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| **Opportunities for UN-REDD Country-level Support to REDD+ Readiness in Sri Lanka** |
| UN-REDD PROGRAMME |
| August, 2010 |

**Confidential: Not for distribution outside UN Agencies**

**Background**

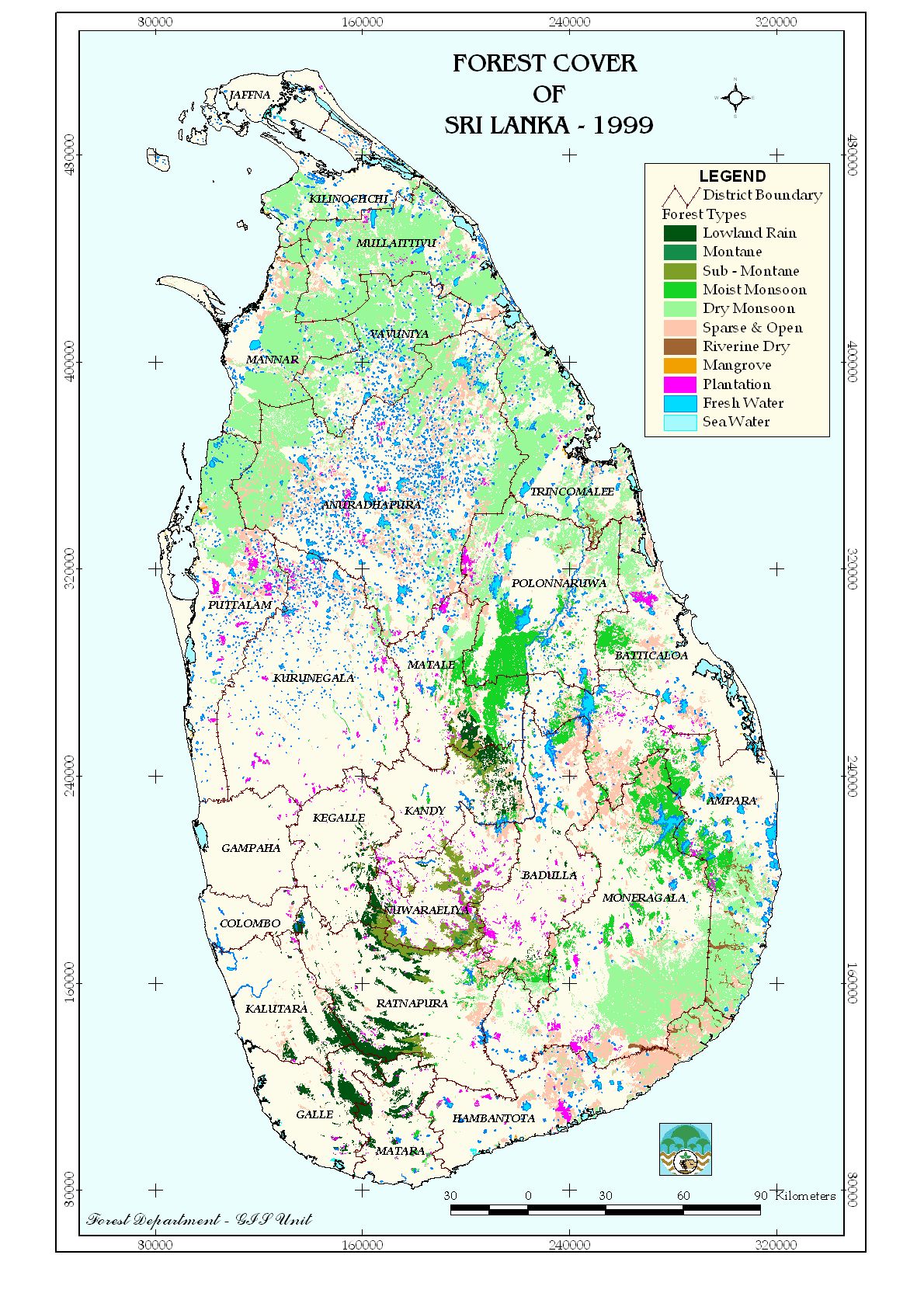
1. As part of its commitment to REDD+, Sri Lanka was one of the first countries to request admission to the UN-REDD Programme when the opportunity arose to expand beyond the initial nine countries, in October 2009. While funding for national programmes in new member countries remains constrained through UN-REDD core resources, opportunities for targeted support need to be explored. With this in mind, the UNDP/UN-REDD Regional Coordinator undertook a mission to Sri Lanka to meet with government and other stakeholders.
2. The mission took place from August 22-27th, 2010, with the aim to review the status of REDD+ readiness in Sri Lanka and to assess the types of interventions required to develop full REDD+ readiness. The mission met with government and other stakeholders to analyze and discuss existing information on the drivers of deforestation and forest degradation in Sri Lanka, and to identify the types of systemic, institutional and individual capacity building required to address the drivers. The mission also reviewed information on current and planned development partner support to Sri Lanka that may be relevant to building capacity for REDD+ readiness.
3. Activities undertaken during the mission included:

* Meet and discuss with the UNDP and FAO Country Offices current support from the UN System to Sri Lanka, and identify current and planned UN-supported initiatives of actual or potential relevance to REDD+ readiness
* Meet and discuss with the Forest Department, Ministry of Environment, and other government agencies, the legislative context, and past current and planned policies and activities affecting the forest sector and sustainable management of forest resources
* Meet with NGO/CSOs working on forest/natural resources/climate change/rural development topics, to gain an understanding of NGO/CSO perspectives and to review current and planned NGO/CSO initiatives of relevance to REDD+
* Meet with other development partners to discuss current and planned programmes of relevance to REDD+[[1]](#footnote-1)
* Compile and analyze all information into a report focusing on possible targeted support to the Government of Sri Lanka to be delivered through assistance of the UN system.

