



**The Ministry of Agriculture and Livestock (MAL) and the Ministry of Lands,
Natural Resources and Environmental Protection (MLNREP)**

***The Harmonization of the National Agriculture Policy (NAP) and the National Policy
on Climate Change (NPCC) of the Government of the Republic of Zambia***

*Chaminuka Lodge, Chongwe, Zambia
12-14TH August 2013*

Final report

Table of Contents

1. BACKGROUND.....	4
1.1 Why harmonise the policies.....	4
1.2 Opportunity.....	5
Day 1 - 13 August 2013.....	6
2. Introductory Remarks.....	6
2.1 Opening Statements.....	6
3. Background paper on issues in the two policy documents.....	7
3.1 Plenary Discussion (Facilitator).....	7
3.2 Breakout Working Groups (Facilitator).....	7
Day 2, 14 August 2013.....	12
4. Recap of Day 1 (Facilitator).....	12
4.1 Agriculture Research (Mr M. Kokwe)	12
4.3 Investment and International Sources of Funding for Climate Change Adaptation in Agriculture (Dr L. Lipper).....	12
4.4 Institutional Roles and Responsibilities.....	12
4.4.1 MAL (Mr C. Mbewe)	12
4.4.2 MLNREP and Climate Change Secretariat-(Mr Lungu and Ms Kabuswe).....	13
5. Communiqué.....	13
6. Closing of Workshop.....	13
ANNEX 1 – LIST OF PARTICIPANTS.....	14
ANNEX 2 – COMMUNIQUE ON POLICY HARMONIZATION.....	16

1. BACKGROUND

The Government of the Republic of Zambia is developing a National Policy on Climate Change whose main aim is to mainstream Climate Change in the country's development goals and programs. At the same time, the Ministry of Agriculture and Livestock is reviewing the National Agriculture Policy of 2004-2015 to capture changed political and the changing socio- economic and environmental conditions with special consideration of the climate change impacts on the Agricultural sector. The Government of Zambia through the Ministries of Agriculture and Livestock (MAL) and the Ministry of Lands, Natural Resources and Environmental Protection (MLNREP), requested the Food and Agriculture Organization (FAO) to facilitate a harmonization process between the two draft policies within the framework of the Climate Smart Agriculture (CSA) project being implemented by the MAL with technical support from FAO with financial support of the European Union.

A policy dialogue aimed at harmonizing the two policies was therefore convened with participants (see participants list in Annex 1) consisting of the key policy, planning and legal specialists from the two Ministries and Cabinet Office with technical support from the CSA Technical team and an independent facilitator agreed on by both Ministries at Chaminuka Lodge in Chongwe District of Lusaka from 12th-14th August 2013.

1.1 Why harmonise the policies

Sustainable agricultural development for food security/poverty reduction/economic growth and climate change are two of the greatest challenges currently facing Zambia and are closely linked. For this reason, they merit dedicated attention and a dialogue between the MAL and MLNREP is being held to contribute to the maximum effectiveness of agricultural and climate change policies currently under preparation. The dialogue is expected to feed into broader climate change and development coordination discussions, within which MAL and MLNREP are expected to play important roles. Harmonisation is important to ensure the following key issues between the two policy documents among other issues:

- i. Noting that Zambia can't achieve agricultural policy objectives without explicitly considering the effects of climate change.
- ii. The agricultural sector has a major role to play in climate change policy, but this can only be effective if agricultural policy objectives are explicitly considered in the climate change policy.
- iii. As a result of (i) and (ii) above there is need for consistency of key elements of the two policies that have similar objectives of contributing to Zambia's long term goal for achieving sustainable development but also to clearly align National and Sector Policy Objectives
- iv. The consistency and alignment of the two policies will lead to:
 - a) Avoid and /or reduce potential conflicts (trade-offs) between the quest for increased agricultural growth and the required climate change adaptation and mitigation measures
 - b) Avoid duplication and overlaps with the attendant wastefulness of resources for archiving agricultural growth under a changing climate through joint planning and implementation of programmes between the two Ministries.

