



Sri Lanka REDD+ Readiness Preparation Proposal

UN-REDD PROGRAMME

November 2012 (final with BP/Ind. Reviewers comments addressed)

Abbreviations

AD	Activity Data
ADB	Asia Development Bank
BCAP	Biodiversity Conservation Action Plan
CBD	Convention on Biodiversity
CBO	Community-based Organisation
	Climate Change Division
CCS	Climate Change Secretariat
	Communication and Consultation Stratogy and Plan
CDM	Clean Development Mechanism of the Kyste Drotocol
	Control Environment Authority
CEDOM	Central Environment Authority
CEPUM	Committees on Environment Policy and Management
LF	Conservation Forest
COP	Conference of the Parties
DFO	District Forest Officer
DFP	District Focal Point
DMC	Disaster Management Centre
DNA	Designated National Authority
DoM	Department of Meteorology
DWLC	Department of Wildlife Conservation
EF	Emission Factor
EIA	Environmental Impact Assessment
EPA	Environmental Protection Area
ESIA	Environmental and Social Impact Assessments
FCPF	Forest Carbon Partnership Facility
FD	Forest Department
FFPO	Fauna and Flora Protection Ordinance
FLEG	Forest Law Enforcement and Governance
FLEGT	Forest Law Enforcement, Governance and Trade
FO	Forest Ordinance
FPIC	Free. Prior and Informed Consent
FSMP	Forestry Sector Master Plan
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse Gas
GIS	Geographic Information Systems
FAO	Food and Agriculture Organisation of the United Nations
	International Labour Organisation
	National Institute for Space Research (Brazil)
	Intergovernmental Danel on Climate Change
	Land Manitaring System
	Land Deform Commission
	Land Reform Commission
MAB	Man and the Biosphere
MOA	Ministry of Agriculture
MOAS&WL	Ministry of Agrarian Services and Wildlife
MoE	Ministry of Environment
MoENR	Ministry of Environment and Natural Resources
MRV	Measurement, Reporting and Verification for REDD+ (also called the REDD+ Monitoring System)

NC	National Communication (to the Conference of Parties)
NCCAS	National Climate Change Adaptation Strategy
NEA	National Environment Act
NEAP	National Environmental Action Plan
NFI	National Forest Inventory
NFP	National Focal Point
NGO	Non-Governmental Organisation
NPPP&P	National Physical Planning Policy and Plan
NRM	Natural Resource Management
NSF	National Science Foundation
NTFP	Non-Timber Forest Product
PA	Protected Area
PMU	Programme Management Unit
R-PP	Readiness Preparation Proposal
RECOFTC	Regional Community Forestry Training Center – Center for People and
	Forests
REDD	Reduced Emissions from Deforestation and forest Degradation
REDD+	REDD, and the role of conservation, sustainable management of forests
	and enhancement of forest carbon stocks
REL/RL	Reference Emission Level / Reference Level (also called the REDD+
	Baseline or Reference Scenario)
RPMCC	REDD+ Programme Management Coordination Committee
RS	Remote Sensing
SES	Social and Environmental Standards
SESA	Strategic Environmental and Social Assessment
SIA	Social Impact Assessment
SFM	Sustainable Forest Management
STC	State Timber Corporation
tCO ₂ e	Tonnes of CO ₂ equivalent (a measure of greenhouse gases)
TF	Task Force
TOR	Terms of Reference
TWGs	Technical Working Groups
UNDP	United Nations Development Programme
UNDRIP	United Nations Declaration on Rights of Indigenous People
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations REDD Programme
WCMC	UNEP World Conservation Monitoring Centre
WWFN	World Wide Fund for Nature

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Executive Summary

As a signatory to the UN Framework Convention on Climate Change (UNFCCC), Sri Lanka is committed to addressing the threat of human-induced climate change through all sectors, both by increasing the resilience of its people and its ecosystems through adaptation measures, and by decreasing the intensity of climate change itself through mitigation measures.

