

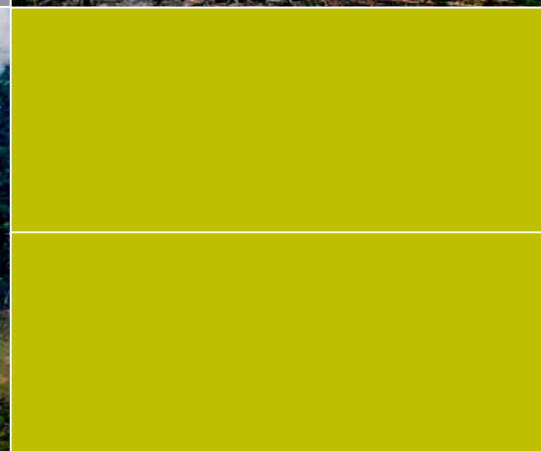


Real-Time Evaluation of Norway's International Climate and Forest Initiative

Contributions to National REDD+ Processes 2007-2010

Country Report: Tanzania

Evaluation Report 17/2010



Norad

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LTS International in collaboration with Indufor Oy,
Ecometrica and Christian Michelsen Institute

Preface

This evaluation is part of the first phase of a real-time evaluation of Norway's International Climate and Forest Initiative (NICFI). As such, it is a major undertaking and the first of its kind for the Evaluation Department. The evaluation is conducted by a team of independent evaluators from the British company LTS International in collaboration with Indufor Oy, Ecometrica and Christian Michelsen Institute.

The evaluation was initiated in accordance with the Evaluation Department's mandated responsibility to evaluate Norwegian development cooperation and motivated by the strong interest from NICFI to draw early lessons and allow corrections to be made in 'real time'.

The primary purpose of this evaluation has been to develop a baseline for subsequent ex-post evaluations and to provide early feedback to the stakeholders and the public about preliminary achievements. As with any evaluation, the purpose is to provide feedback of lessons learned and to provide basis for accountability, including the provision of information to the public.

The evaluators have been provided with a rather daunting task, but we believe that the complexity of the evaluation subject has been well captured by the evaluators. Yet it should be recognized that not all aspects of NICFI have been evaluated at this stage and that the evaluation is not intended to give *the* answer about NICFI. It should also be kept in mind that REDD (Reducing emissions from deforestation and forest degradation) is a complex and moving target.

We would like to acknowledge the efforts made and the cooperation rendered by the initiative's staff and their development partners. We also gratefully acknowledge the support of our external advisers who have commented on the draft reports.

Our hope is that the reports from the first phase of the real-time evaluation will not only add to the experience and lessons learnt through this initiative, but as well contribute to an informed public debate about an important topic.

Oslo, March 2011



Asbjørn Eidhammer
Director of Evaluation

Acknowledgements

The Tanzania country level evaluation was carried out by a team of three experts:

Name	Organisation	Responsibility
Jyrki Salmi	Indufor	Country Team Leader, institutions, governance, coordination mechanisms, report writing; overall planning and coordination of the evaluation
Karoliina Lindroos	Indufor	REDD financing mechanisms, institutional assessment
Irene Karani	LTS International	Capacity assessment, PFM and REDD linkages

The quality assurance was provided by the following team: John McNeish, CMI (indigenous people and local communities issues as well as for overall quality assurance, replacing Johan Helland who was on sick leave), Nicholas Berry, Ecometrica (MRV issues), Tapani Oksanen, Indufor (governance issues). The country evaluation team expresses sincere thanks to the quality assurance support.

The Tanzania country evaluation team wishes to express its gratitude to the Embassy of Norway and the Embassy staff in Dar es Salaam, and thank all the interviewed stakeholders and specialists for their time and efforts to provide information.

This report is one of five country evaluations undertaken under a contract held by the consortium led by LTS International and which includes Ecometrica, CMI and Indufor. Each country evaluation was the responsibility of the organisation to which the Team Leader belongs.

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Acronyms

CBFM	Community-based Forest Management
DFO	District Forest Officer
FBD	Forestry and Beekeeping Division
FCPF	Forest Carbon Partnership Facility
FSC	Forest Stewardship Council
IRA	Institute of Resource Assessment
MJUMITA	Tanzanian Community Forestry Network
MKUKUTA	Tanzania's national development strategy
MNRT	Ministry of Natural Resources and Tourism
MNRT-FBD	Ministry of Natural Resources and Tourism - Forestry and Beekeeping Division
MPINGO	MPINGO Conservation and Development Initiative
MRV	Monitoring, Reporting and Verification
NAFOBEDA	National Forestry and Beekeeping Database
NAFORMA	National Forest Resources Monitoring and Assessment project
NCCSC	National Climate Change Steering Committee
NFP	National Forest Programme
PFM	Participatory Forest Management
PMO-RALG	Prime Minister's Office - Regional Administration and Local Governments
R-PIN	Readiness Project Idea Note
R-PP	Readiness Preparation Proposal
SFM	Sustainable Forest Management
TFCG	Tanzania Forest Conservation Group
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Collaborative Programme on REDD
VPO-DOE	Vice President's Office – Division of Environment

Executive Summary



Executive summary

The purpose of this country level evaluation is to assess Norway's International Climate and Forest Initiative (NICFI)'s support to national REDD strategy development and other REDD readiness efforts in Tanzania. Norway and Tanzania signed a Letter of Intent (LoI) on a Climate Change Partnership focussed on REDD in April 2008. The purpose of the Partnership is to "*implement programmes on adaptation and mitigation of climate change*". To operationalise the Partnership, NICFI has committed NOK 500 million (about US\$ 83 million)¹ over a five-year period. This evaluation sets a baseline of 2007, before NICFI and the Tanzania-Norway Partnership were in place, then compares this baseline with the situation in 2010, assessing the contributions that NICFI has made over that period.

In Tanzania NICFI financing supports, *inter alia*, (i) REDD policy development processes; (ii) public, private and community piloting of REDD mechanisms and actions ("REDD pilots"); (iii) research, training and education on REDD; (iv) institutional development, including monitoring, reporting and verification (MRV) system development; (v) development of a REDD financing mechanism / performance-based financing; and (vi) programme management. The UN-REDD budget in Tanzania is financed from NICFI's NOK 500 million bilateral partnership allocation to Tanzania.

NICFI supports the implementation of the National REDD Framework's readiness process through the bilateral and UN-REDD programmes. Although Tanzania is a partner in the NICFI supported World Bank Forest Carbon Partnership Facility (FCPF), the country does not receive funding from the FCPF, but benefits from using its framework and safeguards checklists.

Tanzania submitted a Readiness Plan Idea Note (R-PIN) to the FCPF in 2008. A draft Readiness Preparation Proposal (R-PP) was submitted in 2009 for initial comments and the revised document was submitted in August 2010.

NICFI bilateral support is managed by the Embassy of Norway in Dar es Salaam, which has contracted the Institute of Resource Assessment (IRA) to provide secretariat services to the national REDD Task Force. IRA contracted five in-depth studies in 2009 which contribute to the National REDD Strategy preparation by the Task Force. The Embassy selected, with advice from the Task Force, nine REDD pilot projects for implementation, and seven of those have been contracted to start work by the Embassy.

¹ Using exchange rate valid at the time of the present evaluation: 1 NOK = 0.166 US\$

A key feature of REDD in Tanzania is a strong focus on participatory forest management as a major institutional arrangement and delivery mechanism for securing sustainable forest management and reductions in emissions from deforestation and forest degradation.

At the time of the United Nations Framework Convention on Climate Change (UNFCCC) Conference of the Parties (COP 13) in Bali in 2007, knowledge about REDD, climate change mitigation and adaptation was very limited among Tanzanian policy makers, technical ministries and civil society, and no REDD projects existed. At grass roots level there was almost no awareness/knowledge and therefore no ownership of climate change mitigation, adaptation and REDD in 2007. However, activities such as participatory forest management were underway in 2007, along with activities to promote carbon sequestration and trading through Voluntary Carbon Markets in this context.

Although climate change and REDD were not mentioned specifically in any policies or strategic documents in 2007, many relevant policies and legislation (see Annex 2) were already in place. Tanzania's National Adaptation Programme for Action (NAPA) was also in place by 2007.

Norway is the largest donor by far to Tanzania's REDD strategy development. REDD policy development is entirely financed by NICFI and the establishment and implementation of all activities of the REDD task force and REDD secretariat have also been financed by NICFI. A National REDD Framework was prepared in 2009 and a REDD Strategy is under preparation, the first draft expected by the end of October 2010².

Although no performance-based REDD payments have been made, various activities, such as a research programme implemented by Sokoine University and nine pilot projects implemented by various NGOs, are receiving NICFI funding. NICFI is also the major financier of UN-REDD.

The NICFI support to the Tanzanian REDD process was evaluated following the OECD/DAC Evaluation Standards. The key evaluation conclusions are as follows:

- **NICFI financing and support** in Tanzania is highly relevant;
- **NICFI financing and support** in Tanzania appears to be **highly effective**;
- **The efficiency of NICFI financing is high**, if speed of operations is used as the criterion³.

The evaluation team's recommendations are intended for follow-up by NICFI and their partners in their ongoing dialogue and partnerships on REDD+. The key **recommendations** of the evaluation are:

- There is a need to increase Tanzanian ownership at a high political level. Active leadership and commitment is needed.

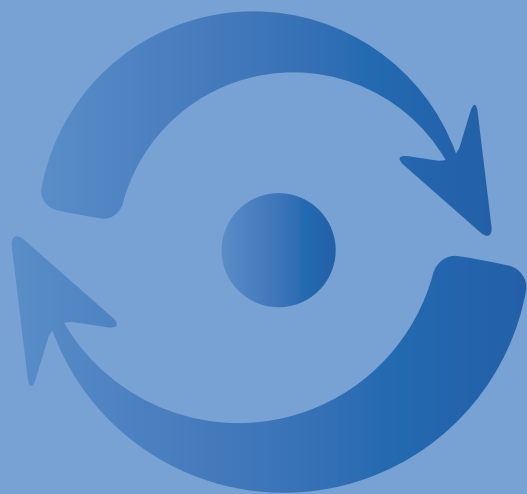
² The cut-off date of this evaluation is October 1st 2010, later developments are not included.

³ It was not possible to assess cost efficiency during this evaluation given the short time period over which activities have taken place – actual expenditure figures were available only from the first year of implementation (2009) of the five year implementation frame.

- In order to improve cross-sectoral coordination and cooperation, the National Climate Change Steering Committee (NCCSC) should be activated and a technical committee on REDD under the NCCSC should be established and made operational. The REDD Task Force, originally made up of the Division of Environment under the Prime Minister's Office and the Ministry of Natural Resources and Tourism – Forestry and Beekeeping Division, has been expanded to include Zanzibar and the Regional Administration and Local Government section of the Prime Minister's Office. The full participation of these key entities needs to be secured.
- There is a need to focus support on planning, designing, and supporting the decision making required around REDD financing / performance-based payments, in addition to the fund disbursement mechanism. Closely linked to the REDD financing / payment modalities and mechanisms, there is a need to develop benefit and risk sharing formulas.
- The draft proposal on the national REDD Trust Fund needs to be better elaborated and requires a detailed analysis of the pros and cons of the options proposed.
- The issues above require the involvement and engagement of Ministries of Finance (mainland and Zanzibar) as they will be key stakeholders when REDD financing commences.
- Models for district level (and Prime Minister's Office – Regional Administration and Local Governments) engagement with REDD need to be developed and established.
- There is a need for the forthcoming REDD strategy to address the issue of essential land use changes such as the conversion of some forests to other land uses due to population increase and possible need to expand agriculture. Macro land-use planning or zoning should also be taken into consideration.
- Cross-cutting issues, such as gender, HIV-Aids and anticorruption measures need to be articulated clearly in the National REDD Strategy.
- The sustainability of the MRV framework should be addressed. The continuation of the National Forest Resources Monitoring and Assessment (NAFORMA) project work following the Finnish/ FAO project is estimated to require some US\$ 500,000 per year. The financing for this must be discussed, agreed and secured as soon as possible.
- Private sector involvement and participation in the REDD process must be organised and supported.
- Capacity development needs continuing attention, but the focus should not only be on "REDD capacity". Capacity constraints are not limited to capability in articulating REDD issues. The largest capacity constraints are in local level sustainable forest management and use, i.e. how to make multiple use forestry a profitable business at local level and how to organise conservation of forests in a sustainable manner.
- The dissemination of information and exchange of experience among NGOs and civil society organisations should be systematised. Annual or twice yearly platforms to exchange experience and information should be organised and supported.

- Donor coordination needs additional attention. Special efforts, such as specific REDD meetings of the Development Partnership Group on Environment should be considered and organised regularly (e.g. once or twice a year).
- Tanzanian lessons learned indicate that there is a need for stronger integration of REDD planning processes at national level with broader national and local level land use planning, particularly with reference to plans for agricultural development. High-level political discussions could be useful in this regard.

Main Report



1. Introduction

1.1 General background

The primary objective of the Norwegian Government's climate policy is to help establish a global, binding, long-term post-2012 regime that will ensure cuts in global greenhouse gas emissions sufficient to limit global temperature rise to no more than two degrees Celsius above pre-industrial levels. Measures to Reduce Emissions from Deforestation and forest Degradation (REDD⁴) in developing countries are considered necessary if this target is to be achieved (Stern 2006; IPCC 2007). To this end, *The Government of Norway's International Climate and Forest Initiative (NICFI)* was launched in December 2007, pledging substantial development cooperation funding towards efforts to support REDD.

1.2 Real-time evaluation programme

As NICFI will be managing a significant part of Norwegian development cooperation funds for several years, it is in the interest of policy-makers and the wider public to have access to impartial information about its progress and performance. The overall objectives of the real-time evaluation are to assess the impact and results of the Initiative's support:

- For improving the prospects of the inclusion of a REDD mechanism in a post-2012 climate regime;
- For the preparation of mechanisms and implementation of activities to attain verifiable reductions in greenhouse gas emissions;
- For the conservation of natural forests to maintain their carbon storage capacity;
- With regards to the general objectives of Norwegian development cooperation, such as those related to livelihoods, economic and social development and the environment.

The first three objectives refer to NICFI's main objectives, while the fourth objective derives from the use of development cooperation funds.

A real-time approach to this evaluation has been adopted in order to assess and feed back the results of NICFI to facilitate rapid learning, give advice at an early enough stage for changes in implementation to still be feasible, and provide timely information to the international community engaged in REDD and climate change issues. This approach is particularly valid given the intensely dynamic nature of the international debate around REDD.

⁴ The terms REDD and REDD+ are used interchangeably in this report. In both instances the intended meaning is REDD-plus, as defined in the Bali action plan – "reducing emissions from deforestation and forest degradation in developing countries; and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries".

In 2010 there have been two core evaluations:

1. Global level: NICFI's contribution to an international REDD regime;
2. National level: NICFI's support to the formulation and implementation of national REDD strategies.

The Norwegian government Ministries of the Environment and Foreign Affairs, which are responsible for the Initiative, are intended to be the main users of the feedback and recommendations generated by the evaluation programme. However, the wider intended audience for the evaluation also includes:

- The Norwegian Parliament, institutions, organisations, and the general public in Norway;
- Multilateral organisations engaged in REDD activities, including the UN REDD programme, the World Bank and the regional development banks;
- The international community, contributing to overall knowledge concerning the achievement of both REDD and sustainable development in general;
- The national REDD initiatives in target countries.

1.3 This evaluation

The purpose of this evaluation was to assess the International Climate and Forest Initiative's support to the formulation and implementation of national REDD strategies and other REDD readiness efforts. As NICFI promotes an international REDD architecture built on national policies and measures, this national level evaluation will constitute a main pillar of the whole real-time evaluation programme. The evaluation encompassed five case-study countries: Brazil, Democratic Republic of Congo, Guyana, Indonesia, and Tanzania. These countries receive significant support from NICFI through different channels and mechanisms, they represent a range of forest types and conditions, are at different stages in the forest transition, represent different national policy contexts, and together they cover each of the three tropical continents. Consequently, NICFI support in each of these countries has been used for different purposes, including stakeholder consultations, capacity-building, institutional strengthening, demonstration activities, and application of policies and measures.

Within each of the five countries this evaluation had two main objectives:

1. Develop a methodology for the real-time evaluation of NICFI support to the formulation and implementation of national REDD strategies;
2. Establish a baseline for 2007 and evaluate the status and progress of NICFI support to the formulation and implementation of national REDD strategies as of 2010.

This document is one of five case study country evaluation reports and presents results from Tanzania.

1.4 The evaluation object – Norway’s International Climate and Forest Initiative (NICFI)

1.4.1 NICFI’s objectives

Norway’s International Climate and Forest Initiative was launched by Prime Minister Jens Stoltenberg during the climate change negotiations in Bali in December 2007 with a pledge of up to three billion Norwegian Kroner (US\$ 500 million) per year to reduce emissions from deforestation and forest degradation (REDD) in developing countries.

The rationale behind NICFI’s support for REDD is to make a substantial contribution in the struggle against global warming. The climate-related goals will therefore determine which support is to be initiated, continued, terminated or changed. Sustainable development and poverty alleviation are overarching goals of Norwegian foreign and development policy. Thus, in addition to the climate-related goals, these are essential goals for NICFI. In pursuing the different goals, the climate policy and the development policy should be mutually supportive.

The funding shall be used in accordance with the objectives of NICFI:

- To work towards the inclusion of emissions from deforestation and forest degradation in a new international climate regime;
- To take early action to achieve cost-effective and verifiable reductions in greenhouse gas emissions;
- To promote the conservation of natural forests to maintain their carbon storage capacity.

1.4.2 NICFI’s internal institutional framework

There is a high level of political drive for NICFI and three key government institutions, presided over by the Minister for the Environment and International Development, are involved in its implementation resulting in a complex structure:

- The Ministry of Environment, in which the NICFI Secretariat is based has overall responsibility for the International Climate and Forest Initiative;
- The Ministry of Foreign Affairs, including the Norwegian missions abroad, is responsible for foreign and development policy related to NICFI, as well as the management and disbursement of funds; and
- The Norwegian Agency for Development Cooperation, Norad, provides technical advice and manages funds for civil society support and scientific institutions.

1.4.3 NICFI’s portfolio of inputs

The International Climate and Forest Initiative provides bilateral support to Brazil (Amazon Fund) and Tanzania, and civil society and scientific institutions through a grant scheme administered by the Norwegian Agency for Development Cooperation (Norad). The majority of financial support is channelled through multilateral entities including: The UN Collaborative Programme on Reduced Emissions from Deforestation and Forest Degradation (UN-REDD Programme), a collaboration between UNDP, UNEP and FAO; The Forest Carbon Partnership Facility (FCPF); The Forest Investment Program (FIP); The Guyana REDD+ Investment Fund (GRIF) all three hosted by the World Bank; and The Congo Basin Forest Fund (CBFF) hosted by the African Development Bank. Norway has entered into an agreement with the Democratic

Republic of Congo for the set-up of a climate change secretariat to support DRC's role as technical coordinator of African countries' positions and participation in the UNFCCC processes. NICFI contributes half of the Norwegian support to the secretariat as this function partially relates to REDD. A Memorandum of Understanding has been signed with Mexico (mainly for support to improve, develop and explore methodologies for monitoring, reporting and verification of forest-related emissions and removals), and a Letter of Intent with Indonesia (for broad support to the national REDD agenda). Disbursal of funds related to these agreements will also be through multilateral routes.

NICFI's funding at the national level to the five evaluation case study countries is delivered through a diversity of channels and mechanisms. The support to Tanzania, which is the subject of the present evaluation report, is mainly bilateral (including civil society and scientific institutions) but also multilateral.

1.4.4 National REDD strategies

Norway's International Climate and Forest Initiative regards the following as important elements of National REDD+ Strategy development:

- Establishment of a system for monitoring forest cover and biomass, collecting forest carbon volume data, and for reporting on emission levels from deforestation and forest degradation;
- Incorporation of sustainable development concerns including opportunities for economic and social development for the local population, conservation of biodiversity and promotion of respect for local and indigenous peoples' rights;
- Establishment of systems and national plans to prevent carbon leakage and ensure lasting results;
- Thorough analyses of the drivers of deforestation and forest degradation, and the best ways of dealing with them;
- Institutional and capacity building for national and local authorities, including anti-corruption measures and measures to increase transparency in forest and land use management;
- Mechanisms for compensation for the ecosystem service of carbon storage;
- Establishment of the necessary legal, administrative and economic framework for sound, sustainable forest and land use management, and of the necessary capacity to ensure compliance;
- Cost effectiveness (maximum possible reduction in emissions per unit of expenditure).