**Status of Forest Resources in Sri Lanka[[2]](#footnote-2)**

1. The total area of natural forest in Sri Lanka is estimated to be 1,942,220 ha (1999 figures). In addition, there are 79,940 ha of forest plantations, mainly composed of eucalyptus and teak. The greatest extent of natural forest is dry monsoonal forest, which is mainly found in the southeast, east and north of the country. Humid tropical forest is confined to the southwest of the country. Other forests types include submontane and montane forests in the centre of the country, moist monsoonal forests, riverine forests, and mangroves, which are found mainly on the east, north-east and west coasts (see Figure 1). Although only about 30% of the total land area is officially considered to be forested, there are also very extensive areas of home-gardens which are heavily wooded, and which qualify as “forest” under FAO’s crown cover and height criteria.

# Figure 1: Forest cover of Sri Lanka



1. The impact of forest definition is clear to see by comparing Figure 1 with FAO’s map of forest coverage (Figure 2), based on the FAO definition of forest. The forest cover shown in FAO’s map includes home gardens. Similarly, FAO statistics show that annually, over 4 000 hectares of forests have been planted and at present, the total plantation area stands at approximately 316 000 hectares, compared with only 80,000 ha according to government figures. FAO figures include village reforestation by farmers on short-term four year lease agreements supported by payment of incentives have been carried out under the Participatory Forestry Programme (PFP), which includes developing home gardens, raising farmers’ woodlots and miscellaneous planting.

# Figure 2: Forest cover in Sri Lanka according to FAO’s definition of forest

# fc37.gif

1. The protected area system of Sri Lanka is very extensive, encompassing 845,100 ha, or almost half of the total area of forest. Almost all protected areas, except for Natural World Heritage Sites (Sinharaja and Central Highlands of Sri Lanka[[3]](#footnote-3)) and conservation forests, are under the jurisdiction of the Department of Wildlife Conservation, which forests outside protected areas are under the jurisdiction of the Forest Departments. In the past, both departments were part of the Ministry of Environment, but recently the Department of Wildlife Conservation was transferred to the Ministry of Economic Development. Home gardens are under private ownership.
2. Many of Sri Lanka’s ecosystems, including forests, are characterized by high species diversity. About 27 percent of the country's 3,210 flowering plant species are endemic and 22 percent of its amphibians, birds, mammals, and reptiles. Researchers have confirmed the discovery of 35 new frog species in Sri Lanka over the past decade. Sri Lanka is known as a global biodiversity hotspot for its high number of species in a relatively limited area. The island's frog diversity illustrates this point: despite covering only 0.013 percent of the world's land surface, Sri Lanka is home to more than 2% of the world's known frog and toad species. However, much of this biodiversity is under threat. It is believed that 17 of Sri Lanka's frog species have disappeared in the past decade and another 11 species face imminent extinction unless their habitat is protected.
3. It is estimated that only around 1.5% of the island's original forest remains. Much forest was cleared under British colonial rule, when large tracts of forest were cleared for rubber, coffee, and tea plantations, but Sri Lanka's forests have also suffered dearly under years of conflict, during which forest was cleared to facilitate military operations, and internal displacement of the population resulted in forest clearance for new agricultural land. In the wake of the tsunami which killed some 31,000 people and caused more than $1.5 billion in property damage, reconstruction efforts have only increased the pressure on Sri Lanka's forests.

1. The Forest Department is currently managing 79 community forest sites While many areas of remnant forest have been cleared for agricultural purposes, the *chena* (land cleared through shifting cultivation) is often of marginal quality for agriculture or is farmed in a way that accelerates soil erosion

**Demography and ethnography**

1. The population density in Sri Lanka is among the highest in Asia (322 people/km). About 80% of the total population of nearly 19 million people is living in rural areas. Literacy rates are high, with a nationwide average of 93% for males and 90% for females. In only two of 18 districts included in the 2001 census did male literacy fall below 90%, namely Nuwara Eliya and Ampara.[[4]](#footnote-4)
2. Sri Lanka's indigenous inhabitants, the Veddas (or Wanniya-laeto,'forest-dwellers', as they call themselves) are believed to represent a direct line of descent from the island's original Neolithic community dating from at least 16,000 BC and probably far earlier. The surviving Wanniya-laeto community retains much of its own distinctive cyclic worldview, prehistoric cultural memory, and time-tested knowledge of their semi-evergreen dry monsoon forest habitat that has enabled their ancestor-revering culture to meet the diverse challenges to their collective identity and survival. Despite this, only a few hundred Wanniya-laeto survive, mainly in small hamlets in Madura Oya National Park. The vulnerable position of the Wanniyalaeto *vis-a-vis* mainstream society may be said to stem from two principal causes. One is that they have never received secure land tenure that recognizes their collective custodianship over traditional hunting and gathering ranges. The other reason is that they have never been consulted or represented in the decision-making process that affects their daily lives.
3. In 1990, the Sri Lankan Cabinet approved:
   * + The demarcation of an area of approximately 600 ha (covering Kotabakiniya, Keragoda, Buluganhadena and Kandeganwila villages) in Maduru Oya National Park as a Sanctuary under the Fauna and Flora Protection Ordinance; and
     + Establishing a Board to protect and nurture Wanniyalaeto culture under the chairmanship of the Director of Wildlife Conservation with representation from the Ministry of Cultural Affairs and other relevant state agencies and non-governmental organizations.

