented.

Remarkably, the programme is helping to create enabling conditions for collective action at the country level, particularly in such groups more historically relegated and outsider of country decision making. The programme is contributing to the development of more inclusive and transparent experience of stakeholder engagement in the country, as well as some policy and regulatory reforms. However, changes in the rules that condition the use, management, and governance of forests at national and sub-national levels will take longer to achieve and require higher levels of commitment.

4.5 Cross-Cutting Issues

4.5.1 Gender

A gender balanced team in the REDD+ Readiness governance structures is in place. The gender balance of participation in TWG and Consultations was assessed. The gender balance among TWG nominees across the 3 TWGs is Male 61:39 female; for actual attendance, at TWG meetings the ratio is 70:30; for the sub-national consultations on the draft Strategy, the ratio for Male: Female participants was 78:22. However, the implementation of gender mainstreaming activities at the country level is not taking place in a systematic manner and more attention to gender issues will be crucial to address the drivers of deforestation and REDD+ strategy implementation.

4.5.2 Forest-dependent Communities

The programme provides an enabling platform for Indigenous Peoples and civil society organizations to influence Law Reform process and other institutional changes that are on-going on. The ability of forest-dependent populations to influence REDD+ processes in the country has so far seen to be limited and critical systemic issues remains in the country – such as the recognition of community land and resource rights, clear benefit distribution mechanisms, and addressing safeguards.. The programme contributions to social and environmental safeguards are helping to raise awareness at national levels, but it remains a challenge the lack of clear guidance on how to address safeguards. There is a widespread perception between the stakeholders and particularly in forest-dependent communities that REDD+ (or forest conservation project in general) will lead to dispossession of lands and livelihoods.

It is worth noting that the programme is not designed to address these issues. The programme is developing the safeguards approach and will include recommendations regarding how they should be respected and addressed. Similarly, the National REDD+ Strategy could only include recommendations/actions regarding benefits distribution mechanisms and community land and resource rights. The PMU need to identify alternative work streams to content with contentious safeguards issues and strengthens addressing and respecting of safeguards when it comes to REDD+ implementation.

4.5.3 Indigenous Peoples

There is a lack of common understanding about the internationally-recognized concept of indigenous peoples by the stakeholders in the country and this term is not commonly used in official document and processes. The definition of "indigenous peoples" or "ethnic group" in the context of REDD+ is under discussion in the ongoing national safeguards clarification process. In addition to that, there is not available accurate information about the number of indigenous peoples in the country.

The government recognizes eight broad ethnic categories and 135 subgroups within these main ethnic groups. The non-Burman ethnic groups in Myanmar have strongly asserted their distinct identities as 'ethnic nationalities'. However, some stakeholders have reservations about the definition of 'ethnic groups' in existing laws (such as the Law on Protection of the Rights of Ethnic Nationalities). The participants of the safeguards clarification workshop recommended not using that definition, as they felt it did not capture all relevant aspects and did not recognize that not all ethnic groups are native and also concerns were raised that the list of 135 recognized ethnic subgroups does not include all relevant ethnic groups in the country.

According to the 1982 Citizenship Law, those 'ethnic groups' who have been present in the current geographical area of Myanmar since before first British annexation are considered "taing yin tha", which is usually translated as 'indigenous or ethnic'. Nevertheless, the government claims that all full citizens of Myanmar are 'indigenous' (taing yin tha), and on that basis undermine the applicability of UNFCCC REDD+ Safeguards and other relevant standards, such as the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). CSO and NGO use the Myanmar language term "taing yin tha" for indigenous peoples, based on the international concept, using the criteria of non-dominance in the national context, historical continuity, ancestral territories, and self-identification.

4.5.4 Safeguards

The need to address safeguards in the context of REDD+ was first introduced in 2010 at the Cancun Conference of Parties (COP 16). Since then, a number of tools, guidelines, and methodologies to support the development of country safeguard approaches have been developed. UN-REDD have committed to implement a "rights-based approach" to REDD+ applying the "Framework for Supporting the Development of Country Approaches to Safeguards". The programme is contributing to help to raise awareness at the national level about the need to establish a robust set of safeguards, and a stronger normative framework for REDD+ implementation that minimizes social and environmental risks. The operationalization of safeguards principles remains one of the most important challenge that Myanmar will face in the future, particularly, clear guidance on land tenure and forest rights and benefits sharing schemes in the national context. Considering that Safeguards Information Systems is not expected to ensure that the Cancun safeguards are addressed and respected throughout the implementation of future REDD+ actions. It is important, therefore, to ensure that, in addition to designing a SIS, adequate steps are also taken to develop the country's overall approach to addressing and respecting the safeguards.