1.4.5 The rationale behind NICFI's support to national level activities

NICFI provides the majority of its country level support through multilateral funds / initiatives or via bilateral REDD+ partnerships. Through the multilateral funds and initiatives NICFI seeks to reach a large number of countries involved in REDD+, which they would be unable to do bilaterally, to contribute to the establishment of common donor platforms, and to prevent corruption by working under the auspices of entities like the UN and the World Bank that are able to handle large cash transfers safely. It is also considered important that all the relevant multilateral institutions are engaged and can contribute in a coordinated way in accordance with their comparative advantages.

The REDD+ partnerships are intended to provide the first international examples and experiences with partnerships of this nature. As well as generating climate benefits against agreed reference levels, these partnerships are envisaged to produce a wide range of experiences and lessons learned that will provide input both to the UNFCCC negotiation process and to REDD+ endeavours by other countries' and partnerships. There are six key areas in which NICFI's activities are expected to generate lessons and demonstrations. These include:

1. Modalities of funds transfer;
2. Methodologies for reference level setting in both high deforestation and low deforestation countries;
3. National-level MRV-systems; methodological and institutional choices;
4. Involvement of stakeholders, including indigenous and local communities;
5. Design and implementation of social and environmental safeguards in REDD+;
6. Strengthening of institutions relevant for REDD+.

Within these partnerships NICFI is obliged to adhere to Norwegian policy, guidelines and funding regulations for international development cooperation. In addition, NICFI's general responsibilities within its REDD+ Partnerships include the development of the framework documents for the partnerships in accordance with international recognised standards and rules and through dialogue and negotiations with the partner country; fulfilling any responsibilities established in the framework documents; follow up the agreements through annual meetings, comments on annual reports, etc.; and to respect partner country sovereignty in development and implementation of policies and measures, in line with the Paris Declaration on Aid Effectiveness 2005⁵, as long as basic requirements established in framework documents and/or for the use of development cooperation funding are met.

The decision to cooperate with Tanzania was motivated by a wish to continue and expand upon Norway's long experience of bilateral cooperation with Tanzania, combined with an interest in partnering with an African dry tropical forest country. However, the decision to support Tanzania was made, and the Letter of Intent that is the basis for that support was in place, before NICFI became operational, so this partnership is different from NICFI's general approach to REDD+ partnerships. The Tanzanian program is traditional bi-lateral cooperation managed by the Embassy of Norway; it is not a performance based financing arrangement like the other NICFI partnerships. The partnership has the following features:

- A special focus on climate change mitigation through REDD;
- Financing of up to NOK 500 million over five years (see Annex 1);
- Contribution to climate change adaptation and mitigation;
- Contribution to poverty reduction, conservation of biological diversity and sustainable land management practices;
- Various implementing institutions.

⁵ Available at: <http://www.oecd.org/dataoecd/30/63/43911948.pdf>

1.5 Country context

1.5.1 Country profile⁶

The United Republic of Tanzania has a political economy that relies predominantly on agriculture, which accounts for over 25% of total Gross Domestic Product (GDP), 85% of exports and employs approximately 80% of the work force. Industry has traditionally consisted of the processing of agricultural products but funds have been provided by bilateral and multilateral donors in order to modernise Tanzania's aging economic structure. As a result of this donor support and stable macroeconomic policies, Tanzania has a real GDP growth rate of 6% (18th highest in the world in 2009). It was, however, hit hard by the economic downturn, since the tourism industry is one of the country's top earners of foreign currency.

This impressive growth appears to have improved the quality of life for Tanzanians, since the Human Development Index for Tanzania has grown slightly above the average for Sub-Saharan Africa. However, the government still relies on foreign aid for 30% of its national budget and its population remains vulnerable due to its heavy reliance on cash crops (coffee, tea, cotton, cashews) for export earnings.

Tanzania's population has a strong sense of national identity and is proud to have Swahili as the national language, even if there are over 120 ethnic groups in the country. There is a greater heterogeneity when it comes to religion, however, with a fairly even three-way split between Christianity (30%), Islam (35%) and indigenous beliefs (35%), with Zanzibar being the exception (99% Muslim). The East African country has seen relatively peaceful politics since the 1990s, with the exception perhaps of the self-governing state of Zanzibar where elections are often marred by controversy and violence. In terms of corruption perceptions, Transparency International's score is 2.7, placing Tanzania 116th in the world.

The political system in Tanzania is a Republic, with the President and National Assembly members being elected every five years. It is currently a one-party dominant state ruled by the Chama Cha Mapinduzi party. On 31 October 2010, Tanzania had its fourth multi-party general election and the ruling party faced the most serious competition to date; the President was elected with 61.7% of the vote in comparison to 80% in 2005.

1.5.2 REDD history and process in Tanzania

In Tanzania the REDD process began when the Norwegian Prime Minister visited in April 2008 and signed a letter of intent (LoI) with the Tanzanian government for a climate change partnership.

The main activities to be undertaken as a result of the partnership include:

- The establishment of pilot activities for the promotion of a national REDD process, including incentive schemes, capacity building, provision of technical assistance, monitoring and verification systems etc;

⁶ From CIA World Factbook and US State Department Country Profile for Tanzania

- A policy review to reveal possible needs for development or improvement of policies to ensure an overall policy environment conducive to the climate change agenda;
- A comprehensive research and methodology development programme for climate change adaptation and mitigation;
- Development and undertaking of training and education programmes of relevance for the climate change challenges at all levels;
- Promotion of investments from partnerships with the private sector, NGOs and research institutions.

Soon after signing the Letter of Intent, the Norwegian Embassy began planning NICFI support to the Tanzanian national REDD process. Three technical staff, two embassy staff and one consultant were assigned to the process.

Later in 2008, a National REDD Task Force was initiated to coordinate and prepare for future REDD-related activities. The Task Force consisted of representatives from the Division of Environment and the Forestry and Beekeeping Division and was set up specifically to initiate the development of a National REDD Strategy.

Apart from the Regional and Local Government section of the Prime Minister's Office, and Zanzibar⁷, other ministries are not part of the task force. Zanzibar has appointed a representative, but the Regional and Local Government section has not yet done so.

The need for an independent facilitator for the strategy development process was agreed upon, and a list of potential facilitators (organisations and institutions) was proposed. The Task Force selected the Institute of Resource Assessment as the most appropriate, since it was seen as a national institute with sufficient credibility and independence.

A meeting was held during December 2008 at the Embassy, attended by three Task Force members (two from Forestry and Beekeeping Division and one from Division of Environment) to discuss their reactions to this proposal. Separate meetings were then held with the Task Force representatives of Forestry and Beekeeping Division and Division of Environment to ensure a revised version had included all concerns. The Institute of Resource Assessment was commissioned as a facilitator/Secretariat for the process in March 2009 through a contract agreement with the Norwegian Embassy.

The Forestry and Beekeeping Division then organised a four-day National Workshop in January, 2009. This workshop brought together experts from government departments, private sector, NGOs, academic and research institutions for the development of the National REDD Framework. Zanzibar was not part of this process.

⁷ which were included in 2010

The REDD process was formally launched on 24 August 2009 at Kunduchi Beach Hotel, Dar es Salaam. The launch event was organised by the National REDD Task Force Members through the REDD Secretariat.

Input into the formulation of the National REDD Strategy began with stakeholder consultations at national, regional and district levels in August 2009. At the national level, ministries, non-governmental organisations and other actors were consulted in various forums. MJUMITA, a network of community based organisations was also consulted by the Task Force during their Annual General Assembly. Consultations were also carried out at the eight regional headquarters. Participants were selected from a range of regional and district level stakeholders including Regional Natural Resource Advisors, District Natural Resource Officers, District Forest Officers and non-governmental organisations such as Tanzania National Parks and the Jane Goodall Institute. Representatives from other natural resources conservation programmes in the relevant regions were also invited. These consultations also included Unguja⁸ in Zanzibar and involved the villages supported by the Department of Commercial Crops, Fruits and Forestry.

At village level, one ward⁹ was selected for village level consultations in each zone¹⁰. Stakeholders at this level included local communities living adjacent to selected forest resources, villagers involved in participatory forest management, extension staff, village leaders and environmental committee members. The criteria used for the selection of villages for local level consultations included an abundance of forest resources, involvement in participatory forest management and/or Wildlife Management Area activities, and the capacity for undertaking REDD activities at that level.¹¹

While these consultations were taking place, five studies designed to contribute to the REDD Strategy were commissioned by the Institute of Resource Assessment:

- Modalities of REDD Trust Fund & financial flow management;
- REDD in Rural development;
- Business model for REDD carbon;
- REDD information needs, communication & knowledge management;
- Legal and institutional framework of REDD.

A workshop was held to present the study findings in August 2010 and inputs from various stakeholders were made so that the studies could be finalised.

Tanzania submitted a Readiness Plan Idea Note (R-PIN) to the Forest Carbon Partnership Facility (FCPF) in 2008. The draft Readiness Preparation Proposal (R-PP) was submitted in 2009 for initial comments and the revised document was submitted in August 2010¹². The R-PP identifies the main drivers of deforestation and forest degradation and has suggestions on how to address them.

8 An island that is part of Zanzibar

9 Ward is an administrative unit between village and district; a few villages form a ward

10 A few regions form a Zone with a couple of districts forming region.

11 FCPF R-PP 2010

12 The R-PP was approved in November 2010 – after the cut-off date of this evaluation.

Consultations with stakeholders including the Forestry and Beekeeping Division, civil society, the World Bank, United Nations Development Programme, NAFORMA (National Forest Resources Monitoring and Assessment project), the media, Tanzania Forest Research Institute, the private sector, and MJUMITA (Tanzanian Community Forestry Network) on REDD and social and environmental standards were also carried out in 2009.

A call from the Norwegian Embassy for civil society proposals for piloting REDD-related projects led to nine proposals, out of the 46 submitted, being selected for funding in 2009. Selection was carried out by the National REDD Task Force and the Norwegian Embassy. Seven of the proponents of the successful proposals have signed contracts with the Embassy and the other two are expected to be signed soon.

The **Tanzania UN-REDD Programme** was launched on 6 November 2009 in Morogoro. The inception mission was carried out in January 2010. Zanzibar is not part of UN-REDD, but may be included in some capacity building activities and will have a representative on the Advisory Committee.

The Norwegian Embassy has also signed a contract with Sokoine University as part of a consortium with Tanzanian and Norwegian universities and research institutions. The consortium has established a REDD Research and Capacity Building Programme through which 17 PhD and 50 Masters' students will be trained and gain practical experience through pilot projects run by scientists. At least an additional 15 competitively selected research projects will be financed through the programme.

The first draft of the National REDD Strategy is expected to be finalised by October 2010. Details on the progress of the Strategy can be found in Chapter 4.

2. Methodology

2.1 Real-time evaluation

The need for timely information and rapid learning calls for a real-time evaluation to progressively assess the results of NICFI with regard to its objectives and the general objectives of Norwegian development cooperation.

A real-time evaluation is distinct from a full-term or interim evaluation insofar as it is part of an ongoing process of reflection and improvement. The findings of a real-time evaluation should therefore be viewed in terms of how they can be used to adjust and improve the ongoing activities of the NICFI rather than providing definitive assessments. The real-time evaluation of NICFI aims to provide feedback to the stakeholders and a basis for subsequent ex-post evaluations.

This report represents one of five country reports from the first iteration of the real-time evaluation of NICFI's support to the formulation and implementation of national REDD strategies and other REDD readiness efforts. It is emphasised that the findings are not assessments of the final impacts of NICFI (which are unlikely to be known for several years) but are conclusions about progress and process towards the end goal.

It is expected that the real-time evaluation method will require some adjustment as NICFI evolves. This is firstly because real-time evaluation is a new element to the overall management of the Initiative, and secondly as the external policy context develops over time, so questions and indicators that are relevant at one stage of development may be less relevant at a later stage.

2.2 The timeframe for the evaluation

The starting (baseline) point for this evaluation was December 2007, corresponding to the launching of NICFI at COP-13, while the end point is 1 October 2010. The evaluation was carried out between 28 June and 1 October 2010. The country field missions took place in August – early September, and literature was consulted until the end of September 2010.

2.3 Selection of themes and indicators

A standardised real-time evaluation framework was developed that is designed to allow comparisons over time. This included the definition of a set of common indicators that (i) remain valid throughout the real-time evaluation period, (ii) can be used across countries, (iii) address the overall objectives of the real-time evalua-

tion, (iv) cover the issues raised in the Terms of Reference, and (iv) enable assessment of contribution of inputs from NICFI to observed progress.

The 2007 baseline for each indicator was reconstructed and compared to the situation as of 2010. In order to facilitate easy comparisons between (i) the baseline situation (2007), (ii) overall country-level progress from 2007 to 2010, and (iii) the specific NICFI contribution to the progress, the results of the country-level evaluation were summarised in a concise evaluation framework matrix. The evaluation framework is based on indicators grouped under the five following themes:

1. National ownership
2. REDD relevant policies, strategies, plans and actions
3. MRV capacity and capability
4. Deforestation and forest degradation
5. Livelihoods, economic and social development, environmental conservation

Themes 1 to 4 reflect the two NICFI climate objectives that have particular relevance at the national level: (a) to take early action to achieve cost-effective and verifiable emissions reductions, and (b) to promote conservation of natural forests to maintain their carbon storage capacity. Theme 5 reflects the recognition of REDD co-benefits and relates to Norway's development and foreign policy objectives, which apply to the Initiative and all activities that it supports.

These themes and their respective indicators are designed to encompass the whole REDD and development agenda. Although NICFI is only directly involved in, and able to influence, a subset of this (and that subset differs between partner countries), the broad scope ensures that NICFI's contribution is contextualised. Indicators that are not applicable now may also become applicable if NICFI broadens its scope in the future.

The level of achievement against each of the indicators in 2007 and 2010 was assessed as high, medium, low, and a similar system was used to assess the NICFI contribution. These assessments will provide a basis from which to monitor changes over time through subsequent evaluation visits.

2.4 OECD/DAC criteria

NICFI's progress was assessed against the three Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC) criteria relevance, effectiveness and efficiency. Their application within the real-time evaluation of NICFI's support to national REDD processes was as follows:

Relevance – The extent to which NICFI's contribution across the themes and indicators has been consistent and coherent with the individual partner country's policy and development goals and needs, with wider global priorities, with other donors' goals and policies and with NICFI's overall objectives.

Effectiveness – The extent to which NICFI's contribution across the themes and indicators whether direct or indirect, has achieved, or is likely to achieve, NICFI's objectives.

Efficiency – Preliminary reflections on whether NICFI has targeted inputs – finance, personnel time, level and clarity of engagement – in a way that has pro-

duced outputs that have been conducive towards progress by the partner country and to achievement of NICFI objectives.

2.5 Collection of evidence

Evidence was collected through comprehensive programmes of stakeholder interviews, in-depth literature surveys, document reviews of research papers, reports, and policy documents, and triangulated across the data sources and through cross-validation of key pieces of evidence between interviews. The field visit to Tanzania was conducted from 19 August to 3 September 2010. The list of interviewees is provided in Annex 4.

2.6 Methodological limitations

2.6.1 Themes and indicators

NICFI is a very complex evaluation object due to its size and scope. While performance indicators for NICFI's overall objectives were described in the Ministry of Environment's Proposal 1 to the Storting 2008–2009 (Det Kongelege Miljøverndepartement 2008) and added to in the Ministry of the Environment's Budget Proposal 2009–2010 (Det Kongelege Miljøverndepartement 2009), NICFI has not developed a comprehensive logical framework with detailed indicators for the whole range of activities. For such a large and innovative activity, the lack of a full set of indicators is understandable, but it creates room for interpretation as to which themes and indicators should be included in the real-time evaluation framework.

As REDD is a “moving target” and NICFI's activities will change over time, the themes and indicators assessed in this report may be revised in the next iterations of the real-time evaluation. For the present evaluation, a set of generic indicators was developed during the inception phase and during the field work the team attempted to revise, refine and adapt these to the national situations. The development of the evaluation indicators should therefore be considered a “work in progress”.

2.6.2 OECD/DAC criteria

The multiple components contributing to progress against indicators make assessment and scoring against DAC criteria problematic. NICFI's early stage of implementation also makes assessment of DAC criteria preliminary and subject to interpretation, especially with respect to effectiveness and efficiency. The country reports therefore place more emphasis on the descriptive accounts of the baseline situation, REDD+ developments up to October 2010, and to the NICFI activities and their relevance.

3. Baseline in 2007

3.1 National ownership

REDD was formally recognised by the United Nations Framework Convention on Climate Change (UNFCCC) in December 2007 in Bali, Indonesia. At that time the knowledge of REDD and climate change mitigation and adaptation amongst policy makers, technical ministries and civil society was very limited in Tanzania. However, since 2003 relevant activities such as participatory forest management had been implemented by the Forestry and Beekeeping Division and the Regional Administration and Local Government section of the Prime Minister's Office. The participatory forest management work was also intended to promote carbon sequestration and carbon trading through Voluntary Carbon Markets at national level.¹³ At grass roots level there was almost no awareness/knowledge and therefore no ownership of climate change mitigation, adaptation and REDD in 2007. However, some knowledge of sustainable forest management had been generated through participatory forest management activities.

3.2 REDD relevant policies, strategies, plans and actions

According to the REDDTZ¹⁴ "National REDD Strategy is expected to guide implementation and coordination of mechanisms required for Tanzania to benefit from a post 2012 internationally-approved system for forest carbon trading based on demonstrated emission reductions from deforestation and degradation. The Strategy will further provide guidance on how best to deal with monitoring, reporting and verification (MRV); financial mechanisms and incentive schemes; modalities of engaging different stakeholders; coordination of REDD schemes; exploring carbon market options; REDD governance systems; REDD training and infrastructure development; research; effective communication and information sharing mechanism and drivers of deforestation and degradation". In 2007 Tanzania did not have an on-going process to formulate a REDD strategy.

Although climate change and REDD were not specifically mentioned in any policies or strategic documents, many REDD-relevant policies and legislation were already in place in 2007 (see Annex 2). Most policy documents emphasised the integration of sound environmental practices and mainstreaming of environment under the National Environment Management Council and involved the designation of national and district level focal points within each government ministry.

¹³ Niras (2008). Tanzania PFM Review Report

¹⁴ REDDTZ is a website of the United Republic of Tanzania. The site was established by the Institute of Resource Assessment (IRA) of University of Dar es Salaam, which is the secretariat to National REDD Task Force Team.

In 2007 a sector-wide approach was developed to replace the project approach in forest sector development cooperation. However, donors continued to finance the forestry sector through projects and the new approach failed. Efforts to devolve forest management were also not entirely successful since not all districts with significant forest resources were included, and village-level impacts of participatory forest management remained limited despite scale-up plans to support decentralisation¹⁵.

Tanzania's National Adaptation Programme for Action (NAPA) was in place by 2007. REDD – relevant processes were proposed in the NAPA in relation to climate change mitigation and adaptation. For instance, the NAPA identified the climate change-related vulnerabilities of key economic sectors, which form the basis of the livelihoods of the rural communities and the backbone of national development.

By 2007, Tanzania had carried out climate change vulnerability assessments for agriculture, energy, forestry and wetlands, health, human settlements, coastal and marine and fresh water resources sectors. Adaptation programmes involving reforestation of degraded lands using adaptive and fast growing tree species, development of community forest fire prevention plans and programmes, and the establishment of land tenure systems in order to facilitate sustainable human settlements were proposed¹⁶.

3.3 Deforestation and forest degradation rates

3.3.1 Rates of deforestation and forest degradation

Several national level estimates of deforestation were available in 2007: Global Forest Resource Assessment (FAO 2006) provided an annual deforestation rate of 1.1% or 412,279 ha based on linear interpolation / extrapolation, while Tanzania's National Forest Programme estimated that forest area decreased by 130,000 – 500,000 ha per annum between 1971 and 1999. Tanzania's National Forest Programme (2001) estimated that over 500,000 ha of forests and woodlands, especially on General Lands, were degraded annually. Detailed assessments of levels of degradation were available at a sub-national level for the Eastern Arc Mountains and lowland coastal forests, and for a few of the reserved areas of woodlands in 2007.