# Forest Policies and legislation

# A Forestry Master Plan was first formulated in 1986, which has been extensively revised and issued as the Second Forestry Master Plan in 1995. Whereas the focus of the First Master Plan mainly lay in investment-based development, the Second Master Plan is a policy strategy and a programme-oriented plan that covers the period from 1995 to 2020. The Master Plan provides a foundation for the preparation of a more detailed National Forestry Policy 1995 that reflects present and foreseeable development priorities and identifies necessary legislative reforms to guide development efforts.

# The main objectives of the National Forest Policy (1995) are: to conserve forests for posterity with particular regard to biodiversity, soils, water as well as historical, cultural, religious and aesthetic values; to increase the tree cover and productivity of forests; to enhance the contribution of forestry to the welfare of the rural population; and to strengthen the national economy with special attention paid to equity in economic development. It focuses on forest conservation, multiple-use of natural forests for land, water, and common goods in rural areas, watershed management, forest plantation, forest trees on common lands and home gardens as sources of income, forest recreation, wildlife conservation, timber harvesting, and the creation of the State Timber Corporation to handle timber supply and marketing.

# Other policies that have an impact on the forestry sector in Sri Lanka are Wildlife Policy 2000, National Environmental Policy 2000, Watershed Management Policy 2002 and Wetland Management Policy 2004. These policies have cross references to biodiversity conservation, land degradation and soil conservation, which have strengthened forestry conservation activities.

1. Two laws support the implementation of the National Forest Policy (National Heritage and Wilderness Area Act and Forest Ordinance). The Fauna and Flora Protection Ordinance supports the implementation of the National Wildlife Policy. The Forest Ordinance was amended in 2009 to bring it in line with legal provisions required under the Convention on Biological Diversity

**Status of REDD+ Readiness**

1. The UN-REDD Programme has compiled a database of REDD+ readiness for countries in the Asia-Pacific region, according to the six components of readiness jointly recognized by the UN-REDD Programme and the FCPF. These data have been compiled from published sources, including R-PINs for those countries that are members of the FCPF, supplemented by expert opinion and other sources. Data for Sri Lanka, other countries in South Asia and ASEAN are shown in Figure 2.

**Figure 3: REDD+ Readiness for Sri Lanka and Selected Countries**

1. As can be seen from Figure 1, in terms of overall readiness, Sri Lanka is at a similar level to several other countries in South Asia, and to the overall average of eight ASEAN countries (ASEAN data excludes Singapore and Brunei). It can also be seen that Sri Lanka is well advanced on some components of readiness, while lagging behind in others. Specifically, the Readiness Process, Implementation Framework and Strategy Setting components are weak. Future support to REDD+ readiness in Sri Lanka would therefore be expected to focus especially on these components.
2. According to Bandaratillake and Fernando (2003)[[5]](#footnote-5), the main causes for deforestation and forest degradation, and therefore the main challenges in implementation of REDD+ for Sri Lanka are:

* Conversion of forests to non-forest uses;
* Overexploitation of forests for timber production;
* Lack of established forest boundaries;
* Lack of a national land-use policy;
* Illegal felling of timber and encroachment on state forests; and
* Shifting cultivation.

1. According to the same authors, these causes are underlain by the following constraints, which therefore become key challenges for REDD+ readiness:

* Ineffective management of forest plantations;
* An inadequate legal framework for effective participatory forest management;
* The lack of participatory forest management and benefit-sharing mechanisms;
* Inadequate support and incentives for private sector involvement in commercial forest plantation development;
* Outdated and inefficient machinery in the wood industries that generate much waste;
* Inadequate attention paid to non-timber forest products;
* The State Timber Corporation’s monopoly for extraction of timber from state forestland; and
* Inappropriate national accounting systems, which do not consider the total value of forest products and service

**National Stakeholders**

1. The **Forest Department**, within the Ministry of Environment, is headed by the Conservator General of Forests (CGF) and consists of eight divisions: Research & Education, Social Forestry/Extension, Law Enforcement, Inventory & Management, Environmental Management & Silviculture, Planning & Monitoring, Personnel & Administration and Finance. Field offices are organized into 4 regions, 21 districts and 68 ranges, with ranges typically divided into 4 or 5 beats. The Department has a staff of about 3200, and an annual budget of about US$ 10 million.
2. District Forest Officers (DFOs) have prime responsibility for the planning of field activities, and prepare a District Annual Action Plan. Annual Action Plans are prepared on a divisional basis and aggregated at the regional and national levels. Action Plans are developed on an annual basis and include a list of activities for each program, and physical targets and financial estimates for each activity on a monthly basis. Within the Social Forestry & Extension Division, the programs include:

* Forestry extension;
* Development of eco-tourism facilities;
* Establishment of new farmer woodlots;
* Maintenance of woodlots;
* Management of old woodlots;
* Home garden development and tree management; and
* Continuation of NRM activities.

