

PARTICIPATORY ECOLOGICAL LANDUSE MANAGEMENT (PELUM)

Perspectives in Natural Resource Management in Zambia

WORKSHOP MANUAL

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Environment

The concept environment is used in many ways and in different contexts. Its because of the usage the word environment has acquired different meanings. This is a result of different perceptions. It is therefore not possible to come up with a universally agreed definition of the concept of environment, rather we need to articulate understandings that are useful in particular contexts. The things that surround us (Air, Water, Trees, soils etc) make our resources on which we depend and referred to as natural resources. However to understand these resources well it's important to understand the concept of the environment, issues, risks, and the crisis. A broader view of the environment has four related dimensions, biophysical, economics, social and political. The four dimensions of the environmental influence our environment.

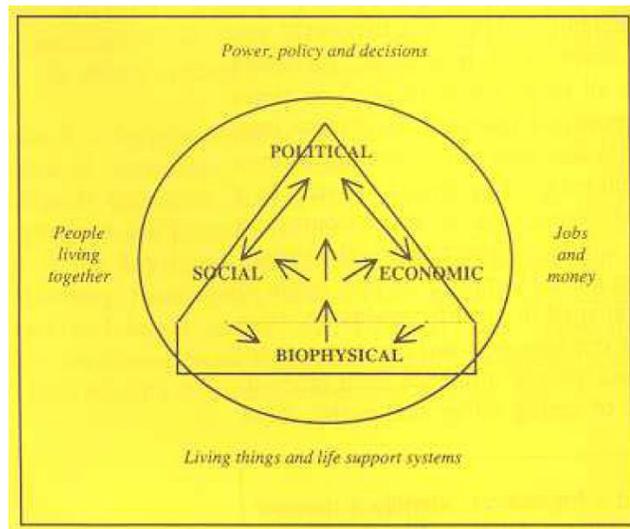


Diagram 1.1: Environment (O'Donoghue, 1995)

To expand on the above connections there is another broader view of understanding the environment. Issues to do with governance policy development and participation of the community at various levels are critical,

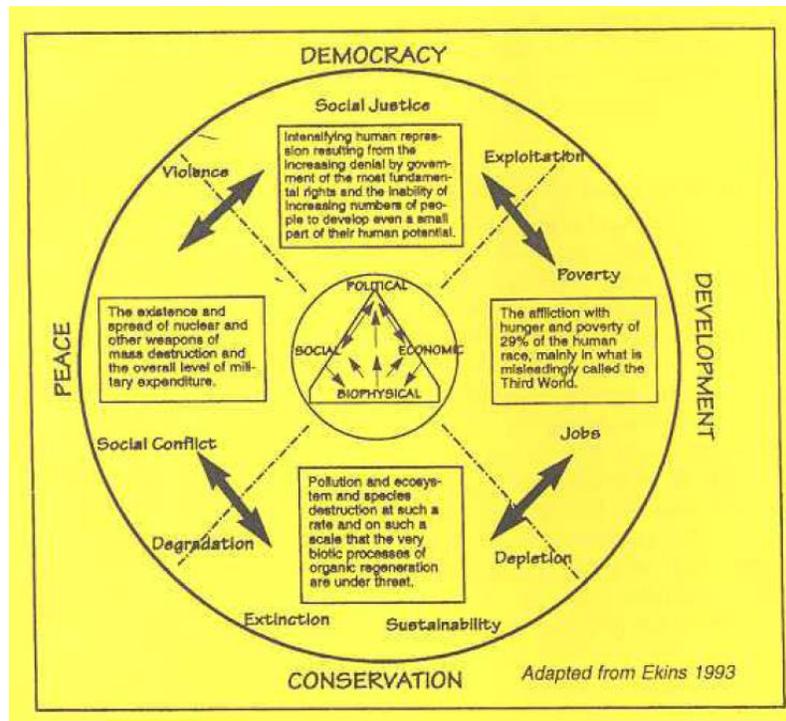


Diagram 1.2: The broader environment (Adapted from Ekins, 1993)

Environmental Issues

Concern for the environment is associated with our understanding of the concept of the environment. There fore environmental issues are socially constructed by individuals and organization that define some environmental condition as worrisome and want to do something about it. Different people have different views on what counts as environmental issues; these views are influenced by available information, emotions, economic interest, education and many other factors.

