

POLICY BRIEF¹

LAND-USE OR NATURAL RESOURCE MANAGEMENT PLANNING: HARMONISATION OF THE APPROACHES

BACKGROUND

The Community-Based Natural Resources Management and Sustainable Agriculture (CONASA) project operates in three Game Management Areas (GMAs) south of the Kafue National Park. As indicated and defined under the Wildlife Act of 1998 GMAs fall under the mandate of the Zambia Wildlife Authority. GMAs are areas populated with wildlife, and human beings are allowed to settle and interact with the wildlife in these areas. It should be noted that ZAWA's primary concern in these areas is wildlife, although there are other natural resources like forests, fish, minerals, etc that are regulated by different Government agencies like Forestry Department, Fisheries Department, Mines & Minerals Department, or indeed under the Heritage & Conversation Commission.

It has been realised that the definition of “**open areas**” by the different Government agencies: what ZAWA calls open areas actually encompasses national forests (in which case those are “**protected areas**” under Forestry Department). And conversely the areas that Forestry department calls open areas may actually have wildlife, and therefore ZAWA regulates their harvest and utilisation. In order to harvest the synergies in natural resource management and increase efficiency and effectiveness, these institutions need to collaborate much more closely than they have done before in undertaking their mandates. By doing so they will be able to complement each other in areas where their presence on the ground is relatively weak, but where the other's presence is sufficient for sustainable management of the natural resources.

With this realisation of policy gaps based on the CONASA understanding, a meeting was held on 20th August 2002 involving representatives from Zambia Wildlife Authority (ZAWA), Forestry Department, Environmental Council of Zambia (ECZ) and the CONASA project and the convenors Planning & Information Department of the Ministry of Tourism, Environment and Natural Resources (MTENR). The objective of that meeting was to come up with an acceptable approach to land-use (L-U) or natural resource management (NRM) planning. It had been realised that the different institutions mandated to regulate utilisation of these natural resources have slight, but nevertheless critical differences in approaches. It is therefore crucial to harmonise these approaches for easy of collaboration in future and ensure that acceptability of plans that will be prepared, especially those involving communities where different resources are to be planned for. At the end of the first meeting three institutions were asked to prepare papers on their land-use planning approaches.

A follow-up meeting was convened on 13th December 2002 at MTNER where papers were presented highlighting salient features of L-U or NRM planning processes of the three institutions, viz; ZAWA, Forestry Department and ECZ. Each of planning process that was discussed is recognised by the respective sector policies and legislation. Since there may be gaps and conflicting provisions even though these

¹ By Ernest Mwape, CONASA Policy Component Manager – member of both the Steering and Technical Committees working on harmonisation of LU/NRM Planning Approaches

natural resources are sometimes found in the same geographical areas, there is need to harmonise the activities by addressing any policy or legal gaps and conflicting provisions. The second meeting was meant to get closer to addressing any issues related to the land-use or NRM planning processes, and therefore result into an agreed approach that takes into account critical concerns and interests of the various stakeholders (ZAWA, Forestry, ECZ, and the local communities traditional practices, institutional frameworks, knowledge, norms, values and beliefs).

PRESENTATIONS

1. MANAGEMENT PLANS FOR PROTECTED AREAS by Mr. Nkhata of ZAWA

The Strategic Planning Process (SPP) was adopted by the then National Parks and Wildlife Service (NPWS) in 1996 with the assistance of the European Development Fund (EDF). There are three phases in developing management plans:

- a. Pre-Field Phase: Sets the direction and prepares logistics. It also involves the selection of the multi-disciplinary team that will undertake data collection
- b. Field Work: the team identifies problems, and establishes links between various observed phenomena.
- c. Post-Field: involves drafting of the document/plan, that will be submitted to the ZAWA Board. The Board if satisfied will forward it to the Minister for approval.

Role of Other Stakeholders

There is mutual sharing of responsibility with other stakeholders whose expertise is diverse. The experts come from different institutions. ZAWA will effectively coordinate the planning process that will cover the entire eco-system.