The process in a nutshell is intended to identify gaps, opportunities and define or identify clear implementation framework as well as help assign responsibilities for joint action. Failure to harmonise would not only present implementation difficulties but would lead to failure to achieve intended objective of securing agricultural growth under a changing climate.

1.2 Opportunity

The opportunity presented by both policies being that they are at Draft stage and can be worked on to ensure harmonization and improving on areas where gaps exist and building on existing or identified opportunities.

Day 1 - 13 August 2013

2. INTRODUCTORY REMARKS

Mr Misael Kokwe, Technical Coordinator for the MAL-FAO Climate Smart Agriculture (CSA), introduced Mr James S Phiri as Facilitator for the workshop. Mr Phiri headed the Climate Change programs in Zambia between 1995 and 2003 and is a Consultant and practitioner in Climate Resilient Agro-Farming Systems. The Facilitator welcomed participants and requested that each participant introduced themselves after which opening statements were made.

2.1 Opening Statements

Dr George Okech, FAO Country Representative, spoke on behalf of the Organization, re-affirming FAO's commitment to work to support Zambia's agriculture adaptation and mitigation actions/ programs. Dr Okech further emphasised that this is a crucial time for Zambia as climate change and agriculture are closely linked and if we want to effectively promote agricultural growth which incorporates needed climate change adaptation and also captures potential mitigation co-benefits, the first step is for the country to have sound, coherent and aligned policies in place. He concluded FAO very much appreciates the determination of the two ministries to work together and the FAO is pleased to support this effort, which will set an example for other countries and contribute to effective policy implementation.

Mr Cosmore Mwaanga, Chief Policy Analyst in the Ministry of Agriculture and Livestock (MAL) spoke on behalf of his Ministry and thanking participants as well as FAO for the support the organization is giving to the Ministry.

Mr Fishani Gondwe, Director of Environment and Natural Resources in the Ministry of Lands, Natural Resources and Environmental Protection (MLNREP) spoke on behalf of the Ministry as Custodian of the National Policy on Climate Change. He welcomed the dialogue and stated the desire by Government to mainstream climate change in Zambia's development agenda. He encouraged the dialogue and officially opened the workshop.

3. Background paper on issues in the two policy documents

Dr Wendy Mann, FAO Senior Policy Advisor, guided the group discussions on the “Framing Elements” or Key Elements of the two policy documents. A Table was suggested to be used as guide for comparing the key elements of the two policy documents. The paper highlighted some common elements in the two policy documents. Some areas of consistencies and inconsistencies were also highlighted. Examples of inconsistencies that could be considered for harmonization were highlighted. The Vision Statement review period was cited as one such inconsistency but participants were advised to use the background paper as a possible guide in the dialogue for policy harmonization.

3.1 Plenary Discussion (Facilitator)

The plenary discussed the structure/elements of the two documents and it was agreed that not all elements could be changed in view of the fact that the two policies have been developed with different major goals. Therefore it was **agreed** that the workshop should focus on and discuss elements that needed to be harmonized under **Sector or Policy Objectives** and **Measures** especially in the National Agriculture Policy (NAP) so as to capture the climate change mainstreaming objective.

The plenary **agreed Tasks** for Working Groups as follows;

- i. Review all measures in relevant sub-sector (with emphasis on agriculture related), comparing the National Policy on Climate Change (NPCC) and National Agricultural Policy (NAP)
- ii. Identify consistencies, inconsistencies and gaps that need harmonization
- iii. Develop options for harmonization in form of recommendations

3.2 Breakout Working Groups (Facilitator)

Two working groups were constituted based on agriculture sub-sector objectives as follows:

- i. Crops, Forestry and Energy
- ii. Livestock and Fisheries.

The two groups reviewed all the objectives and measures in the two policy documents and based on the assigned tasks both groups reported with emphasis on how to close the gaps on Measures under different Objectives rather than gaps in Objectives. Table 1 below presents a summary of the group recommendations.

