



# **ZAAB POSITION PAPER**

**Representing stakeholder concerns in the policy development  
process of Zambia's Second National Agriculture Investment Plan  
(NAIP-2), now termed the Comprehensive Agriculture  
Transformation Support Programme (CATSP)**

**April 2023**

# 1 INTRODUCTION

This paper advances a perspective of the Zambia Alliance for Agroecology and Biodiversity (ZAAB)<sup>1</sup> and multiple stakeholder analysis on the nature and quality of the formulation of a second-generation National Agriculture Investment Plan (NAIP), now dubbed the Comprehensive Agricultural Transformation Support Programme (CATSP).

The position paper is informed by a review of grey literature and a detailed analysis of the CATSP against the comprehensive recommendations out of the concluded NAIP-I, the 8<sup>th</sup> National Development Plan (8NDP), the Second National Agricultural Policy (NAP), and The Nationally Determined Contribution (NDC) for Zambia to the Paris Agreement on climate change. It also draws from deliberations of ZAAB members and stakeholders arising from a needs assessment of cross cutting issues (livelihoods, nutrition, gender, biodiversity loss, climate adaptation); and Stakeholder Consultations on NAIP-II and CATSP Framework analysis processes convened by ZAAB on 24<sup>th</sup> February 2023 and subsequent meetings of 6<sup>th</sup> April 2023.

**ZAAB argues that the process for the development of the CATSP leaves much to be desired and has not conformed to a country-driven, bottom-up, inclusive discourse.**

The proposed detailed framework of the CATSP reflects a pre-set agenda and model for agri-food system development. It prevents genuine stakeholder input and forward-looking holistic responses to deal with the systemic drivers which cause agriculture and food system failure in the first place, and which would allow Zambia's agriculture system and economy to benefit all, not just some.

Additionally, the pre-determined development approach which the CATSP framework offers, does not align to the analysis outcomes and recommendations of the government and stakeholder reviews of NAIP-I in 2021, despite its specifications to do so. If this had been the case, it would be reflected in a comprehensive situational analysis, and responded to cross-sector and wider stakeholder needs, which it lacks.

ZAAB does acknowledge the attempts to provide consultative efforts undertaken through the national conference held at Mulungushi International Conference Centre on 15<sup>th</sup> and 16<sup>th</sup> February 2023 and prior to it in 2022 the High Level Inter-Ministerial Dialogue Meeting on Agriculture Investment Plan (NAIP)/Agriculture Support Programme (ASP) aimed at engaging cooperating partners<sup>1</sup>.

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<sup>1</sup> The National Conference on CATSP was Convened by the Government with support from Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Food and Agriculture Organisation (FAO), Alliance for a Green Revolution in Africa (AGRA) and the Agriculture Consultative Forum (ACF).

## 2 THE POSITION

**The process through which the CATSP is developed has implications for progressive public policy outcomes. To be meaningful, the process for public policy formulation and implementation requires the involvement of stakeholders, especially the citizens whose interests and well-being are the ultimate purpose for any public policy. To the contrary, formulation of CATSP left much to be desired in this regard.**

Despite being informed by a comprehensively documented situation analysis (i.e. a Scoping Analysis Report for the Development of the Comprehensive Agriculture Support (CATSP - 2022 to 2026)), coupled with input and quality assurance from government technical working groups in crop, livestock and fisheries, the proposed framework lacks meaningful stakeholder engagement - an essential ingredient of national policy making.

As observed in the numerous concerns raised by stakeholders during what was termed as a 'national conference' cited above, genuine, and honest engagement with selected stakeholders ought to have embraced the views of critical interest groups through various platforms, especially with the small holder farmer groups, Civil Society representatives active in the sector and traditional authorities, among others.

An integral part of the development of CATSP is the recognition and consideration of the priorities of the previous framework for holistic agricultural sector development and the results of its evaluation. To this end, the following section therefore highlights salient aspects in relation to the CATSP.

### 2.1 Lessons from NAIP I

In keeping with some of the above stated facets, the NAIP I (2014-2018) recognised the importance of strengthening inclusive approaches to public policy formulation. It emphasised enhancing sector policy dialogue and policy analysis in respect to policy and strategies being implemented by government including CAADP. The review of the NAIP also highlighted the critical role of stakeholder participation in enhancing ownership and sustainability of interventions. Reference was made to a formulation process characterised by high levels of participation of all key stakeholder categories such as cooperating partners, the private sector, the civil society, farmer organizations and selected individual farmers. Furthermore, the participation is reported to have been anchored on planning and development coordinating mechanisms, including Sector Advisory Groups, the National Development Coordination Committee (NDCC); the Provincial Development Coordination Committee (PDCC) and the District Development Coordination Committee (DDCC) (MoA, MFL 2021). These have all been disregarded in the formulation of CATSP and seemingly omitted.

