

# Cross-Cutting Issues

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### **14.1 Introduction**

This chapter covers three main cross-cutting issues that are quite strategic to development in general, and poverty reduction, in particular. These are (a) HIV/AIDS, (b) Gender, and (c) Environment.

### **14.2 HIV/AIDS**

#### **14.2.1 Situation Analysis**

The prevalence and incidence of HIV/AIDS has reached alarming levels in Zambia. The human toll of AIDS is a tragic reality being experienced by families, communities, and the nation at large. There is no aspect of life that has not directly or indirectly been negatively influenced by the AIDS epidemic. AIDS has become the major cause of illness and death among the young and middle aged adults, depriving households and society of a critical human resource base and thereby reversing the social and economic gains made since independence.

The inter-relationship between HIV/AIDS and poverty is complex. The manifestations of HIV/AIDS lead to poverty, and the state of poverty directly or indirectly creates vulnerability to HIV/AIDS. HIV/AIDS leads to poverty by eliminating the productive sector of society, the 15-45 year age group. Its effect on society is primarily through the premature loss of human capital. It is estimated that with HIV prevalence of 20 percent (the current rate in Zambia) mortality in the 30-35 year age group goes up by approximately 40 deaths per 1,000 population. Economic growth and prosperity hinge on a healthy human resource base and this is currently threatened by the HIV/AIDS epidemic. Investment in strategies that fight the HIV/AIDS epidemic will, therefore, have a major impact on poverty reduction.

At the individual level, poor people tend to have low education and this makes them less able to communicate with other people. They are, therefore, disadvantaged in getting information about the cause, transmission, and preventive measures of AIDS. At the family level, the loss of a parent usually means the loss of a breadwinner and high medical expenses before death decrease expenditure on other family needs. The loss of one parent is often followed by the loss of the other, resulting in the increase of the orphans-burden on society. In some cases, a surviving widow or even children may be forced into prostitution to support the family. Poor grandparents are often burdened with the responsibility of raising many orphans.

The decline, in real terms, in government expenditure on health and education has an indirect effect on HIV/AIDS. The decline in health expenditure means that the quality of sexually transmitted infections (STIs) management is compromised. With the shortage of medication, STIs are either inadequately managed, or not managed at all. STIs being co-factors for HIV means sub-standard management of infections results in increased transmission of HIV.

Limited resources impede the acceleration of HIV/AIDS education in schools. The Ministry of Education has less than two full-time equivalent staff addressing the sector's response to AIDS, although over 1,600 teachers died from causes related to it in 1999 alone. Zambia must now plan to train 2 teachers for each one who will actually teach. Regarding agriculture and food security, the rising prevalence in rural areas poses a serious threat. Labour time is

reduced by sickness or the need to care for sick family members. Moreover, assets such as land, equipment, and livestock are sold to raise funds to look after the sick.

Since the first diagnosed case in Zambia in 1984, HIV/AIDS has become increasingly widespread with an estimated adult HIV prevalence of 14 percent in rural areas and 28 percent in urban areas in the 15-49 year old age group. Although the epidemic is showing signs of stabilisation in urban areas, the rates continue to rise in some rural areas. Currently, about 20 percent of the adult population aged 15 to 49 are living with HIV. The studies in Ndola revealed a prevalence rate of 32 percent among females and 25 percent among males. About 8 percent of boys and 17 percent of girls aged 15-24 are living with HIV and the prevalence rate is up to 40 percent among teachers. In June 2000, there were 830,000 people over the age of 15 years living with AIDS. Of these 450,000 were women while 380,000 were men. The peak ages for HIV among females is 20 to 29 years while that for males is 30 to 39 years. Young women aged 15 to 19 are five times more likely to be infected compared to males in the same age group.

AIDS disproportionately affects women. It is estimated that 1.2 times as many women are afflicted with AIDS as are men. Women are thought to be 2 to 4 times as susceptible to infection with HIV during unprotected intercourse, and more vulnerable to other STDs. Furthermore, women are culturally relatively weaker to protect themselves against a spouse suspected to be infected. It is estimated that 25 percent of pregnant women are HIV positive. Approximately 39.5 percent of babies born to HIV positive mothers are infected with the virus. Five percent of rural and seven percent of urban population have taken an HIV test. Life expectancy at birth has dropped by nearly 14 years to 37 years.

