

Report on the UN-REDD Mission to Zambia 28-29th September 2009

UN-REDD PROGRAMME

06 November 2009



1. Background

The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD) is a partnership between FAO, UNDP and UNEP. The aim of the UN-REDD is to generate the requisite transfer flow of resources to significantly reduce global emissions from deforestation and forest degradation. The goal is to assess whether carefully structured payment structures and capacity support can create the incentives to ensure actual, lasting, achievable, reliable and measurable emission reductions while maintaining and improving the other ecosystem services that forests usually provide. The purpose of the initial phase of the UN-REDD Programme is to support nine pilot countries to become ready for REDD. This phase is referred to as “REDD Readiness”.

At the request of the Government of Zambia, a joint mission of FAO, UNDP and UNEP representatives visited Lusaka in May 2009. Working with the Ministry of Tourism, Environment and Natural Resources (MTENR), the mission provided key inputs to further the planning of REDD-related efforts in Zambia. The primary objective of the mission was to reach an agreement on the REDD Readiness process in Zambia among concerned stakeholders, lay the foundation for supporting Zambia’s REDD Readiness, and prepare a REDD Readiness work plan for 2009.

In September 2009, an international consultant (Anthony Mills) was recruited to support the government in developing the National Joint Programme (NJP) on UN REDD. New staff members from three UN agencies also came on board to support the NJP formulation and a mission was organised on 28-29 September to reinvigorate the REDD process. The mission aimed to provide the momentum for the development of the NJP, enforce the working relations with the agency leading the programme development (Forestry Department), conduct further discussions with relevant stakeholders and reach a general consensus on the steps to be taken to develop the NJP.

The mission comprised of an international Mission Team including UNDP and FAO representatives, the international consultant and a Country Team including members of institutions involved in the UN REDD development in Zambia (Annex II). Besides the schedule of individual meetings (Annex I) the mission participated in the national stakeholder meeting (Annex III) that reviewed and further developed the Zambia REDD Readiness Roadmap (Annex IV).

2. Courtesy Call to the UN Resident Coordinator and reviewing the mission outcomes

UNDP Conference room **28th September 2009**

Participants

Mr. Macleod Nyirongo	UN Resident Coordinator
Ms. Georgina Fekete	UNDP Deputy Country Director
Mission Team	
Country Team	

The UN Resident Coordinator, Macleod Nyirongo, conveyed the government decisions with regards to the institutional coordination of REDD. The Forestry Department of the Ministry of Tourism, Environment and Natural Resources (MTENR) is the lead government agency that will handle the daily administration of the UN-REDD programme. The Climate Change Facilitation Unit (CCFU) within MTENR will support overall coordination of climate change activities. The Disaster Mitigation and Management Unit in the Vice President's Office will deal with all aspects related to disasters. These arrangements may be further refined through the development of the Climate Change and REDD strategies.

He also informed the mission that the Forestry Policy was being revised in parallel with REDD programme development. He urged that political leadership is needed to enforce legislation and change outdated mindsets. He believes that the UN can influence this through high level dialogue.

He further said that the mission is coming at the right time to reinvigorate the REDD process. He noted that the next UN REDD Policy Board meeting is on 29th October and that despite this tight deadline, a draft NJP could be developed. Formalisation of the NJP could be completed for submission into the January UN REDD Policy Board. Programme development for other countries has taken about a year; however Zambia can proceed more quickly by learning from other countries' experiences.

3. Meeting with the Director of Forestry, Ministry of Tourism, Environment and Natural Resources

Forestry Department **28th September 2009**

Participants

Mrs. Anna Masinja	Director of Forestry
Mr. Wiseman Sanguluwe	Forestry Department
Mr. Deuteronomy Kasaro	Forestry Department
Mr. Davies Kashole	Forestry Department
Mission Team	
Country Team	

Mrs. Masinja gave an update on the progress on the Forest Policy review. Policy review was expected to be completed on time; however the revision of the Forestry Act will lag behind due to the need for a legal specialist.

