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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX 1**

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of the Republic of Zambia for 2023-2024

**Action Document for Climate Action and National Determined Contribution Implementation Support in Zambia**

**MULTI-ANNUAL PLAN**

This document constitutes the multi-annual work programme in the sense of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of NDICI-Global Europe Regulation.

## 1. SYNOPSIS

### 1.1. Action Summary Table

<b>1. Title</b> <b>CRIS/OPSYS</b> <b>business reference</b> <b>Basic Act</b>	Climate Action and National Determined Contribution Implementation Support in Zambia OPSYS number: ACT-62072 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No.
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Zambia.
<b>4. Programming document</b>	Multi-Annual Indicative Programme (MIP) 2021-2027 between the Republic of Zambia and the European Union.
<b>5. Link with relevant MIP(s) objectives/expected results</b>	<p>Priority area 1 of the MIP “Green partnerships for sustainable recovery, growth and decent jobs”.</p> <p>Specific Objective 1.2: “To promote an environmentally sound, gender and youth sensitive and economically viable diversification of the economy and to invest in the creation of green growth and decent jobs in the circular economy”.</p> <ul style="list-style-type: none"><li>Result 1.4 Zambia’s climate change strategy, aligned with its Nationally Determined Contributions (NDCs), is in place, under implementation and monitored.</li></ul>
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	DAC code: 151 Government & Civil Society
<b>7. Sustainable Development Goals (SDGs)</b>	<p>Main SDG: 13 Climate Action</p> <p>Other significant SDGs:</p> <p>SDG 1 (No Poverty)</p> <p>SDG 4 (Quality of Education)</p> <p>SDG 5 (Gender Equality)</p> <p>SDG 8 (Decent Work and Economic Growth)</p> <p>SDG 16 (Peace, Justice, and Strong Institutions)</p> <p>SDG 17 (Partnerships to Achieve the Goal).</p>

<b>8 a) DAC code(s)</b>	DAC code 15110 – Public sector policy and administrative management 95% DAC code 22010 – Communication policy and administrative management 5%			
<b>8 b) Main Delivery Channel @</b>	13000 – Third Country Government (Delegated co-operation)			
<b>9. Targets</b>	<input type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input checked="" type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

	digital connectivity		<input type="checkbox"/>	<input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): 14.020122 Total estimated cost: EUR 4 320 000 Total amount of EU budget contribution EUR 4 000 000 This action is co-financed in joint co-financing by Global Green Growth Institute for EUR 320 000.			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with the entity to be selected in accordance with the criteria set out in section 4.4.1.			

## 1.2. Summary of the Action

The Government of the Republic of Zambia (GRZ) has accelerated efforts to undertake policy reforms, including in the area of climate change. Following the increased ambition of the 2021 National Determined Contribution (NDC) submission, the newly formed Ministry of Green Economy and Environment (MoGEE) is in the process of updating Zambia's National Policy on Climate Change (NPCC)<sup>1</sup>, developing Zambia's first Green Growth Strategy (GGS), drafting a Climate Change Bill and a National Adaptation Plan. MoGEE has launched a NDC Implementation Framework and issued Interim Guidelines to facilitate carbon market projects under Article 6 of the Paris Agreement. After the adoption of the 8<sup>th</sup> National Development Plan (8NDP) (2022-2026)<sup>2</sup>, the GRZ has strived to promote an inclusive, multi-sectoral, integrated development approach for economic transformation, job creation and environmental sustainability, anchored on sustainable resilient ecosystems and natural resources management, including gains from carbon credit revenues. These ongoing reform efforts present a new opportunity for the EU's continued and deepened engagement in providing support to Zambia's climate action.

The action contributes to MIP Priority Area 1 "Green partnerships for sustainable recovery, growth and decent jobs". Particular focus will be on specific objective SO 1.2 "To promote an environmentally sound gender/youth sensitive and economically viable diversification of the economy and invest in the creation of green growth and decent jobs in circular economy", Result 1.4 "Zambia's climate change strategy, aligned with its NDC, is in place, under implementation and monitored". The action contributes to the 2030 Agenda and the Sustainable Development Goals (SDG) (1, 4, 5, 8, 16, 13 and 17), the Convention on Biological Diversity (CBD)<sup>3</sup>; and the global targets of the Sendai Framework for Disaster Risk Reduction (2015-2030)<sup>4</sup>.

The action contributes the New European Consensus on Development<sup>5</sup>, EU Communication Towards a Comprehensive Strategy with Africa (2020)<sup>6</sup> and the Global Gateway, especially under the headings "Accelerating the green transition", "Supporting sustainable financing for growth" and "Accelerating the digital transition". It is in line with the Joint European Strategy (JES) for Development Cooperation with Zambia for the period 2021-2027.

The action is further aligned with the top political priorities of the European Commission, notably the "European Green Deal" and related strategies in particular, the New Forestry Strategy for 2030<sup>7</sup> and its Forest Partnerships<sup>8</sup>, the

<sup>1</sup> <https://www.pmrzambia.com/wp-content/uploads/2017/11/National-Policy-on-Climate-Change.pdf>

<sup>2</sup> <https://www.sh.gov.zm/wp-content/uploads/2022/09/EIGHTH-NATIONAL-DEVELOPMENT-PLAN-2022-2026-05-07-2022.pdf>

<sup>3</sup> <https://www.cbd.int/>

<sup>4</sup> <https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030>

<sup>5</sup> [https://international-partnerships.ec.europa.eu/policies/european-development-policy/european-consensus-development\\_en](https://international-partnerships.ec.europa.eu/policies/european-development-policy/european-consensus-development_en)

<sup>6</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020JC0004&from=EN>

<sup>7</sup> [https://environment.ec.europa.eu/strategy/forest-strategy\\_en](https://environment.ec.europa.eu/strategy/forest-strategy_en)

<sup>8</sup> [https://ec.europa.eu/commission/presscorner/detail/en/ip\\_22\\_6653](https://ec.europa.eu/commission/presscorner/detail/en/ip_22_6653)

Climate Adaptation Strategy<sup>9</sup>, and the Circular Economy Action Plan 2030<sup>10</sup>. It is also consistent with the European Commission Communication (2019)<sup>11</sup> on stepping up EU action to protect and restore the world's forest. It also promotes the participation and leadership of women and girls, contributing to the objectives of the EU Gender Action Plan III (2021-2025)<sup>12</sup> and Zambia Country Level Implementation Plan<sup>13</sup>; and the Youth Action Plan in EU external action 2022-2027<sup>14</sup>.

The action aims at supporting the GRZ to meet its requirements under the Paris Agreement on Climate Change and its Enhanced Transparency Framework (ETF), and to develop and implement to support Zambia's climate change strategic framework, in alignment and integration with the NDCs, its GGS and the 8NDP. This will be instrumental to the achievement of the country's national development objectives and Zambia's climate resilient transition towards green growth and a decarbonised, environmentally friendly, and inclusive economy.

The action is structured around the following two components:

**Component 1: Governance and coordination of Zambia's climate change strategic framework and the implementation of the National Determined Contributions (NDC).** The action aims to strengthen capacities of key stakeholders for improved governance on climate change and the Government's capacity to more efficiently coordinate the implementation of NDC and its Implementation Framework, and national climate policy at inter-ministerial level. This includes support to enhance collaboration for review and harmonization of climate sector policies, NDC implementation, and to increase strategic environmental and climate change awareness and education, with a particular focus on women and youth.

