UNITED NATIONS

EP

United Nations Environment Programme

Distr.
GENERAL

UNEP/OzL.Pro/ExCom/99/47
13 November 2026

ORIGINAL: ENGLISH

EXECUTIVE COMMITTEE OF
THE MULTILATERAL FUND FOR THE
IMPLEMENTATION OF THE MONTREAL PROTOCOL
Ninety-ninth Meeting
Montreal, 7–11 December 2026
Item 9(c) of the provisional agenda[1]

**PROJECT PROPOSAL: CONGO (THE)**

This document consists of the comments and recommendation of the Secretariat on the following project proposal:

Phase-down

| | | |
|---|---|---|
| • Kigali HFC implementation plan (stage I, second tranche) | UNIDO and UNEP | Blanket approval |

[1] UNEP/OzL.Pro/ExCom/99/1

Pre-session documents of the Executive Committee of the Multilateral Fund for the Implementation of the Montreal Protocol are without prejudice to any decision that the Executive Committee might take following issuance of the document.

# PROJECT EVALUATION SHEET – MULTI-YEAR PROJECTS

## Congo (the)

| PROJECT TITLE | AGENCY | MEETING APPROVED | CONTROL MEASURE |
|---|---|---|---|
| Kigali HFC implementation plan (stage I) | UNIDO (lead), UNEP | 93rd | 48.7% phase-out by 2029 |

| ARTICLE 7 DATA (Annex F) | Year: 2025 | 135.86 mt | 217,008 $CO_2$-eq tonnes |
|---|---|---|---|

| COUNTRY PROGRAMME SECTORAL DATA ($CO_2$-eq tonnes) | | | | | | | | Year: | 2025 |
|---|---|---|---|---|---|---|---|---|---|
| Substance | Aerosol | Foam | Fire-fighting | Air-conditioning (AC) and refrigeration | | | Servicing | Solvent | Other |
| | | | | Manufacturing | | | | | |
| | | | | Refrigeration | AC | Other | | | |
| HFCs | | | | | | | 217,008 | | |

| CONSUMPTION DATA ($CO_2$-eq tonnes) | | | |
|---|---|---|---|
| HFC baseline: | 504,649 | Starting point for sustained aggregate reductions: | n/a |
| **CONSUMPTION ELIGIBLE FOR FUNDING** | | | |
| Already approved: | n/a | Remaining: | n/a |

| ENDORSED BUSINESS PLAN | | 2026 | 2027 | 2028 | Total |
|---|---|---|---|---|---|
| UNIDO | HFC phase-down (mt) | 58.96 | 0.00 | 0.00 | 58.96 |
| | Funding (US $) | 109,045 | 0 | 0 | 109,045 |
| UNEP | HFC phase-down (mt) | 16.80 | 0.00 | 0.00 | 16.80 |
| | Funding (US $) | 31,075 | 0 | 0 | 31,075 |

| PROJECT DATA | | | 2023 | 2024 | 2025 | 2026* | 2027 | 2028 | 2029 | 2030 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Consumption ($CO_2$-eq tonnes) | Montreal Protocol limits | | n/a | 504,649 | 504,649 | 504,649 | 504,649 | 504,649 | 454,184 | 454,184 | n/a |
| | Maximum allowable | | 304,964 | 330,903 | 319,196 | 303,718 | 291,384 | 281,270 | 258,932 | 258,932 | n/a |
| | Reduction from baseline (%) | | n/a | 34.4 | 36.7 | 39.8 | 42.3 | 44.3 | 48.7 | 48.7 | n/a |
| Amounts approved in principle (US $) | UNIDO | Project costs | 67,750 | 0 | 0 | 96,500 | 0 | 0 | 0 | 12,750 | 177,000 |
| | | Support costs | 8,808 | 0 | 0 | 12,545 | 0 | 0 | 0 | 1,658 | 23,010 |
| | UNEP | Project costs | 13,750 | 0 | 0 | 27,500 | 0 | 0 | 0 | 9,750 | 51,000 |
| | | Support costs | 1,788 | 0 | 0 | 3,575 | 0 | 0 | 0 | 1,267 | 6,630 |
| Funds approved by ExCom (US $) | | Project costs | 81,500 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 81,500 |
| | | Support costs | 10,595 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 10,595 |
| Total funds recommended for approval at this meeting (US $) | | Project costs | 0 | 0 | 0 | 124,000 | 0 | 0 | 0 | 0 | 124,000 |
| | | Support costs | 0 | 0 | 0 | 16,120 | 0 | 0 | 0 | 0 | 16,120 |

