

PROPOSAL FOR REVIEW

Project Title:	Zaire - Enabling Zaire to fulfill its Commitments to the United Nations Framework Convention on Climate Change (UNFCCC)
GEF Focal Area:	Climate Change
Country Eligibility:	Convention Ratified 9 January, 1995
Total Project Costs:	US \$ 345,000
GEF Financing:	US \$ 345,000
Country Contribution:	In kind (US \$ 50,000)
GEF Implementing Agency:	UNDP
Executing Agency:	Ministry of Environment, Nature Conservation and Tourism, General Secretariat for Environment and Nature, Conservation and Tourism.
Estimated Approval Date:	January 1996
Project Duration:	2 years
GEF Preparation Costs:	None
Government Endorsement:	Received 20 June, 1995

BACKGROUND AND PROJECT CONTEXT

1. With a land area of 2,267,000 km², Zaire is the third largest country in Africa. Although comparable in size to Western Europe, its population of 41.3 million in 1994 was about one-fifth in population with an average population density of 18 persons per km², ranging from a low of 10 persons in the South, North and the Zaire Basin to a high of 45 persons per km² in the Eastern Highlands.
2. Zaire has an estimated 12.5% of the world's remaining tropical rain forests. Only Brazil and Indonesia have more. According to the United Nations' estimate, 76.7% of the total land area is covered with forests and woodland but only 3.5% is arable land. However, the rate of deforestation has increased greatly and according to an estimate, the annual rate was 588,000 hectares between 1980-89. Seventy-five percent of the population is involved in subsistence farming and the diversity of the country's climate and soil allow the production of a wide range of food and cash crops.
3. Zaire is richly endowed with vast deposits of cobalt, copper, and diamonds, and its network of rivers are a national transport system as well as a huge potential source of hydro-electric power.
4. Wood fuel has an overwhelming importance in the national energy balance of Zaire by providing about 80% of the energy demands in form of firewood and charcoal. The production and supply of new and renewable energy sources still play a relatively minor role in the energy picture of Zaire. The low use is mainly due to capital and technical constraints and the overall policy environment.

RELATED ACTIVITIES UNDERTAKEN

5. Zaire ratified the United Nations Framework Convention on Climate Change (UNFCCC) on January 9, 1995. Although the country has taken several measures to address various environmental problems, it has no national strategy for environment. A National Coordination Committee on Climate Change (NCCCC) was established in 1994 within the Interministerial Coordinating Committee for the Environment and Nature Conservation, to prepare and design a national strategy for environmental protection and a National Environmental Action Plan for continuous monitoring.
6. Despite its size and importance in Africa, Zaire was not selected as one of the countries in the GEF/UNEP's Country Case Studies nor in the United States Country Studies Program. Indeed, there are no multi or bilateral sponsored activities, specifically related to the issue of climate change in Zaire.
7. The arrival of about 2.0 million Rwandan refugees from July 13, 1994 created serious economic and environmental problems for Zaire. This rising concern for the refugees led the UNDP to field a mission to study the problems and attempts being made multi-laterally and bilaterally to implement a plan of action.

8. In May 1995, the Government of Zaire sent a proposal to the Secretariat of the United Nations Framework Convention for Climate Change in Geneva, applying for GEF funding to address the problems of climate change. The proposal was forwarded to UNDP's principal Technical Advisor on Climate Change, who in turn passed it on to the Regional Coordinator for Climate Change. The Regional Coordinator engaged in discussions with the Zairian Government and the UNDP field office and the result is this project proposal to enable Zaire to fulfill its commitments under the UNFCCC.

PROJECT OBJECTIVES

9. The immediate objectives of this project are to prepare the first National Communication of Zaire to the Conference of the Parties in accordance with Article 12 of UNFCCC and to enhance indigenous capacity in the country to fulfil its commitments to the Convention on a continuous basis.

10. The project can also be seen as a useful exercise to enhance general awareness and knowledge of climate change related issues in Zaire thus enabling it to take these issues into account in planning processes and strategy formulation for different economical and technical sectors in general and to strengthen its role also in international scientific forums and negotiation processes related to climate change. A part of this task is to develop an institutional mechanism/framework to strengthen the dialogue, information change and cooperation among all the relevant stakeholders. This will include governmental, non-governmental, academic, private and "grassroots" sectors.

