

UN-REDD
PROGRAMME

**Zambia National Joint Programme
Validation meeting report**

UN-REDD PROGRAMME

Lusaka, 26 February 2010



Introduction

The validation meeting for the Zambia UN-REDD National Joint Programme document (NJP) was held at Mulungushi International Conference Centre in Lusaka on 26th February 2010. The meeting was opened by the Director of the Forestry Department who reiterated the Zambian government's desire and willingness to embark on reducing emissions from deforestation and forest degradation. The Zambian government indicated it has always desired to sustainably manage the environment and natural resources which can be seen from the current process of reviewing the Forestry Policy of 1998 and the Forest Act of 1999.

The statement of the UN Resident Coordinator emphasized that UN-REDD is not just another donor project providing funding for short-term activities; the rewards lie beyond the three-year programme. By starting preparations now Zambia can have a head start for accessing the substantial and sustainable long-term financing through the REDD-plus mechanism. In future years, REDD-plus can provide the country a fair performance-based compensation for the efforts to combat climate change and an additional incentive for maintaining and improving the ecosystem services that forests provide to the people. For Zambia to benefit from REDD-plus, achievements in field level must be supported by policy and legislation that guides the sectors to embrace sustainable development.

The Forestry Department presented the document, outlining the participatory formulation process and the expected outcomes and outputs of the programme.

A discussion on the NJP was facilitated by Mr Mwape Sichilongo, coordinator of the Zambia Community Based Natural Resources Management Forum. Stakeholders discussed matters related to management of forest resources in general and proposing specific changes and additions for the NJP. An opportunity was also given for written submissions concerning the document. Inputs received from the stakeholders are categorized thematically.

The meeting recommended that the document can be submitted to the Policy Board with the comments annexed. However, the NJP should only be implemented after stakeholder views are incorporated in the document.

Theme 1. General comments on the document

- 1.1 Document is well written and contains sufficient information for developing the strategy
- 1.2 Document is written in the negative. It does not provide room for developing the strategies. It does not address issues of capacity and emphasizes processes and not actual issues to be addressed. Shortcomings leading to deforestation are not linked to actions that will ensure that the shortcomings are addressed i.e. use of conservation agriculture/agroforestry technologies.
- 1.3 Barriers to REDD+: none of the barriers appear in the actions. Pg 45: "poverty is endemic" is not addressed in the actions. The document focuses on "strengthening" and not on how these issues will be addressed
- 1.4 Role of research must be emphasized
- 1.5 REDD+ concept is important but is not very clear and people find it difficult to understand what will happen under REDD+.
- 1.6 A good attempt has been made to clarify REDD+ in the document.
- 1.7. As no piloting of the ideas on REDD+ seem to be included in the NJP, it was questioned whether a duration of three years is necessary for activities focusing on assessment and studies.

Theme 2. Problem Analysis

2.1 Add anthropogenic wildfires as a root cause of deforestation and forest degradation. Research has shown that the majority of fires are anthropogenic in origin, that biomass burning makes a significant contribution to global GHG emissions, and that emissions from fires should be included with GHG accounting for the land use sector. Although fire is mentioned in the NJP as a sub cause, the significance of fires is lost.

2.2 Local communities blamed as drivers of deforestation, but town residents have farms in rural areas and outskirts of the cities and are therefore also involved in land clearing

2.3 Barren land: there is no barren land in Zambia therefore descriptors of land must be made clear

2.4 A good attempt has been made to discuss the situation of natural resources management in Zambia. However the discussion as it stands is heavily biased toward protected areas. What is happening in the open areas? This should be included to provide a balanced view. Some statements in the section are too sweeping. The reasons for declining wildlife populations are varied and not necessarily attributable to un-engaged local communities e.g. rise in commercial poaching, declining agency budgets etc. Historically poaching was never "extensive" until commercial poaching took root in the 1980s and 90's. The flow of the discussion could be improved by adopting a more holistic approach to natural resources management – what of water and water catchment areas, wetlands, mining, use of agriculture resources etc?.

2.5 Should not limit to deforestation and forest degradation related to shifting cultivation but the general expansion of cultivated lands into forest lands.

