**National Programme Document Revision table**

**Country:** Zambia

1. **Comments relevant to the document (revision and elaboration phase)\***

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| **Comment (s)** | **Source  (Independent technical review, Secretariat review, Policy Board comment)** | **Addressed in  (Page No. and brief description)** |
| 1.1. Links between watershed management and REDD+ should be strengthened in the document, particularly in Zambia since water is a strong candidate for payments on a regional scale. | Technical Report | The following text was added to page 55 paragraph 152:  “In addition, there is insufficient knowledge of the impacts that deforestation and forest degradation of forests have on *inter alia:* local climate; soil quality; water quantity and quality; and local flora and fauna, all of which have significant implications for rural communities’ livelihoods. This lack of knowledge may be remedied by carrying out in-depth studies to quantify the benefits of effective environmental and natural resourcemanagement (e.g. effects of REDD+ activities on watershed function). Development planning tools such as T21[[1]](#footnote-2) will be of critical importance for modeling the complex array of factors, discussed above, predicting effects of certain policies and importantly, avoiding unintended negative consequences of such policies.”  In addition, the following was added to page 41 paragraph 97, relating to alternative livelihood development: “Payment for ecological services should be considered, particularly for watershed management activities.” |
| 1.2. 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. | Technical Report | The following text (highlighted in red) was added to page 22 paragraph 56:  “MEWD (The Ministry of Energy and Water Development) is mindful to conserve forest and manage charcoal and firewood production in a sustainable manner. This is stated in the policy objectives in section 5.2 as follows: “This policy seeks to ensure environmentally sustainable exploitation of the biomass resource by ensuring efficiency through better management and introduction of new technologies i.e. bio fuels and gel fuel”. In 5.2.2.1 (c) the policy aims to promote appropriate alternatives to firewood and reduce its consumption through: i) encouraging the use of kerosene, liquefied petroleum gas and millennium gel as a household fuel; and ii) encouraging the use of alternative fuel for agricultural activities, such as flue-cured tobacco. All shifts in fuel use will be predicated on improvement and efficiency in order to reduce leakage potential. The UN-REDD programme will provide further incentive for government to review energy supply and access policies, and to promote alternative energy solutions.” |
| 1.3. 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. | Technical Report | The following text (highlighted in red) was added to page 23 paragraph 57:  “The key policies, strategies and programmes relevant to REDD+ are summarised in Table 2.All these policies have been implemented to some extent, although it is difficult to quantify the degree of implementation.”  In addition, the description of the PSRP (in Table 2) has been amended to state the following:  “Identifies priority measures in each sector to be implemented in three years with the support of annual national budgets. This is the overall framework for national planning and interventions for development and poverty reduction. This policy was integrated into the FNDP, which is currently under revision to constitute the SNDP (Sixth National Development Plan).” |
| 1.4. 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. | Technical Report | A brief overview of the Draft Forest Policy of 2009 was appended as Annex 4. |
| 1.5. 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. | Technical Report | The following text (highlighted in red) was added to page 30 paragraph 80:  “Currently, a number of activities are directly contributing to reducing rates of deforestation and forest degradation in Zambia, or to indirectly reducing these rates through agricultural or wildlife protection programmes (i.e. Wildlife Based CBNRM Programmes). Lessons can be learned from these activities for the implementation of a National REDD+ Programme.”  And:  **“Community Markets for Conservation** (COMACO) operates mainly in the Eastern Province. It is a natural resource conservation programme that increases household-level food security and income. The programme focuses on areas where chronic poverty and hunger contribute to land and natural resource degradation and it helps to improve human well-being and natural resource management across large rural landscapes. This is achieved through production and diversification of local commodities via extension training, input support, producer group organization, and business planning support. Through its community education programmes, COMACO is well placed to integrate REDD+ principles into CBNRM projects.” |
| 2.1. While the drivers of deforestation and degradation are discussed frankly, a discussion of the relative contribution of the three major drivers – “i) charcoal and wood fuel use (for domestic, commercial and industrial uses); ii) timber production; and iii) unsustainable agricultural methods and land use practices (e.g. intense and frequent forest fires, illegal logging and short return chitemene)” (para 76) – should be provided. | RRP JDP Assessment report | The following paragraph was added to page 38 paragraph 88:  “An assessment of the relative contributions of the principle drivers of deforestation is challenging because a comprehensive assessment has not been conducted to date. The ILUA quotes the relative contributions to deforestation of agricultural expansion, infrastructure development and wood/charcoal harvesting as being 65%, 25% and 5% of the total, respectively. However, it is believed that these figures (which are sourced from outdated literature sources) exaggerate the proportional effect of agricultural expansion. Generally, forest clearing for charcoal and fuel purposes thins and removes forest, and subsequent agricultural development of the area is carried out by further settlers. The financial attractiveness of charcoal production is a strong contributing factor to this process (charcoal burners can earn on average 50% more than the typical rural inhabitant), as is the belief that deforestation and settlement of an area compels the government to degazette the area and allow further settlement. Increasing urban and peri-urban energy demand is likely to increase charcoal prices and the concomitant deforestation in the absence of additional formal energy supply in the form of electricity.” |
