

GLOBAL ENVIRONMENT FACILITY

ENABLING ACTIVITY PROPOSAL

Country:	Zambia
Project Title:	Zambia' National Biodiversity Strategy and Action Plan, and Country Report to the COP
GEF Focal Area:	Biodiversity
Country Eligibility:	Convention ratified on 28 May 1993
GEF Financing:	US \$289,440
Government Contribution:	In kind
GEF Implementing Agency:	UNDP
National Executing Agency:	Government of Zambia, Ministry of the Environment and Natural Resources (MENR)
GEF Operational Focal Point:	Permanent Secretary, Ministry of the Environment and Natural Resources
CBD Operational Focal Point:	Permanent Secretary, Ministry of the Environment and Natural Resources
Estimated Starting Date:	June 1997
Project Duration:	12 months

Background

Zambia is situated in south-central Africa between latitudes 8^o and 18^o south, and longitudes 18^o and 23^o east. It is surrounded by Angola, Zaire, Tanzania, Malawi, Mozambique, Zimbabwe, Botswana, and Namibia. The country has a land area of 752,617km². Its population, which is growing at the rate of 3.2% per annum, is estimated at around 9,200,000 with an annual per capita income of \$270. Sixty-eight percent of the population live below poverty levels (IUCN 1997). Natural resources are the basis of the economy of the country, which is mainly based on copper mining, agriculture and eco-tourism. The country is administratively subdivided into 9 provinces, and each has an autonomous legislative system.

Biogeographically, Zambia falls in the Zambezian biome and has some afro-montane elements in the northeast. The country is dominated by miombo woodland of *Brachystegia*; mopane woodlands are found in the Lwangwa and Zambezi Valleys and in the west; extensive wetlands and floodplains are scattered across the country with patches of lowland forests in the northwest; and montane forests and grasslands occur in the northeast. The country has a highly vascularized river system along with waterbodies that cover as much as 6% of the total land area. The country belongs to the Zambezi River drainage.

It is estimated that at least 5,500 vascular plant species occur in Zambia of which 211 are believed to be endemic (IUCN 1990). Also there are at least 233 species of mammals, 731 species of birds, 145 species of reptiles, and 200 species of fish. Three centers of endemism are known in the country: Lwangwa Valley in the east; Mbala in the northeast; Solwezi-Mwinilunga in the northwest. Twenty two species of antelope occur in Zambia, including the sitatunga, waterbuck, Kafue lechwe, black lechwe, red lechwe, southern reedbuck, puku, sable antelope, cookson's wildebeest, blue wildebeest, Litchestein's hartebeest, tsessebe, oribi, impala, eland, greater kudu, roan, Sharpe's gyrsbok, and klispringer. At least 11 of these antelope species, which constitute the basis for eco-tourism, are threatened. The country is also renowned for its large herds of elephants, hippopotamuses, buffaloes, and giraffes.

Threats to biodiversity in Zambia come from poverty and dependence on natural resources exploitation, which are accelerating the rate of deforestation. Also poor conservation measures compounded with poaching, overfishing, overgrazing by livestock, bush fires, and soil erosion are altogether threatening biodiversity conservation in the country. However Zambia has developed an extensive, but ill managed, conservation area system covering as much as 30.4% of the country's land area. There are 19 national parks (8.4% of country's land area), and 35 game management areas (22% of country's land area). These are managed under a National Parks and Wildlife Service (NPWS) and the ADMARE (Administrative Design for Game Management Areas) program, which involves rural communities.

Since 1985, the Government of Zambia has taken a number of important steps to preserve the environment and to ensure conservation of its biological resources. These milestone steps have included: (a) the adoption of a National Conservation Strategy in 1985; (b) the promulgation of the Environmental Protection and Pollution Control Act (EPPCA) in 1990; (c) the creation of the Ministry of the Environment and Natural Resources (MENR) in 1991; (d) the establishment of the Environment Council of Zambia (ECZ); (e) the formulation of a National Environmental Action Plan (NEAP) in 1995; and (f) the inception of the Forestry Action Programme, and the Wetlands Conservation Programme. To provide backstopping for these steps, the country has recently adopted a global environmental management policy to be implemented through an Environmental Support Programme (ESP). ESP is intended to successively prevent, arrest and reverse environmental and natural resources degradation in the country. However, in order to control the rate of depletion of biological resources, the country needs now to put in place a sectoral policy for conservation, sustainable use, and benefit sharing for biodiversity resources. Hence on 3 February 1997, the Permanent Secretary of MENR requested assistance to the Global Environment Facility (GEF) through UNDP to formulate Zambia's national biodiversity strategy and action plan (BSAP) and to draft the first Country Report to the Conference of Parties (COP).