**Component 2: Climate change monitoring, reporting and informed decision making.** The action aims to strengthen relevant Government institutions' capacities to collect and report on climate change data, with a particular focus on operationalising Zambia's integrated Measurement, Reporting and Verification (iMRV) system. This includes support for sustainable digitalized infrastructure development, digitalized data collection and processing to generate information for planning and decision making, monitor and evaluate climate change adaptation, and stimulate more gender sensitive climate finance.

## 2. RATIONALE

### 2.1. Context

#### General Country Context

Zambia is a large, landlocked country on the central plateau of Southern Africa, strategically surrounded by eight countries<sup>15</sup> that provide extended markets opportunities. The country presents a trend for demographic increase and is one of the world's youngest countries by average age. Its population, estimated at 19.5 million (2022) is growing rapidly at 2.9% per year, with the likelihood of it doubling close to every 25 years<sup>16</sup>. This trend will put even more pressure on natural resources and the demand for jobs. Although one of the most urbanised countries in Sub-Saharan Africa (SSA), most Zambians (62%) live in rural areas, depending heavily on natural resources for their livelihoods<sup>17</sup>. As women tend to rely more on natural resources for their livelihood, the decline in land and biomass productivity

<sup>9</sup> [https://climate.ec.europa.eu/eu-action/adaptation-climate-change/eu-adaptation-strategy\\_en](https://climate.ec.europa.eu/eu-action/adaptation-climate-change/eu-adaptation-strategy_en)

<sup>10</sup> [https://environment.ec.europa.eu/strategy/circular-economy-action-plan\\_en](https://environment.ec.europa.eu/strategy/circular-economy-action-plan_en)

<sup>11</sup> [https://ec.europa.eu/info/publications/eu-communication-2019-stepping-eu-action-protect-and-restore-worlds-forests\\_en](https://ec.europa.eu/info/publications/eu-communication-2019-stepping-eu-action-protect-and-restore-worlds-forests_en)

<sup>12</sup> The [Gender Action Plan III](#) is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed by 24 Member States through [EU Presidency Conclusions of 16 December 2020](#). Drafting was led by European Commission in close consultation with EU Member States, EEAS, civil society organisations, partner governments, and international organisations (UN entities, International Finance Institutions among others). The different parties contributed to the drafting of the document through meetings and through responses to a survey conducted during the process.

<sup>13</sup> <https://www.eeas.europa.eu/sites/default/files/documents/Zambia%20Gender%20Country%20Level%20Implementation%20Plan%20%28CLI%20P%29.pdf>

<sup>14</sup> The Youth Action Plan is available at: [https://international-partnerships.ec.europa.eu/document/fe1bcd30-58da-4a37-ab2a-61848789da60\\_en](https://international-partnerships.ec.europa.eu/document/fe1bcd30-58da-4a37-ab2a-61848789da60_en).

<sup>15</sup> These are: Angola, Botswana, the Democratic Republic of Congo, Malawi, Mozambique, Namibia, Tanzania, and Zimbabwe

<sup>16</sup> United Nations Population Fund (UNFPA). World Population Dashboard: Zambia overview. Available at: <https://www.unfpa.org/data/world-population/ZM>. Retrieved in January 2023.

<sup>17</sup> The Republic of Zambia. Nationally Determined Contribution to the United Nations Framework Convention on Climate Change (Updated Submission), 30/07/2021. Available at: [https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia\\_Revised%20and%20Updated\\_NDC\\_2021\\_.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia_Revised%20and%20Updated_NDC_2021_.pdf).

and negative impacts of climate change on these resources, affects women more than men, especially in rural areas, and exacerbates their poverty<sup>18</sup>.

Zambia is considered a stable lower middle-income (LMIC) and is striving to progress into a prosperous middle-income nation by 2030<sup>19</sup>. Despite impressive growth rates in the last decade, Zambia continues to struggle to translate economic growth into human development. It has high-income inequality, with over 50% living below USD 1.90 per day poverty line.

### **Climate Change and Low Carbon Resilient Development**

Zambia is vulnerable to the adverse impacts of climate change<sup>20</sup> and has witnessed an increased intensity of temperature range<sup>21</sup>, and extreme weather events with many emergency situations caused by flash and riverine floods and droughts spells. Climate projections point at increasing extreme weather and climate variability with concerns about water security and its effects on agriculture, human health, ecosystem services, and energy security. Inadequate infrastructure and a largely rural and poor population make Zambia highly vulnerable to climate-related hazards<sup>22</sup>.

Zambia's leadership on climate change issues has been progressively more recognised at international fora, particularly with Zambia's appointment as Chair of the African Group of Negotiators (AGN) at Climate Conference of the Parties (COP)26 (2021)<sup>23</sup>. At COP27 (2022), Zambia was among the first countries to sign with the EU a Memorandum of Understanding (MoU) for Forest Partnership to ensure sustainable forest management, improved forest governance, enhanced business environment for an economic transformation, and promotion of human and social development<sup>24</sup>. In 2023, Zambia joined the EU and other 25 partner countries in the launch of the "Coalition of Trade Ministers on Climate" at the World Economic Forum Annual Meeting<sup>25</sup>.

The GRZ considers its NDC<sup>26</sup> as a roadmap for a low carbon and climate resilient development. It has committed to reduce carbon dioxide emission by 25% (20,000MtCO<sub>2</sub>e) using domestic resources but with ambition to reach 47% (38 MtCO<sub>2</sub>eq) with substantial international support by 2030<sup>27</sup>. Zambia estimated GHG emissions account to only 0.02 % of the total global emissions<sup>28</sup> with Land Use, Land Use Change and Forestry (LULUCF) as a source of emissions rather than a sink. Agriculture followed by energy is the main sector causing GHG emissions<sup>29</sup>. The 2021 NDC submission expanded to six sectors, adding transport, liquid waste and coal to sustainable forest management, sustainable agriculture, and renewable energy & energy efficiency. The NDC presents synergies between mitigation and adaptation measures, particularly in climate-smart agriculture and sustainable forest management, and with adaptation actions in water resource management and conservation and wildlife. Zambia's climate change commitments call for an integrated and inclusive approach to support a low-carbon and climate-resilient pathways.

The GRZ, and in particular the MoGEE tasked with the overall co-ordination and oversight and mainstreaming of climate change in national development planning processes, has embarked in a number of reforms to boost progress on the climate agenda, economic transformation and job creation in line with the 8NDP and NDC, and to increase

<sup>18</sup> Zambia Climate Change Gender Action Plan. Available at: <https://genderandenvironment.org/zambia-climate-change-gender-action-plan-ccgap-report/#:~:text=The%20objective%20of%20the%20ccGAP,equally%20from%20climate%20change%20initiatives.>

<sup>19</sup> [https://www.zambiaembassy.org/sites/default/files/documents/Vision\\_2030.pdf](https://www.zambiaembassy.org/sites/default/files/documents/Vision_2030.pdf)

<sup>20</sup> Ministry of Tourism, Environment and Natural Resources (2007) National Adaptation Programme of Action. Available at: <https://www.adaptation-undp.org/resources/assessments-and-background-documents/zambia-national-adaptation-programme-action-napa>

<sup>21</sup> Zambia Vulnerability assessment committee (2015). In-depth Vulnerability and needs assessment report. Available at: <https://documents.wfp.org/stellent/groups/public/documents/ena/wfp278614.pdf>

<sup>22</sup> The Republic of Zambia. Third National Communication to the United Nations Framework Convention on Climate Change. Available at: [https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/1678320\\_Zambia-NC3-1-Third%20National%20Communication%20-%20Zambia.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/1678320_Zambia-NC3-1-Third%20National%20Communication%20-%20Zambia.pdf). Retrieved January 2023.

<sup>23</sup> Appointment for 2 years term 2022-2023.

