

ANALYSIS OF THE LEGAL AND POLICY GAPS PREVENTING THE PRACTICE OF AGROECOLOGY IN ZAMBIA



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ACRONYMS

AIDS	Acquired Immunodeficiency syndrome
HIV	Human Immunodeficiency Virus
JCTR	The Jesuit Centre for Theological Reflection
KATC	Kasisi Agricultural Training Centre.
NAP	National Agricultural Policy
PELUM	Participatory Ecological Land Use Management
R&D	Research and Development
SCIAF	The Scottish Catholic International Aid Fund
SNAP	The Second National Agricultural Policy
ZAAB	Zambia Alliance for Agroecology and Biodiversity.

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EXECUTIVE SUMMARY

This report presents findings of desk review research undertaken by the Jesuit Centre for Theological Reflection (JCTR) on the legal and policy gaps preventing the practice of agroecology in Zambia. The study was commissioned by the Jesuit Centre for Theological Reflection as part of the Promoting agroecology and food justice project that aims to promote agro-ecology and food justice, through raising awareness and enhancing the capacities of farming communities in Lusaka, Southern and Western provinces of Zambia to advocate for policies and a legislative environment that supports agro-ecological food production practices which foster climate change resilience. This entails advocating for the revision of current government agricultural policies and legislation that do not support climate friendly agro ecological practices. The project is concerned that the overreliance on chemical fertilisers and hybrid seeds will be perpetuated, which practices are costly for community members. These practices also negatively affect food security and climate resilience especially for the poor and marginalised rural community members.

The study employed a desk review of the existing literature on the subject matter. Conducting a desk review which will study the legal and policy gaps preventing the practice of agroecology in Zambia is crucial for several reasons within the context of this project. Firstly, it provides a foundation for assessing the current state of affairs by identifying gaps, weaknesses, or inconsistencies in the current frameworks and policies on agro ecology and climate smart agriculture that is resilient to climate change. Understanding these shortcomings is essential for advocating the necessary reforms that align with the project's objectives

Overall, the research noted an urgent need to develop agroecology policies in Zambia. Despite the push for agricultural modernization and industrial agriculture in Zambia, the recognition of agroecology and food security has not been gaining momentum in the political space as the existing policies do not support agroecological agricultural practices in Zambia. The Agriculture Institute of Zambia Act No. 2 of 2017, s 5(h)(2) promotes the advancement of science and technology in agriculture without promoting the practice of agroecology which is the use of ecological concepts and principles. On the other hand, the National Policy on the Environment and National Policy on Climate Change, have their weakest areas related to building up appropriate food systems that are cognizant of healthy, diversified, seasonally and culturally appropriate diets. The National Water Policy does not directly speak of agro-ecology principle associated with recycling. Of all policies this is where it should be discussed most in terms of public awareness on water conservation as

well as an efficient water use practice. The SNAP 2016-2021 does not focus on the promotion of agroecology practice in increasing production and productivity. The draft Land policies is unclear on issues of recycling, reduce or elimination of dependency on purchased inputs, securing and enhancing soil health and functioning for improved plant growth, particularly by managing organic matter and by enhancing soil biological activity and ensuring animal health and welfare. The agriculture institute of Zambia Act No.2 of 2017, s 5(c)(2). Mostly recommend the development and maintenance of appropriate standards of qualification in the agricultural profession to the Higher Education Authority and the Zambia Qualifications Authority minus considering people of low-level education to meet the appropriate standards in the agriculture sector. Agriculture Institute Act No. 2 of 2017, s 5(i)(2). promote and recognize agricultural scientists more and it less recognize other multi-disciplinaries that can help to promote agroecology. The SNAP 2016-2021 has a gap of not improving the use of agroecological input and output.

The study made the following recommendations;

- Government must amend gaps in all regulatory frameworks on food systems not in alignment with the transition to agroecology, the 2030 Agenda on SDGs and related international obligations.
- Government must promote stakeholder engagement in the review processes to work to ensure that policies remove obstacles and biases such as chemical input subsidies, support agroecological approaches to restore soil biodiversity and soil health, strengthen security of land tenure for small-scale farmers.
- Government Must Recognise the 2030 Agenda for Sustainable Development as a key supportive framework for agroecology and food security. The 2030 Agenda recognises that sustainable management of natural resources is relevant to achieving all the Sustainable Development Goals, and acknowledges the crucial role of biodiversity and ecosystem services for the wellbeing of people and plane.
- Government should actively engage in international and regional forums on agriculture, food security, rural development and climate change to push forward the agroecology and food security agenda.