* Recommended for approval at the present meeting

| Secretariat's recommendation | Blanket approval |
|---|---|

## PROJECT DESCRIPTION

1. On behalf of the Government of the Congo, UNIDO as the lead implementing agency has submitted a request for funding for the second tranche of stage I of the Kigali HFC implementation plan (KIP),[2] at a total cost of US $140,120, consisting of US $96,500, plus agency support costs of US $12,545, for UNIDO and US $27,500, plus agency support costs of US $3,575, for UNEP.[3] The submission includes a progress report on the implementation of the first tranche, the verification report on HFC consumption for 2020 to 2025, and the tranche implementation plan for 2026 to 2029.

Report on HFC consumption

2. The Government of the Congo reported a consumption of 217,008 $CO_2$-equivalent ($CO_2$-eq) tonnes of HFCs in 2025, which is 57 per cent below the country's HFC baseline for compliance. The 2021–2025 HFC consumption is shown in table 1.

**Table 1. 2021–2025 HFC consumption and HFC baseline for the Congo (Article 7 data)**

| HFCs | GWP | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|
| **Metric tonnes (mt)** | | | | | | |
| HFC-32 | 675 | 0.00 | 0.00 | 0.00 | 0.00 | 25.16 |
| HFC-134a | 1,430 | 111.40 | 112.02 | 102.60 | 99.30 | 90.20 |
| R-404A | 3,921.6 | 11.00 | 11.30 | 8.70 | 20.60 | 15.40 |
| R-410A | 2,087.5 | 41.63 | 42.03 | 38.60 | 28.10 | 5.10 |
| **Total (mt)** | | **164.03** | **165.35** | **149.90** | **148.00** | **135.86** |
| **$CO_2$-eq tonnes** | | | | | | |
| HFC-32 | 675 | 0 | 0 | 0 | 0 | 16,983 |
| HFC-134a | 1,430 | 159,302 | 160,189 | 146,718 | 141,999 | 128,986 |
| R-404A | 3,921.6 | 43,138 | 44,314 | 34,118 | 80,785 | 60,393 |
| R-410A | 2,087.5 | 86,903 | 87,738 | 80,578 | 58,659 | 10,646 |
| **Total ($CO_2$-eq tonnes)** | | **289,342** | **292,240** | **261,413** | **281,443** | **217,008** |
| **HFC baseline calculation ($CO_2$-eq tonnes)** | | | | | | |
| HFC average consumption in 2020–2022 | | | | | | 287,702 |
| HCFC baseline (65%) | | | | | | 216,947 |
| **HFC baseline** | | | | | | **504,649** |

3. HFC consumption for the period 2023 to 2025 remained below the maximum allowable consumption specified in the Agreement for each year, supported by the HFC licensing and quota systems and market conditions. Fluctuations in total consumption reflect the timing of shipments and changes in the types of refrigerants required to meet market demand for the applications using those refrigerants.

*Country programme implementation report*

4. The HFC consumption data provided by the Government of the Congo in its country programme (CP) implementation report for 2025 is consistent with the data reported under Article 7 of the Montreal Protocol. However, as noted in paragraph 5, the Congo has submitted revised Article 7 data for 2024 and 2025, and the CP implementation reports for those years will be updated accordingly.

[2] Stage I of the KIP for the Congo was approved at the 93rd meeting (decision 93/58) and the Agreement was approved at the 97th meeting (decision 97/17(h) and annex XVI to document UNEP/OzL.Pro/ExCom/97/91).

[3] As per the letter of 18 September 2026 from the Ministère de l'Environnement du Bassin du Congo et du Développement Durable to UNIDO.