| 2.2. Further background on current efforts to improve governance would be helpful – the Anti-Corruption Commission Act and the “country led governance assessment” being carried out with UNDP are presented as indicators of commitments to improving governance. | RRP JDP Assessment report | The following (highlighted in red) was added to page 18 paragraph 40:  “Institutional capacity for forecasting and scenario-building to address prospective issues is currently being expanded through training and an enhanced engagement with civil society. In addition, a legal review of the Anti Corruption Commission Act (ACCA) in order to protect whistle-blowers and bring the ACCA in line with international best practice is underway. The strength of the current governmental drive to improve democratic governance in the country is evident from the establishment of a number of statutory bodies. These have been established to: i) promote human rights (Human Rights Commission); ii) manage the electoral process independently (Electoral Commission of Zambia); iii) review the constitution in a broad-based participatory framework (National Constitution Conference); iv) monitor the policing systems (Police Public Complaints Commission); and iv) accelerate the fight against corruption in public institutions (Anti Corruption Commission). These reforms reflect a commitment to improved governance, and whilst the internal restructuring may cause delays in REDD+ integration, the dedication to multi-stakeholder engagement and decentralisation are likely to enhance the long-term chances of success of REDD+.” |
| 2.3. There is a misinformed reference to EITI in paragraph 60 which attributes it to the World Bank and does not clearly explain how EITI is relevant in the context it is mentioned. | RRP JDP Assessment report | Reference to the World Bank has been removed. The paragraph was revised on page 28 paragraph 65 to read as below:  “*Forestry:* In the forestry sector, the initial designation of forest reserves excluded areas under traditional law, and consequently the local communities within these areas were not considered in the legislation. The regulations for timber concessions require consent from local leaders in the area, but do not require community permission. These policies are currently under review by the Zambian government in consultation with the Extractive Industries Transparency Initiative (EITI), and received good governmental and private sector support due to the focus on dialogue and the multi-stakeholder approach. |
| 3.1. More clarity is needed regarding the level of Government involvement in leading the REDD+ Readiness process in Zambia. The Secretariat recommends incorporating under the coordination for REDD+ section in the document a more detailed description of roles, coordination and consultation mechanisms for the REDD+ process in Zambia. | Secretariat report | The Ministry, through the Forestry Department, initiated a proposal for Zambia to be considered as a pilot for Quick Start activities under the UN-REDD programme. The process started with the introduction of the REDD+ initiative to the stakeholders and then identified issues that needed to be addressed in the process of consultation. The stakeholders that were consulted included civil society, private sector, cooperating partners, government institutions and traditional leaders.  The revised institutional arrangement and the Terms of References for the Technical Committee have been incorporated into the document. |
| 3.2. Risk management section needs to be improved in the document. The Secretariat recommends developing a risk log (or risk registry), identifying and listing all the risks in detail and the results of its analysis and evaluation. In the risk section particular analysis of managing and addressing relevant governance issues should be incorporated, as well as independent MRV with civil society participation. | Secretariat report | A risk log has been added to the NJP as Annex 11. |
| 4.1. Document is written in the negative (1.2). | Validation Meeting | The document aims to provide a realistic and balanced depiction of the issues related to REDD+ in Zambia, and highlights the successes as well as the shortcomings. Response 4.2. below further outlines how the identified barriers to REDD+ will be addressed. |
| 4.2. Barriers to REDD+: none of the barriers appear in the actions (1.3) (i.e. clarify the link between actions and barriers). | Validation Meeting | For each named barrier, the linkages between the barrier and activities are shown in a section entitled “Suggested activities”.  **Livelihoods:** If REDD+ is to be successful on a national scale, this will involve the provision of alternative livelihoods and income earning opportunities for hundreds of thousands of people.  **Addressed in page 48 paragraph 117:** Suggested actions: The actions for this barrier are listed under Output 4.2. *Candidate activities for REDD+ identified.* Activity 4.2.3 identifies evidence-based alternative livelihood options under REDD+. This activity is also reinforced by Activity 3.5.1 through 3.5.4 related to the approval of a benefit sharing framework under REDD+.  **Poverty**: If poverty and the associated activities of rural communities that impact on forests are not addressed, National REDD+ is likely to fail. Consequently, the REDD+ benefit distribution system will need to take into account the rural poor and create a social security safety net.  **Addressed in page 48 paragraph 120:** Suggested activities: Output 4.2 (Candidate activities for REDD+ identified) comprises the development of evidence-based alternative livelihood options under REDD+, and Activities 3.5.1 through 3.5.4 detail the approval of a benefit sharing framework to ensure that there is constant delivery.  **Lack of forest management plans:** the Forestry Department generally lacks the capacity and infrastructure to fully implement those plans that have been formulated, rendering the utility of additional management plans extremely low.  **Addressed in page 49 paragraph 122:** *Suggested activities:* The NJP will enhance the capacity of REDD+ coordination and management bodies to address identified infrastructure requirements, and will recommend amendments to legislation and policies where necessary:   1. Activity 1.1.2 in which institutional capacity building needs for national implementing partners and for coordination mechanisms in executing REDD+ Readiness process are addressed. 2. Activities 3.1.1 through 3.1.3 will ensure that the institutional capacity to implement REDD+ is developed. 3. Output 3.3 provides a framework for addressing the shortcomings or potential perverse incentives in current legislation.   **Social and cultural norms**: For example, i) many people may not adopt new cooking methods as it is believed that some types of food are cooked better over charcoal (e.g. beans); and ii) certain farming methods (e.g. *chitemene*) are part of cultural norms and practices.  **Addressed in page 49 paragraph 124:** REDD+ will not change social and cultural norms over the medium term. However, Activity 1.3.1 *Develop a REDD+ communication strategy in Zambia* and Activity 3.2.1 through 3.2.3 based on Output 3.2 will address the changes in perceptions through reinforcing on-going national activities such as agriculture and forestry extension activities.  **Governance**: Inadequate participatory forest management systems, including benefit-sharing mechanisms, may lead to conflicts that may hinder the implementation of REDD+.  Addressed in page 49 paragraph 126: The primary activities of relevance to this barrier are Activities 3.1.1 through 3.3.6 on strengthening the national governance framework and institutional capacity of REDD+. Additional actions for this barrier are:   1. Activities 1.1.1 and 1.1.2 on establishing and operationalization of an institutional arrangements including capacity enhancement. 2. Integrate REDD+ readiness process into the national CC Response strategy. 3. Develop a REDD+ communication and advocacy strategy in Zambia. 4. Activity 4.2.3, which identifies evidence-based alternative livelihood options, and Activities 3.5.1 through 3.5.4 which relate to the development and approval of a benefit sharing framework.   **Policy and legislation**: It is largely unknown to what extent existing legislation supports REDD+ implementation. Furthermore, current policies and legislation are not implemented and enforced effectively e.g. Environmental Impact Assessments through the ECZ should be curbing deforestation impacts that are occurring due to mining. An additional policy and legislation barrier that could undermine selected REDD+ strategies is the **lack of capacity for strategy, policy and legislation implementation**.  **Addressed in page 52 paragraph 129:** Suggested activities: The strengthening of the existing legislative framework to facilitate REDD+ implementation is dealt with in Activities 3.3.1 through 3.3.6. More specifically, actions will entail reviewing existing legislation in terms of its applicability to REDD+ (3.3.1), and identifying aspects of the legislative framework that require strengthening (3.3.2). Lack of institutional capacity is addressed through activities in Output 1 (*Capacity to manage REDD+ Readiness strengthened*), as well as Activities 3.4.1 through 3.5.4. The lack of capacity for strategy, policy and legislation implementation is addressed through Activities 1.1.1 – 1.4.2 and Activities 3.4.1 – 3.5.4.  **Land tenure**: In Zambia, land is the powerbase of traditional leaders and it will be very difficult to change land tenure without major social infractions. Additionally, government and traditional leaders often do not share the same agenda with regard to land use and control and this may pose a barrier to National REDD+.  Addressed in page 53 paragraph 136: *:* The issues related to land tenure are addressed through the following activities:   1. Activities 1.1.1 and 1.1.2 on establishing and operationalization of institutional arrangements including capacity enhancement. 2. Activities under Output 3.3 (Strengthening legislative framework for REDD+ implementation), particularly Activity 3.3.2 which assesses carbon ownership rights. 3. Under different land tenure systems, and Activity 3.3.5, this assesses land tenure systems and proposes changes to national legislation in this regard. 4. Activities 3.5.1 through 3.5.4 related to the approval of a benefit sharing framework under REDD+.   **Land use planning**: Additional to the issue of land tenure, is the current lack of effective land-use planning which is likely to impact on National REDD+. For example, land uses such as tobacco farming and *Jatropha curcas* oil production may pose a threat to National REDD+.  **Addressed in page 53 paragraph 138:** Activities addressing issues related to land use planning include:   1. Activities 3.1.1 through 3.3.6 on strengthening the national governance framework and institutional capacity of REDD+, particularly Activity 3.2.3 where REDD+ is introduced into District Development Planning. 2. Activities 1.1.1 and 1.1.2 on establishing and operationalization of an institutional arrangements including capacity enhancement. 3. Activity 1.2.1 which integrates REDD+ readiness process into the national CC Response strategy. 4. Activity 1.3.1 which develops a REDD+ communication and advocacy strategy in Zambia.   **Information and Monitoring**: At present there is a lack of data coordination within and between key institutions that will participate in REDD+. For example, there is no generally accepted data storing technique or data sharing agreements between government departments and ministries. To date, few studies have been undertaken that can be used to establish the baseline scenario of forest cover and carbon stocks in Zambia. There is thus limited data to work with and limited ability to develop forecast trends. In order to successfully implement monitoring processes for REDD+, cooperation between experts and strengthening of scientific capabilities must be carried out. Capacity building through investment in training in the relevant skills will place Zambia in an important role as a resource centre for imparting training to other African countries in models and methodologies relating to forest carbon accounting under REDD+.  **Addressed in page 53 paragraph 143:** In order to overcome the abovementioned barriers, the NJP will undertake extensive reviews and collation of existing information and monitoring capacities. This will form the basis for further studies, modelling and the development of forecasts. Furthermore, it will provide guidance for the establishment of a data management system. The terms of reference for the CCFU will include a mandate for data storage and sharing related to REDD+ activities. Specific activities of relevance to this barrier include:   1. Activities 3.1.1 through 3.3.6 on strengthening the national governance framework and institutional capacity of REDD+. 2. Activities 1.1.1 and 1.1.2 on establishing and operationalization of an institutional arrangements including capacity enhancement. 3. Activity 1.2.1 on integration of REDD+ readiness process into the national CC Response strategy. 4. Activity 1.3.1 on developing a REDD+ communication and advocacy strategy in Zambia. 5. Activities 5.1.1 through 5.2.5 will develop national MRV capacity. 6. Activities 6.1.1 through 6.2.7 will assist in the establishment of baseline estimates of forest cover and carbon stocks.   The terms of reference for the CCFU will include data storage and sharing related to REDD+.  **Infrastructure/transport**: Forest officials often have inadequate transport (e.g. bicycles for covering hundreds of kilometers of poorly maintained roads, with dangers such as elephants and lions) and thus are not able to access all areas of the forests they are charged with protecting.  **Addressed in page 54 paragraph 145:** The NJP will enhance the capacity of REDD+ coordination and management bodies to address identified infrastructure requirements. Specifically, the following activities address infrastructural shortcomings:   1. Activity 1.1.2 in which institutional capacity building needs for national implementing partners and for coordination mechanisms in executing REDD+ Readiness process are addressed. 2. Activities 3.1.1 through 3.1.3 will ensure that the institutional capacity to implement REDD+ is developed.   **Capacity to manage and implement National REDD+ Readiness:** Existing policies and legislation which can play a role in National REDD+ are not being adequately enforced. For example, PAs are presently undergoing considerable deforestation and forest degradation according to some stakeholders. Capacity within NGOs and CBOs is not currently sufficient for the implementation of REDD+ activities. Yet, these types of organisations will likely play a critical role in REDD+ activities such as providing capacity building in livelihood changes. Many persons involved in technical vocations applicable to REDD+ may also require significant **technical capacity building**.  **Addressed in page 54 paragraph 149**: Capacity barriers for the REDD+ Readiness process are addressed through the following activities:   1. Activities 1.1.1 and 1.1.2 on establishing and operationalization of an institutional arrangements including capacity enhancement. 2. Activities 3.1.1 through 3.3.6 on strengthening the national governance framework and institutional capacity of REDD+. 3. Activities 2.1.1 through 2.2.2 on establishing broad-based stakeholder support for REDD+ address the issues of NGO/CBO capacity shortfalls. 4. Activities 5.1.1 through 5.2.5 on strengthening MRV capacity. 5. Activity 1.3.1 related to development of a REDD+ communication and advocacy strategy in Zambia.   **Complexity of drivers of deforestation and forest degradation**: The successful implementation of National REDD+ will depend on the effective tackling of the drivers of deforestation and forest degradation. However, currently, there is an incomplete understanding of the drivers of deforestation and forest degradation as well as conflicting reports and different recommendations on how to deal with them.  **Addressed in page 153 paragraph 153:** Activities 4.1.1 and 4.1.2 identify drivers of deforestation and forest degradation, and identify relevant bodies within governmental and non-governmental structures for addressing these issues. The potential effects of policy changes are addressed in Output 3.3 (*Legislative framework to facilitate implementation of REDD+ strengthened*). |
| 4.3. Add anthropogenic wildfires as a root cause of deforestation (2.1). | Validation Meeting | This will be addressed once the assessment under Activities 4.1.1 and 4.1.2 is undertaken and the extent of wildfire-induced deforestation is known. |
| 4.4. Discussion on natural resource management biased to protected areas (2.4). | Validation Meeting | Page17 paragraphs 32 and 33 were added as an overview of traditional natural resource management: “Natural resource management under traditional systems varies across the ethnic groups in Zambia. The Lozi of Western Zambia have a highly structured traditional management system, with village level traditional minsters (“Indunas”) tasked with natural resource management. Prohibitions are enforced in a different manner from that of national government, but are generally still highly effective.  Other areas do not have such a structured traditional natural resource management system, with varying effects. In general, traditional management techniques have been unable to cope with demographic pressures and economic pressures, or have changed under their influence. This has contributed in part to the accelerated rate of natural resource use on customary land. REDD+ should integrate well with traditional authorities and management techniques as a result of its participatory development process.” |
| 4.5. Should not limit to Deforestation and forest degradation related to shifting cultivation but the general expansion of cultivated lands (2.5). | Validation Meeting | The following text “shifting cultivation” has been changed to read “expansion of cultivated lands or agriculture, including shifting cultivation” wherever it occurs in the document. |
| 4.6. Lack of forest management plans should be highlighted as a challenge for implementing REDD+ (3.2). | Validation Meeting | This is currently included under Lessons learned, page 44 paragraph 104. In addition the following text has been added to page 48 paragraph 121: “Although Zambia has several generations of legislation governing forestry, there is a distinct lack of forest management plans for both protected forest and forests on customary land. In addition, the Forestry Department generally lacks the capacity and infrastructure to fully implement those plans that have been formulated, rendering the utility of additional management plans extremely low”. |
| 4.7. Outcomes of COP 15 need to be included, including the Accord and the REDD+ decisions from working groups. How the principles and safeguards will be transformed into meaningful action (4.1). | Validation Meeting | A monitoring tool for ensuring the adherence to the principles and safeguards will be developed under Output 3.2.3. See also the response to comment B) 2.1 in comments relevant to the Inception and Implementation Phase below. |
| 4.8. There should be concrete steps to arrive at an output (all to review their parts of the results framework). | Validation Meeting | Added the activity 3.5.5 (“Develop criteria and guidelines for sharing benefits under the REDD+ mechanism.”) to Output 3.5. All activities will be further concretised in the Annual Work Plans.  UNEP responsible Outputs:  4.1 Drivers of deforestation and land degradation assessed.  4.2 Candidate activities for REDD+ identified.  1.3 Communication and advocacy strategy (as input in overall climate change strategy developed and implemented.  If a more tangible output is needed, output 4.1 and 4.2 could be incorporated under “Candidate activities for REDD+ identified”. The assessment of drivers can be considered a step to identify the activities. The communication strategy is tangible enough as is. |
| 4.9. Final composition of the Technical Committee (5.7-5.10 varying recommendations). | Validation Meeting | The final composition of the Technical Committee will remain small but representative. This committee will provide a forum for consensus building in the national approach to REDD+. Most of the work dealing with various thematic issues in the development of the National Strategy to reduce deforestation will be performed by the Thematic Groups, which will have a number of representatives (including individual experts) from key institutions in a particular thematic area and will generate required outputs in detail. The role of the Technical Committee will be to advise and review the various initiatives or reports and make recommendations to the REDD+ Coordinating Unit and to the steering committee, especially on policy issues. The composition of the Technical Committee has been finalized, and is described in Annex 9 of the NJP (page 127). |