Project Objectives and Short Description

The principal objective of this enabling activity is to assist Zambia in preparing a National Biodiversity Strategy and Action Plan (BSAP). The BSAP will define the current status of, pressures on, options for, and priority actions to ensure the conservation, sustainable use, and equitable share of its biological diversity. The project will build on the existing knowledge base to elaborate the BSAP through a process of participatory planning and stakeholder consultation. This will also enable Zambia to meet its obligations under the Convention on Biological Diversity (CBD) by preparing its first country report to the Conference of Parties (COP). The BSAP will complement the NEAP, which was formulated under the supervision of MENR.

The Government of Zambia will initially appoint a steering committee to supervise the BSAP process and provide overall direction and policy guidance. Members of the steering committee will be drawn, as a representative sample, from the full range of concerned biodiversity stakeholders. These include the Ministries of Agriculture, Environment, and Education, as well as research institutions, the private sector, NGOs, tribal leaders and local communities. Also a representative of the donor community will seat on the steering committee. Under supervision of the steering committee, a planning team will undertake the work of the enabling activity. Planning team members will be selected according to their biodiversity and planning expertise. Additional planning team members will be drawn to represent, on the one hand, decision and law makers, and on the other hand, biodiversity resource users.

The BSAP process will also draw from different sectors of the society. It will include the organization of 2 national workshops and 9 provincial workshops. Provincial workshops will be organized for each province of the country, as these constitute separate legislative entities. Also in general the provinces correspond roughly to specific land use patterns and pressures on the country's biological resources. The two national workshops will be attended by representatives from various ministries⁽¹⁾, public institutions⁽²⁾, private sector, NGOs⁽³⁾, tribal leaders, local communities, and the donor community.

The planning team will be assisted by one lead national consultant and several national and short term consultants experienced in biodiversity issues. The lead national consultant will coordinate and facilitate project activities. The national consultants will help to run the

⁽¹⁾ The following ministries will actively participate in the biodiversity stakeholder consultation process: MENR; Ministry of Tourism; Ministry of Agriculture, Food and Fisheries; Ministry of Energy and Water Development; Ministry of Commerce, Trade and Industry; and the Ministry of Transport and Communication. Also several departments in those ministries will be involved.

⁽²⁾ Public institutions will include the Environmental Council of Zambia (ECZ); the National Heritage Conservation Commission, the National Council for Scientific Research; CBU-School of Environmental Studies, UNZA-School of Biology; and SADC Gene Bank.

⁽³⁾ NGOs will include the World Conservation Union (IUCN); the World Wide Fund for Nature (WWF); the Wildlife Conservation Society of Zambia; Zambia Environmental Education Project; the Entomological Society of Zambia; and the Ornithological Society of Zambia.

national workshops, and the short term consultants will run the 9 provincial workshops. An international consultant will provide assistance in familiarizing the planning team in biodiversity planning, framing key strategies, drafting the BSAP and facilitating participation by all relevant biodiversity resources' stakeholders.

The planning team and consultants will initially undertake a review of WRI/IUCN/UNEP guidelines (Miller and Lanou 1995) for the preparation of a national biodiversity strategy and action plan. They will then compile and summarize existing information on the status of, and threats to the nation's biodiversity. This information and summaries of other donor financed natural resource activities in Zambia will be presented at the first national workshop

With support from national and international consultants, the planning team will conduct the first national workshop, which will draw together the full range of actors and stakeholders relevant to biodiversity. The workshop participants will analyze the results of the stocktaking and inventory to select objectives, identify key issues and options, as well as actors and priority areas for review. In conjunction with the first national workshop and with the help of the lead national consultant, the international consultant will provide familiarization sessions in participatory methods, biodiversity analysis, strategic planning techniques and dissemination techniques to the planning team particularly to the national and short term consultants.

Following the first national workshop, a detailed analysis of the issues and options will be carried out by the planning team with the help of national consultants. As part of this process, 9 provincial workshops will put together representatives from local communities and institutions, private sector and government agencies. The provincial workshops will assess various issues and options by the 9 provinces of the country and involve the full range of local stakeholders in the BSAP process. The provincial workshops will be conducted primarily by the short term consultants with assistance from the planning team and the national consultants.