1. The Department of Wildlife Conservation (DWLC) was established in 1949 and entrusted with the overall conservation of fauna and flora of the country and the maintenance of its diversity. The functions of DWLC are largely governed by the Fauna and Flora Protection Ordinance (F&FPO) of Sri Lanka and wiidlife Conservation Policy, which was approved by the Cabinet of Ministers in the year 2000. DWLC is maintaining a net work of protected areas in the country for the purpose of conserving the natural resources contained therein.

**Activities of Development Partners**

# Multilateral development partners

* The **Asian Development Bank** (ADB). The ADB has been very active in supporting community forest management, for example, through an initial Community Forest Management project in the 1980s, followed by a Participatory Forestry Project (jointly with AusAID) in the 1990s. The ADB has also supported an Upper Watershed Management Project (1998-2004) and Forest Resource Management Project (2000-2008). Currently, however, the ADB is not as active as formerly in the forest sector in Sri Lanka
* **The World Bank.** The World Bank, which was responsible (together with Finnida) for the formulation of the 1995 National Forest Policy and Master Plan, is currently preparing the Eco-Systems Conservation and Management Project (ESCAMP). This will be a 5 year program within the Ministry of Environment and Natural Resources (MENR) and jointly funded by the GoSL, World Bank and AusAID. ESCAMP will have four components, which are:

1. Grant Facility for Ecosystem Conservation and Management;
2. Pilot Projects in Human Elephant Co-existence;
3. Enhancement of the Quality of Nature-Based Tourism in Protected Areas; and
4. Institutional Capacity Building and Technical Assistance.

A focus of the World Bank’s support to the GoSL is ”conservation landscapes”, which are large landscape units within which support will include the development of conservation and development plans to be included in District development plans. Four conservation landscapes, encompassing about 50-60% of the protected area system plus surrounding land, have been identified, although the precise definition of the conservation landscapes is flexible.

* **UNDP** is currently supporting the government’s development thrust “Uthuru Wasanthaya (Northern Spring)” in Northern Province that will involve new settlements, urban and rural infrastructure and livelihood development. The Central Environmental Authority (CEA) of the Ministry of Environment and Natural Resources and the Disaster Management Centre (DMC) of the Ministry of Disaster Management and Human Rights have planned to carry out a Strategic Environmental Assessment integrated with Disaster Risk Reduction concerns. The assessment is supported by UNDP and the **United Nations Environment Programme**’s (UNEP) Regional Centre in Bangkok. The broader areas of the assessment will consist of the identification and demarcation of environmentally sensitive areas which will be affected by the proposed development projects and the recommendation of alternatives for mitigating prevailing disasters in the area and potential disaster impacts that may occur as results of such development projects. Further, several accelerated studies will be commissioned with the purpose of providing solutions to emerging needs such as the provision of sand and building materials, the extraction capacity of ground water, the optimum use of marine and coastal resources, and the management of solid and liquid waste.
* **FAO**’s work in Sri Lanka has been mainly focused on food security and disaster recovery. For example, The Special Programme for Food Security (SPFS) project was launched in 2002, to assist in the country’s efforts to improve food security of poor rural and peri-urban communities and households - completing its activities in 2008. SPFS focused on least food secure households and women, on increasing productivity and resilience of farming systems and improving local food security and household income. Referring to SPFS experiences in strengthening food security in the 52 villages in 17 districts, the government has undertaken to formulate a National Programme for Food Security (NPFS)

**Bilateral development partners**

* **AusAID** supported the Participatory Forestry Project during the 1990s, mainly in the form of essential food and non-food items which helped the Forest Department to motivate farmers on forestry activities through food aid assistance which helped to cover their daily income. Subsequently, AusAID funded the Sri Lanka Australia Natural Resource Management Project (SLANRMP), which was successful in establishing Community Forestry Management practices in Sri Lanka. The main goal of SLANRMP was to contribute to poverty reduction through improved natural resource management in dry and intermediate zones of the country. SLANRMP activities were completed in January 2009 and all project sites were handed over to the Forest Department. SLANRMP has introduced many innovative approaches to community forestry management while improving livelihoods of rural farmers.

# Currently, the government has requested further Australian support to expand the Community Forestry Model as a national program while consolidating the achievements of the SLANRMP. Consequently, AusAID has designed a programme of assistance to expand the community forestry approach in Sri Lanka, which will be incorporated within and managed as part of the Eco-Systems Conservation and Management Project (ESCAMP). This new programme will be funded with just over A$ 5 million, over a five-year period.

* The **Norwegian Embassy** is in the latter stages of securing funding from Norad for a capacity building project for the Ministry of the Environment. One component will deal with policy on deforestation, and this is linked to Japan’s support to the Clean Development Mechanism (CDM) – see below. There will also be a focus on developing public awareness of climate change issues.
* **Japan/JICA** is assisting the government to develop a policy on CDM, as part of a broader initiative to develop a national strategy on climate mitigation and deforestation. As part of its work on CDM, JICA is also supporting the operationalization of the Sri Lanka Carbon Fund (SLCF), which was established in 2008 by a Cabinet Decision as a public-private partnership under the Companies Act to promote Clean Development Mechanism (CDM) activities.

