



**Integrating Forest Governance Monitoring into National Forest-related Monitoring  
Systems in Zambia**

# **Workshop Report**

**Workshop held on 27-29 April, 2011 at Tuskers Hotel, Kabwe**

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## **Abbreviations and Acronyms**

ACC:	Anti-Corruption Commission
CBU:	Copperbelt University
CCFU:	Climate Change Facilitation Unit
CDM:	Clean Development Mechanism
COP3:	Third Conference of Parties
CSO:	Civil Society Organisation
DDCC:	District Development Coordinating Committee
DIP:	Decentralization Implementation Plan
ECZ:	Environmental Council of Zambia
ENRMMP:	Environment and Natural Resources Management and Mainstreaming Programme
FAO:	Food and Agriculture Organization
FD:	Forestry Department
FGM:	Forest Governance Monitoring
FLEGT:	Forest Law Enforcement and Trade
FNDP:	Fifth National Development Plan
GDP:	Gross Domestic Product
ILUA:	Integrated Land Use Assessment
IPCC:	Intergovernmental Panel on Climate Change
MACO:	Ministry of Agriculture and Cooperatives
MFEZ:	Multi Facility Economic Zone
MoFND:	Ministry of Finance and National Development
MRV:	Monitoring, Reporting and Verification
MTENR:	Ministry of Tourism, Environment and Natural Resources
NFP:	National Forest Programme
NFPF:	National Forest Programme Facility
NPE:	National Policy on Environment
OVP-DMMU:	Office of the Vice President-Disaster Management and Mitigation Unit
PDCC:	Provincial Development Coordinating Committee
PID:	Planning and Information Department
REDD:	Reduced emissions from deforestation and forest degradation
SAG:	Sector Advisory Group

SFM: Sustainable Forest Management  
SNDP: Sixth National Development Plan  
TIZ: Transparency International Zambia  
TPAZ: Timber Association of Zambia,  
UNDP: United Nations Development Programme  
UNEP: United Nations Environment Programme  
UNFCCC: United Nations' Framework Convention on Climate Change  
UNZA: University of Zambia  
WECSZ: Wildlife and Environment Association of Zambia  
WFP: World Food Programme  
ZAFFICO: Zambia Forestry and Forest Industries Corporation  
ZANEEP: Zambia National Environmental Education Programme  
ZAWA: Zambia Wildlife Authority  
ZCSCCCN: Civil Society Climate Change Network  
ZDA: Zambia Development Agency  
ZFAP: Zambia National Forest Action Plan  
ZFC: Zambia Forestry College  
ZOS: Zambia Ornithological Society

## **1. Introduction**

Forests in Zambia are a key component of people's livelihoods. It is estimated that over 80% of the Zambian population depends on forests for food, medicines, construction materials, ecological stability, etc. In addition, forests play a major role in mitigating climate change impacts through carbon sequestration and storage. Due to the numerous products and services derived from forests, they hold great potential for increasing adaptation resilience against climate change, particularly for resource poor communities. However, climate change is slowly changing this balance by affecting the forests and subsequently people's livelihoods.

The Forestry Department (FD) of the Government of the Republic of Zambia (GRZ), with support from the Food and Agriculture Organization (FAO), under the National Forest Programme (NFP) Facility, organized a combined three-day national workshop, 27-29<sup>th</sup> April 2011, to discuss to (i) integrating climate change into national forest programmes, policy and legal frameworks; and (ii) integrating forest governance monitoring into national-forest related monitoring systems. During the workshop, a national consultant's background paper was presented to provide a basis for discussion.

This report covers (ii) above, focusing on the workshop on "Integrating forest governance monitoring (FGM) into national forest programmes", held on 29<sup>th</sup> April 2011.

## **2. Workshop Objectives**

The objectives of the workshop were to:

- share global and national FGM experience and its rationale;
- validate the National Consultants' background paper on forest governance and enhance it;
- identify key issues relating to the integration of FGM into existing or emerging national forest programmes;
- identify areas where collaboration with other sectors and ministries would be necessary; and
- recommend approaches on FGM that could be incorporated in policy and legislative frameworks and how collaboration and coordination can be strengthened.

## **3. Workshop programme**

See Annex 1 for details on the Workshop Agenda.

## **4. Participants**

The national workshop brought together 37 participants drawn from government agencies, academia, research institutions, and civil society organizations. The institutions represented included the Forestry Department, the Environment and Natural Resources Management and Mainstreaming Programme (ENRMMP) of the Ministry of Tourism, Environment and Natural Resources MTENR, and all departments under the MTENR (i.e. Environment and Natural Resources; Planning and Information; Tourism; and Climate Change Facilitation Unit), the Ministry of Agriculture and Cooperatives (MACO), Provincial Administration (Central Province), Zambia Wildlife Authority (ZAWA), Environmental Council of Zambia (ECZ), Copperbelt University (CBU), University of Zambia (UNZA), Zambia Forestry College (ZFC), Disaster Management and Mitigation Unit (DMMU), Timber Association of Zambia, Civil Society Climate Change Network (ZCSCCN), Transparency International (TI), Zambia National Environmental Education Programme (ZANEEP-Kabwe Branch), Wildlife and Environmental Conservation Society of Zambia (WECSZ), and Zambia Forestry and Forest Industries Corporation (ZAFFICO). See Annex 2 for details.

