



**CENTRE FOR ENERGY, ENVIRONMENT, SCIENCE AND TECHNOLOGY
(CEEST) FOUNDATION**

**PROCEEDINGS FOR THE BRIEFING MEETING ON THE
CLEAN DEVELOPMENT MECHANISM (CDM) AND ITS REGULATION
AND GOVERNANCE IN TANZANIA**

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KILIMANJARO HOTEL KEMPINSKI
DAR ES SALAAM, TANZANIA

Prepared by CEEST Foundation

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Capacity Development for the Clean Development Mechanism (CD4CDM)

TABLE OF CONTENTS

TABLE OF CONTENTS.....	2
ACRONYMS.....	3
1. BACKGROUND.....	4
2. OPENING SESSION.....	4
2.1 Welcoming remarks.....	4
2.2 Opening remarks by the Guest of Honour.....	6
2.3 Keynote Speech.....	9
3. PRESENTATIONS.....	11
3.1 “Host country requirements for CDM participation: legal requirements and Administrative procedures”.....	12
3.2 “CDM Governance and Regulation: Lessons from UNEP’s CD4CDM Program”.....	13
3.3 “Making Tanzania a CDM Investment Destination in Africa”.....	18
3.3 “Tanzanian DNA: Accomplishments to Date and Capacity Development Needs”.....	22
4 CLOSING REMARKS.....	27
APPENDIX I: PROGRAMME.....	28
APPENDIX II: LIST OF PARTICIPANTS.....	30

ACRONYMS

AIJ	Activities Implemented Jointly
CAMARTEC	
CD4CDM	Capacity Development for Clean Development Mechanism
CDM-EB	Clean Development Mechanism Executive Board
CEEST	Centre of Environment, Energy, Science and Technology
CERs	Certified Emission Reductions
CERUPT	Certified Emission Reduction Unity P.... T....
DGIS	
DNA	Designated National Authority
DOE	Designated Operating Entity
EPMS	Environmental Protection and Management Services
EU	European Union
FMO	-
GHG	Greenhouse Gas
HFCs	HydroFluoro Carbons
IPCC	Inter-governmental Panel on Climate Change
JI	Joint Implementation
NGO	Non Governmental Organization
OECD	Organisations for Economic Cooperations and Development
PDD	Project Design Document
PIN	Project Idea Note
SD	Sustainable Development
SNV	-
UNEP	United Nations Environment Programme
UNFCCC	United Nation Framework Convention on Climate Change.
UNIDO	United Nations Industrial Development Organization
URC	Unep Riso Centre
VROM	-

1. BACKGROUND

In response to global climate change, the Clean Development Mechanism (CDM) as defined under the Kyoto Protocol is a mechanism to promote sustainable development and clean infrastructure development in developing countries while contributing to cost-effective reductions of greenhouse gas emissions in developed countries. Currently a capacity building project (2007-08) is being implemented with the aim of developing human and institutional capacities in Tanzania to implement and regulate CDM projects. This project is funded by the Government of the Netherlands (Ministry of Foreign Affairs and the Ministry of the Environment) and implemented by the United Nations Environment Programme (UNEP), through its Risø Centre, together with Tanzanian partners CEEST Foundation and EPMS.

Given the importance of institutional strengthening to regulate, govern, and promote CDM activities in Tanzania, the government of Tanzania in collaboration with the Ambassador of the Netherlands to Tanzania, participated fully in the briefing meeting on 22 January, 2008 in Dar-es-Salaam, at the Kempinski Kilimanjaro Hotel, from 10:00 am – 1:00 pm, and a private luncheon followed. The special briefing meeting was sponsored by the Vice President's Office (Secretariat of the Tanzanian Designated National Authority for CDM), the Government of the Netherlands, and the UNEP Risø Center.

As all we know, a Cabinet Paper is currently under review which outlines the background on CDM, (i.e. objectives and opportunities in Tanzania, recommended institutional set-up, procedures and criteria for approval of projects and suggested fees to be paid for the operation of CDM activities implemented in Tanzania). During the meeting, a selected group of international and national experts shared their technical inputs and advice on CDM regulatory, legal, and institutional issues, and took many questions that you may have on these issues, this was done through presentations and discussions. The experts provided an international perspective on CDM governance and legal issues, with a view toward adding value to the Government's formal approval process of the Cabinet Paper (**see a timetable**). The government briefing meeting was attended by 24 senior government officials at director level from various ministries (**see a list of participants**).

The government brief meeting was organised in the continuation of capacity development for clean development mechanism in Tanzania through focused mini-workshops, brief meetings and national workshops.

2. OPENING SESSION

2.1 *Welcoming remarks*

by Hubert E. Meena, Director of CEEST Foundation

Honourable Guest of Honour,

Let me take this opportunity to thank you for finding time to come and be with us this morning in this briefing meeting on Clean Development Mechanism (CDM). I welcome you to this briefing meeting and I welcome the participants to this important event.

The Centre for Energy, Environment, Science and Technology, CEEST Foundation in collaboration with the EPMS, With support from the UNEP Risoe Centre are implementing a project on Capacity Development for the Clean Development Mechanism” financed by the Dutch Government. CEEST Foundation and EPMS are the local partners in implementing the project in Tanzania

The CD4CDM project is designed in line with the emphasis in the decision on full utilization of national and regional institutions and “learning by doing” combined with a large element of experience sharing (www.cd4cdm.org), (www.ceest.co.tz) (www.epms-tanzania.org)

The project is intended to help to establish CDM projects that are consistent with national sustainable development goals, It will develop national capabilities so that at the project’s conclusion there are persons in the country that are capable of analyzing the technical and financial merits of projects and negotiating possible finance agreements with Annex 1 countries or investors.

Obectives of the CD4CDM

- ❖ Improving Tanzania’s institutional preparedness for hosting CDM projects, including kickstarting
- ❖ Conference of the Parties Decision 17/CP.7 Defines CDM modalities and procedures, paper FCCC/CP/2001/13/Add.2 Stating, among other things that:
 - Participation in a CDM project activity is voluntary
 - Parties participating in the CDM shall designate a national authority for the CDM
- ❖ It is therefore, the objective of the CD4CDM project to ensure that the Designated National Authority (DNA) has its capacity built so as to be able to efficiently approve CDM projects consistent with the country’s sustainable development priorities.
- ❖ Building the capacity of local experts in key sectors in the identification, design, and implementation of CDM projects.
- ❖ Building the capacity of relevant institutions in appraising, funding, and promoting CDM projects and carbon offset investments in Tanzania.
- ❖ Promoting Tanzania as a CDM investment destination.
- ❖ Supporting the development of a pipeline of actual CDM projects.

Initial CD4CDM activities in Tanzania

- ❖ Identification of the key local stakeholders expected to play a role in CDM project development, approval &/or facilitation, so that the capacity of the target group is developed, including training on PIN/PDD preparation.
- ❖ Preparation of a CD4CDM project fact sheet and introductory letter to be sent to relevant ministers & stakeholders.
- ❖ Assist and advise the government in operationalization of DNA (e.g. formulate project review/approval committee, design procedure for project review by DNA, formulate job descriptions for DNA staff, etc.) Assess office equip. needed for DNA. Procure approved items for DNA.
- ❖ Design a proposed Sustainable Development Criteria to be used by Project Review Committee for CDM project approval.
- ❖ Design a national, English CDM web site for Tanzania (site contents to include the national CDM portfolio, Project idea Notes (PIN(s)), Project Design Document (PDDs), steps for national CDM Project Approval Procedure, info on CDM potential in the country, etc.).
- ❖ Design a proposed CDM Project Review Procedure.
- ❖ Organize two national workshops as well as relevant training of the relevant stakeholders.

- ❖ Arrangement for the development of a national portfolio of CDM project PINs and PDDs, as well as invitation for submission of PINs. The Pins shall also be discussed in the national workshops.
- ❖ To influence the policy, legal and institutional process for CDM approval in the country
- ❖ Support DNA on issues pertaining to CDM project promotion: Development of a "CDM Investors' Guide for Tanzania". Advise DNA on publications and material to be taken to Carbonexpo
- ❖ In cooperation with URC and World Bank's CF-Assist to arrange for Tanzania's participation Carbonexpo 2007 or 2008. CD4CDM to support travel of two Tanzanian stakeholders.

Other Project Deliverables include

- ❖ Inputs to DNA Statutory Regulation and Cabinet Paper/National CDM Action Plan
- ❖ Operational Guidelines for DNA and its sub-committee members
- ❖ National CDM website: design, hosting, updating and maintenance
- ❖ Several PIN(s) meeting quality criteria with meeting quality criteria and should lead to obtaining up to 2 validation quality PDDs.
- ❖ Project mini-workshops
- ❖ Newspaper articles as well as radio/TV segments for public awareness-raising
- ❖ One Parliamentary briefing and one Ministerial luncheon briefing, and summary reports of the proceedings with recommended actions

2.2 Opening remarks by the Guest of Honour

By Mrs. Ruth Mollel, Permanent Secretary, Vice President's Office

The Permanent Secretary in her opening remarks highlighted many issues, among others included; Tanzanian views, priorities and international commitments on climate change; Status of CDM and carbon trading regulation in Tanzania, including Cabinet Paper; Issues related to domesticating the Kyoto Protocol. The following paragraph covers the speech presented by the Permanent Secretary.