**Non-governmental agencies**

* **The International Union for the Conservation of Nature[[6]](#footnote-6)** (IUCN) has prepared a proposal for funding by the Asia-Pacific Network for Global Change Research (APN) for creating awareness on REDD+ and strengthening REDD monitoring system in Nepal and Sri Lanka by enhancing capacity of the concerned stakeholders at different levels. The target stakeholders include both from government agencies and civil society organizations (CSOs) that are engaged in REDD processes in the respective countries. Specifically, the project aims to enhance stakeholders’ capacity in REDD processes by helping the stakeholders to understand the IPCC requirements and existing capacity of stakeholders for REDD processes. This is achieved through (a) assessing REDD+ requirements and their awareness building, (b) assessing existing tools and techniques and database with respect to Tier II of the IPCC guidelines; (c) identifying gaps in the existing database on forest resource assessment; (d) carrying out a capacity needs assessment on REDD monitoring, and (e) building capacity.
* **Sewalanka Foundation** is a non-profit organization established to **enhance the capacity of rural communities** to democratically identify and address their own development needs; and to **provide services** that contribute to the economically viable, socially just, and ecologically sustainable development of Sri Lanka. The organization has a broad network of local teams providing support services to more than 550 community-based organizations (CBOs) throughout the country. The main focus is on remote villages and villages that have natural resource or livelihood constraints. Their work focuses on strengthening the capacity of organizations in these disadvantaged communities so that that people in these areas are able to access information, resources and services, influence decision making and address their own development needs.
* **Environmental Foundation Limited** (EFL) is a non profit, public interest organization working for the conservation of Sri Lanka’s environment and natural resources. EFL has the goal of protecting and conserving the environment through sustainable development, transparent and participatory decision-making, protection of environmental rights, justice and environmental peace, and equal rights in the consumption of natural resources. Over the past 25 years, EFL has filed over 140 legal cases concerning mis-use of natural resources. Since 1998, an Environmental Mediation Centre has assisted communities in dispute resolution thorough the provision of mediation.
* **Cultural Survival Trust** was established in 1991 to help indigenous people and other traditional (*puranagama*) communities to articulate, document and disseminate their age-old traditions of living ecological and cultural wisdom. In the process, it has served in a bridge-building capacity between diverse perspectives, helping rural communities to deal as equals with their urban counterparts in the democratic decision-making process, even while making the practical wisdom of Sri Lanka's village hinterland accessible and understandable to the urbanized, Western-oriented population.

1. Other NGOs working in the environmental area in Sri Lanka include Green Movement, Nature Forum, Centre for Environmental Justice, and Practical Action.

**Entry points for the UN-REDD Programme**

1. In common with many other UN-REDD partner countries, there are various activities already underway in Sri Lanka, with support of various development partners, which are of value for REDD+ readiness, but no partner is taking a structured and strategic approach to REDD+ readiness. This, then, should be the primary entry point for the UN-REDD Programme. Funding should be mobilized as soon as possible in order to support a broad-based, multi-stakeholder process to develop a REDD+ readiness “roadmap”. The roadmap will identify all actions required to make Sri Lanka ready for REDD+; those actions that are already being supported; and a comparison of these data will thereby identify gaps in current support. It will then be possible to identify actions for which the UN-REDD Programme has a comparative advantage. This process is illustrated in Figure 4, below.

**Figure 4: Sri Lanka REDD+ Readiness Roadmap and UN-REDD contribution**

1. The roadmap process requires the **establishment of a broad-based multi-stakeholder process**, such as a national REDD+ working group – generic ToR for such a body are provided in Annex 3. In order to inform the preparation of the roadmap, an **analysis of current and planned activities relevant to REDD+ readiness** needs to be undertaken – generic ToR for this are provided in Annex 4.
2. As noted previously, in terms of the six components of REDD+ readiness, Sri Lanka is currently weakest in the areas of the Readiness Process, Implementation Framework and Strategy Setting. Consequently, it can be anticipated that these areas should form the basis for most support to Sri Lanka through the UN-REDD Programme. In this regard, an **analysis of the legal framework for REDD+**, including current provisions for carbon ownership, and the basis for effective stakeholder engagement in the REDD+ process should be undertaken as soon as possible, since legal (and policy) amendments typically take some considerable time to deliver. Generic ToR for such an analysis are given in Annex 5.
3. A national REDD+ strategy should not be viewed as a stand-alone document, but as a component of, and integrated into the National Forest Policy. The current National Forest Policy for Sri Lanka was prepared in 1995. Even without the need to consider REDD+, it would be out-of-date anyway, but taking account of the need to **prepare a national REDD+ strategy** as part of the National Forest Policy, the current policy clearly needs up-dating. This is another contribution that the UN-REDD Programme can make, with high priority for funding.
4. In some countries, an enormous amount of mis-information has been disseminated, even to remote communities. Consequently, it is a matter of utmost urgency to design and deliver a **comprehensive programme of education and awareness raising** so as to avoid the problems that have developed in other countries. The targets of this programme should include government officials, but the primary targets should be local communities in all parts of the country. This activity should be initiated as soon as possible, but should be undertaken in collaboration with other partners. For example, especially in those parts of the country that have benefitted from past AusAID support (and planned continuing AusAID support) to community forestry, an education and awareness raising programme should be delivered in conjunction with and, if possible, through the AusAID/WB programme. In other parts of the country, national partners such as SewaLanka, which has a broad network of CBOs, may be valuable in delivering such a programme. In both cases, the UN-REDD contribution would take the form of preparation of materials, training of trainers, etc.
5. An important element of the Implementation Framework component of REDD+ readiness is the **design of a REDD+ compliant benefit distribution system**. The design of such a system needs to begin with an analysis of the policy issues that need to be addressed. Some of these may be covered in the analysis of the legal framework, already described. Others can be extrapolated from work already undertaken on this issue by the UN-REDD Programme in other countries, such as Viet Nam. However, further analysis will be needed in the Sri Lankan context.
6. Other components of REDD+ readiness for which the UN-REDD Programme can assist Sri Lanka include the **establishment of Reference Scenarios** (also called RELs), for which the first step needs to be an analysis of the implications of different REL methodologies. Again, lessons can be learnt from UN-REDD support to other countries, but implications in the Sri Lanka context need to be considered. Also, although there is substantial existing **capacity for MRV** in Sri Lanka, this will need to be further developed for REDD+, and this is also a viable role for the UN-REDD Programme.

