



**Republic of Zambia**

**Ministry of Tourism and Arts**

# **NATIONAL PARKS AND WILDLIFE POLICY**

**February 2018**

## TABLE OF CONTENTS

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foreword.....	II
Acknowledgements .....	IV
Working Definitions.....	V
Abbreviations and Acronyms .....	XI
1. Introduction.....	1
2. Situation Analysis.....	2
3. Vision .....	4
4. Rationale.....	5
5. Guiding Principles.....	7
6. Objectives .....	7
7. Policy Strategies and Measures.....	8
8 . Implementation Framework .....	19
8.1.1 Role of Central Government (Ministry Of Tourism And Arts).....	20
8.1.2 Role of Local Authorities (City, Municipal And District Councils) .....	21
8.1.3 Role of Cooperating Partners .....	22
8.1.4 Role of Civil Society.....	22
8.1.5 Role of Local Communities.....	23
8.1.6 Role of Research And Academic Institutions .....	23
8.1.7 Role of Private Sector .....	24
8.2 Legal Framework.....	24
8.3 Resource Mobilisation and Financing.....	29
8.4 Monitoring And Evaluation .....	29

## **Foreword**

The Government of the Republic of Zambia recognises the ecological and social economic importance of wildlife to national development. Wildlife is one of the pillars of the tourism industry in the country. The contribution of the tourism industry to the economy is estimated at 1% of the national gross domestic product (GDP) with direct and induced tax benefit to the Government estimated at \$39 million annually. The vast wildlife estate covering about 22.93 million hectares provides environmental goods and services that are critical in the diversification and growth of Zambia's economy. Furthermore the wildlife estate is a valuable asset in insulating the country against the impacts of climate change if adequately secured.

Through this National Parks and Wildlife Policy government undertakes to unlock the economic potential of the sector for the benefit of present and future generations and to secure it from various threats. Government hopes to achieve this through implementation of strategies outlined in this policy framework. This new policy framework has incorporated government's aspirations for both the tourism and environmental sectors as outlined in vision 2030.

The policy is a product of lessons learnt from the implementation of the 1998 National Parks and Wildlife Policy and a comprehensive country wide stakeholder consultative process and is guided by principles of sustainable conservation, securing Biodiversity and Ecosystem Goods and Services, economic development and poverty alleviation, international obligations, partnerships and collaboration; and sustainable Financing and innovative conservation strategies. The policy reflects Government's desire to create an enabling environment that will enhance biodiversity conservation and transform wildlife into an economic asset that will contribute to national economic development through promotion of nature based tourism, creation of employment and increased local community participation in wildlife management. It has also taken on board Sustainable Development Goals.

For this policy to achieve its intended goal it is required of all stakeholders to contribute effectively to its implementation. The successful implementation of this policy will require sustainable financing, deployment of adequate and skilled human capital and collaboration between government and stakeholders. Harmonisation of this policy with other sector policies is critical in securing the country's wildlife heritage.

Hon. Charles R Banda, MP.

**MINISTER OF TOURISM AND ARTS**

## **Acknowledgements**

The formulation of the Wildlife Policy was achieved through an intensive consultative process involving key stakeholders inter alia traditional leaders, local communities, private sector, government agencies and civil society across the country. I wish to thank the stakeholders for their valuable contributions during the consultative process. I would like to thank our cooperating partners namely; The Nature Conservancy (TNC), World Wide Fund for Nature (WWF) and United Nations Development Programmes (UNDP), for providing funds and technical support during the process of developing this policy. I extend my gratitude to members of the National Reference Group for their technical input. I also appreciate the support from other ministries and government departments.

I wish to recognise the support of the members of staff of the Ministry of Tourism and Arts for coordinating the development of the Wildlife Policy in line with Cabinet guidelines on formulation of national policy documents. Special appreciation to members of staff of the Department of National Parks and Wildlife for their insightful contributions on the lessons learnt during the implementation of National Parks and Wildlife Policy of 1998 and the emerging challenges and opportunities in the sector.

Dr. Liya Nawa Mutale  
**PERMANENT SECRETARY**

## WORKING DEFINITIONS

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**Biodiversity:** The variety, distribution and abundance of different plants, animals, and microorganisms, the ecological functions and processes they perform, and the genetic diversity they contain at local, regional or landscape levels of analysis.

**Bioprospecting:** Refers to the exploration of wildlife for commercially valuable genetic and biochemical resources.

**Biosphere:** is the life zone of the Earth and includes all living organisms, including man, and all organic matter that has not decomposed yet

**Community Conservation Areas:** this means an area which a particular local community has set aside for conservation purposes according to laid down procedures

**Conservation:** The management or control of human use of resources, biotic and abiotic and activities on the planet or any other defined area in an attempt to restore, enhance, protect and sustain the quality of a desired mix of species, and ecosystem conditions and processes for present and future generation.

**Conservation area:** Designated land where conservation strategies are applied for the purpose of attaining specific conservation objectives. These include cultural and biological aspects.

**Corridor:** A physical linkage connecting two areas of habitat and differing from the habitat on either side which organisms use to move around periodically without having to leave the preferred habitat, e.g. areas used by wild animals when migrating from one part of the ecosystem to the other in search of basic requirements such as water, food, space and habitat.

**Cropping:** Harvesting of wildlife for a range of products including meat and wildlife trophies.

**Decentralisation:** The devolution of responsibility for planning, management and control of wildlife resources from the national wildlife agency to the local delimited geographic area and functional institutions at the regional, district, chiefdom and local level and constituency levels.

**Devolution:** The transfer of rights, authority and responsibilities by the national wildlife agency to the local delimited geographic area and functional institutions at the regional, district, ward, chiefdom and village level.

**Dispersal areas:** Areas adjacent to or surrounding protected and community conservation areas into which wild animals move during some periods of the year.