- Civil Society organizations must monitor the policy review processes and encourage government to be truly participative, iterative and transparent process to ensure that those whose lives will be affected, particularly women, are included in creating the policies that govern their livelihoods.
- Agroecology, socio-economic and political elements need to be well framed to gain political will for transformation of food systems and for climate change adaption and mitigation in the agriculture sector.

1. INTRODUCTION

1.1. Study Context and Background

The Jesuit Centre for Theological Reflection (JCTR) is a faith-based organisation and a Ministry of the Society of Jesus (Jesuits) operating in Zambia since 1988 to promote social justice. Since its inception, the work of JCTR seeks critical understanding of the current issues (economic, social, political, and other critical issues) from a social justice perspective.

The Centre, in partnership with the Scottish Catholic International Aid Fund (SCIAF), is currently implementing a project called *Promoting agroecology and food justice*. The project is designed to promote agro-ecology and food justice, through raising awareness and enhancing the capacities of farming communities in Lusaka, Southern and Western provinces of Zambia to advocate for policies and a legislative environment that supports agro-ecological food production practices which foster climate change resilience. This is done through advocating for the revision of current government agricultural policies and legislation that do not support climate friendly agro ecological practices. The project is concerned that the overreliance on chemical fertilisers and hybrid seeds will be perpetuated, which practices are costly for community members. These practices also negatively affect food security and climate resilience especially for the poor and marginalised rural community members. In this regard, conducting a desk review which will study the legal and policy gaps preventing the practice of agroecology in Zambia is crucial for several reasons within the context of this project.

Firstly, it provides a foundation for assessing the current state of affairs by identifying gaps, weaknesses, or inconsistencies in the current frameworks and policies on agro ecology and climate smart agriculture that is resilient to climate change. Understanding these shortcomings is essential for advocating the necessary reforms that align with the project's objectives. Armed with a comprehensive understanding of existing frameworks, JCTR and other partners such as Kasisi Agricultural Training Centre (KATC), Caritas Zambia, Zambia Alliance for Agroecology and Biodiversity (ZAAB), Participatory Ecological Land Use Management (PELUM) alike can engage in more informed and targeted advocacy efforts. This includes advocating for policy changes, amendments, or the development of new policies that promote agro-ecological food production practices in fostering climate change resilience in Zambia.

1.2. Study Objectives

- I. To identify gaps, weaknesses, or inconsistencies in the current legal frameworks and policies on agro ecology and climate smart agriculture that is resilient to climate change in Zambia.
- II. To provide evidence-based recommendations on how to improve these frameworks to ensure that they are more receptive to the needs of the poor and vulnerable communities in Zambia

1.3. Research Methodology

The method included desk review of existing literature on the subject matter. This study was further enriched by insights from key stakeholders from civil society actors active in the sector of Agroecology.

2. LITERATURE REVIEW

The most commonly used definition of agroecology is ‘the application of ecological concepts and principles to the design and management of sustainable agroecosystems. As a conceptual framework agroecology is based on a set of core principles and a range of practices that may be used to enhance the resilience and sustainability of farming systems. Agroecology principles encompass –planning (adoption of a holistic approach to farming and the need for harmony between the productive potential and the physical limits of the surrounding landscape); resource use (optimization of organic matter decomposition and nutrient cycling and water use over time) and field and landscape management to enhance key ecological processes and services. Agroecological practices are inspired by core principles and have the immediate objective of building soil structure, improving soil health and recycling nutrients; conserving and using water efficiently; and sustaining and improving functional diversity over space and time. In existence are Some common practices which include: no or minimum tillage to improve soil structure and organic matter; mixed cropping; crop rotation; agroforestry; water harvesting; waste recycling and others¹.