The results of the analysis and provincial workshops will then be drawn together by the planning team assisted by the short term consultants, and a draft BSAP will be prepared with the assistance of the national and international consultants. A second national workshop will invite comment on the initial analysis and draft BSAP. New alternatives and options will be identified and developed to seek consensus among the stakeholders prior to the finalization of the details of the BSAP.

Upon approval by the project steering committee, MENR and the Government of Zambia, the BSAP will be disseminated widely within Zambia and a country report to the COP of the biodiversity convention will be prepared by the planning team. Because the First Country Report will not be available until May 1998, in November 1997 the planning team will draft an interim report that the Government of Zambia will present by the COP's deadline for reporting in December 1997.

Coverage Without Duplication

The BSAP will enhance dialogue and consultation among Government ministries on biodiversity issues, and it will build on existing legislation to ensure biodiversity conservation and sustainable use. Also the BSAP will build on existing data to be compiled by national and international consultants under the guidance of the planning team. Stocktaking activities will be undertaken, as there is need to synthesize the existing information from biodiversity related projects. BSAP will fit and benefit from other past and ongoing activities, including donor funded projects, and the MENR, which completed NEAP in 1995, along with the BSAP Steering Committee will ensure that there is no duplication of efforts. Skills and expertise in botanical resources, inventory, collection and management being developed through the GEF funded SABONET (Southern Africa Botanical Diversity Network) project will contribute to the BSAP, and there will be no duplication of activities.

Time Plan and Sequencing

The project will follow the sequence of activities recommended in the WRI/IUCN/UNEP Guidelines, with variations as appropriate, based on lessons learned from early country experiences around the world (Miller and Lanou 1995). Activities will start in June 1997 and will last for 12 months.

Activity / Month	1	2	3	4	5	6	7	8	9	10	11	12
Establishment of steering committee and planning team	x	x										
Stocktaking, inventory of information (digest)	x	x	x									
Training (familiarization) of planning team				x								
First national workshop				x								
Identification and analysis of options, provincial (provincial) workshops					x	x	x					
Preparation of biodiversity strategy, action plan								x	x	x		
Second National Workshop										x		
Adoption of BSAP by the Government and dissemination											x	
Preparation of interim report and submission to COP						x	x					
Preparation of first country report											x	x

Best Practice

The project will follow methodology recommended in the IUCN's "Guide to the Convention on Biological diversity" (Glowka, et al. 1994) and the WRI/IUCN/UNEP's "Guidelines for Preparing National Biodiversity Strategies and Action Plans" (Miller and Lanou 1995). The BSAP will prepare the grounds and identify priority needs of activities in the fields of biodiversity conservation, sustainable development, and benefit sharing to be undertaken by follow up projects. All nine criteria for best practices will be addressed. The project will incorporate inputs from various interested sectors of the society through the use of a decentralized multi-sectoral approach.

Project Financing (in US \$)

	Product	Process	Total
<i>Stocktaking and Inventory of Existing Information</i>	13,000		13,000
- national consultants	10,000		10,000
- documentation, misc.	3,000		3,000
<i>Identification and Analysis of Options</i>	22,000	137,000	159,000
- national consultants	13,000	16,000	29,000
- international consultant	9,000	10,000	19,000
- first national workshop		25,000	25,000
- training (familiarization)		5,000	5,000
- provincial workshops (9)		72,000	72,000
- travel, miscellaneous		9,000	9,000
<i>Preparation of Strategy and Action Plan</i>	19,000	69,000	88,000
- national consultants	11,000	16,000	27,000
- international consultant	8,000	11,000	19,000
- second national workshop		24,000	24,000
- travel, miscellaneous		9,000	9,000
- dissemination		9,000	9,000
<i>First National Report</i>	2,000	6,000	8,000
- preparation of interim report	500	500	1,000
- preparation of first country report		3,500	3,500
- publication of first country report	1,500		1,500
- promotion		2,000	2,000
<i>Coordination and Management Costs (8%)</i>	4,480	16,960	21,440
Total for Enabling Activity	60,480	228,960	289,440

Deviations from Criteria and Norms

The project does not deviate from GEF enabling activity criteria and norms. Costs for the preparation of the national strategy (BSAP) are close to the upper limit of the permissible range because the BSAP will require a demanding process toward the formulation and integration of 9 provincial biodiversity strategies into a national strategy. Each province in Zambia requires a provincial strategy, as each one of constitute a separate legislative entity with particular land use patterns and issues.