6. Sustainability

The mid and long-term sustainability of programme activities and achievements, once interventions end is unclear. The sustainability of Programme results is one of the main challenges for the two next years of the programme implementation. The program extension from 2020 is uncertain considering the absence of new funds at the moment. This issue was particularly highlighted by most of the stakeholders. In this sense, the programme need more support and focus on considering advancing the piloting REDD+ activities on the ground that can serve as feedback to the readiness process. It is crucial for sustainability to foster the establishment of new partnerships and funding proposal development to ensure the sustainable financing for phases II and III of REDD+. The development of an Investment Program is a key tool to achieve progress in this matter.

5.1 Capacity Development

Capacity development is used here to imply processes by which individuals, organizations and societies develop, strengthen, create, adapt or sustain capacities over time. In general, many stakeholders identify the capacity building as one of the key achievement areas of the programme. Knowledge sharing and technical support is progressing at different levels in the country and is generally considered to be of high quality. Nevertheless, some stakeholders also point out difficulties in mainstreaming such knowledge and capacity into existing national institutions. Until now, seems to be that the capacity building process builds more on individual human resources than institutional capacity development. While the programme contributes to the expansion of the sustainable development paradigm in the country and the development of country capacities in a number of areas, sustaining results is an ongoing challenge. Institutional changes and mainstreaming of capacities constitute important challenges in the country context, with noted difficulties in terms of mainstreaming knowledge and tools into existing national institutions. However, the mainstreaming knowledge and tools in CSOs is progressing faster, especially on the critical importance of forests and the need for stakeholder engagement and the forest-dependent communities' rights, and concerns.

Thanks to considerable technical support from the programme, the country was able to achieve an impressive technical progress in REDD+ readiness. Considered the ongoing path of progress the country is on track to graduate from the readiness process and start to actively seek funding to support implementation. Nevertheless, the extent to which such capacities are being institutionalized and can be sustained in the future without international support is still limited. The country developed a broad range of tools, studies, and capacities that cumulatively lead to the REDD+ implementation phase. To achieve their outcomes, the programme employs international consultants with the demonstrated expertise to deliver products and services on time. In spite of technical support by nationals is occurring in the country, a problem that arises is that instead of supporting the national government. International experts offer an means of ensuring the achievement of programme outputs, but the process is just as important as the results of completed reports and strategies. In this regards, the institutional capacities needed to support and maintain achievements remain a challenge to ensure long-term sustainability. In particular, the shortage of human resources, high turnover of national staff in TWG and loss of trained resources are identified as remaining challenges.

Regarding capacity building in MRV, there is high progress in implementing the UNFCCC technical guidelines requirements for MRV to accomplish the REDD+ Warsaw framework. Nevertheless, the administrative capacity and good governance in the country is still under development and needs more support. This means that although the country has the ownership of technical methods for MRV, more focused approach to building the in-country capacity to administer MRV and to propagating good governance is still necessary. Moreover, participation, transparency, accountability, and coordination in MRV are necessary to ensure equitable distribution of REDD+ payments and to be credible for both national and international actors. Is it important to remark the purpose of REDD+ MRV will be not only to measure emission reductions and removals but also to ensure timely response to threats of deforestation and forest degradation. This requires that MRV results be communicated to relevant authorities and stakeholders to enable them to take appropriate action in a timely manner. The institutional dimension of MRV is as an important indicator of REDD+ sustainability.

5.1 Country ownership

The lack of deeper inter-sectoral ownership places some limitations on the sustainability of Programme results at the national level. The achievements of the Programme in relation to

capacities and institutional processes are likely to be absorbed into existing work processes but are largely limited to the MoNREC, where the programme is housed. However, in order to create a sense of national ownership, such awareness needs to be shared by others, both across sectors and vertically, from national to local governments and grassroots communities. Horizontal and vertical coordination is incipient, but some steps in this sense are moving up. More high-level political compromises are necessary for better managing cross-sectoral challenges. Also, it is crucial to implement integrated approaches that involve local decision-making bodies, in whose jurisdiction forests are principally located. In this sense consultation and capacity building about the benefit sharing mechanism will be an important step.

5.3 Investment Program

Resource mobilization is critical for the Sustainability of REDD+ readiness achievements and REDD+ implementation. The elaboration of a REDD+ investment program is one of the expected outputs of the programme and the country is starting the process. The main pillars (drivers' analysis, REDD+ strategy, PLR) for the investment program are already developed or advanced. In this sense, the development of an investment program with a cross-sectoral and multi-proposal approach that seeks to respond to the strategic objectives and transformational vision established in the National REDD+ Strategy will put Myanmar in an advantageous position for consideration by donors and funding organizations.

A REDD + Investment Program, aligned with the Government's priorities, which includes a portfolio of REDD + activities throughout the country, the main structural and political reforms, such as the reform of land tenure to guarantee rural tenure, a policy of land use planning, improvement of governance and a sustainable model of rural development with socioeconomic opportunities for local communities, and small farmers will serve as the pivotal framework guiding the implementation of REDD+ in Myanmar and is especially important for the transition from Phase I to Phase II and III. The REDD+ Investment Program will translate the vision of the National REDD+ Strategy into concrete framework for the coming years after 2020.