| 4.10. Should refer to existing capacity assessments and capacity building programme to build on what the country has done before (6.1). | Validation Meeting | MTENR conducted the Capacity Assessment under the ENRMMP and the results of the study will provide guidance regarding implementation of various initiatives in the Ministry including the UN-REDD Programme. Therefore, in developing strategies for capacity developing, the findings of this study will be consulted to avoid duplication and enhance utilization of funds. |
| 4.11. Mention Policy on National Parks and Wildlife (6.4) | Validation Meeting | The following text pertaining to the Policy on National Parks and Wildlife has been added to Table 2 (page 23). This policy intends to conserve ecosystems, and to protect wildlife against illegal use. This entails numerous activities including *inter alia*: research; input into development and tourism; drafting of regulations; setting of standards and public relations. |
| 4.12. The agro-ecological regions definition (6.5 factual correction). | Validation Meeting | The following text has been substituted for the original text in page 14 paragraph 15: “Zambia is divided into three agro-ecological regions (AERs), which differ according to rainfall and soil quality (see Figure 2). The regions are discussed in some detail below:  *Agro-ecological Region I* (12% of the total land area) is situated in the southern part of the country, in the Southern Province and parts of the Eastern and Western Provinces. AER I receives on average less than 750 mm of rain annually. It consists of loamy to clayey soils on the valley floors, and coarse to fine loamy shallow soils on the Zambezi river escarpment. The population of this region is about 2.5 million. The region is suitable for production of drought resistant crops like cotton, sesame, sorghum and millet and has potential for production of irrigated crops, like winter maize. This region is also suitable for extensive cattle production and has limited potential for cassava cultivation. The valley part of the region is low altitude and is consequently hot and humid. The presence of tsetse flies in this region renders it unsuitable for cattle rearing, and the region generally has little forest cover.  *Agro-ecological Region II* (42% of the total land area) covers the central part of the country, extending from the east through to the west. It is the most populous region with over 4 million inhabitants and has the greatest agricultural potential. The region receives between 750 and 1000 mm of rainfall annually, which is evenly distributed throughout the crop growing season. Forest cover in this region is primarily deciduous forests consisting of mopane woodlands, munga and kalahari woodlands and *Baikiaea* forests. Region II is subdivided into two separate AERs. Region IIa covers the fertile plateau of the Central, Lusaka, Southern and Eastern provinces. Permanent settled systems of agriculture are practiced. A variety of crops are grown in this region, including maize, cotton, tobacco, sunflowers, soya, irrigated wheat and groundnuts. The area is also highly suitable for flowers, paprika and vegetable production. Region IIb covers much of the northern part of Western province and has generally sandy soils. It is suitable for production of cashew nuts, rice, cassava and millet, including vegetable and timber production. The region is also highly suitable for beef, dairy and poultry production.  *Agro-ecological Region III* (46% of the total land area)spans the northern part of the country and has a population of over 3.5 million. It receives over 1000 mm of rainfall annually. As a result, the soils within this region are highly leached and acidic (with the exception of the Copperbelt province). Forest cover in this region is primarily semi-evergreen forests consisting of miombo woodlands. The miombo woodland covers approximately 60% of Zambia’s total surface area and thus is the most important vegetation type in terms of carbon storage. Region III is generally suited to the production of millet, cassava, sorghum, beans and groundnuts. Coffee, sugarcane, rice and pineapples are also grown in the area. |
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| 1. **Comments relevant to the inception and implementation phase\*** |  |  |
| **Comment (s)** | **Source (Independent technical review, Secretariat review, Policy Board comment)** | **Means of addressing in (Page No. and brief description)** |
| 2.1. The JPDs for Bolivia and Zambia discuss carbon MRV but do not consider a system for monitoring other benefits and impacts. | RRP JDP Assessment report | The monitoring framework of the NJP was not finalized at the time of the submission, and will be developed further. It will for example include indicators for civil society engagement. For monitoring the wider impacts, the following activity has been added to page 60 under Output 3.2, section 5 ‘Results Framework’ :“3.2.3 Develop a monitoring framework for key governance factors and social and environmental impacts pertinent to REDD+ implementation.”  Furthermore, the following paragraphs have been added under Output 3.2: “A monitoring framework will be developed to monitor the impacts of the REDD+ process beyond the immediate UN-REDD Programme activities. The framework will particularly respond to the need to monitor and report on the safeguards of the international REDD+ mechanism, which is expected to include transparent and effective national governance structures, stakeholder participation, conservation of natural forests and biodiversity and other social and environmental benefits.The monitoring framework will, to the extent possible, rely on the existing country-led frameworks, including the monitoring framework of the Sixth National Development Plan, the Governance Secretariat governance survey and M&E framework, Afrobarometer and the African Peer Review Mechanism. A participatory review and verification of the monitoring framework will be built into the stakeholder engagement process.”  The following has been added to the ToR in Annex 9 for the M&E Officer in the REDD+ Coordination Unit: “Leading the development of the monitoring framework to monitor the wider governance, social and environmental impacts and benefits of the REDD+ process.” The MRV methodology includes the component of national forest monitoring, which includes the monitoring of other benefits and impacts. There is a clear information flow between the ILUA and UN-REDD MRV in order to set-up a sustainable system for monitoring GHG emissions (activity data, emission factors and consequently carbon stock (changes)) and also other benefits and impacts. The complementarity of both programmes, namely ILUA and UN-REDD is clearly indicated. |
