

UN COLLABORATIVE PROGRAMME ON REDUCING EMISSIONS FROM DEFORESTATION AND FOREST DEGRADATION IN DEVELOPING COUNTRIES NATIONAL JOINT PROGRAMME DOCUMENT

COUNTRY – REPUBLIC OF ZAMBIA, PROGRAMME TITLE – UN REDD PROGRAMME – ZAMBIA QUICK START INITIATIVE –

1. Introduction:

The review was guided by both the Terms of Reference and a set of thoughts on REDD enumerated herein as; 1) Addressing REDD is inherently cross-sectoral and will require more deliberate and result led inter-sector coordination and collaboration than in the past 2) the required capacity to conduct carbon stock assessments and manage a national monitoring and verification system needs to be developed 3) An emissions reference scenario as the basis of future performance based systems is critical 4) REDD is based on a system of performance based payments 5) The role of government to develop and preside over a fair sharing of REDD benefits is cardinal 6) A national REDD Programme, should be an essential part of a national sustainable development strategy or programme.

In addition to following the evaluation framework as set in the TOR, the reviewer also made section by section specific observations, comments and suggestions.

Summary of Key Recommendations

The document is generally clearly written and arranged well. However improvements can still be made, particularly in the last three sections under the results framework (Outcomes 4 -6).

- i. The section on National REDD Strategies should develop actions to mitigate identified proximate or underlying causes of deforestation and forest degradation (see Section 3.2 of the review) and this should also be the case for Outcome 4 (see Section 3.3 of the review)
- ii. Some sub-outcomes should be added under the MRV Section (see Section 3.3 of the review) and reference should be made to the recently concluded Integrated Land Use Assessment (ILUA-I).
- iii. Outcome 6 dealing with Establishing a Reference Scenario (REL & RL) should have more specific recommended actions which indicate some level of understanding of Zambia's situation (Section 3.3 of the review). The current statements are rather general and like for MRV, the information from ILUA-I should be used to improve it.
- iv. Under National Coordination, one reading the document should be convinced that an institution executing the daunting task of Inter-Ministerial Coordination (which appears to be the role of ENRMMP) will be appropriately empowered to carry and exercise sufficient political clout to coordinate ministries and help to enforce approved policies (Section 3.4 of the review document). The current placement of the REDD Secretariat or Co-ordination Unit under the Forest Department seems appropriate.
- v. A map of major forest cover types would be a useful addition in the annex and should be read in conjunction with the agro-ecological zones of Zambia
- vi. Links between watershed management and REDD should be strengthened in the document, particularly for Zambia, since water is a strong candidate for payments on a regional scale.

2. Review Sections

2.1 Section: Ownership Criteria

a) Ownership of the NPD by government and non-government stakeholders

- i. As far as the reviewer can tell the Government of Zambia has demonstrated a clear ownership of the process based on the evidence of policy analyses and almost a year of consultations which it presided over. Unfortunately, it is not clear to what level the government participated in the drafting of the document
- ii. The Document is certainly coherent with national development and planning processes since it puts emphasis on community involvement, benefit sharing and capacity building. These principles are well expressed in Zambia's current National Development Plan. These are also the underlying principles to Community Resource Boards and Zambia Community Based Natural Resources Programme and the Natural Resources Consultative Forum
- iii. Based on the involvement of both FAO and UNDP in Zambia, it is prudent to assume that this document reflects the UN's current thinking on the potential of REDD in Zambia. It is also consistent with the International Support Functions that is described in the UN Collaborative Programme on REDD in Developing Countries.
- iv. Co-Financing: The reviewer can only assume that in-kind Co-financing was provided by the Government after signing-off into UN-REDD. It is also clear in the document that a large responsibility in REDD+ Readiness will entail considerable government expenditure.

b) **Level of Consultation, participation and engagement:** It is clear that a number of government institutions, including universities were involved in the consultations. Reference has also been made to a lot of community based donor funded projects, some of which are run by Non-Governmental Organizations. The document has referred to FIPC Rules but it is not clear to what extent they have been applied. All in all, a reasonable amount of consultations were conducted and more will be needed as it progresses to readiness stage.