## **5. Workshop Proceedings**

### *5.1 Official Opening*

The three-day workshop was officially opened by Mr Denny Lumbama, Permanent Secretary for Central Province. In his speech, Mr Lumbama expressed government's gratitude to the FAO for financial support to convene this meeting. He emphasized the importance of the workshop which, in his view, provided a great window not only for charting the way forward for integrating climate change into national forest programmes but also to generate ideas that would enrich the process under the Integrated Land Use Assessment (ILUA) and Reduced emissions from deforestation and forest degradation (REDD) Projects. He noted that climate change is a developmental challenge that required focused interventions. For this reason, he expected the participants to offer concrete, implementable recommendations.

In his official remarks to the workshop, the FAO Assistant Country Representative, Mr Christian Chomba, emphasized the importance FAO attached to the workshop and its outputs, and pointed out that the UN system in Zambia is operating under a "delivery as one" framework, with UNPD leading on environment, WFP on vulnerability assessment and FAO on country compliance with UNFCCC carbon monitoring, reporting, and verification.

## *5.2 Global perspective and rationale of FGM*

A presentation on the global perspective and rationale of FGM was presented by Ewald Rametsteiner, Senior Forest Officer, FAO-Rome, outlining the following: FGM is now high on the agenda for REDD, FLEGT (forest law enforcement), and SFM (sustainable forest management). Substantial work was initiated in 2010 by UNREDD/Chatham House, as well as the “Stockholm Process” led by FAO/World Bank, to work towards coherence in overall concepts and approaches to FGM. In this respect the FAO-Finland Programme would support development of FGM initiatives in pilot countries, including Zambia.

He also outlined the rationale and reasons FGM pointing out the negative and positive approaches to forest governance, placing more emphasis on SFM. In outlining the rationale, he also pointed out the proposed pillars and principles of forest governance to be monitored as:

### *Pillar 1: Policy, legal, institutional and regulatory frameworks*

- Forest related policies and laws
- Legal framework to support and protect land tenure, ownership and use rights
- Consistency of other relevant policies, laws and regulations with forest policies, laws and regulations
- Institutional frameworks
- Financial incentives, economic instruments and benefit sharing

### *Pillar 2: Planning and decision-making processes*

- Stakeholder participation
- Transparency and accountability of institutions
- Stakeholder capacity and conduct

### *Pillar 3: Implementation, enforcement and compliance*

- Administration of forest resources
- Forest law enforcement
- Administration of land tenure and property rights
- Cooperation and coordination
- Measures to address corruption

For successful FGM in any country, among other principles, the FAO representative mentioned there must be strong country leadership and national ownership, consistency with national policies and frameworks, and that there should be partnerships and inclusive multi-actor participation.

### *5.3 UN-REDD: Global and National Perspective*

Prior to the presentation of the global perspective and rationale of FGM by the FAO representative, the National REDD+ Coordinator at FD HQ, Deuteronomy Kasaro made a presentation on the global and national perspective of REDD programme. He said the UN-REDD project is a global policy framework aimed at reducing emissions from deforestation and degradation (REDD) with the goal of creating an economic value for the carbon in standing forests. In his presentation, Mr Kasaro summarized the genesis and current UN-REDD+ project in Zambia (one of the three pilot countries in Africa, the two others being Congo DR and Tanzania) indicating that the project is just starting. The UN-REDD in Zambia is housed under the Forestry Department (as a lead agent) and will run for three (3) years at an approved budget of US\$4.49 million. The programme goal is to prepare Zambian institutions and stakeholders for effective nationwide implementation of REDD+ mechanism.

REDD+ is a follow up to prior warnings about climate change and efforts undertaken to address the same. According to the Intergovernmental Panel on Climate change (IPCC) estimates, about 20% of Carbon dioxide (CO<sub>2</sub>) emissions in the 1990's resulted from land use change, primarily deforestation. In Zambia ILUA<sup>1</sup> (200-2008) estimated that the total carbon stock for natural forests ranges between 2652 and 3323 million tonnes of carbon. ILUA further reports that annual decrease in above-ground carbon stocks ranges from 4.7 to 7.5 million tonnes of carbon as a result of deforestation, and that 12.8-29.9 million tonnes of carbon is due to both deforestation and forest degradation.

Arising from these concerns, the UNFCCC Third Conference of Parties (COP3), agreed on the Kyoto Protocol in 1997, and the Sink-CDM modalities in 2003. Later, in 2005, at COP11 in Montreal, forests were discussed under REDD. The Bali Action Plan (2007) identified four key elements: mitigation, adaptation, finance and technology to operationalize REDD.

Apart from emissions reductions, the UN REDD programme offers implementing countries other benefits that include technical, socio-economic, and institutional capacity building. As countries implement REDD their technical capacity in monitoring and accounting for forest carbon emissions over time will be enhanced; they will be able to enact and enforce forest protection laws that would provide for clear forest user rights, transparent tracking of emissions, and accounting of national emissions. The multi-stakeholder participation involving local communities, government, and civil society organizations will improve relations and strengthen collaboration, which is likely to result

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<sup>1</sup>Integrated Land Use Assessment (ILUA) Zambia 2005-2008, Forestry Department, Ministry of Tourism, Environment and Natural Resources and Food and Agriculture Organisation



in designing and implementing mechanisms that promote equitable sharing of financial benefits from REDD.