Overseen by a team of experts appointed by the two agriculture focused line ministries and working with a local consultant, the review of the NAIP I covered several important aspects including the relevance and quality of the plan, efficiency of implementation, effectiveness of the plan, which encompassed detailed review of sector, sub-sector performance, programmes such as the Farmer Input Support Programme (FISP), application of improved technology, among other elements. The review also assessed impact and sustainability of FISP and explored opportunities for upscaling.

**Of the nine (9) recommendations from the review of NAIP I, two particularly stand out which ought to have been considered in the formulation of the CATSP.**

- i. The first is the need to have built on the components of NAIP that had performed well (for instance livestock, fisheries and nutrition). The review recommended intensification and scale up of these, among other interventions, in the second generation NAIP. Furthermore, small livestock and aquaculture were seen as strategic in smallholder farmer diversification and offered better resilience to smallholder livelihoods during drought periods, particularly due to climate change. Moreover, the programmes were regarded as instrumental in promoting household food, income and nutrition security and advanced gender empowerment and equality. The potential re-allocation of resources away from these, among other progressive and relevant priorities of the NAIP may undermine existing commitments and result in costly policy instability and possible inconsistency.
- ii. Another notable recommendation was for the design of the second generation NAIP to heighten community ownership by guaranteeing community participation at every stage. In contrast, the following road map outlined during the aforementioned ‘national’ conference or consultative meeting suggests a continuation of the top-down approach, with the only notable activity related to stakeholder engagement stated as: *Strategic Communication on the CATSP to Ministries, Provinces and Districts and other Spending Agencies, Parliament, Private Sector Actors including farmers, and Cooperating Partners.*

Table 1 below, as presented at the first, and to date only, public engagement by Ministry offices on the new proposed comprehensive framework and development approach to agriculture – and consequently the wider food system - in Zambia.

**Table 1: CATSP formulation Road Map**

Activities	Leading Agency	Q1	Q2	Q3	Q4
		2023	2023	2023	2023
Review, edit and finalization of the PIIIs by various MDAs and other concerned stakeholder	Cabinet Office and the Responsible MDAs Cluster Coordinator				
Institutional Capacity Development Plan	Cabinet Office				
Formal adoption of the CATSP by the Cabinet	Cabinet Office				
Setting Up High Council and the CATSP Secretariat	Cabinet Office				
Strategic Communication on the CATSP to MDAs, Parliament, Private Sector Actors including farmers, and Cooperating Partners	Cabinet Office				
Setting Up the Zambian Agricultural Transformation Trust	Cabinet Office, MoFNP				
Legislation of the CATSP	Cabinet Office				
Budget Reform	Cabinet Office, MoFNP, Treasury,				
Rolling Out the Capacity Development Plan	Cabinet Office				

*Source: proposed CATSP Presentation to Stakeholders, February 2023*

**Key arising concerns:**

- I. ZAAB noted the warranted public concern over lacking necessary broad-spectrum consultation to contribute to formulation of policy (not validate afterwards)
  
- II. In the instance of the development of the CATSP, a limited representation of stakeholders was presented with a pre-determined framework, which effectively locks in place the development approach. This precludes any other meaningful broader input and stakeholder considerations that exist outside the consultants pre-defined development paradigm. It was also noted that the entire process has been delayed and now rushed forward given Zambia’s external commitments to funding agencies. Critical stakeholder concerns have not been addressed

**2.2 Other considerations from policy analysis and research**

From a conceptual standpoint, the Policy Monitoring and Research Centre (PMRC) defines the policy process as the collective procedures or mechanisms for effective formulation of policies, their adoption implementation, monitoring and evaluation and the consultation that takes place at all the stages. The Centre also makes a critical observation regarding the limited active public participation in follow-up monitoring of implementation of public policies and programmes at both national and local levels. Further, PMRC notes that of the four (4) key stages identified in the process of public policy (i.e. formulation, adoption, implementation and monitoring and evaluation) the most important stage for eliciting stakeholder input is at inception. Conversely, the CATSP formulation appears to have been more exclusive than inclusive from inception as indicated above.

It is worth noting that the scenario described above is not entirely unique to the agricultural sector. Considerably limited public participation has been observed in general by researchers and commentators. Some of the important factors said to limit public engagement in national policy processes include poor access to information, poor work culture, and general public apathy due to limited civic education.

Nevertheless, some tenets of public policy formulation outlined by PMRC are worth highlighting which when the formulation of the CATSP is brought into perspective, may have an impact on its efficacy as a guiding document for the agriculture sector. These, include the following:

- Public participation should seek and facilitate the engagement of those potentially affected by or interested in a decision.
- Policy makers should involve the widest range of internal and external interests appropriate in identifying and assessing options and that involving those who will implement or evaluate policy is key to assessing the practicality of proposals.
- Whereas public policy reflects the priorities of government, it should also reflect those of citizens (PMRC 2016).