*Verification report*

5. The verification report confirmed that the Government was implementing a licensing and quota system for HFC imports and exports and that the total consumption of HFCs reported under Article 7 of the Montreal Protocol for 2021 to 2023 was correct, as shown in table 1, as well as for 2020. However, for 2024 and 2025, the reported consumption of 281,443 $CO_2$-eq tonnes and 217,008 $CO_2$-eq tonnes, respectively, differed from the verified figures of 295,194 $CO_2$-eq tonnes and 216,967 $CO_2$-eq tonnes, respectively. Both verified figures remained below the maximum allowable consumption under the KIP Agreement. UNIDO has confirmed that the Congo submitted revised Article 7 data for 2024 and 2025 to the Ozone Secretariat in October 2026. However, at the time of preparation of this document, the revised data had not yet been reflected on the Ozone Secretariat's website. The verification report included several recommendations which are discussed in paragraph 12.

Progress report on the implementation of the first tranche of stage I of the Kigali HFC implementation plan

*Legal framework*

6. The country has an operational HFC import licensing and quota system, established by Decree No. 2057/MIME/CAB of 13 May 2022. Under this system, HFC imports require prior authorization from the Ministry of Trade, based on the advice of the national ozone unit (NOU). Since January 2024, the Government has been issuing HFC import quotas and allocating them among importers on a "first come, first served" basis. In addition, HFCs and HFC blends have been assigned specific tariff lines since May 2023.

*Refrigeration servicing sector*

7. The following activities have been implemented in the servicing sector under the first tranche:

(a) *Strengthening customs and enforcement mechanisms:* A national policy expert was engaged to support the Government of the Congo in strengthening HFC control measures; two draft decrees, one on strengthening the HFC licensing and quota system through an importer register and annual reporting requirements, and the other on regulating the use of controlled substances, including mandatory refrigerant recovery, servicing by certified technicians and equipment labelling, were prepared and submitted to the Council of Ministers for approval; 25 key stakeholders participated in a workshop on HFC licensing and quota systems, including quota allocation methodology; and 31 customs officers, including eight women, were trained in HFC import registration;

(b) *Strengthening the servicing sector:* A meeting was held with representatives of the three existing refrigerant associations to discuss their federation into a single national association; two national experts were engaged to develop a code of practice; and a training workshop was organized for 30 technicians (including six women) on good practices in refrigeration and air-conditioning (RAC) servicing, including the sound management of HFCs and alternatives;

(c) *Provision of tools and equipment*: A total of 112 items across 20 types of tools and equipment[4] were delivered in July 2026; distribution to two vocational training schools, the Association of Refrigeration Technicians of the Congo and the main RAC servicing workshops, is ongoing and is expected to be completed by January 2027; and

[4] Refrigerant recovery units and cylinders; charging kits and scales; vacuum pumps and gauges; manifolds and hoses; nitrogen cylinders and pressure regulators; digital thermometers and clamp meters; electronic leak detectors for refrigerants and combustible gases; insulated hand tools; an oil refractometer; and a Lokring connection and repair kit.

(d) *Awareness-raising, market monitoring, and demand-side measures:* A KIP launching workshop was held in December 2024, with the participation of high-level authorities and 40 key stakeholders; a national expert is being recruited to compile existing information on HFC consumption and use by subsector and refrigerant; and an international refrigeration expert has been engaged to design the labelling scheme for RAC equipment and appliances to guide consumers on minimum energy performance standards (MEPS) and low-global-warming-potential (GWP) refrigerants, as well as the campaign targeting retailers and installers.

*Project implementation and monitoring*

8. The NOU and UNIDO have been monitoring activities, reporting on progress, and working with stakeholders to phase down HFCs. Of the US $5,500 approved for project monitoring activities under the first tranche, US $5,441 was disbursed for consultants (US $2,000), travel (US $2,441), consultation meetings and workshops (US $500), and other expenses (US $500).

Level of fund disbursement

9. As of September 2026, of the US $81,500 approved so far (US $67,750 for UNIDO and US $13,750 for UNEP), US $55,969 (69 per cent) had been disbursed (US $46,181 for UNIDO and US $9,788 for UNEP). The balance of US $25,531 will be disbursed in 2027.