Since the advent of the HIV/AIDS epidemic, the TB case rate increased nearly five-fold to over 500 per 100,000 population in 1996. There are now in excess of 40,000 new tuberculosis cases reported every year. This figure is expected to rise by 10 percent annually in the next few years. The tuberculosis co-infection has also resulted in an increased mortality rate of TB patients on treatment by over 15 percent.

The HIV pandemic has left an estimated 600,000 orphans (2000), projected to reach 974,000 in 2014, most of whom will have no hope of obtaining formal education. This, in turn, will affect the quality of the labour force. Of these orphans, six percent become street children, with less than 1 percent living in orphanages.

The impact of HIV/AIDS on the health care system itself has been profound. It is projected that AIDS patients will utilise 45 percent of all hospital beds by 2014, crowding out other patients. It is estimated that about \$200 per AIDS patient per day is needed for hospitalisation. This is against the current per capita expenditure on health by the government of approximately \$3 per year. With AIDS expenditures rising, HIV/AIDS will inexorably consume more resources at the expense of other diseases. There are, however, some hopeful indications. The prevalence of HIV positive tests in 15-19 year-old youths has dropped over most of the country between 1994 and 1998. In Lusaka, for example, while the rate was 28 percent in 1993, it had dropped to 15 percent in 1998. At the same time, the overall prevalence of positive tests in the whole population appears to be stable and is not increasing. This has been attributed to behaviour changes. The recent Sexual Behaviour Survey has documented further evidence of behaviour changes. Although the current burden of infection will continue to affect Zambia for many years, it is hoped that the tide may be turning.

From the time that the first AIDS case was diagnosed in Zambia, four national plans have been developed in response to the epidemic by the government. The first and second plans were implemented by the Ministry of Health while the third one involved all ministries since a multi-sectoral response is perceived to be more effective. After an extensive consultative process, a National Strategic Framework has been developed, validated, and costed. The

current framework is being coordinated by the National HIV/AIDS Council, which follows a multi-sectoral approach in the fight against the epidemic.

## 14.2.2 Interventions under PRSP

### 14.2.2.1 First level Priority Programmes

The objectives and prioritised interventions at this level are as follows:

*Reduce New HIV/AIDS Infections:* In order to reduce the number of new HIV cases, the programme will aim to promote safe sex practices among the high-risk groups such as youths, men, sex workers, and prisoners. This will be achieved through several means:

Firstly, the implementation of multi-sectoral behaviour change communication campaigns will be effected. Behavioural research in Zambia shows that awareness and knowledge levels about HIV/AIDS are quite high among most target groups. Key issues related to behaviour change in Zambia remain, however, and prevent the adoption of safer behaviours. These include low levels of knowledge and awareness of existing low levels of personal risk perception for HIV (especially among youth); low levels of belief in the efficacy of condoms to prevent HIV transmission; low levels of knowledge about the links between STIs and HIV transmission; and gender equity issues that prevent girls and women from negotiating safer sex or refusing sex. These issues will be tackled with proven communication techniques implemented by NGOs and CBOs working in Zambia. Mass media, peer education, drama, outdoor media, and working with community leaders will be used to change these key attitudes and beliefs that remain barriers to safer behaviours. Although the programmes are expected to reach all sectors of Zambian society, the priority target groups for these interventions will include youths in the 15-24 age group, and high-risk groups including sex workers, military and uniformed personnel, anglers and fish traders, truckers, prisoners, and refugees.

Secondly, there will be efforts to improve free condom distribution by the government. Although there is an extensive and successful condom social marketing programme nationwide, the Ministry of Health also contributes to condom supply by distributing approximately 18,000,000 free condoms annually in government health clinics and to partner NGOs and CBOs. While government-supplied condoms are adequate, there is need for improved distribution and monitoring systems to ensure that they reach rural areas where they are most needed. Funds will be used to develop an improved monitoring information system and to improve regular distribution mechanisms of condoms throughout the country.