11. Last but not least, the project will help Zaire to identify and develop concrete projects targeted to reduce global greenhouse gas emissions or studying the climate change phenomena itself; projects which may also be eligible for further funding or co-funding by GEF or other multilateral or bilateral organizations.

PROJECT DESCRIPTION

12. The following components and activities have been identified to respond to the objectives of the project and implement the project successfully:

Identify a local Project Coordinator/Manager to work with the National Coordination Committee on Climate Change which will prepare a detailed work plan for the project, coordinate the tasks and ensure an effective implementation of the project. It is envisaged that the NCCCC will eventually be upgraded into a monitoring unit.

- Establish an Information Center in order to identify and create links to both national and international sources of information (such as the US Country Study Program and other bilateral programmes, UNEP, IPCC, CC:TRAIN, international research institutes dealing with climate change or mitigation of greenhouse gas emissions, ongoing national projects and programmes in recipient countries etc.) in order to undertake the specific tasks of the project; learn from experiences and ideas of similar kinds of projects elsewhere; and

avoid duplication of effort. One main goal of this activity is to find potential international partners to cooperate either on this project or on follow-up projects dealing with implementation of the identified mitigation measures. To the extent possible electronic networks (Internet + World Wide Web) are used to save travel costs and enhance the geographical coverage of available information.

In accordance with the objectives of the project, information needs such as those listed below could be identified:

- information on the climate change phenomena itself and its potential impacts (as understood now) to the global and local climates and biosystems;
- sources and sinks of greenhouse gases;
- methods of collecting the statistical data needed for the inventories and tools to manage the data;
- internationally available information about the methodologies and practices related to the preparation of greenhouse gas mitigation strategies as well as information on different technologies and practices in the fields of energy efficiency, renewable energy sources, carbon sequestration, reduction of methane emissions etc.; and
- potential international partners to provide services and/or funding for the implementation of the greenhouse gas mitigation strategy or pre-feasibility studies of related projects.

Specific attention will be paid to dissemination of and public access to the available information (as well as to the results of this project) in order to enhance public awareness and enable a wide participation and involvement of all the interested individuals and organizations both during and after the project.

- Undertake a national inventory of greenhouse gas emissions by sources and sinks in 1990 (or in the most feasible year) following the IPCC methodology and build indigenous capacity to update these inventories on a regular basis.
- * Identify existing data gaps, evaluate the reliability of the data and prepare a strategy or undertake specific studies to fill the data gaps or enhance reliability of the data up to the level needed in the inventory.
- * Establish a data collection and management system under cooperation of the relevant institutions (including, e.g., Ministry of Agriculture, Ministry of Energy, Ministry of Environment, State Department of Statistics) to provide the basic statistical data, detailed enough for the actual and following inventories, on a regular basis.

- * Complete the inventory following the IPCC guidelines and methodology and put in place an institutional mechanism in order to periodically update the inventory in accordance with the agreements reached by the COP.
- Build capacity, develop tools and undertake studies to provide relevant information for formulation of a national greenhouse gas mitigation strategy.
 - * Organize a workshop to present different methods and tools for mitigation analysis and clarify challenges and opportunities of such an analysis for the relevant institutions in Zaire; not only from the viewpoint of mitigation of greenhouse gases but also related to the general development policy and planning processes underway in the country.
 - * Establish a research group consisting of representatives from the relevant institutions to undertake the mitigation analysis and/or provide essential background information for the analysis and train the group to use the selected tools. Relevant fields are energy production and end use in the industrial and residential sector, transport, agriculture, forestry and waste treatment.
 - * Build capacity in the research institutes and NGOs working with alternative energy sources, energy efficiency, advanced agricultural practices or carbon sinks to make preliminary feasibility studies and cost analysis of different options (covering also the regulatory and legislative framework, tariff and fiscal policies, tax incentives etc.) in order to provide the essential background information for the mitigation analysis and formulation of a national greenhouse gas mitigation strategy.
 - * Undertake a mitigation analysis using the selected tools and the collected background information in order to construct a series of different climate change mitigation scenarios, evaluate their consistency with the general development goals of Zaire, and prepare a draft proposal to implement the most promising mitigation measures.
- Organize a workshop (with wide local participation and relevant international partners) to present the results of the project, together with results or status of other ongoing national projects relevant to the issue and to discuss the results with the objective of formulating a national greenhouse gas mitigation strategy.