**Ecosystem:** A complex system of living organisms, plants, animals, fungi and microorganisms, together with their abiotic environment, soil, water, air, and nutrients, that function together to circulate nutrients and create a flow of energy which creates biomass, a trophic structure in the living community and a change in ecosystem form and function over time.

**Environment:** Refers to the air, land, water, plants, animals, humans and their historical and cultural characteristics as expressed physically, socially, and economically.

**Environmental impact assessment:** The actual technical assessment work that leads to the production of an environmental impact statement

**Environmental impact statement:** A report required by law, outlining the project being proposed, its anticipated effects and components of the environment likely to be affected, as they relate to human and non-human environments.

**Game:** Wild animals, defined as such under legislation for the purposes of game management, habitually hunted for food and/or particular products, and /or sports including trophies.

**Game Management Area:** A protected area comprising mostly customarily – owned land that is used primarily for the sustainable utilization of wildlife, through hunting and/or non-consumptive tourism concessions, for the benefit of local communities and the wildlife resource, but which can also be used for other land uses, such as settlement, agriculture, forestry, mining etc.

**Game ranching:** Extensive management of several or many wildlife species on relatively large surface areas totally enclosed, and under very close management that approaches domestication of the animals for the purposes of live sales, meat and skins or other specific products; with or without tourism and where a wide range of complementary production systems and uses are professionally managed so as to render them compatible and beneficial, including sport hunting, cropping, sale of live animals, tourism and fishing.

**General Management Plan:** A document that sets forth the basic management and development philosophy for a protected area and provides the land uses strategies for addressing problems and achieving identified management objectives over a set time period.

**Introduction:** Means the release of an organism outside its historically known range.

**Land use:** Refers to activities carried out on a given piece of land;

**Landowner:** Refers to an individual or corporate titleholder to land or leaseholders and those with collective community customary rights.

**Lead agency:** Refers to any government ministry, department, parastatal, state corporation or local authority, in which any law vests functions of control or management of any element of wildlife resources.

**Multilateral environmental agreement:** Means an international legal instrument for the regulation of activities affecting the environment, particularly wildlife resources to which Zambia is Party.

**National Park:** A natural area set aside to protect large-scale ecological processes, along with the complement of species and ecosystems characteristic of the area, which also provide a foundation for environmentally and culturally compatible, spiritual, scientific, educational, recreational, and visitor opportunities.

**Nature based enterprise:** these are business which depend on natural resources especially wildlife either though consumptive or non-consumptive

**Open Area:** An area other than a national park, game management area or sanctuary where wild animals are found.

**Ownership:** On the part of the State in relation to wildlife means custodianship or stewardship on behalf of the people of Zambia.

**Public Private Partnerships:** means investment through private sector participation in a project or infrastructure facility

**Policy:** A definite course or method of action selected (by government, institution, group or individual) from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions.

**Private Wildlife Estate:** An area set aside for the purpose of ranching or captive breeding of wildlife by the private sector or other non-public institution and includes; game ranch, crocodile farm, tortoise farm, snake farm, falconry, and others.

**Protected Area:** is an area protected by legislation, regulation or land use policy to control human occupancy or activity. These range from category I to category VI on a declining scale of level of regulation.

**Smart and green economy:** an economy that results in reducing environmental risks and ecological scarcities, and that aims for sustainable development without degrading the environment

**Species:** A taxonomic group or a subdivision of a genus considered as a basic biological classification and containing individuals that resemble one another and are capable of interbreeding.

**Stakeholder:** Any individual, community, government agency, private organisation, non-governmental organisation, or other persons having an interest or stake in wildlife management.

**TransFrontier Conservation Areas (TFCAs):** Refers to the area or component of a large ecological region that straddles the boundaries of two or more countries, Protected Areas encompassing one or more wildlife protected areas, as well as multiple resource use areas.

**Translocation:** Means the relocation of living organisms from one area with free release in another. There are three types of translocation: introduction, re-introduction and supplementation.

**Wetland:** Areas of marsh, swamp, peat land or water, whether natural or artificial, permanent or temporary, static or flowing, fresh, brackish or salty water.

**Wildlife estate:** Includes national parks, wildlife sanctuaries, game management areas (GMAs) and any other area devoted to wildlife and managed by public institutions.

**Wildlife sanctuary:** An area set aside and managed to assure the natural conditions necessary to protect nationally significant species, groups of species, biotic communities or physical features of the environment where these may require specific human manipulation for the perpetuation.

**Wildlife user rights:** Means various rights granted to a person, community or organization by the relevant competent authorities, that clearly defines each stakeholder's access to direct and indirect use of wildlife resources.

**Wildlife:** Means all components of the ecosystems in national parks (including all archaeological and historical sites) and all wild animals and their habitats outside national parks.

**World Heritage Site:** Site is a place (such as a building, city, complex, desert, forest, island, lake, monument, or mountain) that is listed by the United Nations Educational, Scientific and Cultural Organization (UNESCO) as being of special cultural or physical significance.

## **Abbreviations and Acronyms**

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<b>AMU</b>	Area Management Unit
<b>CBNRM</b>	Community Based Natural Resources Management Programme
<b>CITES</b>	Convention on International Trade in Endangered Species of Wild Fauna and Flora
<b>CMS</b>	Convention on Migratory Species of Wild Animals (Bonn Convention)
<b>CRB</b>	Community Resources Board
<b>EIA</b>	Environmental Impact Assessment
<b>GDP</b>	Gross Domestic Product
<b>GMA</b>	Game Management Area
<b>GMP</b>	General Management Plan
<b>IUCN</b>	The World Conservation Union (Formerly International Union for the Conservation of Nature and Natural Resources)
<b>MEA</b>	Multilateral Environmental Agreement
<b>MTA</b>	Ministry of Tourism and Arts
<b>NGO</b>	Non-Governmental Organization
<b>NHCC</b>	National Heritage Conservation Commission
<b>NP</b>	National Park
<b>NPWS</b>	Department National Parks and Wildlife Service
<b>PA</b>	Protected Area
<b>PAC</b>	Problem Animal Control
<b>PPP</b>	Public Private Partnerships
<b>SADC</b>	Southern African Development Community
<b>WPO</b>	Wildlife Police Officer
<b>ZAWA</b>	Zambia Wildlife Authority
<b>ZEMA</b>	Zambia Environmental Management Agency