c) **Programme Effectiveness and Cost Efficiency:** The proposed outcomes of the BJP are all relevant and the Programme Objectives are aligned. While the objective statements could be made 'more objective (SMART) ', forgive the tautology; the structure of the results framework is clear. However, and as you will see in the section by section comments, the sections on, REDD+ Strategies, Setting Reference Scenarios and Monitoring, Verification and Reporting still need to be strengthened. The 3 sections are important in running a successful REDD+ Programme. It is the reviewer's that an improved focus on specifics results (not just more analyses, studies and assessments) will enable a more efficient use of funds.

d) **Management of risks and likelihood of success** – The risk section is rather weakly developed in the relevant section (Paragraphs 139-141). However, it is encouraging that a number of Barriers to Implementing the NJP (paragraphs 102 – 108) and national REDD+ strategy (paragraphs 109-131) have been identified and described. Some of these can be viewed as risks and they should be tackled or monitored during the course on implementation.

Section 3 – Section by section Comments

3.1 Situation Analysis (from page 9)

Paragraph 12, Page 12: The area data on Table 1 should be checked or explained better since it suggests for example, that the total area covered by urban areas is 7 000 ha, an absurd amount while that covered by Semi-evergreen forests at 34,145, 000 ha seems reasonable.

Paragraphs 16 – 19 Consider having communal and private and /or leasehold tenure arrangements with appropriate legal rights to manage forests and receive performance based payments. Such a mixture could enable private sector investments

Natural Resource Management – Paragraphs 23-28

The text suggests that REDD could provide government with the incentive to review energy supply and access policies, but it is not explicitly stated.

Government Structure

The Institutions described include: Provincial Development Coordination Committee, District Development Coordination Committees, Area Development Committees and Traditional Administrations. While these can be supported and strengthened to manage REDD and other development programmes it seems that a High Level Inter-Ministerial Structure is required and equipped with legal powers to oversee land use planning and audit its implementation.

Policy Context

Paragraph 48 cites an interesting policy survey by Chundama (2009) who reported that up to 21 different government policies either accentuated (inadvertently I suppose) or promoted deforestation and forest degradation. Clearly this section should be linked to the drivers of deforestation and degradation and is probably an opportunity to provide a reasoned Position Paper on possible internal CDM type projects for local industry.

Table 2, Page 22.

This table presents an impressive list of policies and / or action plans. What are missing are comments as to whether they are being actively implemented or not. Some, like the 2002 – 2005 Poverty Reduction Strategy Paper may be no longer valid or simply overtaken by events.

Reviewer's Comment Linked to the Policy Context: If REDD was adopted by the government as part of its Low Carbon Development Strategy, then it is conceivable that all new investments in mining and large scale agricultural projects could be given incentives to engage in carbon off-sets as a new way of doing business. Can such a proposal be floated for in-country discussion?

Stakeholder Engagement – Paragraphs 57 – 72. It appears to have been a well orchestrated and well-implemented consultation process and took sufficient time, most of 2009. However, it is not clear if the Ministry of Energy and that in charge of Meteorology. Since wood fuel harvesting is a major driver of deforestation and forest degradation, discussions on current and future energy policies should be given prominence in REDD discussions.

REDD needs to strengthen and complement existing Joint Forest Management Model or Models

Suggestion on Paragraph 70. The main results and findings of the Stakeholder Meeting (Nov 30 to Dec 4th 2009) which discussed among other things the drivers of deforestation and forest degradation) should be included as a key annex to this document.

The review of the Forest Sector Policy appears to have followed a credible consultative process. The Key Principles and Objectives of the Draft Forest Policy of 2009 should be summarized and annexed.

In paragraph 73 Activities relevant to REDD

Joint Forest Management

The links between the current JFM and REDD, and also between the current NFP with REDD should be further articulated. For example JFM could enable the maintenance of a stable forest cover for which REDD payments can be made, provided that sustainable removals are accounted for in the calculation of carbon stocks.