Using the outputs of this project as well as results of other ongoing projects, prepare the first communication of Zaire to the Conference of the Parties.

RATIONALE FOR GEF SUPPORT

13. According to Article 4, paragraph 1 and Article 12, paragraph 1 of the UNFCCC, all Parties shall communicate to the COP a national inventory of anthropogenic emissions by sources

and removal by sinks of all greenhouse gases and a general description of steps taken or envisaged by the party to implement the convention. The project responds to this objective by implementing an activity needed to enable Zaire to fulfil its commitments to implement the Convention. This activity is unlikely to be carried out without GEF funding.

14. The project is consistent with the enabling activity and capacity building objectives listed in INC Document (A/AC.237/90/Add.3), prepared jointly by the interim secretariat of the UNFCCC and the GEF Secretariat in order to facilitate coordinated and timely assistance to countries for the implementation of the Convention.

SUSTAINABILITY AND PARTICIPATION

15. The focus of the project is to enhance the indigenous capacity to undertake the required studies so that the government of Zaire can meet its obligations under the convention on a continuous basis. The Government of Zaire fully supports the objectives of the project, and will contribute US \$ 50,000 in kind to cover office space, and a part of the cost of the local staff. After the project has ended and the first communication for the Conference of the Parties has been finalized, the Government will take responsibility to regularly update the inventory and prepare further communications to the COP, in accordance with agreements reached by COP.

16. To ensure wide participation, training of people and coordination of ongoing projects related to climate change, the project will be coordinated through the already existing National Coordination Committee on Climate Change. The project will involve also directly the relevant academic institutions and NGOs to the work.

LESSONS LEARNED AND RESPONSE TO THE TECHNICAL REVIEW

17. In the course of technical reviews of enabling projects (see Annex 3), the importance of cooperation and networking of a broad range of experts has been noted and duly reflected in the present proposal. The project recognizes the importance of exchange of information and experience at the national level, as well as regionally and internationally.

18. Concerning the Reviewer's comments on the unclear institutional framework, a major task of the project, as already mentioned under the chapter "Project Objectives", is to develop an institutional mechanism/framework to strengthen the dialogue, information change and cooperation among all the relevant stakeholders. This will include governmental, non-governmental, academic, private and "grassroots" sectors thereby involving the key institutions. Partly this can be done through the already existing National Coordination Committee on Climate Change, partly by creating direct links to the relevant academic institutions and NGOs. These institutional mechanisms and linkages will be clarified during the further project preparation and they will be presented in the final project documentation.

PROJECT FINANCING, BUDGET AND INCREMENTAL COSTS

19. As an enabling activity, this project would not take place without the UNFCCC. Therefore, the full costs of the project equal the incremental costs of the project. With the exception of the "in-kind" contribution of the Government of Zaire, GEF is being requested to fund the full amount of the project. The detailed project budget reflecting the different sub-tasks is presented in Annex 1.

ISSUES, ACTIONS AND RISKS

20. The ultimate criteria of success will be how the results of the project will be incorporated in the broader development goals and work underway in Zaire and thus contribute to the ultimate objective of the convention to achieve the stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. This project attempts to contribute to this objective by enabling Zaire to fulfill its commitments under the convention as well as establishing an institutional framework for cooperation and involvement of all the relevant partners in the country in order to continue the work with climate change related issues.

21. Considering the immediate results of the project, the crucial element will be as well, a close collaboration between the different Ministries, NCCCC, research institutes and NGOs at institutional level as well as collaboration of the project personnel at the individual level with each other and with the project support staff paid by the Government. Another issue is the international collaboration, especially when preparing a work plan for and implementing the research oriented activities 3 and 4. During this process, common methodologies will be used and among others IPCC and UNEP will be consulted to ensure that the methods and details of the subjects are also relevant from the global point of view. The project will also use the results of ongoing or finalized projects like UNEP Country Case Studies on Climate Change Impacts and Adaptation Assessments, UNDP/GEF ALGAS (Asian Least-Cost Greenhouse Gas Abatement Strategies), CC:TRAIN and US Country Study Programme to avoid duplication of effort and ensure the effective implementation of the project.