## **1. Introduction**

Zambia's wildlife is a priceless heritage of the present generation and posterity. The fauna diversity exceeds 3,600 species, of which 2,032 are invertebrates, 409 fish, 67 amphibians, 150 reptiles, 733 birds, 224 mammals and 16 domesticated animals and 598 species of microorganisms. The floral diversity of the country contains over 3,000 species, of which 211 species are endemic. This assemblage of native plant and animals is preserved in the twenty (20) national parks and thirty six (36) Game Management Areas of Zambia

Zambia's protected animal and plant communities contribute directly and indirectly to local and national wellbeing through revenue generation and wealth creation. Protected areas play an important role in the maintenance of ecological support systems of all living organisms of the country. In addition to socio-economic importance, national parks and wildlife have fabulous aesthetic values. It is therefore necessary to have a coherent policy framework for a coordinated wildlife management.

The Government of the Republic Zambia formally approved the policy for National Parks and Wildlife in 1998 which provided the framework for the management of protected areas and wildlife. The policy gave rise to the Zambia Wildlife Act of 1998 which provided for the establishment of a corporate body, the Zambia Wildlife Authority (ZAWA) in the year 2000 as the lead agency in the administration of wildlife estates. The Act mandated ZAWA to control and manage Zambia's wildlife estate i.e. National Parks (NP), Game Management Areas (GMAs), bird and wildlife sanctuaries, wetlands located within the wildlife protected area network and to regulate private wildlife estates, such as game ranches and crocodile farms.

From its establishment, the Zambia Wildlife Authority (ZAWA) faced a myriad of problems that affected wildlife management and threatened the country's vast wildlife estate.

In order to respond to these existing and emerging challenges, and to provide opportunities to enhance wildlife management, it was important to revise the policy. The new policy aims to make the wildlife sector more relevant to the changed context and realities, as well as to be responsive to the sector and development imperatives. .

## **2. Situation Analysis**

### **2.1 Significance of Wildlife Estates Network**

#### **2.1.1 Ecological Significance**

Government considers the wildlife estates network as valuable ecological assets on account of the various environmental goods and services these areas provide for human welfare and economic activities.

The wildlife estate network consists of 20 national parks covering a total area of 63,580 Km<sup>2</sup>, two (2) wildlife sanctuaries, one (1) bird sanctuary and Thirty six (36) Game Management Areas (GMAs) with a total area of 165,700 Km<sup>2</sup> altogether, over 142 game ranches in extent of 5,981 km<sup>2</sup> of which 3,155 km<sup>2</sup> were unfenced properties and the remainder being game fenced.

The protected areas, wildlife and the floral diversity are priceless heritage for generations and posterity. The floral diversity of the country contains over 3,000 species, of which 211 species are endemic. The total fauna diversity exceeds 3,600 species, of which 2,032 are invertebrates, 409 fish, 67 amphibians, 150 reptiles, 739 birds, 224 mammals and 598 species of microorganisms.

#### **2.1.2 Socio-economic significance**

Government considers the wildlife sector as critical to national economic development *inter alia* promotion and growth of wildlife- based tourism;

employment creation and poverty reduction. The value of wildlife- based tourism is estimated at 1% of the national gross domestic product (GDP) with direct and induced tax benefit to the Government estimated at \$39 million annually.

Despite several positive gains such as administration of national parks and wildlife; improved income generations; improvement in skills development and improved national compliance with international agreements, the wildlife sector has not performed to its expectations under the 1998 policy. Key issues contributing to the status quo include among others:

### **2.1.3 Institutional Issues**

Despite its numerous successes ZAWA had several institutional challenges that constrained it from carrying out its mandate effectively under the wildlife policy of 1998. These included among others:

- a) Inadequate capitalization of the organization resulting in low institutional performance and high indebtedness;
- b) Inadequate manpower and operational equipment resulting in low management effectiveness of the PA network. The density of wildlife police officers (WPOs) which stood at 1:211km<sup>2</sup> translating to 1, 250 WPOs against the recommended IUCN standard of 1:50km<sup>2</sup> or 4,728 WPOs; and
- c) High rate of staff turnover at technical and management levels due to non-competitive conditions of services;

### **2.1.4 Policy Related Matters**

- a) Inadequate funding from central treasury for wildlife conservation;
- b) Inadequate incentives for conservation of wildlife on customary lands vis-à-vis lack of security of tenure, and inability to adequately access and benefit from wildlife resources;

c) Weak sectoral linkages and coordination with other sector policies that had both direct and indirect bearing on the wildlife and Tourism Sector;

## **2.2 Status of the Wildlife Estate**

The integrity of most of the Protected Areas was considered to be declining as evidenced from continued habitat loss and fragmentation; declining wildlife populations; over-exploitation of wildlife resources; inadequate fire management in the PA network; unacceptable anthropogenic activities compromising the values of many national parks and inadequate strategies to control invasive plant species. The PA network has continued to suffer from a myriad of both direct and indirect threats.

*Direct Threats* – these included widespread poaching, rampant wildfires, deforestation fuelled by subsistence and commercial agriculture; charcoal production, unplanned human settlements and, an ever expanding mining footprint.

*Indirect Threats* – inadequate financing of the Protected areas due to continued and constrained economic returns from the national parks and GMAs on account of deteriorating infrastructure; inadequate development and marketing of tourism products resulting in lowered private sector investment and tourist attraction profile for tourism in national parks; and under-pricing of wildlife products arising from issues related to market failure.