**His Excellency Ambassador of the Netherlands ,
Permanent Secretaries,
Distinguished Participants,
Ladies and Gentlemen.**

I feel honoured to have been asked to speak at this ministerial briefing, particularly on such a vital issue as Clean Development Mechanism (CDM). I would like to take this opportunity to extend my warmest welcome and greetings to all the participants to this important Workshop, and for those who are coming from abroad, welcome to Tanzania . Secondly, on behalf of the Tanzania Government I would like to convey my gratitude to the organizers of this event regarding the Clean Development Mechanism. My highest expectation is that this event will continue to be a significant forum for exchanging experience, information sharing and to learn from each other for the purpose of pushing forward the CDM agenda in our country.

Ladies and Gentlemen,

Tanzania is among the first countries to ratify the Kyoto Protocol. The decision for ratification was mainly triggered by the global concern on the threat of global warming and its impacts on our country. It also has to do with the quest of our policy makers to achieving sustainable development

of the country. Thus for Tanzania , ratification of the Protocol also provides an economic opportunity to be achieved through the CDM investments.

This is an important year for international climate change after Bali , where we witnessed several important decisions being reached. For too long, the science has moved faster than the politics. The recent IPCC reports only reinforce this further. In 2008, the politics needs to catch up – with faster action and renewed momentum in the drive for agreed global action.

The Stern report has given us the economic evidence on which to act. The report underlines the importance of carbon price in delivering emissions reductions, and points to the central role of a global carbon market to deliver that global price.

Climate change is a global challenge which can only be addressed through collective global action. It is not just an economic, but an environmental, social and a security issue. Last year the UN Security Council debated the climate's impact on global security. Catalysing global action requires political leadership.

We need to recognise differences in national circumstances and the UNFCCC principle of common but differentiated responsibilities. There needs to be a greater mix and flexibility in the form of commitments than we currently have.

Ladies and Gentlemen,

Clean Development Mechanism is key to the political success of the Kyoto Protocol; it has raised large sums of public and private finance and attracted and created important market players. It has raised awareness of climate change internationally, and became an important tool for mitigating greenhouse gas emissions.

We also need increased collaboration to stimulate research and investment including specific agreements on scaling up efforts to develop low carbon technologies and energy efficiency and an expanded approach to handling large flows of investment to transfer technology to Tanzania and other developing countries.

We Tanzanians are committed to work closely with partners in developed countries to improve the CDM, through piloting new approaches that will make this market opportunity deliver and contribute significantly towards our countries' investment and development priorities.

There is a need to harness the expertise and innovation of the private sector in partnership with governments to meet this challenge. Carbon markets and carbon finance will play a pivotal role. It should be noted that, of recent, the carbon market has been growing at a very fast speed. In 2005 the total volume of carbon traded was 710 million tones of CO₂ worth US\$ 7 billion, while in 2006 it grew to 1,639 million tons of CO₂ worth US\$ 30 billion.

As you might also be aware, the EU dominates the carbon market with trade worth US\$ 7billion in 2005 which grew to US\$ 24 Billion in 2006. Other market participants include the New South Wales , the Chicago Climate Exchange, and the UK carbon markets.

The project based transactions included:

- Primary CDM with trade worth US\$ 2 Billion in 2005 and grew to US\$ 5 Billion in 2006
- Secondary CDM with trade worth US\$ 0.2 Billion in 2005 growing to US\$ 0.4 Billion in 2006.

- Joint Implementation with trade worth US\$ 0.07 Billion in 2005 and growing to US\$ 0.1 Billion in 2006.

A closer look at CDM projects distribution reveals that out of more than 800 projects that have been approved by the CDM Executive Board, Asia and Pacific countries have most projects, a total of 490 projects, followed by Latin America and Caribbean with 295 projects. Africa has only 21 projects out of which Tanzania has only 1 project.

Effective exploitation of the CDM market opportunities is a challenge which will ultimately require the political will of Governments, business and individuals, as well as entrepreneurship of both the public and private sector organizations/businesses.

Ladies and Gentlemen,

This workshop should serve as an important forum for the provision of information that can assist the government in developing as many CDM projects as possible. Active participation of relevant stakeholders in developing CDM projects including the participation of the central and local governments, private sector as well as scientific community will depend on the availability and timely delivery of the relevant information and available opportunities. The government with the collaboration of the development partners and other developed countries that are parties to the Kyoto Protocol will continue to raise awareness on this important issue through the Designated National Authority and other relevant sectors. Since CDM projects are primarily implemented by the private sector, and other non governmental actors, the government will continue to provide an enabling environment for the stimulation of CDM projects. Already, the Designated National Authority (DNA), which is the Division of Environment in the Vice President's Office has put a legal framework for climate change adaptation and mitigation through the provisions of the Environmental Management Act, 2004, and the EIA regulations of 2005. The DNA also in 2004 prepared the CDM Investor's guide and last year published the Handbook for CDM in Tanzania , that has been distributed widely to the various stakeholders.

We believe, these measures, together with the conducive investment environment being created through a more coherent and predictable economic growth, our traditional peace and tranquillity at all levels as well as good sectoral policies and strategies, all combined should be able to stimulate more CDM projects. Such an environment should be able to help CDM project developers to engage fully in this business. The government however still needs to create a critical mass of experts both within the government as well as in the non governmental organisations and institutions. This can be best done through intensive training and participation in CDM project development processes. Information on the situation of the global as well as national carbon markets, transaction costs and taxes involved will also be essential for the national project developers. Therefore, this workshop on CDM should be able to provide such information for the participants and should also create more opportunities for more focused training and support from developed country parties that already have more experience in CDM and carbon trade business in general.

Last but not least, let me convey my gratitude to the Government of the Netherlands for the sponsorship of this workshop, UNEP Risoe for coordinating the implementation of the workshop as well as CEEST Foundation which is the organiser of this important event. Once again, I thank you for being part of the team in improving the understanding of CDM in Tanzania . I wish you fruitful discussions and deliberations.

I thank you for your attention.

2.3 *Keynote Speech*

By His Excellence Karel van Kesteren, Ambassador of the Kingdom of the Netherlands to the United Republic of Tanzania

His Excellence Ambassador gave a keynote speech on outside view on why CDM might be a policy priority in Tanzania; International climate change policy of the Netherlands and Dutch support to CDM trade and capacity development initiatives, including CD4CDM, CERUPT, FMO etc. The keynote was as follows;

[Excellencies]

Ladies and Gentlemen

Distinguished guests

It's a pleasure for me to deliver the keynote of this important event which will be held today and tomorrow. Let me start by expressing my compliments to the organizers of the workshop for bringing together so much expertise on the subject of the Clean Development Mechanism (CDM). Please let me thank in particular UNEP and their Tanzanian partners Environmental Protection and Management Services (EPMS) and the Centre for Energy, Environmental Science and Technology (CEEST) as well as the Dutch ministry of Environment VROM and the Dutch governmental agency SenterNovem.

As you may know, the Netherlands is a big supporter of the Clean Development Mechanism; within the Kyoto agreements the Netherlands government has vowed to achieve a substantial part of the required carbon dioxide reductions by investments abroad. The CDM is the vehicle specially designed to achieve this progressive goal. Working with the mechanism has proven challenging; also for the Netherlands, and that is exactly why we are here today!

Before elaborating on this two-day workshop please allow me to take you a little bit back in time.

It was in 1992 after lengthy preparations and negotiations that during the Rio (de Janeiro) earth summit well over 150 countries agreed to cooperate in combating the adverse effects of man made climate change. To this effect the *Intergovernmental Panel on Climate Change* started to manifest itself. The agreement was laid down in the *United Nation Framework Convention on Climate Change*, the UNFCCC as we all know.

While trying desperately to negotiate an agreement on joint implementation within this framework, it was agreed to start up a pilot phase, a program that had the basic elements of what became later in the Kyoto Protocol (agreed in 1997) the two Flexible Mechanisms (1) *Joint Implementation (JI)* and (2) *Clean Development Mechanism (CDM)*.

This pilot program called *Activities Implemented Jointly (AIJ)* was a pilot phase to gain experience with market based instruments to combat climate change. This program was implemented from 1995 until (in principle) 2000. To everyone's surprise 'look what happened during this phase which is characteristic for the period that followed: there were no or hardly any activities carried out in Africa' (with some exemptions towards the year 2000).

Ladies and gentlemen,

Africa was left aside. Already during the Rio negotiations it was clear that in comparison with the developed countries and even compared to the other developing countries from e.g. Latin America,

knowledge with respect to climate change was lacking in African countries. The size of the negotiation teams of the latter two types of countries outnumbered those from African countries, which were quite often one-person teams. Some countries were not represented at all. During the AIJ pilot phase only a couple of developed countries were active and the projects financed were mostly located in Latin America, some in South-East Asia, but none in Africa. And even after the Conference of Parties held in Marrakech, Morocco (2001), where parties agreed on the rules and regulations of CDM, putting CDM project development into a higher gear, it was once again clear that Africa was almost not in the picture of project developers.