INSTITUTIONAL FRAMEWORK AND PROJECT IMPLEMENTATION

22. The Executing Agency of the project will be Government of Zaire, and UNDP will be the Implementing Agency. The National Coordination Committee on Climate Change (NCCCC) will be charged with overseeing and advising project execution and will also have decision making power over all aspects of the project. The project will also collaborate closely with all the other relevant ongoing projects in Zaire, both through the NCCCC and between the research teams in order to enable an effective information exchange between the projects and full utilization of their results in the formulation of a national greenhouse gas mitigation strategy.

23. Under the different sub-tasks study tours will be undertaken and working links with international partners will be established in order to ensure effective exchange of information and appropriate implementation of the project.

24. With these arrangements the project seeks to establish close links with other climate change related activities being carried out by other GEF implementing agencies or by other multilateral and bilateral organizations. It will do so practically as figured above and also by participating in the informal consultative mechanism, CC:FORUM, being set up by the UNFCCC Secretariat, to ensure that results and outputs of this project will be shared among all actors involved in climate change activities in order to enable such actors to mutually benefit from one another's activities for the present and for the future.

MONITORING AND EVALUATION

25. After the detailed work plan has been prepared, an external review on it will be undertaken. The purpose of the review is to identify in the very early stage of the project the eventual gaps, overlaps and other risks of successful implementation, as well as to identify potential partners and sources of information of which the project could benefit.

26. The NCCCC together with the executing agency will be responsible for monitoring the project on a continuous basis. In order to do this the Project Manager, with the help of the leaders of the research teams, will prepare regular reports on the progress of the project as whole and the different sub-tasks under it. In addition to this, an external midterm evaluation will be conducted about 12 months after the start of the project. The purpose of the evaluation is to review the overall success of the project and suggest modifications to the implementation of the project for the remaining part. It is vital that the recommendations from the evaluation are disseminated immediately, so that appropriate action can be undertaken without delay. A joint meeting of the evaluators, together with the Project Steering Committee has been designed for this purpose.

27. In addition the project will rely on the UNDP standard monitoring and evaluation practices.

CAPACITY TABLE FOR CLIMATE CHANGE ENABLING ACTIVITIES IN ZAIRE

Enabling Activity	Planning	Instit Strength	Training	Research	Education
Background Information for National Communication					
Emission inventory					
- CO2 from energy sources	X	X	X	X	X
- CO2 from land use changes	X	X	X	X	X
- CH4	X	X	X	X	X
- N2O	X	X	X	X	X
- other sources and gases	X	X	X	X	X
Mitigation Options					
Energy related					
- industry	X	X	X	X	X
- transport	X	X	X	X	X
- residential	X	X	X	X	X
- energy supply	X	X	X	X	X
- other	X	X	X	X	X
Non-Energy Sources					
- agriculture	X	X	X	X	X
- forestry	X	X	X	X	X
- waste management	X	X	X	X	X
- other	X	X	X	X	X
- sink enhancement	X	X	X	X	X
Vulnerability Assessment					
- agricultural sector	0	0	0	0	0
- forestry	0	0	0	0	0
- coastal zone	NA	NA	NA	NA	NA
- water resources	0	0	0	0	0
- health impacts	0	0	0	0	0
- natural ecosystems	0	0	0	0	0
- other impacts	0	0	0	0	0
adaptation options (stage 1)	0	0	0	0	0
National Plans					
- national plan (mitigation)	X	X	X	X	X
- national plan (adaptation)	0	0	0	0	0
- other elements?	X	X	X	X	X
Formulation of National Communication					
- inventory	X	X	X	X	X
- mitigation options	X	X	X	X	X
- vulnerability and adapt.	0	0	0	0	0
- information on research and observation	X	X	X	X	X
- information on education	X	X	X	X	X
- other relevant information	X	X	X	X	X

Key to Table

X = Areas to be covered by the proposed project
'\$\$\$' = Areas already covered by other projects or programs; Following
acronyms are used:
ADB = Asian Development Bank
ALG = ALGAS Project
CCT = CC:TRAIN
GEF = Other Regional or Country Specific GEF "Enabling" Project
GTZ = German Agency for Technical Cooperation
OEC = OECD/IPCC Programme
UNE = UNEP-GEF Country Case Studies
UNR = UNEP-RISO Greenhouse Gas Abatement Costing Studies
US = U.S. Country Studies Program
'X(\$\$)' = Some preliminary activities have already been undertaken, but
completing activities presented in the proposed project are
needed to finalize the task
0 = Remaining ability gaps for which additional funding from GEF or
other sources might still be requested
'0(\$\$)' = Some preliminary activities have already been undertaken, but
completing activities not undertaken by the proposed project
might be needed to finalize the task
NA = Non-applicable or nonsensical entry (e.g coastal vulnerability
assessment for land-locked country)

ANNEX 1
(Budget)

Activity 1: Identify a local Project Coordinator and prepare a detailed work plan.

