



**LUPANDE CBNRM LAND USE PLANNING PROJECT
ZM003801**

WWF ZAMBIA COORDINATION OFFICE

MID TERM INTERNAL PROGRESS REVIEW

November 1 – 15 2004

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EXECUTIVE SUMMARY

A participatory progress review of the Norad funded WWF CBNRM Lupande Game Management Area (GMA) Land Use Planning Project was undertaken with the objectives to assess the impact and relevance of the Land Use Planning (LUP) Project to date in relation to project objectives, target groups, partners and other affected parties; and to determine whether the project is on track, and to review and improve its implementation strategy.

It was ascertained that the LUP Project is relevant and supports land use-planning efforts in the Lupande GMA. Through the project a large body of data has been amassed which will feed into the development of land use plans and maps. Data has been used to develop community Action and Strategic Plans for some areas that focus on issues that the local communities can address themselves.

However, the expectations for a land use plan and map have far exceeded the LUP's ability to produce these outputs in a timely fashion. Partly this has been as a result of responding to immediate community needs e.g. mitigating the effects of human-wildlife conflict. Poor data collection methods has also meant that field staff have had to go into the field to collect the same data several times. This has created a feeling of frustration among community members that the LUP is about collecting data. Location of the TA has not helped expedite project implementation as he is located in Harare, Zimbabwe, and coupled with limited communication infrastructure in the project area has meant that the TA is unable to respond timely to contentious project issues. The LUP has been able to facilitate some limited training for community trainers of trainers on land use issues. However, training for project staff to build up their capacity for project execution has been limited.

The following specifically deals with some of the more critical issues that emerged from this progress review, which include:

- i. **Weak project design:** The design of the LUP Project was inadequate from the outset, although through successive stakeholder planning processes from 2001 efforts have been made to ensure that a project document is in place that outlines indicators and specific targets. Critical assumptions have now been made even though this was not the case prior to 2003.
- ii. **Conflicting power relations among key local governance institutions in Lupande:** There is a power struggle in the Lupande GMA among the three key authorities, the Mambwe District Council (MDC), six Traditional Chiefs and the Zambia Wildlife Authority (ZAWA)/South Luangwa Management Unit (SLAMU). The power struggle is further exacerbated over the fact that there does not exist a clear boundary delineation of which authority manages which area. Clear understanding of the respective roles, functions and responsibilities of each has not been sufficiently discussed and communicated to the Lupande populace. A great deal of suspicion between the three authorities about their respective agendas and several sensitive issues that are important in terms of control over financial resources and land further complicates the situation.
- iii. **Lack of inclusive consultative participatory process:** Land use planning process has not been sufficiently participatory and has largely been project driven. Project buy in from the outset was not sufficient, and there was insufficient attention to community awareness and sensitisation. The project team has therefore struggled to secure community support for the land use planning process, even though there is a clear need and understanding of the importance to plan for future tourism developments in the Lupande GMA by all stakeholders.
- iv. **Conservation versus rural development:** While the intent of the LUP was to facilitate the development of a land use plan and map, the project, due to pressing community needs, has been compelled to respond to, and by and large take on a rural development

face (facilitation of the construction of a school etc.). This shift in focus has definitely affected project progress and delayed the delivery of key project outputs.

- v. **Missed opportunity for WWF to be facilitator and neutral broker:** WWF missed opportunity through this initiative to secure its own role of facilitator and broker between the various stakeholders in the Lupande GMA. The LUP Project has not been able to develop capacity to facilitate let alone broker the power relations from a neutral standpoint between, MDC, Traditional Authority, private sector, communities and ZAWA.
- vi. **Institutional location of the LUP Project and emerging perceptions:** Locating the LUP Project within ZAWA/SLAMU's offices has created perceptions that the LUP Project was only about planning for wildlife resources and not more broadly about natural resources and tourism development.

In view of the foregoing observations, the following priorities need to be addressed in order to guarantee and secure the future land use planning activities in the Lupande GMA:

Priority recommendations

- i. **Focus project activities in 2005:** WWF is advised to focus on key LUP activities in the remaining year. It is imperative that during the remaining year project efforts are focused on a select set of activities as recommended below.
- ii. **Draft land use plan prepared:** WWF needs to accord priority to the preparation of a draft land use plan during the first quarter of 2005. The draft land use plan must thereafter be circulated for inputs from all the stakeholders. WWF should also facilitate a workshop during which time the views of all stakeholders on the draft land use plan will be discussed and incorporated and this process should be seen as part of a consensus building process on future land use planning efforts in the Lupande Game Management Area.
- iii. **Recruit a land use planning/community specialist:** It is highly desirable that WWF recruit a land use plan/community specialist to be based in the Lupande area. The current situation where oversight for the project is provided through the WWF Zambia Coordination Office (ZCO), the WWF Southern Africa Regional Programme Office (SARPO) and a Technical Advisor of Sand County Foundation (SCF) is inadequate. Furthermore, the Project Executant in Lusaka is too far removed to be able to respond effectively to technical and contentious issues that arise at the field level as well as provide mentoring support to the field team. It is anticipated that the recruitment of such an individual would enable the project to respond more timely to contentious issues at the field level as well as provide technical and mentoring support to the field team. The individual's scope of work should include facilitating and promoting institutional linkages between the various stakeholders at the field level (Traditional Authority/Chiefs, MDC and ZAWA) as well as to WWF ZCO and WWF SARPO. In this regard WWF should seek to learn from the field experience of WCS who have successfully facilitated a similar process in the Lumimba and Musalangu GMAs. This process involved WCS working with the communities represented by CRBs, Traditional Authority, District Council Authorities and ZAWA. The Community prepared plans have passed Council stage and have been submitted to ZAWA for consideration. A critical lesson from the process facilitated by WCS has been the application of four key principles: communication, coordination, cooperation and collaboration.
- iv. **Negotiate with ZAWA to incorporate LUP activities into CBNRM Component of SLAMU Phase V:** Furthermore, it will be important for WWF to proactively consider negotiating with ZAWA to incorporate specific activities of the LUP into the CBNRM component of SLAMU Phase V.

- v. **Facilitate dialogue on the proposed growth node:** WWF needs to seriously consider involving external support while facilitating the dialogue between the Chiefs, MDC and other stakeholders on the sensitive issue of the growth node, now that the MDC and Chief Mnkhanya have expressed willingness to reopen discussions on this issue and have given their commitment at the recent stakeholders workshop to work together.
- vi. **Strengthen MDC institutional capacity to undertake land use planning activities:** Given the institutional weakness of the Mambwe District Council (MDC) to fully participate in land use planning efforts, WWF may wish to consider extending some support to MDC in terms of technology support (hardware and software) as well as training in land use planning for MDC staff.
- vii. **Document experiences of the land use planning process:** As part of WWF's own internal learning process, it is important that the experiences from the LUP Project are well documented.
- viii. **Disseminate experiences and lessons:** WWF is encouraged to disseminate through various media (the Natural Resources Consultative Forum, workshops, print and voice media) the experiences and lessons learnt from the LUP Project. This is important because the LUP Project has been one of the major land use planning initiatives in a GMA to date in Zambia. As two of Zambia's cooperating partners Governments of Denmark and Norway commence to provide support to the natural resources sector and wildlife specifically, documented experiences and lessons from WWF's LUP Project will become very useful from a replication and scaling up aspect.

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Abbreviations

ADAPT	Adaptive Development Action Planning Team
ADC	Area Development Committee
CBNRM	Community Based Natural Resources Management
CITES	Convention on International Trade in Endangered Species of Wild Flora and Fauna
CRB	Community Resources Board
CLA	Community Liaison Assistant
DC	District Commissioner
DNPW	Department of National Parks and Wildlife
DPO	District Planning Officer
GMA	Game Management Area
GTZ	German Technical Co-operation
HWC	Human Wildlife Conflict
LFA	Logical Framework Approach
LSA	Luangwa Safari Association
LUP	Land Use Planning
MDC	Mambwe District Council
MDDCC	Mambwe District Development Coordination Committee
MoU	Memorandum of Understanding
Norad	Norwegian Agency for Development Cooperation
PDCC	Provincial Development Coordination Committee
SARPO	(WWF) Southern Africa Regional Programme Office
SCF	Sand County Foundation
SLAMU	South Luangwa Area Management Unit
VAG	Village Action Group
SLNP	South Luangwa National Park
ZAWA	Zambia Wildlife Authority
ZCO	(WWF) Zambia Coordination Office

1 INTRODUCTION

An internal progress review of the WWF Luangwa CBNRM Land Use Planning Project was conducted in the period 1 – 15 November 2004. The approach adopted was based on three aspects:

1.1 Purpose of the review

Objectives of the review have been outlined in the Terms of Reference (Annex 1) and summarized as being:

- To assess the impact and relevance of the project to date in relation to objectives, target groups, partners and other affected parties
- To determine whether the project is on track
- To review and offer improvements for the project's implementation strategy

1.2 Project background and justification

The conservation of biodiversity and sustainable natural resource management are critical issues in Zambia due to the high level of dependence on natural resources capital by both urban and rural populations. The rural population of Zambia depends on a combination of farming and natural resources based activities such as the harvesting of timber, production of charcoal, fishing and hunting. The greatest threats to natural resource base are the result of unrestricted or uncontrolled harvesting.

The Zambia Wildlife Authority (ZAWA) through its South Luangwa Area Management Unit (SLAMU), however, has positively demonstrated the capacity to develop and implement successful community based natural resource management programme (CBNRM) in the Lupande Game Management Area (GMA). Lupande Game Management Area acts as a buffer zone for the South Luangwa National Park on its eastern side (see Figure 1). SLAMU has also been particularly successful in developing tourism in South Luangwa National Park (SLNP) to the point where locally earned revenue now meets 75% of its recurrent expenditure. Tourism, which in Zambia is focused on natural attractions, is rated second only to agriculture in Zambia's Poverty Reduction Strategy paper. In July 2004, the Zambia National Tourism Board announced that Zambia was rated as the second most preferred tourism destination in Africa after South Africa. Tourism thus being targeted as a focus area for economic growth and poverty reduction, this has serious implications for tourism development, wildlife management and the local people's livelihoods.

In recognising the threats to both the viability of SLNP and the CBNRM Programme in the Lupande GMA, SLAMU and the Mambwe District Council (MDC) developed a joint initiative to develop land use and development plans for Village Action Groups (VAGs). It is anticipated that these will be scaled up to the Area Development Committee level and eventually the District level.

WWF SARPO and the Sand County Foundation (SCF), who had previously provided limited technical support to SLAMU's CBNRM Programme, decided to shift away from executing a set of activities to redesigning a full project for land use planning for the Lupande GMA.

1.3 Justification

It is estimated that 80% of the population of Eastern Province lives in poverty while 60% live in extreme poverty. In the Eastern Province and the Lupande GMA in particular, barriers to poverty reduction include the area's low and variable agricultural potential and poor infrastructure. In addition it suffers from all those factors, which have been identified at the national level (poor economic growth, the burden of external debt, donor dependence, HIV/AIDS and unsatisfactory prioritisation of needs). The LUP Project through its participatory and process orientated approach to land use planning in Lupande will contribute to the sustainable management of

natural resources and an increase in direct benefits to rural households from wildlife CBNRM projects.