*Reduce Socio-Economic Impact of HIV/AIDS:* The main focus here will be individuals and families at the workplace, in homes, and on the whole Zambian society. The government will promote positive and healthy living among the asymptomatic HIV positive people. This will be achieved through the following:

*Expansion of Access to Quality VCT Plus Services:* Voluntary Counselling and Testing (VCT) will be enhanced as this has been proved to be effective both as a prevention measure and as a link to follow on care and support services. Funding will be used to expand access to, and improve the quality of, VCT services through both public and private sectors and in urban and rural areas nationwide. The funding will be used for improving access and/or referral to post-test services, train VCT counsellors, personnel costs, training of laboratory technicians, improved or expanded facilities, and integration of TB prophylaxis and/or treatment into VCT services. At present, both the government and civil society are involved in institution and community-based VCT services in 52 major centres. The intention is to promote the

service and increase VCT uptake in all the 72 districts in Zambia. The programme will be implemented under the coordination of Zambia VCT services and will include the government, NGOs, and private sector partners.

*Community Home Based Care:* This will inevitably improve the quality of life of people living with AIDS. The funding for this activity will be used to expand sustainable home-based care for PWAs, support for their caregivers and children, and strengthening linkages between home-based care-givers and private and public health facilities. 80 percent of urban patients and 70 percent of rural patients need to be reached by 2005. Currently, it is estimated that 60 percent of urban patients and 30 percent of rural patients have access to community-based home care. Thus, a 20 percent increase in capacity will be needed in urban areas and 40 percent increase in rural areas. Implementers will be NGOs, CBOs, faith-based organisations, and civil society.

*Anti-Retroviral Viral Treatment (ARV):* Since the 1990s, treatment has included anti-retrovirals (ARVs) mainly in the private sector with the public sector providing laboratory support. Funds for this activity are meant to introduce a pilot guided scheme on the use of ARVs in the public sector beginning with 3 districts and later expanding to all provincial centres. The scheme is going to be subsidised and a revolving fund will be established for this. The roles of the various NGO networks in the delivery mechanism will be defined. Monitoring of patients on drugs will also be carried out.

*Improve the Quality of Life of Orphans and Vulnerable Children (OVC):* The focus will be the expansion of existing programmes, targeting the high-risk groups with peer education, drama, condom promotion/distribution, and other interpersonal outreach activities. There is need to scale up existing programmes that work with high-risk groups, including military and uniformed personnel, prisoners, sex workers, truckers, refugees, and fishermen and fish traders. Support to these projects will be through modest grants of financial assistance to CBOs, FBOs, and other community groups, and assistance that strengthens the capacity of these groups to care for the most vulnerable community members. These groups will be linked with one another through networks, exchange visits, and other approaches that facilitate collaboration and mutual learning. The National Aids Council and relevant ministries will work with civil society organisations to develop the criteria for the catalytic projects and monitor them.

#### **14.2.2.2 Second Level Priority Programmes**

The second level priority programmes will aim to reduce new HIV/STD infections. These mainly focus on children, youth, women, and situations providing risk for HIV transmission. The programmes will concentrate on the following:

*Improving STI Management and Treatment in Zambia to Reduce Sexually Transmitted Infections:* Sexually Transmitted Infection (STI) management is a proven intervention to reduce the risk of HIV transmission. Funding will be provided to strengthen the STI management capacity of both public and private organisations. Funds will be used to procure STI drugs and commodities, train health workers on syndromic management of STIs, develop and implement a system for monitoring drug resistance, and create a management and information system for monitoring the distribution and procurement of STI drugs. Traditional healers will also be trained on early identification/management and referrals as well as partner notification.