Has it been all that gloomy? No, as I informed you there have been several individual initiatives trying to assist African countries, mainly in boosting their knowledge regarding CDM, project development and financing. I name a few: the UNIDO projects in East and West Africa with their capacity building activities for the industrial sector (in fact in 2001 a two-day workshop was held here in Dar es Salaam), but also e.g. the GTZ funded SUSAC (= the first phase of UNEP Risoe's capacity building for CDM (CB4CDM) program), the NNS and CF-Assist program of the World bank and some more initiatives.

Distinguished guests,

Please let me inform you that these initiatives were not sufficient to assist Africa in enhancing the knowledge about CDM and to attract sufficient funding they need to implement the CDM projects that can contribute to their sustainable development.

The African countries took the opportunity to jointly call upon the international community that gathered in Nairobi in 2007 for the climate change summit to intensify the assistance to the CDM sector in African countries. This call was recognized by the international community; amongst others through the Nairobi Framework (an initiative by the International Multilateral Institutes) and bilaterally through (1) intensified project development in Africa and (2) an increase in purchase agreements between African host countries and Western Certified Emission Reduction (CER) purchasing countries. In addition, the CDM Forum for Designated National Authorities contributed to the further knowledge of CDM in the region by organizing its first regional meeting with a specific focus on Sub Sahara Africa in Addis Ababa, early October last year.

Since the announcement of the Nairobi Framework by the former UN Secretary-General Mr. Kofi Annan, several more projects have been launched in Africa. However Africa still only accounts for about 3 per cent of all CDM projects now registered in 49 developing countries. My fellow countryman, Mr. Yvo de Boer, the Executive Secretary of the United Nations Framework Convention on Climate Change (UNFCCC) expressed, during the 2007 Climate Convention on Bali, his satisfaction about the fact that the Multilateral institutes have taken a joint initiative to organize a 'carbon forum'. The forum will take place in September this year in Senegal, under the umbrella of the Nairobi Framework.

Mr. De Boer stated and I quote *"That Africa can attract an international carbon market event, such as the Carbon Forum, is a strong indication that businesses see potential there. For the Nairobi Framework to be effective and truly help Africa reap more benefits from CDM, effective collaboration between the Framework partners and the private sector is essential. The Africa Carbon Forum is such a collaboration"*.

Ladies and gentlemen,

I hope you will not be surprised when I tell you that the Netherlands is one of the first countries to start a special purchase track for African generated CERs. Plans are being drafted by the

Netherlands Ministry of Environment (VROM) in close cooperation with the Netherlands Development Finance Company FMO.

I am proud to say that FMO is not only active in CDM and energy related projects but also in other infrastructure and finance related projects. I would like to mention the increased interest of the Dutch government and the Dutch private sector in Tanzania. One of the activities the government is financing is the Energizing Development Program. Dutch entrepreneurs on the other hand are very active in the field of bio fuels. The Tanzanian ministries of Energy and Agriculture know what I am talking about. A delegation visited the Netherlands just two weeks ago for extensive discussions with the Dutch government and representatives of the private sector. The aim was to find common ground within the field of Tanzanian initiatives related to bio fuel projects. The Netherlands, through its agency SenterNovem, is looking for opportunities to support all sorts of bio fuel programs in Tanzania. Other entrepreneurs are looking into possibilities of producing bio ethanol from cassava grown in Tanzania. The Netherlands Development Organization SNV and CAMARTEC are involved in a multi stakeholder program to revitalize the enormous potential brought about by numerous easy-to-build and -maintain bio mass-installations for cooking. All off course, within the boundaries set by the Tanzanian Government in the overall energy sector reform program.

Dear guests,

Back to the present workshop. This workshop brings experts and specialists in the field of CDM to the Dar es Salaam International Conference Centre. We may all be proud of this achievement.

Relating to the topics of today I take the opportunity to invite you to discuss the CDM related issues by extensively using the Artumas projects as special example cases. Other expertise at this table comprise of:

- The already mentioned UNEP Risoe institute; it has a long and distinguished track record in CDM capacity building. UNEP Risoe capacity building programs are funded by the Netherlands Ministry of Development Cooperation (DGIS).
- The Netherlands Ministry of Environment (VROM) was one of the first parties to get involved in the CDM market and still today one of the most active participants.

Taking notice of so much knowledge and experience, I invite you to take this opportunity and to ask this team everything and anything you always wanted to know about CDM (but always were afraid to ask). You will have to days of listening and learning; I wish you success.

Ladies and gentlemen,

With these words I would like to conclude my address and wish you all a fruitful workshop. Thank you very much for your kind attention.

3. PRESENTATIONS

The governmental briefing was chaired by Mrs. Ruth Mollel, the Permanent Secretary-Vice Present's Office. Rapporteur was Mr. Stephen Mwakifwamba from CEEST Foundation.

3.1 “Host country requirements for CDM participation: legal requirements and Administrative procedures”

Mr. Lex de Jonge; Head of CDM Affairs, Department of International Affairs, Netherlands Ministry of Housing, Spatial Planning. and the Environment (VROM); Member, CDM Executive Board

Mr. de Jonge presented on CDM host country legal requirements under Kyoto Protocol and Marrakesh Accords; What documentation does CDM EB require for registering projects and issuing CERs; Role of (Annex I) DNAs; Model regulations for governance of DNAs and approval; Criteria for CDM investment/bilateral agreements for CER procurement. The following is the summary of his presentation;

Requirements from EB perspective

- Host Country must have assigned a DNA (Designated National Authority)
- DNA must be notified at UNFCCC
- For each CDM project DNA issues Letter of Approval (LoA), containing following statements:
 - project contributes to sustainable development (SD) in Host Country
 - Host Country is Party to Kyoto Protocol
 - Host Country approves voluntary participation in CDM
 - Host Country authorizes Project Participant(s)

Checks EB on Host Country role

- Is LoA issued?
- Does LoA contain the statements on Sustainable Development (SD), Kyoto Protocol, voluntary participation in CDM (and eventually authorizing project participants)?
- That’s all!!
- Assessment of contribution to SD is prerogative of Host Country and is not checked by EB
- Detail or depth of SD assessment is free

Checks EB on CDM project

- Registration of project:
 - Is all information in PDD complete, adequate and reliable, including inter alia:
 - a paragraph on environmental impacts
 - information on stakeholder consultation
 - Positive validation statement DOE
- Issuance of credits:
 - Accurate and reliable monitoring
 - Positive verification statement DOE

Dutch SD requirements CDM projects

- No serious negative social effects (e.g. child labor)
- No corruption or bribery
- Meet objectives of OECD requirements for multinational companies (e.g. right of labor unions)
- In line with social & environmental safeguard policies of multilateral Banks

Dutch survey of SD in CDM projects (1)

- Direct SD effects:
 - GHG reduction
 - Increased & reliable access to energy
 - Reduced air pollution
 - Job quality improvement
 - Improved indoor health conditions
 - Improved waste management
 - Technology transfer
 - Reduced soil & water contamination

Conclusion on Host Country SD

- Is Host Country prerogative
- No requirements on type of assessment
- Some countries apply quick scan (couple of weeks)
- Others apply lengthy detailed process
- More time consuming process → loss of credits

3.2 “CDM Governance and Regulation: Lessons from UNEP’s CD4CDM Program”

Dr. Glenn Stuart Hodes; Energy Economist, United Nations Environment Programme – Risø Center (Denmark)

Dr. Hodes presented and discussed on various possible DNA models and trade-offs; good practice internationally with case studies; balancing issues of investor friendliness, promoting sustainability, and administrative ease; possible options for DNA financing; fiscal issues. The following is the summary of his presentation;

Introduction

“There is no such thing as a correct approach to establishing a (DNA). There are many possibilities and each country will have to decide on the particular form of institutional development that is appropriate to national circumstances.”