Both the direct and indirect threats contributed to the declining conservation effectiveness of the protected areas network. It is against this background that the Zambia Wildlife Authority was transformed into the Department of National Parks and Wildlife in 2015.

## **3. Vision**

The policy vision is to have diverse and healthy wildlife populations that thrive in a national network of well-managed wildlife Protected Areas and

providing adequate environmental goods and services for the benefit of local and national economies.

#### **4. Rationale**

During the period 1998 to 2015, the wildlife sector was governed by the Zambia Wildlife Policy of 1998. This was formulated as part of Government's public service restructuring program. It set the stage for the formulation of the Zambia Wildlife Act No. 12 of 1998 that provided for the establishment of a corporate body, the Zambia Wildlife Authority (ZAWA) replacing the Department of National Parks and Wildlife Service (DNPWS).

The policy however, had limited guidance on several sector issues as it had an inward focus on Protected Area Management. The policy did not contain implementation strategies and lacked linkages with other sectors of the economy that have direct and indirect influence and impacts on the wildlife sector. In addition, new developments emerged in the sector both at national and regional levels that were not fully supported by the policy such as the need for new categories of protected and conservation areas to enhance sustainable management of biodiversity such as Biosphere Reserves, Conservancies, Community Partnership Parks, Game Reserves, etc., and development of Transfrontier Conservation Areas (TFCAs).

There were also several developments in the country, the recent ones being the enactment of the decentralization policy and Government's aspiration to transform the sector into an economic pillar as enshrined in the country's Vision 2030 and the Seventh National Development Plan (SNDP) which required policy guidance and strategies if they were to be adequately mainstreamed in the wildlife sector.

The revision of the policy therefore has been necessitated by Government's desire to create an enabling policy environment that will enhance biodiversity conservation and transform the wildlife sector into a sustainable economic mainstay for poverty reduction and development and to provide

guidance on how best to address current and future challenges and emerging opportunities in the wildlife sub-sector at local, national and international levels.

To transform wildlife into an economic asset that will contribute to national economic development through promotion of nature based tourism, creation of employment and increased local community participation in wildlife management. Additional justifications for the new policy are outlined below:

- i. To ensure effective conservation through a rationalised and consolidated system of protected areas in the changing national, regional and global context. Such a system will serve as the focal point for conservation programmes, and the continued successful management of the protected areas will act as a barometer of the country's commitment to the conservation of biodiversity.
- ii. To strengthen the government's commitment to develop a wildlife sector characterized by increased participation by all stakeholders; greater institutional responsiveness to policy measures and increased partnerships between state and non-state actors in the sector and society at large.
- iii. To ensure that the wildlife sector in Zambia internalises and reflects aspects of the changed context of national development agenda, *inter alia* Vision 2030 and government's growing emphasis on a smart and green economy, the Global Sustainable Development Goals, government's policy on decentralisation.
- iv. Provide clear policy guidance on adoption and implementation of new innovations and responses to sector challenges and leverage on emerging opportunities in the sector.
- v. To foster cross-sectoral collaboration by harmonizing the wildlife policy to other sector policies; redefine the roles of Government and other stakeholders in the management of wildlife in the country

## **5. Guiding Principles**

The development of the national parks and wildlife sector will be premised on Zambia's National Vision 2030 and Zambia's commitment to the Convention on Biological Diversity and the World Conservation Strategy. Specifically, Government will manage the wildlife sector based on:

- a) Sustainability in conservation and management
- b) Ecosystem Goods and Services
- c) Economic Development and Poverty Alleviation
- d) Resource Accounting and Evaluation
- e) Sustainable Financing and Innovative Conservation Strategies
- f) Decentralization of wildlife management rights costs and benefits
- g) Equitable access and fair distribution
- h) Partnerships and Collaboration
- i) Integrated and adaptive natural resource management

## **6. Objectives**

The principal objective of this Policy is to promote the conservation of wildlife as an environmental good for socio-economic benefits to the country. The specific objectives of this Policy are:

1. To create enabling conditions for effective conservation of wildlife and sustainable growth of the sector;
2. Improve population of wildlife in depleted areas by reintroduce of wildlife species in protected areas and other conservation lands To conserve wildlife using Ecosystem/Landscape Management Approach;
3. To devolve wildlife user rights; costs and benefits to community and private land owners;
4. To unlock the economic potential of wildlife and performance of the sector;

5. To minimize Human-Wildlife Conflict;
6. To build capacity for wildlife management and conservation in the Sector;
7. To develop and promote research as a planning and management tool in wildlife management;
8. To mainstream multilateral environmental agreements in the conservation of wildlife ;
9. To Mainstream Climate Change and other emerging issues;
10. Gender Mainstreaming, HIV and AIDS and Youth Empowerment; and
11. To promote private sector and community participation in wildlife conservation

## **7. Policy Strategies and Measures**

Government will implement the stated policy objectives through the following strategies and measures:

### **7.1 To create enabling conditions for effective conservation of wildlife and sustainable growth of the sector**

#### ***Policy measure:***

Government considers the wildlife sector as critical to socio-economic development and desires to secure wildlife and its habitat in order to stimulate growth of the sector for economic diversification and wealth creation for local communities.