3.3.2 Drivers of deforestation and forest degradation

Uncontrolled wild fires, intensive livestock grazing, illegal mining and charcoal making and agricultural expansion had all been cited as drivers of deforestation and degradation in Tanzania by 2007 (NC1 2003; FBD 2008). Data from the Eastern Arc Mountains suggested that this deforestation was primarily taking place in woodlands and forests outside the network of government, village or co-managed reserved areas (FBD 2007; Hall *et al.* 2009; Scharlemann *et al.* 2010). Forest use was described as by far the most significant driver in 1990, followed by conversion of forest land to agriculture (NC1 2003).

¹⁵ LTS (2010). Draft Tanzania Evaluation Report on Forestry and Biological Resources, MFA, Finland.

¹⁶ VPO (2007), United Republic of Tanzania, National Adaptation Programme of Action (NAPA).

3.3.3 Carbon emissions from deforestation and forest degradation

In 2007, the only available green house gas inventory for Tanzania was Tanzania's First National Communication to the UNFCCC. In this inventory, the Land Use and Forestry sector was estimated to be the major emitter of greenhouse gases in Tanzania during the 1990 baseline year, accounting for 56.7 Mt of CO₂, or 87 percent of all emissions (NC1 2003). A regional estimate available in 2007 for the Eastern Arc Mountains suggested that deforestation in this region resulted in emissions of around 16.23 Mt CO₂ per annum (FBD, 2007; Hall *et al.*, 2009; Scharlemann *et al.*, 2010).

Forest degradation in the Eastern Arc Mountains was estimated to reduce carbon storage from 300 tonnes per hectare in pristine forest, to less than 100 tonnes per hectare in degraded forest¹⁷, although it is not clear which carbon pools were accounted for in these estimates. Estimates from coastal forests between Dar es Salaam and Rufiji suggest that forest degradation reduces carbon storage from 157 to 33 tonnes per hectare, and in Miombo woodlands from 87 to 33 tonnes per hectare (FBD 2005, cited in R-PIN 2008).

In 2007 carbon storage in relation to forest type in Tanzania was only partially known (FBD, 2007), the carbon density of many tree species was unknown, and robust local allometric equations to convert standard tree diameter and height measurements to biomass carbon had only been established for some forest types (Burgess *et al.* 2010). A woody biomass inventory of Zanzibar islands was undertaken in 1997.

3.4 MRV capacity and capability

3.4.1 Field data availability

Although a vegetation map of Tanzania was available in 2007 (NC1 2003), Tanzania had no reliable data on forest extent, characteristics, growth and yield since no comprehensive national forest inventory had been carried out (FAO, 2006; 2007) due to limited capacity in terms of numbers of staff and financial resources¹⁸. However, by 2007 the data were available in the form of various sub-national inventories¹⁹ that had been undertaken since 1971. These focussed primarily on forest reconnaissance and the development of land use management classifications (Readiness Preparation Proposal, URT 2010).

By 2007 initial preparations for Tanzania's National Forestry Resources Monitoring and Assessment programme (NAFORMA), which was to include a forest inventory, and the National Forestry and Beekeeping Database (NAFOBEDA), were underway.

17 Readers should note that the R-PIN (2008) does not define term "pristine forest"

18 <http://www.communitycarbonforestry.org/NewPublications/Likely.pdf>

19 Reconnaissance inventory of indigenous forest in five areas (Kilimanjaro, Tanga, Kilombero, Tabora and Mtwara) undertaken by the Tanzanian Government between 1971 and 1973;
Industrial inventory of these same five areas carried out 1975–1977 by Jaakko Pöyry;
Sida-supported reconnaissance inventory in three new regions (Singida, Arusha and Dodoma) from 1992–1996;
National Reconnaissance of Land Use and Natural Resources Mapping conducted by Hunting Technical Services in 1996 through the World Bank funded Forest Resource Management Project (FRMP);
Study on the status of Non Timber Forest Products in Tanzania carried out by the Forestry and Beekeeping Division 1999;
Reconnaissance inventory in 11 more districts conducted by the Forestry and Beekeeping Division in 2005 with financing from the World Bank funded Tanzania Forest Conservation and Management Project (TFCMP) (UTF Tanzania – National Forestry Resources Monitoring and Assessment – Project Document)

3.4.2 Greenhouse gas inventory

An inventory of Tanzanian greenhouse gas emissions and removals was developed from 1993 to 1994 based on guidelines from the United Nations Environment Programme (UNEP), Organization for Economic Cooperation and Development (OECD), and Intergovernmental Panel on Climate Change (IPCC) (NC1 2003). The inventory was based on activity data obtained between 1988 and 1990; however, activity data for Land-Use Change and Forestry contained gaps and was considered outdated (NC1 2003). Emissions factors were based on IPCC defaults as no national level data were available (NC1 2003). The greenhouse gas inventory was conducted using national expertise at Tanzania's Centre for Energy, Environment and Technology.

This Centre also had capability in using forest gap models to assess the impact of future climate scenarios on major forest ecosystems and their productivity (NC1 2003)²⁰.

3.4.3 Community level MRV systems implemented by 2007

With respect to monitoring, reporting, and verification (MRV) capacities, some pilot projects for community MRV systems had been initiated by 2007. The Kyoto: Think Global Act Local project demonstrated that MRV data could be accurately collected on an annual basis by villagers with a limited amount of training and external technical support, and concluded that placing forests under participatory forest management could lead to improved forest conditions and greater forest carbon stocks²¹. The project demonstrated that cost-effective and accurate methods to monitor changes in forest condition and carbon stocks at the local level are essential in the Tanzanian context for linking payments under REDD to local forest managers.²²

3.5 Livelihoods, economic and social development and environment conservation

3.5.1 Livelihoods, economic and social development

REDD related co-benefits bring various additional direct and indirect monetary and non-monetary benefits to local and global populations. These benefits are the products and services produced by forests and trees additional to carbon and include for example wood and wood products, water, food, fodder, medicine, fuel, shelter, employment, recreation, habitats for wildlife and landscape diversity. They also provide a range of unique natural ecosystems, biological diversity and genetic resources that have the potential to bring about environmental, social and economic development. In Tanzania, forests and woodlands support the livelihoods of 87% of the rural poor (Milledge *et al.* 2007).

By 2007 there was little national level information available on socioeconomic and livelihood indicators. According to Monela *et al.* (2000), honey, charcoal, fuel wood, and wild fruits contributed 58% of the cash incomes of farmers in the Miombo woodlands, but the study comprised only six villages (see Table 1). Honey alone

20 VPO (2003), United Republic of Tanzania, Initial National Communication under the United Nations Framework Convention on Climate Change.

21 http://www.reddtz.org/index2.php?option=com_docman&task=doc_view&gid=20&Itemid=18

22 http://www.reddtz.org/index2.php?option=com_docman&task=doc_view&gid=20&Itemid=18

accounted for one third of all cash income in these villages. On average, charcoal production provided US\$ 445 in cash, or 38% of total income, to each family.

According to the World Bank (2009) approximately 90% of Tanzania's energy needs are satisfied through the use of wood fuels. The main rural industries using wood fuel are: tobacco curing, fish smoking, salt production, brick burning, bread baking, tea drying, pottery, lime production and processing of beeswax. At present, the contribution of Tanzania's charcoal sector to employment, rural livelihoods, and the wider economy is estimated to be in the region of US\$650 million per year, providing income to several hundred thousand people in both urban and rural areas. These tend to be members of the poorest households, who work as small-scale producers or traders, and who often have limited alternatives for earning a living. In 2007 approximately 38% of rural population fell under the poverty line.

3.5.2 Environmental conservation

Tanzania has a floral and faunal species diversity and endemism that is globally recognized. For example, the Eastern Arc Mountains and Coastal Forests are among the twenty five global biodiversity 'hotspots', but are seriously threatened by habitat loss and species extinctions (Burgess 2003, Myers *et al.* 2000). National level biodiversity and conservation indicators available by 2007 are provided in Table 1.

Table 1 Socioeconomic and environmental conservation indicators 2007

Indicator	Value	Data source and additional information
Share of forest-based income of rural family income (%)	58	Monela et al. (2000). Reader should note that the study comprised only six villages and income from honey, charcoal, fuel wood, and wild fruits. According to the household budget survey of the National Bureau of Statistics agricultural income in mainland Tanzania was 39.7% in 2007 and 51.4% in 2001. The survey does not provide information specifically on forest related activities.
Percentage distribution of currently employed population in rural areas (%)	80.1	Household Budget Survey 2007
Incidence of poverty: basic needs poverty line ¹ , rural areas (%)	37.6	Household Budget Survey 2007
Present or planned sharing of REDD payments among stakeholder groups (percentages)	N/A	No operational REDD schemes
Rights of indigenous peoples and local communities to land and forest resources (no, yes, partial)	Yes ²	Based on Land Act 1999 and Village Land Act 1999
Share of conservation forest of all forests (%)	29	FRA 2005 ³ Tanzania Country Report: of the total forests production forests are estimated at 71% and protective forests 29% (9 745 000 ha). http://info.fsc.org/
Number of mammals and birds in IUCN red list	73	Includes categories “critically endangered”, “endangered”, and “vulnerable”
Number of plants in IUCN red list	240	Includes categories “critically endangered”, “endangered”, and “vulnerable”
Number of tree species in IUCN red list	92	Includes categories “critically endangered”, “endangered”, and “vulnerable” (FRA 2005)
Certified forest area (ha)	15,560	Additionally Tanzania Wattle Company Limited, a primary processor, was granted FSC chain of custody certificate certification in 2007.
Conservation included and applied in forest management guidelines (good, poor, partial)	Good	Forest Act of 2002 requires forest management plans to include provisions directed to the conservation and preservation of the resources of the forest, including wild animals and wild plants. Implementation status is unknown. For example the JFM Guideline (2007) states enhancing conservation and ensuring sustainable utilisation as one of JFM’s possible objectives.

N/A = information not available

3.6 Donor support and coordination

There were no REDD projects in Tanzania in 2007 or earlier. Other relevant work, e.g. on Participatory Forest Management (PFM), with linkages to REDD relevant themes, can be found in PFM related projects that were to a large extent supported by Denmark, Finland, Sweden, Norway, Germany and the World Bank. A number of donor funded projects on PFM started in the 1990s (list modified from the Danish Embassy documentation²³) i.e.:

- The Sida-supported Land Management Resources Programme in Singida and Arusha Regions;
- The Finland/EU-supported East Usambara Catchment Forest Project in Tanga Region;
- The Danida-funded MEMA (and Hifadhi Mazingira) projects in Iringa Region and the Utunzaji wa Mimitu project in Lindi Region;
- A number of Norad-supported projects (e.g. the Catchment Forestry and the Mangrove Management Projects in several regions and the Hifadhi Ardi Shinyanga programme in Shinyanga Region, and the Ruvu Fuelwood Pilot project in Coast Region).

By 2007 a number of other PFM-related projects had also been carried out. These included the World Bank supported Forest Resources Management Project in Mwanza and Tabora Regions, the GTZ-supported Natural Resources and Buffer Zone Project in Tanga Region, and the Finland-supported Rural Integrated Support Programme in Lindi and Mtwara Regions.

By 2007 development partners were actively coordinating co-operation in Tanzania – the Development Partners Group (DPG) was formally established in 2004 to harmonize donor co-operation (Development Partners Group, 2007). The donor group is engaged in dialogue with the government concerning natural resource governance and management through a sub-group i.e. Development Partner Group on Environment (DPG-E), which includes forestry, fisheries and wildlife. According to the DPG Terms of Reference from 2007 the DPG membership currently represents a wide range of bilateral and multilateral agencies. The development partners also participate in the National Forest Programme (NFP) Steering Committee. The Steering Committee is comprised of members from different institutions.

By 2007 there had also been other processes to coordinate development cooperation. In 2003, to facilitate implementation of the NFP and the National Bee-keeping Programme, the Government and development partners initiated a process towards a Sector-Wide Approach and in 2006, all key Development Partners (with the notable exception of World Bank) signed a Letter of Intent regarding the move towards such an approach in the forestry sector. The approach aimed to reduce fragmentation and inefficiency, eliminate parallel systems and reduce high transaction costs inherent in the project approach (Simula, 2004). It also implied a shift from stand-alone project-based operations towards a more holistic planning, implementation, monitoring and evaluation of forestry operations. However, this

²³ Danish Ministry for Foreign Affairs, Environment Support Programme, PFM component 2003–2007

initiative did not proceed as foreseen, and it has suffered from a lack of firm ownership and capacity of the MNRT to drive the process forward and from the donors' inability to follow all aspects of the sector-wide approach.

4. Status of the National REDD Process in 2010

4.1 National ownership

Tanzanian national ownership of the REDD process is somewhat unclear. The high-level National Climate Change Steering Committee (NCCSC) has not been active and therefore has not taken an adequate steering role on the REDD process, nor have some of the key ministries such as Finance, Agriculture and Lands participated in the REDD process. However, it is clear that ownership is strong amongst the current main stakeholders who are the Vice President's Office – Division of Environment (VPO-DOE) and Ministry of Natural Resources and Tourism – Forestry and Beekeeping Division (MNRT-FBD) as they have been involved in the process from the beginning. The evaluation detected emerging ownership in some other participating national institutions and NGOs. The REDD consultations have been significant in increasing awareness, which is a precondition for gradual building of ownership. Table 2 below identifies the specific areas where the consultations took place.

Table 2 Consultations conducted with stakeholders for the REDD Strategy

Zone	Regions	Dates
Northern Zone	Manyara , Kilimanjaro and Arusha	1 – 7 August 2009
Eastern Zone	Tanga , Morogoro, DSM and Coast	8 – 9 September 2009
Southern Zone	Lindi and Mtwara	16 – 17 September 2009
Southern Highlands Zone	Iringa, Mbeya , Rukwa and Ruvuma	24 – 29 October 2009
Lake Zone	Mwanza , Kagera, Mara and Shinyanga	30 September 2009
Central Zone	Dodoma and Singida	15 – 21 August 2009
Western Zone	Tabora, Kigoma	6 – 7 October 2009
Zanzibar	Unguja and Pemba	19 – 20 October 2009
Consultations with forest dependent communities and community based organisations	Tanga	23 – 24 November, 2009
Consultations with Regional stakeholders	Southern Africa Development Community (SADC)	23 – 25 March 2010

Consultations with stakeholders included: Regional Natural Resource Advisers, District Natural Resource Officers, District Forest Officers and other participants from relevant government institutions and NGOs.

Ownership amongst the Forest Network of Community based Organisations (MJUMITA) is also building up especially at national level as they have been involved in various consultations and the task force has presented the process and plans to their Annual General Assembly. Most of the pilot projects are working with members of MJUMITA at the grass- roots level and have an advocacy element for creating awareness on REDD in their areas of operation e.g. Tanzania Forest Conservation Group (TFCG) and MPINGO Conservation and Development Initiative projects.

In Zanzibar three umbrella NGOs (JECA, SEDCA and NGENARECO) made up of village conservation committees were involved in the consultation process in Unguja. They have therefore embarked on advocating for REDD amongst their members.

Consultations were also held with stakeholders from the Southern Africa Development Community (SADC). The workshop was organised by the International Union of Conservation and Nature as a lesson learning workshop.

The Secretariat still has consultations planned at national level that have not yet taken place e.g. with the private sector, the international community, the media, indigenous people, Members of Parliament and Permanent Secretaries who are members of the NCCSC. Lesson learning amongst the pilot projects is also being planned for but is yet to take place.

The task force has prepared guidelines for the inclusion of the private sector in the REDD process but discussions on the modalities are continuing with the Norwegian Embassy.

The preparation of both the Readiness Preparation Proposal (R-PP) for the Forest Carbon Partnership Facility (FCPF) and the REDD National Framework included consultations but those consultations were not as comprehensive as the more recent REDD Strategy consultations. Nevertheless, the most important key stakeholders seem to have been involved but the level of involvement is not entirely clear in the case of R-PP. The present evaluation was told by some stakeholders that their names appear on list of the R-PP document but in reality they had not been involved.

Zanzibar was not involved in the preparation of the R-PP and neither was it included in the formulation of the REDD framework. This situation was remedied in 2010 as it now has representation in the task force. PMO-RALG (Prime Minister's Office – Regional Administration and Local Governments) was also invited to be part of the task force but is yet to appoint a representative.

In addition, five in-depth studies conducted by the Institute of Resource Assessment (IRA), and the formulation of the REDD Social and Environmental Standards for the REDD strategy did not include Zanzibar.

4.2 REDD relevant policies, strategies, plans and actions

A lot has changed since 2007 in Tanzania with respect to REDD and related policies, strategies and actions. Since the signing of the Letter of Intent between the Norwegian and Tanzanian governments, the process of REDD has been fast tracked especially in 2009, when the majority of all activities described in this section took place.

With respect to policies, reviews of various policies, such as the national development strategy MKUKUTA, the Zanzibar Forest Policy and other sectoral policies (e.g. agriculture) are planned or underway and revisions are expected to include provision for climate change and REDD.

The 2nd National Communication is in the process of being finalised by the Vice President's Office – Division of Environment (VPO-DOE) and there are discussions regarding the revision of the National Adaptation Programme for Action.

A National REDD Task force and REDD secretariat were formed in 2009 and are functional. The Task force has oversight over the REDD process and has been involved in the selection of the pilot REDD projects. The team comprises representatives of VPO-DOE (3), Ministry of Natural Resources and Tourism – Forestry and Beekeeping Division (3), Zanzibar (1) and Prime Minister's Office (1). The Secretariat facilitates the activities of the Task Force.

A REDD website (www.reddtz.org) is up and running where the details of the process, newsletters and other outputs are posted and documents can be downloaded.

The Readiness Preparation Proposal (R-PP) was submitted to the Forestry Carbon Partnership Facility (FCPF) in August 2010. The main activities of the plan in the next four years are:

- Strengthen capacities of national steering and technical committees.
- Strengthen capacities of REDD task force and secretariat.
- Training and awareness of Local Government Authorities and other key stakeholders (all districts).

Tanzania is not seeking financing from FCPF but wants to benefit from being a partner in the FCPF process, learning lessons from other FCPF partners and being able to structure its REDD readiness efforts using the FCPF templates and safeguard checklists.

The National REDD Framework is in place and the finalisation of the National REDD Strategy is ongoing and is expected by the end of 2010. Issues to be addressed by the strategy include how emissions will be reduced, identification of drivers of deforestation and sector assessments, how key issues such as permanence,

leakage and liability will be addressed, financing framework and benefit sharing, stakeholders in REDD activities, REDD legal framework, trading in carbon, additional social and biodiversity (both goods and services) benefits, valuation and monitoring.

The Katoomba Ecosystem Services Incubator has developed a tool or methodology called the REDD Opportunities Scoping Exercise (ROSE). ROSE is a tool for classifying and prioritizing potential REDD sub-national activities and for assessing critical constraints to project development, especially those associated with the legal, political, and institutional framework for carbon finance. The Tanzania ROSE study was conducted during March and April 2009 resulting in seven high-potential project types.²⁴

A Research and Capacity building programme with Sokoine University of Agriculture in collaboration with Ardhi University, University of Dar Es Salaam and the Tanzania Meteorological Agency is also in place. These institutions have teamed up with the Norwegian University of Life Sciences. The Programme seeks to enhance the capacity of researchers in REDD and REDD related issues. Its objectives are:

- To determine and develop appropriate climate change mitigation and adaptation strategies in forestry, other land uses, ecosystems and biodiversity management.
- To assess climate change impacts and vulnerability on ecosystem services and livelihoods under REDD initiatives.
- To conduct policy analysis of climate adaptation and mitigation with emphasis on economic efficiency, ecological effectiveness and wider political legitimacy.
- To develop and undertake capacity building, dissemination and strategic interventions for adaptation and mitigation to climate change.

The outputs include at least 15 research projects and training of 17 PhD and 50 MSc students.