Table 1 Working Groups Report back on harmonization of NAP and NPCC on Agriculture Sub-sector

Key Policy Element	Consistencies/Inconsistencies	Gaps	Recommendation/Harmonisation
GROUP 1-LIVESTOCK AND FISHERIES SUB-SECTOR			
Objectives Livestock and Fisheries	Objectives are generally consistent with the respective mandates of the two Ministries but specific recommendations were made on both policies to strengthening the climate change mainstreaming language under Measures.	NAP Objective 1 Measures do not have manifestations of impacts of climate change such as droughts and floods	<p>NAP Objective 1: Measure (VIII) add at the end: “as well as utilization of climate resilient indigenous breeds”</p> <p>The NCCP add drought effects on measure (b) under fisheries</p> <p>Add Promote techniques that reduce flood and drought effects in the NAP</p> <p>The NCCP add drought effects on measure (b) under fisheries</p> <p>Add Promote techniques that reduce flood and drought effects in the NAP</p>
Measures under Livestock and Fisheries		<p>The NAP does not highlight the intensive livestock farming-</p> <p>Objective (1)One NCCP calls for integrated farming but NAP does not</p>	<p>Recommend that NAP promotes intensive livestock production.</p> <p>The NAP mentions diversification: which can mean integrated farming but this is vague. This needs to be addressed in the NAP and is an adaptation measure.</p> <p>Adopt what is in the NCCP under objective 1</p>

		<p>mention this</p> <p>NCCP is not clear on sustainable fisheries management and climate change-</p> <p>NCCP on aquaculture development: is it productivity or CC adaptation-</p> <p>The NAP does not address CC in the fisheries sub sector e.g. development of climate smart technologies for fishing and processing-</p> <p>(Objective 3 in NAP has decentralized implementation mechanism at</p>	<p>NCCP needs to relate sustainable fisheries management and climate change-</p> <p>The NCCP needs to clarify the relevance to climate change</p> <p>The NCCP needs to explain how aquaculture will be used to build resilience</p> <p>The NAP should consider providing for energy efficient technologies in processing</p> <p>The NCCP was designed to provide a coordination mechanism at national level and the respective sector Ministries have to implement measures that for under their mandate</p>
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		sub district levels but is missing in the NCCP	
GROUP 2 CROPS, FORESTRY AND ENERGY SUB-SECTOR			
Objectives and Measures under Crops, Forestry and Energy	It was agreed that the focus for the group was crops sub-sector rather than considering Forestry and Energy that fall under different and separate policies. The discussion only touched these sectors in terms of “trade-offs” with agriculture. The group agreed not to discuss these sectors because they were outside the objectives of the workshop and that experts in the respective sectors were not present.	<p>NPCC is silent of farmers’ resilience</p> <p>NAP silent on Agro-Ecological Regions</p> <p>NAP omits importance of indigenous crop varieties</p> <p>NAP is silent on Climate Change related research</p>	<p>(a) Under NPCC Measure(a), “Promote weather based insurance to enhance resilience- combine it with objective 10 in NAP and therefore bullet 5 to read, “promote weather based insurance to enhance resilience especially among small holder farmers”</p> <p>(b)In NPCC Objective 7.1.2.1, Measure (a),replace “establish” with “Strengthen” the existing early warning system to facilitate timely dissemination of weather and climate information</p> <p>(d) NAP Objective 4, bullet 1 should include Agro-Ecological Regions and recommended to read; “promoting investment in appropriate, affordable and cost effective irrigation technologies and infrastructure suitable for different agro-ecological regions”</p> <p>(e) NAP Objective 10, bullet 3 recommended to read, “integrate Climate Change adaptation measures in policies, plans and programmes”</p> <p>(f) NAP Objective 3 recommended to add ...”to promote cultivation and consumption of indigenous crop varieties” and “to promote use of drought, flood and frost tolerant varieties”</p> <p>(h) NAP Objective 5, Measure 4 recommended to read, “Strengthening institutional capacity to undertake appropriate research, incorporating effects of Climate Change</p> <p>(j) NAP Obj 8, add new measure reading, “develop and promote water harvesting and storage infrastructure</p>