Government undertakes to implement the following policy measures:

- (i) Develop a sustainable financing measures for Protected areas;
- (ii) Sustainably manage the existing protected areas and, where necessary, create additional categories of protected areas and conservation areas;

- (iii) Decentralize the management of protected areas other than national parks to appropriate local community institutions in line with objective number (III) above.
- (iv) Design relevant guidelines that facilitate the creation of wildlife-based economies;
- (v) develop infrastructure that will stimulate creation of wildlife-based economies, such as tourism, in and around Protected areas;
- (vi) mainstream international conventions in the management of wildlife and development of wildlife based economies in order to enhance conservation of wildlife;
- (vii) Promote and facilitate the creation of TFCAs
- (viii) Facilitate and promote Public Private Partnerships that are specific to the wildlife sector in the management of Protected areas and customary lands;
- (ix) Create incentives for investment in Protected areas
- (x) Regulate establishment of extractive industries in protected areas, especially national parks and wildlife sanctuaries;
- (xi) Compel developers to undertake biodiversity offset programmes in line with best available scientific and socio-economic tools;
- (xii) Facilitate sustainable development in protected areas and other conservation lands in line with relevant legislation and General Management Plans;

**7.2 Improve population of wildlife in depleted areas by reintroduce of wildlife species in protected areas and other conservation lands to conserve wildlife using Ecosystem/Landscape Management Approach**

**Policy measure:**

Government recognises the importance of landscape connectivity in conserving wildlife and is desirous to manage the wildlife estate based on principles of ecosystem/landscape management.

Government undertakes to implement the following policy measures;

- (i) Confer a special conservation category status on wildlife dispersal areas and corridors;
- (ii) To facilitate development of integrated development management plans for each of the ecosystems;
- (iii) Develop wildlife conservation strategies that cuts across the landscape; and
- (iv) Improve management effectiveness of the Protected areas and Conservation Lands as outlined below:

**a) National Parks, Community Partnership Parks, Bird and Wildlife Sanctuaries**

- secure the physical extent of the boundaries of the parks and wildlife sanctuaries
- Manage national parks, community partnership parks and wildlife sanctuaries both for biodiversity conservation and economic development in line with GMPs;
- Develop and implement General Management and Business Plans for each park and/or wildlife sanctuary;
- Prohibit consumptive utilization of wildlife in national parks;
- Upgrade park infrastructure to develop tourism and other wildlife- based enterprises;

- Create partnerships with civil society; private sector and other interested parties in the management and financing of national parks and wildlife sanctuaries;
- Manage national parks and wildlife sanctuaries based on a decentralised management approach.
- Manage public wildlife estates, based on business centre models

#### **b) Game Management Areas**

- secure the physical extent of the boundaries of the Game Management Areas;
- Where, necessary and supported by scientific evidence, reclassify the GMA into an appropriate conservation category;
- Foster the management of GMAs based on the principles of Community-based Natural Resources Management (CBNRM) and other innovative approaches that will enhance the conservation of wildlife and its habitat and improve the socio-economic welfare of local communities;
- facilitate the development and implementation of general management and business plans in GMAs;
- Promote management of natural resources on customary lands using principles of integrated natural resources management ; and
- Facilitate the formation of appropriate community based institutions

#### **c) Other Public Lands/Protected areas**

- In collaboration with relevant government agencies, facilitate and coordinate the introduction of wildlife in forest reserves and

other public lands where this is economically viable, socially acceptable and ecologically sustainable;

- In collaboration with relevant government agencies in the development and implementation of Plans for such areas; and
- Promote management of natural resources on such lands using principles of integrated natural resources management;

**d) On Customary Land outside GMAs**

- Encourage conservation of wildlife on customary lands other than GMAs based on General Management and Business Plans;
- Promote and facilitate the formation of appropriate community based institutions to facilitate wildlife conservation in the wildlife sector;
- Promote and facilitate establishment of wildlife - based enterprises by the local communities or in partnership with private sector

**7.3 To devolve wildlife user rights; costs and benefits to community and private land owners**

***Policy measure:***

Government recognises that the future of wildlife on customary and private lands can only be secured when landowners have property rights to wildlife. Government desires to devolve wildlife management rights, costs and benefits so as to make landowners benefactors and stewards of wildlife.

Government undertakes to implement the following policy measures:

- (i) Develop clear guidelines on the devolution of wildlife management and user rights; costs and benefits to land owners;

- (ii) Design mechanisms of accountability and compliance by land owners to whom devolution of wildlife management has been conferred by the State;
- (iii) Design and provide appropriate incentives to land owners to invest in wildlife-based land use practices;
- (iv) Develop guidelines and facilitate the transfer of ownership of wildlife to community and landowners;
- (v) Promote management of wildlife resources on customary lands using principles of integrated natural resources management;
- (vi) Facilitate the formation of appropriate community based institutions in the wildlife sector in line with established legal guidelines;
- (vii) Promote and facilitate the involvement of NGOs duly recognised by the agency responsible for wildlife for purposes of promoting CBNRM on customary land; and
- (viii) Promote and facilitate the development of community eco-tourism and other wildlife-based enterprises on customary lands.

#### **7. 4 To unlock the economic potential of wildlife and performance of the sector**

##### ***Policy measure:***

Government recognises the importance of the wildlife sector in economic development and diversification. In this regard Government desires to create enabling conditions that will unlock the economic potential and enhance the performance of the sector.

Government therefore undertakes to implement the following policy measures:

- (i) Develop guidelines on investments in public wildlife estates

- (ii) Facilitate development of public infrastructure inter alia access roads, bridges and airstrips; Information and Communication Technology (ICT) to support the growth of tourism in public wildlife estates Provide appropriate incentives specific to the wildlife and tourism sector to attract increased private sector investments in wildlife estates in collaboration with agencies responsible for promoting investments in the country;
- (iii) Increase funding to wildlife protection and marketing of wildlife-based tourism to about 10% of the sector budget;
- (iv) Encourage participation of Zambian citizens in tourism and other wildlife-based enterprises by providing appropriate incentives to Zambian citizens, , interested in investing in these enterprises;
- (v) Improve wildlife and tourism product development and offering in order to make Zambia a tourism destination of choice;
- (vi) Eliminate distortions in the market by using appropriate market-based instruments in the pricing of wildlife products and services;
- (vii) Offer tourism and hunting concessions in public wildlife estates using the most competitive mechanism and/or administrative mechanisms as may be determined from time to time that will improve revenue earnings and assure of sustainability of the resource;
- (viii) Institute necessary administrative and regulatory measures to prevent leakages of revenue in the sector; and
- (ix) Promote accelerated participation of Zambian citizens, in game ranching and wildlife related enterprises'
- (x) Promote the employment of Zambian citizens in the sector in line with appropriate labour laws.