International Framework for DNA

Participation requirements for CDM:

- Ratify the Kyoto Protocol
- Marrakech Accords (decision 17/CP.7) stipulate designation of a National Authority (DNA)
- Establish institutional and legal frameworks for project evaluation & approval

No further guidance given on roles and functions, but the DNA is a part of overall CDM system

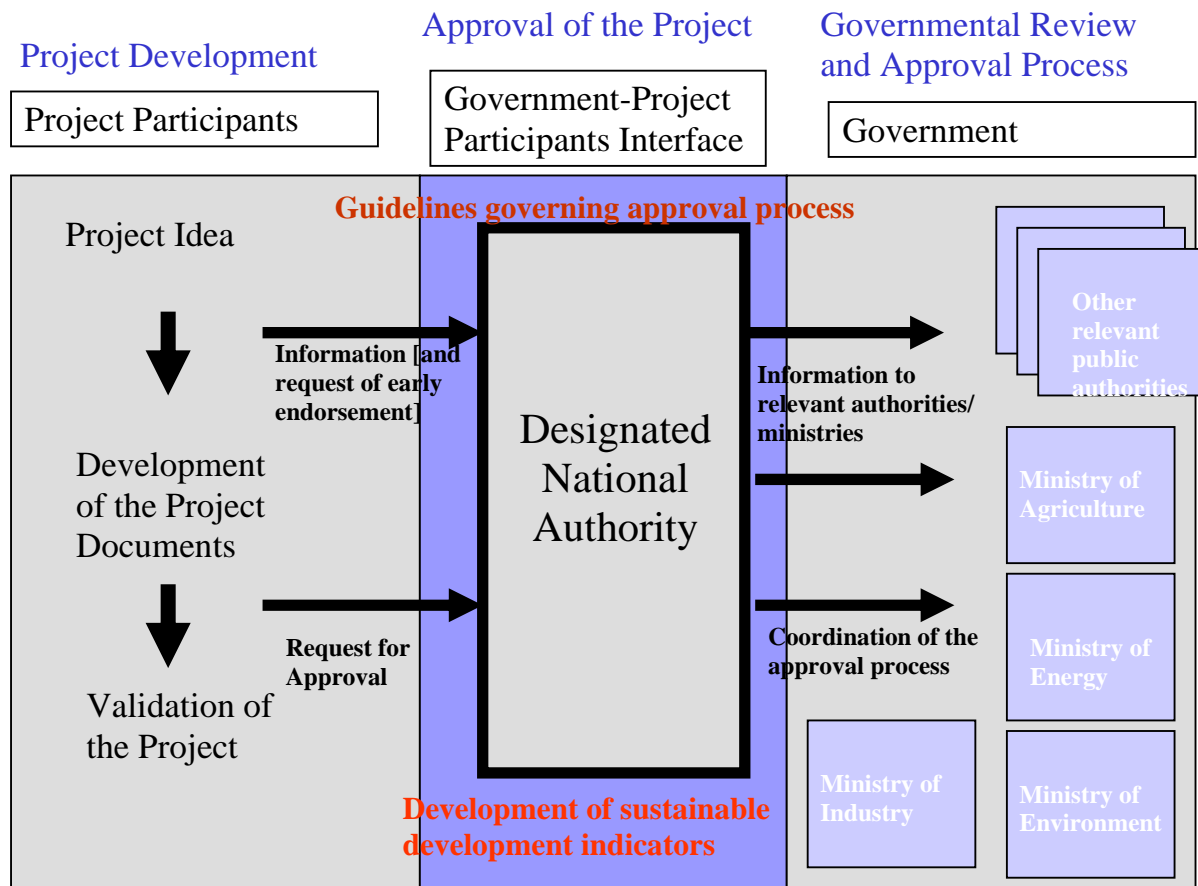
- Kyoto Protocol sets up other institutions and structures to ensure that projects results in real, measurable, long term emissions reductions

- CDM EB, Methodology Panel, DOEs, desk review experts, registration review experts all check GHG benefits and adherence to CDM rules

DNA Models

Choice of structure/approach defines key differences between DNA, and the examples of the Models are:

- Single government department
- A two-unit model
- Inter-departmental government committee
- FDI-piggyback (e.g., investment authority)
- Outsourcing model



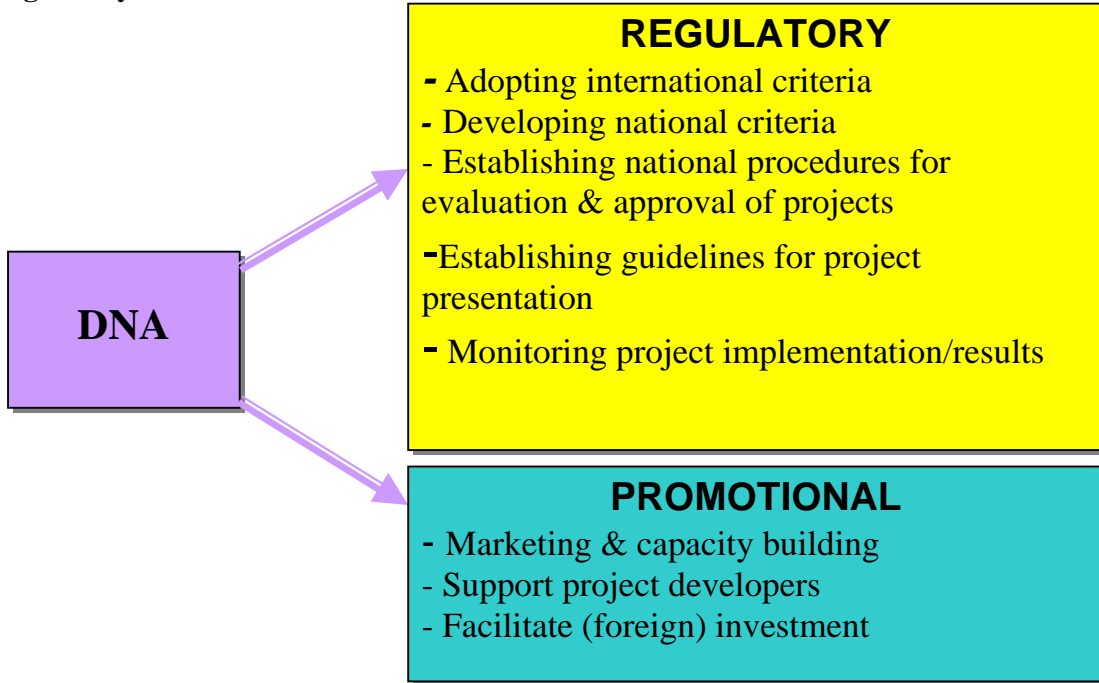
Typical steps for operationalising DNA

1. Clarify mission and objectives (roles, see later)
2. Obtain official status (e.g. through legislature, presidential or ministerial decision/decre).
3. Enhance national legal framework for DNA decisions and regulating carbon trade.
4. Align national CDM strategy with sustainable development priorities (criteria, other policy).
5. Obtain financial and non-financial resources.
6. Deploy appropriate human resources with an identified capacity development programme.
7. (Re-)evaluate efficiency, transparency of procedures, governance

Possible Functions of a DNA

- Key DNA role is to evaluate the (non-GHG) sustainable development aspects of the project
- Issuing host country Letters of Approval – a key part of the CDM project cycle
- Developing the rules and procedures for approval, including national SD criteria
- Providing a point of contact for national CDM policies & procedures Reporting on CDM activity
- Act as a “one stop shop”
- Facilitating the development of a portfolio of CDM projects and promoting investment