		<p>NAP silent on climate resilient farming practices and systems</p>	<p>(g) NAP Obj 8, bullet 1 to read, “promoting SLM technologies including conservation agriculture”</p> <p>(k) NAP Objective 9, to include, “to promote training and use of appropriate CC adaptation farming systems”</p> <p>(i) Promote the construction and maintenance of climate resilient agriculture infrastructure</p> <p>(i) NAP Objective 1, include the following Measures, “promoting the efficient use of agriculture inputs such as agro-chemicals.” “Promote and implement energy efficient technologies in agriculture production and processes”</p>
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Day 2, 14 August 2013

4. Recap of Day 1 (Facilitator)

An overview was presented by facilitator summarising the main outcomes of day 1. The Plenary agreed that in view of time constraints and specific strategic objective for the workshop, the workshop working groups spend more time discussing Measures and Objectives and assist to strengthen the NAP on framing climate change mainstreaming objectives and measures. Day 1 concluded with a brief discussion on enabling measures focusing on research.

4.1 Agriculture Research (Mr M. Kokwe)

Strengthening capacity to undertake agriculture research including climate change related research. It was observed that the role of the Agro-Ecological Regions and the related farming systems in view of climate change was left as “Business As Usual” scenario. It was **agreed**; that Zambia’s AERs and farming systems should be climate change proofed while research based on AERs should be promoted.

4.3 Investment and International Sources of Funding for Climate Change Adaptation in Agriculture (Dr L. Lipper)

External Sources of Financing including the Green Climate Fund. In view of the importance of agriculture in climate change negotiations, the participants were given an insight into the many possible different sources for agriculture adaptation funding that included bilateral and multilateral sources. Participants acknowledged the timely information and agreed it would be effectively used as funding source in addition to the Government allocation to the sector.

4.4 Institutional Roles and Responsibilities

Representatives of the Ministries responsible for Agriculture and Environment led a discussion on implementation measures. Specifically, the discussion was on the roles, how the ministries would interact during implementation and how implementation would be funded.

4.4.1 MAL (Mr C. Mbewe)

The NAP 2004-2015 is being revised to take into account both political changes in the country and also to incorporate the realities and impacts of climate change. The main object of this NAP is to increase food security and contribute to reducing poverty. The responsibility for implementation of the policy is the MAL with full participation of other key partner institutions including local and international. To ensure climate change mainstreaming, the MAL would work closely with the Climate Change Secretariat to ensure coordination of programs that may require the direct involvement of the MLNREP. Funding for implementation will be from traditional sources (Government and Cooperating partners both bilateral and multilateral) and also from non-tradition sources.

4.4.2 MLNREP and Climate Change Secretariat-(Mr Lungu and Ms Kabuswe)

The role of the MLNREP in the implementation of the NAP as the case will be with other sector policies is that of coordinating climate change mainstreaming objectives and ensure agriculture development was guided by sustainable development principles to ensure green economic development pathway. The coordination would be achieved through a Climate Change Secretariat whose structure comprises Political (Ministerial Level), Policy (Permanent Secretary Level), Technical (Directors) and the Executive (Secretariat Staff). All economic sector ministries such as agriculture are members of the Secretariat to ensure coordination. The Secretariat would serve as a “Clearing House Mechanism” by virtue of its mandate. Implementation of the NAP is the responsibility of the MAL.

5. Communiqué

At the end of the workshop, a draft communiqué was prepared on points of agreement regarding harmonization of the two policies (see Annex 2).

6. Closing of Workshop

The workshop Facilitator, thanked the Government of the Republic of Zambia through the two Ministries as well as the FAO for including him as their workshop Facilitator. As a CSA practicing and researcher/farmer, the workshop presented a unique opportunity to share real life experiences as a farmer facing climate change related or induced challenges.