¹ <https://afsafrica.org/wp-content/uploads/2021/10/afsa-zaab-report.pdf>

Agroecology emerged as a result of the negative impacts of industrial agricultural production whose basis is the artificial control of natural processes, extensive use of synthetic inputs and genetic uniformity. In contrast to industrial agriculture, the adoption of an agroecological approach offers resilience to climatic changes, (fewer greenhouse gas emissions due to greater carbon sequestration by the soil and less reliance on fossil fuel-based inputs and machinery). Equally important benefits are the potential positive impacts on farmers' livelihoods-food security, diversity in the diet and by enhancing crops' nutritional value². Many agroecologists argue that indigenous knowledge systems can support rapid adaptation to complex and urgent crises and inspire the new models of agriculture that humanity needs in this era of rapid ecosystem degradation and climate change. The virtues of traditional agroecosystems, where sustainability and resiliency are based on complex ecological models, represent a rich resource for agroecologists to understand the mechanisms at work in diversified agroecosystems and hence derive key principles for designing novel agroecosystems (Altieri 2002).

Agriculture production, especially the way food is produced, can play a key role in reducing greenhouse gas emissions and climate change mitigation. Agroecological agriculture is observed as urgent and necessary, and represents a solution to the interconnected crises, not only in the agricultural sector, but also in the economic and social spheres, particularly in the face of climate change.

Agroecology is based on a set of guiding principles. There are 13 main principles of agroecology namely; participation, land and resources governance, connectivity, social values, economic diversification, and biodiversity.

² <https://afsafrica.org/wp-content/uploads/2021/10/afsa-zaab-report.pdf>

Table 1: Principles of Agroecology

No.	PRINCIPLE	DISCRIPTION
1.	Participation	Aimed at encouraging others to get involved, this principle of agroecology supports food producers to give their input on how agricultural and food systems are currently managed.
2.	Land & Resources Governance –	This principle of agroecology is focused on protecting family farmers and sustainable managers who seek to preserve natural resources found in specific regions.
	Connectivity	As an effort to facilitate the relationship and trust between producers and consumers, this framework of agroecology works to rectify distribution networks by re-instilling food systems back into their respective, local economies.
	Co-Creation of Knowledge	Two heads are always better than one. This principle of agroecology encourages participants to share their knowledge regarding farming tactics or scientific discoveries for the collective benefit.
	Social Values & Diets	Intrinsic motivation is essential to achieving any goal with success in the long-run. Therefore, it's important to create food systems that work simultaneously with the region's traditions and societal norms while still preparing a wide-variety of healthy and culturally conducive foods.
	Fairness	Sustainability is often aligned with justice one way or another. This principle of agroecology aims to support anyone who contributes to modifying the current food system under agroecology.

	Economic Diversification	It's important for all actors in agroecology to be rewarded for their efforts. This principle allows small farmers to gain financial independence in order to implement the other principles of agroecology more efficiently and effectively.
	Biodiversity	Seeking to maintain a wide variety of species, both plants and animals, can help to improve sustainable food production.
	Animal Health	All animals should be safeguarded throughout the process of implementing other principles of agroecology.
	Soil Health	Healthy soil is vital for optimized food production and plant growth, meaning without prioritizing this principle of agroecology – the rest would be more difficult to achieve.
	Synergies	In order for agroecology to prove worthwhile, it is imperative to create an atmosphere where all plants, animals, trees, water, and soil are working in conjunction with one another.
	Recycling	Under agroecological practices, it's always best to use renewable resources to prevent excessive waste production.
	Input Reduction	Farmers or other actors in rectifying food production systems should make an effort to reduce their dependence on inputs, such as materials purchased from suppliers or hiring additional workers for labour.

2.1 Legal framework and policies on agroecology in Zambia

In Zambia there are key policies that are key in advancing and attaining agroecology and the climate change adaptation, building resilience of economic systems, livelihoods and ecosystems. These are highlighted below:

2.1.1 National Policy on Climate Change

The Zambia National Policy on Climate Change is a cross-sectoral policy enacted in 2016³. The overall objective is to provide a framework for coordinating climate change programmes in order to ensure climate resilient and low carbon development pathways for sustainable development towards the attainment of Zambia's Vision 2030. The policy is guided by the principle of 'sustainable climate change response' according to which all climate change actions shall be environmentally sustainable and positively contribute to national economic growth and social development objectives, including poverty alleviation, access to natural resources and basic amenities, gender equality and equity and infrastructure development.