Views on land ownership:

2.6 Zambia has been food sufficient between the 1960s and late '70s even under the current setting of land ownership. Thus, titling customary land is not the solution but a sound credit system. Poverty is not a consequence of lack of land ownership. Customary land in Zambia does not belong to the chief – chiefs are trustees on behalf of his/her own people. There are examples where chiefs have given away land to investors without consulting their subjects – the risk is that once chiefs have the power to give titles people will be rendered landless. Implementation of REDD+ should not be linked to land ownership – titling land.

2.7 Statement pertaining to Land Use: 'part of the reason for poverty is a lack of secure land tenure...for collateral to obtain loans....' This is not correct as there are a lot of tracts of land held under title and lying idle without agricultural productivity going on. Besides, in cases where such loans have been obtained under titled property, if a drought or a flood occurred and crop failure resulted, the Banks or money lending organizations have sold off the land leaving farmers in a worse and vulnerable situation than they had been before. The strengthening of a community based development system with support from extension

services, research and matched provision of cooperative credit for inputs, marketing and processing to finished products is the answer.

2.8 The land resource is used as an open resource. Focus in agricultural systems is on existence and less on productivity. Alternatives must be sought to Chitemene (slash & burn agriculture) and this requires significant financial inputs. Land ownership can improve the choice of agricultural practices or create incentives for efficient agricultural practices.

Theme 3. Policy and governance

3.1 The NJP should indicate whether the woodland management system also addresses the management of trees that do not form forests particularly trees that are found close to homesteads, degraded areas, farmer fields

3.2 Lack of forest management plans should be highlighted as a challenge for implementing REDD+ and should be given attention. These plans should be designed to cater for needs and interest of the multiple stakeholders to reduce possible conflicts that could derail the implementation of the REDD+ project

3.3. Harmonisation of legislation for REDD+ need further emphasis. Implementation of REDD+ will only be possible when issues of legislation related to forestry are addressed. However, it may be possible under the current legal framework to find pieces of legislation that support the implementation of REDD+.

3.4. Issues regarding land tenure and security in the draft Land Policy currently under consultation should be mentioned. The implications of the current land tenure on forest management should be coming out clearly.

Theme 4 Proposed programme and REDD+ strategies

- 4.1. The outcomes of COP15 need to be included: The Copenhagen Accord, and the decisions regarding REDD+ from the Scientific and Technical and Long Term Co-operative Working groups. Of particular importance is how the principles and safeguards outlined in the Copenhagen Agreement will be transformed into meaningful action at the country level. Outcome 2 should be updated to reflect the Copenhagen Accord safeguards: *rights of indigenous peoples and local communities and their full and effective participation*.
- 4.2. Outcome 3. It is important that there is a deliberate effort to streamline the benefits to tilt in favour of women who are often the disadvantaged members of the rural community and are more reliant on natural resources for their day to day activities than men.
- 4.3. There should be concrete steps to arrive at an output, not just assessments. For example, Outcome 3 does not spell out clearly how the benefit-sharing mechanism will be established.
- 4.4. Outcome 5 should include a section on community monitoring; and training of community monitors in pilot areas and development of a data transfer system from rural areas to central database for analyses and a system to return this data in a transparent, clear manner to REDD+ implementers and stakeholders
- 4.5. Outcome 5: Production of data must be transparent and data should be publicly accessible
- 4.6. Proposed additional outcome 7 titled Identification and Implementation of REDD+ Demonstration Projects
- 4.7. The global architecture for REDD+ is still under development. Thus, the national REDD+ programme needs a strategy to keep up-to-date and informed of these global developments. A flexible plan should be developed which can adapt to REDD+ decisions as and when they are made. Proposed additional outcome 8 titled *Linking global and national REDD+ architecture*.
- 4.8. Wetland management should be covered in the NJP as they are major emitters.
- 4.9. Reference to Non-Timber Forest Products as option out of poverty – NTFPs as contributors to livelihood already exists, it being an option is not true.
- 4.10. A clear action should be pointed out that harmonises forestry and agricultural practices. There should be a directorate that ensures that land use is in conformity with sustainable utilization of natural resources i.e. the use of agroforestry/conservation farming technologies in all agriculture practices. The strategy lies in development of Agricultural-Forestry integration systems being deliberately advocated and put in place country wide down to the local community and farm or individual levels. To implement such a system, a