## **7.5 To minimise Human-Wildlife Conflict**

***Policy measure:***

Government recognises that people living in and around public wildlife estates will from time to time have their lives and property come under renewed threat from wildlife. Government also recognises the impacts of human activities on wildlife which sometimes lead to loss of wild habitat and wild animals. In this regard Government will endeavour to protect human lives and their properties as well as wildlife through appropriate measures.

Government undertakes to implement the following policy measures:

- (i) Develop measures and guidelines on Human Wildlife Conflict (HWC);
- (ii) Develop a National HWC Mitigation Strategy;
- (iii) Promote wildlife-based economic activities within wildlife corridors to provide benefits to local communities;
- (iv) Build capacity of the DNPW and community to response to incidences of human-wildlife conflict; and
- (v) Facilitate the involvement of other stakeholders in dealing with HWC.

**7.6 To build capacity for wildlife management and conservation in the Sector**

***Policy measure:***

Effective conservation of wildlife and establishment of sustainable wildlife-based businesses in the wildlife industry require adequate resources and well-trained personnel in multiple disciplines that can deal with current and future sector challenges and opportunities.

Government undertakes to implement the following measures:

- (i) Adequately equip the DNPW with necessary equipment, infrastructure and technology used in wildlife management and conservation;

- (ii) Develop a training strategy to enhance skills in wildlife management; ;
- (iii) Improve the capacity of Nyamaluma and Chunga Wildlife Training schools to provide training at certificate and higher levels in wildlife management and also in short-time specialized courses; and
- (iv) Collaborate with various training institutions to develop and/or revise their curricula on wildlife conservation to align them to new paradigms and emerging issues in the wildlife sector

### **7.7 To develop and promote research as a planning and management tool in wildlife management**

Government recognises the role of Research, planning and monitoring in effective management of the wildlife resource through provision of empirical evidence to guide strategic management and policy decisions.

Government undertakes to implement the following measures:

- (i) Conduct, coordinate and facilitate regular research and monitoring in wildlife and other related disciplines;
- (ii) To develop management plans for individual Protected areas/ ecosystems;
- (iii) Collaborate with research institutions both within and abroad;
- (iv) Provide adequate finance and material support for research, planning and monitoring; and
- (v) Provide regulations on research on wildlife

### **7.8 To mainstream multilateral environmental agreements in the conservation of wildlife**

***Policy measure:***

Government is aware that wildlife estates contribute to global stewardship on environmental sustainability. Government is also aware that to conserve transboundary wildlife resources there is need to have effective agreements on wildlife management., Government is also aware of the strong correlation between organised wildlife crimes and other major crimes at local and international levels. Government is further aware that it is required to manage its wildlife resource in line with international agreements and protocols on wildlife.

Government undertakes to implement the following measures:

- (i) Domesticate and implement multilateral environment agreements (MEAs) and protocols on wildlife;
- (ii) Promote the use of multiple legal frameworks in the fight against organised wildlife crimes;
- (iii) Promote multi and bilateral collaboration on issues of wildlife crime, trade, research and management of transboundary wildlife resources: and
- (iv) Promote awareness on the MEAs and protocols to which Zambia is part.

### ***7.9 Mainstream Climate Change and other emerging issues***

Government recognises that wildlife is not immune to the effects of climate change and that there is need for innovative mitigation and adaptation solutions for wildlife in order to secure it for future generation. Government is also aware of other emerging issues such as bioprospecting, increased use of organic products both in the food and cosmetic industries and use of ICT in wildlife crimes.

Government undertakes to implement the following measures:

- (i) Promote the mainstreaming of climate mitigation and adaptation measures in the management of wildlife;
- (ii) Develop strategies to protect wildlife from the impact of climate change.
- (iii) monitor global and local trends specific to climate change on wildlife;
- (iv) mobilise resources from domestic and international sources to address the effects of climate change in the wildlife sector;
- (v) Develop and enforce guidelines for bioprospecting in wildlife estates.;  
and
- (vi) Promote the use of ICT in wildlife conservation.

## **7.10 Gender Mainstreaming, HIV and AIDS and Youth Empowerment**

### **Policy measure:**

The Government shall mainstream gender and undertake measures to mitigate HIV and AIDS as well as fostering youth empowerment in wildlife conservation. These will be undertaken relative to the principles and measures outlined in the respective national policies on gender, HIV and AIDS and youth development.

Government undertakes to implement the following measures:

- (i) Mainstreaming of gender, HIV and AIDS and youth empowerment in wildlife conservation Create equal opportunities and conditions for women, men and the youth so as to benefit equally and reduce gender inequities and youth exclusion from conservation; and
- (ii) Formulate guidelines for managing HIV and AIDS and its offshoots

## **7.11 To promote private sector and community participation in wildlife conservation**

Government recognizes the role that the private sector and the community play in wildlife conservation and development of tourism. In

this vein, Government will provide an enabling environment for private sector and community participation and undertakes to implement the following measures:

- (i) Develop guidelines on establishment of private wildlife estates;
- (ii) Facilitate transfer of ownership of wild animals to established private wildlife estates;
- (iii) Prohibit can hunting and the keeping of wild big cats in captivity
- (iv) Regulate utilisation of wildlife on private estates.
- (v) Promote management of wildlife on such lands using principles of integrated wildlife management;
- (vi) Encourage owners of such lands to promote eco-tourism on their properties;
- (vii) Encourage establishment of tourism and other wildlife based enterprises; and
- (viii) Provide appropriate incentives to Zambian citizens, interested in investing in conservation of wildlife and development of tourism and other wildlife based wildlife- based enterprises on private land.