The REDD programme will pursue the following objectives:

- Build institutional and stakeholder capacity to implement REDD+
- Develop an enabling policy environment for REDD+
- Develop REDD+ benefit-sharing models
- Develop Monitoring, Reporting and Verification (MRV) systems for REDD+

REDD and ILUA programmes are expected to collaborate closely. For example, through the REDD+ Coordination Unit (RCU) and a Multi-sectoral Technical Committee, the REDD programme would collaborate through its activities of strengthening the national governance framework and institutional capacity of REDD+; establishing and operationalization institutional arrangements; developing a REDD+ communication and advocacy strategy in Zambia; developing national MRV capacity; and assisting in the establishment of baseline estimates of forest cover and carbon stocks. On the other hand ILUA output areas which fit with FGM include dissemination and utilization of the information for multisectoral dialogue: and improved methodological and human capacity in collecting and analyzing forest resource information for SFM, REDD monitoring and carbon inventory. This would be made possible through the Joint Steering Committee and the Project Technical Committee.

#### *5.4 Integrating Forest Governance Monitoring in Forest-related Monitoring Systems: Background Paper*

The national consultant, Martin Sekeleti, presented a paper on the status of FGM based on documents and interviews with different stakeholders in the forestry sector. The presentation had a focus on the need to strengthen FGM, what needs to be monitored, and how to monitor FG? In introducing the subject, the national consultant outlined the need for FGM and three major areas as being important to monitor. These three areas were:

##### *Environmental impacts*

- Control illegal logging
- Reduce rates of deforestation
- Slow down forest degradation
- Prevention of biodiversity loss
- Enhance and maintain environmental services like clean water and carbon sequestration

##### *Economic impacts*

- Efficient policies, their implementation and creation of economic opportunities from forest
- Fair and legal competition, encouraging investment
- Enhanced legitimacy and reputation of the government

*Poverty reduction and social impacts*

- Clear and secure land tenure and resource rights;
- rule of law; and
- legitimate use of authority to enhance and promote livelihoods and cultural use of forests by indigenous people and the rural poor

**5.4.1 Should efforts be made to strengthen FGM?**

In justifying the need to strengthen FGM, the respondents in the interviews outlined the reasons for strengthening FGM and the perceived corrupt practices.

The respondents outlined the following reasons for justifying strengthening FGM

- It is difficult to appreciate economic value of forests and contribution to GDP
- While there is currently forest and environmental degradation, there are also some stakeholders benefiting from the inconsistent and selective of enforcement of environmental laws
- Corporations (including concessionaires), do not generally consult or involve the community and civil society
- There is a blame game among the government, private sector and community regarding engagement and participation in decision making process, as well as in monitoring outputs and outcomes
- It is difficult to access information, provide oversight and hold relevant players accountable

The respondents also outlined the perceived corrupt practices and at what level these practices take place as follows:

<b>Level</b>	<b>Type of corruption and bad practices</b>
National	<ul style="list-style-type: none"> <li>• Bribes to politicians and public officers to facilitate issuance of licence and export of timber products</li> <li>• Bribes to public officers responsible for forest protection to ignore violations of forest laws</li> <li>• Political pressure, patronage and bribing public officials to recommend de-gazetting of a forest reserve, for example, to pave way for industrial and housing schemes as is in the MFEZ, allocation of agricultural land and allocation of mining rights to commercial giants</li> </ul>
Provincial	<ul style="list-style-type: none"> <li>• Bribes to public officers for issuance of a conveyance licence, or</li> </ul>

	<p>its extension</p> <ul style="list-style-type: none"> <li>• Bribes to public and district council officers to ignore violations of forest laws and levies imposed on the harvesting and conveyance of natural resources</li> </ul>
District	<ul style="list-style-type: none"> <li>• Bribes to councillors, chiefs, headmen to ignore violations of forest laws</li> <li>• Local people clear forests for charcoal production purporting they are opening land for agricultural production</li> <li>• Charcoal traders and transporters bribe village headmen to clear forests for production of charcoal for the market</li> </ul>

#### 5.4.2 What should be monitored?

The national consultant outlined the views of stakeholders as to what needs to be monitored in forest governance. He made the presentation by outlining the pillars and principles of governance, as proposed by the *UNREDD, Chatham House, FAO, and World Bank initiatives*.

He also pointed out that plans and reality differ, and for this reason, there is justification to monitor policies, laws, national strategies, plans and budgets formulated at national level. The effectiveness of these can be judged by the way they are implemented in the community, in which forest use and management activities take place. For example the following activities take place against the plans made at national level: cultivation, slash and burn; firewood and charcoal production; licencing, unclear rights, unintended effects of plans, influence of other sectors, illegal logging; grazing; forest fires, and unsecure land holding by the rural communities.