Specific objectives

- To promote and strengthen the implementation of adaptation and disaster risk reduction measures to reduce vulnerability to climate variability and change.
- To promote and implement sustainable land-use management practices in order to contribute to reducing GHG emissions from land use and land use change and forestry.
- To promote mainstreaming of climate change into policies, plans and strategies at all levels in order to account for Climate Change risks and opportunities in decision making and implementation.
- To strengthen the institutional and human resource capacity in order to effectively and efficiently address all aspects of climate change at international, national, provincial, district and local levels.
- To promote communication and dissemination of climate change information to enhance awareness and understanding of its impacts.

³ <https://faolex.fao.org/docs/pdf/zam174957.pdf>

- To promote investments in climate resilient and low carbon development pathways in order to generate co-benefits and provide incentives for addressing climate change more effectively.
- To foster research and development in order to improve understanding and decision making in responding to climate change.
- To engender Climate Change programmes and activities in order to enhance gender equality and equity in the implementation of climate change programmes; and to develop and promote appropriate technologies and build national capacity to benefit from climate change technological transfer

2.1.2 Second National Agriculture Policy of 2016-2021

The Second National Agricultural Policy (SNAP) provides policy guidelines for the development of the agriculture sector in Zambia⁴. The Policy was formulated in order to take into account the current trends and issues that have emerged in the agriculture sector as well as address the challenges that were observed during implementation of the 2004-2015 National Agricultural Policy (NAP). It encompasses key facets of the agriculture sector such as food and nutritional security, agricultural production and productivity, agricultural diversification, agricultural research and extension services, sustainable resource use, promotion of irrigation, agro-processing and value addition, agricultural marketing and trade, livestock and fisheries development. The institutional and legislative framework, decentralization, private sector participation, support to cooperatives and other farmer organisations and crosscutting issues such as gender mainstreaming, HIV and AIDS, and mitigation of climate change are also addressed by the policy.

The policy establishes the following objectives:

- increase agricultural production and productivity.
- To increase effectiveness and efficiency of agricultural Research and Development (R&D).
- To strengthen the capacities of agricultural training institutions.
- To improve the efficiency of agricultural markets for inputs and outputs.

⁴ <https://faolex.fao.org/docs/pdf/zam183104.pdf>

- To promote availability of and accessibility to agricultural finance credit facilities and insurance.
- To increase private sector participation in agricultural development.
- To improve food and nutrition security.
- To promote the sustainable management and use of natural resources.
- To mainstream environment and climate change in the agriculture sector.
- To promote the mainstreaming of gender, HIV and AIDS, and governance issues in agriculture.

2.1.3 National Policy on the Environment

This National Policy on Environment is a nationwide cross-sectoral document aiming at creating a comprehensive framework for effective natural resource utilization and environmental conservation supporting the Government's development priority to eradicate poverty and improve the quality of life of the people of Zambia⁵. To achieve the overall goal of the Policy, a number of specific objectives have been set out as follows;

- Promote protection and management of environment and natural resources, balancing the needs for social and economic development and environmental integrity, while keeping adverse activities to the minimum.
- Manage the environment by linking activities, interests and perspectives of all groups, including people, non-governmental organizations and government at both the central and decentralized local levels.
- Accelerate environmentally and economically sustainable growth in order to improve the health, sustainable livelihoods, income and living conditions of the poor majority with greater equity and self-reliance.
- Ensure environmental awareness and commitment to enforce environmental laws and to the promotion of environmental accountability.
- Build individual and institutional capacity to sustain the environment.
- Regulate and enforce environmental laws.

⁵ <https://faolex.fao.org/docs/pdf/zam191204.pdf>

- Promote the development of sustainable industrial and commercial processes having full regard for environmental integrity.

2.1.4 Land Policy

Government launched the National Lands Policy in a bid to streamline land administration and management services in the development of the country. The National Lands Policy has been put forward to improve land administration and management in order to place the country's land development on a sustainable path. The vision of the policy is a transparent land administration and management system for inclusive sustainable development by the year 2035. The Policy has eight strategic objectives with various policy measures aimed at improving land management and administration as follows:

- Strengthen the land allocation mechanisms in order to improve security of tenure.
- Enhance the land registration system in order to increase volume of registered properties, accuracy, capacity, affordability as well as convenience of land registration.
- Strengthen the land dispute management mechanisms in order to reduce caseloads and attendant costs for clients.
- Facilitate ownership of land by Zambian citizens in order to promote decent livelihoods and socio-economic development.
- Regulate the land ownership of non-Zambians in order to facilitate reasonable access to land.
- Enhance the functioning of the land market in order to make the sector more beneficial to the economy.
- Mainstreaming of Climate Change, Natural Resources and Environmental Protection in land administration and management for sustainable development
- Achieve a gender sensitive and youth friendly land sector which is inclusive of persons living with disabilities and other socially marginalized groups.