## **8 . Implementation Framework**

Government is cognisant that effective implementation of this policy will require setting up an adaptive and transformative institutional arrangement cutting across state agencies in order to create sector linkages; local communities; cooperating partners and civil society. Government also recognises the need to align legal reforms to the new thinking on wildlife management which will be critical to the successful implementation of the policy. Government is further desirous to anchor development across all sectors based on the national decentralization policy. In view of this,

Government will decentralize management of wildlife in GMAs and other customary lands to local level.

## **8.1 Institutional Arrangements**

### **8.1.1 Role of Central Government (Ministry of Tourism and Arts)**

The Ministry of Tourism and Arts, currently responsible for wildlife conservation and management will provide oversight supervision and coordination in the implementation of this Policy and the Zambia Wildlife Act No. 14 of 2015.

Through the Department of National Parks and Wildlife responsible for wildlife management, Government will *inter alia*:

- (i) Administer laws and regulations in the conservation of wildlife resources;
- (ii) Create a Wildlife Fund to support wildlife conservation programmes;
- (iii) Conduct resource protection in protected areas, other public conservation lands and open areas;
- (iv) Guarantee indemnity/legal protection to wildlife police officers and other public officers in the industry when carrying out lawful wildlife duties;
- (v) Develop infrastructure in protected and other public conservation areas;
- (vi) Mobilize resources for wildlife conservation;
- (vii) Issue permits and concessions for both consumptive and non-consumptive resource use;

- (viii) Set and collect appropriate Statutory fees on wildlife resource use;
- (ix) Establish Public Private Partnerships to enhance management of protected and other public conservation areas
- (x) Promote sustainable nature based investments in protected areas, other public conservations lands and open areas in line with General Management Plans;
- (xi) Regulate the wildlife sector through appropriate legal framework;
- (xii) Develop General Management Plans for Protected areas;
- (xiii) Provide problem animal control services to the public;
- (xiv) Promote and facilitate environmental conservation education and awareness
- (xv) Promote and facilitate wildlife research, monitoring and information management and dissemination of information and
- (xvi) Facilitate and provide extension services to the sector.
- (xvii) Promote equitable access to and use of wildlife resources

### **8.1.2 Role of local authorities (City, Municipal and District Councils)**

Government recognises the role of local authorities in wildlife management.

The role of local government will include:

- (i) Integrate General Management Plans in District Development Plans;
- (ii) Recognise and integrate wildlife by-laws enacted by local communities in local authorities statutes
- (iii) Establish and manage wildlife-based recreation facilities outside Protected areas and other public conservation lands within the provisions of the wildlife regulatory framework;

- (iv) Facilitate in reduction of habitat loss and fragmentation
- (v) Align the District development plans to conservation of natural resources as part of decentralisation

### **8.1.3 Role of Cooperating Partners**

Government appreciates the support from cooperating partners and donors in the management of wildlife. The role of cooperating partners and donors will include:

- (i) Financial and technical support to wildlife conservation;
- (ii) support investments in wildlife-based enterprises in national parks, GMAs and other categories of conservation lands including open areas; and
- (iii) collaborate and engage with government on policy matters related to the sector.

### **8.1.4 Role of Civil Society**

Government appreciate the role of civil society in the management of wildlife especially in improving CBNRM. The role of civil society will include:

- (i) Financial and technical support to wildlife conservation;
- (ii) Raising public awareness on wildlife management
- (iii) Strengthening implementation of CBNRM including capitalization of community-based enterprises
- (iv) Conduct research and publication
- (v) collaborate and engage with government on policy matters related to the sector;

### **8.1.5 Role of Local Communities**

Government recognises that the future of wildlife will be better secured with improved stewardship in wildlife management by local communities. The role of local communities will include:

- (i) Strengthen local level institutional governance using the principles of CBNRM or any other appropriate governance mechanisms;
- (ii) Conduct resource protection on customary lands where wildlife management has been devolved to local communities
- (iii) participate in the formulation and implementation of General Management Plans
- (iv) Establish community conservancies and commercial enterprises on customary land based on the principle of integrated natural resource management;
- (v) Ensure equitable Access and Benefit Sharing mechanisms at community level

### **8.1.6 Role of Research and Academic Institutions**

Government appreciates the role of research and academic institutions in the conservation of wildlife vis-à-vis conducting of basic and applied research and skills development. The role of research and academic institutions will include:

- (i) Provide technical support to wildlife conservation;
- (ii) Contribute to the development of human capital for the sector
- (iii) Conduct research and produce technical and scientific publications;
- (iv) Advise government on policy matters related to the sector;

- (v) Develop appropriate technologies, management systems and practices that will spur growth of the sector

### 8.1.7 Role of Private Sector

Government recognises the role that the private sector plays in the development of the wildlife sector particularly as investors in both consumptive and non-consumptive tourism in PAs and customary lands. These investments generate the revenues that finance conservation programmes. Government is therefore desirous to increase private sector participation. The role of the private sector will include:

- (i) Mobilise investments in the PAs, privates and customary land
- (ii) Collaborate with government and local communities through PPPs to finance conservation
- (iii) To market the tourism opportunities/ products that exist in public, private and customary lands
- (iv) Support research programmes