Regulatory vs. Promotional

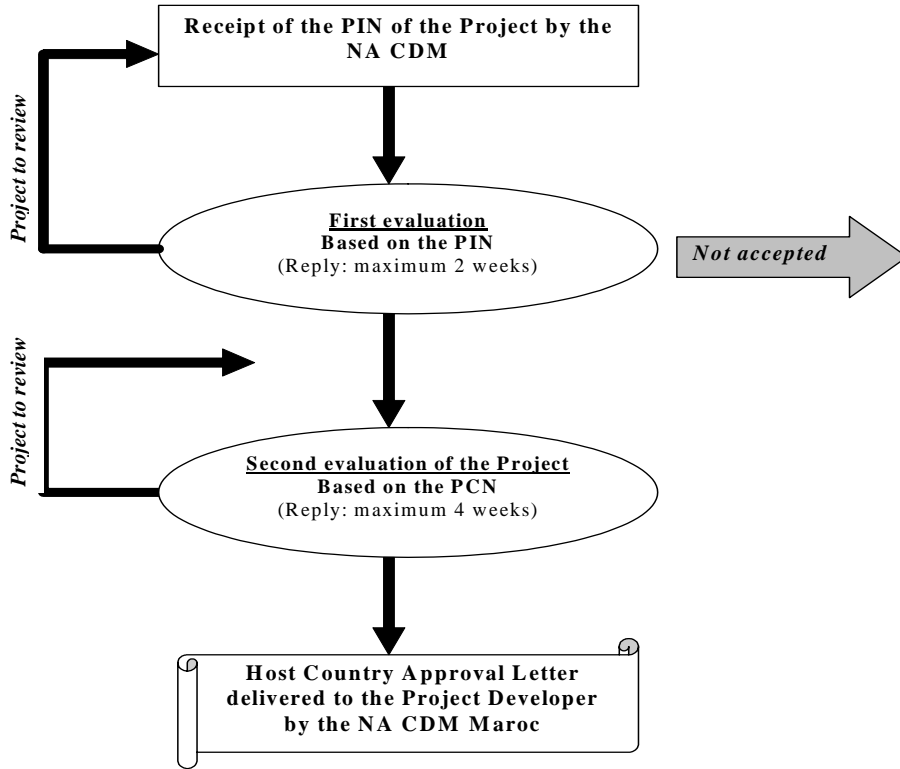


Important to distinguish between two to avoid conflict of interest

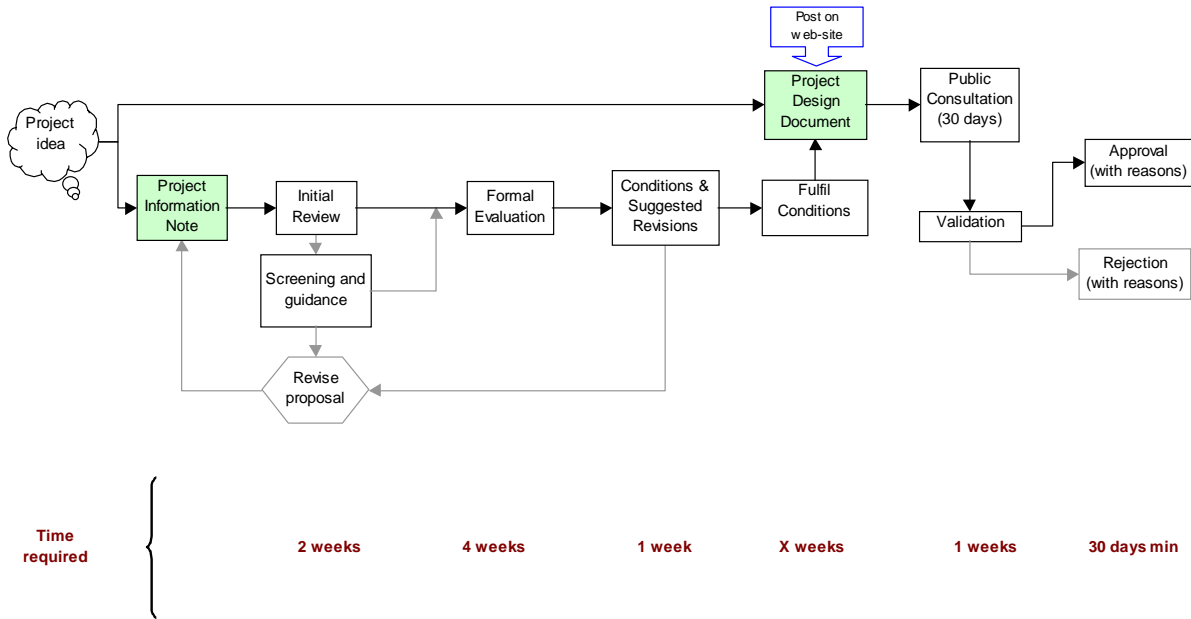
DNA role is common for Government

- Government departments and agencies regularly evaluate whether projects, programmes, and policies align with national development priorities
- Since ‘sustainable development’ is inherently subjective, this evaluation is almost never done through a “scientific” process, but through the gathering of informed views from those engaged with policy, with expert input where necessary

Moroccan CDM Approval Process



South African CDM Approvals



Peru: Example Project Approval Procedure and Costs

- **Ad Hoc committee is formed on per project-basis (i.e. meets only when there is a project to approve):**
 - **Permanent committee members:**
 - National Council for the Environment (the DNA)
 - National Environment Fund
 - Office for Promotion of Private Investment
 - Ministry of Foreign Affairs
 - International Cooperation Agency
 - **Project-related committee members:**
 - Line-ministry related to project sector
 - NGO (from project locality)
 - National EIA/other experts
 -

Procedure	Responsible Party
1. Submit PDD & request national approval letter (PIN is optional)	CDM Project Developer
2. PDD sent to all members of CDM Project Committee	DNA
3. Visit project location/interviews. Produce a report on SD	DNA
4. Call & hold the Ad Hoc CDM Project Committee meeting	DNA
5. Committee meeting: Assess contribution to SD (case by case analysis) & interview project developer	CDM Project Approval Committee
6. Letter of Approval issued	DNA/CDM Committee
Total Approval Process: 45 days Cost per project: \$4,800	

Revenue sharing and Levies

- ▶ Some DNAs impose fixed charges to cover their administrative expenses (e.g. Germany, Ghana)
- ▶ While others avoid such levies in order to reduce transactions costs and further CDM incentives (e.g. Georgia, Brazil);
- ▶ A couple of DNAs adopt a ‘revenue sharing’ or taxation scheme (China and Egypt). Adds fiscal, legal complexity
 - 2% of the benefits for energy efficiency, renewable energy, methane recovery and forestry projects;

- 35% for N2O projects; and
- 65% for HFC and PFC projects.

CD4CDM: lessons learned (1):General issues

- *Awareness raising*: National policies vs. global concerns
- *Political will critical*: understanding linkages between CC & national economic goals
- CDM is *multi-sectoral*, requiring coordination among
 - stakeholders (Govt, private sector, NGOs)
 - Government departments
- Broad participation useful but existence of a *local champion* or one-stop-shop is essential

CD4CDM: lessons learned (2):Procedures

- Keep it simple – fewer, more transparent rules the better
- Build on existing institutions and structures wherever possible
 - Most effective DNAs draw upon and leverage existing roles and capacities of those agencies entrusted with related processes – e.g. EIA, FDI
- Take advantage of NGO/academia capacity
- Adopt time-bound deadlines for decisions

CD4CDM: lessons learned (3): Attracting investment

- Well defined legal and contractual rights & responsibilities
- Transparency
- Rapid feedback to project developers
- Aim to minimize overall transaction costs
- Possible promotional functions as “phase II”
 - Support liaison with other agencies, permits and licensing authorities
 - Promote country’s CDM portfolio at trade fairs
 - Facilitate project development through data clearinghouse, consultants’ roster, etc.

Conclusion

The DNA process is iterative ...One cannot expect “*to check off a to-do list and see a complete institution. Institutions grow and change; a National Authority for the CDM is no exception to that rule*”

3.3 “Making Tanzania a CDM Investment Destination in Africa”

Mr. Hubert Meena; Executive Director, The Centre For Energy, Environment, Science And Technology (CEEST Foundation)

Key elements for Attracting CDM Investment; Role of Public, Private, and Civil Society Sectors; Promoting public-private partnerships around CDM)

Overview

- **Clean development Mechanism**
 - Essence and objectives
 - Principles
 - Implementation criteria

- **Insights of CDM opportunities**
 - World carbon trade
 - World CDM project distribution by type and numbers
 - Opportunities for Tanzania
 - Challenges for Tanzania
 - Implementation challenges
 - Governance issues and institutional challenges

The Clean Development Mechanism (CDM) essence and objectives

- CDM was established in Kyoto, Japan in 1997 at the third Conference of the parties to the UNFCCC;
- CDM is a mechanism for achievement of the UNFCCC through collaboration between developed and developing countries

- **CDM purposes are:**
 - to assist developing country Parties in achieving sustainable development, thereby contributing to the ultimate objective of the Convention; and
 - to assist developed country Parties in achieving compliance with part of their quantified emission limitation and reduction commitments under Article 3.

Principles that need to guide CDM

- Protection of climate system by ensuring that Developed (Annex I) countries meets their obligations of reducing GHG emissions using cost-effective measures and contribute towards achieving sustainable economic development
- Addressing specific need and circumstances of developing countries

Criteria for implementation of CDM

- Voluntary participation approved by each party involved
- Real, measurable, and long-term benefits related to the mitigation of climate change
- Reductions in emissions to be additional to any that would occur in the absence of CDM projects
- CDM projects should not divert ODA funds

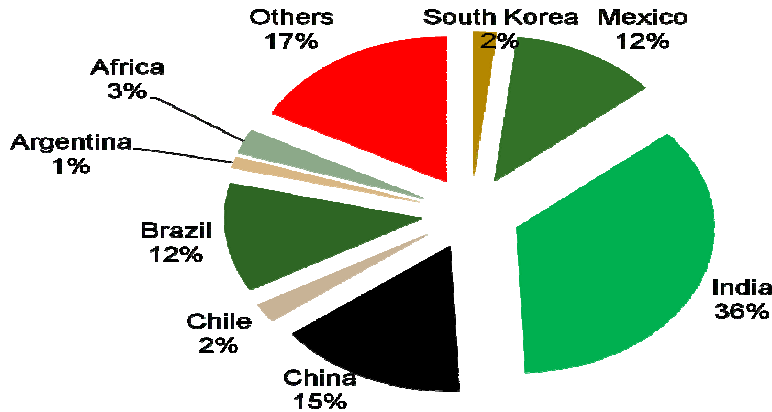
CDM and Carbon Trade

- Carbon trade has been growing fast over time from trade worth less than 4 billion Dollars in 2004 to over 30 billion dollars in 2006.
- Total volume of carbon in 2005 was 710 Million tones of CO₂ while in 2006 it was 1,639 Mill tons of CO₂.
- In terms of monetary value, in 2005 the carbon was worth US\$ 10 Billion while in 2006 it was worth US\$ 30 Billion.
- EU dominates the carbon market with trade worth US\$ 7billion in 2005 which grew to US\$ 24 Billion in 2006.
- Other market participants include
 - the New South Wales,
 - the Chicago Climate Exchange
 - the UK

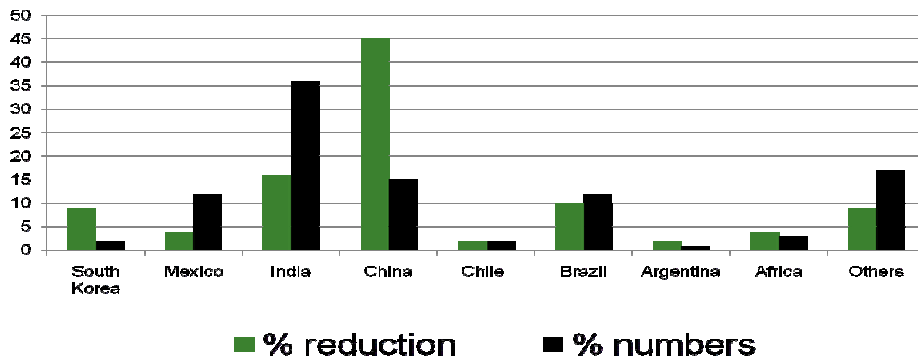
World CDM projects

- As of 2 November 2007, 828 CDM projects have been registered by the CDM Executive Board. These projects reduce greenhouse gas emissions by an estimated 171 million ton CO2 equivalent per year.
- There are about 2,600 projects in the pipeline (not yet registered) which would until the end of 2012 produce over 2.5 billion tons CO2 equivalent reductions.