Implementation plan for the second tranche of stage I of the Kigali HFC implementation plan

10. The following activities will be implemented between December 2026 and December 2029:

(a) *Strengthening customs and enforcement mechanisms:* Support the adoption and implementation of the two decrees on HFC import licensing and conditions of use; continue supporting HFC quota allocation and the implementation of import licensing; provide four refrigerant identifiers to customs; integrate HFC specific codes into the Automated Customs System (SYDONIA) and train customs officers on import registration; strengthen record-keeping and annual reporting by enterprises through the electronic register and declaration system, and undertake control visits to enterprises once the new decrees have been adopted; and conduct market surveys to verify HFC consumption and a study on potential illegal trade, including recommendations to prevent it (UNIDO) (US $30,500 plus US $4,588 from the previous tranche); train 50 additional customs and enforcement officers to identify HFCs and combat illegal trade (UNEP) (US $10,000 plus US $212 from the previous tranche);

(b) *Strengthening the servicing sector:* Finalize the code of good practice, covering the safe handling of alternative refrigerants, including flammable refrigerants, among other topics; disseminate the code through awareness campaigns and training sessions; and integrate it into RAC training programmes at vocational institutes in Brazzaville and Pointe-Noire (UNIDO) (US $2,000 plus US $8,000 from the previous tranche); continue supporting RAC associations, including efforts to establish a single national association; and train 75 additional RAC technicians in the sound management of HFCs and alternatives, with an emphasis on domestic and commercial refrigeration and increased participation of women (UNEP) (US $17,500 plus US $3,750 from the previous tranche);

(c) *Provision of tools and equipment*: Provide a second batch of tools and equipment[5] to two public vocational training schools for training and refrigerant recovery and recycling activities (UNIDO) (US $31,500 plus US $155 from the previous tranche);

(d) *Awareness-raising and demand-side measures:* Continue demand-side management activities by rolling out RAC equipment labels; engage retailers and installers to promote equipment using low-GWP alternatives; launch an incentive programme to replace 50 end-user RAC units with low-GWP, energy-efficient residential air-conditioning and commercial refrigeration equipment, in coordination with the MEPS and energy labels already developed; conduct two awareness-raising workshops for government institutions and other key stakeholders on the HFC licensing and quota system, the code of good practice for low-GWP alternative refrigerants, and women's participation in the RAC sector; and produce posters for display in ministries and at workshops, as well as flyers for distribution at training sessions and technical institutes, covering alternative refrigerants, relevant HFC policies and women participation in the RAC sector (UNIDO) (US $21,500 plus US $8,758 from the previous tranche); and

(e) *Project monitoring*: Consultants (US $4,500), travel (US $3,809), consultation meetings (US $1,750), and other expenses (US $1,000) (UNIDO) (US $11,000 plus US $59 from the previous tranche).

## SECRETARIAT'S COMMENTS AND RECOMMENDATION

### COMMENTS

Report on HFC consumption and verification

11. The verification report covered the period 2020–2025, following the introduction of HFC-specific tariff lines in May 2023. The reconciliation of import authorizations, customs statistics, and Article 7 and CP data by substance identified imports in 2024 of 4,896 kg of HFC-134a and 10,000 kg of HFC-32 without authorization from the Ministry of Trade. These unauthorized imports resulted in a difference of 13,751 $CO_2$-eq tonnes between verified and reported HFC consumption for 2024. No unauthorized imports were identified for 2023 or 2025. However, the Article 7 data for 2025 overreported HFC-32 consumption by 60 kg, equivalent to 41 $CO_2$-eq tonnes. UNIDO confirmed that the Government already submitted revised Article 7 data for 2024 and 2025, and the resubmission process of the CP implementation reports for those years was ongoing at the time of preparation of this document.

12. The verifier recommended strengthening the regulatory framework for the HFC quota system and improving import monitoring, including by developing an electronic licensing tool to provide the NOU with direct access to customs import data, reminding importers of the requirement to obtain prior authorization from the Ministry of Trade before importing HFCs, and updating the importer register through a census to facilitate the monitoring of import licence applications and establish the number of importers of HFCs and HFC-based equipment. UNIDO confirmed that the Government would implement all the recommendations of the verification report under the second tranche of the KIP, as part of the activities to strengthen customs and enforcement mechanisms.