3. KEY FINDINGS OF THE STUDY

3.1 Institutional and legal frameworks and policy gaps preventing the practice of agroecology in Zambia

SECTION	DESCRIPTION	POLICY GAP
Agriculture Institute of Zambia Act No. 2 of 2017, s 5(h)(2).	Provides the registration of agricultural professionals and regulate the professional conduct in the interest of the agricultural sector.	The Agriculture Institute of Zambia Act No. 2 of 2017, s 5(h)(2). Promotes the advancement of science and technology in agriculture minus promoting the practice of agroecology which is the use of ecological concepts and principles.
National Policy on Environment and Climate Change 2016	Harmonize sectoral strategies and rationalize legislation that concern the use and management of the environment.	The National Policy on the Environment and National Policy on Climate Change, have their weakest areas related to building up appropriate food systems that are cognizant of healthy, diversified, seasonally and culturally appropriate diets
National Water Policy 2010	It aims at promoting sustainable water resource development.	The National Water Policy does not directly mention about agro-ecology principle associated with recycling. Of all policies this is where it should be discussed most in

		terms of public awareness on water conservation as well as an efficient water use practice.
Second National Agriculture Policy 2016-2021, s 6(iii)(b).	Focuses on increasing agricultural production and productivity by promoting the use of inorganic fertilizer.	SNAP 2016-2021 does not focus on the promotion of agroecology practice in increasing production and productivity.
Draft Land Policy 2017.	This seeks to address the various challenges related to access and control over land and its resources.	The draft Land policies is unclear on issues of recycling, reduce or elimination of dependency on purchased inputs, securing and enhancing soil health and functioning for improved plant growth, particularly by managing organic matter and by enhancing soil biological activity and ensuring animal health and welfare.
Agriculture Institute of Zambia No.2 of 2017, s 5(c)(2).	Provides the registration of agricultural professionals and regulate the professional conduct in the interest of the agricultural sector.	The agriculture institute of Zambia Act No.2 of 2017, s 5(c)(2). Mostly recommend the development and maintenance of appropriate standards of qualification in the agricultural profession to

		the Higher Education Authority and the Zambia Qualifications Authority minus considering people of low-level education to meet the appropriate standards in the agriculture sector.
Agriculture Institute of Zambia Act No. 2 of 2017, s 5(i)(2).	Provides the registration of agricultural professionals and regulate the professional conduct in the interest of the agricultural sector.	Agriculture Institute Act No. 2 of 2017, s 5(i)(2). promote and recognise agricultural scientists more and it less recognize other multi-disciplinaries that can help to promote agroecology.
Second National Agriculture Policy 2016-2020, s 6(4)(i)	To improve the efficiency of agricultural markets for inputs and outputs	SNAP 2016-2021 has a gap of not improving the use of agroecological input and output.

3.1.1 Analysis of Gaps and opportunities in the current frameworks

The Second National Agriculture Policy broadly covers the key areas that are important in realizing the potential of Zambia's agriculture sector. This policy focus more in increasing agricultural products and production by promoting the use of inorganic methods such as hybrid seeds and synthetic fertilizer. The output markets have also been a challenge especially with regards to the crop output market. However, the view of the 8th National Development plan under strategic development area 3 on environmental sustainability government aims at implementing adaptation measures that will contribute to building the resilience of communities and the economy to the impacts of climate change. The Government will enhance human and institutional capacities for undertaking and supporting more ambitious climate change actions. Further, improved production and consumption practices and nature-based solutions will be promoted among communities to enhance climate change adaptation. This will include engaging communities in activities such as

water harvesting, integrated water resources management including scaled-up irrigation development and climate-smart agriculture.

The National Water Policy should aim more at promoting sustainable water resource development with a view to facilitate an equitable provision of adequate quantity and quality of water for all users through recycling. This entails establishing well-defined institutions that can achieve the intended principle of recycling in agroecology which recognizes water as an economic good. This brings opportunities in supporting the measures aimed at increasing accessibility to safe drinking water and sanitation facilities for all users.