Risks

Risks indicate an uncertainty- we don't know what the impact might be. For a long time, most of the literature on environmental risks reflected a belief that engineers, scientists or other experts could objectively determine risks. More recently, the perception of risk Is being linked to culture and the way people conceive or construct risk. There are an increasing realization the selection of risks is based less on the likelihood of danger and more on whose voice predominates in the evaluation and processing of information about hazardous issues and risks.

The Environmental Crisis

The environment can be understood as comprising a number of interacting dimensions.

- Biophysical- Living organisms (plants, animals etc) and their physical surroundings (soils, water, air and other matter) all interacting within life supporting systems and processes
- Social – people living together as part of the biophysical surroundings, they able to define the environment influenced by the way they interact with the environment culturally
- Economic-The systems within which we allocate the resources (needs and wants) of society among the alternative (often competing) uses.
- Political- The situation (Institutions) of powers that enable/limit our ability negotiates between competing interests in determining environmental conditions of existence.

It is evidently clear that Environment cannot be complete without politics, economics and social issues. Discussing land designation and redistribution is as much a political, economic and social issue as it is environmental one. Access to resources, population, poverty, education, gender, empowerment of individuals, communities, countries and regions; debt, trade and economic development all have to do with the environment.

Environmental issues and risks

A Global Perspective

In the world today we are faced with environmental crises, which we are ourselves to blame because of our activities. Good examples are the damages done to the ozone layer by the chlorofluorocarbons (CFCs) being emitted into the atmosphere. Without the ozone layer there will be no life on earth. The excessive burning of fossil fuels resulting in the build up atmospheric carbon dioxide is causing a potential global warming catastrophe. The World population is growing at an alarming rate, exhausting the earth's limited resources. Industrial and household wastes are poisoning the air, water and soil. Tropical forests are diminishing resulting in an unprecedented loss of species and biodiversity. In our quest for development and an improved standard of living we have caused widespread damage to the planet, through soil erosion, pollution, deforestation, extinction of species etc. The level of environmental degradation raises many questions than answers with respect to the starting point in trying to redress this. Perhaps the starting point would be to accept that is a problem so that we can start to look into the possible solutions. It is often common practice to start to point finger at others not doing anything, without examining what we are doing about the crisis at individual level (***Think globally act locally***) The *World Watch* identifies the following as some of the major trends that are impacting and shaping our relationship with our global environment:

- Food insecurity caused by increasing population. Grain output per person is at the rate of one percent per year. The oceans harvests have been facing decline, with the catch per person dropping. Meat production per person, which reached the peak in 1990, has been dropping at the rate of nearly the one percent per annum.

- The World economy has been on the decline means of production contributing to environmental degradation and the depletion of natural capital, living conditions for human being are deteriorating
- The other trend is the population increase.
- Other issues include land degradation, urbanization; poverty; HIV/AIDS water resources and loss of biodiversity.

A Local Perspective: Zambia

A number of global environmental problems also manifest in Zambia. It is therefore very difficult to draw a line of where the global environmental problem end and where the local environmental problem starts.

The Zambian government adopted the National Conservation Strategy (NCS) it was the main policy document on the environment, it lead to the establishment of environmental legislation and institutions in Zambia. The NCS was established to manage the natural resources and the environment in the context of a centrally planning and controlled economy .A decision a decision was made by the government to up date the National Conservation Strategy through the National Environmental Action Plan (NEAP) in 1982 because:

1. The economy was undergoing liberalisation
2. The main NCS recommendation had been implemented
3. The technical information in the NCS needed updating.
4. There was a requirement by the World Bank for a NEAP as a pre –requisite for International Development Association (IDA) Loan funding.