<sup>24</sup> European Commission. 2022. COP27: EU launches Forest Partnerships with five partner countries. Available at: [https://ec.europa.eu/commission/presscorner/detail/en/ip\\_22\\_6653](https://ec.europa.eu/commission/presscorner/detail/en/ip_22_6653). Retrieved in December 2022.

<sup>25</sup> Trade and Climate: EU and partner countries launch the 'Coalition of Trade Ministers on Climate' (Press release). Available at: [https://ec.europa.eu/commission/presscorner/detail/en/IP\\_23\\_248](https://ec.europa.eu/commission/presscorner/detail/en/IP_23_248). This was the first Ministerial-level global forum dedicated to trade, climate and sustainable development issues to foster global action to promote trade policies that can help address climate change through local and global initiatives

<sup>26</sup> Zambia's NDC sectors include sustainable agriculture, sustainable forest management, renewable energy and energy efficiency, transport, liquid waste and coal. Zambia First NDC (Updated Submission), 30/07/2021. Available at: [https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia\\_Revised%20and%20Updated\\_NDC\\_2021\\_.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia_Revised%20and%20Updated_NDC_2021_.pdf).

<sup>27</sup> Substantial international support means adequate international resources, both bilateral and multilateral support estimated at USD \$ 35 Billion. Zambia First NDC (Updated Submission), 30/07/2021. Available at: [https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia\\_Revised%20and%20Updated\\_NDC\\_2021\\_.pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia_Revised%20and%20Updated_NDC_2021_.pdf).

<sup>28</sup> GRZ (2016) Intended Nationally Determined Contribution. Available at: <https://www.fao.org/faolex/results/details/en/c/LEX-FAOC186737/>

<sup>29</sup> GRZ (2020) Third National Communication. Available at: <https://unfccc.int/documents/254196>



opportunities to attract climate finance for the country's overall development. Next to the development of a National Adaptation Plan (NAP), the GRZ has committed to update the national climate change policy (NCCP), and develop Zambia's first GGS in alignment with the NDCs and circular economy principles. Zambia is member of the NDC Partnership since 2016 and is currently strengthening its Partnership Plan<sup>30</sup>. An NDC Implementation Framework was launched in May 2023 with the aim to guide investments on climate change adaptation, resilience building and mitigation priority sectors, including for capacity strengthening. The NDC Financing Strategy and key performance indicators (KPI) for adaptation are under development. These efforts aim to better estimate the financial resources necessary to implement integrated mitigation and adaptation actions<sup>31</sup>.

The GRZ intends to enact the first ever Climate Change legislation in 2023, which will provide for the regulation of carbon in Zambia. The country considers carbon markets and trading as a key driver for accelerated national efforts to address adverse impacts of climate change through adaptation and mitigation among rural communities, but also by involving private businesses and financial institutions in supporting the government in achieving its NDC. The GRZ issued the Forest (Carbon Stock Management) Regulations (2021)<sup>32</sup> to encourage community forest management groups to mobilise and participate in carbon trading through reduction in deforestation and forest degradation, forests' conservation and sustainable management. The GRZ views other forms of carbon equally important with great potential for exploitation and issued Interim Guidelines on Handling of Carbon Markets and Trading in Zambia (2022) ahead of the United Nations Convention on Climate Change (UNFCCC) guidance on Article 6<sup>33</sup>.

### **Climate Change Governance**

The institutional arrangements for climate change implementation reflect the importance the country places on climate action at central and decentralised levels<sup>34</sup>. Yet, unclear definition of roles of relevant government bodies and regulatory agencies in the context of inter-institutional climate change coordination, monitoring and reporting affect the pace and effectiveness of policies' harmonisation and mainstreaming of the climate agenda, the NDC implementation and ultimately, the desired country's economic transformation.

Zambia has successfully accessed some of climate finance available from public and private sources. The Ministry of Finance and National Planning (MoFNP) has developed some tools for tracking international climate-related financial flows. However, tracking climate finance inflows is still considered difficult, given fragmented policies and procedures on climate change management, complexity in classification of support, general knowledge issues and oversight in the national budget process<sup>35</sup>. The recent accreditation of the Development Bank of Zambia (DBZ) and Zambia National Commercial Bank PLC (ZANACO) as National Implementing Entities (NIE) for the Green Climate Fund (GCF) has the potential to facilitate an increased access to climate finance. However, capacity strengthening is still needed at both national and local government levels for raising climate funding, developing and implementing bankable projects.

To meet national commitments on climate change and comply with requirements under the Paris Agreement's transparency guidelines and modalities<sup>36</sup>, Zambia Environmental Management Agency (ZEMA), Chair of the Sub-committee on mitigation, has developed a national integrated Measuring, Reporting and Verification system (iMRV) to track climate action progress; however, the iMRV has yet to be operationalised. The Disaster Management and Mitigation Unit (DMMU), a statutory agency part of the Office of the Vice President and Chair of the Sub-committee on adaptation, implements and coordinates disaster management activities and programmes. However, it has been facing challenges in exercising its pivotal role to develop context-specific climate risk, shocks and hazards and

<sup>30</sup> NDC Partnership Country Pages: Zambia. <https://ndcpartnership.org/countries-map/country?iso=ZMB>. Retrieved January 2023.

<sup>31</sup> This is also to appreciate costs related to the inclusion of the mitigation sectors added in the NDC submission of 2021.

<sup>32</sup> <https://www.enotices.co.zm/download/statutory-instrument-no-066-of-2021-the-forest-act-carbon-stock-management-pdf/>

<sup>33</sup> <https://www.mgee.gov.zm/wp-content/uploads/2023/03/Interim-Guidelines-Regulation-of-Carbon-Markets-in-Zambia-131222-Master-Copy-Media-Version.pdf>

<sup>34</sup> The institutional framework sees the Council of Ministers chaired by the Vice President as supreme decision making body, and a Steering Committee of Permanent Secretaries and a Technical committee acting as the Council's main advisory body on policies, programme coordination and implementation and technical body responsible for coordinating climate change implementation and mainstreaming of climate change in national development planning processes. See Zambia Nationally Determined Contribution to the United Nations Framework Convention on Climate Change (Updated Submission), 30/07/2021. Available at: <https://unfccc.int/sites/default/files/NDC/2022-06/Final%20Zambia%20Revised%20and%20Updated%20NDC%202021.pdf>.

<sup>35</sup> Given that climate finance addresses development issues that are simultaneously being dealt with under Official Development Assistance (ODA), public records do not at differentiate between these two types of resources.

<sup>36</sup> Specifically, the Enhanced Transparency Framework (ETF) guides countries in reporting their GHG emissions, progress toward their NDCs, climate change impacts and adaptation, the support provided and mobilized, and support needed and received.

disaster risk reduction (DRR) policies, plans and interventions due to limited decentralisation process, including transfer of information, data, knowledge and skills.

### **Climate Change Awareness and Education**

GRZ has recognised that learning and awareness raising are important pathways to strengthen capacities to address climate change and promote low carbon transformative reforms. Limited awareness of climate change and its impacts combined with lack of environmental education are contributing factors towards pollution, deforestation, unsustainable use of natural resources and practices in agriculture and other sectors. The National Climate Change Learning Strategy (NCCLS) (2021)<sup>37</sup> was drafted to raise awareness and strengthen climate change knowledge, build capacity in climate change mitigation and adaptation, and mainstream climate change learning into national priority sector policies and systems. Similarly, the National Climate Change Communication and Advocacy Strategy (NCCCAS) (2022)<sup>38</sup> was launched to raise climate change awareness and increase knowledge to promote attitude change among the citizens and stakeholders, including enhancing the capacity of the media, scientists, researchers, government departments to effectively engage and disseminate climate change information with culturally clear and appropriate messages for different target audiences.