Under NICFI, seven out of nine pilot projects are already being implemented by NGOs. The project contracts can be downloaded from:

http://www.norway.go.tz/News_and_events/agreements_and_contracts/.

The projects are being implemented in various ecosystems and address a wide variety of REDD related issues, such as research, capacity building, MRV with communities, REDD financing, PFM and REDD, addressing REDD drivers, land tenure and REDD, amongst others.

The NFP 2001–2010 is also coming to the end of its planning period and there are plans to begin preparations for the next phase although the process is yet to begin.

Discussions are also ongoing between the Norwegian Embassy and PMO-RALG on having district level climate partnerships on REDD. This is aimed at strengthening

²⁴ Details can be downloaded from the www.reddtz.org

the involvement of the public and private sectors and civil society in REDD at a district level.

UN-REDD, being implemented by UNDP, UNEP and FAO, has a coordinator and an MRV specialist who are housed by MNRT and has the following planned outcomes:

- National governance framework and institutional capacity strengthened for REDD;
- Increased capacity for capturing REDD elements in a national MRVs;
- Improved capacity to manage REDD efforts and to provide other forest ecosystem services at district and local levels;
- Broad based stakeholder support for REDD in Tanzania.

Its work plans have been tabled before the REDD task force and there is close collaboration with the REDD Secretariat for coordination and harmonisation of activities. It is the only REDD related programme that is looking at global, national and local mechanisms post 2012.

Zanzibar was not included in the UN-REDD programme in the original design. However there are plans to include a Zanzibar representative in the Programme Advisory Committee and also to include Zanzibar in some capacity building activities.

Post 2012, a REDD payment mechanism, the National REDD Trust Fund, is under discussion amongst stakeholders. Its nature and operating modalities are still being explored but in-depth study and further research will assist in defining the mechanism.

4.3 Deforestation and forest degradation rates

No new estimates of deforestation have been made since 2007; however, several attempts to estimate degradation were made. Burgess *et al.* (2010) compiled existing data on forest degradation in Tanzania from academic studies, government records and estimations from land cover maps and a partial sample of Miombo woodlands in Eastern Tanzania. They estimate that between 1990 and 2000 the amount of carbon stored in live biomass (stem, branches and roots) decreased by 30 Mt/ ha, 223 Mt/ ha and 124 Mt/ ha in Miombo woodlands, the Eastern Arc Mountains and Eastern African Coastal Mosaic, respectively.

Zahabu (2008) also estimated forest carbon emissions caused by degradation (Table 3), noting that these estimates are subject to a large margin of error, related to the paucity of available data, particularly around the estimate of deforestation, which is likely to be a gross over- estimate. The degradation scenario in Table 3 is demonstrative only: the rate of 2 Mt/ha is selected from the low end of estimates (Zahabu 2008).

Table 3 Estimated Emissions Due to Degradation for Tanzania

Forest Area ¹ (ha)	32,257,000
Average Growing Biomass Stock t/ha	103
Growing Biomass Stock ¹ (t)	3,636,000,000
Annual rate of Deforestation ¹ (ha/yr)	412,000
Annual CO ₂ Emission due to Deforestation (t)	77,903,442
Biomass Growth Rate (MAI) ² t/ha/yr	1.2
Annual Growing Biomass Increment (t)	44,066,004
Scenario: Annual Biomass offtake of 2 t/ha/yr (t)	70,514,000
Net Loss of Biomass = Degradation (t)	26,447,996
Annual CO ₂ Emission due to Degradation (t)	48,492,401
Total annual CO ₂ Emission from Deforestation & Degradation (t)	126,395,843

¹. Data from global Forest Resources Assessment (FRA) of 2005 (FAO, 2006)²⁵

². Data from this study²⁶ & Millington and Townsend 1989²⁷

4.4 MRV capacity and capability

4.4.1 Field data availability

Implementation of Tanzania's National Forestry Resources Monitoring and Assessment project began in 2009. This will provide Tanzania's first comprehensive national forest inventory along with assessments of rates and drivers of deforestation and forest degradation and socio-economic data. Targeted fieldwork will assess the degradation of forest habitats in specific areas across Tanzania. Five teams of eight people, mainly District Forest Officers, are currently conducting the field inventories, and by August 2010 around 200 inventory plots had been measured out of the planned total of 3,400. By early 2011 the number of teams working on this inventory is expected to increase to 21. In addition to inventory, the project also has technical working groups on database management, mapping and REDD compliance.

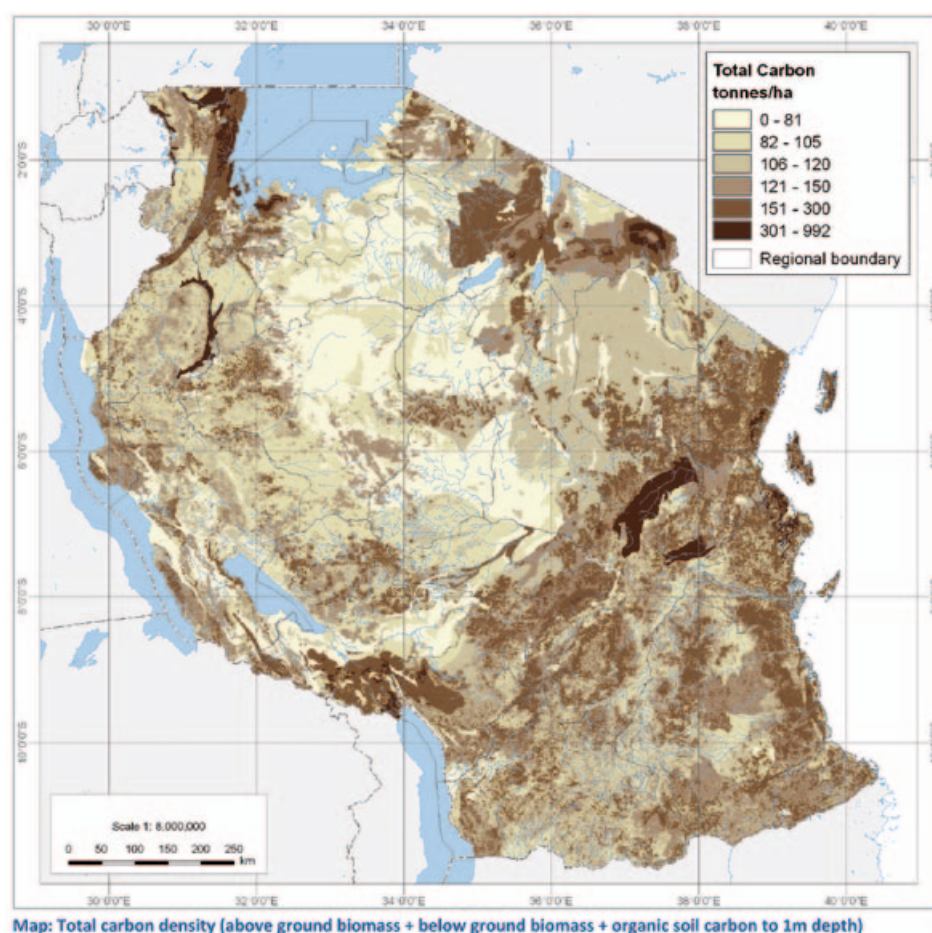
In November 2009 a workshop by the UNEP World Conservation Monitoring Centre provided practical training in geographic information systems to members of the Forestry and Beekeeping Division, whilst also undertaking an analysis of the distribution of carbon and co-benefits in Tanzania. This workshop produced a preliminary map of carbon density in biomass and soils across Tanzania (Figure 1), as well as analyses of the distribution of carbon in relation to human population, protected areas, key biodiversity areas and fire. Since first-order, field based carbon density estimates are lacking for several forest types the carbon map was generated from global data sets (Burgess *et al.* 2010).

25 FAO, 2006. Global Forest Resources Assessment 2005. Food and Agriculture Organization of the United Nations, Rome, 320 p.

26 Zahabu, E. Sinks and Sources. A strategy to involve forest communities in Tanzania in Global Climate Policy. PHD dissertation.

27 Millington, A and Townsend, R., 1989. Biomass assessment of SADCC member states. London: Earthscan.

Figure 1. Preliminary carbon density map for Tanzania (UN REDD 2009c)



4.4.2 Planned developments in MRV capacity and capability

Planning for REDD monitoring, reporting and verification (MRV) in Tanzania is primarily being addressed through the UN-REDD Programme which was launched in Tanzania in 2009. Under UN-REDD, planned MRV-related activities will include:

- A system for REDD information, synthesis and sharing established at the Forestry and Beekeeping Division and linked to National Forestry and Beekeeping Database;
- Training of forest staff in MRV;
- Development of forest degradation indices for forest landscapes;
- Mapping of co-benefits.

A REDD compliance unit will be set-up within National Forest Resources Monitoring and Assessment project (NAFORMA), with the objective of extending data collection tools to include governance assessments and the collection of soil carbon data. Access to sources of remote sensing and airborne data for monitoring changes in biomass stocks through degradation and deforestation are also being investigated. Since Zanzibar is not part of the NAFORMA project a proposal for a similar project called ZAFORMA has already been submitted to the Norwegian Embassy.

Discussions are also ongoing regarding the establishment of a National Carbon Monitoring Centre. The centre, when operational, will provide technical services on measuring, reporting and verification of REDD activities across the country. It will be the depository of all data and information concerning REDD and house Tanzania's National Carbon Accounting System. The centre is expected to be manned by competent national professionals. A study to explore the modalities of establishing this centre and where it will be housed is already being carried out under the Norwegian Embassy contract.

A number of initiatives with high relevance to forest carbon have already been undertaken by national and international partners on community carbon monitoring, carbon storage, forest disturbance and impact on carbon. However, this information needs to be collected and made available at a central point: a task that the REDD task force is currently undertaking.

4.4.3 Linkages between initiatives

The NAFORMA project is working in close collaboration with UN-REDD and non-governmental organisations such as the Tanzanian Community Forestry Network and Jane Goodall Institute, which are implementing REDD pilot projects and have Carbon Monitoring capability. The MRV components of these pilot projects are intended to feed into the NAFORMA project and also develop mechanisms/systems that can link community MRV to the national MRV system.

Data collected through the NAFORMA project is intended to feed into National Forestry Database, however the mechanism for this is not yet clear.

4.4.4 Capacity building for MRV

Capability for monitoring, reporting and verification (MRV) is still low in Tanzania and efforts are underway to train staff from the Forestry and Beekeeping Division, and the Vice President's Office, on Remote Sensing and Geographic Information Systems and improve understanding of the Inter Governmental Panel on Climate Change's Good Practice Guidance for Land Use, Land-use Change and Forestry. This training will be linked with the new National Inventory work that is being implemented through the NAFORMA project.

4.5 Livelihoods, economic and social development and environment conservation

4.5.1 Co-benefits in the REDD framework in Tanzania

In the Tanzania REDD Framework (United Republic of Tanzania 2009), which guides the formulation of the REDD strategy, co-benefits are considered in the "issues to be addressed" section within the thematic area of "Baseline Determination and Monitoring". The Framework identifies as a major issue the "Lack of integrated methods to quantify other forest benefits such as: biodiversity, ecotourism, water catchment and all other benefits related to payment for environmental services". Proposed activities are:

- Reviewing possibilities to include co-benefits in the assessment and monitoring methodologies
- Carrying-out multi-resource forest inventories

- Documenting benefits and developing and testing quick assessment methods.

These tasks are expected to be the duties of the Government and research and academic institutions, with the involvement of civil society organisations in the third one. Co-benefits are considered in the context of “identification of measures to address disincentives” in analysing risk of REDD incentives and co-benefits, which is also seen as a duty of the government.

The co-benefits are well represented in the principles and criteria for selecting the pilot projects under the bilateral agreement between Norway and Tanzania. In the general principles guiding pilot project selection one criteria is that “*the project should show the potential for protection and conservation of the environment and natural resources and the extent to which this will contribute to income generating possibilities and thus reduction of poverty*”. Other specific criteria that also guided the selection of pilot projects were:

- Demonstrable positive impact on the conservation of forests (e.g. by reducing resource demands on those forests);
- Social soundness (e.g. representation, degree of community involvement in activity identification, development and implementation);
- Environmental soundness, especially with regard to the protection of biological diversity and overall impacts on the protected areas and other essential resources;
- The extent to which the protection of the environment and natural resources will contribute to the reduction of poverty or to income generating possibilities.

Most of the selected pilot projects have activities that address all or a majority of these factors.

4.5.2 Livelihoods, economic and social development

The Norad Evaluation Department commissioned a report in 2009 titled “Environmental and Socio-economic Baseline Study – Tanzania”. The report provides baseline information on the socio-economic situation, state of environment and the driving forces of environmental destruction around two forest reserves (Ruvu South and Namakutwa-Namuete Forest Reserve in Coast Region). The report was carried out in the context of Norway’s Environmental Action Plan. Initially the socioeconomic baseline study was to be carried out by one of the REDD pilot projects financed by the Norwegian Embassy, however, the pilots started later than the planned schedule of the socioeconomic baseline study so it was carried out separately.

The above report does not mention linkages to the REDD process but “in future the work could serve as a control site for developments in deforestation in a non-REDD-pilot area or it could eventually be included under a government REDD programme since it is in a government forest reserve” (information received from the Embassy of Norway). According to the report, farming was the main economic activity practiced by all respondents. The study does not include detailed information on income generation on forest related activities.

One of the five in-depth studies²⁸ carried out with NICFI bilateral financing, “The Role of REDD for Rural Development”, analyses how forest resources could be conserved to reduce greenhouse gas emissions related to deforestation and forest degradation, as well as catalyze economic well-being of people who live in proximity to forest resources. Findings from the study revealed that natural resources play a key role in the livelihoods of the respondents (e.g. over 60% of the villagers were involved in the charcoal business). According to the study most people in timber businesses, involving timber extraction, were from other regions which may suggest a problem of both governance and lack of incentives for local communities to manage their forest resource. The study found that ecotourism is a potential source of income for communities in the rural areas adjacent to natural forests. A cost-benefit analysis at 15% interest for 10 years revealed that agroforestry would create potentially higher returns in comparison to intensified agriculture and woodlots. After 10 years, income from forestry could be higher but might not be feasible if food security is considered.

REDD and Participatory Forest Management (PFM) have potential synergies in various areas such as community involvement and benefit sharing. For example, Norad’s (2009) study discovered that illegal forest product collection is 10% in Rufiji area in a village that was under community based forest management (CBFM) in contrast to 70% in Ruvu South where no PFM arrangement was applied. According to Blomley and Iddi (2009) since PFM was introduced in Tanzania in the early 1990s, it has spread rapidly to the extent that today it covers over 4 million ha of forests and woodlands across the mainland. Tanzania’s legal and policy framework with regard to the management and ownership of forests by rural communities is one of the most advanced in Africa. The rights and responsibilities of local level forest managers under CBFM are clear and unambiguous. Villagers retain all rights to use, harvest and sell forest products within their forest reserve in line with their approved management plan. In return, they must demonstrate the ability to manage and protect their forest over the long term.

The contribution of PFM to improved livelihoods and incomes at both community and household levels appears to vary greatly from site to site and depends largely on the degree to which forest management decisions are devolved (through CBFM) or retained at national or district level (through Joint Forest Management (JFM)). For testing various operational environments, the NICFI financed pilot projects are strategically situated in all tenure types, including JFM and CBFM that are modalities under PFM.

Table 4, compiled from various sources by the present evaluation, provides a summary of the socioeconomic and environmental conservation indicators in 2010 in Tanzania. It is too early to monitor changes in the national level indicators, as the REDD field level pilot activities are just starting and no national level REDD scheme is in place.

28 Studies are NICFI financed through bilateral funding and coordinated by the IRA

The National Forest Resources Monitoring and Assessment project aims to produce biophysical as well as socioeconomic data which can be used in the future to monitor REDD+ relevant information on REDD co-benefit and on socio-economic development. Detailed data is gathered e.g. on household composition, assets, food security, livelihoods and income. Information is also collected on a less detailed level on co-benefits such as biodiversity and Non Timber Forest Products and on ecosystem services used by the local inhabitants. Socioeconomic data can be also accessed in the Tanzania Socio-Economic Database²⁹ which the National Bureau of Statistics has established on-line in collaboration with over 20 ministries and government institutions. The National Forestry and Beekeeping Database (NAFOBEDA) could provide some socioeconomic information. However, the database is irregularly updated and has a concentration on data from areas with PFM.

Norway is a major funder of the Forest Carbon Partnership Facility which has facilitated the formulation of Readiness Preparation Proposal (R-PP) in Tanzania, with specifically allocated NICFI financing, to guide the strategy process. Regarding the co-benefits, the R-PP proposes that particular attention should be paid to the Strategic Environmental and Social Impact Assessment (SESA). SESA is a tool that seeks to integrate social and environmental considerations into the policy-making process, leading to sustainable policies and programmes. As outlined in the R-PP, “SESA will include an initial analysis of the environmental and social context of the legal, institutional and biophysical activities and stakeholder analysis designed to map out the expected outcomes, opportunities and risks related to the REDD and REDD readiness, consultations with key stakeholders and interest groups, including forest-dependent indigenous peoples in a transparent manner.”

The SESA will give special consideration to livelihoods, rights (including those of forest dependent peoples), biodiversity, cultural heritage, gender and the special protection of vulnerable groups in society³⁰, capacity development and governance. The assessment should come up with a detailed Environmental and Social Management plan (ESMP) which will clearly indicate strategies and processes to be adopted during the REDD process, national and sub-national capacity building measures to ensure effective implementation of the ESMP, estimated implementation costs, simple monitoring system to monitor impacts.” However, the paper states that the national capacities and tools for conducting SESA are very limited at the moment and will have to be built at national and local levels.

4.5.3 Environmental conservation

In the 2009 Norad study “Environmental and Socio-economic Baseline Study – Tanzania”) findings showed that in the two forest reserves (Ruvu South and Namakutwa-Namuete Forest Reserve in Coast Region) 60% of natural habitats have been converted to farmland and urban areas over time and three quarters of the remaining coastal forest areas were identified as highly or very highly threatened. In both areas at least 5% of inhabitants had acquired the land by encroachment, evidencing this as a driver of deforestation and forest degradation.

²⁹ <http://www.tsed.org/home.aspx>

³⁰ Not defined but apparently including at least children, old, disabled, and ethnic minorities

In the Tanzania REDD Framework, biodiversity is listed under action items in Base-line Establishment; co-benefits and also separately highlighted in Governance for REDD in the context of an institutional framework. Here the major issues identified are the inadequate implementation of the National Forestry Programme and support for implementation of relevant program components, e.g. Biodiversity and Ecosystem Conservation is required.

Due to scarce numeric data it is challenging to compare socioeconomic and environmental conservation indicators during the period 2007–2010. General indicators for the baseline year are presented in Table 1 and correspond to those in Table 4 describing the comparable situation in 2010. The certified forest area has doubled in the period, indicating an increase in the area under verifiably sustainable forest management. The number of IUCN listed bird and mammals remained the same, but the number of endangered plants increased, with 48 new species added to the list. However, for most of the indicators, changes cannot be observed because new information is not available. In this context it has to be noted that changes during 2007–2010 in the respective indicators cannot be attributed to NICFI financed REDD activities as the REDD field level pilot activities are just starting and no national level REDD scheme is in place.