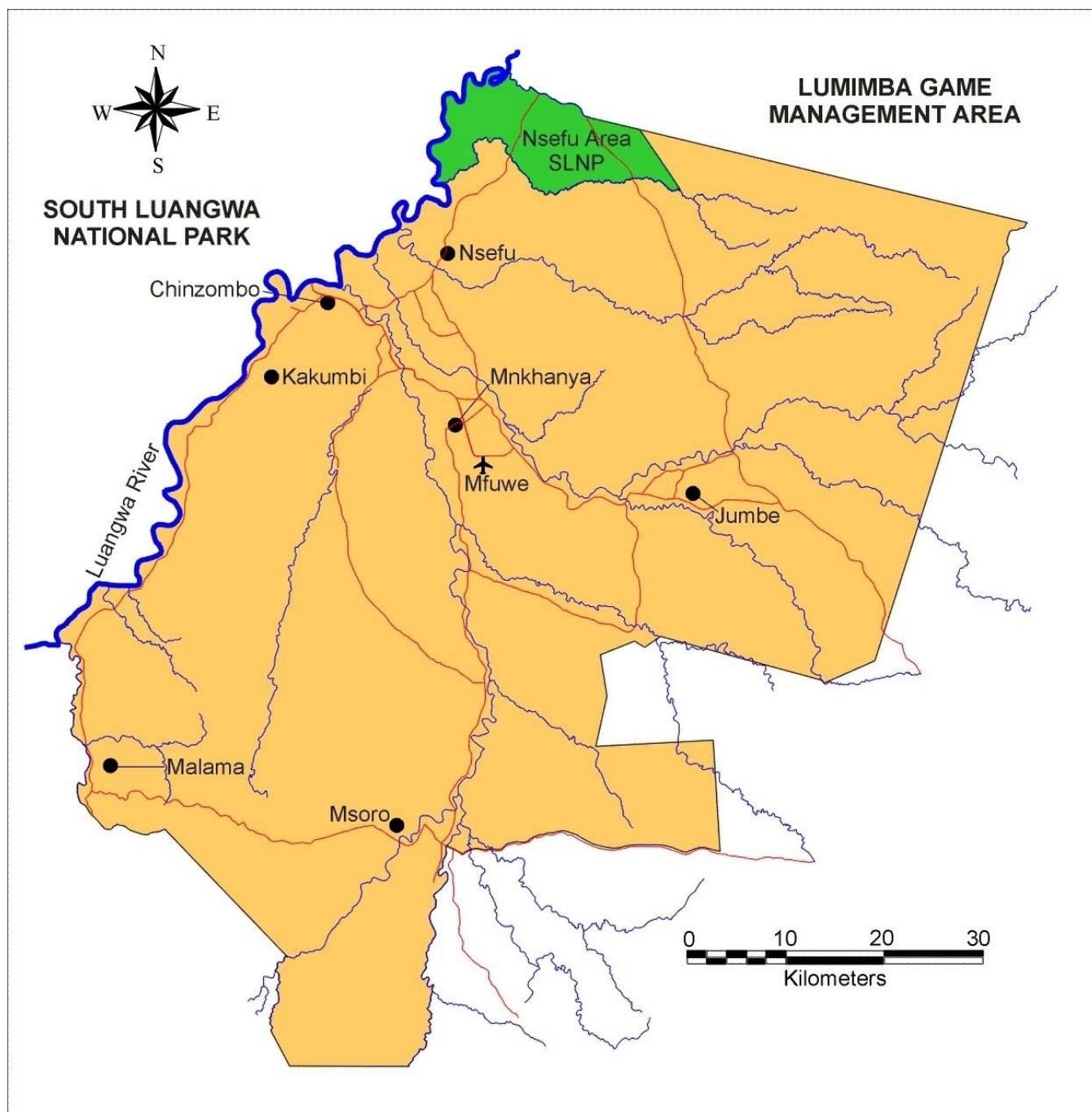


Figure 1 Map showing Lupande Game Management Area on the eastern side of the South Luangwa National Park.

1.4 Project description

The following section outlines the project goal, purpose, outputs and activities, target groups, beneficiaries, partners and other stakeholders; and project implementation set-up.¹

¹ South Luangwa Valley Land Use Planning Annual Plan 2004

1.4.1 Project goals and purpose

Project goal:

Land and natural resources in Lupande Game Management Area effectively managed for sustainable economic development.

Project purpose:

In all six Chieftainships/Community Resource Boards in Lupande GMA and under Mambwe District Council, wildlife based land use plans have been developed, agreed upon and implemented by the end of 2005.

1.4.2 Project Outputs

Output 1: Strategic land use plans integrating development and natural resource management objectives produced by each Chiefdom/Community Resources Board for Mambwe District Council.

Output 2: The capacity of SLAMU, MDC and CRBs to plan, implement and monitor (i.e. adaptively manage) land and natural resources developed.

Output 3: Conflict between residents and wildlife reduced.

1.4.3 Project activities

As a general principle that the LUP has applied the activities of a particular year are formulated based on the previous year progress and the outcomes of the annual stakeholders workshop. Therefore the activities listed below are for FY 2004 only and have followed the general principle of development outlined.

Activities under output 1: Land use planning

- Ground truth satellite image classification
- Develop strategies for Msoro and Malama CRBs
- Define VAG and CRB boundaries
- Prepare and present land use and zonation maps

Activities under output 2: Training and capacity building

- Prepare and develop training materials in conjunction with Regional CBNRM Project
- Hold training courses for CRBs on the benefits of land use planning

Activities under output 3: Human-wildlife conflict

- Plan and implement elephant defence measures
- HWC mitigation training field days (Jumbe, Mnkhanya & Msoro)
- HWC monitoring training for village scouts
- Prepare and present theatre

Target groups, beneficiaries, partners and other stakeholders:

The project is located in the Lupande GMA, in the Eastern Province of Zambia. Lupande GMA lies adjacent to SLNP, some 9050 km² in extent. Local administration is through ZAWA's SLAMU, MDC, and six traditional chiefdoms, Nsefu, Jumbe, Msoro, Mnkhanya, Malama, and Kakumbi. The tour operators are represented through the Luangwa Safari Association (LSA); local business interests have representation through the Kakumbi Business Association. Other conservation organizations working in SLAMU include the US based Wildlife Conservation Society (WCS), that has been involved in facilitating land use planning in the Lumimba and Musalangu GMAs comprising Chikwa, Chifunda, Mwanja, Kzaembe and Chitungulu areas north of Lupande GMA, and most recently a newly created charitable organization the South Luangwa Conservation Society, whose principle mandate is promoting conservation and education in and around SLNP.

Project implementation set-up:

The project is operationalised through a memorandum of understanding between WWF SARPO and the Sand County Foundation. Field implementation is through the WWF Zambia Coordination Office with WWF SARPO providing technical and administrative backstopping support. The Sand County Foundation support provides for Technical Assistance advisory and technical inputs directly to the project at the field level. Funding support is from The Norwegian Agency for Development Cooperation (Norad) through WWF-Norway who provides additional administrative and technical inputs with regular project site visits.

2 METHODOLOGY ADOPTED FOR THE PROGRESS REVIEW

2.1 Overall review process

A critical aspect of the overall review process was the emphasis on the self-participatory evaluation process. In this case WWF project staff were encouraged to actively participate in the progress review process and not see it as an external evaluation, but rather as one in which they are fully involved in self-critical analysis. In this regard the Project Executant and the field team actively participated in the progress review process. A desired outcome of this participatory review process being that the team will in future be able to constantly monitor, evaluate, redesign and guide the project implementation process as well as document lessons learnt.

The review team consisted of an external consultant, a WWF representative that had not been involved in the implementation of the LUP Project and a WWF representative that had been involved in the LUP Project implementation. The three-team members were:

- ◆ Mr. David Mulolani, Team Leader and External Consultant
- ◆ Mr. Svein Erik Haarklau, WWF-Norway
- ◆ Mr. George Muwowo, WWF Zambia Coordination Office and Project Executant for the Lupande GMA LUP Project

It was agreed that the review would focus on the period from 2003 until date. Since early 2003 the land use planning activities in Lupande changed from being activities under another larger project (SUPCAMP) to being a separate and much smaller project.

2.2 Methods

The progress review was organised in the following manner:

- Meeting of the review team to agree on approach of the progress review
- Review of relevant documentation of the project; and
- Interviews with important stakeholders.

Prior to arriving in SLAMU Lupande GMA, the site of the project, the Project Executant made relevant documentation available to the external consultant. The review of these documents assisted the consultant in familiarising himself with the project while highlighting aspects for clarification. Questions were delineated directly from the ToRs and were used to guide generative interviews.

The review team conducted formal interviews with various stakeholders (see Annex 1 List of People Met). In addition, various informal discussions were held with several of the key stakeholders (section 2). From the interviews, agreement was reached on the topical areas to be covered in the Progress Review Report. The review team also participated in the Annual LUP Project Stakeholders' Workshop in Mfuwe 4th – 5th November 2004.

An additional tool applied by the Lead External Consultant was the Logical Framework Analysis as a basis for determining the appropriateness of the LUP project plan and reviewing project progress. Basically, the LFA assists in structuring analysis of the project environment and focusing on a clearly defined and targeted objectives hierarchy. When properly applied, the LFA provides a very useful planning tool for planners and implementers. It outlines guidelines of how to analyse the actors and institutions involved in the project environment (existing and future). The LFA also assists in undertaking problem analysis showing a cause-effect relationship. Similarly, it helps in building up an objectives tree showing a means-end relationship. Additionally, it highlights the need for looking into options and strategies by using other tools available before the project strategy is decided upon. Thus the following steps of analysis consisting of a four-way analysis can be adopted:

- Participation analysis;
- Problem analysis;
- Objectives analysis, and;
- Alternatives analysis (selecting options and strategies).

These steps of analysis would ordinarily culminate in the presentation of the project strategy in the form of a one-page project-planning matrix (see Annex 2), showing:

- **What** developmental 'benefits' the project CONTRIBUTES to (Goal)
- **What** target groups' actions are expected for changes for the better (Purpose)
- **What** has to be delivered (put in place) to facilitate the achievement of the project purpose (Output / Results)
- **What** has to be done in order to deliver the outputs (Activities), and
- **What** the project will cost (Inputs and costs).

Once the project-planning matrix has been drawn up using the LFA methodology, the monitoring of project progress and evaluation of project impact is made easy by review of the indicators of success formulated at the start of the project.

In the case of the LUP Project a critical planning flaw of the project was the total lack of an LFA for planning the implementation of the project when it moved from being an activity based initiative to a full project in 2003. Whilst some attempt was made in October 2000² a LFA matrix should have been designed similar to that shown in Table 1, which would then have formed the basis for project implementation. Subsequent annual plans would have then been delineated from the main LFA and guided annual project implementation. It is recognised that WWF ZCO/SARPO in their submission to Norad 1st October 2003 for the plan period 2004 the annual plan was submitted in an LFA format. Notwithstanding, WWF should still have developed a comprehensive LFA from the outset.

Table 1: The Project Matrix

Narrative Summary	Objectively Verifiable Indicators	Sources of Verification	Important Assumptions
Goal (Development Objective)			
Purpose (Immediate Objective)			
Outputs / Results			
Activities	Inputs and Costs		

2.3 Materials

- Review of relevant documentation of the LUP project;
- Attendance to the stakeholders' workshop in Mfuwe, 4th – 5th November 2004; and
- Interviews with important stakeholders.

The documents reviewed included a partially developed project matrix, work plans, annual technical progress reports, Human Wildlife Conflict project proposal, stakeholder workshop

² A working draft document entitled *Monitoring by Landholder Programme Outline Project Plan for Luangwa Valley, October 2000* was prepared and had most of the elements which could have constituted the basis on which a detailed Log Frame could have been developed for the LUP

reports, ADC strategic plans (Kakumbi and Mnkhanya) and various other documents which have formed the basis for project implementation over the review period. The Progress Review was conducted with the help of the Logical Framework Approach (LFA). This approach had two major objectives, namely:

- Assessment of the planning documents (Project Matrix) with regards to logic, completeness and feasibility; and
- Detailed review of project implementation on a plan versus actual basis.

The examination of the annual technical progress report for 2003, the following assessment of the narrative planning matrix led to conclusion that:

- **The Project Goal:** The LUP Project was and is still relevant in terms of articulation towards attaining the Project Goal.
- **Indicators for the Goal:** In assessing the original project documents there were no indicators for the goal, although a review of the 2005 annual plan developed in 2004 assumptions and risks, and monitoring indicators were included. Nevertheless, a comprehensive assessment of adequacy and relevance over the period being reviewed could not be adequately tested. Notwithstanding, a review of the indicators set out in the annual plan for 2005 are overly ambitious especially given some of the contentious issues surrounding the growth node, limited capacity of CRBs as well as the mixed results and community feelings over mitigation methods.
- **The Project Purpose:** The Project Purpose is still considered to be relevant but not attainable within the remaining project time frame. Therefore there is need for the project team to focus and prioritise activities in 2005. It will be crucial to produce a 'draft land use plan' in the first quarter of 2005, which is circulated to all stakeholders and forms the basis for discussions and negotiations on proposed land use zones and activities in the Lupande area.
- **Indicators for the Purpose:** There were no indicators designed for the purpose and therefore it made the assessment of adequacy and relevance difficult to determine. However, discussions with the field team highlighted the fact that the data collection and collation methodology adopted had been overly ambitious and did not sufficiently take into account the complexities of size (number of villages to be covered in the data collection exercise). Furthermore, the development of the timeframe did not take into account the contentious realities of collecting data for land use planning purposes as most respondents viewed the entire exercise with suspicion (that ZAWA just wanted more land to extend SLNP or that outsiders wanted land in the Lupande area). The large number of VAGs and collection of (more or less the same) information for all VAGs have made this a laborious and time-consuming task. In addition, the power relation complexities were not sufficiently understood nor appreciated (ZAWA/MDC/TA) by the field team and as such the Project lost an opportunity for facilitating conflict mediation.
- **Actions of the Target Groups:** These were not clearly stated in the project design, and this has made project buy-in difficult to achieve even though target groups are all aware of the need for land use planning. Furthermore, due to a lack of sufficient skills to monitor and evaluate the actions, it was difficult to assess the effects and impacts of the project thus far.
- **Assumptions:** Critical assumptions that should have been included in the project matrix from the outset were lacking and this has incapacitated the project to proactively monitor assumptions as well as in some respects facilitate stakeholder consensus on project relevance and benefits. However, in the Annual Plan 2004, assumptions were described and an assessment found them to be relevant within the current implementation environment.