Mrs. Masinja stated that the Forestry Policy and Act were expected to provide an enabling environment for REDD implementation in the country. The Forestry Policy review had covered many issues related to forestry, however REDD and Climate Changes issues may not have been fully addressed in all provincial stakeholder consultations. The REDD mission team had a chance to provide inputs into the draft policy prior to submission. As the draft policy was to be discussed in detail in a stakeholder meeting later (26th October 2009) the REDD stakeholder meeting the focus would be on issues directly relevant to REDD. Further REDD specific consultations may also be considered to fill in the gaps.

Further Mrs. Masinja indicated that a working document for REDD will be produced by end of October 2009. A national consultant and the international consultant will work together in this. NJP ideas and groundwork exist; therefore compiling the programme document within a tight timeline is feasible. Zambia should have something to show on REDD in COP15, where there will be a UN REDD side event. Government may therefore need to increase the size of the COP15 delegation.

In addition, the Forestry Department has prepared a proposal for the institutional arrangement for the UN-REDD programme that would be discussed in the stakeholder workshop. The programme document would be compiled at a general level and details will be defined during the inception. Pilot projects would be required to feed their “lessons-learned” into the REDD strategy.

4. Meeting with the Permanent Secretary, Ministry of Tourism, Environment and Natural Resources

**Ministry of Tourism,
Environment and Natural
Resources**

28th September 2009

Participants

Mr. Teddy Kasonso	Permanent Secretary, MTENR
Mr. Ignatius Makumba	Environment and Natural Resources Department
Mr. Wiseman Sanguluwe	Forestry Department
Mr. Deuteronomy Kasaro	Forestry Department
Mr. Davies Kashole	Forestry Department
Mission Team	
Country Team	

The Permanent Secretary (PS) of the MTENR, Teddy Kasonso, informed the mission of a country wide initiative that had recently been announced by the President of Republic of Zambia, His Excellence Mr. Rupiah Banda. The President announced a national tree planting initiative in his speech at the opening of the Parliament. The initiative would be spearheaded by Dr. Kenneth Kaunda, First President of Zambia. MTENR, and Forestry Department in particular, are expected to have a central part in implementation of this initiative. This may require realigning current resources, seeking additional funding and forging new partnerships. A concept note on the implementation would be developed and further refined together with

6. Meeting with US Forest Service

UNDP **28th September 2009**

Participants

Mr. Jason Ko
Mission Team
Country Team

US Forest Service, International Programs

The mission briefed Mr. Ko on the status of the Zambia UN-REDD programme and how Forest Carbon Partnership Facility (FCPF) and UN-REDD programme are working together in several countries. However, FCPF is not yet active in Zambia.

Mr. Ko informed the mission team on current USAID activities in Zambia and Africa; he mentioned that USAID is currently doing an environmental threats and opportunities assessment in Zambia and some other African countries. More active involvement in environment and climate change issues are anticipated in the new USAID 4 year programme starting in October 2010. US Forest Service is already working in 15 African countries, including a Forestry Inventory in Ghana in preparation for REDD Readiness, and Remote Sensing work in DRC (forest cover mainly).

The Waxman-Markey Bill (American Clean Energy and Security Act) may bring significant money for climate change activities. USAID may want to start collaboration on REDD in 2-3 countries in the oncoming years.

7. Meeting with COMACO

Mulungushi Conference center **29th September 2009**

Participants

Ms. Ruth Simwanza
Mr. Richard Mumba
Mr. Geoffrey Sikula
Mission Team
Country Team

WCS / COMACO
WCS / COMACO
WCS / COMACO

The Mission team received a short briefing from the Wildlife Conservation Society's initiative Community Markets for Conservation (COMACO) and approaches they employ in conservation and development of community based income generating activities. It was explained that COMACO provides alternative livelihood programmes to households and communities who have been involved in the destruction of natural resources, such as wildlife poaching, forest clearing, etc. It has centres in most parts of the country and it helps farmers access markets, provides jobs, and develops approaches for benefit-sharing among communities who participate in conservation.

8. Stakeholder meeting

Mulungushi conference **29th September 2009 9.00-17.00**
Center

See Annex III

9. Debriefing with the Environment and Natural Resources Cooperating Partners

UNDP **29th September 2009**

Participants

Ms. Elizabeth Ndhlovu	Embassy of Finland
Ms. Litumelo Mate	Embassy of Denmark
Mission Team	
Country Team	

The Mission team observed that there was already evidence of extensive thought processes and understanding on REDD issues. This now needs to be formalized in the National Joint Programme document.