The NEAP is founded on three fundamental principles:

- The right of citizens to a clean and health environment
- Local community and private sector participation in natural resources management
- Obligatory environmental impact assessment (EIA) of major development projects in all sectors.

Institutional arrangements and legal reforms are key towards successful implementation of the recommendations made. The ministry of Environment tourism and natural resources management is responsible for the coordination and monitoring of the implementation of the NEAP. Designation of environmental officers in the line ministries and local authorities was recommended so as to ensure that environmental issues are considered during project planning and implementation. Several legal proposals were made to harmonize the fragmented pieces of legislation and the inclusion of the right to clean and health environment in the republican constitution

The main thrust of the NEAP was to identify environmental problems and issues. Their causes and recommended actions required resolve those issues. The NEAP identified five main areas of environmental concern in Zambia as:

- Wildlife depletion
- Air pollution
- Land degradation

- Deforestation
- Water pollution and inadequate sanitation

The formation and functions of the Environmental Council of Zambia

The Environmental Council of Zambia (ECZ) was established through the enactment of the Environmental Protection and pollution control Act (EPPCA) No. 12 of 1990 (CAP 204 of the laws of Zambia). The EPPCA is the supreme environmental law of Zambia and it prescribes the functions and powers of the ECZ as a corporate body. The general functions of ECZ are to protect the environment and pollution control more specifically, the ECZ serves to:

- Draw up and enhance regulations related, water, air and noise pollution, pesticide and toxic substances, waste management and natural resources management.
- Advise the government on the formulating of policies related to good management of natural resources and the environment
- Advise on all matters relating to environmental conservation, protection and pollution control, including necessary policies, research investigations and training.
- Conduct studies and make recommendations on standards related to the improvement and maintainance of sound ecological systems
- Undertake environmental education programmes for an enlightened public opinion on environment, hence promote community action in the management of the natural resources and the environment
- Identify projects and plans that need environmental impact assessment.
- Monitor trends in the use of natural resources and their impact on the environment.

Request information on the quality and mangement methods of natural resources and environmental conditions of Zambia.

(Source ECZ 2002 Brochure)

Responses to poor natural resource management and the environment.

There are some responses that contribute to natural resources management at local and international level:

Conventions – Through conventions, the government is committed to the development of regional and national strategies and action plans to address specific trans- boundary (and often global) issues. For example, the convention to combat desertification was the first discussed at the **Rio Earth** summit. All SADC member states have ratified this particular convention. Zambia is a signatory to many such international conventions and agreements. The following are some of the international conventions and agreements to which Zambia is a signatory:

- Conventions on the wetlands of international importance;
- Convention on the international trade endangered spices of wild for a and fauna (CITES)
- Convention on biological diversity;
- The united nations convention to combat desertification (CCD);

- Convention on plant protection;
- The convention on the protection of world culture and national heritage;
- Convention on the law of the sea;
- Convention on the protection of the ozone layer;
- Convention on the conservation of migratory species of wild animals.
- Basel convention on the control of Trans boundary movement of hazardous waste

Policy:

One of the key responses to the management of natural resources has been **policy formulation** at both local and international levels. In the recent policy making processes, there has been an increased emphasis on issues of equity and redress as part of the proposed solution to the environmental crisis. An emphasis on the democratization and good governance, this trend has led to the to may participatory policy formulation processes. This included the enactment of legislations such as the Zambia wildlife authority Act No 12 of 1998, which, among other things, provides for community participation in the management of wildlife resources through the formation of community resources boards; the forestry Act No 7 1997 establishes the Zambia Forestry commission which encourages the community participation in the realization of the exploitation of forest resources and the maintenance of sustainable forest management. Others the fisheries act No 200 and the water Act-of 1988 which also focus on community participation in the sustainable management of these resources. Policies which impact on the management of natural resources are sector based, there is need to harmonize them

Development oriented response to the Environmental Crisis

There are some proposed responses which emphasize development and for resolving and preventing further environmental degradation. Like the following:

- Community- Based Natural Resources Management
- Community forest conservation
- Eco- tourism
- Sustainable agriculture
- Changes in business concepts

Community Based Natural Resources Management (CBNRM)

The CBNRM has become particularly popular in Southern Africa in the past decade. It is primarily a response to rural poverty, to previous policies that were ineffective and to lack of sustained efforts among rural communities and NGOs to “ make vigorous and concerted efforts to tackle their own rural stagnation” Rural poverty is ascribed to lack of access to the natural resource base and previously authoritarian and removed strategies for development. The concept of a **Community Based Development Programme** refers to development activities that are selected, planned and implemented by the people of the community through its leadership structures, on a decentralized basis.

The government support is limited to a facilitatory role. Critical in the implementation of these processes is to secure the participation of the communities. This requires setting a number of community structures such as Village Development Committees (VDCs) District Development Committees (DDCs)

The National Decentralization Policy “Towards empowering the people”

The most important aspect of the decentralization policy of Zambia is to: *Achieve a fully decentralized and democratically elected system of governance characterized by open and predictable transparent policy making and implementation processes, effective community participation in decision making, development and administration of their affairs while maintaining sufficient linkages between the center and the periphery.*

The focus of the decentralization policy is the district for development and service delivery, with the following institution taking active roles.

- **Councils**- these are legal bodies at the district level mandated to provide services and promote development in the district, as well as make bye laws for the district. Though the **District Development Coordinating Committee (DDCC)** the district will undertake developmental activities in such areas as health, water and sanitation education, housing roads and environment.
- **Area Development Committees (ADC)** these are at the sub district level and the role-played is to monitor development and participate in the implanting of the developmental projects.
- **Civil Society Organizations**- These include NGOs, Community based organizations (CBOs), Faith based organizations (FBOs) their roles vary as it depends on the area of specialty and interest, they are important partners in development process they contribute to service delivery as well as local development, local level training, community mobilization, information dissemination, and the promotion of income generation activities within the district
- **Traditional Authority**- Chiefs and their royal establishments they also play a role in community mobilization processes, policy information dissemination
- **Private Sector** they participate in service delivery
- **Communities**-They are the ultimate beneficiaries of the decentralized local governance. Communities will participate in decision making.

Essential Factors in the Implementation of The policy

The successful implementation of a decentralisation programme is dependant on a number of factors that include the following.

Sustained Political will: Decentralization is a political process that involves changes in power relationships between central and local government levels. It also involves changes

in responsibilities for the various elements of the development process and therefore invokes changes in resource allocation.

Financial Sustainability: It is a costly process that requires an assurance of sustained financing.

Broad Participation: It needs a committed participation of the community local communities civil societies.

Flexibility: Adopt a flexible approach in the implementation process to allow learning to take place

Inter-governmental relationships: Effective implementation of decentralization policy requires a clear definition of roles and relationships of the institutions to avoid duplication and conflict.

Conflicts in Natural Resource Management

What is conflict?

It is all the kinds of oppositions or antagonistic interactions, based on the scarcity of resources, power, or social position, and differing value systems. It is inevitable and natural, one group gains at the expense of the other group.

Conflict case studies:

A: Eight, traditional leaders in 2002 placed an advertisement in a local newspaper, explaining how they were ignored and neglected in the management of wild life. They complained about poverty levels among the people in their chiefdoms despite abundant wildlife resources in these areas. The advert read in part:

We are now aware of the damage that has been done and how much has been amassed by the outsiders at the expense of the rural masses. We are aware that the poverty in which we live is not of our making but has been done by a succession of uncaring and deliberately misinforming governments (*The Post, 26 February, 2002*)

B: The people of Chief Mwanachingwala in Mazabuka district obtained a court order to stop WWF Partners for Wetlands Project from establishing a conservancy. They claimed they were not consulted and they felt cheated by WWF and its business partners. The people were worried that their grazing land would eventually be grabbed if they allowed 47,000 hectares of their land to be fenced off:

“The Lusaka High Court has granted an interim injunction in favor of 700 villagers in Chief Mwanachingwala’s area against WWF over proposals to fence off 47,000 hectares of pastoral land for a proposed conservation zone. According to the affidavit signed by one Pat Mwambwa on behalf of 700 others the action comes as a result of a petition against the proposed project being jointly handled by WWF and The Mwanachingwala Conservation Limited. Mwambwa contends that being from an area and a subsistence farming village heavily reliant on pastoral activities, he was worried that there was going to be an increased level of skirmishes within the village over the grazing of animals”

Indigenous Knowledge What is it?