| 2.2. The need for cooperation between enforcement and forestry agencies is listed as a potential REDD-relevant activity as a bullet in paragraph 73. However, it is clear that legal and policy reforms must be implemented as well. There is no mention of regional enforcement or the Lusaka agreement. | RRP JDP Assessment report | Legal and policy reforms are discussed elsewhere in the document, specifically Output 3.3 on page 60: “Legislative framework to facilitate implementation of REDD+ strengthened.” The following text (highlighted in red) was added to page 34, paragraph 80:“*Forestry-police collaborations*. Previous collaborative programmes (such as workshops that have been held) could be built on and the lessons learned could be applied to REDD+. Synergies with the law enforcement sector will need to be sought for the effective implementation of National REDD+, in order to address current shortcomings in the implementation of community forestry and in the enforcement of legislation (see paragraph 128). In particular, cross-border coordination of the wood trade and enforcement of logging legislation needs attention and action from both law enforcers and REDD+ practitioners. This process can be assisted by the Lusaka Agreement[[2]](#footnote-3) Task Force of which Zambia is a Party State.” |
| 2.3. Overall, while the importance of the participation of key stakeholders, and local communities and leadership in particular, is mentioned repeatedly throughout the document (especially with regards to natural resource management), there is very little detail presented about the how this will be done during the implementation of the NJP. Specifically, how stakeholder feedback will inform the design of the MRV and benefit-sharing systems, for example, and the overall REDD+ strategy, and what the roles and responsibilities of civil society will be in ongoing monitoring , reporting, and review processes. The discussion of the MRV system in the JPD is focused entirely on the technical details of designing an MRV system for forest cover and carbon, and does not explicitly describe a role for NGOs or local communities. | RRP JDP Assessment report | UN REDD through FAO will help the countries to set up the national monitoring system, while communities are active at the local (sub-national) level with REDD+ activities. The national system implementation is a centralized process, and is interlinked with the sub-national activities. Through stakeholder workshops, feedback is foreseen from the communities into the national implementation plan. The MRV implementation of REDD+ will eventually lead to a benefit-sharing system at national level. So far, no decision/indications are given as to how the national benefit-sharing system will be applied to sub-national initiatives. Therefore the precise role of NGOs, except for the component ‘raising of awareness’, cannot yet be described explicitly. |
| 2.4. The programme Monitoring, Evaluation and Reporting framework (Table 8, p. 74) includes implementation of legal reforms as something to be monitored, but does not provide detail on how information on indicators will be collected, assessed and verified, and who will have responsibility for doing this. | RRP JDP Assessment report | Please see the response to comment B) 2.1. |
| 2.5. There is no discussion of a system for independent monitoring involving civil society and other stakeholders and enabling feedback of findings to improve REDD implementation. | RRP JDP Assessment report | Please see the response to comment B) 2.1. |
| 3.1.Given that there are no other multilateral REDD+ readiness programs in place in Zambia, the Secretariat recommends further analysis of potential contributions to the programme from the private sector and bilateral cooperation, looking to support any funding gaps. | Secretariat report | The following text (highlighted in red) was added to page 30 paragraph 79 (Activities of Relevance to REDD+):  “The long-term efforts of the bilateral donors active in the Environment and Natural Resources Sector are recognized. Further collaboration is sought in aligning the REDD+ Readiness process with the government and donor supported programmes. MTENR’s Environment and Natural Resources Management and Mainstreaming Programme is foreseen to support REDD+ Readiness through institutional capacity building of the MTENR and potentially through relevant projects under the Interim Environmental Fund. Technical assistance will be sought from relevant programmes like the FAO’s Forest Law Enforcement, Governance and Trade Programme (ACP-FLEGT). With the support from the global UN-REDD Programme, Zambia will follow donor contributions relating to climate change and REDD+ and tap into the additional financing opportunities through bilateral agreements or international funding mechanisms. Furthermore, the UN-REDD programme will support engagement with private sector and non-governmental organizations interested in investing in REDD+ Readiness. In particular, additional investments are sought for field-level initiatives which are not within the scope of the UN-REDD Programme.” |
| 3.2. Clarification of the complementariness with existing institutions and projects that collect and use land-use data. | Secretariat report | Duplication of national efforts is to be limited by harmonization with ongoing initiatives.  FAO/UN REDD has signed a collaboration agreement with INPE (Brazilian Institute for Space Research), and this will allow UN REDD countries including Zambia to develop monitoring systems that could be used to reward REDD+ actions in countries.  The main reference for the development of the Operational Land Monitoring System is the operational satellite monitoring system (PRODES+DETER+DEGRAD) developed by INPE for the Brazilian Amazon region. Capacity building will also be provided to UN REDD countries including Zambia for these systems and technologies.  ILUA-UN-REDD FAO will have strong linkages, since ILUA is the backbone of the MRV system. FAO/UN REDD has also some collaboration with international institutions which will provide technical expertise as well as providing data (e.g. satellite imageries).  ILUA focuses on the aspect of emission factors in the MRV approach and is thus a clear part of the MRV-system. Coordination is foreseen in order to match the requirements of the other MRV elements (satellite monitoring system for the activity data and the GHG reporting). While the UN-REDD focuses on the overall MRV implementation, the ILUA assessment for emission factors data should fit into the framework of UN-REDD goals and set-up in order to allow the use of the ILUA data into the MRV. |