The general response from the respondents about what should be monitored was to monitor the effectiveness of development and implementation/effects of:

- National Forest Policy, National Policy on Environment, National Forest Action Plan (ZFAP), Provincial Management Plan, Decentralization policy and Decentralization Implementation Plan (DIP), national budget and plans, REDD+ strategy
- Forest Act, regulations and statutory instruments

Stakeholder views varied depending on their mandates and geographic levels at which they operate. CSOs working with grassroot communities tend to tilt towards monitoring decision making processes, law enforcement and compliance at community level. Strong aspects within these two pillars of governance are transparency/disclosure, accountability, participation and fairness. Refer to table below

<i>Type of organization</i>	<i>What to monitor</i>
Civil society organization	<ul style="list-style-type: none"> <li>• criteria for allocation of forest concession and number of concession licenses</li> <li>• budget and revenue tracking/distribution</li> <li>• volume and value of timber harvested and its origin</li> <li>• land allocation criteria</li> <li>• violation of forest laws</li> </ul>
Government organization	<ul style="list-style-type: none"> <li>• law enforcement and internal compliance of staff, especially at the district level</li> <li>• revenue collection</li> <li>• violations of forest laws</li> <li>• volumes and value of timber and charcoal produced</li> </ul>

At the community level, as a community based organization, interest was expressed by the Chalimbana River Conservation Committee in procedures and reasons for de-gazetting a forest reserve; volumes and value of forest products in their community; revenue sharing and reward mechanisms; rights and privileges of indigenous people living in or around forest areas; and procedures for dealing with conflict.

Common to all stakeholders was the need to know the status of the forest resources, where they are and under whose jurisdiction. Therefore, an inventory of the forest resources, making it available and accessible to all was pointed out as a priority to make FGM work.

*5.4.3 How could FGM be done?*

Stakeholder views pointed towards “thinking big, but starting small.” This was with consideration that national decisions are made at higher level and yet the affected people are closer to the resource and make many daily decisions about forest use and consequent action takes place at community level. Suggestions were that FGM should be strengthened and piloted in selected districts and at the national level. Further justification for district level monitoring is that poverty is felt at this level and that dysfunction policies can easily be monitored. Bringing services and decision making closer to where people live could enhance accountability and participation and strengthen the voice of the poor and make policies and implementation more responsive to the needs of the people living in poverty especially in the rural areas. Decentralization needs to be followed by control and capacity building at the level of the administration but also of those representing the poor, e.g. civil society organizations.

The respondent made the following suggestions for monitoring, as to where FGM should be done

- Community → District → Province → National
- Community → District → Province
- Community → District → National

Instead of going country wide the suggestions were to pilot in some province with one district and community.

#### *5.4.4 Who should be involved?*

The Forestry Department positioned itself to initiate improved inter-sectoral coordination, with REDD acting as a catalyst. On the other hand there are other initiatives going on, with preliminary proposed arrangements within the UN REDD (FAO-UNDP-UNEP) that FAO leads MRV aspects (monitoring, reporting and verification), while UNDP leads REDD governance aspects. As it is, the REDD+ governance guidance and development of MRV can fit as part of the proposed FGM initiative. On the other ILUA is providing national level inventory of forest resources and feeding into the REDD. The World Food Programme and the OVP-DMMU were also seen as a major player in FGM, through their role of providing technical assistance for vulnerability assessment.

The Planning and Information Department (PID) and the Climate Change Coordination Unit of MTENR were also viewed as major players in FGM. PID's role was seen as relevant especially through the ENRMM programme, whose aim is to provide support to PID's capacity to coordinate national policy making and provide information for evidence based policy development. The Climate Change coordination Unit was seen as important as an entity that coordinates formulation of climate change policies and frameworks between ministries; and as a unit that assists in the implementation of the National Adaptation Programme and REDD in the country.

The Ministry of Finance and National Development also had a view that FGM could be led by FD through its sector advisory group (SAG), while it remained as the main coordinating organization for national monitoring of all other sectors. The suggestion also emanates from the importance that the SNDP gives to participation of civil society organizations in monitoring the SNDP. This was amplified by other non-state actors that while the FD would take lead and responsibility, a multi-stakeholder approach is agreed for those organizations that would be deemed appropriate and important in FGM.

However, the perception of other stakeholders, especially non-state actors was that of a multi sectoral approach in line with the proposal of the Ministry of Finance, but less led by the FD, instead by the a team of cross-sectoral stakeholders, akin to the SAG to

guide and coordinate monitoring demands and design, and build broad national ownership.

For provision of oversight, CSOs made suggestions for participation in FGM of the Anti-Corruption Commission (ACC) and Transparency International Zambia (TIZ). Other governance structures, besides the relevant CSOs, identified as major players included the Ministry of Local Government and Housing, through District Councils; the District Development Coordinating Committees (DDCC); Provincial Development Coordinating Committees (PDCC); and the District offices of the FD and Ministry of Agriculture and Cooperatives.

With the existing SAG, the proposed approach was to strengthen the SAG and provide for more consistent participation and increased frequency of SAG meetings.

In recognizing the main purpose of ILUA in the forestry sector of *building a forest related land use resource inventories in Zambia, supporting implementation of the Sustainable Forest management (SFM) and REDD through better information, capacity building, dissemination of information, and improving multi-sectoral dialogue*, in presenting the background paper, the national consultant posed a question to stakeholders of what they perceived the role of ILUA shall be in FGM.

#### *5.4.5 When/how often*

Existing data collection methods are time (refer to paragraph below) and hierarchy dependent. For example the Forestry Department relies on its hierarchical structure for data collection, starting from the district level through the provincial tier to the national level.

Such mechanisms for incorporating FGM have fixed timings for data collection and reporting such as monthly, quarterly and annually. From national level emphasis is placed on submission of consolidated district quarterly and annual reports through the provincial offices. This mechanism provides for information such as revenue collection, forest management activities, volumes of timber and charcoal harvested and conveyed, violations and penalties.