It is the local knowledge that is unique to a particular culture or ethnic group (Warren 1987). Indigenous knowledge is the 'systematic body of knowledge acquired by the local people through accumulation of experiences. It is the actual knowledge of a given population that reflects the experiences with modern technologies. It helps the local people to understand their intimate relations with the environment. It is based on traditions.

Value of indigenous knowledge

It is not static its dynamic through innovativeness which improves the livelihoods of the people. It is elaborate, and adapted to local and cultural and environmental conditions. Indigenous knowledge systems are tuned to the needs of the local people and the quality and quantity of available resources. They pertain to various cultural norms, social roles, or physical conditions their efficiency lies in the capacity to adapt to changing circumstances. Local people are well informed about their own situations, their resources, what works and doesn't work.

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11. Policy analysis

Policy analysis is an essential skill for effective policy implementation. The following questions are important to discuss through: -

- ✓ What does a policy do?
- ✓ What are the critical elements of a good policy
- ✓ What are the essential elements required in operationalising a policy?
- ✓ What are the major stages in policy formulation?
- ✓ What are policies like currently and what ought to be?
- ✓ What are the fundamental questions that must be addressed when changing policies?
- ✓ Why do we have inappropriate policies?
- ✓ What, then, is policy advocacy?
- ✓ What should be the outcomes of a good policy?
- ✓ What are the basic principles in formulating a policy,
- ✓ What are the 3 pillars of open policy systems?
- ✓ What do we do when we analyse policies?
- ✓ What are the things we can do to analyse the impact of a policy?

A. What does a policy do?

A policy is: -

- 1) An operational plan for implementation of a particular programme
- 2) A tool to make choices between priorities
- 3) A tool to deliver a specific objective

B. Critical elements of a good policy

A good policy must be:

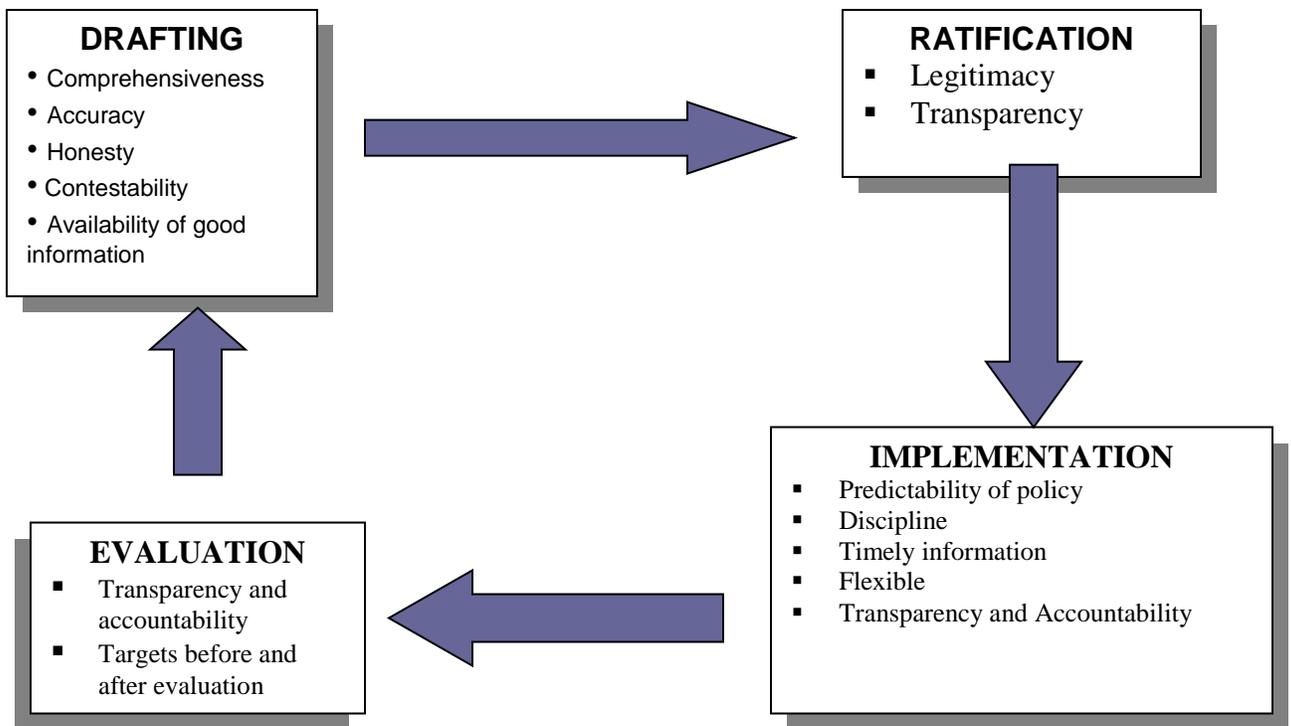
- ✓ Transparent
- ✓ Comprehensive
- ✓ Flexible
- ✓ Predictable
- ✓ Equitable
- ✓ Contestable or Challengeable
- ✓ Formulated through a participatory consultative process involving all stakeholders.

C. Operationalising Policy

In order for a policy to be effectively operationalised, four (4) major elements are critical including:

1. Structures - an institutional framework to ensure the implementation of the policy
 2. Processes - often in the form of procedural guidelines, timeframes, options
 3. Systems - tracking systems, checks and balances - often in the form of monitoring and evaluation systems
 4. Informal rules and regulations - other expected informal outputs and spillovers
- e.g. in operationalising a Procurement Policy the structure could be represented by a procurement committee, processes could include bidding and approvals, systems could include price-tracking systems and informal rules could include issues like good quality

C. The Policy making process



e. What are policies like currently and what ought they to be?

What policies are currently	What policies ought to be
Blinds that covers the affairs of government	Windows into the affairs of government
Tools used by dominant groups in	Tools used by government of the day to

society to promote their interests	ensure equity in the entire population
Instruments that serve to perpetuate and deepen existing divisions and inequalities in society	Instruments to redistribute wealth within society
Mired in secrecy and technical language	Popular versions written in user friendly language
The domain of technocrats/ experts	Involve all stakeholders
Are complex systems	Transparent
Citizens are generally excluded from the formulation process	Participatory consultative process involving all citizens

f. Changing Policies

In changing policies from what they are to what they should be - three fundamental questions must be addressed:

- a) What is wrong?
- a) What should change?
- b) What can't do?

g. Why do we have inappropriate policies?

Assuming the existence of vultures in government, poor policies occur because:

1. Individuals in power manipulate the policies deliberately
2. The disenchantment among civil society organizations condones this behavior
Assuming the existence of doves in government, poor policies would still occur because of:
3. The tragedies of the commons - the poor are sometimes their own worst enemies - they undermine each other instead of working together.
4. Adversal roles - competition instead of complementarity is often the case especially among NGOs pursuing the same cause
5. Information asymmetry - keeping the majority starved of information. Access to information is a preserve for a select few. For the rest it the infamous - "Confidential"

h. What, then, is policy advocacy?

Policy advocacy is aimed at creating pro-poor policies and spaces in the policy formulation, implementation and evaluation processes. It often takes many forms but we need to be clear about what we want to achieve, why, how and where the

power lies. It is important that the underlying value for and advocacy initiative be the desire for change - i.e. better legislation, more equity, appropriate development, more respect for human rights, a better quality of life, social justice and good governance.