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| 3.3. Consideration of cross-border coordination and enforcement regarding illegal logging (Lusaka agreement). | Secretariat report | Please see response to comment B) 2.2. |
| 3.4. The inclusion of indicators for civil society engagement in implementation of the NP. | Secretariat report | Please see response to comment B) 2.1. |
| 3.5. Linkages with national programmes and the NAMAs. | Secretariat report | With regards to this comment the National REDD strategy will find synergies where possible between the adoption of National Appropriate Mitigation Actions and measures that contribute to the reduction of deforestation. |
| 4.1. 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 (1.7). | Validation Meeting | Funding available for the NJP is not sufficient for implementing pilot projects. Field level implementation will be appropriate when the Readiness steps outlined in the NJP are underway or complete. Also, civil society organizations have cautioned that channeling money to REDD+ where the necessary governance and legislative readiness has not yet been secured may result in negative social and environmental outcomes overall (civil society and indigenous peoples’ statement on Paris-Oslo process – Monday 12th April).  Nevertheless the importance of demonstrating REDD+ concepts in the field is recognized and demonstration projects by other actors are encouraged when they link to the national REDD+ strategy. For feeding field level experiences into the national REDD+ strategy the NJP relies on information from other stakeholders implementing REDD+ relevant activities. Recognizing the importance of the stakeholder engagement process the relevant section of the document is revised accordingly (Results Framework page 55): **“**Output 2.1: Stakeholders engagement process functioning. REDD+ requires commitment and involvement from affected stakeholders and it is therefore necessary to develop a stakeholder engagement framework. A key element of this framework is to promote a continuous and proactive engagement process within REDD+ in Zambia. This output will establish an information sharing and coordination platform between the National REDD+ process and the relevant initiatives undertaken by NGOs, the private sector and bilateral partners. The stakeholders’ advisory group will ensure that the experiences from the field are fed into the national REDD+ strategy and that sub-national REDD+ demonstration activities are in line with the general national REDD+ framework and development of the MRV system. This output will also support the outreach to wider stakeholders through existing mechanisms such as Sector Advisory Groups, the House of Chiefs, Provincial and District Development Coordinating Committees and community based groups.  The activities are:  2.1.1 Review existing stakeholder engagement process and make recommendations for an improved engagement process. This will include potential future stakeholders as well as stakeholders presently involved in initiatives relevant to REDD+.  Sub-activities include: Establish a REDD+ stakeholders’ advisory group. Develop criteria for selecting key stakeholders to the group. Develop the ToRs of the group including a regular schedule of meetings and other information sharing mechanisms. Develop guidelines and a framework for engaging with stakeholders at all levels: national, provincial, district and community-level. Provide necessary support and resources for the implementation of the engagement process. Support capacity and provide information and advice for stakeholder representatives to engage and contribute to the development of REDD+ in Zambia.  2.1.2 Strengthen existing platforms for discussing REDD+ issues within the context of government’s policy setting process.” |
| 4.2. Implementation of REDD+ should not be linked to land ownership (bring out the differing views on land ownership in the NJP and outline the draft Land Policy) (2.6; 2.7; 2.8; 3.4). | Validation Meeting | The following text on the Draft Land Policy has been added to Table 2: “This policy includes a number of relevant clauses including: “Introduce group land rights to allow for registration of village, family and clan land as well as co-operatives” and “Introduce measures to encourage leasing of land by foreign investors and residents in line with the Citizenship Economic Empowerment Act”. These kinds of clauses are supportive of REDD+ implementation – as long as this land policy is translated into legislation.”  Cognisance is taken of this critique of REDD+ implementation, and consequently review and revision of land tenure is a central issue in the NJP Results Framework (Activities 3.3.2, 3.3.3 and 3.3.5 are of particular relevance). In addition, the following was added to the “Land tenure” section of the Barriers to Implementing the National REDD Strategy (pg 49 paragraph 123): “Certain stipulations of the Draft Land Policy of 2006, which has yet to be signed into law, would go some way towards mitigating the more pressing issues regarding land tenure. Specifically, measures under (a) of group rights to ownership of Customary Tenure and (b) in terms of foreign ownership of land under Leasehold Tenure are supportive of REDD+ implementation.”  Additionally, please see box 1 page 52. |
| 4.3. Harmonisation of legislation for REDD+ needs further emphasis (3.3). | Validation Meeting | An additional US$ 75.000 has been shifted from Output 3.2 to Output 3.3 in response to this comment. For additional technical and financial inputs, collaboration will be sought with other relevant initiatives like the EU-supported Forest Law enforcement, Governance and Trade (FLEGT). Modeling of potential effects of legislation changes can be carried out through development of a national T21[[3]](#footnote-4) model.  The activity “Strengthen existing platforms for discussing REDD+ issues within the context of government’s policy setting process” has been transferred from Output 3.2 to Output 2.1 where adequate resources are allocated for this activity. |
| 4.4. Outcome 5 should include a section on community monitoring (4.4). | Validation Meeting | Please refer to comment B) 2.1. |
| 4.5. Proposed additional outcome identification and implementation of REDD+ demonstration projects (potential contributions to the programme from the private sector and bilateral cooperation) (4.6). | Validation Meeting | Please see response to comment B) 4.1. |