[5] Refrigerant recovery units and cylinders; charging and vacuum stations and pumps; vacuum gauges and manifolds; electronic scales; nitrogen cylinders and pressure regulators; anemometers with thermometers; electronic leak detectors for HCFC/HFC and hydrocarbon refrigerants; insulated screwdrivers; an oil refractometer; and other tools to be identified in consultation with stakeholders.

Progress report on the implementation of the first tranche of stage I of the Kigali HFC implementation plan

*Legal framework*

13. The Government of the Congo has issued HFC import quotas for 2026 at 216,967 $CO_2$-eq tonnes, which is lower than the Montreal Protocol control targets and the targets set in its Agreement with the Executive Committee. The HFC import quotas for 2027 are expected to be allocated by the end of December 2026.

14. The Secretariat requested confirmation of the expected adoption date of the two new HFC decrees and clarification on the steps completed and those still pending. UNIDO explained that the Ministry of the Environment had drafted both decrees and submitted them to the Council of Ministers. The remaining steps are their adoption by the Council of Ministers, signature and publication in the Official Journal. The adoption date could not be confirmed, as it depends on the Government approval process. UNIDO added that support for the adoption of the two decrees would continue under the second tranche.

*Refrigeration servicing sector*

15. Regarding the impact of the equipment distribution, UNIDO explained that the main beneficiaries are two public vocational training schools and two branches of a RAC association. The schools use the equipment for practical training in refrigeration servicing, an area not covered by the tools previously provided under the HCFC phase-out management plan (HPMP), which focused on air-conditioning. As the equipment was delivered recently, its impact on training and the quantities of refrigerant recovered will be reported in the second tranche implementation report. It is expected that the equipment support will help train technicians in good servicing practices and the safe use of alternatives.

16. Regarding the incentive programme for RAC equipment, UNIDO explained that the units will be based on R-290 as a refrigerant, which will help increase awareness and adoption of R-290-based RAC equipment in the country. The level of co-financing is estimated to be up to 50 per cent of the price of the equipment. Further, the performance of the units will be monitored after installation, and the results will be publicised in the Congo through the awareness activities of the KIP and shared with the other countries of the region through the regional network of ozone officers. The results will also support the controls on high-GWP HFC-based equipment planned under stage I, including second-hand RAC equipment, and the promotion of low-GWP equipment. Once the project is finished UNIDO will provide a report on the HFC phase-down achieved and energy-efficiency gains in line with decision 92/36(g).

Implementation plan for the second tranche of stage I of the Kigali HFC implementation plan

17. The Secretariat requested clarification on how UNIDO and the NOU would coordinate the procurement and ensure the effective use of equipment under the second tranche of the KIP and stage II of the HPMP. UNIDO explained that the equipment would be procured through a single tender based on separate lists prepared in consultation with beneficiaries, with each item assigned to a specific project and beneficiary institution. The same team at UNIDO and the NOU will oversee both projects. Monitoring will cover the availability and working condition of the equipment, the number of training sessions held, and technicians trained (disaggregated by sex), and the quantities of refrigerant recovered. The NOU will report on these indicators in the progress reports submitted before tranche requests.

18. The Secretariat enquired how the energy-efficiency project approved in line with decision 89/6(b) would support the implementation of the KIP, and UNIDO explained that the development of MEPS and energy labels for refrigerators and air conditioners were key outputs. The labels, developed in coordination with the standardization agency, will display both energy ratings and refrigerant GWP, helping consumers make informed choices and promoting the uptake of energy-efficient, low-GWP technologies. The MEPS and labels will also guide the selection of equipment eligible for the KIP end-user incentive programme,

while market surveys will assess equipment availability and consumer preferences. Joint awareness-raising campaigns and implementation by the same NOU and UNIDO teams will further strengthen coordination and avoid duplication.

Co-financing

19. Co-financing under stage I consists of counterpart contributions from end users participating in the demand-side management activity and in-kind contributions from beneficiaries. Under the incentive programme launched during the second tranche, the programme covers part of the equipment cost, while the balance paid by participating end users constitutes their counterpart contribution. In-kind contributions include the provision of premises by vocational training schools to host equipment and training sessions. These contributions are not quantified in monetary terms.