# Resource Mobilization

# The UNDP Country Office has indicated that funds are available to permit immediate progress on high priority actions. It is recommended that these funds be used for the following activities:

# Recruitment of a national consultant to organize and manage the establishment and operation of the broad-based multi-stakeholder coordination process (national REDD+ working group). Estimated cost: 4 months @ $xxx/month = $xxx

* Operational costs of national REDD+ working group. Estimated cost: 6 meetings @ $xxx/meeting = $xxx

# Recruitment of national legal consultant (possibly through EFL) to undertake analysis of legal framework for REDD+. Estimated cost: 1 month @ $xxx/month = $xxx

* Recruitment of national consultant (possibly through EFL) to undertake preparation of database of REDD+ readiness-relevant activities. Estimated cost: 1 month @ $xxx/month = $xxx

# Recruitment of international consultant to provide advice to and mentoring of national consultants. Estimated cost: 2 weeks @ $xxx/week = $xxx

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# The FAO Country Office has indicated that TCP funds would be available very quickly, subject to receipt of a request from the GoSL, to update the National Forest Policy and incorporate a national REDD+ strategy as part of the National Forest Policy. Preparation of a proposal for use of TCP funds should begin immediately

# The UN-REDD Programme currently has a modest level of core funding available. Consequently, it is recommended that Sri Lanka prepare an “Initial” UN-REDD Country Programme, for about $500,000, to be submitted to the 6th meeting of the UN-REDD Policy Board (expected to be held in the first half of 2011). The Initial Country Programme would focus on:

* Design and delivery of a comprehensive REDD+ education and awareness programme, in partnership with AusAID, the WB, and national partners, targeting government officials, local government and local stakeholders

# Analysis of policy issues to be addressed in the design of a REDD+ complaint benefit distribution system

* Analysis of the implications of REL methodologies for Sri Lanka
* Capacity needs assessment and preliminary capacity development for REDD+ MRV

# Subsequently, and subject to additional funding being secured by the UN-REDD Programme, a Full Country Programme could be prepared and submitted. The Full Programme would cover further development of the issues addressed in the Initial programme, including capacity development at a sub-national level, and possibly involving a sub-national demonstration of REDD+ implementation in one or more provinces.

**Annex 1: List of people met**

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| Name | Organization |
| M.P.A.U.S.Fernando | Conservator General of Forests, Forest Department |
| W.A.D.A.Wijesooriya | Director General, Department of Wildlife Conservation |
| K.P.Ariyadasa | Conservator of Forests (Operations), Forest Department |
| Anura Sathurusinghe | Conservator of Forests (Research & Education), Forest Department (National REDD Coordinator/Focal point) |
| Prof. Janendra De Costa | University of Peradeniya |
| Dr.N.S.S.P.Nissanka | University of Peradeniya |
| Ms.L.P.Batuwitage | Additional Secretary, Ministry of Environment |
| Neil Buhne | UNRC |
| Douglas Keh | UNDP Country Director |
| Razina Bilgrami | UNDP Deputy Country Director |
| Ananda Mallawatantri | UNDP Head, Environment Cluster |
| Patrick Evans | FAO Country Representative |
| Sally MacKay | AusAID |
| Dunstan Fernando | AusAID |
| Sumit Pilapitiya | World Bank |
| Darshani De Silva | World Bank |
| Diana De Alwis | IUCN |
|  | USAID |
| Akira Shimura | JICA |
|  | JICA |
| Dana | Norwegian Embassy |
|  | Norwegian Embassy |
| Manishka De Mel | Environment Foundation Ltd. |