### **Gender, Women and Youth**

Gender inequality is high in Zambia. The 2020 Human Development Index statistical report shows that gender inequality remains a major challenge, Zambia ranking 137 out of 167 countries, highlighting low representation, low levels of education, compared to their male counterparts<sup>39</sup>. Zambia has a high incidence of gender-based violence with more than one-third (36%) of women aged 15-49 having experienced physical violence at least once since the age of 15 and 14% having experienced sexual violence<sup>40</sup>. Participation in the labour market is lower among women (73.1 per cent) compared to men (85.6 per cent)<sup>41</sup>. The Climate Change Gender Action Plan (CCGAP) was launched in 2018 to mainstream gender in climate policy, and support equal access to, participation and benefits from climate change initiatives, and facilitate governments taking action on women's leadership in the context of climate change<sup>42</sup>.

Over 83% of Zambia's population is under the age of 35 with estimated median age of 17.6 years (2020) - one of the lowest in the region and globally. Youth unemployment rate stands at 19.9%<sup>43</sup>, while the private sector faces challenges to find and recruit skilled workers. The national youth policy (2015) is under revision<sup>44</sup> to provide a solid framework for young people participation in the country's development and growth.

Women's mortality from climate-related disasters is higher, and women are more vulnerable to waterborne diseases. Various manifestations of climate change, such as drought, exacerbate fuelwood and water scarcity and add more to the domestic burdens of women than to those of men.<sup>45</sup>

Lack of awareness and participation in decision-making processes is noticeable also among CSOs, in particular youth and women organisations, and in the private sector.

## **2.2. Problem Analysis**

The action seeks to address constraints and gaps hindering the development and implementation of Zambia's transformative agenda towards a sustainable, inclusive low-carbon economy and the fulfilment of requirements under the Paris Agreement and its ETF.

<sup>37</sup> <https://www.unccllearn.org/wp-content/uploads/2021/04/FINAL-DraftNCCLS-3-National-Climate-Change-Learning-Final-Drafts9.pdf>

<sup>38</sup> <https://www.lusakatimes.com/2022/05/04/government-launches-national-climate-change-communication-and-advocacy-strategy/>

<sup>39</sup> Human Development Index report 2020 United Nations Development Programme.

<sup>40</sup> Zambia Health and Demographic Survey (ZDHS) 2018.

<sup>41</sup> Zambia has a higher gender inequality than the average in the Sub-Saharan Africa (SSA) region and other medium human development countries. The Gender Inequality Index (GII) value for 2021 was 0.540, ranking it 154 out of 191 countries. United Nations Development Program (UNDP). 2022. Human Development Report 2021/2022. Uncertain Times, Unsettled Lives: Shaping our Future in a Transforming World. New York, 320 p. Available at: <https://www.undp.org/egypt/publications/human-development-report-2021-22-uncertain-times-unsettled-lives-shaping-our-future-transforming-world>.

<sup>42</sup> Zambia Climate Change Gender Action Plan. Available at: <https://genderandenvironment.org/zambia-climate-change-gender-action-plan-ccgap-report/#:~:text=The%20objective%20of%20the%20ccGAP,equally%20from%20climate%20change%20initiatives.>

<sup>43</sup> 17.6% for male and 22.7% for female

<sup>44</sup> <https://www.unesco.org/en/articles/unesco-supports-development-national-youth-policy-zambia>

<sup>45</sup> Zambia Climate Change Gender Action Plan. Available at: <https://genderandenvironment.org/zambia-climate-change-gender-action-plan-ccgap-report/#:~:text=The%20objective%20of%20the%20ccGAP,equally%20from%20climate%20change%20initiatives.>

### **Inadequate Climate Change Governance to meet Country's Ambitions**

In spite of Zambia's keen efforts for a climate resilient economic transition, the slow paced review and drafting of several key policies and strategies<sup>46</sup> has had negative effects on climate change governance processes, coordination and inter-institutional cooperation. The GRZ has yet to establish a performant coordination mechanism with concerned ministries, statutory bodies and agencies with clear governance, roles, and responsibilities, allowing for efficient and broadly supported environmental, statistical, and financial decision-making. As a result, the MoGEE has limited influence on climate change mainstreaming in sectoral policies and strategies, and the implementation of 8NDP, delaying substantial advancements in the climate change and transformative economic agendas. Further, there is inadequate capacity to strengthen coordination and joint decision-making, including for policy alignment and prioritization of actions to enable an efficient and effective roll out of integrated strategic interventions.

Although decentralization of governance and public services is on Zambia's agenda, there is an important lack of capacities, resources, and ownership of climate action and transformative locally. Provincial, and district-level administrations lack basic awareness of the commitments, challenges, and ambitions of the national government. Lack of expertise, human and financial resources result in a *de facto* centralised climate decision-making meaning that climate change action is rarely planned, implemented, or monitored at the subnational levels, for instance, through integration of NDC objectives in local development plans, the formulation of local climate change adaptation or disaster risk management plans and subnational MRV arrangements.

### **Limited NDC implementation**

Constraints in the climate policy framework combined with inadequate capacity at national and local government levels (number of staff, expertise) have contributed to lagging of the NDC implementation. Additional hindrances include the inter-institutional coordination, low awareness on the NDC commitments, in particular for ministries covering the NDC sectors added in 2021 NDC submission – these would need to be overcome to support a successful execution of the new NDC Implementation Framework.

The ability of Zambia's to deliver on its NDC is further linked to very limited access to external climate finance, including translating policies and strategies into bankable projects and their implementation; this is also aggravated by low participation of the private sector.

### **Weak MRV System**

Zambia faces critical challenges to meet obligations under the Paris Agreement and ETF requirements due to the lack of a national, robust MRV mechanism for tracking emissions, mitigation actions, adaptation, finance, capacity building, and technology transfer. The newly designed integrated MRV (iMRV) system is yet to be operationalised. Its implementation still requires key support interventions at the input level (data gathering and consolidation), the processing and at the output (reporting) level. At the input level, capacities in different sectors at national, subnational, facility and project level are either absent or concentrated in a few public servants. At the data processing level, the current digital infrastructure in different line ministries and departments is inadequate to store and/or process the voluminous data that will be collected and reported through the iMRV. Staff is not trained to operate, roll out and provide maintenance for the iMRV system.

Limited availability of national and subnational data and information on vulnerabilities critically affect monitoring, evaluation, and reporting (MER) of adaptation, including Climate Risk Management (CRM).

Even though Zambia has made some progress in making arrangements for MRV of support and expenditures through a matrix of climate change funding by the cooperating partners, mechanisms to identify the funding sources and track their use are not fully updated, nor up to the international standards required for climate finance. This may prevent the country from benefiting from and accessing sizeable climate funds.

Further, Zambia is in need of substantial support to negotiate appropriate rules for financial mechanisms described by Article 6 of the Paris Agreement to reflect its specific needs in terms of reporting requirements and benefit from carbon public and private finance through potential international cooperation opportunities and catalyse emissions reductions in the country.

<sup>46</sup> To name a few: NPCC, Climate Change Bill, NDC implementation framework, GGS, NAP



### **Poor awareness on climate change, environment education**

Environmental and climate change education and training, public awareness and information sharing remain crucial areas to support the attainment of low carbon development in Zambia<sup>47</sup>. Lack of capacities, resources, and ownership of climate action locally and generally inadequate education and climate literacy of youth and other key stakeholders, such as CSOs and private sector, results in lack of ownership and participation in decision-making processes. Women and youth are still not effectively included in national climate governance and face structural barriers to exercising their rights and ambitions in climate change and economic development. Women, as well as men, significantly contribute to combating climate change as knowledgeable small-scale farmers and leaders of climate-change adaptation and mitigation initiatives<sup>48</sup>.