5.1 Policy Reforms

The GoM has embarked on progressive policy reforms and development related to environmental governance, climate change, and disaster risk reduction (DRR), to ensure that economic growth in Myanmar is more inclusive, resilient and sustainable. Including, the amendment of Forest Law 1992, the Protection of Wildlife and Conservation of Natural Areas Law 1994, and the plan to draft a National Land Law based on the National Land Policy. Indeed, the GoM is promulgating a series of policies to address these challenges including the National Environmental Policy, Green Economy Policy Framework, Myanmar Climate Change Strategy and Action Plan, and Myanmar Action Plan on DRR (MAPDRR). These policies now require enabling mechanisms for effective implementation and enforcement so that they deliver benefits for all people, especially for forest-dependent communities, ethnic groups, and women.

Myanmar's environmental assets present unique opportunities for green economic development, which can directly support women's economic empowerment and community resilience. The increased emphasis on public infrastructure investments and foreign direct investments in recent years require matching in environmental management and resilience. At the same time, the potential of green investments as wealth and employment generators needs to be supported and promoted by the GoM. In this sense, deforestation and forest degradation

combined with natural disasters and the effects of climate change could undermine the attainment of inclusive and sustainable growth.

7. Main findings and conclusions

1. In general, the implementation of Myanmar UN-REDD National Programme is on track and is likely to deliver the results of its programs in a timely manner for the next two years. The progress of the implementation varied amongst its five outcomes and outputs. The budget expenditure is a total of 46% of the total available budget and very close to the expected. Overall, significant delays have not been identified. However, the expenditure has a significant variation in the different outcomes and outputs and some of them are considerably below the expenditure average.

2. All UN-REDD national program staff are in place and the GoM, together with UN agencies, will continue to play a key strategic role in pulling all work streams together and channeling support towards national REDD+ Strategy. It is deemed likely that the delivery rate of the programme will improve during its next two years, considering that there is steady progress on the products upon which Outcomes 3 and 5 are dependent upon. Nevertheless, some of the needs and priorities of the stakeholders could be better defined for the next two years, reflecting the good progress in the four pillars of Warsaw Framework for REDD+ and the contextual changes since the conceptualization of the National Programme.

4 The country is struggling with important social, political, and economic challenges and the transformation process. In this sense, renewing Programme objectives to develop and test alternative formulae for achieving piloting emissions reductions activities on the ground with improved socioeconomic outcomes in the forest communities appears a crucial task for the next years

5 The relevance, efficiency, effectiveness, impact, and sustainability of the Programme were reviewed. While the outcomes of the programme remain fully relevant and the impact is very satisfactory for the country, the review of the efficiency, effectiveness, and sustainability yielded good results but some areas for improvement were identified. The program outputs for each agency were reviewed.

6 UN partner agencies do not share common accounting and management procedures, internal reporting mechanisms and decision-making processes. The absence of harmonised planning, budgeting and delivery mechanisms represents a gap in efficiency and coordination. An area for improvement in vertical and horizontal communication was identified, especially regarding the sharing of meeting minutes, and reports of activities carried out by different UN agencies. Also, between the REDD+ arrangements structures is not fluent on the horizontal sharing of information and communication. (i.e. lack of horizontal sharing of information and communication of outcomes of TF and TWG meeting by members represented in these groups).

7 The programme is effective in achieving output-level results in the four pillars of Warsaw Framework for REDD+ and in all of the areas wherein it operates. Though some work areas are more developed than others, the Programme has made notable contributions in every aspect of its scope. However, achieving system-wide change necessary to REDD+ implementation is a long-term process and face important challenges to get high level support and cross-sectorial coordination. The programme enjoy a strong ownership within the host ministry, but in other ministries have to continue to increase the awareness and ownership.

8 The impact of programme is helping to develop stronger institutional environments, greater awareness, improved environmental monitoring capacity, stakeholder engagement, and more robust legal instruments. The programme is effective in terms of stakeholder engagement and improving opportunities for informed participation in the country context. However, participation in local decision-making arenas remains incipient, and some stakeholders groups are underrepresented. (e.i. woman's, the private sector, forest dependent communities)

9 The risks and assumptions identified during the design of the programme did not manifest themselves as significant hindrances to the programme implementation. Nevertheless, adaptive management practices could be implemented to help overcome any other risks that might arise during the remaining period of the program implementation and to facilitate the necessary transition from the phase I to phase II and III.

10 Given the considerable progress achieved to date, the MTR noted that is highly likely that programme will complete on schedule the planned activities. Sustainability of readiness achievements and REDD+ implementation in phase II and III seems to be the emerging priority of most of the stakeholders. Also, ensure the social-ecological benefit of future REDD+ schemes is a concern of some stakeholders.