3 PROJECT PROGRESS REVIEW FINDINGS

The following constitutes the main findings of the progress review.

3.1 Project Progress Review

The description of project components of a project-planning matrix³ was examined to determine whether:

- The Goal clearly depicts 'benefits' or impacts
- The Purpose shows target groups' actions (effects)
- The Outputs / Results show deliverables
- The Activities consists of necessary and sufficient actions for the achievement of the results
- The indicators were specific enough to be successfully operationalised, that is to meaningfully guide project monitoring and evaluation during implementation, and
- The monitoring of the important assumptions dealing with external assumptions could be successfully accomplished.

The work plans reviewed cover the period January 2001 to December 2004, which detailed the outputs to be delivered by the project together with the necessary activities. These were reviewed, making use of the following scheme (Table 3), in which the activities are entered under 'planned targets' and reviewed individually:

Table 2: Scheme for the Project Progress Review

PROJECT PROGRESS REVIEW: OUTPUT 1

PLANNED TARGETS	STATUS OF IMPLEMENTATION	PROBLEMS FACED	RECOMMENDED FUTURE ACTIONS
What was expected to have been achieved after completion of one or a set of activities under output 1.?	What has actually been achieved to date?	Were there any problems faced during implementation or as a result of implementation of the planned activities?	What can be recommended for future implementation in order to avoid errors of the past or improve upon implementation in the future?

The Outcome of the progress review of the activities is detailed in Table 4.

³ Annual Technical Progress Report, January – December 2003, Luangwa CBNRM Land Use Planning Project

TABLE 3: The Project Progress Review

OUTPUT 1: STRATEGIC LAND USE PLANS INTEGRATING DEVELOPMENT AND NATURAL RESOURCE MANAGEMENT OBJECTIVES PRODUCED BY EACH CHIEFDOM/CRB FOR MAMBWE DISTRICT

ACTIVITY	STATUS	PROBLEMS FACED	RECOMMENDATIONS
Output 1. Land use planning			
1.1. Developing a GIS data base and maps and ground truth satellite image classification	1. This relies on the input data from the VAGs surveys, action plans and strategic plans and is therefore delayed.	<ol style="list-style-type: none"> 1. Data accuracy (coordinates for some of the information wrong). Some staff are more accurate than others. This has inevitably led to variable data quality and need for verification. 2. There were some delays in securing satellite images for free by the TA, these images have since been acquired and are being analysed. 3. TA has not yet had time to ground truth much yet (25 per cent done this far) 4. TA got some information based on an algorithm, but this was initially linked to the human-wildlife-conflict issue, therefore its use and relevance was limited. 	<ol style="list-style-type: none"> 1. There are plans to complete the task in 2005. 2. The TA should liaise with SLAMU and encourage them to use the maps and GIS database as there is a good computer person in SLAMU who is dedicated and is likely to learn the necessary skills quite quickly. 3. It would be important that MDC could use the GIS database, but they currently only have one computer that is old and will soon become non-operational. 4. There is a serious lack of resources and competence in the District Council, which is a huge challenge. This may be (at least temporarily) improved with new a MS volunteer arriving soon as this person has a geography background.
1.2. Compilation of VAG Profiles and Action Plans	<ol style="list-style-type: none"> 1. Progress has been slowed down due to large amount of data being collected and planned to be collected. 2. Progress in relation to this activity has been slowed down due to TA's health problems. 3. Two Chiefdom/CRB Strategic Plans (Kakumbi and Mnkhanya) almost completed, some editing and inclusion of maps remains 4. Two Chiefdom/CRB Strategic Plans 	<ol style="list-style-type: none"> 1. Problems include unreliable computers or computer failure, getting information from the field notes into electronic format and the accuracy of GIS information. Climate, use, viruses etc. "eat" computers. 2. Limited technical understanding of the importance of accuracy in terms of the GIS information collected among the ADAPTs is a challenge (double checking, quality 	<ol style="list-style-type: none"> 1. Focus TA inputs: in 2005 to analyse collected data and ensure completion of VAG profiles. 2. Complete: Remaining VAG profiles to be completed in early 2005. 3. Facilitate: the approval of the Plans by "the relevant" authority before end of 2005. 4. TA to ensure quality control of profiles: a test on the quality of the Plans will be whether it is sufficient to get access to funding from the Zambia Structural

ACTIVITY	STATUS	PROBLEMS FACED	RECOMMENDATIONS
Output 1. Land use planning			
	<p>(Nsefu and Jumbe) are about half way.</p> <p>5. Two Chiefdom/CRB Strategic Plans (Msoro and Malama) remains (not started yet).</p> <p>6. All 45 VAG profile reports have been compiled and all 45 action plans have been completed.</p>	<p>assurance) by the project team</p> <p>3. The large number of VAGs makes data collection a laborious task.</p> <p>4. There was not set any milestones for the VAG profiles that progress can be measured against.</p> <p>5. Health problems and stolen PC results in loss of about a year of TA's input. The comprehensive and time-consuming VAG process slows down the process. Data verification takes time.</p>	Investment Fund (ZAMSIF).
1.3. Develop Strategic Plans for Msoro and Malama CRB's	1. Strategic Plans have not yet been done for Msoro and Malama.	1. Due to work load pressures to complete strategies for the CRBs/Chiefdoms work on Msoro and Malama has delayed.	1. Available data should be compiled into draft Strategic Plans for Msoro and Malama in the first quarter of 2005.
1.4. Define VAG and CRB boundaries	1. Work on defining boundaries has stalled.	1. Boundary issues are a very sensitive topic among the Chiefs and the LUP Project may not be the best mechanism to resolve some of the issues surrounding boundaries.	<p>1. LUP should work with the MDC to facilitate a roundtable workshop where boundary issues can be deliberated.</p> <p>2. Since the LUP Project already has key data, it should consider facilitating the production of a draft map, which forms the basis of discussions at the roundtable workshop.</p> <p>3. Bringing stakeholders to a boundary verification exercise.</p>
1.5. Prepare and present land use zonation maps	1. There has been limited progress on this activity as the data collection process is still ongoing.	1. There have been data collection problems in terms of the quality of the data for entry.	1. The TA should finalise the data entry, clean the data and produce at the very minimum draft land use plan and zonation map within first quarter of 2005.

OUTPUT 2: THE CAPACITY OF SLAMU, MDC AND CRBs TO PLAN, IMPLEMENT AND MONITOR (i.e. ADAPTIVELY MANAGE) LAND AND NATURAL RESOURCES DEVELOPED

ACTIVITY	STATUS	PROBLEMS FACED	RECOMMENDATIONS
Output 2. Training and capacity building			
2.1. Prepare and develop training materials in conjunction with WWF SARPO's Regional CBNRM Capacity Building Project	1. LUP Project's land use planning manual (Training and Capacity Building Manual) was finalised and a dissemination workshop held October 2004. 2. Training materials have been developed in poster form and include titles: "Steps for Land Use Planning" and "Benefits of Land Use Planning" both are currently at the printers). 3. Quota setting and hunting monitoring manual in collaboration with ZAWA has been developed from work that was originally done through the LUP Project in this respect.	1. Information for the inclusion in the posters from relevant government ministries and corporates was difficult to obtain and delayed delivery of training courses for CRBs, CLAs.	1. With experience gained so far, project could develop a "Critical Steps to Participatory Land Use Planning" or Developing and Updating VAG Profiles, which would be useful technical training materials by close of 2005.
2.2. Hold training courses for CRB's on the benefits of land use planning	1. Training for the CRBs has not been facilitated. This has been due to delays in the printing of the materials.	1. Training within the LUP Project was never seen as a core element of the project, hence why any training activities that have been as a result of LUP have been coincidental and not planned.	1. Possible topics to be developed and training facilitated should be: <ul style="list-style-type: none"> • Policy legal framework for land use planning • CRB/Community role in land use planning

OUTPUT 3: CONFLICT BETWEEN RESIDENTS AND WILDLIFE REDUCED

ACTIVITY	STATUS	PROBLEMS FACED	RECOMMENDATIONS
Output 3. Human wildlife conflict			
3.1. Plan and implement elephant defence measures	1. With support from Elephant Pepper Development Trust (EPDT) the LUP Project has been able to facilitate passive and active elephant control measures. Up-take by farmers has been mixed with some saying measures work and others saying they don't. In general farmers think the measures are important to mitigating elephant damage.	1. Problems of getting the right design and adjusting to local conditions or elephant behaviour. 2. People want the Project to hand out necessary equipment and supplies (which is not sustainable).	1. These activities will not be sustainable by the end of 2005. SLAMU should therefore consider including HWC in SLAMU Phase V as part of CBNRM Component activities. Offering SLAMU a more constructive role than their current arrogant and passive role, as seen by farmers affected by HWC.
3.2. HWC mitigation training field days (Jumbe, Mnkhanya & Msoro Chiefdoms/CRBs)	1. Farmers were trained in elephant mitigation. 5 farmers were given materials and only reported that elephants had entered their fields twice and recorded a good harvest. 2. 3 farmers did not have complete materials and elephants entered their fields more than twice but were still able to record a good harvest compared to when they did not use / have any mitigation materials.	1. Major problem was sufficient supply of materials, especially chilli. 2. Another problem was that farmers would not always follow the instructions for how to manage their mitigation measures.	1. More ongoing follow-up with farmers to monitor and support their efforts on using correct mitigation measures. 2. Farmers need to be supported to identify alternative sources of chilli materials either through contract growing within the Lupande area or sourcing from Malawi as a cheaper alternative source to Zimbabwe.
3.3. HWC monitoring training for village scouts	3. Field training days were facilitated by EPDT on elephant mitigation measures to 18 Village Scouts as part of Trainers of Trainers (TOT). 4. TOT have trained 22 Village Scouts. 5. 10 villages scouts still to be trained in the use of HWC monitoring system.	1. It is very difficult to get unbiased data. For instance the human killings by elephants have not been reported through the monitoring forms (which may be understandable as people have other things to worry about than filling in forms once somebody has been killed). Also, there are a variety of animals doing damage. A large number of small animals create a significant proportion of the damage but the smaller animals are often not reported (they are also taken as a natural thing). Elephants are reported more frequently, which partly can be	1. The monitoring must continue. The data could or should be used by ZAWA as basis for taking action against certain types of animals or individuals or in certain areas once there are trends that indicate this is necessary or that something should be looked into more carefully (instead of a situation where ZAWA acts on basis of pressure of certain people or local communities as a response to the amount of pressure these are able to put on ZAWA and not the extent of damage caused or a negative trend). The monitoring can

ACTIVITY	STATUS	PROBLEMS FACED	RECOMMENDATIONS
Output 3. Human wildlife conflict			
		explained by the fact that once animals do crop raiding the damage may be significant. The figures from this monitoring are biased but may say something about overall trends.	give indications on conflict hotspots and thereby locations where land use planning and/or HWC mitigation should pay particular attention.
3.4. Prepare and present theatre	1. Theatre has been used and has a positive effect. A local group has been hired to perform. The plays have been good for communicating technically complex issues in a simple way.	1. No particular problems reported. However, even though the theatre may be good in getting across the message that HWC mitigation measures are important people may afterwards still want compensation for damage or would rather see that the elephants were gone altogether. So theatre is no guarantee for any solution, it is just a useful communication/visualisation tool.	1. Theatre to continue to be promoted as part of the HWC work. 2. HWC should not be continued under the LUP but should be redesigned and incorporated as a component of SLAMU Phase V support within the CBNRM Component support project.