Table 4 Socioeconomic and environmental conservation indicators 2010

Indicator	Value	Data source and clarifications
Researched share of forest-based income of rural family income (%) (or not known)	58*	Monela et al. (2000). Reader should note that the study comprised only six villages and income from honey, charcoal, fuel wood, and wild fruits. According to the household budget survey of the National Bureau of Statistics agricultural income in mainland Tanzania was 39.7% in 2007 and 51.4% in 2001. The survey does not provide information specifically on forest related activities.
Percentage distribution of currently employed population in rural areas	80.1*	Latest Household Budget Survey is from 2007
Incidence of poverty: basic needs poverty line, rural areas (%)	37.6*	Latest Household Budget Survey is from 2007
Present or planned sharing of REDD payments among stakeholder groups (percentages)	N/A	
Rights of indigenous peoples and local communities to land and forest resources (no, yes, partial)	Yes*	Based on Land Act 1999 and Village Land Act 1999
Share of conservation forest of all forests (%)	29*	Kihiyu, 1998 in FRA 2010 Tanzania Country Report: the protective forests, including watershed, comprise 9,745,000 ha
Number of mammals and birds in IUCN red list	73*	Includes categories "critically endangered", "endangered", and "vulnerable"
Number of plants in IUCN red list	298	Includes categories "critically endangered", "endangered", and "vulnerable"
Number of trees in IUCN red list	92*	Includes categories "critically endangered", "endangered", and "vulnerable"
Certified forest area (ha)	32 482	Green Resources Ltd., primary processor holds FSC certificate since 2008. Certified area 30 042 ha. Mpingo Conservation has FSC certification since 2009. The Mpingo Conservation & Development Initiative aims to conserve east African blackwood (mpingo ⁴) by promoting sustainable and socially equitable harvesting. Certified area 2420 ha. Additionally; Tanzania Wattle Company Limited, a primary processor, holds FSC Chain of Custody certification granted in 2007; Sandali Wood Industries Limited holds a FSC Chain of Custody granted in 2009.
Conservation included and applied in forest management guidelines (good, poor, partial)	Good*	Forest Act of 2002 requires forest management plans to include provisions directed to the conservation and preservation of the resources of the forest, including wild animals and wild plants. Implementation status is unknown. For example the JFM Guideline (2007) states enhancing conservation and ensuring sustainable utilisation as one of JFM's possible objectives.

* = no new information available since 2007
N/A = Information not available

4.6 Donor support and coordination

Norway is the main financier of REDD related activities, either through bilateral Norway-Tanzania partnership agreement or through FCPF and UN-REDD. In 2009 UN-REDD activities in Tanzania were financed by the Norwegian Embassy from its bilateral budget framework. Under the bilateral partnership arrangement, the Norwegian Embassy in Dar es Salaam funds the pilot projects, the secretariat (IRA) and five in-depth studies through IRA and other activities³¹.

All REDD-related activities are funded by Norway except NAFORMA which is funded by Finland. The Tanzanian government contributions are in-kind, including items such as staff-time. Task Force members can receive allocations from Norway's budget for the IRA but only for work done during extra hours or participating in workshops outside of Dar es Salaam.

One linked initiative is the Clinton Climate Initiative's³² (CCI) support to the development of Tanzania's National Carbon Accounting System. CCI launched its Forestry and Development programme in 2008 and is partnering with Australia³³ in assisting developing countries to develop effective and efficient forest carbon measurement systems. Australia is sharing its knowledge and experiences learned through the development of Australia's National Carbon Accounting System. The partnership has supported technical workshops on national measurement and monitoring of emissions from forests in Tanzania and other countries (e.g. Guyana, Kenya and Cambodia). It is envisaged that future work regarding the National Carbon Monitoring Centre may involve the CCI in context of the National Carbon Accounting System.

The Norwegian Embassy is also considering cooperation with DFID on linking the private sector and REDD in Tanzania. This idea for cooperation was, however, only at a preliminary stage during the time of this evaluation.

Donors also coordinate in the Development Partner's Group on Environment and other donors have generally been invited to stakeholder meetings on REDD. Based on interviews with other donors there was a feeling that consultation, especially on strategic aspects of the REDD process, had been inadequate but that the situation has improved more recently.

Discussions with other stakeholders indicated that there is a need for a platform for exchange of experiences and shared lessons amongst the Norwegian financed pilot projects. The Norwegian Embassy plans to establish such a platform once the pilot projects are fully under implementation.

31 See Annex 1

32 <http://www.clintonfoundation.org/what-we-do/clinton-climate-initiative/our-approach/forests/project-design>

33 http://www.ousaid.gov.au/hottopics/pdf/IFCI_factsheet_1_11Dec09.pdf

5. NICFI's Contribution to the Status and Progress of Tanzania's National REDD Process

5.1 National ownership

The Tanzanian national ownership of the REDD process is still not entirely satisfactory; the present key stakeholders have started to demonstrate ownership but several key ministries are still not involved, and the high-level National Climate Change Steering Committee (NCCSC) has not been active. However, REDD is a new concept and building awareness and understanding of it will take time. Ownership of REDD, by decision makers and other stakeholders, will not materialise automatically; it needs to be developed through awareness raising and by building understanding. NICFI has been doing that in Tanzania.

Norway has been by far the biggest donor for the REDD Initiative in Tanzania. The establishment and implementation of all activities of the REDD task force and REDD secretariat have been financed by NICFI. NICFI has also contributed financially to the process of developing the R-PIN and R-PP facilitated by the Forest Carbon Partnership Facility (FCPF).

NICFI is financing the consultation and outreach plan of the REDD Task Force which includes:

- Establishing a channel through which beneficiaries can access information and participate in the design and implementation of REDD activities in Tanzania;
- Improving the quality of decision-making processes by giving voice to, and capturing the experiences of, stakeholders such as civil society organisations, forest-dependent indigenous peoples and other forest dweller communities;
- Encouraging the development of regulatory frameworks that are socially inclusive and transparent;
- Striving towards equitable outcomes of REDD policies and activities, and increasing the chances that forest-dependent Indigenous Peoples and other forest dwellers benefit from the revenues from REDD;
- Supporting improvements in forest governance.

In the context of this plan, international study trips to Brazil, Australia and Norway, regional meetings (SADC) and national and district level consultations on the mainland and Zanzibar have been financed by NICFI.

The budget for the facilitating institution, Institute for Resource Assessment (IRA), is about 13.5M NOK from 1st March 2009 to 31st August 2010 (contract extended). Discussions are ongoing between the Norwegian Embassy and IRA on financing the second phase (2010–2011).

The ownership in the National REDD process has been relatively narrow. It has been mainly anchored in the two government offices which have been involved from the very beginning of the process: Vice President's Office – Division of Environment (VPO-DOE) which coordinates all climate change issues, and Ministry of Natural Resources and Tourism – Forestry and Beekeeping Division (MNRT-FBD), which is the technical ministry in charge of forests. Other relevant technical government ministries e.g. Agriculture, Water and Land are not included in the task force. In particular the Ministry of Finance which, by definition, will need to have a key role in REDD financing mechanism is yet to be brought on board. Cross-sectoral coordination has been somewhat limited in the beginning of the REDD process in Tanzania. This was apparently deliberate, to allow fast start up of the process.

Using IRA as an independent facilitator to assist the Task Force in strategy development serves various purposes. Notably, this may enable participation of various parties to the process without a strong partner becoming dominant. Another issue at the time was a moratorium on the channelling of finance to MNRT due to previous mismanagement, an issue that has since been resolved.

It seems that Norway's large inputs and dominant role in supporting the Tanzanian REDD process may have led some stakeholders to regard it as a "Norwegian project". Some stakeholders interviewed were of the opinion that REDD is merely hype, one of a long line of hyped-up prospects that have come and gone, and one that is externally introduced and supported and lasts as long as the external financing continues. Such an attitude is not conducive to ownership building.

5.2 REDD relevant policies, strategies, plans and actions

REDD policy development is being entirely financed by NICFI. NICFI support was 9.4M NOK in 2009. In 2010, 8.2M NOK is expected to be spent and thereafter a total of 26M NOK till 2013. This includes the formulation of the National REDD Framework and National REDD Strategy. This funding is also being channelled through IRA.

The Research Programme (94M NOK) being implemented by Sokoine University and its partners is also entirely financed by NICFI. This funding component (see Annex 1) also includes capacity building and education. A total of 16.8M NOK was spent in 2009 and further amounts of 16.5M and 120M NOK are expected to be spent in 2010 and till 2013 respectively.

Nine pilot projects, some at national level and some at district level, are being financed by NICFI with a total of 14.5 M NOK having been spent in 2009. In addition, 31.1M and 215 M NOK is expected to be spent in 2010 and till 2013 respectively. See Annex 1 table on "NICFI agreements and contracts in Tanzania" which lists these pilot projects.

NICFI also intends to contribute to the establishment of the REDD financial mechanism with an input of 35M NOK between 2010 and 2013.

NICFI is also the biggest financier of UN-REDD with a budget allocation of 25 M NOK for 2009 and 2010. This is shared in different proportions between UNDP, UNEP and FAO. The expected outcomes have been detailed in Section 4.2.

Although Tanzania does not yet have a REDD Strategy, the National Framework for REDD is facilitating the establishment of a Strategy. NICFI has had a major role both influencing at a political level and in financing, i.e. operationalising, the process to establish the Strategy. The various NICFI funded activities, e.g. research and pilots, have the potential to contribute to informed decision making at the political level. In practice, the research implemented by Sokoine University can only contribute to the Strategy process once the results become available and will therefore contribute to adjustments during implementation. Most pilots are in an early phase, some still to start in the field and hence have not contributed yet to the Framework and related Strategy formulation processes in any significant way.

5.3 Deforestation and forest degradation rates

Information on changes in deforestation and forest degradation during 2007–2010 were not available at the time of the evaluation. It is necessary to note that changes in deforestation and degradation figures due to REDD would be unlikely in Tanzania during that period since REDD field level activities are only in an early phase and they are currently pilot level activities.

Significant country level information of deforestation and degradation and on related leakages will be produced in the NAFORMA process. This is not financed by Norway but there are clear connections with Norwegian funded REDD activities, including the pilot projects. The NICFI financed REDD Strategy process has influenced NAFORMA and the type of data that the inventory will gather. Also synergies have been utilised, for example, personnel working with pilot projects have participated in the NAFORMA field measurements through learning by doing.

5.4 MRV capacity and capability

NICFI is supporting institutional capacity building and MRV development with an allocation of 12.8M and 70M NOK in 2010 and till 2013 respectively. Activities here will include the establishment of the National Carbon Accounting System, the National Carbon Monitoring Centre and development of methodology and testing of LIDAR-technology in forest carbon tracking (jointly by Sokoine University and Norwegian Space Centre).

The UN-REDD programme in Tanzania has been financed from the Norway-Tanzania bi-lateral cooperation budget frame and includes an MRV specialist situated in MNRT/FBD. NICFI is also supporting the MRV activities under UN-REDD with an estimated budget of US\$ 1.4M. Also the pilot projects financed through the bilateral agreement all include activities addressing leakage and participatory carbon monitoring and verification.

Several of the NGO pilot projects financed by NICFI include MRV elements, with special reference to capacity building at local level. NICFI support to MRV capacity

and capability building has been considerable, although these activities are only in their initial stages.

5.5 Livelihoods, economic and social development and environment conservation

Based on the assessment of project documents and interviews, it can be concluded that the economic, social and environmental themes and REDD co-benefits have been recognised in various aspects of the NICFI funded activities supporting the formulation of Tanzania's REDD strategy. However, the results can only be verified at a later stage when the REDD strategy is available and the bilaterally funded pilot projects are at a more advanced stage of implementation.

UN-REDD, as part of NICFI funded REDD initiatives in Tanzania, aims to support the preparation of national REDD strategy regarding the co-benefits by developing maps of biodiversity, poverty, hydrology, NTFPs, protected areas, population and mammal species for the entire country. In addition, capacity building for mapping carbon and co-benefits will also be undertaken for the relevant stakeholders. UN-REDD also aims to analyse costs and benefits of REDD in Tanzania and assess the distribution of the costs and benefits to different stakeholders. It will also test different payment distribution options and aims to develop capacity on governance, including payment distribution and bundling payments from ecosystem services and raising awareness on REDD impact on livelihoods.

5.6 Donor support and coordination

Norway is the only bilateral donor on REDD and also the main donor of UN-REDD and FCPF. Consequently, Norway is by far the most important donor on REDD relevant work in Tanzania. The activities of FCPF, UN-REDD and those under the Norway-Tanzania bilateral agreement do not seem to overlap at this stage of the REDD process. FCPF facilitated R-PIN and R-PP have created a "road map" for support for the practical formulation of the strategy. This work was financed from the bilateral budget. UN-REDD has mapped existing REDD activities and aims to use this information to avoid overlaps. Practically all donor coordination on REDD in Tanzania can be counted as a contribution by Norway as all activities are Norwegian financed. REDD is expected to remain at the core of Norwegian development cooperation in Tanzania.

This heavy dominance by Norway is also a risk because, as described earlier, some Tanzanian stakeholders see the Tanzanian REDD process as a "Norwegian project". Possible changes in future Norwegian policies may also represent a risk for REDD implementation, if the financing base is not successfully expanded.

6. Evaluation of NICFI's Contribution to Tanzania's National REDD Process 2007-2010

6.1 Relevance

The relevance of NICFI financing and support in Tanzania is assessed to be high. Tanzania is among the 20 countries with the highest carbon emissions from deforestation and forest degradation and hence has significant REDD potential. Annual deforestation in the country is estimated to be 400,000 ha (estimates range from 90,000 to 500,000 ha) per year, which is conservatively estimated to represent about 70 million tonnes (highest estimates are 130 million tonnes) of CO₂ emissions per year, considering only above-ground biomass. In addition, forest degradation is widespread, though very little is known about the extent and intensity of degradation. Some estimates place the annually degraded forest area between 400,000 to 500,000 ha per year from which another 30 to 50 million tonnes of CO₂ is likely to be emitted each year to the atmosphere.

The income potential from performance based REDD payments could theoretically be in the order of c. 500 million USD per year (at 7 USD / tonne CO₂) assuming complete termination of deforestation (information received from the Embassy of Norway). Such radical shifts are not possible due to agricultural expansion to support a growing population. However, assuming a 25% reduction in deforestation, the REDD income potential could still be of the order of 125 million USD per year. General Budgetary Support (GBS) to Tanzania is about 500 million USD per year³⁴, so potential REDD income vs. GBS is truly significant.

At the global level, Tanzania represents an interesting case of a relatively arid woodland country with high deforestation pressure. Tanzania is piloting REDD in semi-arid areas where a larger share of the biomass and CO₂ is below ground in tree roots.

NICFI interventions in Tanzania have supported the process of developing the National REDD Strategy and started strengthening the national REDD readiness and capacity to implement REDD actions. These are expected to contribute significantly towards Tanzania's ability to reduce deforestation and forest degradation, and to tap into REDD performance based payments.

³⁴ GBS in 2010/11 estimated to be USD 534 million.

6.2 Effectiveness

The effectiveness of NICFI financing and support in Tanzania appears to be high. The evaluation team finds that, overall, the interventions have been well conceived and are all contributing towards achieving NICFI's objectives:

- To work towards the inclusion of emissions from deforestation and forest degradation in a new international climate regime
- To take early action to achieve cost-effective and verifiable reductions in greenhouse gas emissions
- To promote the conservation of natural forests to maintain their carbon storage capacity.

NICFI financed interventions in Tanzania were found to form a coherent package jointly contributing towards achieving NICFI objectives.

In Tanzania a significant amount of capacity building is needed at all levels and among all stakeholders. NICFI support has started to contribute to this end by involving a wide range of stakeholders, including key government ministries, academic and research institutions, NGOs and civil society networks, and has committed approximately 40 percent of the planned budget for 2010 to research, training and education and institution building including MRV.

In Tanzania the challenge is also to balance activity between public sector and non-government sectors, including NGOs, civil society entities and the private sector. REDD solutions need to be rooted in the principles of good forest management, i.e. sustainable forest management (SFM) which may, or may not, be recognised by the forest managers, whether they have formal management rights and responsibilities or informal rights and responsibilities (being de facto managers) on actual forest areas. These managers include staff of the Forestry and Beekeeping Division (FBD) in the case of central government forest reserves, District Forest Officers (DFOs) in the case of local government forest reserves, and village councils or village natural resource committees in the case of village forest reserves. The large areas of general lands fall either under FBD's mandate or the village councils' mandate, depending on whether Forest Act or Village Land Act is applied. Some limited areas of forests, particularly plantations, are in private hands. The private sector is also a key player because it buys and harvests timber and other forest products. All these actors need to be involved and motivated to change their behaviour – to shift from un-sustainable forest management and forest conversion to SFM.

NICFI support in Tanzania has successfully started to mobilise various forest actors. The groups that need more attention and efforts to get fully on board are private sector and local governments.

The next main challenge the Tanzania REDD process will face is getting the financing framework, including mechanisms / instruments of REDD performance based payments designed, agreed and operational. This is essential for achieving the effectiveness of the NICFI financing in Tanzania.

6.3 Efficiency

The present evaluation assesses the efficiency of NICFI financing to be high, particularly if speed of operations is used as a measure of efficiency. Despite major challenges³⁵ the Embassy of Norway has been successful in launching and mobilising the REDD process in an unusually short time, compared to the design, planning and implementation of programmes of similar complexity and magnitude. It is not uncommon for International Financing Institutions, such as the World Bank, to spend at least two years, often three to four years, in programme planning. Many bilateral donors typically need one to two years to get programmes on the ground. NICFI support in Tanzania was mobilised in less than a year, and was moving ahead with full speed in less than two years. The Letter of Intent was signed in April 2008, and the actual expenditures in 2009 were already US\$ 11 million (of which payments to UN-REDD were US\$ 4 million), and the planned volume for 2010 is US\$ 12 million (without any large lump sum payments to e.g. UN-REDD).

The cost-effectiveness of the intervention could not be assessed during this first country level evaluation of NICFI because the actual expenditures were only known for the first full year of operations (2009) of the five year financing programme.

The volume of planned NICFI investment is large, about US\$ 83 million (NOK 500 million) over five years. The value for money can be assessed only later, but at least potentially the investment could bring significant returns to Tanzanian society, assuming that performance based REDD payments realised will be close to the estimated US\$ 125 million per year, in addition to the income generated from SFM through sustainable timber harvesting and processing, non-timber forest products and from other forest-based services.

This initiative is a high-risk investment and it is very likely that some interventions under the overall NICFI financing at country level will prove to be failures. Such failures should be tolerated with the understanding that it is the result of the entire portfolio of interventions that is important. Similarly, individual interventions under the country level NICFI portfolio may well be inefficient or sub-optimal. However, the efficiency of the entire package in reaching the intended aim is the important consideration.

³⁵ The case of audit findings on the Management of Natural Resources Programme (MNRP) has led to the moratorium of Norwegian payments to the MNRT which is by definition the key sector ministry in charge of forests in Tanzania.

Table 5 NICFI Country-level Evaluation Framework – Tanzania

Detail of Indicator	Situation in 2007	Progress 2007 to 2010	Contribution of NICFI to progress 2007 to 2010
1. National ownership			
Position of REDD in the national agenda	Low There was no knowledge on REDD except among few in academia	Medium NCCSC exists, but not really active; fairly wide public debate	High NICFI support triggered practically all the awareness and political interest
Transparency and stakeholder inclusion of REDD coordination	Low Not an issue then.	Medium Serious attempts to have wide consultations and transparency	High NICFI support provided the platform for consultations & transparency
Civil society participation	Low Not an issue then.	Medium Fairly broad public debate and interest	High NICFI support provided the platform for participation
2. REDD relevant policies, strategies, plans and actions			
Policy addresses the key issues	Medium Forest policy and relevant other policies and NFP address already most key issues	Medium The policy and strategy not clear yet, but public discussion addresses key issues	N/A Not known before national REDD Strategy is available
REDD strategy links well with NFP (or similar)	Did not exist	N/A Not known before national REDD Strategy is available	N/A Not known before national REDD Strategy is available

Detail of Indicator	Situation in 2007	Progress 2007 to 2010	Contribution of NICFI to progress 2007 to 2010
Plans allocate adequate resources	Did not exist	N/A Not known before national REDD Strategy & Plans are available	N/A Not known before national REDD Strategy & Plans are available
Actions are addressing key policy issues	Did not exist	N/A Not known before national REDD Strategy & Plans are available	N/A Not known before national REDD Strategy & Plans are available
3. MRV capacity and capability			
Quality of national forest inventory	Low Previous inventory essentially unused and source data missing	Medium NAFORMA in good progress but still too early to know for sure	Low Other donors addressing this issue; NICFI linked through some pilot projects
Frequency of national communications to UNFCCC	Medium Initial national communication had been submitted in 2003	Medium 2nd national communication is in the process of being finalised by the VPO-DOE	Low NICFI has not addressed this issue
Quality assurance and quality control of verification (low, medium, high)	Low Was not an issue	Medium NAFORMA QA system & UN-REDD MRV expert	Medium UN-REDD MRV expert

Detail of Indicator	Situation in 2007	Progress 2007 to 2010	Contribution of NICFI to progress 2007 to 2010
4. Deforestation and forest degradation			
Rate of deforestation	1.1%	Not known	N/A Not known yet
Rate of forest degradation	Not known but possibly about 1.5%	Not known	N/A Not known yet
5. Livelihoods, economic and social development and environmental conservation			
Share of forest-based income of rural family income	58% Monela et al. (2000) study	Not known No more recent information	N/A Not known
Present or planned sharing of REDD payments among stakeholder groups	No sharing nor plans	No sharing nor plans yet	N/A No sharing nor plans yet
Rights of indigenous peoples and local communities to land and forest resources	Yes Land Act 1999 and Village Land Act 1999	Yes	N/A Too soon to judge
Share of conservation forest of all forests	29% FRA 2005 Tanzania Country Report	No changes	N/A Too soon to judge
Proportion of certified production forests	0%	0.1% First FSC chain of custody certification	N/A Too soon to judge
Conservation included and applied in forest management guidelines (good, poor, partial)	Good Forest Act of 2002 requires this & e.g. JFM Guidelines of 2007	No changes	N/A Too soon to judge

7. Conclusions and Recommendations

7.1 Lessons learned so far

In Tanzania ***national ownership*** has not been entirely satisfactory, particularly at a high-level (National Climate Change Steering Committee, NCCSC). In those ministries and agencies that have been directly involved the ownership has been evolving and is now fairly good, which has been a necessary driver for the fast progress towards REDD readiness. The NICFI financing and support through the highly dedicated efforts of the Embassy of Norway were the vital and necessary triggers to get the process moving ahead.