## 8.2 Legal Framework

### Sector Cross Linkages

LEGAL FRAMEWORKS	PURPOSE	REMARK
<b>1. Zambia Wildlife Act No. 14 of 2015</b>	The Act is the principle legislation that regulates the wildlife sector.	The Act provides the legal framework for the implementation of the policy
<b>2. Forests Act of 2015</b>	The Act provides for the conservation and protection of forests	The Forests Act recognises CRBs as defined in wildlife Act and provides for community participation. Forestry's also

	and trees	provide extra habitat for fauna
<b>3. Fisheries Act No. 22 of 2011</b>	The Act enhances conservation by providing for conservation of fish biodiversity.	The Fisheries Act also recognises CRBs and provisions will be exploited through collaborative mechanisms and arrangements to enhance the CBNRM approach in Game Management Areas.
<b>4. Lands Act of 1995</b>	The Act is responsible for the management and administration of land in Zambia	The Lands Act shall play a major role in the administration of land in GMAs and in the devolution of wildlife user rights on customary lands and is one of the major legal frameworks that would spur the growth of the private wildlife estate
<b>5. Environmental Management Act of 2011</b>	The Act provides for the protection of the environment and the control of pollution.	The Environmental Act enhances the Wildlife management by ensuring that an environmental impact assessment precedes all development projects in protected areas.
<b>6. National Heritage Conservation Commission Act of 1989</b>	The NHCC Act provides for the conservation of ancient, cultural and natural heritage, relics and other objects. Purpose to be recast by NHCC by 22 <sup>nd</sup> December 2015	The Act enhances conservation targeting isolated sites. NATIONAL PARKS and GMAs provide support to some natural heritage areas.
<b>7. Tourism and Hospitality Act of 2015</b>	The Act has the mandate of licensing, the tourism industry; provides for the	The Tourism Act shall set standards for control and regulation of tourist accommodation facilities in

	control and regulation of hotels and other tourist accommodation facilities	the Protected areas
<b>8. Zambia Tourism Agency (Tourism and Hospitality Act of 2015)</b>	The mandate of the Zambia Tourist Agency is to market Zambia as a tourist destination of first choice.	The ZTA will endeavour to enhance the functions of the wildlife agencies by attracting international financial support through marketing of the wildlife-protected areas as best tourist attractions in Zambia.
<b>9. Agriculture Act</b>	The Act provides for agricultural practices, development, investment and management	Agriculture has emerged as a competing land use in most of the conservation landscapes and to some extent has resulted in the loss of critical wildlife habitat thereby constraining sustainable wildlife management. In order to address this challenge there is need to mainstream Agricultural development when formulating ecosystem/ landscape plans and promote agriculture intensification.
<b>10. Animal Health Act No. 27 of 2010</b>	Provides for the prevention and control animal diseases and regulates trade in animals and animal products	Generally animal health regulations have been identified as a constraint to wildlife trade and utilisations as the regulations were designed for the livestock sector and considers wildlife as a reservoir for diseases affecting livestock. To address this challenge there is need to advocate for the enactment of veterinary regulations that are specific to

		wildlife and sensitise the veterinary fraternity on the value of wildlife.
<b>11. Public Health Act No. 22 of 1995</b>	It provides for the prevention and suppression of infectious disease especially those communicable from animal to man, for sanitation, protection of food and supply of water and protection from pollution in general	Zoonotic diseases have emerged as a constraint to growth of the tourism industry globally. To address this problem there is need to develop public health surveillance and monitoring system for PAs and key tourism destinations in the country to act as an early warning system for human health, veterinary and tourism authorities.
<b>12. Energy Regulations Act No. 16 of 1995</b>	The Act among other issues regulates the development of the energy sector and promotion of accessible and affordable sources of energy	To align the growth of the energy sector to the needs of wildlife conservation (aquatic wildlife/ biodiversity) there is need to integrate the energy sector development plans in the wider ecosystem/landscape integrated development plans. Promotion of the development of alternative energy will once aligned with the ecosystems/landscape IDP may reduce the rate of deforestation and destruction of wildlife habitats. Furthermore there will be need to develop a sector based mitigation hierarchy that will promote environmental and social safe guides
<b>13. Mines and Minerals Act of 1995</b>	The Act provides for mineral and mines	To align the growth of the mines and minerals sector to the needs of wildlife

	development	conservation (aquatic and terrestrial wildlife/ biodiversity) there is need to integrate the mining and minerals development plans sector development plans in the wider ecosystem/landscape integrated development plans. Furthermore there will be need to develop a sector based mitigation hierarchy that will promote environmental and social safe guides
<b>14. Local Government (Amendment) Act No. 9 of 2004</b>	The Act among others provides for decentralisation and resources planning to the local level	The promotion of decentralisation will facilitate the devolution of wildlife management to the local level.
<b>15. Urban and Regional planning Act</b>		
<b>16. Decentralisation Act</b>		
<b>17. Water Resources Act Cap 198</b>	The Act provides for the regulation and management of water resources and has mainstreamed management of water resources to the local level.	The protected area network including NATIONAL PARKS and GMAs are critical in the protection of water catchment areas and in the promotion of sustainable environmental flows and should therefore be included in environmental accounting and their role in economic development through provision environmental goods and services should not be under estimated. In view of their significant contribution there will be need to develop

		a legal framework that will promote PES as innovative financing mechanism for Protected areas.
<b>18. Zambia Development Agency Act No. 11 of 2006</b>	The Act provides for the trade, investment and industrial development in Zambia	Investments in Protected areas shall be accordance with the Protected areas GMP and is critical to sustainable financing for wildlife conservation.

### **83 Resource Mobilisation and Financing**

Government recognises that implementation of this policy will require adequate resources in terms of funding; human capital and equipment. Government will mobilize resources through central treasury and other creation of innovative financing instruments and through assistance from cooperating partners including civil society and private sector.

Government undertakes to utilize the resources based on the principles of efficiency, cost effectiveness, accountability and transparency.

Government will furthermore, through the wildlife agency, manage the national parks based on the principle of business centres and allow park management to retain an appropriate percentage of park revenue for its operations.

### **8.4 Monitoring and Evaluation**

Government understand the importance of monitoring and evaluation (M & E) in policy implementation and wildlife management. The Ministry responsible for wildlife will therefore implement an impact-based M & E System that will among others:

- (i) Develop an M&E framework specific for monitoring the impact of the policy

- (ii) Within the first year of this policy establish a baseline for defining indicators, measuring performance and prepare a strategic plan upon which annual monitoring of performance of the policy will be based
- (iii) Conduct a mid and end of term evaluation of this policy