4 DISCUSSION OF MAIN FINDINGS

In terms of background and what seemed to be a very good idea at the time and on request from SLAMU through the then Norad supported Technical Assistance WWF SARPO expanded its support efforts through the "Support to CAMPFIRE Project" to address land use issues and possibly replicate some of the lessons from Zimbabwe. Towards the end of 2000 a draft proposal was developed by WWF then known as the Landholder Monitoring Project for Luangwa Valley. This effort was to be implemented jointly between WWF and SCF. The project was subsequently redesigned and became known as the LUP and has been jointly executed by WWF and SCF through a memorandum of understanding.

In terms of project design, when the Support to Campfire project concluded, more conscious effort should have been made towards designing a project with a clear log frame. Efforts to incorporate a log frame have been more recent as part of the Annual Plans for 2004 and 2005. Closer scrutiny of the current log frame shows efforts have been made towards including critical assumptions at goal, purpose and output levels. Furthermore, a clear articulation of risks has been provided. Performance monitoring and reporting has been provided for. More importantly, indicator monitoring at goal and purpose levels has been clearly elaborated.

4.1 Relevance of the project

The Project is clearly relevant to the problems, challenges and opportunities in the Lupande area. The project underpins the land use planning efforts of Local Government and the ZAWA. From the Local Government perspective the project made efforts to locate a project staff member to support the MDC execute its land use-planning mandate more effectively in 2001. Unfortunately, the MDC was unable to utilize the project staff effectively and a decision was made to relocate the project staff back to ZAWA. From a ZAWA standpoint the project effectively infused its operations and ZAWA has benefited from having the project located within its offices in Mfuwe.

At a workshop in 2001 all the stakeholder representatives agreed that the project intervention is an important one and is supporting their efforts to manage existing and better develop wildlife eco-tourism products as well as deal with human wildlife conflicts more effectively.

Nonetheless more concerted efforts should have been spent on raising people's awareness of the project objectives through a well-packaged sensitisation effort. There are still people who do not know what the project is really about and are confused and suspicious of its intentions. Some people see the project simply as extension of SLAMU activities. This may be due in part to the fact that the project is currently located within SLAMU offices. Further, SLAMU CBNRM Section has been supporting the project team with transport as they undertake activities in the Lupande area. The foregoing has served to reinforce existing perceptions that the LUP Project is an extension of SLAMU. Other people have been suspicious about the real intentions and suspected that the Project would facilitate outsiders to get hold of land in the Lupande area. This has caused and is still causing considerable problems for the LUP Project.

4.2 Status of project implementation

The land use plan has now been four years in the making. Work in relation to data collection and verification has continued and this has raised serious concerns among stakeholders about the project's ability to achieve its stated goal. ZAWA's Director General has equally expressed concerns about the plan not being ready even though the LUP activities commenced in 2001. In terms of status the progress has partly been slowed down due to the 10 months of health problems for technical advisor (TA) and 2 months of work lost due to PC stolen (a year's work from TA more or less lost).

It is important that the process be accelerated so that the land use plan and map can be prepared and implemented before the end of 2005.

4.3 Logic and realism of the project plan in terms of the project purpose, outputs and assumptions

4.3.1 Project purpose

The project purpose seems to be fairly realistic. However, given current status of project implementation it is unlikely that the project purpose will be achieved of having "In all six Chieftainships/ADCs in Lupande GMA and under Mambwe District Council, wildlife based land use plans have been developed, agreed upon and implemented by 2005."

Various factors have slowed down progress, diverted energy and focus. Also other activities than what was initially proposed have been executed which while very useful and supportive to community developmental efforts have diverted significant energy and focus away from the project intentions.

4.3.2 Outputs

The outputs were not adequately quantified and it is therefore not easy to assess their realism accurately. Some of the indicators defined in 2003 and 2004 helped this situation somewhat but should have been further developed in order to provide an accurate means of assessing project progress.

Furthermore, an assessment of various reports highlighted the fact that there are different outputs being reported in various reports and this is very confusing. The explanation given for this state of affairs is that, the technical progress reports to SCF (some of which had WWF logo) had different outputs than the reports that were being submitted to Norad. The SCF reports are reports related to the MoU with WWF SARPO, and have tended to be much more general in orientation and content and can only to a limited extent be linked to LUP activities. In addition to being submitted to SCF the SCF reports have only been circulated internally in the Project and not to external agencies like Norad, ZAWA/SLAMU and MDC. The level of confusion created is therefore minimal.

Nonetheless, the foregoing situation can be attributed to a lack of a well-defined project document/LFA, which should have formed the basis for all project progress reporting, be it to SCF, WWF ZCO, WWF SARPO and Norad. It is therefore advisable that future project reporting be guided by a revised and well-developed project document/LFA. Other reporting such as compliance reporting to the MoU between SCF and WWF SARPO should be separate and be seen within the context of administrative compliance between SCF and WWF SARPO.

4.3.3 Assumptions

A review of the Annual Plans for 2003, 2004 and 2005 indicates that WWF had made efforts towards articulating key project components that had previously been lacking e.g. assumptions and indicators that should have been stated.

4.4 Unintended effects

No particular unintended effects were noticed. However, like many other project interventions there are certain expectations generated within the local communities in terms of perceived benefits. Nonetheless, it is the Team's view that because the LUP Project has not channelled significant and tangible resources into the Lupande area this issue is probably not a big problem.

4.5 Comments on Technical Advisory inputs and interface with WWF ZCO

4.5.1 Project reliance and vulnerability to TA inputs

There is no doubt that given the technical nature of land use planning that the inputs that have been provided by the current TA have been valuable. However, the LUP activities' vulnerability

on its reliance on outside TA inputs was exposed when the TA was absent for several months due to ill health. Neither WWF SARPO nor the TA were able to provide for stopgap measures during this period and as such project progress was significantly delayed in a number of areas already described elsewhere in this report.

4.5.2 TA inputs and exit strategy

As the project enters its final year, TA inputs should be seen to be diminishing with an effective exit strategy in place, it is therefore worrying at this stage that TA inputs have been planned to increase in 2005. It is planned that the TA will spend between 4 - 6 months of 2005 to catch up on delayed project activities. The planned TA time is significantly more time than was originally planned.

Furthermore, the planned increased TA inputs are in contradiction to the role of TA inputs in project support. Although in the past TA inputs in project and programme support were traditionally seen as both advisory and implementation, in more recent years and with an increasing reduction of TA as a cost item in project and programme support, TA inputs are increasingly being designed as short-term advisory interventions and not implementation. The rationale is that TA advisory inputs should support capacity building efforts of local project personnel to ensure that sustainability elements for project and programme execution are built and promoted.

The TA's inputs in the LUP Project have in the past been formalised and operationalised through an MoU between WWF and SCF. The TA is currently operating outside the bounds of a legal and operational framework governing the relationship between WWF SARPO and SCF; this could have negative consequences for project management and implementation of remaining project activities for 2005. It is therefore imperative that further TA inputs be renegotiated and formalised.

The renegotiations between WWF SARPO and SCF should also consider increasing the LUP project management role of WWF ZCO. Furthermore, WWF SARPO and WWF ZCO must include measures that allow for close monitoring of TA support in 2005 that is focused on a limited set of key deliverables. The deliverables should include, facilitation of a draft land use report and map, facilitation of a stakeholders' workshop for discussions and negotiations of the draft land use plan and map, and the provision of technical inputs into a revised project proposal for submission to ZAWA for inclusion of specific land use planning activities within the CBNRM Component of SLAMU Phase V.

4.6 Project management issues at the field level

4.6.1 Financial field accounting

ZAWA / SLAMU has for a long time had a separate account for LUP in their system. This made sense at the outset but after some time it became apparent that SLAMU exercised some control over the LUP project as SLAMU signed for use of funds. This caused some internal management problems as the WWF Senior Field Officer had to rely on the availability of a SLAMU Officer as well as provide justification for accessing funds. This became particularly frustrating particularly when SLAMU disagreed or got too involved in details of the WWF project (e.g. allowances). However, this situation was resolved several months ago when WWF instituted a financial system that allows for the WWF Senior Field Officer to sign and authorise use of funds. The WWF Senior Field Officer also observed that the timely allocation of funds to the field was a constraint that requires to be addressed to ensure that funds for field related activities are transferred timely.

4.6.2 Field support from TA and WWF ZCO

Previously the project was managed from WWF SARPO in Harare and WWF ZCO did not have direct responsibility for implementation of the project or linkages with local stakeholders. In late 2003/early 2004 the project was handed over to WWF ZCO. Amongst his many other

responsibilities, Mr. George Muwowo was appointed to oversee the project as Project Executant, reporting to the Programme Coordinator at ZCO. Mr. Muwowo is also responsible for the WWF Zambia Education Project and with the support of an Intern also coordinates the WWF Regional CBNRM Capacity Building Project activities in Zambia. With movement of the project to WWF ZCO, however, the Project Executant can go to the field more easily.

With respect to TA support, the location of the TA in Harare, Zimbabwe has posed challenges for project implementation in particular in a situation where the TA in practice has had a role as an implementer. Critical has been the lack of a technically robust person based in the field who understands land use planning issues and would thus be able to provide project oversight and monitor project activity execution by the LUP team members. In addition the communication with the field has been very difficult due to poor or non-functional communication facilities (limited or non-functional telephone and e-mail facilities in the field). This has been further compounded by the fact that there has been limited contact and overlap in the field between the TA and the WWF ZCO Project Executant.

Furthermore, TA inputs into the LUP Project have taken significantly more time than was initially planned for. The TA has taken on the role of implementer as opposed to advisory, which is probably not an optimal use of the TA's time. Nonetheless, the TA should have made much more concerted efforts to provide a lot more hands-on training thereby capacitating the field team to work with minimal supervision. In a situation where this has not happened WWF SARPO and/or WWF ZCO should have taken steps to ensure more training of the field team.

With respect to TA / WWF SARPO links, the TA has developed a reciprocal relationship with WWF SARPO and this has enabled him to access information as well as get feedback on various project aspects. It is more than likely that if the TA did not have a good relationship with SARPO staff the situation may have been different, especially with regards to communicating with WWF ZCO and LUP field staff. It is also important to point out that these useful contacts should translate concrete progress in the field if the project is to have an impact.

On contacts between the TA and WWF-Norway there is very little. It was the opinion of the TA that more contact than is currently the case would have been useful especially in terms of presenting the realities of the situation on the ground in the project site.

With regards to links between the TA and LUP field team the LUP Senior Field Officer observed that he would have liked to receive a lot more technical support from the TA. However, he noted that since field oversight for the LUP had now moved from WWF SARPO to WWF ZCO support to the field operations had greatly improved, including communication, although technical backstopping was equally opportunistic as the project executant based in Lusaka was often busy with other projects.

- ◆ Nevertheless, the LUP team now receives a lot more technical and backstopping from Lusaka (e.g. capacity building for CRBs, technical advice). It is notable that the WWF ZCO appointed project executant visits LUP 1-2 times a month, although this had not been the case just prior to the review. In general there is a feeling among the project staff that they are being well serviced through the WWF ZCO and communication flows are much better than before.

For direct project oversight at the field level there is still urgent need to recruit and locate an experienced person in the field permanently. A person, who can deal with complicated dialogue and consultative processes, and has relevant education and experience.

There was limited communication between the LUP team and WWF SARPO being far removed from the project site and field visits from SARPO were infrequent. There was reported some limited contact with WWF-Norway when field project visits were organised, again due to poor or non-existent communications infrastructure.

In this regard, it may be noteworthy for WWF to learn lessons from the programme approach that has been adopted by WCS in the Lumimba and Musalangu GMAs where similar land use efforts have been ongoing. The presence of experienced field coordinators as well as that of the WCS Country Director have ensured a well-guided and robust approach to developing community land use plans. Where conflict issues have arisen WCS has facilitated roundtable discussions with all stakeholders, a process that has been well anchored by constant communication, coordination of efforts, collaboration and a spirit of mutual cooperation.

4.7 Realism of the current institutional set up in Lupande GMA, perspectives and issues

The current local governance institutional set-up in Lupande is such that ZAWA/SLAMU is by far the most influential institution in the area. There is a unique situation where wildlife generates most income in the district and these funds have gone a long way in enabling ZAWA to consolidate its position and influence on developmental activities in the district. Whereas the MDC is seriously resource constrained and in practice has very little influence and capacity in terms of overseeing and facilitating development activities in Lupande GMA/Mambwe District.

The next sections provide a description of the various local authority institutions, their mandates, role and responsibilities in Lupande area.