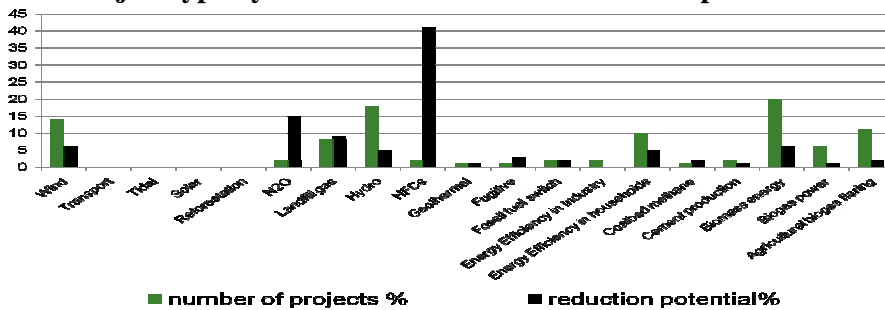
CDM project distribution by numbers



Comparison between countries in terms of number of projects and CO2 reduction potential



CDM Project type by numbers and emission reduction potential



Africa CDM projects

- Countries dominating the CDM projects in terms of numbers are India with 283 projects, China with 120 projects and Brazil with 108 projects
- Africa region has 21 projects only which are distributed as follows:
 - South Africa 10 projects, 1 biogas power 30ktCO₂/yr, 2 biomass energy 241ktCO₂/yr, 1 energy efficiency in households 6.6ktCO₂/yr, 2 fossil fuel switch 120ktCO₂/yr, 2 N₂O with 1433ktCO₂/yr.
 - Egypt 3 projects (1 landfill 371ktCO₂/yr, 1 N₂O 1066ktCO₂/yr and 1 wind 249ktCO₂/yr)
 - Morocco 3 projects, (1 solar pv 39ktCO₂/yr) (2 wind 185ktCO₂/yr)
 - Tunisia 2 landfill projects with total 688ktCO₂/yr
 - Nigeria 1 fugitive project with 1497ktCO₂/yr
 - Tanzania 1 landfill project with 210 ktCO₂/yr
 - Uganda 1 hydro project with 36ktCO₂/yr

Challenges

- Increase the number of CDM projects implemented as well the number of projects in the pipeline projects
- To put in place CDM guide and implementation framework particularly the National sustainable development criteria for CDM
- Include CDM in the Environmental law
- Put in place the appropriate institutional framework
- Capacity building
- Public awareness creation

Best practices for institutional framework

- Legal interventions are important and have taken place in other countries that have many CDM projects. These include Egypt with minister's decree on CDM framework in Egypt, India and other countries that have taken steps that show political commitment.

Institutional and Legal framework

- A Ministerial decree or an amendment of the CDM is not attributed in the current EMA of 2004.
- Environment Management Act could explicitly address issues related to the approval of CDM projects and the domestication of the Kyoto Protocol, of which Tanzania is already a ratifying Party. The Minister could thus make regulations and guidelines on how CDM activities should be conducted.

Multi-stakeholder review committee

- The government should consider the establishment of the multi-stakeholders review committee under the VPO to include the following institutions:
 - Investment Promotion Centre
 - Commission for Science and Technology
 - Local banks
 - CEEST Foundation
 - EPMS
 - Ministry of Energy and Minerals
 - Ministry of Industry and Trade
 - Ministry of Natural Resources and Tourism
 - Higher Learning institutions

Roster of CDM Experts and institutions

- It is important that there exist a roster of CDM local experts with their CVs and a list of private and NGOs dealing with CDM projects at the office of DNA such that there is easy access in case their expertise is needed.

Enabling environment for Tanzania a CDM Investment

- Foreign actors who are development partners should provide funds for developing appropriate capacity and infrastructural support for CDM process. Foreign actors who are investors should prioritize Tanzania as one of the partner and avail investment funds, facilities and technologies for CDM projects.

Capacity building and awareness creation

- Foreign investors should also play a role of building the capacity of local investors so as to make them active and effective partners.
- Awareness and capacity building initiatives should take place separately from actual CDM project to avoid high transaction cost

Financing

- Most projects are very expensive and require high levels of technology; conditions that are difficult for local investors to meet. Therefore there should be more capacity building in terms of both financial and human resources. Financial institutions should also offer opportunities for local investors to invest in bigger projects – bigger CERs – bigger money.

3.3 “Tanzanian DNA: Accomplishments to Date and Capacity Development Needs”

Mr. Richard Muyungi; Assistant Director, Division Environment, Vice President’s Office & Secretariat of the Tanzanian Designated National Authority (DNA) for the CDM

Mr. Muyungi presented on the; Introduction to DNA functions; Status of CDM pipeline in Tanzania; Draft Sustainable Development Criteria and CDM Investors’ Guidebook; Future regulatory requirements, governance, status and approval requirements. The summary of his presentation is as follows;

Background

- The Kyoto protocol to the UN Framework Convention on Climate Change was ratified by Tanzania in august 2002. It came into force in February, 2005.
- In order to undertake CDM project activities each party to the protocol has to put in place a Designated National Authority (DNA) to oversee the implementation of the CDM project activities at national level. The VPO –DOE is the Tanzania DNA.

Tanzania DNA

Its functions are to provide written approval of the voluntary participation of each Party involved in the proposed project and to confirm the project’s sustainable development credentials. Other functions of the DNA include:

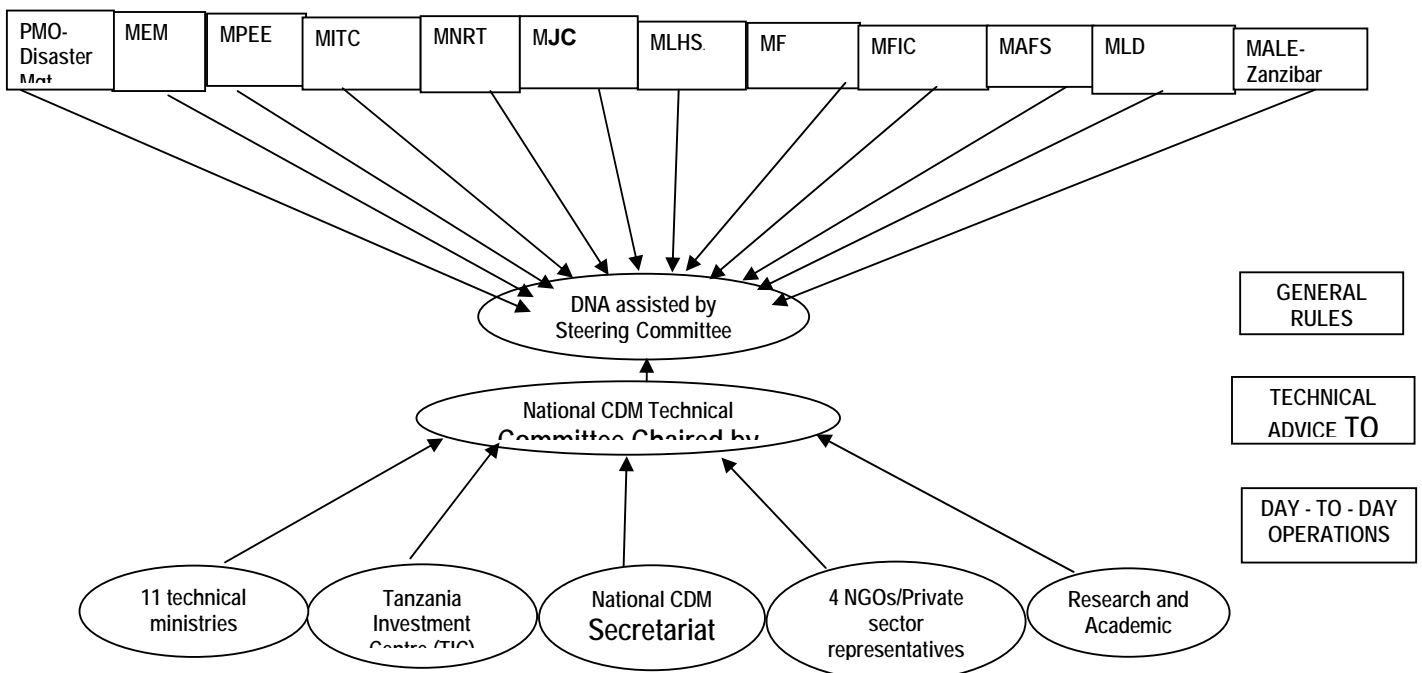
- Awareness raising on CDM project activities;
- Coordination of national agencies/stakeholders; and

- Provision of procedures for registering and in-country monitoring of CDM projects.