| 4.6. A flexible plan should be developed which can adapt to international REDD+ decisions as and when they are made. Proposed additional outcome linking global and national REDD+ architecture (4.7). | Validation Meeting | The UN-REDD Programme has been established in response to Decision 2/CP.13 of the UNFCCC COP13 in Bali made by developing countries. This decision encourages Parties to explore a range of actions, identify options and undertake efforts to address the drivers of deforestation. It also encourages all Parties in a position to do so, to support capacity-building, provide technical assistance, facilitate the transfer of technology and address the institutional needs of developing countries to estimate and reduce emissions from deforestation and degradation. Furthermore, it lays out a process under the Subsidiary Body for Scientific and Technological Affairs (SBSTA) to address the methodological issues related to REDD+ emissions reporting. Since the UN-REDD Programme has been established in response to a UNFCCC decision it is subject to the Convention decisions. This is particularly highlighted in the [Quickstart Action](http://www.un-redd.org/LinkClick.aspx?fileticket=6vddWakeXk8%3d&tabid=587&language=en-US), the first founding document of the UN-REDD Programme. |
| 4.7. In areas with strong traditional leadership such as Western Province REDD+ should not only use the Forestry Department but existing traditional structures. (5.1). | Validation Meeting | The REDD+ Programme is based on a participatory approach, and will make use of traditional and functioning extant structures in such areas. Through the consensus-building process, issues will be identified in each area and dealt with according to the situation. Local communities know and will define their approach to development and the REDD+ Programme will follow that. Approaches in each area will differ depending on set up and traditional norms. |
| 4.8. For Forestry Department to meet the challenges of implementing REDD+ there is a need to restructure Forestry Department (5.3). | Validation Meeting | The Government is currently reviewing the Forestry Policy and amendments to the Forests Act No. 7 of 1999 and one of the outputs of the process will be the Restructuring of the Forestry Department, especially strengthening lower level management. |
| 4.9. There is a need to align various programs in tourism, environment and natural resources with the ENRMMP. | Validation Meeting | ENRMMP is the umbrella programme in the Ministry of Tourism, Environment and Natural Resources which is providing a platform for integrated approach to environment and natural resource management in Zambia. Programmes being implemented in the ministry are being harmonised to ensure coordinated approach to environment and natural resource management. Also, this will avoid duplication of efforts. The use of the Joint Steering Committee and a multi-sectoral Technical Committee for the REDD+ Programme is one such harmonisation. |
| 4.10. Measurement of soil carbon pools is not included in the measurement strategy (6.2). | Validation Meeting | To obtain country specific estimates of the emission factors for Zambia and to respond to the UNFCCC completeness reporting principle it is primarily necessary to develop a national forest inventory (ILUA) measurement protocol that will provide estimates for the five IPCC carbon pools (aboveground biomass, belowground biomass, dead wood, litter and soil organic matter). The carbon stock change estimates that a country will have to submit through its GHGs Inventory will also have to consider all the possible transfers between pools. It is important to note that in theory countries following IPCC indication may not report on certain carbon pools, but this may only occur if countries are able to demonstrate that there are no emissions originating from these pools. In the case of deforestation and degradation it will be impossible to apply this approach as emissions are originating from all the carbon pools.  In case Zambia decides to include the reporting on soil carbon, the measurement of the soil carbon pools will be based on the IPCC AR4 guidelines. It is important to note that in a REDD+ context, not reporting data on soil carbon does not mean ‘not overestimating the emissions’, but rather ‘not overestimating the reduction of emissions’. In practice, if soil is not accounted for, it is very likely that the total emissions from deforestation will be underestimated in both periods. However, assuming the same emission factor (EF) in the two periods for the most disaggregated reported level (e.g. a forest type converted to cropland) and provided that the area deforested is reduced from the reference to the assessment period, the reduced emissions will also be underestimated. In other words, although neglecting soil carbon will result in a REDD+ estimate which is not complete, this estimate will be conservative. However, this assumption of conservative omission of a pool is no longer valid if, for a given forest conversion type, the area deforested is increased from the reference to the assessment period (Grassi et al. 2008).  Hence, before Zambia will be allowed to not report certain carbon pools under the expected REDD+ mechanism, future methodological guidance from the IPCC for estimating emissions in an REDD+ context will be necessary. In the meantime, Zambia may consider the use of a model that could be used consistently and may provide estimates with associated uncertainties. The Yasso model will be used to estimate the soil carbon.  For the soil carbon pool – SOC, it is suggested that this be inferred from soil profiles in the temporary plots of the ILUA and measured in the permanent ILUA plots that will be set up during this second stage of the NFI. Subsequently, Zambia would be able to develop a relationship for each stratum of the soil profiles and actual soil carbon analysis. Additionally, it is proposed to use a soil model called ‘Yasso’ developed by the Finnish Environment Institute (SYKE). This model is a dynamic model that can be used to calculate the amount of soil carbon, changes in soil carbon and heterotrophic soil respiration. Applications include land use and climate change effects on soil carbon and greenhouse gas inventories.  Additionally, it is suggested to measure wood density for tree species where little to no data is available. This will be done using the method and guidelines that have already specifically been developed for these purposes. |

\*As per the recommendation of the UN-REDD Programme Policy Board comments from the Secretariat, independent technical review, and Policy Board will be presented in two categories a) comments to be resolved in the document (revision and elaboration phase); and b) comments relevant to the inception and implementation phase.

1. see [www.threshold21.com](http://www.threshold21.com) [↑](#footnote-ref-2)
2. The Lusaka agreement facilitates the enforcement of operations directed at illegal trade in wild fauna and flora. [↑](#footnote-ref-3)
3. See http://www.millenniuminstitute.net/integrated\_planning/tools/T21/ [↑](#footnote-ref-4)