Closely related to this hierarchical and time bound monitoring is the national-level monitoring of the national development plan by the SAG. Monitoring within the FD

provides an input in the SAG monitoring of the national development plan. SAG meetings are arranged on a quarterly and annual basis. Whether they take place regularly is another matter, but a provision is made for such meetings.

Therefore, the general feeling among the stakeholders was that of conducting FGM on a quarterly, semi-annual or an annual basis, while restricting monthly monitoring to individual institutions on a micro level.

#### *5.4.6 How-methods*

As outlined in the previous section about a hierarchical system of data collection, the respondents pointed towards this form of data collection and monitoring from the district level through the provincial tier to the national level. They also pointed out on using and strengthening existing mechanisms in forestry sector.

However, non-state actors were more inclined to getting information from government from which they can make informed decisions and provide feedback for policy change. The concern, therefore, was on quality, timeliness and reliability of data provided by such government structures.

Through participation in the SAG, CSOs also have an opportunity to collect data based on their activities with the community and to inform other players on the SAG. Therefore, the monthly monitoring and data collection within the participating institutions should provide the necessary information on the SAG's quarterly, semi-annual and annual meetings.

## **6. Discussion**

After the presentation by the national consultant, a brief discussion followed through which the participants agreed that FGM needed to be strengthened and integrated in national monitoring systems, especially for the purpose of promoting SFM, transparency and accountability. However, the discussion tended to tilt towards monitoring forest management activities rather than FGM. The discussion also showed that FGM was still a new area and it was therefore, easy to lose focus and instead concentrate on monitoring forest management activities.

The discussion also brought the differences in perceptions of the different stakeholders in the forest sector, blaming each other for failure to engage each other in decision making processes and monitoring forest governance.

Participants wanted, out of the presentation, the national consultant to point out what to monitor, when and how to monitor FG. With reference to the paragraph, the national consultant pointed out the need to harmonize the different interests by identifying what to monitor, when, how and by who since the presentation was a representation of a cross section of interests.

The participants later went into groups to deal with the identified concerns (refer to section 7).

## **7. Group work**

After the national consultant's presentation the participants were tasked to take note of key FGM issues to discuss in smaller groups in order to:

- identify key issues, gaps and need for collaboration; and
- recommend required improvements for integrating FGM into existing national monitoring systems.

The participants were divided into four working groups to provide their input to the following questions about FGM in Zambia

### *Why FGM?*

- Should FGM be strengthened?
- If yes, why?

### *What should be monitored?*

- What policies, plans, legal regulations (or parts of) and their implementation/enforcement would need to be monitored?
- What are other key FG issues may need to be monitored?

### *Where should FGM be strengthened?*

- Where should FGM be strengthened, should FGM be strengthened, piloted in selected districts and at national level?

### *Who should be involved?*

- Who should be involved in strengthening FGM and piloting in selected districts and at what level?

### *How should FG be monitored?*

- Based on using existing systems and routines, how can they be enhanced to monitor FG?



## 8. Group presentation in plenary

### 8.1 Why FGM?

Participants in the workshop, in a general sense agreed with strengthening and integrating FGM into existing mechanisms. The following were the justifications for strengthening FGM in Zambia

- Ultimately, sustainable management leads to lots of benefits such as cultural, social, environmental and economic. In order to achieve this, we need to effectively monitor FG.
- To improve the operations of the Forestry Sector
- To ensure compliance to policies, legislation, plans etc
- To identify changes in trends (deforestation)
- To build public confidence in the forest sector
- To improve performance, accountability & transparency
- In order to address the current weaknesses in Forest Management.
- In order to take advantage of the opportunities in the policy and legal framework for economic benefit, e.g. poverty alleviation, wealth creation, etc.

### 8.2 What should be monitored?

Workshop participants drew up a consolidated list of what they envisaged should be monitored under Forest Governance Monitoring as follows:

- National forest policy/ Act
- Forest policy implementation in line with the national development plan
- Zambia Forest Action Plan
- Revenue collection mechanisms/chains (from the revenue generation center to the national level)
- Forest management plan(s) formulation & implementation
- National policy on Environment
- National forest action plan
- ZDA policy/ Act
- Zambia Wildlife Act
- Environmental act
- Timber export Policy
- Agriculture policy
- Land policy
- Forest law enforcement (implementation of the Forest Act)
- SNDP, Annual work plans and other relevant plans
- Forestry Strategy that needs to be monitored.

### 8.3 Where should FGM be strengthened?

Various levels were identified for strengthening FGM with a general agreement on starting with the community/district where policies are implemented, together with the national/provincial level involved in policy formulation and management. One group was particularly inclined to strengthening and piloting FGM at community/district level tied to policy, strategy, budgeting and legislation at national level. The following were the responses about where FGM should be strengthened.

- Group one felt strongly about firstly developing a framework for governance monitoring at the driver level, national and impact level (district)
- Group two complemented that FGM should be strengthened at all levels of the forest sector as lower levels will feed into higher levels to have a complete monitoring, and pointed out that FGM should not be piloted but must be implemented just from the onset
- Group three, in agreement with the other groups also contended with a three tier strengthening of FGM pointing out what should be monitored at each level as follows: district level- in terms of implementation; provincial level-monitoring and coordination systems; and at national level-policy and legislation
- Group four was particularly strong and inclined to strengthening FGM at local and district levels and piloted at district level.