National ownership has been relatively narrow; mainly anchored in the two government offices which have been involved from the very beginning of the process: Vice President's Office-Division of Environment which has the mandate to coordinate all climate change issues, and Ministry of Natural Resources and Tourism – Forestry and Beekeeping Division (MNRT-FBD) which is the technical ministry in charge of forests. Zanzibar became involved in the process later but is now strongly engaged. Engagement from the Prime Minister's Office – Regional Administration and Local Governments (PMO-RALG), which is crucial for buy in of the local government authorities, has been half-hearted, possibly because of serious capacity constraints in forest expertise. Some other crucial ministries such as Ministries of Finance and Agriculture (both of the mainland and Zanzibar) are yet to be involved and the process of gaining ownership will require some time.

National cross-sectoral coordination and cooperation has been somewhat limited in the REDD process in Tanzania. This was apparently due to a deliberate decision to allow fast tracking in the start up of the process. Tanzania is well known for its extremely lengthy cross-sectoral cooperation processes. The approach taken was to get the ball rolling fast, and then gradually build broader buy-in. The opinion of this evaluation is that this approach was appropriate for Tanzania in these early stages, but from now on a broader buy-in is vital.

The small and fairly efficient National REDD Task Force, supported by a highly efficient secretariat, have been good tools for achieving effectiveness and efficiency. The move to make the Task Force more inclusive by bringing in representatives from Zanzibar and PMO-RALG will be helpful.

The fairly broad-based regional consultations have been quite successful in raising awareness and opening a communication channel between the central government, regions, (some) districts and civil society / NGOs. Some NGOs informed the evalua-

tion team that they had not been adequately consulted and kept informed. On the other hand, some external observers were of the opinion that the Tanzanian REDD process has been exemplary in its consultations and participatory practices. Balancing the amount of consultations and hearings with the necessity to get things moving is always difficult in complex processes of this kind. New mechanisms for securing consultations and information dissemination are now needed (see below).

The absence of the private sector from the process is striking. The evaluation team was informed by the Embassy that attempts had been made to get the private sector involved but there has been resistance from the government partner. Continued efforts are needed and new attempts must be made.

Donor coordination has apparently been somewhat problematic. The evaluation team was informed by some donors that they had not been informed and consulted adequately, particularly in the beginning of the process. They however admitted that the amount of information and consultation had improved, though not, in their view, to entirely satisfactory levels. Donor coordination is an issue that apparently needs more attention in the future.

The **process of preparing the National REDD Strategy** appears to be fairly well managed. Various activities (in-depth studies, regional consultations, work on National Carbon Accounting System and National Carbon Accounting Centre, pilot projects, initiating large research programme, etc.) have been supporting and providing information to the evolving Strategy. However, it was not possible for this evaluation to assess the quality of the Strategy because it was not available. Consequently, we do not know how well the Strategy will address the key drivers of deforestation and forest degradation, and whether the Strategy will propose a balanced and effective programme of work to address those drivers. Nevertheless, the comprehensive nature of back-ground work leads us to expect a fairly good Strategy that will build on the long experience and lessons from SFM, including specifically PFM, work in Tanzania.

REDD Monitoring, Reporting and Verification (MRV) capacity and capability is low. MNRT-FBD has not been able to carry out, nor has it been able to supervise properly, the quality of outsourced standard forest inventories (e.g. in the case of Angai forest inventory). The NAFORMA project together with the UN-REDD support for MRV as well as the participatory / project level MRV work that will be done in many of the pilot projects is expected to improve the situation significantly. The challenge in Tanzania will be to retain the staff who develop capacity and capabilities to do the work. This will require special attention and a clear strategy will need to be planned and agreed in advance. It will be too late to start thinking sustainability and continuation of the MRV systems – with special reference to qualified, competent and motivated staff – when the NAFORMA project and / or UN-REDD support is winding up.

Success in addressing **co-benefits, including livelihoods, economic and social development and environmental conservation** will be absolutely essential for the success of the REDD process in Tanzania. The participatory forest management

(PFM) work in Tanzania has provided ample evidence that concrete and direct tangible benefits must reach the rural forest dependent communities and families before any significant change in the actual use and management of forests will take place. Sustainable forest management, including PFM, must provide adequate income to the rural people. REDD payments are expected to form part of that income. Similarly, many conservation projects in Tanzania have demonstrated that forest conservation is neither possible without adequate compensation for lost income opportunities from using of the resources in the forest or from converting the forest to other land uses.

Cross-cutting issues, such as gender, HIV-Aids and anticorruption measures are yet to be properly addressed in the REDD process in Tanzania. Many of the pilot projects and specific interventions have plans for addressing these. However, an overall strategy on how these cross-cutting issues are included in the Tanzanian REDD Strategy and REDD process is not yet clearly articulated.

7.2 Recommendations

The evaluation team's recommendations are intended for follow-up by NICFI and their partners in their ongoing dialogue and partnerships on REDD+.

- There is a need to increase Tanzanian ownership at a high political level. Active leadership and commitment is needed.
- In order to improve cross-sectoral coordination and cooperation, the National Climate Change Steering Committee (NCCSC) should be activated and a technical committee on REDD under the NCCSC should be established and made operational. The REDD Task Force, originally made up of the Division of Environment under the Prime Minister's Office and the Ministry of Natural Resources and Tourism – Forestry and Beekeeping Division, has been expanded to include Zanzibar and the Regional Administration and Local Government section of the Prime Minister's Office. The full participation of these key entities needs to be secured.
- As a priority, there is a need to support the planning, designing, and eventual decision making on the REDD financing / performance-based payment mechanism as well as the fund disbursement system. This will require broader ownership at high political levels and at broader range of stakeholders.
- Based on the lessons so far in Tanzania, the pre-selected nested approach appears to be feasible. The present evaluation would encourage allowing multiple financing and fund channelling options (fund or funds and allowing market-based / voluntary approaches). A liberal approach would encourage competition and innovation which is likely to lead to efficient solutions reducing transaction costs. This approach would naturally require good, well-functioning and transparent central registry of projects and of emission reduction certificates to avoid double-counting and double-selling.
- Closely linked to the REDD financing / payment modalities and mechanisms, is the second most crucial issue needing attention in the future: benefit and risk sharing formulas that are needed under the fund-based approach (under the market-based approach the REDD payments are naturally paid to the manager / owner of the forest; The government representatives confirmed to the present evaluation mission that the owners of forests or those who have legal user rights

will also be the owners of the rights to the carbon benefits). The lessons from participatory forest management (PFM) work indicate that the largest share of possible benefits / income should go to the true resource managers (i.e. to the villagers in the case of community based forest management and joint forest management). The forest administration at different levels (central, district) should be allocated an adequate amount to cover their costs but not covering their investment needs (the latter has in fact been the case in most of the PFM financing; practically all of the PFM funding has remained at central or district levels, and little or nothing has reached the villagers).

- The draft proposal (in-depth study) on the national REDD Trust Fund needs to be elaborated better and a detailed analysis of pros and cons of different options needs to be presented in a transparent and analytical manner. Serious consideration to using existing, already functioning, trust fund(s) by expanding their mandate(s) is needed, instead of simply proposing the establishment of a new fund. International experiences and best practices on Trust Funds need to be seriously considered.
- All the above three issues require the involvement and engagement of Ministries of Finance (mainland and Zanzibar).
- The REDD Strategy process needs to bring clarity to the focus of REDD (REDD+) – whether it is sustainable forest management or forest conservation, or both. The present evaluation encourages a broad interpretation, i.e. true REDD+ allowing both conservation and sustainable management / use for the enhancement of carbon stocks.
- The issue of inevitable land use changes / conversion of some forests to other land uses must be addressed in the REDD Strategy. Macro land use planning or zoning is needed. The eventual REDD work should focus on areas that are not defined as conversion areas.
- Models for district level (and Prime Minister's Office – Regional Administration and Local Governments) engagement are needed. This requires testing / piloting new approaches, learning lessons from PFM financing (also the mistakes, particularly linked with lack of monitoring and control). Some planning has already been done towards “decentralised partnerships” by the Embassy. Pilots should yield invaluable information.
- Private sector involvement and participation in the REDD process must be organised and supported because the private sector is a major user of forest resources in Tanzania; introduction of SFM to commercial forestry is needed. This could be done e.g. through an innovations fund providing funding to cover for example 50% of the costs of pre-feasibility studies, feasibility studies or piloting / testing costs of commercial private sector involvement in commercially-motivated REDD projects or projects that develop technologies (such as Monitoring, Reporting and Verification) or tools (such as securing co-benefits, etc.) for REDD projects. Applications could be based on business plans.
- Cross-cutting issues, such as gender, HIV-Aids and anticorruption measures need to be articulated clearly in the coming National REDD Strategy.
- The sustainability of the MRV framework needs to be addressed and planned for now. Continuation of NAFORMA work after the Finland / FAO project finishes is estimated to require some 500 000 USD per year (NAFORMA Chief Technical

Adviser's calculation). Financing for such a continuation must be discussed and secured as soon as possible.

- Capacity development needs continuing attention, but the focus should not be only on "REDD capacity". Capacity constraints are not limited to the understanding of, and capabilities to articulate "REDD" issues. The greatest capacity constraints are found at local level sustainable forest management and use, i.e. how to make multiple use forestry a profitable business at local level and how to organise conservation of forests in a sustainable manner. The skills needed are essentially modern forestry and / or conservation skills, including technical issues such as fire prevention and control. Another area that is chronically weak in Tanzania is leadership - training and development in leadership is also quite possible.
- Information dissemination and exchange of experience among NGOs and civil society organisations should be better organised and made systematic. Annual or twice yearly platforms to exchange experiences and information could be organised and supported, specifically targeting but not limited to all the partners involved in the pilot projects. A similar platform should be considered for the projects that will be supported under the research programme.
- Donor coordination needs additional attention. Special efforts, such as specific REDD meetings of the Development Partners Group on Environment should be considered and organised regularly (e.g. once or twice a year).
- Tanzanian lessons learned indicate that there is a need for stronger integration of REDD planning processes at national level with broader national and local level land use planning with special reference to plans for agricultural development. High-level political discussions could be useful in this regard.

Annexes



Annex 1

NICFI budget and contracts

NICFI support budget and expenditure 2009–2013 (million NOK)

	Actual	Planned	Estimate for
	2009	2010	2009–13
Activity			
REDD policy development process	9.4	8.2	26
Public, private and community piloting	14.5	31.1	215
Research, training and education	16.8	16.5	120
Institutional building, including Monitoring, Accounting, Reporting and Verification initiatives	0	12.8	70
REDD financial mechanism support	0	0	35
UN-REDD Program, to be used for two years	25	0	25
Programme management support	1.1	3.3	9
Totals	66.8	71.9	500

Source: Embassy of Norway, Dar es Salaam

NICFI agreements and contracts in Tanzania

Project Name / Duration	Brief Description of the Project	Implementing Partner	Amount of Contribution (NOK)
A letter of Intent on Climate Change Partnership (2008 –2012)	Focus on this partnership is on reduced emissions from deforestation	The Kingdom of Norway	Not exceeding 500,000,000
National REDD Strategy facilitation 1 March 2009 – 31 August 2010	Development of a strategy for Reduced Emissions from Deforestation and forest Degradation in Tanzania	Institute of Resource Assessment, University of Dar es Salaam	Not exceeding 13,500,000
Consultancy Contract between the Royal Norwegian Embassy and the Development Associates(23 June End October 2008)	Studies of Carbon Footprint in Shinyanga and Preparation for The National REDD Demonstration Programme	The Royal Norwegian Embassy	Not exceeding 500,000
Programme on Climate Change Impacts, Adaptation and Mitigation in Tanzania (CCIAM), 2009–2014	The purpose of the programme is to develop and sustain adequacy in national capacity to address the effects and challenges of climate change in Tanzania	Sokoine University of Agriculture, University of Dar es Salaam, Ardhivi University, Tanzania Meteorological Agency and Norwegian University of Life Sciences	Not to exceeding 93, 879,100

Project Name / Duration		Brief Description of the Project		Implementing Partner	Amount of Contribution (NOK)
REDD, PFM and FSC certification in South Eastern Tanzania / 2010 - 2013		A sub-national REDD pilot project in southeast Tanzania whose purpose is to pilot the integration of new financial flows from carbon offsetting activities under REDD with participatory forest management and forest certification, leveraging these revenues as a catalyst to further expand sustainable forest management		Mpingo Conservation Project	13, 650, 000
Building REDD readiness in the Masito Ugalla Ecosystem Pilot Area in Support of Tanzania's National REDD Strategy / 2010 - 2012		A sub-national REDD pilot project in western Tanzania whose purpose is to build awareness and enhance capacity and governance mechanisms for local communities and government institutions to administer and benefit from REDD-related obligations and opportunities in the Masito-Ugalla ecosystem		The Jane Goodall Institute	19, 320, 000
Making REDD and the Carbon Market work for Communities and Forest Conservation in Tanzania / 2009 - 2013		A sub-national REDD pilot project whose purpose is to demonstrate a pro-poor approach to reducing deforestation and forest degradation by generating equitable financial incentives from the global carbon market for communities that are sustainably managing or conserving Tanzanian forests		Tanzania Forest Conservation Group	41, 400, 000
Community-Based REDD Mechanisms for Sustainable Forest Management in Semi-Arid Areas / 2010 - 2013		A sub-national REDD pilot project in Shinyanga rural and Kahama districts aiming to integrate REDD with the indigenous agro-pastoralist system called "ngitili"		Tanzania Traditional Energy Development and Environment Organisation	14, 090, 000
Advancing REDD in the Kolo Hills Forests / 2010 - 2012		A sub-national REDD pilot project in north-central Tanzania whose purpose is to support targeted communities and district government partners to prepare for participation in voluntary and (when available) official REDD markets based on high-value, well conserved forest resources, and effective joint forestry management		African Wildlife Foundation	14, 430, 000

Project Name / Duration	Brief Description of the Project	Implementing Partner	Amount of Contribution (NOK)
Climate Change in Tanzania booklet / 2009–2010	Production of a booklet (English and Swahili), podcasts, exhibition and features to communicate how climate change is affecting the lives of Tanzanians, with a special focus during UNFCCC CoP15 at Copenhagen	Mawazo Gallery and Artcafe	496, 470
Appraisal of NGO REDD Pilots / 2009	External consultancy services to conduct up to six Project Document proposals relating to NGO pilot projects for REDD	HTSPE Tanzania Limited	204, 750
HIMA – Piloting REDD in Zanzibar through Community Forest Management, 2010 – 2014	The goal of the Project is reduce greenhouse gas emissions from deforestation and degradation in Zanzibar, and generate carbon income which will provide direct and equitable incentives to communities to conserve forests sustainably.	CARE International in Tanzania in partnership with the Revolutionary Government of Zanzibar	38, 775, 000

Source: Embassy of Norway, Dar es Salaam

Annex 2

Key REDD relevant policies, legislation and institutions in Tanzania

Key policies and legislation

Effective implementation of the REDD process will require a positive policy environment from the macro level to the local level. In Tanzania and Zanzibar various policies and legislation at both national and local levels contribute towards an enabling REDD environment. These are detailed below:

- Environmental management, under which REDD would be classified, is specified in the National Strategy for Growth and Reduction of Poverty (2005) in order to reduce natural resource degradation and ultimately reduce poverty levels associated with natural resources.
- The National Forest Programme recognises and promotes sustainable forest management and utilisation. It is a ten-year strategic plan (2001–2010) aimed at implementing the National Forestry Policy (1998) and Forest Act (2002). It analyses the socio-economic aspects of forests from a national perspective and at household level, in addition to noting the need to influence policies in other sectors which affect the viability of forest product marketing and processing. The Forest Act also governs the implementation of Participatory Forest Management in the form of Community Based Forest Management and Joint Forest Management. This programme is in line with REDD + implementation.
- The Environmental Policy of 1997 recognises the importance of forests in climate change mitigation. REDD implementation will be addressed under climate change mitigation/adaptation.
- The National Land Policy 1995 promotes and governs the use of land, land allocation, prevention of degradation and resolution of conflicts. The Land Act No. 4 and Village Land Act No. 5 of 1999 divide land resources into three categories: Reserved Land, Village Land and General Land (United Republic of Tanzania 1999). The Land Act deals with the management of Reserved Land and General Land while the Village Land Act deals with Village Land. Certain Reserved Lands such as forests and game controlled areas may be found within Village Lands.³⁶ These Land Acts are likely to be instrumental when it comes to benefit sharing of REDD payments.
- The Agriculture and Livestock Policy (1997) advocates a coordinated cross-sectoral approach to the conservation of environmental resources. Agriculture remains the primary focus for development for the government and therefore REDD implementation needs to take this into consideration, especially where forested areas have been earmarked for agricultural expansion.

³⁶ Lawyers Environmental Action Team (LEAT) 2010. Legal and institutional framework in the context of REDD in Tanzania.

Zanzibar

Zanzibar also has policies and legislation that could enable REDD implementation.

- Zanzibar's Forestry Policy (1999) is in line with REDD+ objectives and advocates for the protection, conservation and development of forest resources for the social, economic and environment benefits of its people.
- Zanzibar's Environmental Policy (1992) recognises the links between sound environmental management and sustainable development again in line with REDD+.

Key institutions

Various institutions in Tanzania and Zanzibar will be instrumental in REDD strategy formation and implementation. They are detailed below:

- The Division of Environment under the Vice President's Office was established under the Environmental Management Act, 2004. Its mandate includes coordination of all environmental climate change issues (including adaptation and mitigation) as well as REDD strategy formulation and implementation.
- The National Climate Change Steering Committee and the National Climate Change Technical Committee have a mandate of overseeing climate change-related activities in the country. The NCCSC has not met regularly since its formation. There are on-going discussions as to whether Tanzania requires a REDD Steering Committee or whether cross-sectoral steering and coordination of REDD issues should be carried out by the NCCSC.
- The Ministry of Natural Resources and Tourism and its Forestry and Beekeeping Division is directly responsible for the technical oversight of REDD implementation. This will involve engagement of all relevant ministries and other stakeholders involved in REDD implementation. The Forestry and Beekeeping Division's leadership and expertise is considered to be central to the success or failure of REDD in Tanzania.
- Local Government Authorities are empowered to deal with environmental matters within their areas of jurisdiction. They are responsible for Local Government Forest Reserves and District Forest Officers (DFO), who are the only forestry professionals at district level. There are no forestry professionals in lower levels of governance structures in Tanzania and therefore REDD implementation at the grass roots level will be done through the DFOs. Currently the DFOs are part of the field teams implementing the FAO-Finnish National Forest Resources Monitoring Assessment (NAFORMA). This means that they are unable to effectively carry out their regular duties. This will need to be addressed in any REDD plans which will require their inputs whilst NAFORMA is ongoing.
- In Zanzibar the Ministry of Agriculture, Livestock and Environment (Department of Commercial Crops, Fruits and Forestry (DCCFF)) has the responsibility for the forestry sector and will oversee REDD implementation on the island. Coordination with the mainland will be key to achieving effective implementation of REDD activities.