Role of DNA

In so doing, the DNA is assisted by the review committee with members from the relevant sectors of the proposed project (s). Through such process the DNA is able to track and control CDM project activities so as to conform to the national sustainable development priorities. Letters of no objection (LONO) are provided once the Project Idea Note (PIN) has been submitted to the DNA and Letters of approval (LoA) for each project activity are provided within one month after the PDD has been developed and submitted to the DNA. Thus it is important to involve the DNA right from the beginning of the project development.

DNA INSTITUTIONAL ARRANGEMENT



Status and Potential areas

- Through various CDM awareness workshops, Training Seminars, E-Learning courses on CDM and specific interventions such as the UNEP RISOE CD4CDM Programme, the REEEP Programme and the Austrian CDM capacity Building Programme for Africa, Tanzania has been able to stimulate CDM project activities in various areas.
- So far one CDM Project has been registered with 202,000 CERs, making Tanzania one of the first ten Africa countries to register CDM projects.
- There are a number of projects at various levels of development as shown in the Table below

Twelve CDM projects with PINs and or PDDs

Project name	PP	Level of development	CERs expected (tCO2 eq.)	Developer/Consultant/programme	Support Needed	Other issues
Mtoni Landfill Gas Capture And Energy Generation Project	Dsm City Council/Stabile Globus, Italy	Registered	202,271	Globus	-	Will Also Produce 2.5 Mw of Energy
Wind Energy Project	Wind Energy Tanzania Ltd	Preparing PDD	100,000	CAMCO International	-	Will Produce 200mw of Wind Energy
Use Of Biolatrine For Methane Capture and Destruction At Five Prisons In Arusha, Moshi And Tanga	Carmatec, Arusha, Tanzania	Pin Being Completed	50,000	EPMS Under CD4CDM Programme	Preparation Of PDD	Potential for Expansion through Bundling By Adding More Prisons and Higher Learning Institutions
Bagasse Cogeneration at TPC Moshi	TPC Moshi	Initial attempts to develop a PDD failed. Trying a PIN again through CD4CDM programme	-	EPMS under the CD4CDM programme	Preparation of PDD and related registration costs	Since 2005 with capacity additions produces 12MW
Power production from sisal waste biogas	Katani, Tanga	PIN completed	-	EPMS under the CD4CDM programme	PDD Preparation	Possibility of bundling to produce up to 4MW energy for the user
Forest Plantation Project in Bagamoyo, Coast Region	Community Development Cooperation Ltd.	PIN Preparation	> 500,000	CEEST Under the CD4CDM Programme	Funding for PDD Preparation	Additional expert support for baseline determination
Same and Mwanga Forest Project (SMFP)	SafariJet Services Ltd	PIN Preparation	> 1,000,000	CEEST Under the CD4CDM Programme	Funding for PDD preparation	Additional expert support for baseline determination
Biomass Co-Generation Project, Tanga Cement, T LTD	Tanga Cement Ltd	PIN preparation	100,000	EPMS under the CD4CDM programme	Funding for PDD preparation. Buying CERs	-
Biomass Efficiency in SME (Prison, Schools and Restaurants) in Southern Highlands	TASONAB	PIN Preparation	-	CEEST under the CD4CDM programme	Funding for PDD preparation	Additional expert support for baseline determination

Mpanda Mini-Hydro project in Rukwa Region	TASONAB	PIN Preparation	-	CEEST under the CD4CDM programme	Funding for PDD preparation	Additional expert support for baseline determination
Fuel Switching from the use of gen sets to natural gas in Mtwara and Lindi	Artmus Tanzania Ltd	PDD preparation	-	Artmus Consultant	-	For discussion at this meeting

Other Potential areas

- Coal Bed Methane in the southern Highlands of Tanzania – MMI Steel Mills and Mabibo Wines Ltd
- Fuel Switching. Over 20 processing industries have done fuel switching since 2005 and ten more are in the process of fuel switching. See the attached list.
- Waste water management
- Efficient Use of Non Renewable Biomass- efficient cook stoves etc.
- Switch from Non-Renewable to renewable biomass.

Potential areas

- Mini Hydro taking into account the vast river systems Tanzania has
- LULUCF activities – Both under CDM A/R and voluntary markets
- Of all these SSC are more preferred because of the low transaction costs.
- The PINS for the eight projects have been distributed and the PPs are here for further discussions

APPROVAL PROCESS IN TANZANIA

- Project developer initially submits a PIN
- The DNA will check whether the project is addressing the following issues;
 - ✓ **Social welfare:** the CDM project activity should be consistent with NSGRP/MKUKUTA 2005, and that it should aim at poverty alleviation by generating additional employment and improving standard of life.
 - ✓ **Technological issues;** the CDM project activities should lead to transfer of environmentally benign and sound technologies to Tanzania
 - ✓ **Environmental friendly;** the project activities should be consistent with EMA 2004, and its EIA and Audit Regulations 2005
 - ✓ **Economic welfare;** the CDM project activities should bring in additional finance investment and should be consistent with the Vision 2025 and 2020 for Tanzania mainland and for Zanzibar respectively.
 - ✓ The project should reflect resource sustainability and resource degradation if any, impact on biodiversity, human health and other environmental related issues.

Approval Procedure and criteria

- Congruence with the national environmental policy and related action plans and strategies;
- Energy projects particularly in rural areas are accorded the highest priority;
- Partnership between investor country company or institution and the host country local private companies, NGO, Research /Academic Institutions or government department

- Unilateral projects are encouraged where no additional technology or finance is envisaged from outside.
- The DNA issues the LONO and requests for the processing and submission of the PDD
- After the submission of the PDD the DNA convenes a Technical Committee meeting to review the project and provide recommendations to the DNA before the decision is made. An administrative and environmental fee of at least 2.5% of the CER's monetary equivalent whether in upfront payment or during the implementation is charged by the DNA for the technical and administrative reviews of both the PINs and PDDs as well as for the contribution to the National Environment Fund.

ELIGIBILITY FOR CDM PROJECTS IN TANZANIA

- The project should aim at transferring a technology which is environmentally friend.
- Should comply with the EMA(2004) and its EIA and Audit Regulation (2005).
- Should aim at poverty alleviation by generating additional employment and improving standard of life i.e. be in line with NSGRP (2005), National vision 2025 for mainland and vision 2020 for Zanzibar.
- The project should bring in additional financial flows
- There must be a partnership with local institutions, NGO or local private company.
- The project must address National Environmental Policy and related action plans and strategies.
- Unilateral projects are encouraged where no additional technology or finance is envisaged from outside.

CDM SUSTAINABILITY DEVELOPMENT CRITERIA

- S.D: Development that meets the needs for the present without compromising the ability of future generations to meet their own needs.
- S.D encompasses three dimensions: i) Economic, ii) Environment and iii) Social.
- Project participants are required to state whether and how the project activity will contribute to S.D in regard to the following:
 - **Contribution to local environmental sustainability:** Assess the mitigation of local environmental impacts caused by the project (Solid wastes, liquid effluents, atmospheric pollutants, etc).
 - **Contribution to the distribution of income:** Assess the direct and indirect effects of the quality of life of low income population, noting the socio economic benefits provided by the project.
 - **Contribution to development of working conditions and job creation:** commitment of the project to social and workplace responsibilities, health and educational programs.
 - **Contribution to training and technological development:** Assess the degree of technological innovation of the project and the technologies used in activities comparable to those called for the project as well as the possibility of reproduction of the technologies used.
 - **Contribution to linkage with other sectors.**

SUMMARY OF CDM S.D FOCUS AREAS:

Social:

- ✓ Increase energy access.
- ✓ Gender issues.
- ✓ Poverty alleviation.
- ✓ Education and training.

- ✓ Increase energy access.
- ✓ Health.

Environmental:

- ✓ Use of renewable resources.
- ✓ Biodiversity.
- ✓ Local environmental benefits.
- ✓ GHGs emission reductions.

Economic:

- ✓ Cost effectiveness.
- ✓ Provide financial returns to local entities.
- ✓ Generate employment.
- ✓ Reduce economic burden of energy imports.
- ✓ Technological change.

4 CLOSING REMARKS

The Chairperson Mrs. Ruth Mollé, the Permanent Secretary-Vice President's Office, once again thanked the organisers CEEST Foundation and the sponsors for the briefing meeting the Netherlands Government through UNEP and UNEP Riso Centre under the CD4CDM project. She then expressed her sincere thanks to the participants for attending that important briefing meeting for senior government officials. She also thanked all the presenters and consultants from abroad for their good and educative presentations.