The institutions that will mostly benefit from this programme include the MoGEE and its Department for Green Economy and Climate Change (GECCD), the MoFNP, ZEMA, DMMU, line ministries responsible for supporting the NDC implementation, and women and youth organisations.

The MoGEE, in particular through its GECCD, is the main coordinating body responsible for climate change policy formulation, coordination and implementation of climate change projects and programmes. It is the national focal point unit of the UNFCCC. It is a key actor and rights-holder institution under this action. However, ambitions raised by the Minister do not match its human resources and technical capacities, which need to be further strengthened.

The MoFNP is the main coordinating body responsible for public financial management. The Ministry is responsible for the financial soundness of government's economic policies and for the proper control of revenue and expenditure. The Ministry is responsible for the preparation, implementation, monitoring and evaluation of the NDP, for the formulation of economic development policies. It is a key actor in attaining the operationalisation of the iMRV.

The ZEMA is mandated to facilitate the implementation of international environmental agreements and conventions to which Zambia is a Party. It is responsible for formulating all data collection and consolidation to facilitate reporting by the MoGEE to the UNFCCC. It chairs the mitigation sub-committee. It is a key actor and rights-holder institution under this action.

The DMMU is mandated to coordinate the implementation of coordination of all disaster management activities and programmes. It supports the development of climate change policy concerning climate risk, shocks and hazards and disaster risk reduction (DRR). It chairs the adaptation sub-committee. It is a key actor and beneficiary institution under this action.

The line ministries related to the NDC sectors and supporting their implementation such as the Ministry of Agriculture, Ministry of Energy, Ministry of Transport and Logistics, Ministry of Commerce, Trade and Industry, Ministry of Water Development and Sanitation, the Gender Division (under the Office of the President), Local Government & Rural Development (MLGRD) are key actor and rights-holders under this action.

Decentralised authorities leading to the development of climate change policies and implementation of adaptation plans will be key actors and rights-holder of the action.

Research and education institutions providing educational programmes, supporting awareness raising and information on climate change as well as internship opportunities for young people and women are key actors and direct rights-holders.

CSOs, CBOs, NSAs that provide capacity-strengthening, awareness raising and educational support in the area of climate change and climate resilient economic transformation and green growth are key actors and potential direct rights-holders in this action.

<sup>47</sup> GRZ (2020) Third National Communication. Available at : <https://unfccc.int/documents/254196>

<sup>48</sup> Zambia Climate Change Gender Action Plan. Available at: <https://genderandenvironment.org/zambia-climate-change-gender-action-plan-ccgap-report/#:~:text=The%20objective%20of%20the%20ccGAP,equally%20from%20climate%20change%20initiatives.>

### 3. DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The **Overall Objective (Impact)** of this action is to advance Zambia's climate resilient transition towards green growth and a decarbonised, environmentally friendly, and inclusive economy.

The **Specific Objectives (Outcomes)** of this action are:

- **SO1:** Improved Zambia's climate change policy and implementation, in line with the National Determined Contributions (NDC) and its Implementation Framework.
- **SO2:** Improved accountability and effectiveness of the Zambian climate change monitoring and reporting system at national and sub-national levels.

The outputs to be delivered by the action, contributing to the corresponding specific objectives (outcomes) are the following:

**Contributing to specific objective 1: Improved Zambia's climate change policy<sup>49</sup> and implementation, in line with the National Determined Contributions (NDC) and its Implementation Framework.**

- 1.1 Strengthened capacity of MoGEE for coordination and mainstreaming of climate and NDC related policies.
- 1.2 Improved capacities at national and sub-national levels to implement climate change policies and related reforms increasingly funded by climate finance.
- 1.3 Increased strategic communication and awareness on climate change and action, and NDC implementation, including opportunities for participation in climate actions for civil society, educational establishments, women and youth.

**Contributing to specific objective 2: Improved accountability and efficiency of the Zambian climate change monitoring and reporting system at national and sub-national levels.**

- 2.1 Improved capacities to operationalize an Enhanced Transparency Framework-compliant national iMRV system.
- 2.2 Enhanced capacities to collect, process and report on climate change and NDC related national and subnational data.
- 2.3 Improved capacity of civil society including women and youth, for oversight of Zambia's climate change and NDC implementation performance.

#### 3.2 Indicative Activities

The indicative activities in support to the achievement of the specific objectives are as follows:

**Contributing to specific objective 1: Improved Zambia's climate change policy and implementation, in line with the National Determined Contributions (NDC) and its Implementation Framework.**

**Activities relating to output 1.1: Strengthened capacity of MoGEE for coordination and mainstreaming of climate and NDC related policies.**

- Identify and support key interventions to accelerate the implementation of the NCCP, GGS and mitigation and adaptation plans.
- Identify and address key gaps to promote interventions for integrated governance, process design and data sharing at inter-ministerial and inter-agency levels.
- Carry out capacity strengthening of the MoGEE to coordinate comprehensive processes related to NDC, its Implementation Framework and national climate policy implementation at inter-ministerial, inter-agency and technical levels.
- Facilitate and promote inclusive structured consultations with key stakeholders on climate change coordination and governance (line ministries and statutory bodies, CSOs, youth and women's organisations, academic institutions, and private sector representatives).

<sup>49</sup> This includes among others the Green Growth Strategy and the National Adaptation Plan.

**Activities relating to output 1.2: Improved capacities at national and sub-national levels to implement climate change policies and related reforms increasingly funded by climate finance.**

- Carry out a comprehensive capacity needs assessment of the NDC line Ministries on NDC implementation and climate change mainstreaming, and support the development of plans for follow up actions.
- Facilitate and support the organisation of South-South cooperation and technical dialogues with countries in the sub-region on NDC implementation, climate change and circular economy.
- Provide advisory services and training to improve the integration of key national development and climate policies (8NDP, GGS, NDC) in domestic budgetary allocations.
- Strengthen capacities of relevant institutions to access climate finance for NDC implementation.
- Provide advisory services and training, including on ad hoc topics for climate change negotiations.

**Activities relating to output 1.3: Increased strategic communication and awareness on climate change and action, and NDC implementation, including opportunities for participation in climate actions for civil society, educational establishments, women and youth.**

- Facilitate and support the organisation of strategic climate change communication events and awareness raising activities at national and subnational levels, including participation of experts, private sector, CSOs, youth and women.
- Facilitate the development and implementation of schemes for short term internships and research placements for young people in the area of climate change.

**Contributing to specific objective 2: Improved accountability and efficiency of the Zambian climate change monitoring and reporting system at national and sub-national levels.**

**Activities relating to output 2.1: Improved capacities to operationalize an ETF-compliant national iMRV system**

- Carry out a comprehensive capacity gaps assessment on iMRV coordination, implementation, and continued improvement, and support the development of plans for follow up actions
- Support ZEMA's capacity for iMRV coordination and reporting
- Strengthen capacities of NDC line ministries and sectors to operationalise the iMRV system.
- Support research on Tier 2 emission factors.

**Activities relating to output 2.2: Improved capacities to collect, process and report on climate change and NDC related national and subnational data.**

- Carry out a comprehensive digital infrastructure gap assessment.
- Contribute to the acquisition of digital infrastructure needed to operationalize the iMRV system.
- Strengthen capacities in relevant institutions at national and subnational level in data collection and data processing for decision making.
- Support the M&E of gender-disaggregated adaptation key performance indicators monitoring and evaluation at the national and subnational levels.
- Support the formalisation of the iMRV and the Social and Environmental Safeguarding System operations for approval by national authorities.
- Support preliminary technical and financial feasibility analysis for carbon market mechanisms.