Annex 3

Mapping of pilot projects supported by NICFI financing

Nine pilot projects have been selected for financing under NICFI support. Seven of them have started already and two are waiting to get the contract signed. The pilot projects are intended to form a package that would (i) strengthen local level REDD readiness, (ii) mobilize early action in REDD potential, and (iii) test key policy issues, including:

- Local level governance
- Benefit sharing
- Participatory monitoring
- Assessing baselines
- Addressing key drivers of deforestation and degradation

NICFI financed REDD pilot projects in Tanzania

Contractor	Name of project & duration	Brief description	NICFI financing M NOK
Tanzania Forest Conservation Group (TFCG)	Making REDD and the Carbon Market work for Communities and Forest Conservation in Tanzania / 2009 – 2013	A sub-national REDD pilot project whose purpose is to demonstrate a pro-poor approach to reducing deforestation and forest degradation by generating equitable financial incentives from the global carbon market for communities that are sustainably managing or conserving Tanzanian forests	41,400,000
Mpingo Conservation Project (MPC)	REDD, PFM and FSC certification in South-Eastern Tanzania / 2010 – 2013	A sub-national REDD pilot project in southeast Tanzania whose purpose is to pilot the integration of new financial flows from carbon offsetting activities under REDD with PFM and forest certification, leveraging these revenues as a catalyst to further expand sustainable forest management	13,650,000
Jane Goodall Institute (JGI)	Building REDD readiness in the Masito Ugalla Ecosystem Pilot Area in Support of Tanzania's National REDD Strategy / 2010 – 2012	A sub-national REDD pilot project in western Tanzania whose purpose is to build awareness and enhance capacity and governance mechanisms for local communities and government institutions to administer and benefit from REDD-related obligations and opportunities in the Masito-Ugalla ecosystem	19,320,000
Tanzania Traditional Energy Development and Environment Organization (TATEDO)	Community-Based REDD Mechanisms for Sustainable Forest Management in Semi-Arid Areas / 2010 – 2013	A sub-national REDD pilot project in Shinyanga rural and Kahama districts aiming to integrate REDD with the indigenous agro-pastoralist system called "ngitili"	14,090,000
African Wildlife Foundation (AWF)	Advancing REDD in the Kolo Hills Forests / 2010 – 2012	A sub-national REDD pilot project in north-central Tanzania whose purpose is to support targeted communities and district government partners to prepare for participation in voluntary and (when available) official REDD markets based on high-value, well conserved forest resources, and effective joint forestry management	14,430,000

Contractor	Name of project & duration	Brief description	NICFI financing M NOK
CARE International in Tanzania in partnership with the Revolutionary Government of Zanzibar	HIMA – Piloting REDD in Zanzibar through Community Forest Management, 2010 – 2014	The goal of the Project is reduce greenhouse gas emissions from deforestation and degradation in Zanzibar, and generate carbon income which will provide direct and equitable incentives to communities to conserve forests sustainably	38,775,000
Wildlife Conservation Society (WCS)	Reduced Emissions from REDD Readiness in Southwest Tanzania, 2010–2014	The project will work on 52,680 ha of threatened montane forests in the Southern Highlands. The project will measure changes in deforestation, carbon sequestration and emissions and it will address several drivers of forest loss.	9,300,000
Worldwide Fund for Nature (WWF) Tanzania	Valuing the Arc – REDD elements (exact name not known yet), has not started yet	The pilot project will cover all the key forest ecosystems in Tanzania and will focus on (i) mapping carbon services, (ii) defining values of carbon services, (iii) governance, (iv) developing scenarios. The main objective is produce information for decision making.	Contract not yet signed
Wildlife Conservation Society of Tanzania (WCST)	Joint Forest Management and REDD in Kisarawe (exact name not known yet), has not started yet	The project objective is to reverse encroachment and degradation of Pugu and Kisarawe Forest Reserves through awareness building, biodiversity conservation, planting woodlots, forest management, income generating activities, participatory monitoring of carbon.	Contract not yet signed

The present evaluation assessed the pilot projects from the point of view of their potential to generate interesting lessons that would have broader / international relevance, and thus the projects' capacity to provide lessons that could contribute to the UNFCCC negotiations. This assessment also provides advice on identification of potential projects for the project level evaluation.

Mapping of interventions for the project level evaluations

Project owner	Potential for international relevance	Remarks
Tanzania Forest Conservation Group	+++	Good PFM/CBFM and REDD links; relatively good capacity
Mpingo Conservation Project	+++	Linking production forestry & REDD, through certification
Jane Goodall Institute	++	Strong CBO links & good policy cooperation at all levels
Tanzania Traditional Energy Development and Environment Organisation	++	Individual land owners, grazing-forests links
African Wildlife Foundation	+	Agriculture / forests links
CARE	++	Community forest management, mangroves
Wildlife Conservation Society	+	Joint Forest Management
WWF	++	Mainly studies; not yet started – too early
Wildlife Conservation Society of Tanzania	+	Very challenging project; not yet started – too early

Potential: +++ = high potential; ++ = good / medium potential; + = fairly low potential

Annex 4 Programme of the mission and people interviewed

Date	Time	Organisation	Person
19.8.2010	11:00	UN-REDD / FAO Sub-regional Office in Harare	Edward Kiawe, UN-REDD focal point for Tanzania
24.8.2010	9:00	Embassy of Norway	Svein Baera, Minister Counsellor Ivar Jorgensen, Counsellor Yassin Mkwizu, Programme Officer
24.8.2010	14:00	UNDP	Getrude Lyatuu, Assistant Res. Rep. Bariki Kaale, Environment & Energy Spec.
25.8.2010	8:00	Vice President's Office – Division of Environment (VPO-DOE)	Julius Ningu, Director of Environment Kanizio Manyika, Chairperson of National REDD Task Force Patrick Ndaki, Member of National REDD Task Force George Kafumu, Member of National REDD Task Force
25.8.2010	10:00	MNRT-FBD	Evarist Nashanda, Member of National REDD Task Force Ralf Ernst, UN-REDD REDD Coordinator Eliakim Sahabu, MRV Adviser
25.8.2010	13:00	University of Dar es Salaam – Institute for Resource Assessment	Pius Yanda, Director of National REDD Task Force Secretariat Susan Nyagawa, Assistant Director of the Secretariat
25.8.2010	16:00	IUCN	Abdallah Said Shah, Head of Tanzania Office Victor Kamagenge, Programme Officer
26.8.2010	9:00	MJUMITA	Rahima Njaiidi, Executive Director
	19:30	Embassy of Finland	Merja Mäkelä, Forest Counsellor
27.8.2010	9:00	Tanzania Forest Conservation Group (TFCG)	Charles Meshak, Executive Director Nike Doggart, Senior Technical Advisor

Date	Time	Organisation	Person
27.8.2010	10:30	Jane Goodall Institute Tanzania	Emil Kayega, Policy Compliance Technical Specialist, REDD
27.8.2010	12:00	Wildlife Conservation Society of Tanzania (WCST)	Lota Melamari, CEO/Coordinator Victoria Ferdinand, Acting Chief Executive Officer Paul Nnyiti, Senior Conservation Officer
27.8.2010	14:00	Sokoine University of Agriculture	Jayro Matovelo, Director of Research & Post Graduate Studies Salim Mohamed Maliondo, REDD Program Coordinator
28.8.2010	10:00	Eastern Arc Mountains Conservation Endowment Fund (EAMCEF)	Francis Sabuni, Executive Director
28.8.2010	12:00	NAFORMA Project	Sören Dalsgaard, Chief Technical Adviser
28.8.2010	18:00	PPP Project	Anna-Leena Simula, Chief Technical Adviser
28.8.2010	10:00	Ministry of Agriculture, Livestock and Environment (Department of Commercial Crops, Fruits and Forestry)	Tamrini Said, Member of National REDD Task Force
28.8.2010	11:30	CARE Zanzibar	Ahmed Bakari, Coordinator of REDD pilot project Ali Mohammed Hilal, Leakage Control Expert Sudi Mohammed Juma, Monitoring and Evaluation and Learning Officer
30.8.2010	8:30	MJUMITA	Athmani Mtimbwa, Coordinator of Lindi, Mtwara, Ruvuma
30.8.2010	9:30	Mpingo Conservation Project	Steve Ball, International Coordinator Jasper Makala, National Coordinator Mtemi Miya, REDD Coordinator
31.8.2010	9:00	National Forestry Resources Monitoring and Assessment Project NAFORMA	Soren Dalsgaard, Chief Technical Advisor Phillip Mwanukuzi, National Consultant, Forest Mapping Lauri Tamminen, Associate Professional Officer

Date	Time	Organisation	Person
1.9.2010	8:00	Forest and Beekeeping Division	Felician Kilahama, Director of FDB
1.9.2010	10:00	Embassy of Norway	Ivar Jorgensen, Counsellor Yassin Mkwizu, Programme Officer Simon Milledge, Consultant, Environment and Climate Change
1.9.2010	14:00	WWF Tanzania	Shadrack Mwakalilla, Coordinator Valuing the Arc Programme
2.9.2010	14:00	Embassy of Denmark	Lars Mikkel Johannessen
3.9.2010	8:00	Embassy of Norway Validation Seminar / Wrap up Meeting	Rahima Njaidi, MJUMITA Nssoko Edwin, Jane Goodall Institute Nike Doggart, TFCG Petro Masolwa, WWF Francis Sabuni, Eastern Arc Mountains Conservation Endowment Fund Lota Melamari, WCST Tamrini Said, Zanzibar member of National REDD TF Mtemi Miya, Mpingo Conservation Project Sudi Mohammed Juma, CARE Ralf Ernst, UNREDD Simon Milledge, Embassy of Norway Ivar Jorgensen, Embassy of Norway
3.9.2010	15:00	Embassy of Norway	Peter Myhre, Member of Parliament & Standing Committee on Foreign Affairs and Defence Pål Arne Davidsen, Foreign Affairs Advisor

The core evaluation team had meetings with NICFI in Oslo, Norway, in February and April 2010. Interviews were also held with NICFI at a feedback meeting on 9th October.

Annex 5

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Annex 6

Terms of Reference

Real-time evaluation of Norway's International Climate and Forest Initiative: The Initiative's support to the formulation and implementation of national REDD strategies

Final version, 11 June, 2010

General background: REDD and Norway's Initiative

The primary objective of the Norwegian Government's climate policy is to play a part in establishing a global, binding, long-term post-2012 regime that will ensure deep enough cuts in global greenhouse gas emissions. To this end, the Government has launched Norway's International Climate and Forest Initiative and pledged substantial funding towards efforts to reduce emissions from deforestation and forest degradation.

Reducing emissions from deforestation and forest degradation in developing countries (REDD) has the potential to generate significant, cost-efficient and quick reductions in greenhouse gas emissions. It has been estimated that emissions from the forestry sector in developing countries account for about one fifth of the global CO₂ emissions. REDD has therefore attracted high-level political attention over the last few years¹.

REDD is based on the idea that the international community can pay developing countries, either directly or to sub-national actors, to put in place policies and measures to reduce their rate of deforestation and forest degradation. This would be a cheaper option than reducing greenhouse gas emissions from sources in developed countries as well as from most other sectors, yet there is widespread consensus that REDD must add to deep emission reduction commitments from industrialised countries. REDD could also generate a range of co-benefits, such as biodiversity conservation and poverty alleviation.

However, as with any transforming policy, the success of REDD is dependent on numerous conditions. The debate and emerging literature on REDD has especially concentrated on the difficulty of designing an international and national REDD architecture that can channel reliable funding and ensure real emissions reductions, while also delivering co-benefits². This involves issues such as determining the

1 REDD is used here in a broad sense and generally includes the role of conservation, sustainable management of forests and enhancement of forest carbon stocks (i.e. REDD+).

2 See, for example: (1) Angelsen, A. (ed) 2008. Moving ahead with REDD: Issues, options and implications. CIFOR, Bogor, Indonesia. (2) Angelsen, A. with Brockhaus, M., Kanninen, M., Sills, E., Sunderlin, W.D. and Wertz-Kanounnikoff, S. (eds) 2009. Realizing REDD+: National strategy and policy options. CIFOR, Bogor, Indonesia.

source and mechanism of finance (public or private, fund-based or market-based, compliance or non-compliance markets) and the scale of REDD (national or sub-national accounting), setting reference levels for REDD payments, developing systems for monitoring, reporting and verification (MRV), addressing possible land tenure reforms, ensuring the rights of indigenous peoples and local communities, and establishing governance safeguards, including fighting corruption in the forestry sector.

Norway's International Climate and Forest Initiative was launched by the Norwegian Government at COP-13 in December 2007, pledging up to 3 billion Norwegian kroner per year over five years to reduce emissions from deforestation and forest degradation in developing countries³. The objectives of the Initiative are⁴

1. to work towards the inclusion of emissions from deforestation and forest degradation in a new international climate regime
2. to take early action to achieve cost-effective and verifiable reductions in greenhouse gas emissions
3. to promote the conservation of natural forests to maintain their carbon storage capacity.

The Initiative is being financed by official development assistance (ODA) funds. Thus, the overriding objectives of Norwegian foreign development policy also apply to the Initiative, in addition to the directly climate-related objectives listed above. These objectives include social and economic development, poverty reduction, the welfare and rights of indigenous peoples and other people living in or from forests, better land use, and the protection of biodiversity and the environment in general. In the work towards these goals, it is a goal in itself that the climate policy and the foreign development policy are to be mutually supportive.

The Initiative supports the UN Collaborative Programme on Reduced Emissions from Deforestation and Forest Degradation (UN-REDD Programme) jointly managed by FAO, UNDP and UNEP, the Forest Carbon Partnership Facility (FCPF) and the Forest Investment Program (FIP) managed by the World Bank, the Congo Basin Forest Fund (CBFF) managed by the African Development Bank, and the Amazon Fund managed by the Brazilian Development Bank (BNDES). Norway has also entered into a bilateral agreement with Tanzania, signed a Memorandum of Understanding with Guyana and with Mexico, and a Letter of Intent with Indonesia. Non-governmental organisations are funded through a grant scheme administered by the Norwegian Agency for Development Cooperation (Norad)⁵.

The overall responsibility for the Initiative lies with the Ministry of the Environment, where a secretariat has been established. The Ministry of Foreign Affairs, supported by Norwegian missions abroad and Norad, is responsible for foreign and development policy related to the Initiative, as well as the management and disbursement

3 COP is an abbreviation for Conference of the Parties, which is the supreme body of the UNFCCC. COP-13 took place at Bali, Indonesia.

4 See Proposition No. 1 to the Norwegian Parliament 2008-2009

5 For more details about NICFI, see the web site (also available in English): <http://www.regjeringen.no/dep/md/tema/klima/kiimaogskogprosjektet.html?id=548491>

of funds. An inter-ministerial body has been established for coordination and, when necessary, the facilitation of government discussions related to the Initiative.

It is essential to recognise the strategic nature of the Initiative. It was launched with the aspiration that it would contribute in building support for the potential of REDD to prevent climate change and encourage initiatives and funds from other parties in the international community. Substantial risks due to existing economic interests and weak governance in many of the countries harbouring the largest remaining tropical forests were recognised, and the Initiative was launched with an emphasis on the importance of patience, a long-term perspective and the need to experiment and learn from experience. Indeed, the development of national REDD strategies and implementation mechanisms are expected to require substantial time and support in most countries. An important objective of the Initiative is therefore to support capacity development and the political reforms needed to facilitate REDD over the longer term.

The real-time evaluation framework

The need for timely information and rapid learning calls for a real-time evaluation to progressively assess the results of the Initiative with regard to its objectives and the general objectives of Norwegian development cooperation. The real-time approach is especially useful in fast-moving situations, and the developing issues around REDD are just that. As the Initiative is expected to be a significant recipient of Norwegian ODA funds for several years, it is also in the interest of policy-makers and the public to have access to up-dated and impartial information about the progress and status of the Initiative. Hence, the real-time evaluation should serve both a documentation function and a learning function. This approach allows the Initiative to adjust its programming during the course of implementation, i.e. in real time.

The real-time evaluation will cover a time span of four years, i.e. 2010-2013. A framework agreement has been signed with a consortium of independent consultants and experts led by LTS International. The work load has been estimated at 150 weeks per year, distributed among several evaluation assignments. The terms of reference and timing of the different evaluation tasks will be agreed with the consultants and concerned stakeholders on a case-by-case basis. Each evaluation will be commissioned as a call-off order under the framework agreement.

The real-time evaluation should cover all the partners that have received ODA grants, including multilateral, bilateral and non-governmental agencies. In order to stimulate continuous learning and debate, the concerned stakeholders will be actively consulted during the evaluation process and reports will be made available to the general public.

The overall objectives of the real-time evaluation are to assess the results of the Initiative's support:

1. for improving the prospects of the inclusion of a REDD mechanism in a post-2012 climate regime

2. for the preparation of mechanisms and implementation of activities to attain verifiable reductions in greenhouse gas emissions
3. for the conservation of natural forests to maintain their carbon storage capacity
4. with regards to the general objectives of Norwegian development cooperation, such as those related to livelihoods, economic and social development and the environment.

The first three objectives refer to the objectives of the Initiative, while the fourth objective derives from the use of ODA funds.

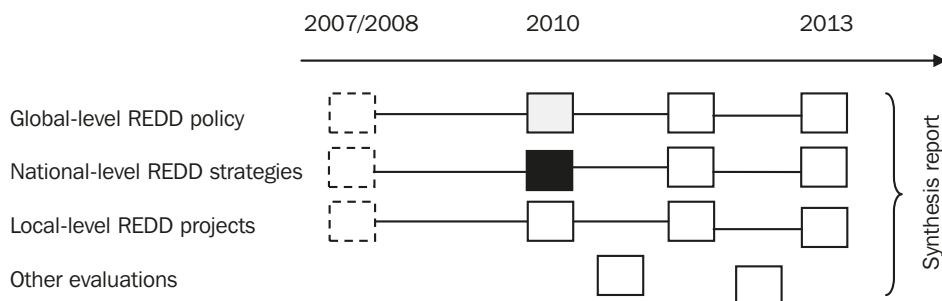
The final product of the real-time evaluation is expected to be a synthesis report that addresses the four overall objectives. However, in order to develop a synthesis and to create learning and provide feedback to the Initiative along the way, a series of evaluations will be carried out. It is envisaged that the real-time evaluation will consist of three core evaluation tasks, which will be repeated at regular intervals (e.g. 2010, 2012, 2013), combined with stand-alone evaluations or studies of specific thematic or geographical areas (e.g. evaluations of anti-corruption measures, effectiveness of different funding channels and mechanisms). The backbone of the real-time evaluation will be the following three core evaluations:

- Global level: The Initiative's contribution to an international REDD regime
- National level: The Initiative's support to the formulation and implementation of national REDD strategies
- Local level: Lessons learned from REDD demonstration projects supported by the Initiative

The global level evaluation will primarily address the first objective of the real-time evaluation, while the national and local level evaluations will primarily address the second, third and fourth objective of the real-time evaluation.

The three levels correspond to the notions of policy, programme and project. While the global level evaluation is policy-oriented and the local level evaluation is project-oriented, the national level ('programme') evaluation will assess the formulation and implementation of REDD strategies in a selection of case study countries. All the evaluations shall combine assessments of the status and progress of the overall REDD agenda with efforts to identify the actual contributions of the Initiative. The latter will be a main methodological challenge for the whole evaluation exercise, especially in cases where funding has been channeled through multilateral agencies and development banks.

Figure 1. A conceptual model of the real-time evaluation. Dashed lines indicate baseline (which shall be established retrospectively), grey box indicates an on-going evaluation, black box indicates the present evaluation, and white box indicates a planned evaluation.