There are two types of plans that are recognised by ZAWA, and are prepared depending on the purpose. The General Management Plan (GMP) is a very comprehensive, broad undertaking, and therefore requires a lot of resources (financial and human resources). A general management plan costs about US\$150,000.00 plus equipment, and may take about six months to develop. The Zone Management Plan is a less costly undertaking as it merely involves demarcation of the (protect) area into various zones meant for different uses.

Management plans are a management tool and lay the basis on which strategic and action plans are developed. It is a statutory function of ZAWA to prepare these plans for national parks, and in conjunction with local communities prepare plans for GMAs. ZAWA recognises the importance of coordinating input from other stakeholders if the NRs are to contribute to national development. Stakeholders need to be empowered for them to effectively contribute to realisation of the goals/objectives of the plans.

The duration of the plans range should be about five years in which time any significant environmental or ecological changes need to be considered. Therefore, it is highly desirable that management plans cover the entire eco-system of an area. *However it was noted that for projects like CONASA they may only facilitate community plans that merely demarcate area prescribing desired uses for different portions of the area.*

2. FOREST MANAGEMENT PLANS by Mr. J.K. Mulomba

Nearly all forests in Zambia don't have management plans. The only management tool that has been used frequently is licensing system. The Forestry Policy of 1998 and the Forestry Act (1999) have provided for the development of management plans. In case of local forests or JFMAs the plans will be implemented through the Joint forest Management Committees.

A significant portion of the guidelines describing the process of implementing Joint Forest Management is devoted to the formulation and implementation of Management Plan.

According to forest department, Open Areas are those areas that fall outside of the national parks and forest reserves. These open areas therefore include GMAs as defined by ZAWA, in which case the JFM Committees should be set up and registered with the Forestry Department. (N.B. most GMAs already have CRBs that are recognised by the Wildlife Act as the CBO institutions to take care of community interest in wildlife matters). According to Forestry Act the JFM Committee [with active participation of the Village Resource Management Committees (VRMC), local authorities, and Forestry Department] will have to come up with a Management Plan for the forest resource, which plan should be approved by the Director of Forest Department.

Preparation of the Forest Plan involves the following steps:

- a. Data collection according to the ABC framework where A stand for the Abiotic elements (socio-economic data), "B" stands for the Biotic (bio-physical elements) and "C" stands for the cultural elements.
- b. Village Resource Assessment (VRA) will take into account the history of the settlement of the area, livelihood, main occupation or economic activity, literacy levels, human and livestock population, tenure system, traditional institutions and structures, etc
- c. Forestry Inventory: administer a questionnaire to identify and establish forest resource uses
- d. Writing of the Management Plan

The executive summary of the management plan should be discussed with senior staff through oral presentations. The Plan itself should be sent to the Director of Forests for approval, and who also ensures that the rights and interests of third parties are taken into account.

The duration of the forest management plan should be about five years in order to make corrective measures within reasonable time for most of the forest trees' life cycles.

3. ECZ ROLE I N NRM OR LAND-USE PLANNI NG by Ms Misozi D. Phiri

The Environmental Council of Zambia (ECZ) usually comes in at implementation stage as required by the Environmental Protection and Pollution Control Act (1990) to

ensure that any development activities take into account environmental issues and concerns and propose remedies to correct any disruptions. As one of its statutory functions, ECZ is supposed to prepare generic land-use plan guidelines, but these have yet to be prepared for all interested institutions to use.