**Activities relating to output 2.3: Strengthened capacity of civil society including women and youth, for oversight of Zambia's climate change and NDC implementation performance.**

- Identify and support civil society collaborative initiatives on monitoring, reviewing and communicating on Zambia's NDC performance and related policies (e.g., studies, reports).

### 3.3 Mainstreaming

**Environmental Protection & Climate Change**

**Outcomes of the SEA screening**

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

**Outcomes of the EIA (Environmental Impact Assessment) screening**

The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).

#### **Outcome of the CRA (Climate Risk Assessment) screening**

The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as **G1**. This implies that the action will contribute to empower to women and girls in participating in the low-carbon and climate-resilient development of the country and the formulation, implementation and monitoring of climate action efforts. The action will address challenges and exploit opportunities in the green economic transition to promote economic and social rights and empower girls and women. It will foster an enabling environment for participation in decision making both at national and sub-national level to allow women, girls and youth to take active role in defining the strategic choices for climate action and transformative economic transition.

The action will also contribute to mainstreaming gender equality principles and approaches in the implementation of NDC and other climate change policies. It will support increased access for women and youth in all their diversity to climate change mitigation and adaptation measures and benefits resulting from these.

The action will support the development of gender-sensitive iMRV to promote equity and reduce the gender gap.

#### **Human Rights**

The Action will integrate principles of the human rights-based approach: i) transparency, ii) accountability, iii) respect to all human rights, iv) participation and v) non-discrimination to promote the participation and access to the decision-making processes, without discrimination and providing equal access to the rule of law, and to information.

The Action will develop the capacities of 'rights-holders' to claim their rights and 'duty-bearers' to meet their obligations. In line with the human rights-based approach methodology, the action will abide by the 'do no harm principle' to avoid unintended negative impacts regarding human rights, 'leaving no one behind'.

Civil society organisations will be engaged and supported to represent and inform women and men in matters related to the design, implementation, and monitoring of climate change policies, plans and technical aspects. Through initiatives to strengthen national climate governance mechanisms and inter-institutional coordination among different institutions, sectors and stakeholders, the action will support an inclusive approach for participation in the NDC implementation and other activities related to the Paris Agreement reporting and transparency requirements.

#### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as **D0**. Persons with disabilities are recognised as being at increased risk from climate change effects, yet very little is known about how persons with disabilities and their representative organisations have been engaged in climate change adaptation and mitigation measures to date. Article 4 of the Convention on the Rights of Persons with Disabilities (CRPD) requires governments to include persons with disabilities and their representative organisations in policy planning.<sup>50</sup> The Action will be in line with the EU Strategy for the Rights of Persons with Disabilities 2021-2030, and the EU Guidance Note Disability inclusion in EU external action.

#### **Democracy**

The action aims to support democracy in Zambia by promoting institutional coordination, cooperation, and consultation with all relevant stakeholders and transparency in climate change policy design, implementation and monitoring.

#### **Conflict sensitivity, peace and resilience**

By enhancing the national climate governance, the action will positively contribute to the climate-resilient development of Zambia, and more sustainable use of natural resources. It will contribute to strengthening equitable climate resilience mitigation and adaptation efforts.

#### **Disaster Risk Reduction**

<sup>50</sup> [EU Guidance Note Disability inclusion in EU external action.](#)

The action will promote low-carbon and climate-resilient development pathways and contribute to the implementation of climate change commitments and plans with a positive impact on mitigating environmental hazards and reducing disaster risks.

**Other considerations if relevant**

N/A

### 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Planning, processes, and systems	Limited political will to support the implementation of the Paris Agreement.	Low	High	The action will support the Government's agenda to implement the NDC and other climate-related plans and strategies. It will promote a comprehensive stakeholders' engagement strategy and link its interventions to existing structures, bodies, and policies. Multiple entry points for ownership will be created through collaboration at different governance levels.
Planning, processes, and systems	Limited capacity and coordination of key stakeholders implementing climate action policies, strategies, and/or responsible to Measure, Report, and Verify progress, impacts, and status.	Medium	High	The action will support relevant stakeholders engaged in implementing the NDC and climate policy. It will aim to ensure a better structured and integrated sector policy dialogue. It will focus on increasing the coherence of integrated approaches to promote low-carbon, resilient climate development supported by the NDC implementation, other climate-related policies and strategies, contributing to mobilisation of climate finance.
Planning, processes, and systems	There are overlaps and possible duplications with other donors' initiatives under different instruments.	Medium	Medium	The action will coordinate activities with the relevant stakeholders, donor partners and authorities to ensure effective coordination mechanisms at the national and subnational levels and reinforce aligned support and assistance to Zambia's priority needs.
Institutional	Institutional arrangements are neither operational nor effective, and tensions between institutions arise, undermining inter-agency cooperation.	Low	High	The action will build on existing buy-in by key line ministries, national agencies and departments. It will promote ownership of high-level decision-makers for coordinated planning, implementation and monitoring.
People and organisation	Resistance to gender-responsive implementation and lack of available gender-disaggregated data and information.	Low	Medium	The action will support the GRZ integrate a gender lens and gender equality approaches in the planning, design and implementation of climate action strategies and support appropriate transparency and reporting instruments.



Gender equality	A gender-blind, neutral, or negative context and problem analysis could reinforce existing gender inequalities and non-realization of human rights in Education and Health and hinder the efficiency and sustainability of the action	Medium	Medium	Knowledge and tools of gender mainstreaming are available. Gender-sensitive monitoring, use of sex and disability disaggregated data, and gender-sensitive indicators. Gender mainstreaming is applied in all phases of the support services.
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#### **Lessons Learnt:**

The action builds on best practices in enhancing climate governance and coordination mechanisms and strengthening MRV systems in the context of the Paris Agreement's ETF.

- Climate laws and policies provide added value through regular institutional processes and clear roles and responsibilities to stakeholders, including climate action coordination. Well-designed policies/laws as part of these institutional frameworks provide a normative foundation for climate action/NDC implementation, facilitating the integration and mainstreaming of climate change priorities and needs across government agencies and ministries.
- Multi-level climate governance is crucial to address its causes and impacts, and the participation of the different stakeholders is necessary to provide an effective response. It is a continuous process that should involve a diverse group of national and local governments, international organisations, donor partners and the private sector, including NGOs, and CSOs. It should promote opportunities and actions to address climate change to take place at various levels: local, national, regional, or international.
- Decision-making processes should offer opportunities for citizen participation, which women and youth organisations.
- Rigorous and transparent reporting should be sufficiently resourced (human, technical, and financial). For the Least Developed Countries (LDCs) or lower-middle-income countries with less or limited reporting capacity, the ETF poses several challenges and actions need to prioritize support in a step-by-step process, while maintaining flexibility.
- A high-level political commitment should be promoted ensure that climate change reporting is high on the government agenda with various line ministries and national and subnational organisations aligned.

### 3.5 The Intervention Logic

The underlying intervention logic for this action is that climate resilient transition towards green growth and a decarbonised, environmentally friendly, and inclusive economy requires strengthening the GRZ's national and subnational climate governance mechanisms and coordination instruments and enhancing the technical capacities of statutory bodies and entities involved in climate change monitoring and reporting capacities, including in the operationalisation of an effective iMRV system to support the NDC implementation and other climate-related policies and plans.