Law or a form of a Statutory Instrument should be formulated to that effect to execute a programme implementation procedure. Tree seedling nurseries to be established at every local village community level with the Departments of Agriculture, Forestry and Research working together to provide technical support, developing, demonstrating and recommending the best viable options according to the suitability of the local environments (soils, vegetation, water resources), and any improvements measured and quantified.

4.11. Clarity should be sought on whether carbon stored within protected areas is eligible under the REDD+.

4.12 Renewable energy, particularly small hydro-electricity facilities, are important options that can support crop irrigation and provision of energy to local communities. However, the implications of biofuels to REDD+ should be carefully considered.

4.13 Alternative "farming resources and equipment such as tractors" should be specified to refer to commercial farmers because the majority of Zambia's smallholder farmers plough an average of 1-2 hectares and therefore it would not be cost effective for them to use tractors

Theme 5 Management and Coordination

5.1. In areas with strong traditional leadership such as Western Province REDD+ should not only use the Forestry Department but existing traditional structures. Forestry Department is not well represented on the ground. With the move to promote community monitoring, it becomes more important that the traditional systems play a pivotal role in the preparation and implementation of the REDD+ project

5.2. There are contradictions with the way Zambia is managing forests – it is important therefore to highlight the necessity of strong cross sector coordination at level of government ministries

5.3. For the Forestry Department to meet the challenges of implementing REDD+, there is a need to restructure the Forestry Department for it to provide strong leadership for REDD+.

5.4. Zambia should not cut deals under the table in carbon trade. REDD+ benefit-sharing mechanisms must be transparent and understood by local communities.

5.5. NJP suggests that there is no national coordination as it relates to natural resources management. The fact that Environment and Natural Resources Management and Mainstreaming Programme (ENRMMP) is functional is a sign of the Government's effort to provide a coordination mechanism. Therefore, the NJP should not refer to *lack of coordination* but to enhancing and supporting the institutional framework and mechanisms that are enshrined in the mandate of the ENRMMP. There is a need to align various programs in Ministry of Tourism, Environment and Natural Resources with the ENRMMP.

5.6. There is inadequate coordination between ministries and enforcement of legislation – liberal policies have contributed to deforestation i.e. liberality in granting forest/timber concessions are due to lack of enforcement of legislation related to Environment Impact Assessment.

Views on the Technical Committee:

5.7. The Technical Committee is very large. It will therefore be very difficult to meet on a regular basis.

5.8. The ToRs for the Technical Committee are too broad to call it a technical committee. To fulfill all the listed functions it will be important to have traditional leadership and other civil society bodies represented that is not covered by NGOs.

5.9. The Technical Committee should include the Ministry of Science and Technology as a hub of knowledge and expertise in aspects such as GIS

5.10. Civil Society representatives for the Technical Committee should be chosen transparently.

Theme 6 Omissions and factual corrections

6.1. Should refer to existing capacity assessments and capacity building programs to build on what the country has done before.

6.2. Measurement of Soil Carbon Pools is not included in the Measurement Strategy (Annex 7.2). Soil is an important storage of carbon dioxide. Zambia is presently weak in Soil Analytical Laboratories infrastructure and needs to be able to accurately determine parameters for Soil Carbon Sequestration as a means of monitoring positive or negative changes in the soil.

6.3 The NJP should indicate that resident communities also have use rights apart from benefit rights

6.4 No mention of the Policy on National Parks and Wildlife.

6.5 The Agro-Ecological Regions were defined by the National Soil Survey Programme with climatic and other environmental characteristic data collected over a long period (1930s - 1970s and early 80s) Region I is less than 750 mm annual rainfall precipitation NOT 800 mm. Region II (IIa, IIb) rainfall range is 750 to 1000 mm per annum.

Participants list

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2/3/2010

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02.03.2010.