11 The programme is contributing to creating a unique experience and leading-case to support civil society and EAOs participatory process in the country and has the potential to becoming a fundamental rule changer. The Program has a unique value that can offer to its stakeholders compared to other initiatives. It is encouraging to see the innovative and focused EAOs focused consultation on the draft REDD+ Strategy. Nevertheless, the programme was mainly focused on REDD+ readiness elements, and broad partnerships with ongoing or planned initiatives could improve long-term outcomes and sustainability.

12 Important achievements of the programme are the PAMs and draft REDD+ strategy and also a draft PLR report. The government has embarked on a progressive policy development and reforms. Stakeholders remark that it provides a perfect opportunity for integration of PAMs and policies related to REDD+ into these national laws and policies development.

8. Recommendations

The following recommendations emerge from the findings and conclusions presented in the previous sections. They were developed on the basis of input provided by stakeholders' interview, in country mission feedbacks, external reviews, and lessons learned from relevant sources.

Outcome 1 and 2

1. Strengthen the involvement of civil society in programme processes, as well as clarifies the respective constituencies of CSOs and IP organizations. Ensure the fair and verifiable representation of CSOs, IPs, and other forest-dependent communities in programme decision-making.

2. Review the membership and ToRs of Task Force and Technical Working Groups – considering draft REDD+ Strategy, reorganization of mandates of ministries and different departments over the last few years. Expand the memberships to include more representation of IPs including private sectors in the TF and TWGs. Review the membership and ToRs of Task

Force and Technical Working Groups - considering draft REDD+ Strategy, reorganization of mandates of ministries and different departments over the last few years. Expand the memberships to include more representation of IPs, private sectors, Academics, sub-nationals governments, in the TF and TWGs. Review TWG ToR to enhance the coordination of the 3 TWG (considering more joint meeting or combine REDD+ strategy and Safeguards groups).

3. In order to address weakness of horizontal sharing of information and communication of outcomes of TF and TWG meeting by members represented in these groups. Recommend TF and TWGs members to sharing outcomes and information amongst IP/CSOs represented and their line agencies.

4. In order to expand the national capacity building process and consistency of participation, recommend appointing of REDD+ focal point and alternate focal point in relevant ministries and departments both at the central and sub-national levels, in addition to TF and TWGs.

5. Review of per diem and transportation rates for the counterparts based on the market rate and comparison with other bilateral donors to ensure the support needed to foster and expand participation. Especially, this issue is relevant to increase equity of woman participation in the consultation process.

6. Include CSO and IP stakeholders in knowledge exchange opportunities and South-South exchanges. Support local stakeholders to self-organize them and conduct horizontal peer-directed learning.

7. The consultation until now was the focus on bringing information, but more focus consultation methodology has to be developed, particularly to address FPIC, EAOs, remote areas population, inter alia.

8. Enhance the coordination and UN Agencies joint activities and programming. A regular meeting of PMU and focal points of collaborating agencies and minute of discussions and follow up. At least every 1 month.

9. Though the AWP is done jointly – agencies need to consider on hierarchy and sequencing of the activities - so that the results could be optimally utilized.

10. An initial Capacity building needs assessment was conducted. Recommend reviewing the progress, finding gaps and coming up with a systematic approach to addressing the capacity needs together with other on-going UN projects, including other donors.

11. Review the membership and ToRs of Task Force and Technical Working Groups – considering draft REDD+ Strategy, reorganization of mandates of ministries and different departments over the last few years. Expand the memberships to include more representation of IPs, private sectors, Academics, sub-nationals governments, in the TF and TWGs. Review TWG ToR to enhance the coordination of the 3 TWG (considering more joint meeting or combine REDD+ strategy and Safeguards groups).

12. To sustain the national capacity building and consistency of participation, recommend appointing of REDD+ alternate focal point in relevant ministries and departments. Consider including sub-national governments in REDD+ decision-making bodies and promote sub-national arrangements for REDD+ at the local level.

13. The Myanmar REDD+ web portal or platform to access and share general information on REDD+ with stakeholders is a remarkably step to improve public access to information. The MTR recommends continue the efforts and improve the portal with all the information available. Furthermore, development a communication strategy with the objective of achieving a deeper understanding of climate change and forests in the national context and a greater understanding and support informed participation in REDD+ activities.

Outcome 3

14. Ensure understanding of all stakeholders about the mandate of the Programme, especially that SIS/Sol will not improve per se how safeguards are addressed and respected and are not designed to directly resolve systemic issues.

15. Conduct a national and comprehensive stakeholder dialogue process involving key government departments, CSO and representatives of ethnic peoples to either develop a common understanding and terminology acceptable to all sides, and consistent with the international standards of the UNFCCC and the UNDRIP.