The poor public participation in key policy making processes is situated in the fact that policy making is a mandate of Cabinet. Despite the existence of progressive provisions in the Republican Constitution that assure the participation of the public in policy making, public policy making is usually an exclusive exercise.<sup>2</sup> Further, some researchers observed that the participation is only implied in major policy and legal documents and that public participation frameworks are incoherent and uncoordinated, with most platforms convened by government usually through accreditation and the prior notification given to stakeholders usually short, thereby by not allowing for meaningful consultation with constituents (Munyinda and Habasonda 2013). This was affirmed by Mulungushi (2007) who observed the lack of clear definition of the public sector's role in relation to the private sector and civil society in the definition of public policies. Public by extension implies the various stakeholder of which NGOs are only a part as illustrated by in the figure below.

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<sup>2</sup> The Republican Constitution of Zambia (amendment) No. 2 of 2016, in Article 257 stipulates that the State shall, in the utilisation of natural resources and management of the environment: (a) protect genetic resources and biological diversity; (d) encourage public participation. In Article 205(d), it also provides grantees public participation, at all levels of government, in the formulation of financing frameworks, development plans and preparation of annual budgets.

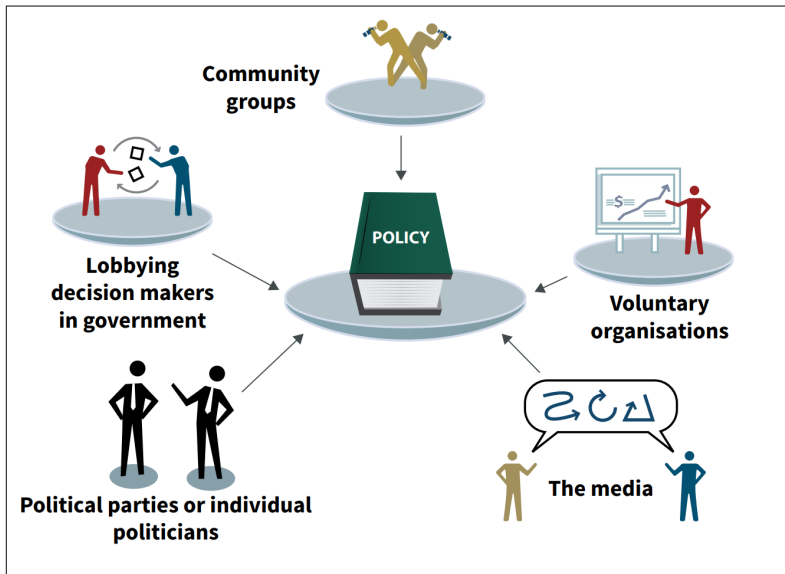


Figure: Citizens participation in public policy. *Source: PMRC Briefing Document, 2016*

In his comparative analysis of Zambia’s planning and economic management model, Mulungushi posits that there has been a perpetuation of a system that negates the participation of the citizenry in planning and implementation of programmes, further pointing out the negative impact of policy shifts, particularly in the area of agricultural subsidies. “When these policy shifts were being affected, no consultations were made, especially with the local people in districts who were the major players” (ibid p.331). He added that structures at the district and sub-district levels are capable of effectively participating in policy formulation and implementation, which can be improved upon through capacity building initiatives.

### 3 RECOMMENDATIONS

In view of the foregoing arguments and supporting evidence provided, ZAAB advances the following recommendations on the CATSP process:

- i. Halt and revisit the development approach and road map for the formulation of the NAIP-2 (CATSP) to provide the required inclusive consultations and considerations for all stakeholders needs: as commended by stakeholders during the 15 and 16 February 2023 Government consultative meeting.
- ii. Incorporate findings and recommendations of the review of the NAIP in the formulation of the second generation NAIP.
- iii. Re-align NAIP-2 (CATSP) to the 8NDP goals, the NAP and Zambia’s NDCs.
- iv. Take into account and harmonise with other processes of agricultural policy and strategy formulation e.g. the Fisheries and Aquaculture Policy and the Revision of the National Agriculture Policy, including alternative approaches such as the agroecology strategy.

- v. Develop a robust implementation and M&E plan with clear roles and responsibilities. A central feature of the M&E plan should be the participatory implementation of a Public Expenditure Tracking Survey (PET) to enable mutual accountability and follow through.
- vi. Further investigate areas where data is insufficient to support planning and effective, targeted programmes such as the state of women and youth participation in agriculture value chains.
- vii. Review the problem diagnosis upon which the policy is based to develop a second generation NAIP that responds to the actual needs of Zambian farmers and consumers, local livelihood and economic development (not foreign agribusinesses) whilst also implementing commitments to Nationally Determined Contributions to Climate Change. This unarguably means adopting a framework that provides a very clear road map to transition to sustainable food systems based on low carbon, just and ecologically restorative agriculture. The CATSP diagnosis does not identify the actual root causes of the problems nor offers promising systematic measures to a genuinely transformative approach for viable and sustainable future.



## 4 References

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<sup>i</sup> The Zambia Alliance for Agroecology and Biodiversity (ZAAB) has a membership reach across the country, of smallholder farmers, concerned citizens, and faith and civil society-based organisation. Members work together to support a future that will be brighter for all. Agriculture and farmers’ rights are central in determining this future.

The deliberations contained within this submission reflect the views and input by the membership to the Alliance.