4.7.1 MDC and its authority

MDC is the planning authority and should therefore play a key role in the implementation of a land use plan. The District Planning Officer (DPO) attends all LUP strategic planning workshops.

- ❖ MDC has not yet produced a district wide development plan into which the Lupande Land Use Plan would be incorporated when finally completed. The only plan that exists is for townships and it covers a small area of the District. It is therefore important that the MDC produces a district development plan. In this regard, MDC, aware of the need for a district development plan has solicited funding from the Zambia Structural Investment Fund (ZAMSIF).
- ❖ Nevertheless, using its limited resources, the MDC has been able to prepare a poverty assessment report, and a "District Situation Analysis", 2001.
- ❖ It is anticipated that the institutional capacity of MDC will be enhanced with the placement of a MS-Zambia volunteer, for which the MDC will be required to cover 50 per cent of the expenses. This person may be useful in terms of land use planning and GIS development for MDC.

4.7.2 Funding of the MDC

The MDC has very limited resources, financial and others. They have proposed various byelaws to help alleviate the situation. Proposals for instituting an airport levy have been presented to Ministry of Local Government and have been approved but are being contested by the National Airport Authority. The National Airport Authority is arguing that Mfuwe airport is subsidised by other airports and therefore cannot be expected to realistically deliver the K2604 million the MDC is requesting in levy payments.

Furthermore, a safari-hunting levy has been proposed (12 per cent), which has not been approved and has met negative responses among the safari operators who have argued over the level of the levy and pointed out that it constitutes a double taxation. The MDC has conceded to the fact that the level of the proposed levy at 12 per cent was on the high side, and are looking to renegotiate between 3–5 per cent. Similarly the proposed lodge levy of 12 per cent has equally met with disquiet among lodge and tour operators. Clearly, the MDC is looking at opportunities

⁴ 1 USD = 4800 Zambian Kwacha (1st Nov. 2004)

for raising funds for its various operations. However, it is important that issues of levies are agreed to through a process of consultation and consensus rather than arbitrary imposition as this creates unnecessary tensions and conflicts, as is the case currently.

With respect to the LUP Project, the MDC feels it has not been a beneficiary of any funding support nor have MDC personnel received training or capacity building. WWF through the LUP Project may want to seriously reconsider providing some strategic support to MDC in the form of training and limited hardware support to improve operations and indeed relations. This would also go a long way to enhancing the interface between MDC and the WWF LUP Project on land use planning activities.

Furthermore, no effort was made to include the MDC within the SLAMU Phase V. As a planning authority within the district and the fact that CBNRM activities involve issues of devolution of rights and benefits it would have been prudent to seek inclusion of activities that are supportive of decentralisation and devolution within the SLAMU Phase V process such as the land use. In this regard WWF is urged to encourage ZAWA to consider including key aspects of those land use planning intervention elements that may not be implemented within the current timeframe of the LUP5 into the CBNRM component of SLAMU Phase V.

4.7.3 Relationship between the LUP Project and MDC

There has been limited contact and limited sharing of information between the MDC and the LUP Project thus far. At best the relationship has been poor. With a largely new management of the MDC there will be need for an update and increased information sharing. Further, with the new MDC management there seems to be potential for greatly improved working relations.

- ◆ In the past, the previous MDC management had been suspicious of the LUP Project and the relationship would not be described as being mutually beneficial. The previous management had perceived the LUP Project as being a ZAWA project. Notwithstanding this, there had been genuine attempts by the LUP Project to support the MDC. WWF supported a Planning Officer who was seconded to the MDC to collect data on VAGs (starting with 6 months from 1st June 2001, continued for more than 6 months). However, the Planning Officer ended up being located in SLAMU due to logistical challenges when being located at the MDC, and few results were seen at the District Council of this secondment. The MDC did not get very much use out of this secondment partly as a result of disagreements over the MDC's desire to secure control of the LUP financial resources to fund their various council operations. LUP Project officers did not trust the agenda of the MDC and had doubts about the financial management should MDC get control over LUP funds. The ensuing disagreements effectively put paid to any further efforts of engagement between the LUP and MDC.

However, the current MDC management seems to be very open and willing to cooperate with all key stakeholders in the Lupande GMA and this was stressed several times during the stakeholders' workshop as well as at various meetings the Review Team held with the District Commissioner as well as with Council Officials. It is important that the LUP Project makes use of this window of opportunity for promoting a mutually beneficial relationship with MDC.

4.7.4 Mambwe District Development Coordination Committee (MDDCC)

A District Development Coordination Committee (DDCC) is a local governance mechanism that is required under the local decentralisation policy and is supported by enabling legislation in every district. In the case of Mambwe District the MDDCC is institutionalised and well represented. The District Commissioner is the Chair of the DDCC, while the District Council acts as the secretariat. All line ministries are represented as well as several NGOs (e.g. American Peace Corps, Catholic Mission, NGO run Hospital). SLAMU represents the Ministry of Tourism, Environment and Natural Resources in the MDDCC.

⁵ LUP is scheduled to conclude end of 2005

There is a range of sub-committees under the MDDCC, including:

- Environmental Affairs Sub-committee
- Disaster Management Sub-committee
- Planning and Advisory Sub-committee
- Civic Celebrations Sub-committee
- Social Welfare Sub-committee
- District Agriculture Sub-committee

The Sub-committees report to the MDDCC. ZAWA for instance reports to the Environmental Affairs Sub-committee.

The MDDCC meets quarterly. In addition whenever there are urgent issues to be deliberated on, special meetings are constituted to discuss such issues. The MDDCC has been in existence for more than 10 years. Minutes of meetings are produced and filed. A review of minutes highlighted the fact that the MDDCC discussed a wide range of issues, and made recommendations. The MDDCC does not implement activities; its mandate is only to provide recommendations and a platform for coordination of developmental activities within the district.

4.7.5 Representation of WWF / SCF on the MDDCC

WWF/SCF are not represented in the MDDCC. Currently the MDDCC has about 35 representatives. WWF / SCF or the Project should consider requesting to become a member of MDDCC as it would be a very effective mechanism to inform people about the LUP Project and other future planned interventions. This mechanism has not been utilised directly as yet. As a key partner in the LUP Project ZAWA/SLAMU could have been and could be a means of communicating LUP issues through the MDDCC. However, it is noteworthy that there may be two effects, positive and negative from adopting this approach. First, ZAWA would be positively communicating the importance of land use planning and it's own mandate as stipulated through the Wildlife Act. Secondly, there could be the danger of reinforcing an already existing negative perception that the LUP Project is just another SLAMU promoted activity. Therefore, which ever approach is adopted must be presented with sensitivity bearing in mind the prevailing perceptions about the LUP and SLAMU.

4.7.6 Representation and participation of ZAWA/SLAMU in the MDDCC

ZAWA / SLAMU although members do not report very much in the MDDCC about their activities and often do not send their top management even though this is a forum for the head of management of the represented parties. This may also indicate ZAWA's limited interest in the activities of the MDDCC. This should not be the case as both institutions are key players on land use planning matters in the GMA and cannot afford to ignore each other's mandates. It is therefore imperative that ZAWA/SLAMU and MDC are encouraged to begin to actively confer with each other on issues of mutual development interest. In this respect a facilitated exchange visit for selected representatives of the various stakeholders in the LUP area to see and learn from the WCS facilitated community land use process in the Lumimba and Musalunga GMAs would be of considerable benefit. It would avail the LUP stakeholder's insights into how issues of communication, cooperation, collaboration and coordination have been dealt with proactively to produce a positive effect in terms of moving the process of developing community land use plans forward.

4.7.7 Representation of Traditional Authority in the MDDCC

Chiefs are not represented in the Committee. The reason given for this was that the local government guidelines do not state the Chiefs should be involved. There is no provision for Chiefs meeting the District Council on a regular basis. However, there are meetings on a more ad-hoc basis. There are also two Chiefs' representatives among the Councillors. These are members of the Council and also in the two standing committees under the Council: a) Plan and Works Sub-committee, b) Finance and Establishment Sub-committee.

4.7.8 Other local governance structures

Provincial Development Coordination Committee (PDCC)

The Permanent Secretary of the Province chairs the PDCC. Some of the proposals that come from the districts are consolidated and forwarded to the national authorities for inclusion in the national budget. It seems as if this committee is of limited importance for the LUP Project.

Area Development Committees (ADCs)

The ADCs exist under the Wards and are part of the local government structure. Earlier the ADCs were based on chiefdoms and were not democratic structures. There are now guidelines for these from the Ministry of Local Government. The ADCs have now received some training from the MDC through MS-Zambia support.

The ADCs report to the District Council through the District Planning Unit. They were proposed to be included in the MDDCC but this would make it too large a body. The ADCs are currently not part of the MDDCC.

CRBs and VAGs

Community Resource Boards (CRBs) plans, budgets and implements projects. The CRBs also provide funds to the Village Action Groups (VAGs) so the VAGs can do projects. The CRBs monitor progress and performance of the VAGs. The VAGs complain about the CRBs doing little or nothing with the problem animals. The CRBs do not put aside funds for compensation. There are some frustrations due to lack of funds flowing. Last year the CRB put aside 1 million Kwacha for a water project. They do not know how much they will get this year. It is a problem that the CRB cannot make certain decisions because they often do not know how much funds they will receive as their revenue share from ZAWA. Previously the VAGs received funds from the ADC, but now the CRB decide how the funds are to be spent. There is general feeling among the local people that funds should flow directly to the VAG so that the people themselves can decide how best to utilise the funds, as opposed to the CRBs who are viewed as not being sufficiently transparent in how they utilise funds. There is also sentiment that having the VAGs manage the funds will increase transparency. Previously, the ADC took a four per cent administration fee, while the VAGs managed most of the funds. People expressed preference for the previous system.

Nevertheless, there are still questions about the capacity of the VAGs to directly manage project funds, particularly as it relates to financial management. Although most VAG representatives spoke of the VAGs having better capacity than the CRBs to manage as they are already managing projects and funds. However, there is still need for intensive new training and capacity building in areas such as project management and financial management at the sub committee levels within the VAGs as well as CRBs. In fact it has been suggested that CRBs be a subgranting body for and on behalf of the VAGs. Thus the major capacity required for the CRBs would be subgranting management, financial and audit management and compliance monitoring.

4.7.9 Relationship between the main authorities

There is a need to clarify the roles, responsibilities and limitations of the various authorities, in particular ZAWA / SLAMU, MDC and the Traditional Leaders / Chiefs.

While there may be seen to be a conflict between the legislation that provides for ZAWA's planning authority in the Game Management Area (GMA) and the Local Government Act that provides for the MDC to plan for the whole district, it is important to contextualise the functions and responsibilities that the various institutions are mandated with.

In this regard, it is important to note that formally the MDC's authority and responsibility covers the whole district, and this mandate is supported through the Local Government Policy and its supporting act, which are very clear on this matter and in the case of Lupande the MDC is the mandated planning authority for the entire district (which also covers the Lupande GMA). ZAWA's mandate only covers for planning in the GMA and in relation to wildlife resources and even this must still be in consultation with other key stakeholders such as, Environmental Council of Zambia, MDC, and Traditional Leaders etc. While appreciating the separation of roles and responsibilities, Mambwe District finds itself in a very unique situation in that the boundary of the Lupande Game Management Area is somewhat congruent to the boundary of the District Council.

Therefore, the MDC and SLAMU must begin to work together and harmonise their relationship so that it is mutually supportive of the planning efforts that require to be achieved in the district.

There are also sensitive issues between the Chiefs and the MDC that require resolution. However, the opportunity for resolution is there as the Councillors are drawn from all chiefdoms and have been given powers that (in theory) should represent these chiefdoms and their people. Hence resolution of issues between the Chiefs and MDC should, in theory, be much less of a problem.

A critical issue in the power relations obtaining in Lupande is the lack of a neutral facilitator that could assist in resolving some of the conflicts that are forever emerging. Whilst the MDDCC represents an ideal forum for dialogue between the stakeholders there would still be need for facilitation of dialogue and consultations. This is the role that the WWF LUP Project could take on much like the role the WCS has played in facilitating conflict resolution during the formulation of community land use plans in the Lumimba and Musalangu GMAs.

4.8 Growth Node issues

The growth node is a very emotive issue in the Lupande area coupled with the moratorium that was instituted by the MDC and further supported by the Environmental Council of Zambia in an arbitrary manner to restrict further tourism related developments.