*Expansion of Access to Quality Prevention of Mother to Child Transmission:* There are currently 10 health centres in 3 out of 72 districts implementing the full package

of prevention of mother to child transmission programmes (AZT or Nevarapine drugs). These sites are reaching 10,000 women. These sites will be scaled up so that 100,000 women are reached in the second year, 250,000 in the third year, 350,000 in the fourth, and 450,000 in the fifth year. The Ministry of Health and Central Board of Health will implement this initiative, through health centre staff, in collaboration with NGOs and other private health institutions.

*Prophylaxis against TB:* The programme will promote positive and healthy living among the asymptomatic HIV positive people. This is especially so because since the advent of the HIV/AIDS epidemic, the TB case rate increased nearly five-fold. Prophylaxis against TB will be useful.

*Drugs for Opportunistic Infections:* Drugs for TB and HIV-related diarrhoeas are part of the basic health care package as indicated in the Health chapter. However, drugs for other conditions not covered under the basic health care will be needed separately. The supply of these drugs will improve the quality of life of people living with AIDS.

### 14.2.3 Evaluation

A number of clinical, epidemiological, behavioural, and impact studies related to HIV/AIDS will be carried out. A sentinel surveillance system for HIV and population-based studies will continue to be used to monitor the trend of the HIV epidemic. A system of collecting information from health facilities that is already in place to capture cases of AIDS, TB, and other STDs will be used. Lastly, data from various programmes and ministries will have to be collated and analysed at the national level.

## 14.3 Gender

### 14.3.1 Situation Analysis

Issues of gender play a very important role in developing a sustainable strategy for poverty reduction. The National Gender Policy defines gender as an analytical concept, which focuses on women's roles and responsibilities in relation to those of men. In economic development, these roles and responsibilities explain existing income disparities between women and men. This is also related to the differential impact on women and men. All denials in the definition of poverty are experienced more by women than men because women have limited access to, and control of, productive resources, thus, making them more vulnerable to poverty. In addition to economic factors, the socially and culturally ascribed gender roles have contributed to high poverty levels among women. Women are usually not part of decisions made on resource allocation at household and other levels.

According to the CSO 1998 Living Conditions Survey, 83 percent of the people in rural areas were poor compared to 56 percent in urban areas. Additionally, the incidence of poverty by sex of household head showed that persons in female headed households (FHHs) were more likely to be extremely poor than those in male headed households (MHHs). 77 percent of all persons in FHHs were poor compared to 72 percent in MHHs. This situation has worsened from the mid-1980s due to the deteriorating economic situation in the country. This is a confirmation that poverty affects women and men differently, hence the terminology 'feminisation of poverty'.

In terms of food poverty, 61 percent of FHHs faced food shortage compared to 52 percent of MHHs. Moreover, FHHs more often have longer spells of food shortage. This has a differential impact on child malnutrition in FHHs compared to MHHs. The proportions of stunting and underweight are higher in FHHs (54 percent and 29 percent) than in MHHs (49 percent and 29 percent).

Zambia has recognised that the full participation of women and men in the development process is cardinal to achieving sustainable development. To remove gender imbalances, the government has set up an institutional structure to facilitate the mainstreaming of gender in national planning and programming. It consists of the Gender in Development Division at Cabinet Office and Gender Focal Points in all ministries, specialised agencies, and provincial administration. The National Gender Policy addresses, among others, problems of poverty, coordination among various implementing actors, and harmonisation and streamlining of gender and development activities.

In spite of the initiatives above, there is still absence of in-depth gender analysis and adequate resources, including human, equipment and financial. Measures to alleviate and reduce poverty have not fully addressed the differential impact of poverty on men and women. Lack of gender specific targeting in poverty reduction programmes influences women and men's lives and opportunities. Programmes may not be male biased by design, but could well be male biased by omission of a gender-differentiated assessment of the programmes. This could be related to the lack of gender disaggregated data required for such assessment and the lack of recognition of women's role and skills in the poverty alleviation programmes.

#### 14.3.2 Policy Measures and Strategies

The National Gender Policy outlines specific measures to address the problems associated with poverty and particularly women and men's poor access to various productive resources. In the National Gender Policy, the goal is to eliminate the gender imbalance that places a heavier burden of poverty on women at the household, community, and national levels. The following objectives have been identified to redress the constraints outlined earlier.