Institutional Framework and Project Implementation

The project will be executed by the MENR with support from UNDP's country office. Under the guidance of the multi-sectoral Steering Committee, an inter-agency planning team will manage project activities with the assistance of national and international consultants. During its early meetings the Steering Committee will agree on a preliminary country's biodiversity vision, as well as on methodologies and indicators for assessing progress and performance.

The first country report will be prepared following the guidance provided by the Conference of the Parties in November 1996 and in the guidelines by Miller and Lanou (1995). The report will be developed in consultation with diverse governmental and non-governmental agencies, including both the private sector and community representatives. The report and the BSAP will be disseminated widely upon completion.

Activity Matrix

Commitment	Enabling Activity	Output	Capacity Building		Public Participat.	Comments
			Inst. Strength	Training		
	<i>Stocktaking and Assessment, based on Existing Information</i>					
	- biodiversity & biological resources	x				1
	- cross-sectoral issues	x				1
	- policy and regulatory framework	x				1
	- institutional and human capacity	x				1
	- analysis of root causes of BD loss	x				1
	- technologies for conservation and sustainable use	x				1
	- activities with adverse impacts					1
	- existing measures and programmes	x				1
	- preliminary statement of objectives	x				1
	- identification of gaps	x				1
	- assessment of existing needs	x				1
		x				1
	<i>Identification and Analysis of Options to Meet the Objectives of the CBD</i>					
	- strategies for conservation	x	x	x	x	2
	- strategies for sustainable use	x	x	x	x	2
	- strategies for benefit sharing	x	x	x	x	2
	<i>Planning and Preparation of a Strategy and Plan</i>					
	- national strategy	x	x	x	x	2
	- national action plan	x	x	x	x	2
	<i>Preparation of the first National Report</i>					
	- interim report to COP	x				
	- first national report	x			x	

Notes on the Activity Matrix

1. The BSAP stocktaking will build on the base of information which exists as a result of initiatives and projects by WWF, IUCN, NORAD, SIDA, FINNIDA, ODA, WCSZ, SADCC, GEF-SARONET, WB, and UNDP. However, existing information needs to be summarized and reorganized to fit into BSAP process. Some significant conservation and development projects related to biodiversity resources include:

- (a) development of the Kafue Flats and the Bangweulu swamps wetlands sponsored by WWF and the Danish Government in 1987 and 1988 respectively.
- (b) development of the Upper Zambezi Wetlands sponsored by the Royal Netherlands Government and the World Conservation Union (IUCN) in 1995.

- (c) adapting of the legislation for National Parks and Wildlife in 1991;
- (d) preparation of the first state of the environment report (Zambia) sponsored by NORAD in 1994;
- (e) preparation of the Zambia Environment Action Programme sponsored by UNDP, the World Bank, and NORAD in 1993;
- (f) preparation of the Zambia Forestry Action programme sponsored by UNDP, the Royal Netherlands Government and the Finnish Government in 1995;
- (g) preparation of the South Luangwa and the Lupande G.M.A. management plan sponsored by NORAD and IUCN in 1995;
- (h) preparation of the Kasanka and Kafinda National Parks Management plans sponsored by the European Union and IUCN in 1994; and
- (i) Zambia is a country partner for the ongoing GEF regional projects for botanical inventories, (SABONET) and biodiversity conservation in Lake Tanganyika.

2. This project will build on the National Conservation Strategy (NCS), the NEAP process, and the above mentioned strategies and plans. MENR will ensure that there is no duplication.

References

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REPUBLIC OF ZAMBIA

MINISTRY OF ENVIRONMENT AND NATURAL RESOURCES

MENR/6/7/12

13 February 1997

P.O. BOX 34011
LUSAKA

Dr. John L. Hough,
GEF Coordinator for Biodiversity,
United Nations Development Programme,
New York 10017,
USA

Dear Sir,

**GEF SUPPORT FOR ENABLING ACTIVITIES FOR THE IMPLEMENTATION
OF THE CONVENTION ON BIOLOGICAL DIVERSITY**

As a designated GEF focal point for Zambia, I have reviewed the proposal for the enabling activities on the implementation of the Convention on Biological Diversity (CBD), and fully endorse all the objectives of this project. I also wish to acknowledge that the funding provided by this project will enable the Government of the Republic of Zambia to prepare an initial national communications and that at the end of the project, this initial communications will be submitted to the Conference of the Parties to the CBD.

Sincerely,

L. M. Aongola
Planning Officer/National GEF Focal Point
for/Permanent Secretary

MINISTRY OF ENVIRONMENT AND NATURAL RESOURCES

cc. The Resident Representative,
United Nations Development Programme,
Lusaka.

1/13