(a)	Project Coordinator	US \$ 50,000
(b)	International Consultants	US \$ 15,000
(c)	Equipments (computer, fax etc.)	US \$ 5,000
(d)	Travel	US \$ 10,000
(e)	Other Operational Expenses	US \$ 5,000

Subtotal	US \$ 85,000
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Activity 2: Establish an information center in order to create links to potential sources of information, enhance public awareness, collate, gather and disseminate information on climate change.

(a)	Local experts/external consultants	US \$ 25,000
(b)	Equipments (computers, copy machine etc.)	US \$ 10,000
(c)	Travel	US \$ 10,000
(d)	Operational costs (electronics networks, publications, etc.)	US \$ 15,000

Subtotal	US \$ 60,000
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Activity 3: Undertake a national inventory of greenhouse gases.

(a)	Local Experts	US \$ 35,000
(b)	International Consultants	US \$ 15,000
(c)	Travel	US \$ 10,000
(d)	Equipments	US \$ 7,000
(e)	Operational Costs	US \$ 3,000

Subtotal	US \$ 70,000
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Activity 4: Build capacity and und formulation of a national greenhouse gas mitigation strategy.

(a)	Local Experts	US \$ 35,000
(b)	International Consultants	US \$ 20,000
(c)	Travel	US \$ 10,000
(d)	Equipments	US \$ 7,000
(e)	Operational Costs	US \$ 3,000

Subtotal	US \$ 75,000
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ANNEX 1 (Cont'd)

<u>Activity 5:</u>	<u>Organize a national workshop</u>	US \$ 20,000
<u>Activity 6:</u>	<u>Prepare the first communication to COP</u>	
(a)	Personnel (the Project Coordinator is responsible for the preparation)	\$0 (see activity 1)
(b)	Operational and reporting costs	US \$ 10,000
	Monitoring and Evaluation	US \$ 15,000
	Project Cost	US \$ 335,000
	Project Support Services (3%) (including Executing Agency Support Costs)	US \$ 10,000
	<u>TOTAL PROJECT COST</u>	<u>US \$ 345,000</u>

Annex 2

(STAP COMMENTS)

RELEVANCE TO GEF

This project is intended to better enable the country of Zaire respond to its commitments under the UN Framework Convention on Climate Change (UNFCCC). I understand that in terms of UNFCCC, the industrial countries are required to provide assistance to developing countries for the tasks to be undertaken for compliance with UNFCCC. This proposal comprises such tasks, and is thus relevant for funding by GEF.

OBJECTIVES

The project objectives are valid in terms of what the government of Zaire should undertake for compliance with the terms of UNFCCC. The project goals lack clear criteria for assessment of success so that the performance of the project could be appraised.

APPROACH

The project approach is itemized correctly in terms of what general steps should be undertaken. However, the detailed institutional mechanisms and linkages that will turn these plans into reality are left unclear. The project approach leaves it open to the national coordinator (himself to be selected under the project) to determine how to ensure project continuity and continuity of personnel. Some identification of the institutional linkages (e.g., with existing University centers, research institutions) would be important to be cited in the proposal.

BACKGROUND INFORMATION

The background information is adequate for the proposed tasks.

FUNDING LEVEL

The overall funding request of \$412,000 is reasonable. However, a large fraction of the funds are attributed to travel (\$40,000), international consultants (\$40,000), and local consultants (\$95,000), and equipment (\$70,000). Relatively inadequate support is devoted to salaries. This leaves the design of the project open to the risk that the Center will have equipment and consultants, but little continuity.

STRENGTHS/WEAKNESSES

The weaknesses of the proposed effort have been described in the discussions in the sections above. I recommend that funding support for graduate students, or providing research support for an existing faculty or academic center at a University would be a way to address these weaknesses. The greatest strength of the proposal is that it make a stab at defining the tasks that the government of Zaire should undertake on their own.