- Enhance access to, and control of, opportunities in economic structures, policies, and means of production.
- Develop specific strategies regarding women's and men's access to, and control over, land.
- Promote and facilitate women's and men's access to information and economic resources,
- Eliminate gender imbalances in access to, and opportunities for, financial resources.
- Enhance women's and men's participation in employment and income-generating activities.
- Enhance women's and men's participation in decision-making processes.

To enhance equitable access to productive resources for both women and men, the programme proposes, by way of strategy, to remove barriers to their economic participation, design special economic schemes, and reduce women's workloads through the provision of appropriate technologies. Emphasis will be placed on the combination of access to assets and increasing of returns from the various activities. In order to ensure access to productive resources, the following strategies are proposed:

- Enact and enforce laws that will remove barriers to the economic participation of women, particularly relating to property rights, asset holdings, inheritance laws, and credit policies.
- Provide women with the necessary means to participate in the process of economic growth by ensuring access to assets and increasing returns on those assets through land reforms and enforcement of related legislation.
- Design special economic schemes for poor women and men taking into account the multiple responsibilities of women.
- Analyse from a gender perspective policies, programmes, and plans with respect to their impact on poverty and equality between women and men and adjusting them as appropriate.
- Formulate and implement policies and programmes that enhance women's access to financial, technical, extension, and marketing services.

- Provide access to land, appropriate infrastructure, and technologies that enhance women's income and promote household food security.
- Design and promote environmentally sound technologies.

Access to land is seen as being an important aspect of gender equity. There are benefits resulting from women's access to land in terms of family and national food security. In this regard, the following actions will be undertaken during PRSP implementation:

- Provide land rights on an equitable basis for women.
- Introduce legal reforms that protect women's rights and that ensure women's access to natural resources.
- Guarantee the right of all women to buy, sell, own, inherit, and administer property and absolute right to work.
- Enable women to obtain affordable housing, focusing mainly on the poor and female headed households.
- Undertake legislative and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources, and appropriate technologies.

Access to information is considered to be equally important. In the National Gender Policy, the government acknowledges the potential value of knowledge systems, including the understanding of the environment as well as their traditional production techniques. In addition, the government recognises the need to diversify training, to improve the attendance of girls and women in education and vocational training, to develop training programmes in environmental management, to empower women as producers and consumers and to develop methodologies for training, research, and resource centres. In this regard, the following actions will be taken:

- Promote the training and recruitment of female teaching, administrative, and technical staff to achieve gender equity.
- Promote women's understanding and knowledge systems on the environment as well as their traditional techniques for better resource utilisation in support of their productive and reproductive functions.
- Promote women's role in food and agricultural research, extension, and education programmes.
- Make available basic, civic functional literacy and life skill programmes for women and girls.
- Integrate women's traditional knowledge and practices of sustainable resource use and management in the development of environmental management and extension programmes.

Financial resources available to women, to a large extent, determine the productive opportunities they can potentially undertake. In this regard, the following strategies will be implemented:

- Strengthening and/or establishing appropriate institutional frameworks on financial schemes to support programmes for the poor, especially women.
- Enhance access of the disadvantaged (especially women in rural areas) to financial services through strengthening linkages between lending institutions.
- Promote and strengthen women's and men's micro-enterprises and expand markets and other opportunities.
- Support credit networks and innovative ventures, including traditional saving schemes.

The government recognises the importance of the informal sector for income-generating opportunities. It also recognises the importance of training for agricultural, industrial, and arts sectors and trade as a means to increase women's income as well as their economic

decision-making. Emphasis will be placed on the recognition of women's needs when promoting income-generating activities. Therefore, the following strategies will be adopted:

- Recognise the importance of the informal sector.
- Promote and strengthen micro-enterprises and expand markets and other employment activities and facilitate, where appropriate, the transition from informal to formal sector.
- Provide public infrastructure to facilitate equal market access for women and men entrepreneurs.
- Provide outreach programmes to inform low income and poor women of opportunities for market and technology access.
- Create non-discriminatory support services, including investment funds, and target poor women in trade promotion programmes.