Sri Lanka's forests, uniquely among its land-use sectors, can make a significant contribution to both adaptation and mitigation. The Government, under the leadership of the Ministry of Environment (MoE), seeks to maximize this contribution by developing a national strategy for Reducing Emissions from Deforestation and forest Degradation, plus conservation, sustainable management of forests and enhancement of forest carbon stocks (REDD+).

The nation's forests are of global significance, in social, environmental and historical terms. As an island, Sri Lanka's 2 million ha of forests are rich in endemic species of flora and fauna. They are also host to the remnants of a unique ancient civilization, in which power rested with those who controlled waterways and irrigation systems. The indigenous *Veddha*people, though newly-accustomed to settled village life, retain a wealth of knowledge and wisdom on the important products and services that these unique ecosystems provide.

Having emerged only recently from a debilitating 30-year internal conflict, many areas of the country were cut off from development and economic growth. Sri Lanka's forests are therefore particularly vulnerable as roads and other infrastructure expand. Moreover, home garden systems, known as 'forest analogues', cover 22% of the land area and contribute the majority of the country's timber and fuel wood supply. As the tea and rubber industries continue to grow, it is essential that this crucial aspect of the rural economy is preserved.

The unique value of Sri Lanka's forests, and the nature of the threat they face, makes the country a strong candidate for an effective National REDD+ Programme. To help prepare for such a Programme, the MoE submits this Readiness Preparation Proposal (R-PP) to the UN-REDD Policy Board. The R-PP sets out a comprehensive plan to steer the country through the first of the three phases of REDD+, the Readiness Phase.

Component I of the R-PP outlines plans to organize a management structure for the REDD+ Readiness process and to consult fully with all stakeholders with an interest in the development and implementation of a National REDD+ Programme. The Forest Department (FD) will be at the core of the management structure, with the Climate Change Secretariat and the Department of Wildlife Conservation (DWLC) also featuring prominently. A number of new bodies will be created, including a REDD+ Programme Management Coordination Committee (RPMCC) as the key decision-making authority and a REDD+ Programme Office to oversee implementation of activities under the R-PP. A Programme Management Unit of the UN-REDD National Programme will initially take on the task of the National REDD+ Office on an interim basis, until the Office has been set up and is fully functional. Task Forces with specific advisory capacities will operate under the direction of the RPMCC and the National REDD+ Office.

Building on the experience of past multi-stakeholder consultations on the national climate change adaptation strategy, the R-PP proposes that the FD will develop a REDD+ Roadmap and will subsequently co-ordinate a targeted Communication and Consultation Strategy and Plan (CCSP) for the National REDD+ Programme. Compliance with the principles of Free, Prior and Informed Consent (FPIC) will be central to the CCSP. To oversee the FPIC process, a Forum of Civil Society Organisations, Indigenous Peoples and other non-government stakeholders will be instituted, which will have a key advisory role within the REDD+ management structure.

Through **Component 2**, the bodies within the REDD+ management structure will prepare a strategy of policies and measures to be implemented under a National REDD+ Programme. To begin with, a comprehensive assessment of relevant policies and legislation will be conducted. The Forestry Sector Master Plan (FSMP), which runs until the year 2020, numerous studies on forest

biodiversity since 2006, and consultations carried out during the preparation of this R-PP will be the prime sources of information in this regard. Patterns of forest land tenure and use rights, as well as prior experience with community participation in forest management, will also be examined closely.

The underlying causes of deforestation and forest degradation have been tentatively identified and will be verified in order for appropriate REDD+ strategies to be developed. Data used for FSMP formulation in 1995 showed that deforestation rates were at their highest during the 1980s, but slowed after a moratorium on logging in natural forests after 1990 and during the long internal conflict throughout the next two decades. However, over-exploitation of remaining forests continues, and consultations during the R-PP preparation indicate that most drivers are either economic (e.g. demand for plantation crops such as tea and rubber, as well as a general rise in rural living standards) and governance-related (e.g. a mismatch between long-term sustainability goals of central government and the short-term development priorities of local politicians and decision-makers). More intensive studies of the trends in home garden systems and the role of private sector stakeholders and agribusiness will be required during the Readiness Phase in order to develop appropriate REDD+ strategies. The R-PP outlines a number of indicative strategy options to be examined under the Readiness Phase. These options will be subject to a consultation process and analysis, particularly regarding their respective costs and benefits.