**Annex 2: List of Acronyms**

|  |  |
| --- | --- |
| ADB | Asian Development Bank |
| AusAID | Australian Agency for International Development |
| EFL | Environment Foundation Ltd. |
| EU | European Union |
| FCPF | Forest Carbon Partnership Facility |
| FLEGT | Forest Law Enforcement, Governance and Trade |
| FSC | Forest Stewardship Council |
| GEF | Global Environment Facility |
| GHG | Greenhouse gasses |
| GoSL | Government of Sri Lanka |
| JICA | Japanese International Cooperation Agency |
| MRV | Measurement, Reporting and Verification |
| NGO | Non-governmental organization |
| REL | Reference Level, or Reference Senario |
| R-PP | Readiness Preparation Proposal |
| USD | United States dollars |

# Annex 3: Generic ToR for a broad-based, multi-stakeholder coordination mechanism (national REDD+ working group)

**National REDD Work Group**

1. **Rationale**

REDD+ (Reducing Emissions from Deforestation and forest Degradation) is a proposed international mechanism to reward developing countries for reducing rates of deforestation and forest degradation. As defined under the international negotiations, REDD will operate at the national level and include all forested areas: countries will then be rewarded for maintaining overall forest cover above a set baseline (called a reference emission level). Any reductions in deforestation or degradation at the sector or sub-national level will not be rewarded unless overall national rates also decline.

It is therefore necessary to establish an appropriate national coordination mechanism including relevant line agencies to develop a National REDD+ framework, which includes all forested areas (such as production forest, protection forest, protected areas and flooded forest). Development of a national REDD+ framework is anticipated to involve the following phases:

* Phase 1. Development of a national REDD+ Readiness Roadmap.
* Phase 2. Implementation of the National REDD+ Readiness Roadmap for development of the National REDD framework.
* Phase 3. Operation of National REDD+.

1. **Objectives**

The national REDD+ Working Group is responsible for coordinating development of the national REDD+ Readiness Roadmap (Phase 1 above).

1. **Membership**

Membership of the Working Group is based on relevance of mandates, jurisdictions, responsibilities and activities in areas relevant to REDD+ readiness as reflected in sections of the draft readiness roadmap. As the process progresses, it is possible that other members will join the group. Initially it is proposed that group membership will include representation from the following agencies and organizations:

1. Government Agency 1 (Forest Department)
2. Government Agency 2 (Department of Wildlife Conservation)
3. Government Agency 3

# Government Agency 4

1. Etc.

# Civil Society Organization/NGO 1

1. Civil Society Organization/NGO 2
2. Civil Society Organization/NGO 3

# Etc. (includes at least one Indigenous Peoples Organization)

1. (Optional): Development Partner 1

# (Optional): Development Partner 2

1. Etc.

The Working Group will be supported by UNDP and FAO.

1. **Responsibilities**
2. Develop the draft REDD roadmap for endorsement
3. Manage the Roadmap drafting process, including determination and supervision of consultancy inputs
4. Stakeholder Consultation and awareness-raising about the Roadmap process
5. Information collection and institutional mapping about ongoing REDD activities
6. Facilitation of technical background documents (by Working Group and consultants) to inform the REDD Roadmap drafting
7. Participation in trainings, meetings on REDD
8. Coordination, including liaison with development partners and activities by NGOs
9. Reporting by line agency members to their respective line agency
10. **Reporting**

Minutes of Working Group meetings will be taken, summarising the members present and the key conclusions reached. In addition to all members of the Working Group, these minutes will be made available to relevant Government agencies other CSOs/NGOs, and development partners.

1. **Duration and timing**

The REDD Working Group will meet monthly, or more frequently if required, during the Roadmap preparation process, which is estimated to start in October 2010 and be completed by the end of May 2011.

It is expected that members will be required to work between 5 and 10 days per month, depending on activities.

# Annex 4: Generic ToR for an analysis of current and planned activities relevant to REDD+ readiness

**Background**

The Government of Sri Lanka (GoSL) proposes to prepare a REDD+ Roadmap that will describe how Sri Lanka intends to move forward with REDD+ Readiness activities. The Roadmap development process will be led by a multi-agency REDD Working Group, with funding from UNDP and support from the UN REDD programme. The Roadmap will follow the technical content of a Readiness Preparation Plan (R-PP), but adjusted to fit the Sri Lankan context. The process is expected to be consultative, with the REDD Working Group discussing plans and seeking input from relevant Government agencies, development partners, the private sector and civil society representatives. The Roadmap is expected to be drafted between October 2010 and May 2011. As part of the drafting process, the REDD+ Working Group will be commissioning a number of supporting analyses to inform the process.

A comprehensive analysis of existing activities being undertaken, or planned to be undertaken in the near future by government agencies, CSOs/NGOs, and multilateral, bilateral and NGO development partners will provide a basis for informed development of the REDD+ Roadmap. It should be noted that few, if any of the current and planned activities will have been designed explicitly for REDD+; in most or all cases, the justification for the activity will have been based on related issues such as promoting sustainable forest management, promoting community forest management, strengthening forest inventory, etc. Therefore the analysis needs to consider the full range of activities required under the six components of REDD+ readiness. Where gaps are identified, broad estimates of resource needs for filling such gaps need to be provided.

The analysis will be led by a forest management and database expert/consultant working with counterparts from the REDD+ Working Group, and reporting to the REDD+ Working Group. The analysis is expected to be completed before the end of January 2011. The consultant’s outputs will be reviewed and approved by the REDD+ Working Group prior to a follow up workshop in early 2011.