The government is committed to promoting women's and men's participation in the decision-making process at all levels. In this regard, measures will be taken to enhance the full participation of women and men at all levels of decision-making. The government will stress the importance of generating gender-disaggregated information for well-targeted programmes and activities. There is need for strengthening the data gathering capacities of national gender machinery and the gender focal points in line ministries, provinces, and other government institutions. Vital statistical systems will be strengthened so as to improve the quality of gender sensitive data. Training in gender analysis and gender planning will also be pursued.

#### **14.3.2 Institutional and Legal Framework**

There already exists an integrated institutional framework for policy formulation; coordination; resource mobilisation and utilisation; implementation; and monitoring and evaluation. At the national level, there are various actors involved in gender mainstreaming activities. These include the national gender machinery namely, the Gender in Development Division (GIDD), the Gender Consultative Forum, sector ministries, Parliament and civil society organisations. GIDD is responsible for coordinating the implementation of the National Gender Policy, and facilitate research and resource mobilisation for implementation of gender and poverty programmes. The division also liaises and networks with national, regional, and international organisations. It also monitors and evaluates the implementation of poverty policies, programmes, and projects to ensure that they are gender responsive. The Gender Consultative Forum advises GIDD on gender issues while sector ministries mainstream gender into their respective programmes and budgets. The Gender Focal Points facilitate this process. At provincial level, the Provincial Development Coordinating Committees (PDCCs) facilitate the implementation of gender responsive poverty reduction programmes and projects. At district level, the District Development Coordinating Committees (DDCCs) facilitate the implementation of gender responsive poverty reduction programmes, projects, and activities.

In order to implement the measures described above, the government will review and harmonise laws and practices with international, regional, and sub-regional conventions and instruments dealing with gender. It will also review and amend laws that hinder women's access to, and control over, factors of production such as land, credit, technology, and information.

### **14.4 Environment**

#### **14.4.1 Situation Analysis**

Through the 1994 National Environmental Action Plan (NEAP), the government recognised the need for adopting sustainable policies aimed at maintaining ecosystems, essential ecological processes, and the biological resources of the country. The NEAP has provided an overview of Zambia's environmental problems, existing legislation and institutions, and strategy options for improving environmental quality. It has also provided the basis for the



development of a detailed Environmental Investment Plan, which supports implementation of its recommendations.

The relationship between poverty and environment is characterised as a 'vicious circle' or a 'downward spiral'. The poor often rely on the environment for their livelihood. At the same time, they are affected by the way others use environmental resources. Hence, the involvement of the affected people in environmental management is crucial to the success of poverty reduction. While exploitation of natural resources contributes to economic growth, the needs and opportunities for the surrounding people should not be ignored. Rapid increases in the population combined with over-exploitation of resources threaten the lives of people.

The urban poor are especially affected by poor environmental services, such as sub-standard housing, inadequate or polluted water, lack of sanitation and solid waste systems, outdoor air pollution, and indoor air pollution from low-quality cooking fuels. Urban poverty, therefore, needs to be dealt with by improving the environment. In rural areas, the poor are heavily dependent upon natural resources (forests, land, water, animals, etc). Attacking poverty in rural areas is, therefore, necessarily a matter of improving poor people's ability to derive livelihoods from more productively and sustainable natural resources.

The past economic reforms have not done much to break the poverty-environment vicious circle. Central planning policies during the Second Republic made it difficult for local people to exploit natural resources and became alienated from them. State control of prices for services such as water supply and waste disposal discouraged new investment in the sectors and led to the deterioration of plant and machinery resulting in outbreaks of diseases such as cholera.

The change to a market economy opened up an opportunity for re-examining the country's environmental policy and strategies. Ideally, it was supposed to bring positive signals to environmental management given that the government would rely on economic and legal instruments to achieve sustainable development. It also pre-supposed greater involvement of local communities and the private sector in the management of the economy and environment.