From a project stand point of view the LUP Project did not package a suite of community sensitisation and awareness raising activities that would have made buy in to the growth node and moratorium much easier. Rather there has been a lot of controversy over both the growth node and moratorium. In particular there is still a lack of understanding among community members for restricting further developments, as they question in whose interest?

The limited activities that were instituted by the LUP Project to seek external facilitation for the growth node may not have been the best support intervention and it may have been better to invest a lot more on promoting increased dialogue with Chief Mnkhangya and the community. The use of a lawyer in the growth node and land trust development study raised more questions than it resolved issues.

A key lesson for future WWF work must be to always identify through a consultative process with beneficiaries the types of supportive interventions that are suitable and non-threatening. In this case it may not have been prudent to use a lawyer to facilitate the growth node and land trust development process. It just further reinforced community perceptions that the only experts are outsiders who have a tendency of using detailed interpretations that communities may not be familiar with instead of using common sense and negotiation to build trust and reach agreement.

The new proposed growth node in Senior Chief Nsefu's area is yet to be surveyed. It is located between two rivers and is close to the National Park and its suitability will only be determined after a survey has been commissioned and executed. The commissioning of such a study should be considered within the framework of the SLAMU Phase V. Under SLAMU Phase V it has been proposed to construct housing and other infrastructure in the Mnkhangya area. If the site chosen in Mnkhangya is under dispute then SLAMU will be forced to consider an alternative site. However, there is still feeling that the previously identified area in Chief Mnkhangya's area may be

better due to proximity to the airport and existing infrastructure in that site judging from the earlier study. Nevertheless there is now need to ensure that the consultative process is right. There is need to get the local people on board; pay attention to small but important details that matter for the local people and Chiefs. Chief Mnkhanya has expressed renewed commitment to the growth node for reconsideration of its location in the Mnkhanya chiefdom, although it was difficult to ascertain whether the same site would be considered or another site allocated.

In this regard it will be important for the LUP Project to carefully assess the missing steps and also learn from the initial failed efforts. Consideration for the offer from Senior Chief Nsefu should also be assessed and the site being offered surveyed to determine suitability as an alternative site to the already studied site in Chief Mnkhanya's area.

4.9 Comments on elephant management and human wildlife conflict issues

There are concerns by all the stakeholders over issues related to elephant management and conservation generally and more specifically in SLNP as regards illegal offtake. Some of these concerns are amplified and reinforced in the constant differences and inconsistencies in terms of what is reported regarding poaching levels by ZAWA and observations from tour and safari operators during the course of their operations⁶.

ZAWA / SLAMU needs to begin to work with tour and safari operators in a transparent manner if contentious issues of elephant conservation and management are to be effectively addressed. The opportunities for collaboration and cooperation on a number of fronts pertaining to elephant conservation and management in South Luangwa between ZAWA and key stakeholders such as the tour and safari operators, South Luangwa Conservation Society, WWF and Wildlife Conservation Society are there.

With regards to human-wildlife conflicts (HWC), it was apparent that different communities have different perceptions about HWC. A general concern echoed by many of the people interviewed was the lack of ZAWA response when HWC issues are reported. Community representatives expressed frustration in the delays by ZAWA to respond once wildlife damage has been reported. Local people report to CRB representatives, the CRB then reports to ZAWA. This procedure alone takes time and further to obtain permission to kill an elephant takes a long time due to bureaucracy and the central level of ZAWA that has to be involved.

4.9.1 The LUP and human-wildlife-conflict intervention

The HWC was not incorporated into the initial design of the land use plan initiative. Rather it was a response to a human/wildlife conflict problem that became manifest as a major land use issue to which the LUP proactively designed a mitigation response. To this end the LUP project has endeavoured to package a suite of mitigation measures to support communities deal with wildlife predation on their agricultural fields. These efforts have been complementary in support of ZAWA's overall institutional mandate to deal with human/wildlife conflicts.

Nonetheless, local communities complain a lot about human-wildlife conflicts. In some areas the extent of the HWC is increasing. Most of the HWC problems are being reported in Kakumbi, Malama, Msoro and Nsefu areas, although not so many incidences in Mnkhanya and Jumbe. Before 2003 the main mitigation measure was ZAWA shooting up in the air, in addition to whatever people were doing to scare animals away.

In 2003 the LUP Project started working specifically with HWC. In 2003 LUP contacted Elephant Pepper Development Trust (EPDT) in Harare (www.elephantpepper.org). EPDT provided training

⁶ For a fuller account see *Appraisal of Project Document for Continuing Norwegian Support to South Luangwa Area Management Unit (SLAMU) Phase V, June, 2004*. Within this report there is a whole section that reviews the effectiveness of resource protection and monitoring by ZAWA as well as the views of various stakeholders in SLAMU about the performance of the efforts

and equipment. This involved both passive and active methods of mitigation (e.g. chilli fences, drums, watch towers, "chilli bombs") as well as monitoring.

Six demonstration plots were put up in Lupande GMA during the 2003-farming season (November 2002 – April/May 2003). The rest of the year cultivation is only vegetables. WWF supported these demonstration sites (2 in Nsefu Chiefdom, 2 in Kakumbi Chiefdom and 2 in Malama Chiefdom). Only 4 sites worked well, the 2 others did not work well. Failure was caused by a farmer that became sick and that the methods were not used correctly.

In the 2003/2004 farming season 12 demonstration plots were put up (3 in Nsefu, 3 in Kakumbi, 3 in Malama, 3 in Msoro). Training on community based problem animal control was conducted. Training of village scouts on crop damage assessment was done under the auspices of the LUP. In Kakumbi 2 demonstration plots worked very well, no damage was recorded. In Malama only 1 site worked well as people applied the methods correctly, the two other sites experienced problems. In Nsefu 2 sites worked well, while in the last the farmer fell sick and left the area. In Msoro Chiefdom no follow up has yet been made to assess failure or success. It is advised that follow up be done in 2005. The LUP Project has designed monitoring sheets for chilli fences.

A major constraint is the non-availability of chilli. Initially chilli was brought in from Harare (Elephant Pepper). Now they have engaged ten farmers to produce chilli locally. They are also waiting for 100 kg of chilli from Livingstone (branch of Elephant Pepper). EPDT has provided agricultural expertise to assess soils in the area and found them to be suitable for growing chilli. People are likely to buy chilli when sensitised properly.

Another important issue is the need to train village scouts as they at times fill in the forms wrongly as they have not received enough training from the LUP Project. Farmers need to be trained in filling out forms. They have just been given the forms without proper training.

It is a challenge to have local communities adjust their expectations to the mitigation methods. Some people expect the chilli fences on their own to solve the problem, however, this is not realistic. The mitigation will reduce (not eliminate) the problems and the mitigation measures need consistent follow up and adjustment.

People need to be sensitised on the need to take more responsibility for the management of mitigation measures and not always rely on the LUP Project to supply everything needed and possibly also wanting to be paid for their efforts in this respect. They need to understand it is their mitigation, not the project's, herein lies the project's efforts towards raising community awareness.

Furthermore, the people should also be made more aware of the problems they contribute to themselves by having agricultural plots in corridors for wildlife movement and grazing areas as well as in areas close to the National Park where wildlife densities are higher.

There is a need to put more chilli fences, in particular in entry areas for elephants (border bush – fields). The key is to improve and spread the methods. It is very difficult to move some of the vulnerable agricultural plots unless the growth node issue is solved.

Village scouts do monitoring of HWC with very little being done by the affected farmers. The monitoring data is useful for the CRBs in their discussions with ZAWA / SLAMU, it provides the CRBs with arguments and documentation that SLAMU will have to respond to HWC issues or at least have a position on how to deal with this. At times ZAWA goes out and kills (assumed) problem animals.

Hippos and crocodiles cause other HWC problems although by far the most destruction is through elephant damage. Mitigation efforts have therefore tended to be concentrated on elephants, and very little in the way of mitigation from hippo and crocodile damage. The LUP Project has been working with a local drama group to promote and sensitise communities on HWC issues. The drama intervention has been reported to have some positive effect especially

in highlighting the importance of communities not locating their fields in animal migratory corridors.

4.9.2 HWC and compensation issues

The issue of compensating people from HWC is very emotive and a project such as the land use-planning project does not have the right mechanism, mandate or financial resources for resolving what is often a very protracted and emotive issue. People want compensation for loss of human life and crop damage, in particular that done by elephants. In this regard it is noteworthy that the design of the LUP was neither to extend nor to offer any form of compensation for HWC. Therefore mitigation measures that have been subsequently designed have been to complement the land use planning process and also demonstrate to stakeholders the importance of land use and zoning.

It has been proposed that the CRBs pay compensation but they explain that they do not have sufficient funds to include this element. However, there are instances, when there has been loss of human life when ZAWA provides support to cover expenses for a funeral. This is one form of ZAWA facilitating compensation in certain instances. ZAWA is very reluctant to enter into discussions on paying compensation and does not seem to have any intention of designing compensation schemes.

Local people should run any compensation scheme that is to be put in place. This could, for instance, be done if local communities are delegated the management of the wildlife resources and receive the income from wildlife exploitation from the GMA. If the local communities decide they want to spend some of the funds on compensation that is their decision. They will then have to decide on a monitoring and assessment system and how it will be implemented.

4.10 Comments on revenue distribution

The issues of revenue sharing and distribution among key stakeholders in the Lupande GMA are very contentious. All the Chiefs and CRB representatives are of the view that the system should revert to what it used to be under the later years of the Luangwa Integrated Resource Development Project (1996-2000) when revenues generated were all given back to the Traditional Leaders and communities.

The MDC has recently been trying to institute by-laws so that it too can benefit from revenues being generated from tourism related developments in the Lupande area.

The LUP process needs to take into consideration all the issues related to revenue generation, as they will have a bearing on revenue sharing. The LUP Project should be seen as a process that will inform stakeholders as to which areas can be zoned as producer areas.

4.11 Boundary issues

Boundary issues are yet another very sensitive matter in the Lupande GMA. There are also indications that the boundaries of the Lupande GMA and the MDC are congruent to each other.

A useful approach in initiating discussions would be to develop a map with physical features (not with Chiefs' boundaries on) and use that as a basis for describing the boundary features and hopefully achieve consensus on boundary matters. It may be necessary to go in the field to discuss as well as identify and beacon off sensitive areas. At all cost the LUP Project should avoid commencing with a GPS approach without involving local people and leaders as this may raise a lot of conflicting concerns particularly among the Chiefs. An alternative to the GPS method would be to obtain a gazetted description of the District as well as the GMA and it may be advisable to involve the Council, although this would be dependent on the status of the relationship between the Council and the Chiefs.

The LUP Project should not be seen to be the prime mover on boundary issues but rather should as much as possible provide a platform for neutral facilitation between the MDC and Chiefs.

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Issues of sustainability, replicability of project/programme impacts and lessons learned

It is noteworthy that there is currently no land use plan that has been approved for any GMA in Zambia even though the Wildlife Act stipulates that there should be land use plans that form the basis of utilization and development for all GMAs. However, draft community land use plans⁷ have been developed for Chikwa, Chifunda, Mwanya, Kazembe and Chitungulu areas located in the Lumimba and Musalangu Game Management Areas, situated on the east bank of Luangwa River, opposite of South Luangwa National Park and adjacent to Luambe, Nsefu and Lukusuzi National Parks. The community draft plans have been submitted to the District Council for deliberation and approval. The Wildlife Conservation Society has facilitated this community natural resource use planning process. Both experiences require that the lessons from the Lupande GMA land use planning project as well as the WCS supported initiative be documented and made available for similar efforts that may be initiated in other GMAs in Zambia.

The following sections assess the extent to which elements of the LUP Project are sustainable, and also endeavour to determine whether the LUP Project is replicable to other areas.

5.1.1 *Comment on sustainability of current project design*

The current LUP design is not considered to be sustainable over the long term. WWF should consider redesigning the LUP Project as part of a larger initiative; in this case urgent consideration should be given to proactively negotiating with ZAWA to incorporate land use planning activities under the umbrella of the SLAMU Phase V CBNRM Component. This would ensure that land use planning activities are well anchored within ZAWA and any future WWF support is provided within an existing institutional framework and mandate.

WWF should consider realigning and packaging its future support intervention to that of a facilitator as opposed to project executant especially in view of budgetary limitations to support such a complex and process oriented intervention as the LUP project.