**The database preparation and analysis will include**:

* A review of all published materials from government agencies, development partners and CSOs/NGOs, including web-based materials, concerning current and planned activities of relevance to REDD+ readiness;
* Follow-up, face-to-face interviews with key individuals of all organizations to augment, update and correct information derived from the review of published materials;
* The design of a database using a broadly accessible software package (e.g., Excel), in which activities required for REDD+ readiness are matched against on-going and planned activities in Sri Lanka. The UN-REDD Programme will provide advice and technical support in the identification of REDD+ readiness activities;
* On the basis of the information gathered and entered into the database, identification of gaps in REDD+ readiness activities;
* Preparation of cost estimates for inputs required to fill the identified gaps;
* Preparation and submission to the REDD+ Working Group of the database, cost estimates and a draft report of activities, for review;
* Revision of the products of the consultancy on the basis of comments received by the REDD+ Working Group, preparation of materials for, and participation in a consultation workshop in early 2011, where findings are discussed and further opinions sought.

**Outputs**

The consultant will prepare:

A database of on-going and planned activities relevant for REDD+ readiness in a broadly accessible software package (e.g., Excel)

A series of brief (one-page) concept notes for gaps identified through the database, including broad cost estimates

A report summarizing all the information collated and analyzed.

# Annex 5: Generic ToR for an analysis of the legal framework for REDD+

**Background**

The Government of Sri Lanka (GoSL) proposes to prepare a REDD+ Roadmap that will describe how Sri Lanka intends to move forward with REDD+ Readiness activities. The Roadmap development process will be led by a multi-agency REDD Working Group, with funding from UNDP and support from the UN REDD programme. The Roadmap will follow the technical content of a Readiness Preparation Plan (R-PP), but adjusted to fit the Sri Lankan context. The process is expected to be consultative, with the REDD Working Group discussing plans and seeking input from relevant Government agencies, development partners, the private sector and civil society representatives. The Roadmap is expected to be drafted between October 2010 and May 2011. As part of the drafting process, the REDD+ Working Group will be commissioning a number of supporting analyses to inform the process.

A comprehensive analysis of existing REDD+ relevant governance structures and authorities, policies, laws and subsidiary regulations in Sri Lanka will provide a basis for informed development of the REDD+ Roadmap. The analysis will not only describe the existing frameworks, but will provide options for further development where gaps are identified, including broad estimates of resource needs for implementing the development options presented.

The analysis is being led by a legal expert/consultant working with counterparts from the REDD+ Working Group, and reporting to the REDD+ Working Group. The analysis is expected to be completed before the end of January 2011. The consultant’s outputs will be reviewed and approved by the REDD+ Working Group prior to a follow up workshop in early 2011.

**The legal analysis will include**:

* A background legal review of all areas relevant to REDD+ development activities, including but not limited to: climate change institutional arrangements, land and forest land tenure/title, carbon ownership and taxation, indigenous property rights, forestry and environment rules and regulations, existing institutional arrangements under the Clean Development Mechanism, tax and investment rules and regulations, benefit-sharing arrangements, mechanisms for transfer of revenues to the local level, and organic law reform, etc.;
* A background review of existing and ongoing GoSL policy processes that should be considered during REDD+ Readiness preparation or REDD+ implementation, including: climate change policy, local governance related policies, fiscal reform initiatives, indigenous rights, climate change policy, Paris Declaration implementation, etc.;
* The report should reference the IUCN global legal review and other regional examples if appropriate;
* The analysis should include options on how REDD+ might be integrated into existing institutional arrangements and in which areas further development of laws and policies might be required, which the REDD+ Working Group can use for development of the Roadmap;
* How, and at what level, the REDD+ Roadmap should be endorsed;
* Broad estimates of resource needs for the options identified for inclusion in the Roadmap. A template for the implementation options will be provided: it should provide an overview of the options for moving forward that are identified in the analysis, but need not be overly detailed.
* A consultation workshop in early 2011, where provisional findings are discussed and opinions sought.

**Outputs**

The consultant will prepare a report summarizing all the information collated and analyzed under the preceding list of issues. The report will include a description of recommended legal or policy issues that need to be addressed in order to implement REDD+ effectively in Sri Lanka.

1. List of people met is provided in Annex 1 [↑](#footnote-ref-1)
2. Much of the information in this section is taken from WRI and Mongabay web-sites [↑](#footnote-ref-2)
3. The newly inscribed Central Highlands of Sri Lanka World Heritage Site includes some protected areas under the jurisdiction of the Department of Wildlife Conservation [↑](#footnote-ref-3)
4. <http://www.statistics.gov.lk/page.asp?page=Population%20and%20Housing> [↑](#footnote-ref-4)
5. Bandaratillake, H.M. & Sarath Fernando, M.P. 2003. *National forest policy* review: *Sri Lanka*. In: FAO RAP, 2003. *An overview of forest policies in Asia.* (Enters T., Ma, Q. and Leslie R.N. ed.). Bangkok. <http://www.fao.org/DOCREP/005/AC921E/AC921E00.HTM> [↑](#footnote-ref-5)
6. Formally, IUCN is not an NGO, but a global environmental network of more than 1,000 government and NGO member organizations; but is included here as it operates in a similar fashion to NGOs [↑](#footnote-ref-6)