Component 2 also outlines the frame conditions required for a viable National REDD+ Programme, in terms of institutional, legal and financial support structures. Under the R-PP, these aspects will be analysed and recommendations provided in order to determine the implementation framework for REDD+ in Sri Lanka. This will include the development of a comprehensive Capacity Building Action Plan (CBAP) for all stakeholders, in order to ensure that the appropriate knowledge, skills and competencies are present, at all levels, to formulate and implement REDD+ strategies. Task Forces within the REDD+ management structure will also develop a system of nationallytailored social and environmental standards which must be maintained in order to comply with the safeguards set out in the Cancun Agreements. A multi-stakeholder consultation process will develop national indicators which will allow the National REDD+ Programme to be objectively monitored against these standards.

Component 3 of the R-PP describes the development of a national Reference Emission Level or Reference Level so that a future REDD+ Programme will have a base against which future emissions reductions and removals can be assessed, and performance verified. The emphasis under this component will be on the collection of data and information management systems, as well as the specific skills to continue these activities under a full National REDD+ Programme.

Component 4 outlines how Sri Lanka will develop improved forest monitoring systems as well as methodologies for Measurement, Reporting and Verification (MRV) of activities under REDD+. Key to the successful completion of activities under this component will be the identification of Activity Data (AD) which must be collected for each potential REDD+ strategy, as well as the corresponding Emission Factor (EF). By the completion of the Readiness Phase, the forest monitoring and MRV systems will be fully tested in pilot sites, including appropriate inclusion of participatory forest monitoring methodologies.

Component 5 comprises a results framework. It provides information on Outputs, Activities and budget estimates for the following five Outcomes:

OUTCOME 1: National consensus reached on the Sri Lanka REDD + programme OUTCOME 2: Management Arrangements contributing to the National REDD+ Process OUTCOME 3: Improved Stakeholder Awareness and Effective Engagement OUTCOME 4: National REDD+ Strategy and Implementation Framework OUTCOME 5: Forest monitoring system for REDD+ Activities Provided

Finally, **Component 6** shows the Monitoring Framework for the three-year UN-REDD National Programme.

Introduction

Goals and objectives

Forests play a crucial role in mitigatingthe effects of climate change, but emissions are caused when they are destroyed and/or degraded. The dual role of forests as both carbon sinks and sources of greenhouse gases (GHG), and their potential importance in addressing climate change, is now widely accepted worldwide.

Sri Lanka is a signatory to UN Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol. The Ministry of Environment is the focal point to these conventions. The Forest Department has also taken an important role in seeking to combat climate change, through assisting with carbon abatement by conserving and sustainably managing its forest resources. Sri Lanka has made significant efforts during the recent past to formulate policies and strategies in order to adapt to climate change, and to mitigate its impacts on land use and forestry. All these efforts demonstrate the importance that the Government of Sri Lanka places on environmental and forestry issues. Such efforts have created the platform to specifically move towards adopting strategies for Reducing Emissions from Deforestation and Forest Degradation (REDD+).

Sri Lanka has a natural forest cover of around 2 million ha, which is about 30% of itsland area, and which is almost entirely state-held. The remaining natural forests rich in biodiversity, has a high proportion ofendemic species, and is critical for soil conservation and flood control.¹Some forests (e.g. Wet Zone natural forests [345 tC/ha] and agroforestry systems [90-100 tC/ha in one area]) hold substantial carbon stocks².Sri Lanka also has forest plantations amounting to 1% of the land area. In addition, considerable tree cover is present outside natural and planted forests, in privately held coconut and rubber plantations and home gardens that are considered forest analogues.³ Together they cover about 22% of the land area⁴and supply much of the timber (70%)⁵ and fuel wood (>80%)⁶.