16. UN-REDD have developed a framework for participatory governance assessments (PGA) for information sharing and learning on how REDD+ governance and safeguards can be addressed and respected in a systematic manner. This framework has been pilot and tested in several countries at the sub-national level. Recommend implement a sub-national pilot of the PGA to examine aspects of governance: legal and policy frameworks, capacities of REDD+ stakeholders at sub-national level, the impact of existing laws and practices, as well as anti-corruption and conflict issues.

17. Consultations about the development a grievance mechanism have been conducted. Recommend establish an initial national feedback and grievance redress mechanism as part of the REDD+ institutional arrangements. Such a mechanism needs to be available in order to facilitate handling of any request for feedback or complaint by any REDD+ Readiness stakeholders, with particular attention to providing adequate access to geographically and culturally isolated and vulnerable communities.

18. In order to ensure that adequate steps are taken to develop the national overall approach to addressing and respecting the safeguards. Recommend to identify alternative work streams to content with contentious safeguards issues.

19. Enhance inter-agency support to safeguards-related activities to get the information of how safeguards are addressed and respected. Recommend continue to track NFMS and SIS developments, to explore and identify any emerging possible entry points for integration.

Outcome 4

20. Accelerate the work to set up the forest monitoring web-GIS portal.

21. NFMS and REL: Identify specific gaps in actions to improve institutional development and national ownership of new capacities and to ensure the transfer and institutionalization of the knowledge.

Outcome 5

22. Make a focused approach to integrating relevant policies of REDD+ into national policy/law reforms and development process through formation of a small task force and clear timeline and entry points in reform process, with the support and the involvement of the three UN agencies.

23. REDD+ Strategy: To a broader consultation and finalize the process. Recommend more consultations with EAOs and implementation of the plan, envisage/call for more support to the PMU from NPD and UNDP/CO.

24. Develop a roadmap for sub-national implementation to support the development of sub-national REDD+ strategies. Particularly, develop options of how to support community leads forest conservations.

25. Accelerate the REDD+ investment program development.

Cross-cutting recommendations

26. Develop innovative actions and mechanisms to increase high level support (policy brief, high level forums/meeting, parliamentary meetings). Use existing structures or coordination mechanisms to implement and scale up REDD+ across levels of government. UN partner agencies with the implementation partner should advocate for higher-level political support. Consider the role of NECC and PEB to achieve this end.

27. UN partner agencies should work with the implementation partner to strengthen country ownership over all aspects of national REDD+ efforts, including the development of a more bottom-up approach.

28. Greater emphasis could be placed on strengthening institutional coherence and capacity across levels of government. Recommend efforts to harmonize and support the institutional capacities across levels government, from community councils to district, and state level authorities. Giving priority to the sub-national areas with pilot initiatives or possible investments through other REDD+ initiatives or donors. Shifting the emphasis from national level programming to cross-scale and jurisdictional-level effort.

29. Intensify efforts to mainstream gender issues across the programme, providing sufficient resources, tools and relevant training to ensure a more comprehensive and systematic approach. Integrate gender concerns, especially at the local level, will be important to address the drivers of deforestation. Consider hiring a gender specialist to strengthen the opportunities and approaches related to gender issues in the programme. In order to support gender mainstreaming, recommend: a) provide training for programme staff and stakeholders; b) Establish partnerships with organizations at local, national or global level working in gender and environment issues (i.e. Mangrove for the Future; Women's League of Burma); c) Apply gender sensitive participatory approach to ensure and enhance the participation and speed up the voice of woman in the consultation process d) Develop a gender roadmap for the national REDD+ process.

30. Strengthening the resilience of programme implementing an adaptive management framework to address the changes in the local or global context.

31. Support the integration REDD+ into the university curriculum. Develop an initial road map in order to start the process of integrating REDD+ related issues into university curricula at various levels of the education sector and take in consideration the project "Least Developed

Countries Universities Consortium on Climate Change” (LUCCC), which has the objective to strengthen capacity of universities on climate change subjects in Least Developed Countries.

32. Continue efforts to mobilize resources for the implementation phase, building on the political momentum the process has generated so far and leveraging on ongoing support from national and international development partners to ensure long-term sustainability and to minimize the gap between the readiness and the implementation phases.