The government's plans for an extensive tree planting campaign may risk compromising the focus on REDD. The issue of tree species to be planted has to be discussed, as well as the carbon finance opportunities for tree planting. It was indicated that the UNDP Country Director would discuss these points with the Ministry of Tourism, Environment and Natural Resources.

The delay in revising the Forestry Act was a concern and technical assistance must be expedited as soon as possible.

It was further discussed that the Implementation arrangements for REDD still needed to be formalised and CCFU should be on board.

It was observed and recommended that a REDD unit should be established at the Forestry Department to secure the capacities needed for the implementation phase.

The lack of participation from various MTENR departments may signify a lack of ownership. The mission team emphasized the need to plan for stakeholders meeting in advance and proposed that the UN REDD country team could possibly assist the government in reaching out key stakeholders.

There was a need to devise ways for sharing of information among relevant ministries and key stakeholders.

The mission team expressed that they have high expectations for a quick delivery of the NJP document. Therefore the work should start as soon as possible with a National Consultant needed urgently to support the work of the International Consultant. It was noted that this was already in process.

The mission then put forward a roadmap in formulating NJP document: A draft of the NJP document would be available by end of October 2009 to be shared with the government. A stakeholder validation meeting could be organized in mid-November 2009.

The mission team also noted that Government had requested extensive field presence from the International Consultant, with the possibility that he visits the country while developing the programme so as to capture as many aspects as possible for inclusion in NJP document. The mission team members also offered their support to the drafting process.

The mission had also noted the need to ensure synergies among many ongoing climate change initiatives and processes, including the development of the Climate Change strategy, the REDD strategy as well as the Pilot Programme for Climate Resilience supported by the WB and ADB through the Ministry of Finance and National Planning.

10. Meeting with Peace Parks Foundation

Forestry Department – 30th September 2009
Nursery / woodlands complex

Participants

Mr D Kasaro	Forestry Department
Dr. Michiel Smit	Peace Parks Foundation, Head: Climate Change Programme
Dr. Catherine Traynor	Peace Parks Foundation, Scenarios analyst
Dr. Khosi Ramachela	Peace Parks Foundation, Community project developer
Leon-Jacques Theron	Peace Parks Foundation, Ecologist
Edward Kilawe	FAO
Eric Chipeta	FAO
Samuli Leminen	UNDP

After the official ending of the mission, a further meeting with the Forestry Department and Peace Parks Foundation was organized to further discuss the coordination of REDD related initiatives in the country. A briefing was received on the Peace Parks Foundation's REDD related activities, including the community level projects and developing a REDD scenario for preventing forest fires. Alignment to the national REDD programme will be sought for activities, including Monitoring, Reporting and Verification of reduced emissions from project level REDD initiatives.

The developed methodologies should be linked up with the existing work on Integrated Land Use Assessment and the national MRV system. NGOs can assist communities in establishing community based monitoring systems, which will feed into the national monitoring system. Other essential parts of the national monitoring system would include remote sensing, aerial surveys and expert ground sampling.

Annex I

Schedule for the UN REDD Mission to Zambia 28th and 29th September 2009

Monday 28th September 2009

8.30-9.00	Courtesy Call to Macleod Nyirongo, the UN Resident Coordinator	Mission, Country team, RC, UNDP DCD	RC's office, UN house
9.00-9.30	Reviewing the mission programme and expected outcomes	Mission, Country team, UNDP DCD	UNDP Conference room
9.30-10.00	Transit	Mission, Country team	
10.00-10.15	Courtesy call to the PS of Ministry of Tourism, Environment and Natural Resources (MTENR)	PS, Mission, Country team	Kwacha House
10.15-13.00	Working session with Forestry Department		
	Meeting with Director A.M.C. Masinja • Update on the Forestry Policy development	Director Forestry, Mission, Country team, FD	Forestry Dept, Kwacha house
	Review of the Readiness Roadmap areas	Mission, Country team, FD	Forestry Dept, Kwacha house
	Review of the stakeholder meeting agenda	Mission, Country team, FD	Forestry Dept, Kwacha house
13.00-14.00	Lunch break		
14.00-15.00	Meeting with MTENR	Mission, Country team, PID, ENRMP, CCFU, ZAWA, ECZ	Kwacha House
15.00-15.30	Transit	Mission, Country team	
15.30-16.30	Teleconference with UNEP Nairobi (updates & discuss UNEP role)	Mission, Country team, UNEP through telecon	UNDP Conference Room
16.30-17.30	U.S. Forest Service	Mission, Country Team	UNDP Conference Room
17.30-18.00	Transit / Break	Mission, Country team	
18.00 -19.00	Meeting for pre-preparation of Stakeholders work shop	Mission team, country team, FD, facilitator	Rhapsody's, Arcades Mall
19.00-20.30	Dinner and brief meeting with Peace Parks Foundation	Mission, Country team, FD, Peace Parks	Arabian Nights, Arcades mall