### 8.4 Who should be involved?

Apart from the Forestry Department, an array of relevant organizations was identified as major players in FGM, depending on their mandate and were outlined as follows in the table below

<b>Type of organisation</b>	<b>Identified organisation</b>
FGM lead organisation	Forestry Department
National governance structures	District Development and Coordinating Committee, Provincial Development and Coordinating Committee, National Development and Coordinating Committee
Civil Society Organisations	Community Based Natural Resources Management Forum, Zambia Land Alliance, Transparency International (Zambia), Wildlife and Environment Conservation Society of Zambia, Foresters Association of Zambia, Zambia Ornithological Society, Zambia Climate Change Network
Private Sector	Timber Producers Association of Zambia
Local Authorities	District Councils and traditional leaders
Law enforcement Agencies	Zambia Police, Anti-Corruption Commission
Cooperating Partners( Donors)	Finnish Embassy
Government ministries and Quasi-government	Ministry of Finance and National Planning, Ministry of Agriculture and Cooperatives, Ministry of Local

organizations	Government and Housing, Ministry of Lands, Ministry of Justice, Zambia Wildlife Authority, Environmental Council of Zambia, National Facilitation Unit on Climate Change, Ministry of Tourism Environment and Natural Resources, Central Statistical Office,
Oversight bodies	Anti-Corruption Commission, Transparency International Zambia, Foresters Association of Zambia

*8.5 How should FG be monitored?*

The participants pointed out that to initiate FGM, piloting could be done at national level and selected districts, with emphasize on

- designing a FGM system and development of data collection tools
- strengthening existing M&E systems,
- developing capacity in FGM
- mainstreaming gender in M&E systems.

FGM should be enhanced through performance based audits, result performance targets and indicators, and regular performance review meetings at the proposed levels.

**9. Workshop recommendations**

The following broad categories of activities were agreed as follow-up steps towards the integration of the FGM into existing monitoring systems in Zambia.

- Capacity Building
- Sensitization
- Training
- Conducting monitoring activities at different levels
- Formation of Working Groups to spearhead initiation of integration of FGM in national monitoring systems
- Development of the framework for FGM
- Conduct Situation Analysis of Current Status of FGM at different levels
- Develop FGM system based on Situation Analysis

It was resolved that the Forestry Department shall take the lead and facilitate formation of a small working group among the selected key actors from the identified organizations in 8.4 to conduct further work on situation analysis. The selected would

initiate actions or programmes that should be validated by the same group of stakeholders who attended the consultative workshop by end of July 2011.

## **10. Conclusion**

The workshop identified key issues, gaps, need for collaboration and key players; and made suggestions for initiating for integration of FGM into existing national monitoring systems. The FD was identified as the lead organization for this purpose and tasked to form a working group to deal with initiation of FGM work in Zambia, as well as work out a mechanism for information dissemination and sharing among the key players in the forest sector.

## **11. Annexes**

**Annex 1: Workshop programme**

**Annex 2: List of Participants**

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## Annex 1: Workshop programme

<b>Time</b>	<b>Activity</b>	<b>Detail</b>	<b>Responsible</b>
0830-0845	Introduction	Participant registration and getting to know each other	National Consultant (NC)
0845-0915	Welcome remarks	Official opening of the workshop	PS
0915-0930	Objectives	Workshop objectives and introducing FGM	Director-FD
0930-1015	Global perspective of FGM		FAO
1015-1045	Break		Host
1045-1115	Presentation of the background paper	Introducing the FGM and rationale, Why FGM? Existing tools for FGM in Zambia, FGM gaps, opportunities and priorities. Examples of national and community level FGM mechanisms	NC
1115-1230	Stakeholder group discussions	FGM current reporting mechanisms, needs, priorities and approaches, what other sources?	NC
1230-1330	Break	Lunch break	Host
1330-1400	Stakeholder feedback		
1400-1430	Formation of a Task Force and a Working Group	Identifying key persons to constitute the FGM task force and working group	FD/NC
1430-1500		Health break	
1530-1600	Planning of next steps	Identifying specific roles and responsibilities, to further develop forest	FD/NC Consortium? FD model

		governance indicators, piloting activities, and a communication strategy + communication model	
1600	Closing remarks	Wrap-up and closing of workshop	Director-FD

## Annex 2: List of Participants

No.	Participants Name	Position/Organization	Contact Details
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### **Annex 3: Official Opening Speech**

Speech delivered by Mr Denny Lumbama, Permanent Secretary – Central Province, at the official opening of the workshop on Integrating Climate Change issues into National Forest Programmes and Integrating Forest Governance Monitoring into National Forest related Monitoring Systems.

The FAO representative;  
Representatives from cooperating partners;  
Representatives from civil society;  
Representatives from various government departments;  
Distinguished guests, ladies and gentlemen

I am delighted to officiate at this very important workshop that will address critical issues that are not only affecting the forestry sector but other natural resources as well. The issue of integrating climate change into national forest programmes as well as integrating forest governance and monitoring systems cannot be over emphasized. You will agree with me that these issues have not been adequately addressed in our national forestry programmes, hence the importance of this workshop. However, let me hasten to say that the government fully recognized this aspect. Therefore, with assistance from the food and agriculture organization (FAO) government engaged consultants to undertake detailed studies on how best the forestry sector can integrate climate change and forest governance monitoring system in sustainable forest management.