Representatives of the two ministries (Mr Gondwe for MLNREP) and Mr Mwaanga (MAL) thanked the participants for the enormous input to the two documents and emphasized the need to continue the dialogue beyond the workshop. A representative from the FAO (Dr Leslie Lipper) informed the participants of the FAO’s gratitude to be invited to facilitate the dialogue workshop and wished the two Ministries success while assuring them of FAO’s readiness to continue partnering with the Government of Zambia.

ANNEX 1 – LIST OF PARTICIPANTS

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ANNEX 2 – COMMUNIQUE ON POLICY HARMONIZATION

Ministry of Agriculture and Livestock (MAL) and Ministry of Lands, Natural Resources and Environmental Protection (MLNREP)

Communiqué on Policy Harmonization

Chaminuka Lodge, Chongwe, Zambia August 14, 2013

An Inter-Ministerial Dialogue between staff from the Zambian Ministry of Agriculture and Livestock (MAL) and the Ministry of Land, Natural Resources and Environmental Protection (MLNREP) was held in Chaminuka Lodge Chongwe, Zambia on 13-14 August 2013 to discuss policy harmonization between the draft National Agricultural Policy (NAP) and the draft National Policy on Climate Change (NPCC) developed by the two Ministries. It complemented broader stakeholder consultation already undertaken on the policies by the two ministries. The dialogue was facilitated by the Food and Agriculture Organization of the United Nations, as part of a project on Climate-Smart Agriculture (CSA), funded by the European Commission.

Dialogue participants, recognizing that:

(i) Climate Change, through changing temperatures and rainfall, threatens Zambia's food security, poverty reduction, and economic growth. Agriculture is an important sector of the economy, underpinning the livelihoods of the majority of population, and is highly sensitive and vulnerable to climate change. Also, agriculture is and will increasingly be one of the major sources of Zambia's Greenhouse Gas emissions, unless more climate-smart approaches to agriculture are adopted.

(ii) Climate change is a cross-cutting issue that needs to be mainstreamed into development and sectoral policies, plans and programmes, for which coordination, consultation, and integrated approaches, from local to international level, are necessary. Better alignment of agricultural sector and climate change policies can help to ensure that the close linkages between agriculture and climate change inform these policies and reduce policy conflicts that may negatively affect their effective implementation.

The dialogue:

1. compared and discussed the two draft policies, specifically their (i) framing elements (structure, vision, and objectives); (ii) sectoral measures advocated in both policies relating to agriculture and (iii) measures enabling implementation of the two policies;
2. identified and analysed synergies and trade-offs, consistencies and inconsistencies, overlaps and gaps, as well as the division of measures across the two draft policies; and
3. recommended, based on discussions and analysis of the above, options for refinement of measures in the NAP and NPCC.

Participants:

- ⇒ with regard to the framing elements, dialogue participants briefly discussed differences in the time horizons of the visions and in the organization of measures (sub-sectors versus cross-cutting objectives) of the respective policies.
- ⇒ with regard to sectoral measures, participants compared measures relating to agriculture in the NPCC (crops, livestock, fisheries, forestry and energy) with those in the NAP, with a view to strengthening the mainstreaming of climate change in the NAP and to ensure policy coherence across the two policies. To this end, both changes in the existing text of measures and new measures were proposed. Also, some recommendations for changes in the text of measures in the NPCC were made.
- ⇒ with regard to enabling measures, participants discussed research/extension, financing, and institutional arrangements, particularly those relating to implementation of the policies. MLNREP briefed participants on the status of the draft National Policy on Climate Change., particularly the establishment of a long term institutional arrangement as proposed in the draft NPCC. Participants were briefed by MAL on the implementation framework of the draft NAP and by FAO on developments in financing of CSA.
- ⇒ recognized the value in continuing consultation between MAL and MLNREP on future agricultural and climate change policy implementation instruments, in addition to the broader consultation among all stakeholders, which is envisaged to take place within the Interim Secretariat on Climate Change.
- ⇒ recognized that policy implementation activities could also benefit from close consultation and coordination to ensure attainment of desired outcomes and outputs.

Adopted at Chaminuka Lodge Chongwe, Zambia August 14, 2013.