9. Annex

MTR Mission Agenda

Day/Date	Date/Time	Event	Notes
Sunday, Nov. 4 th	Afternoon/ Evening	Team members convene in Yangon	
Monday, Nov. 5 th	8:30-9:30	Preparatory meeting, UNDP or Hotel G	
	10:00-11:30	Meeting with U Aung Thant Zin, Executive Director of MERN, PEB and TF member representing environmental CSO's	MERN Office: Bldg 208/209, Rm 3/B, 3rd Flr, Sabei Marga St., Hanthar Yeik Mon Housing, Kamayut, Yangon Team check out and take luggage
	13:00-14:30	Meeting with Naw Ei Ei Min, Director of POINT, PEB and TF member representing indigenous peoples	POINT Office: No: 687 , Gyogone 8 th street (South), East Gyogone, Insein Township, Yangon Travel to airport
Tuesday, Nov. 6 th	9:30-11:00	Meeting at UNDP with Biplove Choudhary, Head of Sustainable and Inclusive Growth, UNDP	Undp
	11:30 12:30	Flight to NPT	
	13:00 13:45	Meeting with Dawn del Rio, D/CD, UNDP	UMFCCI Building, NPT
	14:15 15:30	Meeting with Dr. Thaug Naing Oo, National Programme Director and National REDD+ Focal Point	FRI/Yezin
	20:00-21:00	Skype call with Mme Fan Xiaojie, FAOR	
Wednesday, Nov. 7 th	09:00-12:00	Joint meeting of TWG's	Amara Hotel
	14:00-15:00	Meeting with DG/FD (to be confirmed)	FD
	15:30-17:00	Team work on preliminary conclusions	UMFCCI Building, NPT
Thursday, Nov. 8 th	09:00-10:30	Meeting with TF members	Location to be confirmed
	11:00-12:30	Follow up meeting with PMU	UMFCCI Building, NPT
	14:00-17:00	Additional meetings, depending on needs identified through initial meetings	
Friday, Nov. 9 th	09:00-12:00	Internal MTR team discussion and preparation of draft report	UMFCCI Building, NPT
	13:00-15:00	De-briefing for PMU and NPD on preliminary conclusions	Location to be confirmed
	17:45 (tbc)	Departure of team members to YGN or BKK	

Lists of documents reviewed

	Myanmar National REDD+ Programme (Final version, 19/09/2016)
	Myanmar REDD+ Safeguards Roadmap
	Extended summary of NFMS
	Final Myanmar Safeguards Roadmap
	FREL Myanmar Submission to UNFCCC
	Myanmar Drivers Report
	FREL/ FRL Action Plan
	Myanmar REDD+ Readiness Roadmap
	Annual stakeholder surveys
	Semi-annual Report Programme
	Annual Report Programme
	Report on benefits and risks of proposed REDD+ PaMs
	Draft National Clarification of Myanmar REDD+ Safeguard
	Organizational plan for data collection, processing and analysis
	Draft National REDD+ Strategy Myanmar

Draft response table

Recommendation	Response
<p>1. Strengthen the involvement of civil society in programme processes, as well as clarifies the respective constituencies of CSOs and IP organizations. Ensure the fair and verifiable representation of CSOs, IPs, and other forest-dependent communities in programme decision-making.</p>	<p>Strengthening civil society involvement is a major focus of the programme. An Ethnic Groups, Forest and Climate Change Week is planned for 2019</p>
<p>2. Review the membership and ToRs of Task Force and Technical Working Groups – considering draft REDD+ Strategy, reorganization of mandates of ministries and different departments over the last few years. Expand the memberships to include more representation of IPs including private sectors in the TF and TWGs. Review the membership and ToRs of Task Force and Technical Working Groups - considering draft REDD+ Strategy, reorganization of mandates of ministries and different departments over the last few years. Expand the memberships to include more representation of IPs, private sectors, Academics, sub-nationals governments, in the TF ad TWGs. Review TWG ToR to enhance the coordination of the 3 TWG (considering more joint meeting or combine REDD+ strategy and Safeguards groups).</p>	<p>Review of TWG ToR's is planned as Myanmar moves from Phase 1 into Phase 2 of REDD+</p>
<p>3. In order to address weakness of horizontal sharing of information and communication of outcomes of TF and TWG meeting by members represented in these groups. Recommend TF and TWGs members to sharing outcomes and information amongst IP/CSOs represented and their line agencies.</p>	<p>Will be discussed with Taskforce</p>
<p>4. In order to expand the national capacity building process and consistency of participation, recommend appointing of REDD+ focal point and alternate focal point in relevant ministries and departments both at the central and sub-national levels, in additional to TF and TWGs.</p>	<p>Will be discussed with Taskforce</p>
<p>5. Review of per diem and transportation rates for the counterparts based on the market rate and comparison with other bilateral donors to ensure the support needed to foster and expand participation. Especially, this issue is relevant to increase equity of woman participation in the consultation process.</p>	<p>Advice of PEB required</p>
<p>6. Include CSO and IP stakeholders in knowledge exchange opportunities and South-South exchanges. Support local stakeholders to self-organize them and conduct horizontal peer-directed learning.</p>	<p>Agreed</p>
<p>7. The consultation until now was the focus on bringing information, but more focus consultation methodology has to be developed, particularly to</p>	<p>Development of a process for FPIC (and design of a GRM); and increased grassroots awareness raising is a major focus for 2019.</p>