Mrs. Mollé informed and encouraged the government officials that engagement of government officials and its institutions in increasing awareness on CDM and the carbon market helps the government in its efforts of making sure that it understand the modalities of how CDM operates and the process as a whole, which is very important step for Tanzania to be serious involving in CDM activities. The briefing meeting to government officials was part of capacity development under the CD4CDM to raise awareness to them on their understanding and involvement in CDM activities.

Finally, the Permanent Secretary assured the organisers and sponsors of the meeting that the government is full supporting the CDM activities in Tanzania, thus why the DNA was already put in place. She then pledged the DNA's full cooperation with all participants, local private and international investors in developing and implementing CDM projects in the country. She then asked the representatives from various ministries to brief and inform their Permanent Secretaries in their respective ministries on the issues transpired during the brief meeting discussions.

APPENDIX I:

PROGRAMME Briefing Meeting

10.00 am – 10.20 am	Informal introductions over coffee and tea
10.20 am – 10.35 am	<p>Welcome Address and Remarks <i>Mrs. Ruth Mollel – Permanent Secretary (Vice President’s Office)</i></p> <p>(Tanzanian views, priorities and international commitments on climate change; Status of CDM and carbon trading regulation in Tanzania, including Cabinet Paper; Issues related to domesticating the Kyoto Protocol)</p>
10.35 am – 10.50 am	<p>Remarks <i>Hon Karel van Kesteren</i> Ambassador of the Netherlands to the United Republic of Tanzania</p> <p>(Outside view on why CDM might be a policy priority in Tanzania; International climate change policy of the Netherlands and Dutch support to CDM trade and capacity development initiatives, including CD4CDM, CERUPT, FMO etc.:)</p>
10.50 am – 11.20 am	<p>“Host country requirements for CDM participation: legal requirements and administrative procedures”</p> <p><i>Mr. Lex de Jonge</i> Head of CDM Affairs, Department of International Affairs, Netherlands Ministry of Housing, Spatial Planning. and the Environment (VROM); Member, CDM Executive Board</p> <p>(CDM host country legal requirements under Kyoto Protocol and Marrakesh Accords; What documentation does CDM EB require for registering projects and issuing CERs; Role of (Annex I) DNAs; Model regulations for governance of DNAs and approval; Criteria for CDM investment/bilateral agreements for CER procurement)</p>
11:20 am – 11.50 pm	<p>“CDM Governance and Regulation: Lessons from UNEP’s CD4CDM Program”</p> <p><i>Dr. Glenn Stuart Hodes</i> Energy Economist, United Nations Environment Programme – Risø Center (Denmark)</p> <p>(Various possible DNA models and trade-offs; good practice internationally with case studies; balancing issues of investor friendliness, promoting sustainability, and administrative ease; possible options for DNA financing; fiscal issues)</p>
11.50 – 12.00	Questions/Discussions

12.00 – 12.30	<p>“Making Tanzania a CDM Investment Destination in Africa”</p> <p><i>Mr. Hubert Meena</i> Executive Director, The Centre For Energy, Environment, Science And Technology (CEEST Foundation)</p> <p>(Key elements for Attracting CDM Investment; Role of Public, Private, and Civil Society Sectors; Promoting public-private partnerships around CDM)</p>
12.30 am – 1.00 pm	<p>“Tanzanian DNA: Accomplishments to Date and Capacity Development Needs”</p> <p><i>Mr. Eric Kamoga Mugurusi and Mr. Richard Muyungi</i> Director, Department of Environment, Vice President’s Office & Secretariat of the Tanzanian Designated National Authority (DNA) for the CDM</p> <p>(Introduction to DNA functions; Status of CDM pipeline in Tanzania; Draft Sustainable Development Criteria and CDM Investors’ Guidebook; Future regulatory requirements)</p>
1.00 pm – 1.15 pm	Questions and Closing Remarks
1.15 pm – 2.15 pm	Luncheon and further discussion

APPENDIX II: LIST OF PARTICIPANTS

<p>Permanent Secretary Ruth H. Mollel Permanent Secretary Vice President's Office Box 5380 DAR ES SALAAM Tel: 2116995 Fax: 2113856 E-Mail: rmollel@hotmail.com</p>	<p>Dr. L. Mwakahesya Assistant Commissioner/CEO Rural Energy Agency Ministry of Energy and Minerals Box 7990 DAR ES SALAAM Tel: 2134006 Fax: 2134006 E-mail: mwakahesya@mem.go.tz</p>
<p>Hubert Meena Managing Director CEEST Foundation P. O. Box 5511 DAR ES SALAAM Tel: 255-22-2667569 Fax: 255-22-2666079 Email: ceest@ceest.co.tz / hemeena@yahoo.com</p>	<p>Dr. F. Kilahama Director General Forestry and Beekeeping Division Ministry of Natural Resources and Tourism Box 426, DAR ES SALAAM Tel: 0784 472836 E-Mail: feliciankilahama@yahoo.com</p>
<p>Eng.Patrick B. Marwa Ass. Director Ministry of Industry and Trade Box 9503, DAR ES SALAAM Tel:2127897-8 E-Mail:patmarwa@yahoo.com</p>	<p>Mr. Richard Muyungi Assistant Director of Environment Vice President's Office Box 5380, DAR ES SALAAM Tel: 2118416 Fax: 2113857 E-Mail: tanzania37@hotmail.com</p>
<p>Daudi M. Biswalo Ag. Director-policy & planning Ministry of Agriculture and Food Security Box 9192, DAR ES SALAAM Tel: 2862078 E-Mail: dpp@kilimo.go.tz Website: www.agriculture.go.tz</p>	<p>Ms. Angelina Madette Assistant Director of Environment Vice President's Office Box 5380, DAR ES SALAAM Tel: 2118416 Fax: 2113857 E-Mail: tanzania37@hotmail.com</p>
<p>Mike Nshangiki Executive Director-EPMS Box 7775, DAR ES SALAAM Tel: 0754 279202 Fax: 2120429 E-Mail: epms@bol.co.tz</p>	<p>Dr. Mwinjaka Assistant Director of Environment Vice President's Office Box 5380, DAR ES SALAAM Tel: 2113983 Fax: 2125297/2124631 E-Mail: srmwinjaka@yahoo.com</p>
<p>Dr. Glenn Hoddes UNEP Riso DENMARK</p>	<p>Eng. Bonaventure Thobias baya Director General-NEMC Box: 63154, DAR ES SALAAM Tel: 713315040 Fax: 2111579 E-Mail: bbaya@hotmail.com Website: www.nemc.org</p>

<p>Ms. Jema J. Ngwale Environmental Coordinator The Royal Danish Embassy Box: 9171, DAR ES SALAAM Tel: 0784 472971 E-Mail: jemngw@um.com Website: www.daramb.um.dk</p>	<p>Karel Van Kesteren The Ambassador The Royal Netherlands Embassy Box 9534 DAR ES SALAAM Tel: 2110000-203 Fax: 2183138 E-Mail: karel-van.kenderen@minbuza Website: http://tanzania.nembassy.org</p>
<p>Deodatus Mfugale Features Editor The Guardian LTD Box 31042, DAR ES SALAAM Tel: 2700735/ 0754 275170 Fax; 2110099 E-Mail: deofuga@yahoo.com Website: www.ippmedia.com</p>	<p>Paul M. Kiwele Senior Forest Officer Ministry of energy and Minerals Box 2000 DAR ES SALAAM Tel: 22219158/ 0784 380680 E-Mail: kiwele@yahoo.com</p>
<p>Issama M. Mangilili Principal Agricultural Officer Vice President's Office Box 5380 DAR ES SALAAM Tel: 0754 290175 Fax: 2125297 E-Mail: imangalili@yahoo.com Website: www.vpdoe.go.tz</p>	<p>Robert Nindie Director of Engineering- TIRDO Box 23235 DAR ES SALAAM Tel: 2666034/ 0732 928183 Fax: 2666034 E-Mail: tirdo@intafrika.com Website: www.tirdo.org</p>
<p>Mihayo Musabila Senior research officer- TIRDO Box 23235 DAR ES SALAAM Tel: 2668822/ 0754269064 Fax: 2666034 E-Mail: mmusabila@yahoo.com Website: www.tirdo.org</p>	<p>Stephen Mwakifwamba Deputy Managing Director CEEST Foundation DAR ES SALAAM Tel: 255-22-2667569 Fax: 255-22-2666079 E-mail: ceest@ceest.co.tz / smwaki67@yahoo.com</p>
<p>Mr. N. X. Mwiwaha Assistant Commissioner – Renewable Energy Ministry of Energy and Minerals P. O. Box 2000. DAR ES SALAAM nxmwiwaha@mem.or.tz /mwiwaha@yahoo.com</p>	<p>Mr. P. Victus Assistant Commissioner – Petroleum Affairs Ministry of Energy and Minerals P. O. Box 2000 DAR ES SALAAM Tel: 255-22-2219158</p>
<p>Mr. Marc Buiting Senior Investment Officer – Africa Anna van Saksenlaan 71 P. O. Box 93060 2509 AB The Hague The Netherlands E-Mail: m.buiting@fmo.nl</p>	