Tuesday 29th September 2009

8.30-9.00	Meeting with COMACO	Mission, Country Team, COMACO	Mulungushi Conference center
9.00- 16.15	Stakeholder meeting (See Annex III)	RC, Mission, Country Team, see invitation list	Mulungushi Conference center
16.15-16.45	Transit		
16.45-17.30	Debriefing	UNDP DCD, Mission team, Country team, Finland, Denmark, FD	UNDP Conference room

Wednesday 30th September 2009

9.00-12.00	Meeting with Forestry Department and Peace Parks	Mission, Country Team, Peace Parks, FD	Forestry Department – Nursery / woodlands complex
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Annex II

Mission composition

Mission team:

1. Anthony Mills, International Consultant for the UN REDD National Joint Programme Development
2. Tom Twining-Ward, UNDP Regional Technical Adviser: REDD, Climate Change Adaptation and Capacity Development, Pretoria
3. Edward Kilawe, Regional Natural Resources Management Officer, FAO Sub-Regional Office for Southern Africa, Harare

Country team:

1. Samuli Leminen, UNDP Environment Unit
2. Winnie Musonda, UNDP Environment Unit
3. Eric Chipeta, FAO Programme unit
4. Imakando Moosho, Norwegian Embassy

Annex III

Report of the stakeholder workshop on 29th September 2009

(to be attached)

Annex IV

ZAMBIA REDD READINESS ROADMAP

Components	Outcomes	Activities
1. Management of Readiness	1.1. Readiness coordination and management established and functioning	1.1.1. Establish high-level coordination body that would embrace all climate change activities 1.1.2 Establish a REDD Unit within the Forestry Department to support the high coordination body and for day-to-day implementation of the programme 1.1.3 Extend the mandates of national climate change technical committees to include REDD issues 1.1.4 Establish any necessary working groups 1.1.5 Expand the mandates of Sector Advisory Groups (SAG) on environment and tourism to include REDD issues
	1.2 National Readiness process integrated into the national development planning process	1.2.1 Ensure Readiness process is undertaken as part of the process for formulating the National Climate Change Response Strategy 1.2.2 Integrate climate change issues including REDD principles in the 6 th National Development Planning process
	1.3 Institutional capacity to manage Readiness Framework in place	1.3.1 Assess institutional capacity building needs for national implementing partners and for coordination mechanisms 1.3.2 Address immediate capacity needs 1.3.3 Develop a REDD capacity development strategy
	1.4 Management arrangements between GoPNG and Country Partners (donors) agreed and functioning	1.4.1 Establish a high-level coordination mechanism and a process for technical interaction
	1.5 Communication and advocacy strategy as input in overall climate change strategy developed and implemented	1.5.1 Appropriate mechanisms for disseminating results and progress developed, recipients of information identified
	1.6 Mapping and Gap Analysis of relevant initiatives	1.6.1 Analysis of ongoing and planned initiatives relevant to REDD
	1.7 Critical analysis of lessons from relevant initiatives	1.7.1 Analysis of previous efforts to shift natural resource use behaviour

Components	Outcomes	Activities
2. Stakeholder	2.1 Stakeholders engagement	2.1.1 Develop a framework for identifying