CBNRM Programmes – The paragraph needs to highlight the compatibility of current Wildlife Based CBNRM Programmes and Forest Cover. Also the links between the COMACO and REDD is not clear

While CBNRM can cause population concentrations and put pressure on local resources, this should also be seen as an opportunity to provide services in exchange for sustainable use and environmentally friendly practices and reduce pressure on larger forested areas.

3.2 Strategies, including lessons learned and the Proposed Joint Programme (Page 39. Section 4 of the Document)

Barriers to implementing NFP and National REDD+ Strategy (109 – 131) are well described. However the statement that there is still an incomplete understanding of the drivers of deforestation and forest degradation is startling after months of consultation and documentation of causes.

3.3 Results Framework (Section 5 of Document)

Outcome1 Capacity to manage REDD Readiness+

Output 1.2.1 Should be part of a stakeholder outreach and communication programme. (See next Comment)

Consider moving the entire outcome 1.3 to outcome 2 and rename it; Stakeholder outreach and engagement process. This is also where output 1.2.1 should be housed

Outcome 2 No comments

Outcome 3 National Governance Framework and Institutional Capacities for REDD Implementation

Under output 3.5 on Benefit Sharing, add a paragraph (sub-output); To propose the development of legal provisions to support and regulate benefit sharing arrangements

Outcome 4 National REDD+ Strategies identified

The opening statement suggesting a focus only on community based REDD+ strategies should be modified. This is because policies from the organs of the Central Government far removed from community influence will affect REDD so we should be talking at all scales, not just community-based strategies. In addition, the section is quite tentative and has not attempted to propose any mitigation measures to some of the underlying causes of deforestation that are well known. Instead it proposes further analyses and assessments, some of which should have been done already.

Outcome 5 (MRV Capacity). This section could include result items such as:

- Strategy for re-organizing and equipping a national inventory, GIS and Mapping Unit
- Develop an agreed forest stratification system for Zambia
- Delineation of major forest cover types and identification of areas for achieving REDD
- Decide on a national inventory grid system for both short and long-term monitoring (ILUA-I approach can be modified and easily applied)
- Establishment of a National Carbon Registry

Output 6. Assessment of Reference emission level (REL) and Reference Level (RL)

The reviewer expected a lot more suggestions on the approach based on what the authors of the document already know about Zambia. Instead, the section is quite general and simply refers to the IPCC Guidelines (which is relevant but needs to be grounded on Zambia's realities). It is a key section in terms of Zambia's ability to have a credible carbon accounting system, hence one could reasonably expect a few decisions or suggestions such as:

- How Zambia will assess its historical emissions which is linked to the collection of forest activity data (forest area and forest area changes) and to be practical, Zambia could for example, decide that it is going to limit its assessment of historical emissions to 1990 – 2005 satellite data, to show trends at three 5-year intervals.
- A sampling design could, following a national forest cover strata, be proposed for REL and RL and the same would be recommended for use in the MRV System to enable data and methodological consistency. Again reference to ILUA I, which has done this is missing here.
- For carbon stock measurements, existing Forest Inventory Data could be used provided that the data was collected and the estimates have accepted levels of precision, especially if Zambia chooses to report its emissions at Tier 2 or Tier 3 levels. In fact the document is silent as to whether Zambia will report at Tier 1 or the others.
- In the absence of National Inventory Data of reliable quality, Zambia will have to use default emissions data values from IPCC Tables.

3.4 Management and Coordination Arrangements (Section 6, page 67 of Document)

While it is proper to house the REDD+ Secretariat or Coordination Unit under the Ministry of Tourism, Environment and Natural Resources, the drafting team should explain how a high-level Inter-Ministerial Coordination Committee would work. If the choice is the ENRMMP then it should explain how it will be sufficiently empowered to work and give strong guidance to all relevant government institutions, starting with the proposed Technical Committee.

3.5 Fund management arrangements (Section 7, page 71 of Document) – No comments