If climate governance mechanisms and inter-institutional coordination to support the NDC implementation and other climate-related policies and plans are accountable and effective at national and sub-national level, and provided the GRZ remains committed to the Paris Agreement principles and ambitions, then the implementation and monitoring of NDC targets, international commitments and climate change policies and plans will improve. Consequently, the action will contribute to Zambia's low-carbon and climate-resilient development in line with the Paris Agreement, the Global Gateway Investment Package, the EU Green Deal, and the 8NDP. The action will promote opportunities for inclusive participation and mainstream gender-sensitive and youth priorities as part of a broader process of decentralisation and sectoral reforms.

**Under Specific objective 1**, the action aims to strengthen the national climate change institutional framework, and enhance the implementation of climate change strategies and policies needed to support Zambia's climate resilient transition towards sustainable growth and to promote effective climate mitigation and adaptation. This may entail capacity building and technical assistance to strengthen the coordinating role of the MoGEE and delegated responsibilities to key entities in the public administration, with particular focus on NDC line ministries, promotion of horizontal policy dialogues for cross-sectoral integration and harmonization, South-South cooperation, and interventions to support improved access to climate finance. Strategic support for specific communication on climate change and increased environmental and climate change awareness and education with a particular focus on the youth will amplify the adoption of and support for a climate-resilience transition.

**Under Specific objective 2**, the action will strengthen the country's climate change monitoring and reporting capacities at international, national and subnational levels, with a particular focus on operationalising the iMRV system. This may entail technical assistance and training to launch, test and roll out of the iMRV in multiple sectors (e.g. finance, forestry and LULUCF, GHG inventory, adaptation), support to digital infrastructure acquisition and data management capacity building for digitalised data collection, data processing, and generating information for planning and decision making, analysis and reporting in line with the ETF framework and/or the NDC, support to the set-up of a national registry for mitigation and adaptation initiatives, including GHG accounting.

To further strengthen Zambia's national development plans on the NDC and climate change agenda, the action will seek opportunities to mobilise public experts from EU Member States to provide short-term technical support through Technical Assistance and Information Exchange Instrument (TAIEX). This will support the implementation of the Sustainable Development Goals, while also contributing to the implementation of the Global Gateway in a Team Europe approach.

### 3.6 Logical Framework Matrix

At action level, the indicative logframe should have a maximum of 10 expected results (Impact/Outcome(s)/Output(s)).

It constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To advance Zambia's climate resilient transition towards green growth and a decarbonised, environmentally friendly, and inclusive economy.	1 Material Footprint by type (in tonnes per capita) (SDG 8.4.1/SDG 12.2.1)  2 Human Development Index	1 Baseline to be established in year 1  2 Baseline to be established in year 1	1 TBD to be established during baseline  2 TBD to be established during baseline	1 UN Environment Live platform  2 Human Development Report  3 National GHG inventory; feasibility appraisals	<i>Not applicable</i>
<b>Outcome 1</b>	1. Improved Zambia's climate change policy and implementation, in line with the National Determined Contributions (NDC) and its Implementation Framework	1.1 Greenhouse Gas (GHG) emissions avoided (tonnes CO <sub>2</sub> eq) with EU support (GERF 2.7)  1.2 Number of national and subnational entities with climate change strategies developed  1.3 Number of national and subnational entity with climate change strategies under implementation with EU support (GERF 2.5)  1.4 Volume of reported allocated financial resources to NDC implementation (international/domestic)	1.1 Baseline to be established in year 1  1.2 Baseline to be established in year 1  1.3 Baseline to be established in year 1  1.4 Baseline to be established in year 1	1.1 TBD to be established during baseline  1.2 TBD to be established during baseline  1.3 TBD to be established during baseline  1.4 TBD to be established during baseline	1.1 National GHG inventory; feasibility appraisals  1.2 Internal/progress report;  1.2 Internal/progress reports  1.4 Internal/progress reports	Climate change remains a key priority for the Government, both at central and subnational levels.

<b>Outcome 2</b>	2 Improved accountability and efficiency of the Zambian climate change monitoring and reporting system at national and sub-national level	<p>2.1 Number of ETF compliant reporting documentation submitted to the UNFCCC/Paris Agreement (National communication, BTR, REDD+ Technical Annex, etc.)</p> <p>2.3 Degree of operationalisation of an ETF-compliant MRV system, which includes an obligation to report on gender</p>	<p>2.1 Baseline to be established in year 1</p> <p>2.2 Baseline to be established in year 1</p> <p>2.3 Baseline to be established in year 1</p>	<p>2.1. TBD to be established during baseline</p> <p>2.2. TBD to be established during baseline</p> <p>2.3 TBD to be established during baseline</p>	<p>2.1 Documents officially submitted to the UNFCCC</p> <p>2.2 MRV system (finance)</p> <p>2.3 MRV system (document)</p>	The main national public organisations maintain the lead and ensure adequate responsibility to secure the MRV systems.
<b>Output 1.1 related to Outcome 1</b>	1.1 Strengthened capacity of MoGEE for coordination and mainstreaming of climate change and NDC policies	<p>1.1.1 Number of people from national stakeholders participating in high-level policy dialogue meetings on climate-related policies, disaggregated by sex, age, local/national levels</p> <p>1.1.2 Number of ministries, public, private organisations women, and youth organisations continuously participating in decision-making forums, disaggregated by type of entity (public, private, civil society)</p>	<p>1.1.1 Baseline to be established in year 1</p> <p>1.1.2 Baseline to be established in year 1</p>	<p>1.1.1 TBD to be established during baseline</p> <p>1.1.2 TBD to be established during baseline</p>	<p>1.1.1 Internal/progress reports, attendance lists, minutes of meetings</p> <p>1.1.2 Internal reports/progress, attendance lists, minutes of meetings</p>	The main national public organisations maintain the lead and ensure adequate coordination efforts for NDC implementation at the national level.
<b>Output 1.2 related to Outcome 1</b>	1.2. Improved capacities at national and sub-national levels to implement climate change policies and related reforms at national and sub-national levels	<p>1.2.1 Number of line ministries and public entities planning and implementing NDC climate action according to national policies</p> <p>1.2.2 Number of South-South cooperation and technical dialogues established with the support of the EU</p>	<p>1.2.1 Baseline to be established in year 1</p> <p>1.2.2 Baseline to be established in year 1</p>	<p>1.2.1 TBD to be established during baseline</p> <p>1.2.2 TBD to be established during baseline</p>	<p>1.2.1 Internal/progress reports, attendance lists, minutes of meetings</p> <p>1.2.2 Internal/progress reports, attendance lists, minutes of meetings</p>	The main national public organisations maintain the lead and ensure adequate coordination efforts for NDC implementation at the national level.
<b>Output 1.3 related to Outcome 1</b>	1.3 Increased strategic communication and awareness on climate action and	1.3.1 Number of women, men, girls and boys, in all their diversity, mobilised with the support of the EU	<p>1.3.1 0</p> <p>1.3.2 0</p>	1.3.1 TBD to be established during baseline	1.3.1 Internal/progress reports, attendance	The main national public organisations