I. Outcomes of a good policy

- a) Must be in resonance with strategic priorities
- b) Must minimize wastage of resources
- c) Must be cost effective

j. Basic Principles in Policy formulation

1. **Periodicity** - a policy is only valid within a given time and space Policies must be revised after a specific period
2. **Authority** - the policy must define where the authority lies
3. **Predictability** - a policy must be predictable in different situations and circumstances. It should have provisions covering the entire spectrum of situations and circumstances
4. **Transparency and accountability** - should be written in user-friendly language and are a basis for 'both vertical and horizontal accountability
5. **Comprehensiveness** - exhaustively detailed
6. **Accuracy** - specific, measurable, achievable, realistic and timebound
7. **Contestability** - able to withstand challenge, outlive opposition, outdo other policy options.

k. The 3 Pillars of open Policy systems

1. Participation

- This must be effective. Participation is not an end in itself
- The know how and know what are essential ingredients for effective participation

2. Transparency

- Provision of comprehensive, accurate, timely and frequent information in useful formats
- Communication
- Documentation

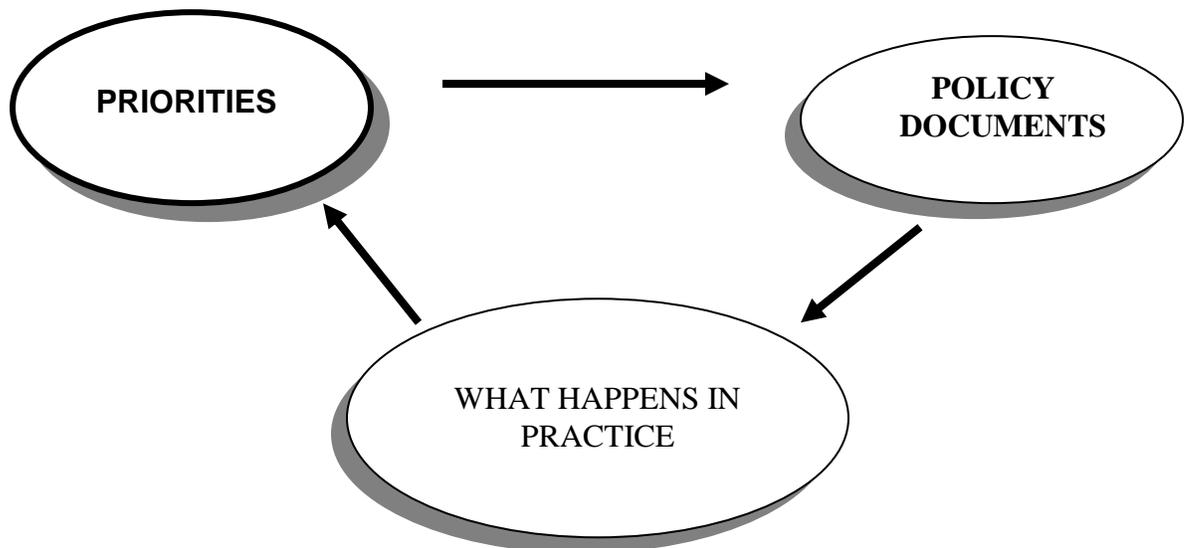
3. Accountability

- Robust enforcement systems
- Informative reports
- Security of Tenure
- Awareness of population

L. What do we do when we analyze policies?

- a) Assess impact trends
- b) Assess implementation problems
- c) Follow up existing commitments
- d) Suggest new policy options

Policy analysis is about linking 3 basic issues:



M. Things we can do to analyze the impact of a Policy

- a) Establish variance between expected and actual
- b) Trace policy through budgets
- c) Look at the growth share/trend analysis
- d) Incidence on population - impact on beneficiaries
- e) Spatial trends - disparities between regions
- f) Time trends - differences between periods
- g) Input versus output
- h) Operational efficiency - search for output information through mini studies
- i) Benchmark efficiency - indicators of efficiency