address FPIC, EAOs, remote areas population, inter alia.	
8. Enhance the coordination and UN Agencies joint activities and programming. A regular meeting of PMU and focal points of collaborating agencies and minute of discussions and follow up. At least every 1 month.	Very frequent meetings are held with FD; meetings with other agencies can be planned if REDD+ focal points are established (see recommendation 4)
9. Though the AWP is done jointly – agencies need to consider on hierarchy and sequencing of the activities - so that the results could be optimally utilized.	Not clear what the MTR means; should explain more clearly what is meant by hierarchy and sequencing, what should be hierarchized and what should be sequenced, examples would be helpful
10. An initial Capacity building needs assessment was conducted. Recommend reviewing the progress, finding gaps and coming up with a systematic approach to addressing the capacity needs together with other on-going UN projects, including other donors.	Agreed – will be done.
11. Review the membership and ToRs of Task Force and Technical Working Groups – considering draft REDD+ Strategy, reorganization of mandates of ministries and different departments over the last few years. Expand the memberships to include more representation of IPs, private sectors, Academics, sub-nationals governments, in the TF and TWGs. Review TWG ToR to enhance the coordination of the 3 TWG (considering more joint meeting or combine REDD+ strategy and Safeguards groups).	Repeat of recommendation 2
12. To sustain the national capacity building and consistency of participation, recommend appointing of REDD+ alternate focal point in relevant ministries and departments. Consider including sub-national governments in REDD+ decision-making bodies and promote sub-national arrangements for REDD+ at the local level.	Repeat of recommendation 4
13. The Myanmar REDD+ web portal or platform to access and share general information on REDD+ with stakeholders is a remarkably step to improve public access to information. The MTR recommends continue the efforts and improve the portal with all the information available. Furthermore, development a communication strategy with the objective of achieving a deeper understanding of climate change and forests in the national context and a greater understanding and support informed participation in REDD+ activities.	The web-portal is not the only and perhaps not the most important tool in Myanmar to access and share information on REDD+ and get into contact with stakeholder. The Communications strategy, developed in 2016/17 (for Phase 1 of REDD+, and currently undergoing revision for Phase 2) includes different tools and approaches, for different stakeholder and actor groups.
14. Ensure understanding of all stakeholders about the mandate of the Programme, especially that SIS/Sol will not improve per se how safeguards are addressed and respected and are not designed to directly resolve systemic issues.	Related to 13, should be a specific topic within the Communications strategy
15. Conduct a national and comprehensive stakeholder dialogue process involving key government departments, CSO and representatives of ethnic peoples to either develop a common	An Ethnic Group, Forests and Climate Change Week is planned for 2019.

<p>understanding and terminology acceptable to all sides, and consistent with the international standards of the UNFCCC and the UNDRIP.</p>	
<p>16. UN-REDD have developed a framework for participatory governance assessments (PGA) for information sharing and learning on how REDD+ governance and safeguards can be addressed and respected in a systematic manner. This framework has been pilot and tested in several countries at the sub-national level. Recommend implement a sub-national pilot of the PGA to examine aspects of governance: legal and policy frameworks, capacities of REDD+ stakeholders at sub-national level, the impact of existing laws and practices, as well as anti-corruption and conflict issues.</p>	<p>This would require the establishment of a forest governance monitoring or survey component, which is not presently planned or budgeted for</p>
<p>17. Consultations about the development a grievance mechanism have been conducted. Recommend establish an initial national feedback and grievance redress mechanism as part of the REDD+ institutional arrangements. Such a mechanism needs to be available in order to facilitate handling of any request for feedback or complaint by any REDD+ Readiness stakeholders, with particular attention to providing adequate access to geographically and culturally isolated and vulnerable communities.</p>	<p>Design and piloting of a GRM is a major focus for 2019.</p>
<p>18. In order to ensure that adequate steps are taken to develop the national overall approach to addressing and respecting the safeguards. Recommend to identify alternative work streams to content with contentious safeguards issues.</p>	<p>Could this be part of GRM under 17?</p>
<p>19. Enhance inter-agency support to safeguards-related activities to get the information of how safeguards are addressed and respected. Recommend continue to track NFMS and SIS developments, to explore and identify any emerging possible entry points for integration.</p>	<p>This will be part of the further SIS development work in 2019 and 2020, may include this wording into the SIS workplan for 2019/20?</p>
<p>20. Accelerate the work to set up the forest monitoring web-GIS portal.</p>	<p>Yes, on the plan for 2019 (under 4.2)</p>
<p>21. NFMS and REL: Identify specific gaps in actions to improve institutional development and national ownership of new capacities and to ensure the transfer and institutionalization of the knowledge.</p>	<p>Not clear what the MTR means by “gaps in institutional development and national ownership of new capacities” but we certainly always intent and make reasonable efforts to create capacities with a view on national ownership. Very important aspects in this regard are: (1) proper documentation of everything that’s introduced, how to use it and what adaptations have been agreed in the national context, (2) use of tools and methods which are recognized internationally, (3) promote methods and tools which are proven and robust enough to be implemented with restricted budgets and within the existing capacity limitations, and (4) introduce or promote new methods based on clear needs, not just what consultants/ advisors happen to fancy.</p>