In this respect, WWF must assess its key strength as a neutral facilitator. WWF has built up a capacity and reputation within southern Africa recognising its role as neutral facilitator in conservation and natural resources management. The Lupande Game Management Area is in serious need of neutral facilitator; a facilitator that all the stakeholders identify with and is able to promote participatory consultations among all the key players on various contentious land use planning issues.

Furthermore, as a neutral facilitator WWF would be in a strategic position to lobby for and ensure that allocation of financial resources from cooperating partners and the private sector, are allocated equitably among various stakeholders in this case the MDC. MDC is a resources constrained institution and being able to secure some resources for its operations would go a long way in enabling MDC to play a meaningful role in land use planning activities in Lupande as opposed to being a marginal bystander. Sustainability of land use planning activities is likely to be dependent on a more resourceful MDC.

5.1.2 *Comment on sustainability of over reliance on external TA execution*

A critical observation of the LUP Project is that very little technical capacity has been built up in the current project field team that is executing land use planning activities. There has been over

⁷ These community plans do not constitute land use plans; they represent natural resources management descriptions of the various areas. No attempt at zoning for specific use has been neither described nor identified through land use maps. Nonetheless, they are the basis on which land use maps and zonation can now occur.

reliance on technical advisory inputs from the TA when executing LUP activities. The TA inputs should have been focused on providing advice, promoting and complementing local staff capacities for project execution, similar to the efforts that have been facilitated by WCS in its efforts in the Lumimba and Musalangu GMAs. Effort should have also been expended in building up the team capacity through facilitation of training in land use planning, identifying and facilitating linkages to partner organisations in Zambia working on land use issues thereby promoting synergies for collaboration and cooperation such as the WCS led initiative in the Lumimba and Musalangu GMAs. This approach would have ensured that local staff capacities were built up and sustainability of activities assured.

Replication

In terms of replication, it is our view that it would not be possible to replicate elements of the LUP Project as they relate to TA inputs. Within the LUP Project there has been over reliance on TA inputs both at the advisory and implementation levels.

Key lesson

A key lesson for sustainability here is that, TA support to the LUP Project should have been designed from the outset to provide complementary technical and advisory support to the project team in Lupande. The TA should have been monitoring and mentoring the project team thereby building up a suite of skills in the team to directly execute activities without too much oversight from external TA support. Such capacity building efforts would have effectively mitigated any negative effects of the absence of the TA in this case due to ill health.

5.1.3 Limited documentation of experiences and lessons learnt

Whilst there are a number of project documents available, there was no documentation that neither articulated experiences being generated from the LUP Project nor on the lessons learned thus far. Given that project activities have been implemented over a four-year period, more effort should have been made to collate and document project experiences that would enable replication of the LUP Project as a model to other GMAs. This weakness is a manifestation of the lack of a coherent project design and plan. Nevertheless, the current participatory project progress review of the LUP will constitute a basis on which WWF can commence to more fully document experiences and lessons learnt in land use planning.

Key lesson

A key lesson is that project design and planning must comprehensively include elements that allow for documentation of project experiences, allows for the capture of lessons and documents essential elements of project implementation that can be scaled up and replicated elsewhere.

5.2 Concluding remarks

By the end of the progress review the following were the overall conclusions:

It was ascertained that the LUP Project is relevant and is generally supportive of the efforts of all the various stakeholders involved in wildlife conservation and management in the Lupande GMA.

Data collection originally started in 2001 as an activity under the Support to CAMPFIRE Project and was continued from 2003 when LUP became a project on its own. It was meant to help in planning. Focus was on livelihood problems, land, tourism, wildlife management and infrastructure. Problems that were identified were turned into actions that could be taken to reduce or avoid these problems. Action Plans were produced. The VAG Action Plans focus on issues that the local communities can address themselves. The CRB Strategic Plans focus on issues the local communities cannot solve themselves. The Strategic Plans summarise the issues in the Action Plans and identify strategies to handle these problems. The intention was also that these plans could be used as basis for securing development funding.

A positive outcome of the LUP Project has been the fact that project staff has observed that some local communities have started to act differently compared to before. They have noted that communities have adopted a more conscious attitude towards planning and actually plan and modify thoughts on future or new infrastructure. This is partly a result of VAG action plans. The project people in the field do not see this easily and have to a small or no extent reported this. This means that the project contributes to results that are not easy to see and are not reported.

Perhaps a reason why the LUP Project has been unable to produce the land use plans and map within a reasonable timeframe has been the external demands to shift some of its focus to incorporate more pressing rural development demands and activities emanating from community stakeholders. In addition, data collection has taken a lot of time and other resources and delayed the production of draft land use plans and maps.

However, the LUP is now poised to commence production of the land use plan and map. GPS points for all 45 VAGs have been collected, some few still needs to be verified. There has been a delay in producing the land use plan and map due to ill health of the TA including a stolen PC containing vital project information. Progress was previously slow due to limited GPS equipment; the LUP Project now has three GPSs. The TA facilitated some training in GIS but this was insufficient, more training needs to been done. The TA should also have spent more time with the project team during data collection to institute corrective measures immediately as they became evident, for instance every month instead of every three months. Communication has proved to be challenging, e-mail connectivity is a major problem, and communication is not as reliable as it could be with the project team dependent on the satellite communications of the tour operators.

It is notable that the LUP Project was received with mixed feelings among the communities in the Lupande area. Clearly not enough investment was made in awareness and sensitisation of the community prior to the project being commissioned. There was and still is confusion expressed over the intentions of the project. In this respect, the LUP has not been able to utilize opportunities for brokering conflicting power relations among the key stakeholders in Lupande. Issues of project identification have also limited the LUP's ability to play the role of neutral facilitator due to the label of being associated as a project activity of ZAWA/SLAMU. Such a role would have enabled the WWF LUP Project to facilitate broad based consultations and consensus building on the sensitive land use issues among key stakeholders in the Lupande area.

Although there is generally a feeling of goodwill to the LUP Project a few comments were made for the LUP Project to produce a draft land use plan and map in the shortest possible time for circulation and discussions. It will be important in 2005 to be proactive and show people some specific benefit from this process such as a land use plan and map.

Issues of internal project management within WWF SARPO and ZCO have also impacted on the performance of the project. Field staff would have benefited from more support from the WWF offices in Harare and Lusaka. Further, TA location in Harare has slowed project execution as technical and advisory inputs have often been delivered from a distance.

With respect to human wildlife issues, the LUP Project has endeavoured to deal with HWC issues as a pressing problem in the Lupande area. The intervention that was designed should have been located directly within the auspices of ZAWA and not as a discreet project activity. ZAWA has a mandate to deal with such issues and the LUP Project should have been the vehicle to support ZAWA's efforts. As an external activity it has clearly raised expectations of WWF to continue providing support, which may not be feasible over the long term especially as issues of compensation take centre stage.

Training and capacity building efforts have been minimal for project staff. Project staff have not benefited sufficiently in terms of additional skills through day-to-day hands on training through the TA as his location was not onsite or in country.

5.3 Recommendations

For a future LUP Project MDC should be more involved, possibly through signing for the use of funds even if this may delay the process a bit.

Focus project activities in 2005: WWF is advised to focus on key LUP activities in the remaining year. Currently the LUP has taken on dimensions of a rural development project as a result of its focus on collecting information and preparing the ground for land use planning. It is imperative that during the remaining year project efforts are focused on a select set of activities as recommended below.

Draft land use plan prepared: WWF needs to accord high priority to the preparation of a draft land use plan during the first quarter of 2005. The draft land use plan must be based on the information collected and stakeholder discussions over the last few years and thereafter be circulated for further inputs and comments from all the stakeholders. WWF should also facilitate a workshop during which time the views of all stakeholders on the draft land use plan will be discussed and incorporated and this process should be seen as part of a consensus building process on future land use planning efforts in the Lupande area.

TA to train SLAMU staff in database management, GIS and map production: because no hands on training has been extended to the LUP team (verify/check with Mike J. and George M.) and in view of limited time remaining for the project, it is recommended that the TA should work with the SLAMU Data Officer and build up the capacity to handle data and develop maps. Even though there are risks that other stakeholders will view this with suspicions and may not trust the integrity of the data if only SLAMU is responsible for its handling, unless of course SLAMU is encouraged to actively share the information and involve others. In this case an opportunity may be presented for SLAMU and MDC to work closely in terms of GIS and maps. It recommended that the MDC planning staff be more involved despite their extremely limited resources at present.

Recruit and locate a land use specialist at the field level: as a matter of priority WWF should proceed to recruit a qualified individual with good interpersonal communication and facilitation skills, and land use technical competencies to be located at the field level on a more or less permanent basis. Priority responsibilities would be to ensure that a draft land use plan is developed within the first quarter of 2005. Other priorities would include: coordination of a series of roundtable discussions with the Chiefs, MDC and ZAWA/SLAMU on land use matters generally and more specifically on the growth node; engage in one-on-one dialogue with individual Chiefs in the Lupande GMA to ascertain their concerns over land use issues and proactively facilitate conflict resolution.

Negotiate with ZAWA to incorporate LUP activities into CBNRM Component of SLAMU Phase V: Furthermore, it will be important for WWF to proactively consider negotiating with ZAWA to incorporate specific activities or their continuation of the LUP Project into the CBNRM component of SLAMU Phase V. (see comments above, is a fully ZAWA run SLAMU V the right place for sensitive land use planning activities? If we are to recommend such inclusion I feel we need to add recommendations that decrease the chances of this being perceived a purely ZAWA/SLAMU show)

WWF should identify discreet resources to support the improvement of the technical capacity of the MDC: a strong and well-capacitated MDC would secure an improved role for the District Planning Officer (DPO) in land use planning in the Lupande GMA. Support in terms of training in land use and computer equipment would be a starting point. Currently, the role of the DPO in land use planning is limited due to resource constraints at the Council level. Supporting the Council to become a strong partner would mitigate the ever increasing dominance of ZAWA/SLAMU which if not checked would create an atmosphere of hostility and antagonism towards SLNP from surrounding communities and local leaders.

Facilitate dialogue on the proposed growth node: WWF through the LUP Project needs to reopen dialogue with Chief Mnhkanya on the growth node issue. There will be need to identify

one or more individual(s) who is(are) respected among the Chiefs and who has a lot of community related experience who could be a useful ally in convincing the Chief. Such a person could be a retired PS or civil servant with a lot of wisdom and experience from the Province. Other people with experience from the area and the issues at hand should also be considered for this challenging but critically important task. Now that the MDC and Chief Mnkhanya have expressed willingness to reopen discussions on this issue and have given their commitment at the recent stakeholders' workshop to work together this issues is of great importance for the future land use planning activities in Lupande GMA.

WWF LUP should consider establishing links with other conservation organisations working on land use planning issues: The WWF LUP Project may want to consider linking with the Wildlife Conservation Society (WCS) and share experiences in terms of land use planning issues. The WCS has facilitated the development of community (natural) resources land use plans for Chikwa, Chifunda, Mwanya, Kazembe and Chitungulu areas, which form part of the Lumimba and Musalangu GMAs just north of Lupande GMA (scale 1: 300,000).

- ❖ Document experiences of the land use planning process: As part of WWF's own internal learning process, it is important that the experiences from the LUP Project are documented. The LUP Project should procure a digital camera to visually capture some of the project activities as part of its documentation and communication process.

Disseminate experiences and lessons: WWF and ZAWA are encouraged to disseminate through various media (Natural Resources Consultative Forum, workshops, print and voice media) the experiences and lessons learnt from the LUP Project. This is important because the LUP Project has been a leading land use planning initiative in a GMA to date. As two of Zambia's cooperating partners the Governments of Denmark and Norway provide support to the natural resources sector and wildlife respectively, documented experiences and lessons from WWF's LUP Project will be very useful with regard to replication and scaling up.

Facilitate continued dialogue with the Traditional Leaders/Chiefs: Chiefs have significant powers through traditions even though the formal powers today have been reduced. In practice the Chiefs have an influential role in land issues. As patrons for the CRBs they wield significant authority. ZAWA / SLAMU, the MDC, the LUP Project and other stakeholders have to work with the Chiefs on certain issues. Lack of the Chiefs' trust in the real agenda of the LUP Project, various misunderstandings and the presence of overlapping responsibilities and several highly sensitive issues have made LUP Project implementation a major challenge. Meaningful dialogue with the Chiefs is a prerequisite for successful implementation of the LUP Project and continuation of land use planning activities in the upcoming SLAMU phase V project. Both the LUP Project, ZAWA/SLAMU and MDC need to approach and engage with the Chiefs more strategically.