Gender policy implementation

20. In line with decisions 84/92(d) and 90/48(c), the Secretariat discussed how UNEP and UNIDO were applying the Multilateral Fund's policy throughout stage I of the KIP for the Congo, with a focus on women's empowerment. Disaggregated data are collected for all training and awareness-raising activities, with women accounting for 20 per cent of the technicians trained, while 26 per cent of the customs and enforcement officers trained were women. The code of good practice includes a section addressing misconceptions about women's ability to perform servicing tasks, and a share of the tools and equipment delivered is reserved for women technicians. Awareness campaigns also highlight the role of women in the RAC sector and sensitize relevant administrations to ensure that women face no restrictions when registering for RAC training at vocational schools.

Sustainability of the HFC phase-out and assessment of risks

21. The long-term sustainability of the HFC phase-down will be ensured through import quotas, customs and environmental authorities, enhanced monitoring tools and coordination with relevant authorities on the HFC licensing and quota system, and training and awareness raising for enforcement officers and refrigerant and equipment importers. The 2026 HFC import quota was set substantially below the maximum allowable consumption level specified in the Agreement with the Executive Committee, in line with the HFC demand levels.

22. Continuous market monitoring and the promotion of low-GWP alternatives under the KIP will support the uptake of those alternatives and help sustain the HFC reductions achieved. The sustainability of training activities will depend on the capacity of local institutions to continue providing training after completion of the KIP. Updating vocational training curricula to cover the safe handling of low-GWP alternative refrigerants and providing equipment and tools to training institutions and RAC associations for use by their members, are intended to strengthen this capacity and reduce risks of unsafe servicing practices, particularly in the use of flammable alternatives.

23. Project coordination through a single NOU team, separate deliverables for each plan, and regular consultation meetings will help ensure the consistent implementation of stage II of the HPMP, stage I of the KIP and the additional energy-efficiency activities, avoid duplication and promote the efficient use of resources, thereby supporting the Congo in achieving and sustaining its HFC phase-down goals.

24. The main risk to the sustainability of the HFC phase-down is the delayed adoption of the two HFC decrees regulating refrigerant and equipment imports. These decrees are needed to strengthen import controls and ensure that authorizations remain within the limits established under the Agreement. The current licensing system allocates import authorizations on a first-come, first-served basis; the revised HFC quota system, once approved and implemented, is expected to provide a more robust mechanism for controlling HFC imports. The Secretariat considers that the risks to the sustainability of the phase-down will be low

once the revised quota system is approved and effectively enforced, with the KIP providing support for its implementation.

Conclusion

25. The country was in compliance with the maximum allowable consumption levels during the reporting period as confirmed by the verification report and the disbursement level of funds approved in the previous tranche reached 69 per cent. Significant progress was achieved during tranche implementation including the preparation of two draft decrees to strengthen HFC import controls, the delivery of tools and equipment, and the training of customs officers and technicians. The activities in the second tranche, which include support for adopting the two decrees, training of additional customs officers and technicians, procuring and delivering a second batch of tools and equipment, and an incentive programme for end users, will help the country to sustain and further achieve reductions in HFC consumption. The verification report identified areas for improvement, which will be addressed during the second tranche implementation.

## RECOMMENDATION

26. The Fund Secretariat recommends that the Executive Committee note the progress report on the implementation of the first tranche of stage I of the Kigali HFC implementation plan (KIP) for the Congo, and further recommends blanket approval of the second tranche of stage I of the KIP and the corresponding 2026–2029 tranche implementation plan for the Congo at the funding levels shown in the table below, on the understanding that upon completion of the end-user project, UNIDO will submit a final report on the implementation of this project, including the HFC phase-out and energy-efficiency gains achieved, in line with decision 92/36(g).

| | Project title | Project funding (US $) | Support costs (US $) | Implementing agency |
|---|---|---|---|---|
| (a) | Kigali HFC implementation plan (stage I, second tranche) | 96,500 | 12,545 | UNIDO |
| (b) | Kigali HFC implementation plan (stage I, second tranche) | 27,500 | 3,575 | UNEP |