Furthermore, privatisation of the parastatals would generate private investment to revitalise the economy and for the industries to invest in pollution control technology. In reality, this has not been the case. Instead, rising unemployment has forced many people to increasingly exploit natural resources as a means of survival. The most affected by poverty and environmental degradation are women and youths as they have limited access to land, other productive resources, as well as limited employment in the formal sector.

Another side effect of poverty and higher unemployment is that due to lack of an alternative to wood fuel used in heating and cooking, there has been increased deforestation. Equally, low staffing levels in the relevant government departments have led to unsupervised logging and poor forest revenue collection. The PRSP provides an opportunity for reversing the downward trend, building on the policy framework provided by the NEAP in the previous years.

The NEAP identified five problems as imposing the greatest social costs on the Zambian people, namely, water pollution and inadequate sanitation; soil degradation; air pollution especially on the Copperbelt; wildlife depletion (fish and game); and deforestation. The greatest costs, both environmental and social, of these problems are borne by the poor who have less capacity to adapt to environmental changes, which are basically consequences of development.

#### 14.4.2 Programmes on the Poverty/Environment Linkages

A number of programmes have been drawn from the above pro-poor/pro-environment principles in the formulation and implementation of the PRSP. These include:

- The Environmental Support Programme (ESP) whose main objective is to reduce poverty through economic growth, protection of the environment and natural resources, and to mainstream environment and natural resources management in Zambia's national development process at all levels of governance. Within the NEAP's long-term perspective, one objective is to help the government to initiate a capacity building effort to finance projects and programmes, which have been generated by, or are in line with the NEAP priorities and recommendations.
- The Community Based Natural Resource Management (CBNRM) Programme provides for the involvement of local communities in the management of their natural resources such as forests, wildlife, fisheries, water, and arable land. The programme emphasises an integrated management approach of natural resources, with the involvement of all gender groups and children.
- The Zambia Forestry Action Programme (ZFAP) is a national initiative to assess Zambia's forestry resources and the nation's capability to manage them. The process involves extensive consultations and active participation of major stakeholders
- The Provincial Forestry Action Programme (PFAP) is being implemented in four provinces namely, Central, Copperbelt, Luapula, and Southern Provinces. This project focuses on promoting community participation for sustainable forestry management and building capacities for forestry planning at provincial and district levels.
- The strengthening of revenue collection in the forestry sector is a pilot project being implemented in Masaiti and Chibombo Districts in the Copperbelt and Central Provinces, respectively, supported by FAO. The project aims to develop and test mechanisms, which ensure co-management of forest resources with the local communities in the collection and sharing of revenues from the forest resources.
- The Cooperative League of the United States of America (CLUSA) is a community-based programme of natural resources management. Apart from agriculture, the programme has initiated pilot forest management sites to demonstrate its approach to community-based forest management. The programme targets forest areas that are under pressure from the surrounding rural communities and it is implemented in Eastern Province.
- The Administration and Management Design (ADMADe) programme for wildlife management in Game Management Areas (GMAs) seeks to build capacity for community-based natural resource management by, among other things, decentralised decision-making and wildlife revenue sharing
- The Industrial Pollution Prevention Programme (IPPP) has arisen from the regulations and standards set under the Environmental Protection and Pollution Control Act, and is aimed at ensuring pollution prevention and attaining sustainable development. This programme aims at developing capacity for the Environmental Council of Zambia (ECZ) to enforce regulations through stringent monitoring and licensing of industrial operations in Zambia and also has a component of Cleaner Production under the Zambia Association of Chambers of Commerce and Industry (ZACCI).
- The ECZ has also been given the mandate to negotiate, on behalf of the government, Environmental Management Plans (EMPs) for each mine as per terms of the sale agreements, within the privatisation process. These EMPs will define the commitments of owners regarding adherence to environmental regulations according to Zambian law. Monitoring adherence to these regulations will become a major task of ECZ once the EMPs are concluded.
- To ensure sustainable utilisation of natural resources, the ECZ with the assistance of the Dutch Government has established a programme aimed at assuring sustainable

use of wildlife resources based on real existing population of wildlife. This programme will be extended to other natural resources such as forestry (timber exploitation).