There is also a need to closely coordinate this real-time evaluation with the monitoring and evaluation programmes of the Initiative's partners. It is known that the UN-REDD Programme, FCPF, CBFF, BNDES, and Norads' Civil Society Department are already planning reviews of their respective portfolios. There are also numerous research and development groups involved in REDD related studies, e.g. Centre for International Forestry Research (CIFOR) is conducting a global comparative study on REDD⁶. No-rad's Evaluation Department and the evaluation team need to continuously follow the developments across the international REDD arena in order to avoid duplication of work and to incorporate knowledge generated by others.

The present evaluation

The present evaluation task concerns the national level described above. It aims to evaluate the Initiative's support to the formulation and implementation of national REDD strategies and other REDD readiness efforts, as of 2010. As the international REDD architecture is likely to build on national policies and measures, this evaluation task will constitute a main pillar of the whole real-time evaluation programme.

The target countries for Norway's International Climate and Forest Initiative are at different stages of REDD planning and implementation, ranging from initial readiness stage (early phase 1) to advanced REDD strategy formulation (late phase 1) and results-based REDD actions (phase 2)⁷. Consequently, the funds are used for different purposes, including stakeholder consultations, capacity-building, institutional strengthening, demonstration activities, and enforcement of policies and measures. In Brazil and Guyana, the Initiative's payments are intended to create incentives for REDD actions while the funds will be used to address a wider agenda beyond the Initiative's REDD related objectives (cf. the Amazon Fund and Guyana's Low Carbon Development Strategy, respectively).

The Initiative's funding at the country level is delivered through a diversity of channels and mechanisms, including a single multilateral institution with multiple donors

⁶ See CIFOR's web site: <http://www.cifor.cgiar.org/>

⁷ The phased approach to REDD has not been formally adopted. For details about the proposed phases, see the IWG report (Report of the Informal Working Group on Interim Finance for REDD+. Discussion document, 27 October 2009). In short, phase 1 refers to national REDD strategy development, phase 2 refers to implementation of national policies and measures for REDD, and phase 3 refers to performance-based payments on the basis of quantified forest emissions and removals against agreed reference levels.

(e.g. FCPF in Ghana), a single multilateral institution with multiple donors combined with a multi-bi program through an international financial institution (FCPF and Guyana REDD+ Investment Fund in Guyana), two multilateral institutions (e.g. FCPF and UN-REDD Programme in Bolivia), two multilateral institutions combined with a bilateral programme (e.g. FCPF, UN-REDD Programme and Royal Norwegian Embassy in Tanzania), two multilateral institutions combined with a regional fund (e.g. FCPF, UN-REDD Programme and CBFF in the Democratic Republic of Congo), and direct bilateral payments to a national fund (Amazon Fund in Brazil). Among these mechanisms, only the support to the Amazon Fund is directly performance-based (phase 2), but the Initiative also plans to make performance-based payments to Guyana and Indonesia.

The Initiative's wide geographical coverage (> 40 countries) and multiple support channels (multilateral, bilateral and non-governmental) create methodological and practical challenges in the evaluation process⁸. However, assessing the aid effectiveness with respect to REDD performance over time in a few selected countries may serve both the documentation function and the learning function of the real-time evaluation. In this initial evaluation, five countries have been selected for case studies, but other countries may be added at a later stage.

Purpose and objectives

The purpose of this evaluation is to assess the Initiative's support to the formulation and implementation of national REDD strategies⁹. This will be achieved by developing a real-time methodology upon which the status and progress of national REDD performance can be evaluated¹⁰. The national level evaluations using the same methodology (or adapted methodology if found necessary) will be carried out periodically in the selected countries.

Accordingly, the present evaluation has two main objectives:

1. Develop a methodology for the real-time evaluation of the Initiative's support to the formulation and implementation of national REDD strategies
2. Evaluate the status and progress of the Initiative's support to the formulation and implementation of national REDD strategies in a selection of case study countries as of 2010

As an integral part of the real-time evaluation approach, the learning aspect shall be addressed by identifying lessons learned and their potential implications for the Initiative's future support to the formulation and implementation of national REDD strategies.

Scope

The evaluation shall include the following five countries: Brazil, Guyana, Democratic Republic of Congo, Tanzania, and Indonesia. These countries receive significant support from the Initiative through different channels and mechanisms, they are at

⁸ The geographical coverage also includes countries supported by FCPF only.

⁹ 'Support' refers to financial contributions and policy and technical advice conveyed through the different channels and mechanisms that ultimately target national REDD efforts.

¹⁰ Status and progress of national REDD performance shall be measured against the second, third and fourth objective of the real-time evaluation, cf. page 3.

different stages in the forest transition, they represent different national policy contexts, and they cover each of the three tropical continents.

Whereas the evaluation shall attempt to identify the actual contributions of the Initiative, it shall also include an assessment of the status and progress of the national REDD processes as a whole. This will ensure that the findings and recommendations from this evaluation could also be relevant for other REDD actors. The contributions of the Initiative need to be mapped by providing a summary of how its financial resources are being used by year (i.e. fund recipients, size of funding, country, activities).

National REDD strategies are expected to be informed by demonstration projects at the sub-national level, and hence, the evaluation shall carry out a preliminary mapping of such projects in the case study countries. While also relevant for addressing the objectives of this evaluation (cf. evaluation questions below), the available information about the REDD demonstration projects shall primarily feed into the subsequent local level evaluation described above¹¹. In Brazil, therefore, the performance of the Amazon Fund's project portfolio is, for the purpose of the present evaluation, subordinate to the wider REDD policies and measures at national level¹².

As the three climate-related objectives of the Initiative are supplemented with the development-related objectives associated with the use of ODA funds (cf. objective 4 of the real-time evaluation), including those related to poverty alleviation, indigenous peoples' rights, environment, and anti-corruption, the evaluation should try to distinguish between the climate-related effects and the development-related effects of the Initiative.

The time period under investigation in the present evaluation is 2007-2010. The launching of the Initiative in 2007 (COP-13) should serve as a base year for later evaluations, and hence, particular emphasis should be placed on assessing the national REDD situation at that stage, i.e. constructing a baseline retrospectively. The contributions of the Initiative towards the formulation and implementation of national REDD strategies should then be evaluated for the period 2007-2010.

The evaluation should focus on the relative contributions of the Initiative rather than the overall performance of the fund recipients.¹³ This is particularly relevant in cases where the funding is channeled through multilateral agencies and development banks. In such cases, the emphasis should be on the strategic contributions of the Initiative in influencing the policies and programmes of the fund recipients, and not only on the actual outcomes in terms of carbon effectiveness, cost efficiency, equity and co-benefits on the ground.

11 Separate Terms of Reference will be developed for the local level REDD project evaluation.

12 The activities financed through the Amazon Fund are not necessarily part of the government's action plan to combat deforestation or an integral part of Plano Amazonas Sustentavel (PAS) since there is no direct link between the Amazon Fund and these programs (see 'Assessment of BNDES as a potential mechanism for Norwegian support to the Fundo Amazônia (Amazon Fund)', Norad, 27 June 2008).

13 It should be recognised that NICFI operates in an institutional context that is largely determined by other actors. The preexisting actors and frameworks limit the range of available options.

Evaluation questions

The below list of questions is not exhaustive and the questions may have different relevance for the different case study countries.

Formulation of national REDD strategies

National ownership:

- To what extent has the Initiative's financial and policy support contributed to building political REDD leadership and commitment?
- To what extent has the Initiative contributed to strengthening institutional capacities at the national level?
- To what extent has the Initiative contributed to cross-sectoral coordination within the government in the target countries?
- To what extent has the Initiative contributed to active involvement by civil society to enhance national ownership?

Donor support and coordination:

- To what extent has the Initiative and its partners contributed to a coordinated and harmonised approach to REDD at the country level?
- To what extent have the Initiative's multilateral partners responded to the support needs of the country?
- How has Norwegian ODA policies and the Initiative's viewpoints on social and environmental safeguards related to equity and co-benefits been communicated and negotiated with the fund recipients?¹⁴
- To what extent has the Initiative contributed to creating synergies across countries?

Consultation process:

- To what extent has the REDD stakeholder consultations been inclusive and participatory?
- To what extent has the national REDD process involved indigenous peoples and local communities?
- To what extent has the Initiative's support to civil society organisations and research institutions contributed to the national REDD strategy?
- How has the issue of equity and co-benefits been treated in the stakeholder consultations?

Policy content:

- Is the REDD strategy at present soundly formulated, based on solid analysis and data, and likely to be efficient and effective in promoting emissions reductions?
- Has the REDD strategy been effective in promoting diagnosis of causes of forest carbon emissions, including external drivers, and formulation of plans to reduce emissions?

¹⁴ Equity refers to the sharing of REDD benefits among different stakeholders, while the debate on co-benefits in REDD has concentrated on environmental services (e.g. biodiversity), socio-economic services (e.g. poverty alleviation), governance and rights issues (e.g. rights of indigenous peoples and local communities), and climate change adaptation. Safeguards refer to donor policies that promote equity and co-benefits, while avoiding harmful side-effects, e.g. anti-corruption safeguards and anti-plantation safeguards.

- To what extent is the REDD strategy integrated into the wider policy framework of the country, including land tenure policies, agricultural and energy policies, and infrastructure development plans?
- To what extent is the REDD strategy coordinated with Nationally Appropriate Mitigation Actions (NAMAs) or broader national low carbon strategies, and to what extent are REDD payments proposed to be channeled into NAMAs?
- Which sub-national incentives for REDD have been developed in the REDD strategy?
- Which institutional set-up is proposed at the national level in order to manage sub-national payments and ensure that the MRV system would meet international reporting and verification requirements?
- How adequate are the proposed MRV systems for carbon fluxes?
- To what extent are the proposed reference levels robust and credible enough to prevent any profiteering and free riding (capturing REDD payments on changes that would have taken place anyhow)?
- Is the REDD strategy likely to have a positive impact on livelihoods, development, and local environment (i.e. equity and co-benefits)?
- To what extent have social and environmental safeguards related to equity and co-benefits been incorporated into the REDD strategy?

Implementation of national REDD strategies¹⁵

- To what extent have the Initiative's REDD payments contributed to cost-effective and verifiable reductions in greenhouse gas emissions?¹⁶
- To what extent is the implementation of the REDD strategy addressing the underlying drivers of deforestation and forest degradation in the country?
- What is the quality of greenhouse gas emissions data on which the payments are based?
- To what extent is the Initiative contributing to improving the MRV system?
- To what extent is the Initiative's funding mechanism additional, contradictory or supplementary to other REDD-related policies and measures of the government?¹⁷
- To what extent are social and environmental safeguards related to equity and co-benefits being enforced and implemented through national REDD policies and measures?
- To what extent is the implementation of the REDD strategy likely to achieve the development-related objectives and contribute to equity and co-benefits?¹⁸
- How are stakeholders, especially indigenous peoples and local communities, involved in the implementation of the REDD strategy?

Methodology

The evaluation shall apply international best-practices to ensure objective, transparent, evidence-based and impartial assessments and learning. The methodology

¹⁵ Mostly relevant for Brazil and Guyana at present (i.e. phase 2 countries), but also applicable in countries where REDD measures are implemented while the REDD strategy is being developed. Note that the strategy in Guyana refers to REDD+, while Brazil's policies and measures predate the REDD agenda and primarily deal with reduced deforestation in the Amazon.

¹⁶ REDD payments can contribute either directly to reductions in greenhouse gas emissions by earmarked funding to REDD activities (e.g. support to REDD demonstration projects), or indirectly by creating incentives where payments are based on documented results (e.g. the Amazon Fund).

¹⁷ This is particularly relevant in Brazil, cf. footnote above.

¹⁸ Where REDD funds are provided or planned to be provided to national entities, it is important to map how and to whom they are distributed to assess whether those sectors or social groups who are bearing the main costs of REDD are being compensated.

shall be standardised into a real-time evaluation framework that allows comparisons over time. This includes the definition of a set of common indicators that (i) remain valid throughout the real-time evaluation period, (ii) can be used across countries, (iii) address the overall objectives of the real-time evaluation, (iv) cover the issues raised in the evaluation questions, and (v) enable attribution of observed results to inputs from the Initiative. The baseline for each indicator shall be reconstructed and compared to the situation as of 2010.

The country case studies shall include field visits and in-depth literature surveys. The evaluation shall be based on stakeholder interviews and document reviews, including research papers, reports and policy documents.

The analysis shall refer to the three OECD/DAC criteria relevance, effectiveness and efficiency. The latter will require that the evaluation prepares an inventory of the actual outputs and outcomes at the national level and compare them with the Initiative's inputs through the different funding channels and support mechanisms. The corresponding terminology in the REDD literature, i.e. carbon effectiveness, cost efficiency, and equity and co-benefits (the 3E+ criteria), may also be helpful in analysing the data.

In developing the evaluation framework, the monitoring and evaluation systems developed internally by the Initiative's partners (e.g. FCPF's M&E framework) should be considered and drawn upon.

Based on these guidelines, LTS International shall develop a detailed work plan and methodology.

Evaluation team

This evaluation will require team members with in-depth knowledge about the forestry sector and policy development in the target countries combined with international REDD experts.

LTS International shall suggest a composition of team members, taking notice of the size of the evaluation (see below) and the expected distribution of personnel categories agreed for the overall real-time evaluation.

Budget

The estimated size of this evaluation is 83 person weeks. LTS International shall propose a budget based on the personnel requirements and the expected travel and subsistence expenses.

Deliverables and time frame

14 June: Proposed team and final Terms of Reference

16 June: Start of the evaluation

20 July: Inception report¹⁹

August: Country field visits, including validation workshops

10 September: Five draft final country evaluation reports

1 October: Draft final synthesis report

29 October: Final report

November: Seminars in Oslo

The reports shall be prepared in accordance with the Evaluation Department's Guidelines for Reports. **Deliverables and time frame**

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The reports shall be prepared in accordance with the Evaluation Department's Guidelines for Reports.

¹⁹ The inception report shall pay special attention to possible country-specific adjustments in the evaluation questions and the scope of the evaluation, presenting an adjusted and extended outline of the country evaluation reports of the four countries reflecting the respective country situation as well as an extended outline for a synthesis report. It shall also propose a detailed time schedule of each country evaluations, methodology for collecting and analysing data using a real-time approach.

²⁰ The inception report shall pay special attention to possible country-specific adjustments in the evaluation questions and the scope of the evaluation, presenting an adjusted and extended outline of the country evaluation reports of the four countries reflecting the respective country situation as well as an extended outline for a synthesis report. It shall also propose a detailed time schedule of each country evaluations, methodology for collecting and analysing data using a real-time approach.

EVALUATION REPORTS

- 7.98 The World Bank and Poverty in Africa
- 8.98 Evaluation of the Norwegian Program for Indigenous Peoples
- 9.98 Evaluering av Informasjons støtten til RORGene
- 10.98 Strategy for Assistance to Children in Norwegian Development Cooperation
- 11.98 Norwegian Assistance to Countries in Conflict
- 12.98 Evaluation of the Development Cooperation between Norway and Nicaragua
- 13.98 UNICEF-komiteen i Norge
- 14.98 Relief Work in Complex Emergencies
- 1.99 WID/Gender Units and the Experience of Gender Mainstreaming in Multilateral Organisations
- 2.99 International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
- 3.99 Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
- 4.99 Evaluation of the Tanzania-Norway Development Cooperation 1994–1997
- 5.99 Building African Consulting Capacity
- 6.99 Aid and Conditionality
- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation 1988–1997
- 2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988–1998
- 3.00 The Project “Training for Peace in Southern Africa”
- 4.00 En kartlegging av erfaringer med norsk bistand gjennomfrivillige organisasjoner 1987–1999
- 5.00 Evaluation of the NUFU programme
- 6.00 Making Government Smaller and More Efficient. The Botswana Case
- 7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
- 8.00 Evaluation of the Norwegian Mixed Credits Programme
- 9.00 “Norwegians? Who needs Norwegians?” Explaining the Oslo Back Channel: Norway’s Political Past in the Middle East
- 10.00 Taken for Granted? An Evaluation of Norway’s Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
- 2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
- 3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994–1999
- 3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994–1999
- 4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
- 5.01 Evaluation of Development Co-operation between Bangladesh and Norway, 1995–2000
- 6.01 Can democratisation prevent conflicts? Lessons from sub-Saharan Africa
- 7.01 Reconciliation Among Young People in the Balkans An Evaluation of the Post Pessimist Network
- 1.02 Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)
- 2.02 Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
- 3.02 Evaluation of ACOPAMA ILO program for “Cooperative and Organizational Support to Grassroots Initiatives” in Western Africa 1978 – 1999
- 3A.02 Évaluation du programme ACOPAMA Un programme du BIT sur l’« Appui associatif et coopératif aux initiatives de Développement à la Base » en Afrique de l’Ouest de 1978 à 1999
- 4.02 Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
- 2.03 Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank
- 3.03 Evaluering av Bistandstorgets Evalueringsnettverk
- 1.04 Towards Strategic Framework for Peace-building: Getting Their Act Together. Overview Report of the Joint Utstein Study of the Peace-building. Norwegian Peace-building policies: Lessons Learnt and Challenges Ahead
- 2.04 Evaluation of CESAR’s activities in the Middle East Funded by Norway
- 3.04 Evaluering av ordningen med støtte gjennom paraplyorganisasjoner. Eksemplifisert ved støtte til Norsk Misjons Bistandsnemda og Atlas-alliansen
- 5.04 Study of the impact of the work of FORUM in Sri Lanka: Building Civil Society
- 6.04 Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 –Study: Study of the impact of the work of FORUM in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 –Evaluation: Evaluation of the Norad Fellowship Programme
- 2.05 –Evaluation: Women Can Do It – an evaluation of the WCDI programme in the Western Balkans
- 3.05 Gender and Development – a review of evaluation report 1997–2004
- 4.05 Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
- 5.05 Evaluation of the “Strategy for Women and Gender Equality in Development Cooperation (1997–2005)”
- 1.06 Inter-Ministerial Cooperation. An Effective Model for Capacity Development?
- 2.06 Evaluation of Fredskorpset
- 1.06 – Synthesis Report: Lessons from Evaluations of Women and Gender Equality in Development Cooperation
- 1.07 Evaluation of the Norwegian Petroleum-Related Assistance
- 1.07 – Synteserapport: Humanitær innsats ved naturkatastrofer: En syntese av evalueringsfunn
- 1.07 – Study: The Norwegian International Effort against Female Genital Mutilation
- 2.07 Evaluation of Norwegian Power-related Assistance
- 2.07 – Study Development Cooperation through Norwegian NGOs in South America
- 3.07 Evaluation of the Effects of the using M-621 Cargo Trucks in Humanitarian Transport Operations
- 4.07 Evaluation of Norwegian Development Support to Zambia (1991 - 2005)
- 5.07 Evaluation of the Development Cooperation to Norwegian NGOs in Guatemala
- 1.08 Evaluation: Evaluation of the Norwegian Emergency Preparedness System (NOREPS)
- 1.08 Study: The challenge of Assessing Aid Impact: A review of Norwegian Evaluation Practise
- 1.08 Synthesis Study: On Best Practise and Innovative Approaches to Capacity Development in Low Income African Countries
- 2.08 Evaluation: Joint Evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD)
- 2.08 Synthesis Study: Cash Transfers Contributing to Social Protection: A Synthesis of Evaluation Findings
- 2.08 Study: Anti-Corruption Approaches. A Literature Review
- 3.08 Evaluation: Mid-term Evaluation the EEA Grants
- 4.08 Evaluation: Evaluation of Norwegian HIV/AIDS Responses
- 5.08 Evaluation: Evaluation of the Norwegian Research and Development Activities in Conflict Prevention and Peace-building
- 6.08 Evaluation: Evaluation of Norwegian Development Cooperation in the Fisheries Sector
- 1.09 Evaluation: Joint Evaluation of Nepal’s Education for All 2004-2009 Sector Programme
- 1.09 Study Report: Global Aid Architecture and the Health Millennium Development Goals
- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan
- 2.09 Study Report: A synthesis of Evaluations of Environment Assistance by Multilateral Organisations
- 3.09 Evaluation: Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003-2007)
- 3.09 Study Report: Evaluation of Norwegian Business-related Assistance Sri Lanka Case Study
- 4.09 Evaluation: Evaluation of Norwegian Support to the Protection of Cultural Heritage
- 4.09 Study Report: Norwegian Environmental Action Plan
- 5.09 Evaluation: Evaluation of Norwegian Support to Peacebuilding in Haiti 1998–2008
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