Participation	process functioning	<p>stakeholders at various levels</p> <p>2.1.2 Develop criteria for selecting key stallholders to stakeholders advisory group</p> <p>2.1.3 Review existing stakeholder engagement process and make recommendations for an effective engagement process</p> <p>2.1.4 Develop and agree on guidelines for the implementation of the engagement process</p>
	2.2 Stakeholder engagement in all aspects of the process	2.2.1 Provide necessary support and resources for the implementation of the engagement process
	2.3 Conflict Resolution and redress mechanism	<p>2.3.1 Review existing conflict resolution mechanisms and recommend suitable mechanisms</p> <p>2.3.2 There may be need to develop new conflict and arbitration mechanisms</p>

Components	Outcomes	Activities
3. REDD Implementation	3.1 Institutional capacity to implement REDD framework in place	<p>3.1.1 Undertake human and financial capacity needs assessment to address longer term institutional requirements to implement REDD</p> <p>3.1.2 Support capacity of stakeholder representatives to engage in national and international negotiations and contribute TO Zambia's experience</p>

		<p>3.1.3 Develop long-term plan for lead implementing partner, including the development of a financially self-sustaining budget</p> <p>3.1.4 Set clear goals and objectives and ensure that they are monitored and that milestones are met</p> <p>3.1.5 Develop REDD Project and project area identification criteria</p> <p>3.1.6 Create awareness on REDD</p>
	3.2 Legislative framework strengthened	<p>3.2.2 Review existing relevant legislation, notably the Forest Law 1999 that is in abeyance and its applicability to REDD. Identify areas that need strengthening. Analyze and, where necessary, identify policies and procedures to establish carbon ownership rights starting with a review of the existing legal framework. Consider rights over existing asset classes and their applicability to carbon.</p> <p>3.2.3 A legal review to establish the ownership of carbon and options for regulating the process of developing, managing and monitoring carbon trading agreements.</p> <p>3.2.4 Clarify resource acquisition arrangements, including processes to secure land tenure</p>
	3.3 Mechanism to channel REDD finance established	<p>3.3.1 Assess the available options - including options through the national budget and special fund mechanisms. Review relevant models in Zambia and internationally</p> <p>3.3.2 Ensure broad-based consultation with relevant stakeholders</p> <p>3.2.5 Make decisions on legal changes needed. Undertake process to amend existing legislation or introduce new legislation if necessary</p>
	3.4 3.4 Benefit sharing model agreed	<p>3.4.1 Assess and development of benefit distribution options and payment mechanisms, in particular landowner benefits.</p> <p>3.4.2 All relevant stakeholders should participate in decision making. Hold a broad-based consultation with landowners and other stakeholders to establish the most appropriate mix of service delivery/cash transfers and potential timing issues</p> <p>3.4.3 Test benefit sharing approaches through demonstration projects</p> <p>3.4.4 Assess and determine location of the fund and tax implications</p>

Components	Outcomes	Activities
4. Identification of REDD Strategies	4.1 Drivers of deforestation and degradation assessed	<p>4.1.1 Review existing studies. Undertake any necessary/missing analysis. Effort should be made to locate and reference the wide volume of research available on causes of Zambian deforestation and proposals for activities to address them. [Envirotrade and CCFU both have resources available]</p> <p>4.1.2 Identify key national, provincial, district and community level agencies responsible for</p>

		addressing the drivers of deforestation such as the MTENR
	4.2 Candidate activities for REDD identified	<p>4.2.1 Identify global best practice and benchmarking to ensure high quality solutions. Tailor make to Zambian conditions.</p> <p>4.2.2 Assess opportunity costs, including estimating return on investments, income flows, non-monetary benefits, macro-economic factors and discount rates for all recipients. Expertise to undertake assessments should be sourced outside government and done in a transparent manner.</p> <p>4.2.3 Develop cost/abatement curve for the main causes of emissions from forest lands</p> <p>4.2.4 Test performance payments and clear incentive mechanisms to shift forest resource use patterns.</p> <p>4.2.5 Promote appropriate technologies supportive of REDD implementation (such as clean energy, farming technologies, etc.)</p>
	4.3 National REDD Strategy process into development planning processes	<p>4.3.1 Support the development of an overall REDD Strategy by June 2010 that will continue to evolve</p> <p>4.3.2 Raise awareness of REDD at all levels, including inter-alia ... curricula at schools, women in agriculture, etc.</p> <p>4.3.3 Contextualize REDD through cost-benefit analysis of key priority sectors</p> <p>4.3.4 Strengthen existing platforms for discussing REDD issues within the context of GRZ's policy setting process. For multilevel consultation, make use of ZCBNRM Forum, ZCSCCN, NRCF, DDCs, PDCs and SAGs.</p> <p>4.3.5 Introduce REDD into District Development Planning</p> <p>4.3.6 Establish linkages to allow REDD to fit into the National Climate Change Response Strategy (NCCRS)</p> <p>4.3.7 Identify the mix of best capacities to ensure maximum delivery of financial benefits to local communities and ensure change to deforestation drivers. These may be from NGO / civil society organizations / private sector or public sector</p>