- The Soil Conservation and Agro-Forestry Extension (SCAFE) programme is combating soil degradation and undertaking integrated (agriculture and forestry) extension efforts with communities in four provinces of Zambia namely Southern, Central, Lusaka, and Eastern.
- The Zambia Social Investment Fund (ZAMSIF) is supporting communities to rehabilitate infrastructure through implementation of micro-projects by provision of matching grants. The expansion of the Fund has included environmental projects apart from ensuring that all projects supported by the fund undergo environmental assessment.

It is envisaged that under the PRSP, these programmes will be strengthened in order to mainstream environmental issues in enhancing growth and poverty reduction.

#### 14.4.3 Programme Interventions

After assessing the environmental impacts of sector development strategies, the NEAP recommends a number of specific strategic interventions. For the sake of compatibility with known strategies for pro-poor policies, the NEAP recommendations are classified in the following six widely applied strategies for poverty reduction, namely, protecting the current asset base of the poor; expanding the asset base of the poor; co-managing and co-investing resources with the poor; promoting infrastructure and technology development; prioritising poor areas and compensating the poor; and reforming markets and planning. Other specific interventions include the following:

*Research Procedures:* Research is part of the process and should be based and focused on the problems that the local people face in trying to enhance forest sustainability and poverty reduction. If all the community-related environmental factors are properly understood, it may give a positive impact on maintaining biodiversity and expansion of the resource base. A closer look at the indigenous knowledge will drive the process of research a step ahead and boost confidence in the local communities towards conservation and poverty elimination.

*Human Resource Development:* People's participation, reorientation, empowerment, and confidence building in local institutions through participatory micro planning, equitable benefit sharing, and gender-sensitive programmes will be an imperative aspect of poverty reduction.

*Support Institution Capacity:* The organising institutions will have to identify stakeholders that require capacities to deal with environmental degradation.

*Effective Communication Procedures:* Awareness campaigns will be conducted, where necessary, to ensure that communities are involved at policy level. Information flow will be on going and multi-dimensional, making it possible to see whether the socio-economic status of the people is improving through the poverty reduction interventions.

*Recognition of Gender Aspects:* Women's participation in environmental/forestry programmes is crucial to the survival of households and will be promoted. Women's interests in securing the subsistence needs of their families lead them to be protective of the natural resources.

*Land Tenure:* Land tenure rights will be observed in the efforts to reduce poverty. One can only invest in environmental management if he/she is assured of long-term stay in the locality.

*Formation of Cooperatives:* The other way of combating environmental destruction through charcoal burning is by forming organised groups, which can easily be supervised and made to adhere to laid down conservation guidelines. These organised groups can have access to loans and be able to adopt the advanced techniques of producing charcoal such as the use of steel kilns.

All development efforts in all sectors will be considered through district development committees.

#### 14.4.4 Programmes on Environment and Poverty Linkages

As a way forward, the document has the following actions as means of integrating environmental concerns within the PRSP, bearing in mind the NEAP recommendations:

- Review the policy framework for integrating environmental management and poverty reduction within the ongoing process of preparing a National Environmental Policy. This would provide an update of the NEAP, with special emphasis on poverty reduction.
- Review ongoing programmes in environmental management with a view of strengthening the addressing of the environment/poverty nexus.
- Expand, possibly to national level, pilot programmes that have proved successful in improving the environment while at the same time enhancing the sustainable livelihood of the poor.
- Develop complementary pro-poor/pro-environment programmes within the existing and future policy framework.
- Develop a framework for assessing the environmental impacts of sector-specific poverty reduction strategic policies, programmes, and action plans. While maintaining the integrity of the current Environmental Impact Assessment (EIA) regulations, a simple and user-friendly (thematic group-friendly) framework will be adopted to facilitate the integration of environmental considerations at the early stage of the work of the thematic groups. This, in turn, will help in improving people's health and the promotion of small-scale forest-based ventures.