These studies could not have come at a better time than this. Currently the government is reviewing the national forest policy and legislation to take into account gaps in the forests act in order to address other emerging issues in the forestry sector. It is my sincere belief that the recommendations of this workshop will be included in the forest policy and legislation.

Chairperson,

It is for this reason, that the government takes this workshop as a very important step in enhancing national forest programmes. What we are expecting after this workshop are support programmes and activities that will embrace climate change and forest governance monitoring into the implementation process.

Chairperson,

I am aware that the forestry department is implementing two very important programmes that should inevitably benefit from the two studies under discussion at this workshop.

First, the UN-REDD programme will no doubt benefit from the two studies through identification of key issues that communities will need to address as they manage the forests for carbon credits, and to reduce problems such as carbon leakages, forest degradation and deforestation, just to mention a few.

Secondly, the Integrated Land-Use Assessment (ILUA II) project should be able to integrate the two aspects in the methodology that will be adopted to carry out country-wide assessments so that the data generated can also be used to interpret climate change and forest governance aspects.

Chairperson,

In this vein the major objectives of this workshop are to:

- enhance the national consultants' background papers on forest climate change and forest governance and validate them;
- assist in identifying key issues relating to the integration of climate change and forest governance monitoring;
- identify areas where collaboration and coordination with other sectors and ministries will be necessary; and
- recommend approaches on how climate change and forest governance monitoring could be incorporated in policy and legislative frameworks and how collaboration and coordination can be strengthened.

Chairperson,

I am confident that these objectives will be met, given the diverse representation of institutions, private sector and civil society groups that are present at this workshop. Please debate freely and bring out all those crucial issues so that at the end of the workshop, we can have concrete and practical recommendations that will ensure that climate change and forest governance monitoring are integrated effectively and efficiently in our national forest programmes.

Chairperson,

Allow me at this stage to sincerely thank the food and agriculture organization (FAO) through the national forest programme facility who have facilitated the studies and holding of this workshop. As government, we are very grateful for this contribution.

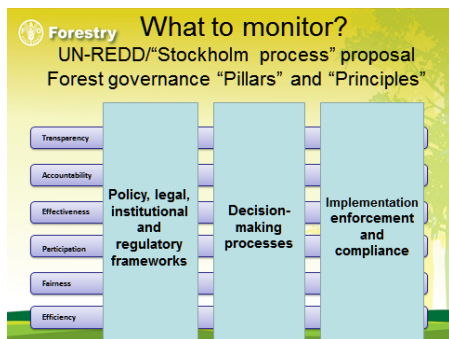
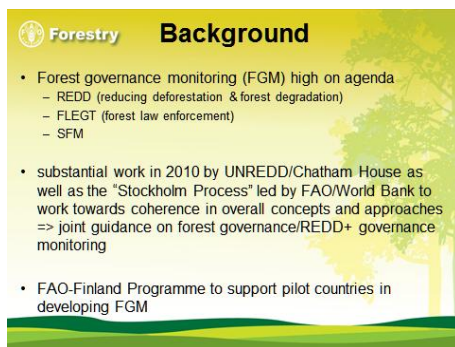
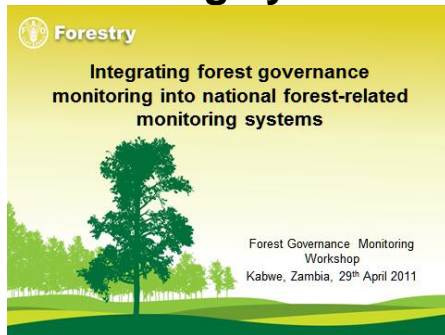
Let me also take this opportunity to thank the national consultants and the FAO coach from Rome who have been working with the forestry department in ensuring that preparations of the background papers and other logistical support are put in place for this workshop to take place.

With these remarks, i wish to declare the workshop on integrating climate change issues into national forest programmes and integrating forest governance monitoring into national forest related monitoring systems officially opened.


May the almighty god bless you all.

Thank you!

# Annex 4: Workshop Presentation- Introduction: Integrating forest governance monitoring into national forest-related monitoring systems





 **Forestry** Why forest governance the negative approach

- Deforestation, forest degradation and low incidence of responsible forest management;
- Loss of revenues for the state and other stakeholders;
- Lack of trust in the forest sector;
- Bad image of the forest sector, also affecting the investment climate.
- Various initiatives parallel to each other; resulting in inefficiencies and lack of coherence.



# Annex 5: Workshop Presentation-Background paper

## Integrating Forest Governance Monitoring in Forest-related Monitoring Systems

### FGM Background Paper

#### -Multi-stakeholder Workshop-

Kabwe

29 April 2011

#### Do we need to strengthen FGM?

##### **Environmental impacts:**

- Control illegal logging
- Reduce rates of deforestation
- Slow down forest degradation
- Prevention of biodiversity loss
- Enhance and maintain environmental services like clean water and carbon sequestration

#### Do we need to strengthen FGM?

##### **Poverty reduction and social impacts:**

- The following enhance and promote livelihoods and cultural use of forests by indigenous people and the rural poor
  - Clear and secure land tenure and resource rights
  - Rule of law, and
  - Legitimate use of authority

Provincial & district	<ul style="list-style-type: none"> <li>• <b>Bribes to public officers</b> for issuance of conveyance licence, or its extension</li> <li>• <b>Bribes to public and district council officers</b> to ignore violation of forest laws and levies imposed on harvesting and conveyance of natural resources</li> </ul>
Local	<ul style="list-style-type: none"> <li>• <b>Bribes to councillors, chiefs, headmen</b> to ignore violation of forest laws</li> <li>• Local people clear forests for charcoal production <b>purporting they are opening land for agricultural production</b></li> <li>• Charcoal traders and transporters <b>bribe village headmen</b> to clear forests for production of charcoal for the market</li> </ul>

#### Outline of presentation

- Do we need to strengthen FGM?
- What needs to be monitored in FG?
- How can we monitor FG?