Components	Outcomes	Activities
5. National MRV System	5.1 MRV options analyzed and optimum methodology consistent with IPCC GPG selected	<p>5.1.1 Conduct literature review</p> <p>5.1.2 Assessment of current methodologies</p> <p>5.1.3 Peer review by technical experts</p> <p>5.1.4 Test method to see if applicable in the field (i.e. practical)</p> <p>5.1.5 Assess pros and cons of existing projects to determine which methods are most applicable</p> <p>5.1.6 Conduct cost-benefit analysis</p>
	5.2 Current forestry inventory system	5.2.1 Conduct gap analysis of ILUA II – investigate if additional GHG accounting to ILUA is needed

	(ILUA) refined	(e.g., emissions from fire, fertilizers, etc.) 5.2.2 Determine if other GHG sinks and sources need to be added 5.2.3 Consult and refine ILUA methodology (ILUA workplan is for 2 years) 5.2.4 Implement MRV system (after 2 years)
	5.3 Permanent MRV System established and institutionalized	5.3.1 Establish national monitoring system 5.3.2 Strengthen existing RS institution 5.3.3 Establish linkages with regional networks for biomass (e.g., CSIR)
	5.4 GHG emissions from forest lands accurately reported	5.4.1 Review of current system and proposed systems 5.4.2 Identify existing institutions 5.4.3 Train staff from existing institutions 5.4.4 System to report from field activities to national levels established 5.4.5 National level feedback system to ensure that information from MRV is shared with civil society 5.4.6 Build capacity of civil society organizations to share information 5.4.7 Identify one institutions to distribute data
	5.5 Data and technology needs met	5.5.1 Assess RS availability of data and associated costs 5.5.2 Enhance capacity of existing structure and the FD to process RS data 5.5.3 Procure the necessary hardware/software and tools

Components	Outcomes	Activities
6. Reference Scenario of Forest Emissions	6.1 Historic trends in forest cover and carbon stock	6.1.1 Establish forest cover time series 6.1.2 Apply forest inventory methods (ILUA) to time series data 6.1.3 Conduct research on a national level (not project level) based on past time series of RS data 6.1.4 Identify credible journals/associations to publish research findings 6.1.5 Consider approaches in other UN REDD countries with similar ecosystems and establish linkages 6.1.6 Collate past studies on forest cover 6.1.7 Circulate relevant literature 6.1.8 Establish database of findings 6.1.9 Develop capacity in modeling 6.1.10 Conduct desk study to peer review existing data 6.1.11 Conduct peer review within Zambia to scrutinize methodologies
	6.2 Forecast of development trends in relation to forests	6.2.1 Assess the opportunity cost of land dedicated to REDD in relation to other land uses (e.g., mining, agriculture, etc.) 6.2.2 Collect data on other relevant sectors such as mining, settlements, road infrastructure development, agriculture, etc. 6.2.3 Identify and map threatened forests 6.2.4 Develop local capacity to forecast trends through modeling by inter-disciplinary groups

		6.2.5 Dissemination of information
	6.3 Baseline inventory of forest cover and carbon stock	<p>6.3.1 Ensure stakeholder participation in data collection</p> <p>6.3.2 RS won't tell the full story about degradation and therefore data collection should go beyond remote sensing</p> <p>6.3.3 Dissemination of inventory data and information both upwards and downwards from ministries to civil society and local communities</p>