	NDC implementation , including opportunities for participation in climate actions for civil society, educational establishment, women and youth	in climate actions disaggregated at least by sex and possibly disaggregated by role: participant or speaker  1.3.2 Number of specific strategic inclusive communication events on climate change and NDC implementation supported by the EU		1.3.2 TBD to be established during baseline	lists, minutes of meetings  1.3.2 Internal/progress reports, attendance lists, minutes of meetings	maintain the lead and ensure adequate coordination efforts for NDC implementation at the national level.
<b>Output 2.1 related to Outcome 2</b>	2.1 Improved capacities to operationalize an Enhanced Transparency Framework (ETF)-compliant national integrated Measuring, Reporting and Verification (iMRV) system.	2.1.1 Number of staff in all line ministries trained on the IMRV operationalisation that demonstrate increased skills.  2.1.2 Number of policy documents, manuals, guidelines and legislations drafted with the support of the EU to support the operationalisation of the MRV system	2.1.1 Baseline be established in year 1  2.1.2 0	2.1.1 TBD to be established during baseline  2.1.2 TBD to be established during baseline	2.1.1 Internal/progress reports based on pre and post training tests  2.1.2 Internal/progress reports, laws, policies, climate change knowledge hubs/trackers	The main national public organisations maintain the lead and ensure adequate responsibility to secure the MRV systems.
<b>Output 2.2 related to Outcome 2</b>	2.2 Enhanced capacities to collect, process and report on climate change and NDC related national and subnational data	2.2.1 Number of government staff, relevant stakeholders representatives trained to collect and process national and subnational data (disaggregated by sex and category) that demonstrate increased skills  2.2.2 Number of digital solutions for the operationalisation of the iMRV system developed with the EU support	2.2.1 Baseline be established in year 1  2.2.2 0	2.2.1 TBD to be established during baseline  2.2.2 TBD to be established during baseline	2.2.1 Internal/progress reports based on pre and post training tests  2.2.2 Internal/progress reports	The main national public organisations maintain the lead and ensure adequate responsibility to secure the MRV systems.
<b>Output 2.3 related to Outcome 2</b>	2.3 Improved capacity of civil society, including women and youth, for oversight of Zambia's climate change and NDC implementation performance.	2.3.1 Number of individuals representing CSOs, including women and youth, trained by the EU-funded intervention with increased knowledge and/or skills on climate change/NDC implementation  2.3.2 Number of CSOs initiatives to observe, monitor and/or participate in the NDC implementation	2.3.1 Baseline be established in year 1  2.3.2 Baseline be established in year 1	2.3.1 TBD to be established during baseline  2.3.2 TBD to be established during baseline	2.3.1 Internal/progress reports, attendance lists, minutes of meetings  2.3.2 Internal/progress reports	The main national public organisations maintain the lead and ensure adequate responsibility to secure the MRV systems.

## 4. IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of Zambia.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3.1 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation of the Budget Support Component

N/A

### 4.4 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>51</sup>.

#### 4.4.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with the Global Green Growth Institute (GGGI), a pillar assessed organisation, which works already very closely with the MoGEE.

The implementation entails carrying out the activities contributing to fully achieving outputs 1.1, 1.2 and 1.3 under specific objective 1 and outputs 2.1, 2.2 and 2.3 under specific objective 2.

The envisaged entity has been selected using the following criteria: i) longstanding technical capacities and abilities to promote economic transformation towards sustainable and socially inclusive green growth, ii) ability to strengthen partner countries' transition into low carbon green economy through policy advice, technical support, local capacity development, knowledge sharing and best practices, including south to south cooperation iii) specific technical capacity to support MRV and GHG inventories and iv) good knowledge of the Zambian context and established collaborative presence in Zambia, in particular with the Ministry of Green Economy and Environment.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

#### 4.4.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

In case that indirect management (section 4.4.1) with a pillar assessed organisation fails due to circumstances outside of the Commission's control, the alternative implementation modality will be direct management (procurement).

### 4.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

<sup>51</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.6 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, in currency identified
<b>Implementation modalities</b> – cf. section 4.4		
<b>Specific objective 1:</b> To support the development and implementation of Zambia's climate change policy framework, and contribute to the implementation of the National Determined Contributions (NDC), and <b>Specific objective 2:</b> To enhance Zambia's climate change monitoring and reporting capacities at international, national and subnational levels, composed of:	<b>3 910 000</b>	
<i>Indirect management with GGGI cf. section 4.4.1</i>	<i>3 910 000</i>	<i>320 000</i>
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	<b>90 000</b>	
<b>Contingencies</b>	N/A	
<b>Totals</b>	<b>4 000 000</b>	<b>320 000</b>

#### 4.7 Organisational Set-up and Responsibilities

To ensure the successful delivery of activities across a large range of public institutions, the action will be overseen by a Programme Steering Committee (PSC) supported by a Technical Committee (TC). Through the regular monitoring at technical level and effective coordination and steering at decision-making level, this governance structure will ensure buy-in and ownership from all relevant stakeholders, thereby maximising coordination as well as impact.

The PSC will be responsible for the overall strategic guidance of the project. The PSC resolves strategic and policy issues, reviews and endorses annual work-plans and progress reports, identifies achievements and constraints and proposes adjustments, if needed. The PSC will meet at least once a year and will consist of representatives of the EU Delegation, key government partner institutions, such as MoGEE, MoFNP, Ministry of Commerce, Trade, and Industry, ZEMA, DMMU among other organisations, and the implementing partner.

The PSC will be assisted by a TC. The main purpose of the TC is to improve information sharing and coordination, and monitor implementation, in order to improve the programme efficiency. The TC is not a decision making body. It assists and advises members of the PSC on all activities related to the project. The TC will work closely with the PSC, providing timely and accurate feedback and information for strategic decision-making. The TC will review progress, identify constraints and propose corrective actions, provide recommendations to the PSC on the annual work plans and progress reports. The TC will meet at least on a quarterly basis.

The organisational set up will be further elaborated during the formulation of the contractual agreements, after further discussion with the government and other donors, international organisational and consultation with stakeholders. Terms of Reference (ToR) for the PSC and TC will be developed.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## 5. MEASUREMENT

### 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support). All monitoring and reporting shall assess how the action is taking into account the human rights-based approach and gender equality. The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The implementing partner will be responsible for data collection, analysis, and monitoring. Whenever possible, the Action will harmonise its data collection with national partners' systems and results framework. The implementing partner will set up a comprehensive results-based monitoring system which assigns clear responsibilities for data collection and reporting and ensures that all relevant data to report on the indicators in the log frame is collected on a regular basis. The Action will consider both, quantitative and qualitative data to measure achievement or to reflect the changes connected to stated outcomes. In addition, the implementing partner will be required to contribute to the regular and structured monitoring of the results achieved by EU-funded actions through OPSYS. This responsibility will include encoding of the log-frame and regularly updating indicator values in OPSYS.

At regular intervals, the result framework (logframe) will be recalibrated, considering the latest available data and changes in the government's priorities for NDC implementation, MRV (Measurement, Reporting and Verification) systems, and other issues related to the development of low-carbon climate-resilient development.

All monitoring and reporting shall assess how the action is taking into account the human rights-based approach the principle of gender equality, and the rights of persons with disabilities including diversity and inclusion. The Action will adopt gender-sensitive monitoring and evaluation systems and processes, ensuring that in all data collection and analysis processes, the project considers how its activities impact people differently because of their gender (i.e. through gender-disaggregated data, gender analysis, etc).

### 5.2 Evaluation

Having regard to the nature of the action, a mid-term and ex-post evaluation will be carried out for this action contracted by the Commission.

The mid-term evaluation will assess the relevance of the action in an evolving context. It will also take stock of overall progress of the GRZ's reform agenda in climate change, NDC implementation and economic transformation, and the programme contribution towards these efforts.

The ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that reforms in the area of low carbon economic transformation maybe complex and lengthy. The evaluation will assess the long term impact of the action and provide recommendations on the sustainability of EU-funded interventions.

Both evaluations will inform a potential follow-on phase of this action. The evaluations shall assess to what extent the action is considering the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams. They will provide an overview of the action within the larger impact of the agreed Zambia joint programme.

The Commission shall inform the implementing partner at least three months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

### 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## 6. COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant rights-holders or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.



## Appendix 1 REPORTING IN OPSYS

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Contribution Agreement with GGGI