#### Do we need to strengthen FGM?

##### **Economic impacts:**

- Efficient policies, their implementation & creation of economic opportunities from forest
- Fair and legal competition, encouraging investment
- Enhanced legitimacy and reputation of the govt

Level	Type of corruption and bad practices
National	<ul style="list-style-type: none"> <li>• <b>Bribes to politicians and public officers</b> to facilitate issuance of licence and export of timber products</li> <li>• <b>Bribes to public officers</b> responsible for forest protection to ignore violations of forest laws</li> <li>• <b>Political pressure, patronage and bribing public officials</b> to recommend de-gazetting of a forest reserve to pave way for industrial and housing schemes..... (MFEZ)</li> </ul>

#### Do we need to strengthen FGM?

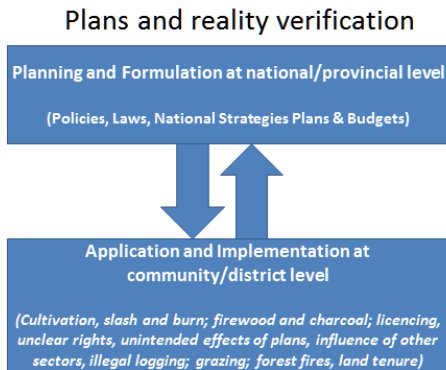
- Difficult to appreciate economic value of forests and contribution to GDP
- while the current forest and environmental degradation there are also some stakeholders benefiting from the inconsistent and selective of enforcement of environmental laws
- Corporations (including concessionaires), do not generally consult or involves the community and the civil society

– Blame game govt, private sector and community in decision making process

– Difficult to access information, provide oversight and hold relevant players accountable

• Main question

– Should efforts be made to strengthen FGM?



• Main question

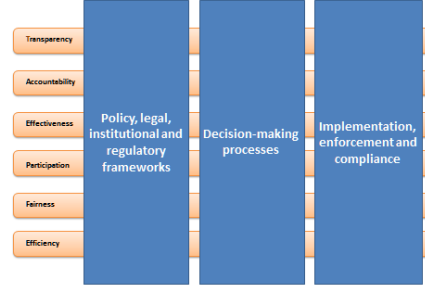
– What policies, plans, legal regulation (or parts of) and their implementation/enforcement would need to be monitored?

– What are other key FG issues may need to be monitored?

**Main question**

– Where should FGM be strengthened, should FGM be strengthened, piloted in selected districts and at national level?

**What needs to be monitored in FG?**



**What? Responses from...**

- CSOs: allocation criteria and number of concession licences; budget and revenue tracking/distribution, volume and value of timber harvested and its origin; land allocation criteria, violation of forest laws
- Govt: law enforcement and internal compliance of staff, especially at district level, revenue collection, violations, volumes and value of timber and charcoal produced

**Where to focus monitoring?**

Observations

- Community → District → Province → National
- Community → District → Province
- Community → District → National
- Pilot in some province?

**Who should be involved?**

- Take into consideration the roles of civil society, the community and the private sector
- Multiple actors, different levels and with different views, values and interests
- What is the role of ILUA in FGM?
- Oversight bodies (TI, AAC, CSOs)

## Outcome areas of ILUA

- Effective means of dissemination & utilisation of the information for multisectoral dialogue
- Improved methodological & human capacity in collecting & analysing forest resource information for SFM, REDD monitoring & carbon inventory
- Implementation of ILUA II - Mapping and Field Survey

## When / how often

- Existing mechanisms of data collection and monitoring are based on time and hierarch
- Monthly, quarterly, semi-annually and annually

## Main question

- Based on using existing systems and routines, how can they be enhanced to monitor FG?

### **WHERE SHOULD FGM BE STRENGTHENED**

- Where should FGM be strengthened, should FGM be strengthened, piloted in selected districts and at national level?

### **WHO SHOULD BE INVOLVED**

- Who should be involved in strengthening FGM and piloting in selected districts and at what level?

### **HOW SHOULD FG BE MONITORED**

- Based on using existing systems and routines, how can they be enhanced to monitor FG?

## Main question

- Who should be involved in strengthening FGM and piloting at what level?

## How - methods

- Hierarchical system from the district level through the provincial tier to the national level
- Non state actors are inclined to get information from government from which they can make informed decisions and provide feedback for policy change

## Main questions

### **WHY FGM?**

- Should FGM be strengthened?
- If yes, why?

### **WHAT SHOULD BE MONITORED?**

- What policies, plans, legal regulation (or parts of) and their implementation/enforcement would need to be monitored?
- What are other key FG issues may need to be monitored?

## Next steps

- Agree on how to move forward from this workshop
- What do we want to do?
- Who shall be responsible?
- What is the time line?
- How shall we communicate?