Some of the factors that need to be taken into account when preparing these NRM plans or Land-use plans are as follows:

- Ecological considerations: Biological (diversity, gene pool, value of ecological function) or Sustainable use (sink functions of wetlands, soils, forests; soil fertility, aquifer recharge capacity)
- Social-Economic and Cultural (population dynamics, economic activity, settlement patterns, social services)
- Landscape (quality, character scenic view, heritage sites)
- Land-use (compatibility, tenure rights, options and change)
- Water (quantity and quantity, flow regime, riverine systems, secondary impacts)
- Air (compounding effects of emissions on humans, livestock, crops, wildlife)

The other functions of ECZ are to take stock of the natural resources and their utilisation; and with approval of the Minister make regulations for the conservation and protection of natural resources. This role of ECZ need to be reconciled and harmonised with other Government agencies that are charged with more or less the same the responsibilities over the different but very specific natural resources. Some of these semi-autonomous bodies and Government agencies (in parenthesis) with which ECZ should collaborate with are as follows – Land (Ministry of Lands), Wildlife (ZAWA), Fish (Fisheries Department), Forests (Forestry Department), Minerals (Mines & Minerals Development), Water (Department of Water Affairs, Water Board, and NWASCO), etc.

As indicated above, ECZ mostly comes in at implementation stage through the requirement of Environmental Impact Assessments (EIAs) for certain economic activities. ECZ has to collaborate with other development institutions for it to be efficient and effective in its work. For example, there is sand mining in Dambwa (local) forest that need to be regulated. The Forest Department has not been actively soliciting for ECZ input in its activities.

For any area it is prudent for ZAWA, and Forestry Department to approve a community NRM plan at one sitting. There is no need for each of these institutions to be consulted independently and consider the same plan at different times for a GMA for example that has forests. In the GMA, there is also no need for Forest Department to encourage the local community to form new local level institutions for the Joint Forest Management purposes, since a GMA already has the CRBs as the local level institutions under (Wildlife Act) through which the community can participate. The CRB can look after community interests in all the NRs (including forests), and therefore work with any Government mandated agency on the same.

NEED FOR UNI FORM TERMI NOLOGY

Is Land-Use **Plan** equivalent to Zone Management Plan as understood by ZAWA?
What is clear is that the General Management Plan (GMP) as referred to in the

Wildlife Act (1998) is the more comprehensive NRM plan. It prescribes how the NRs will be managed and utilised – outlining the human & financial resource requirements; socio-economic factors; management plans/strategies for each natural resource, etc. So far only Kafue National Park has such a plan. In North Luangwa National Park stakeholders are in the process of developing a Zone Management Plan that has fewer details compared to the GMP.

The “**Open Area**” concept: Forest department includes GMAs, but not parks. ZAWA may include national and local forests. There is need to harmonise the geographical coverage of the open areas, and appropriate changes made to the current policies and legislation governing the natural resources sector. This is important especially given the fact that it is incomprehensible to have the same term applied differently by Government agencies falling under the same Ministry.

Note that there could be areas that other Government agencies would like protected, especially the National Heritage and Conservation Commission that looks after sites of inter-national scientific and cultural importance. These sites may be found inside or outside the local & national forests, GMAs, or open areas as defined by both ZAWA and Forest Department.

CONCLUSION: WAY FORWARD

It is equally important to bring on board perspectives of the Local Government authorities, who apparently in their own way have a bearing on how natural resources are managed through for example issuing of resident hunting licences (through ZAWA), imposition of levies on natural resources such as charcoal and fish levy. Presently local Government involvement in sustainable natural resource management is quite low.

The Committee that was constituted to prepare this policy brief included the following representatives and institutions:

1. Director - Planning and Information Department (PID), Ministry of Environment, Tourism and Natural Resources (MTENR)
2. Environmental Council of Zambia (ECZ)
3. Forestry Department
4. Director General Zambia Wildlife Authority (ZAWA)
5. Policy Component Manager, CONASA
6. Legal Officer, CONASA
7. Land Use Planning, Ministry of Local Government and Housing
8. Ministry of Agricultural and Cooperatives

Broader Terms of Reference are as follows:

- Facilitate formulation of the NRM Planning Approach Manual with input from all stakeholders
- Help disseminate the Approach and Manual
- Provide advisory services to the Environmental Policy Formulation Task Force that was constituted by the MTNER