<p>22. Make a focused approach to integrating relevant policies of REDD+ into national policy/law reforms and development process through formation of a small task force and clear timeline and entry points in reform process, with the support and the involvement of the three UN agencies.</p>	<p>Yes, the formation of a focused group will be considered.</p>
<p>23. REDD+ Strategy: To a broader consultation and finalize the process. Recommend more consultations with EAOs and implementation of the plan, envisage/call for more support to the PMU from NPD and UNDP CO.</p>	<p>Consultations with EAOs and other ethnic organizations are underway, with support from NPD and UNDP CO. Ethnic consultation coordinator now recruited</p>
<p>24. Develop a roadmap for sub-national implementation to support the development of sub-national REDD+ strategies. Particularly, develop options of how to support community leads forest conservations.</p>	<p>A roadmap for sub-national implementation will be developed in the investment plan. Whether sub-national REDD+ strategies are needed is debatable – the benefits of such strategies would need to be described. Community-led conservation will be a major feature of REDD+ implementation</p>
<p>25. Accelerate the REDD+ investment program development.</p>	<p>Agreed</p>
<p>26. Develop innovative actions and mechanisms to increase high level support (policy brief, high level forums/meeting, parliamentarian meetings). Use existing structures or coordination mechanisms to implement and scale up REDD+ across levels of government. UN partner agencies with the implementation partner should advocate for higher-level political support. Consider the role of NECC and PEB to achieve this end.</p>	<p>Agreed – such measures are planned.</p>
<p>27. UN partner agencies should work with the implementation partner to strengthen country ownership over all aspects of national REDD+ efforts, including the development of a more bottom-up approach.</p>	<p>The need for a more bottom-up approach is not explained. Country ownership is planned to be strengthened through closer links between the Taskforce and NE5C.</p>
<p>28. Greater emphasis could be placed on strengthening institutional coherence and capacity across levels of government. Recommend efforts to harmonize and support the institutional capacities across levels government, from community councils to district, and state level authorities. Giving priority to the sub-national areas with pilot initiatives or possible investments through other REDD+ initiatives or donors. Shifting the emphasis from national level programming to cross-scale and jurisdictional-level effort.</p>	<p>The emphasis on national level programming is considered valid. Nevertheless, strengthening sub-national institutions is also a focus (for example through UN-REDD TA to support the establishment of sub-national REDD+ implementation coordination bodies. A contract for sub-national government and CSO capacity development has just been signed.</p>
<p>29. Intensify efforts to mainstream gender issues across the programme, providing sufficient resources, tools and relevant training to ensure a more comprehensive and systematic approach. Integrate gender concerns, especially at the local level, will be important to address the drivers of deforestation. Consider hiring a gender specialist to strengthen the opportunities and approaches related to gender issues in the programme. In order to support gender mainstreaming, recommend: a) provide training for programme staff and</p>	<p>A gender analysis has been undertaken, which identified some of these measures. Subject to advice from the PEB and Taskforce, such measures will be pursued. But financial resources being limited, hiring a gender specialist is not an option unless additional resources are mobilized.</p>

<p>stakeholders; b) Establish partnerships with organizations at local, national or global level working in gender and environment issues (i.e. Mangrove for the Future; Women’s League of Burma); c) Apply gender sensitive participatory approach to ensure and enhance the participation and speed up the voice of woman in the consultation process d) Develop a gender roadmap for the national REDD+ process.</p>	
<p>30. Strengthening the resilience of programme implementing an adaptive management framework to address the changes in the local or global context.</p>	<p>This is the role of the PEB, and the PEB has delegated some AM decisions to the NPD. Not clear what additional measures are needed.</p>
<p>31. Support the integration REDD+ into the university curriculum. Develop an initial road map in order to start the process of integrating REDD+ related issues into university curricula at various levels of the education sector and take in consideration the project “Least Developed Countries Universities Consortium on Climate Change” (LUCCC), which has the objective to strengthen capacity of universities on climate change subjects in Least Developed Countries.</p>	<p>Can be adopted, subject to recommendation of PEB, and adequate financial resources being available.</p>
<p>32. Continue efforts to mobilize resources for the implementation phase, building on the political momentum the process has generated so far and leveraging on ongoing support from national and international development partners to ensure long-term sustainability and to minimize the gap between the readiness and the implementation phases.</p>	<p>Agreed.</p>