Ensure that a project monitoring system is in place: it is recommended that with the revisions that the LUP project has instituted in the annual plan of 2003 by incorporating monitoring indicators that a systematic effort is made to ensure that project monitoring is implemented, through the additional development of a project monitoring plan that would effectively document and evaluate project effects, impacts, and important assumptions.

ANNEX 1: TERMS OF REFERENCE FOR THE REVIEW

**WWF Norway, WWF SARPO
&
Sand County Foundation**

Land Use Planning Project 2001 – 2005

MID-TERM INTERNAL PROGRESS REVIEW

Terms of Reference

Background

Land use planning in Lupande Game Management Area is the responsibility of the Land Use Planning Technical Sub-Committee of the Mambwe District Development Coordination Committee (MDDCC). The development coordination committee comprises three land authorities, namely Zambia Wildlife Authority (ZAWA), Mambwe District Council (MDC) and Chiefs, as well as representatives of other stakeholders, namely tour operators, businessmen and local communities. The Environmental Council of Zambia has placed a moratorium on further development in Mambwe District until a formal land use plan is in place. MDC's access to World Bank funds under the Zambia Structural Investment Fund (ZAMSIF) is dependent on the approval of such a plan. This is equally important to the other major stakeholders, namely the Traditional Authorities (Chiefs) and the Zambia Wildlife Authority (ZAWA) if long term development progress is to be made.

In order to further the planning process the MDDCC requires assistance to:

- 1) consolidate information about the district in the form of readily accessible maps and spreadsheets;
- 2) facilitate workshops to present this information and make decisions about land use options;
- 3) record the information in the form of district/ GMA land use and development plans; and
- 4) set in place a system of controls to monitor and regulate the ongoing development, and the ways and means of enforcing the land use plan.

Zambia's policy for rural development under the Public Sector Reform Programme requires a community-focused participatory approach to land use planning. To this end the land use planning committee wants to develop a participatory process that includes Village Action Groups (VAGs), Community Resource Boards (CRBs) and other key stakeholders (safari operators and businessmen) in the preparation of plans and a system or mechanism for regulating development.

WWF-SARPO and the Sand County Foundation (SCF) were invited by the Zambian Wildlife Authority and the Mambwe District Council to assist with land use planning in the Lupande GMA. This is being facilitated in partnership with the South Luangwa Area Management Unit (SLAMU) of the Zambian Wildlife Authority and Mambwe District Council. Towards the close of 2003 the project was handed over to the WWF Zambia Coordination Office for implementation for the remainder of the project period 2004 to 2005, with technical and administrative oversight from WWF SARPO and SCF. WWF Norway provides additional administrative, policy, information and technical inputs as well as undertaking regular backstopping visits to the Project site.

Project goal: Land and natural resources in Lupande Game Management Area effectively managed for sustainable economic development

Project purpose: In all six Chieftainships/Community Resource Boards (CRBs) in Lupande GMA and under Mambwe District Council, wildlife based land use plans developed, agreed upon and being implemented by 2005

Output 1: Strategic land use plans integrating development and natural resource management objectives produced by each Chief/ Community Resource Board for Mambwe District Council.

Output 2: The capacity of South Luangwa Area Management Unit, Mambwe District Council, and Community Resource Boards to plan, implement and monitor (i.e. adaptively manage) land and natural resources achieved.

Output 3: Conflict between residents and wildlife reduced.

Current major activities include:

Activity 1: Land use planning
Compilation of VAG Profiles and Action Plans
Compilation of Strategic Plans for each CRB/ Chiefdom
Developing a GIS data base

Activity 2: Training and capacity building
Provide training to CRBs for organisational development

Activity 3: Human-Wildlife Conflict
Establishing a farmer based Human-Wildlife Conflict (HWC) mitigation method
Establishing a HWC monitoring system
Using theatre for visualisation of approaches to HWC resolution

The project was designed to run for 5 years, 2001 to 2005 and commenced with a stakeholder's workshop in May 2001. The primary purpose of this mid-term evaluation is an assessment of progress towards project goals and an examination of constraints.

Objectives of the Evaluation

The evaluation will assess the impact and relevance of the project to date in relation to objectives, target groups, partners and other affected parties.

The evaluation will be carried out to determine whether the project is on track, and to review and improve its implementation strategy.

Scope

The evaluation will focus on the following aspects of the project:

- Measure the performance of the project to date with respect to stated goals and objectives by identifying specific accomplishments and/ or failures attributable to the project.
- Review the activities that have taken place and the resulting outputs to date, and determine the quality and impact of these.
- Review the project implementation strategy with reference to:
 - The relationships between ZAWA, SLAMU, Mambwe District Council, Chiefs, other stakeholder groups and the WWF project team. Attention should be paid to lateral and vertical communication, and collaboration between SLAMU's CBNRM section, the District Planning Officer and WWF.
 - The conflicting requirements of plans to deal with urgent problems such as the development of a growth node, identification of development sites for SLAMU Phase V; and a participatory approach that generates plans and strategies for VAGs and CRBs.

- In order to place the evaluation in perspective, the evaluators will identify other factors in the project environment that affect the management of land and natural resources in Lupande GMA. These include but are not limited to:
 - continuous development of tourism and business infrastructure, despite the moratorium;
 - effectiveness of MDDCC as the planning and development coordinating authority;
 - policies for disbursement of wildlife revenues to communities; and
 - international pressure for improved elephant management;
- Clearly define the lessons gained from experience to date and provide recommendations that can be used to re-orient the project and establish continuity between actual planning and other aspects of environmental management.

Implementation

The evaluation will be carried out by a small team consisting of one independent consultant assisted by members of WWF, including one person from WWF Zambia and WWF Norway. In this way WWF will be contributing to its own internal review and M&E process as well as building hand-on skills in project evaluation. The planned date for the review is 1-12 November 2004 with consultations in Lusaka and a field visit to Lupande GMA, operating from Mfuwe.

Workshop

In addition to consultations and field site visits, the review team will also attend and participate as appropriate, in the stakeholder workshop planned for 3-5 November 2004 at Mfuwe. The purpose of attending this workshop is to provide the review team with exposure to the key stakeholders in the land use planning process and the opportunity to consult with these stakeholders on the process. This will provide guidance also to a revised implementation strategy and accompanying set of actions should these be needed.

Deliverables and Reporting Requirements

The independent consultant will be responsible for undertaking separate consultations as appropriate and for producing the evaluation report, which will include inputs from the review team as a whole, commentary on the stakeholder workshop and a set of recommendations. These will reflect both the on-site findings and those arising from the workshop.

ANNEX 2: LUPANDE CBNRM LAND USE PLANNING PROJECT MATRIX

Project Planning Matrix (PPM): <i>A strategy for CBNRM land use planning in the Lupande Game Management Area</i>		Planning Period: 2003 – 2005	WWF LUP <i>Lupande GMA</i>
Summary of Objectives and Results		Objectively Verifiable Indicators	Assumptions
Project Goal	Land and natural resources in Lupande Game Management Area effectively managed for sustainable economic development	<ul style="list-style-type: none"> Land and resources collaboratively managed by local authorities and communities through their associated institutions according to an agreed master plan for sustainable economic development 	<ul style="list-style-type: none"> Political and social change (local & regional) has minimal effect on wildlife based tourism in South Luangwa Public and private investment in wildlife infrastructure is maintained Public sector investment in service infrastructure (roads, electricity, healthcare) is maintained Human population growth, including in-migration, in South Luangwa is regulated &/or controlled Government support for CBNRM continues
Project Purpose	In all six Chieftainships/Community Resource Boards (CRBs) in Lupande GMA and under Mambwe District Council, wildlife based land use plans have been developed, agreed upon and implemented by 2005	<ul style="list-style-type: none"> By 2005, wildlife based land use plans developed and adopted by six Chieftainships &/or Community Resource Boards in Lupande GMA/Mambwe District Council jurisdiction 	<ul style="list-style-type: none"> Regular allocation &/or rollover of hunting concessions not disrupted Timely and transparent return of revenues to communities Policy allows VAGs to retain major portion of revenue Communities accept to execute custodianship of wildlife, including HWC mitigation Communities accept and implement landuse plans VAGs are empowered as key level action and implementation entities
Results/ Outputs	<ol style="list-style-type: none"> Strategic landuse plans integrating development and natural resource management objectives produced by each Chief/Community Resource Board for Mambwe District Council The capacity of SLAMU, MDC and CRBs to plan, implement and monitor (i.e. adaptively manage) land and natural resources developed Conflict between residents and wildlife reduced 	<ul style="list-style-type: none"> By 2005, SLAMU, Mambwe District Council, at least 3 Community Resource Boards in Lupande GMA able to update, implement and evaluate (including adaptively manage) adopted land use plans By 2005, farmer-based means and methods for successfully mitigating HWC in place in 50% of villages in the six Chieftainships in Lupande GMA and being monitored and evaluated on a regular (annual) basis 	<ul style="list-style-type: none"> ZAWA aggress to return revenues Local leaders (Council, traditional leaders) support VAG institutions Communities willing to participate in management of institutions, wildlife and finances Skilled NRM mangers, technical advisors and trainers willing and able to work in South Luangwa Annual rainfall is sufficient for natural production cycles

ANNEX 3: LIST OF PEOPLE INTERVIEWED**Lusaka**

Name	Position / Institution	Contact details
Mr. George Muwowo	Project Executant, Lupande Land Use Planning Project, WWF ZCO	George.muwowo@wwfzam.org.zm
Mr. Gershom K. Chilukusha	Director Game Management Areas, ZAWA	Tel/Fax: 260 1 278244 Cell: 260 96 433665 gchilukusha@hotmail.com zawaorg@zamnet.zm
Mr. Flavian Mupemo	Manager Extension Services, ZAWA	
Mr. Rénatus Mushingé	Managing Partner, Bicon Zambia Limited	bicon@zamnet.zm

Mfuwe / Lupande Game Management Area

Name	Position / Institution	Contact details
Mr. Malama Njovu	Senior Field Officer, Lupande Land Use Planning Project, WWF ZCO	landuse@zamtel.zm WWF ZCO Lusaka Office
Mr. James Mwanza	Human-Wildlife-Conflict Field Officer, Lupande Land Use Planning Project, WWF ZCO	landuse@zamtel.zm WWF ZCO Lusaka Office
Mr. Mathew Mushimbalume	Area Manager	SLAMU, Mfuwe
Mr. Moses Mukumbi	Tourism Ranger	SLAMU, Mfuwe
Mr. Zerks Mwale	Community Liaison Assistant	SLAMU, Mfuwe
Mr. Misheck Zulu	Community Liaison Assistant	SLAMU, Mfuwe
Mr. Mike Sakara	Driver, SLAMU (working for WWF)	SLAMU, Mfuwe
Mr. Maxwell Mwale	District Commissioner (DC), MDA	Civic Centre, Jumbe
Mr. Willy Phiri	Acting Council Secretary, MDC	Civic Centre, Jumbe
Mr. John W. Zulu	Acting District Planning Officer, MDC	Civic Centre, Jumbe
Mr. S. Sonkhani	Hon. Senior Chief Nsefu	
Mr. J. Kunda	Hon. Chief Kakumbi	
Mr. A.G. Banda	Hon. Chief Msoro	
Mr. Emmanuel Jackson Nkhoma	Representative for Hon. Chief Mnkhanya (Palace Secretary)	
Mr. Moses Adamson Mwale	Chairman, Jumbe, CRB	
Mr. William B. Kakumbi	Chairman, Kakumbi CRB	
Mr. Chulu Abitoni	Chairman, Malama, CRB	
Mr. Michael M. Chulu	Chairman, Mnkhanya, CRB	
Mr. Edward K. Phiri	Chairman, Msoro, CRB	
Mr. Festus Mwanza	Chairman, Nsefu, CRB	
Mr. Adrian Coley	Chairman, Luangwa Safari Association (LSA)	Flatdogs Lodge +260 6 246038, e-mail: flatdogs@campafrika.com ,
Mr. Mike Zulu	Chairman, Kakumbi Business Association	Mfuwe
Mr. Mwiinga Douglas	Block Supervisor, Masumba Research Station, Min. of Agriculture and Cooperatives	Tel.: 245170 (home), Mfuwe
Mr. Anderson N. Phiri	Chairman, Yosefe VAG	Mfuwe
Mr. Peter Chuwly	ADAPT	
Mr. Giedon Sakala	ADAPT	
Mr. Chingondo Rueben	ADAPT	
Mr. Gift Sakala	ADAPT	

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