The Agriculture Institute of Zambia Act No. 2 of 2017 recognize more agricultural scientists in the management and promotion of agriculture standards that requires high educational qualification authority. This does not give opportunities to other professional disciplines that can help the agriculture sector to improve and promote the implementation of agroecology in Zambia. However, the smooth operation of promoting agroecology in the agriculture sector requires other disciplines that are specialized in fields such as, climate change science, ecology, veterinary, sustainable development and many more. These disciplines help to recommend appropriate measures and ways to take in the implementation of agroecology in the agriculture sector.

The Zambia Alliance for Agroecology and Biodiversity is analyzed that it restricts farmers' seed systems and devalue diversified agroecological practices in the agriculture sector. This gap analysis helps to note the importance of the agriculture sector in supporting its aim of creating a diversified and resilient economy for sustained growth and socioeconomic transformation by radically repositioning the legislative and policy framework regarding seed as the basis of an agriculture system in Zambia. It creates the opportunities that integrate the fragmented approach to seed, agriculture, rural development, biodiversity conservation, climate change and food security to enable the safeguarding of agrobiodiversity that the country will need to build adaptive capacity to climate change and resilience within rural communities which promote and support the use of farmer seeds.

The National Policy on Climate Change is guided by the principle of sustainable climate change response according to which all climate change actions shall be environmentally sustainable and positively contribute to national economic growth and social development objectives, including poverty alleviation, access to natural resources and agriculture. In conjunction with the objectives,

the policy increases the resilience in making agriculture more productive and sustainable by promoting investments in climate resilient, sustainable land use to protect ecosystems and related services such as carbon sinks that can bring opportunities of promoting and practicing agroecology in the agriculture sector. This analysis also notes that the Policy presents the country with a structured opportunity to respond more effectively to the adverse effects of climate change. The policy strives to promote stronger collaboration between various ministries and institutions including civil society organisations that have a critical role to play in climate mitigation. Civil society can exploit this to advance agroecology.

3 CONCLUSION

The study concluded the urgent need to develop agroecology policies in Zambia. Despite the push for agricultural modernization and industrial agriculture in Zambia, the recognition of agroecology and food security has not been gaining momentum in the political space as the existing policies do not support agroecological agricultural practices in Zambia. The 2030 Agenda for Sustainable Development provides candid solutions to ending hunger, none other than agroecological approaches. The ‘Feed Africa’ Strategy of the African Development Bank also reiterates “climate smart agriculture is now no longer an option but a core necessity of any strategy to deliver results, even in the near future.” It is now clear that there is undoubtedly consensus at all levels of policy making to scale up agroecological agriculture as a means to end hunger as well as environmental management.

4 RECOMMENDATIONS

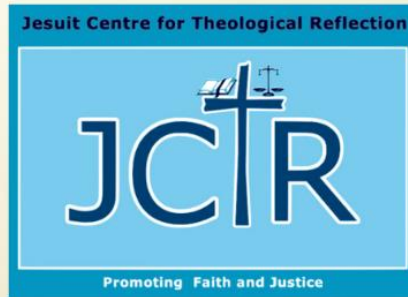
- Government must amend gaps in all regulatory frameworks on food systems not in alignment with the transition to agroecology, the 2030 Agenda on SDGs and related international obligations.
- Government must promote stakeholder engagement in the review processes to work to ensure that policies remove obstacles and biases such as chemical input subsidies, support agroecological approaches to restore soil biodiversity and soil health, strengthen security of land tenure for small-scale farmers.
- Government Must Recognise the 2030 Agenda for Sustainable Development as a key supportive framework for agroecology and food security. The 2030 Agenda recognises that sustainable management of natural resources is relevant to achieving all the Sustainable

Development Goals, and acknowledges the crucial role of biodiversity and ecosystem services for the wellbeing of people and planet.

- Government should actively engage in international and regional forums on agriculture, food security, rural development and climate change to push forward the agroecology and food security agenda.
- Civil Society organizations must monitor the policy review processes and encourage government to be truly participative, iterative and transparent process to ensure that those whose lives will be affected, particularly women, are included in creating the policies that govern their livelihoods.
- Agroecology, socio-economic and political elements need to be well framed to gain political will for transformation of food systems and for climate change adaption and mitigation in the agriculture sector.

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