Sri Lanka's motivation to engage in REDD+ is in large part due to the potential for re-invigorating efforts to conserve, protect and manage its forests sustainably.⁷ Sri Lanka is thus also challenged to catalyse and influence REDD+ investments for better management of forests and forest resources thatare expected to result in positive impacts on national development, local livelihoods and the economy. Moreover, these investments must be mobilised to further the development of a Forest Information System (FIS) to measure deforestation and forest degradation, policies and measures to facilitate and support the implementation of REDD+, a fair and equitable system of benefit distribution, and adherence to safeguards against any social and environmental adverse effects from the REDD+ programme. To make the REDD+ programme fully functional, these elements should be backed up by enabling institutional arrangements and political will (See **Annex Ia-2** for details).

⁷UN-REDD (2010).Monitoring for REDD+: carbon stock change and multiple benefits, Multiple Benefits Series 3.

¹IUCN/FAO/FD (1997). Designing an optimum protected areas system for Sri Lanka's natural forests (I). IUCN, Sri Lanka (unpubl.). ²Chokkalingam, U. and Vanniarachchy, S. A. (2011). Sri Lanka's REDD+ Potential: Myth or Reality? Forest Carbon Asia Country Profile Report No. 1: Sri Lanka.

³MoENR (2009).Fourth Country Report to the Convention on Biological Diversity. Compiled by J D S Dela (unpublished).

⁴FAO and FD (2009). Asia Pacific Forestry Sector Outlook Study II Working Paper Series: Sri Lanka Forestry Sector Outlook Study. Working Paper No.APFSOS II/WP/2009/29., Forest Department, Government of Sri Lanka.

⁵MALF (1995).Sri Lanka Forestry Sector Master Plan.Forestry Planning Unit, Ministry of Agriculture, Lands and Forestry. 6Chokkalingam, U. and Vanniarachchy, S. A. (2011). Sri Lanka's REDD+ Potential: Myth or Reality? Forest Carbon Asia Country Profile Report No. 1: Sri Lanka.

General overview of the country

Sri Lanka is an island in the Indian Ocean, with several small islands off the northern coast. It is located about 80 km southeast to the Indian sub-continent between 5° 54' and 9° 52' North Latitude and 79° 39' and 81° 53' East Longitude,⁸ and covers a total area of 65,625 sq km. The country has a tropical climate characterized by two major monsoon periods; the southwest monsoon from May to September and the northeast monsoon from December to February.

Population

Sri Lanka has a population of about 20.7 million people and a population density of 329 persons per sq km. ⁹Sri Lanka's population increased steadily since 1946. The rate of population growth has dropped since the 1960s, and stood at 1.0% per yearin 2010¹⁰. The population is expected to stabilize by 2030¹¹. The population density is unevenly distributed, with Sri Lanka's Dry Zone having 170 persons/sq km, compared to 650/sq km in the biodiversity-rich south-western Wet Zone.¹²

Sri Lanka is a multi-ethnic, multi-religious secular state. In terms of ethnic representation, 73.9% are Sinhalese; 18.2% are Tamils and 7.1% are Muslims. Sinhala and Tamil are both recognised as national languages. The remaining 0.8% is made up of Burghers of Dutch and Portuguese origin, whose first language is English¹³ and between 200,000 to 400,000 indigenous peoples, known as 'Veddhas'.

Social indicators

There has been remarkable progress in health and social welfare due to a large share of public expenditure allocated to free education andfree health services, coupled with food subsidies and subsidized credit to improve living standards. However, malnutrition remains a problem for poor and vulnerable groups. The Human Development Index (HDI) was 0.658 in 2010. The adult literacy rate is high at 91.4% with comparable literacy rates for men and women. The net enrolment ratio for primary education exceeds 90%, and secondary education is free of charge to all students in state schools (numbering 9,675 in 2010). University education in 15 state universities is also provided free of charge.¹⁴

Average life expectancy at birth is 70 for males and 78 for females. The Government provides free health care services through an extensive network of health care institutions – dispensing both western and traditional medicines. There are presently over 20,000 traditional Ayurvedic physicians in the country¹⁵who depend almost entirely on biological resources for their medicines, and many of those who live near forests collect their raw materials from natural forests.

Gender related issues

Sri Lanka's constitution grants agual status toman and woman. In general woman - including those in

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