

REPORT OF THE POST WSSD THINK TANK REFLECTION

Held at Wild Geese Lodge Harare 5th December, 2002



Facilitator: Roger Mpande

**Rapporteurs: Zorodzai Machekanyanga
Gertrude Masimba**

EXECUTIVE SUMMARY

Introduction and Objectives

- To identify the opportunities and establish the risks that the Johannesburg Plan of Implementation for Agenda 21 and Millennium Development Goals present for Zimbabwe;
- To unravel and understand key priority issues affecting various sectors and major groups in Zimbabwe with respect to the plan;
- To ascertain the format in which these opportunities should be taken;
- To build strategic alliances among key stakeholders and encourage broader information sharing;
- To define a framework for a plan of action for Zimbabwe.

Key Presentations

- Wealth creation, gender integration and empowerment
- Protecting and managing the natural resource base for economic and social development
- Sustainable development in a globalising world
- Regional integration and institutional reforms
- Key Challenges on the institutional framework in addressing the post summit agenda

Overview of main outputs of WSSD

The Summit had *two major outcomes*:

- Johannesburg Plan of Implementation and
- The Political Declaration on Sustainable Development

Main Elements of Johannesburg Plan of Action

- Poverty eradication
- Changing unsustainable patterns of consumption and production
- Protecting and managing natural resource base of economic and social development
- Sustainable Development in a Globalising world
- Health and Sustainable Development
- Sustainable Development for Africa (NEPAD)
- Means of Implementation

Wealth Creation, gender integration and empowerment
Government Thinking Post Summit

- Multi stakeholder Consultation
- National consensus, streamlining activities
- Established multi stakeholder Committee (govt. private sector, civil society). Convert national coordinating committee into fully fledged National Committee on SD (clear roles and responsibilities).
- Cabinet Social Action Committee in Development (MDGs)
- Retreats for specified grouping to the purpose of developing a national plan

Critique on National Committee on SD

- Polarisation, dominated by environmentalist
- A Ministry has to chair
- Responsibility of committee to make other sectors to be involved, not about location, buy in major
- MDGs unbundled into sector thematic groups who have knowledge, insights, overall coordination to which the thematic groups report are accountable to
- Relate MDG institutional framework to WSSD
- Need to find ways of integrating MDGs and SD –MDG is monitoring, SD process will be more implementing
- How can there not be a more broad based mechanism to drive/coordinate this process an Institutional framework outside govt.– who is accountable? This is govt.
- How do we get away from SD being centered around environment- integrate other sectors
- What is this committee meant to do? – Draft TORs distribute to TK to comment and add value

THE WAY FORWARD
WHAT CAN BE DONE IN ZIMBABWE

The following questions should be addressed:

- What has gone wrong 1992-2002 in terms of achieving sustainable development?
- What institutional framework is appropriate operationalise the JPA at country level and to deliver in a more holistic, coordinated manner
- How do we make the three sectors understand each other (the golden triangle, govt., private sector, civil society).

INSTITUTIONAL FRAMEWORK

- Coordinating mechanism, need for driver/champion to drive it. We need a leader and a facilitator
 - What are the potential mechanisms – NCDC, MDGs, outside govt. Interrogate these
 - Put in place a task force or probe team
 - Interrogate merits and demerits of existing and proposed coordination for Post WSSD
- Ebbie Dengu
 - Mr Mukwisa
 - Nango
 - ZERO
 - Civil Society Coordination

FOLLOW UP FRAMEWORK

- Civil Society Coordination
- Identify key interest groups – what are there-
- Invite theme around the themes and lead
- Institutions will get in touch – ZERO should be involved in the first call

THEMATIC AREAS

- Wealth creation, gender integration and empowerment
- Protecting and managing the natural resource base for economic and social development
- Sustainable development in a globalising world
- Regional integration and institutional reforms
- Key Challenges on the institutional framework in addressing the post summit agenda
- Adopt framework of 8 thematic areas outlined in the MDGs – these are multi sectoral.

What institutional framework?

- Operationalisation of SD vs. Coordination
- What is wrong, what needs to be done at the local level?
- Awareness and report back – national feedback or outline
- Have the obligation to engage (at what level RDC, community etc).
- Who is out there, what institutional arrangements exists, allow them to refocus, reposition and give them room to organise

ACTION

- Commission assessment to investigate current institutional arrangements at local level
- Examine power bases
- Use existing information to update and bring us up to date

How do we move away from being a selective club?

- Organise a series of National Post Summit multi stakeholder workshops – rotate, ensure broad participation
- Look at ways of optimising resources and pooling resources - use various gatherings - piggy bag other processes to raise awareness
- SD Committee to identify various initiatives/activities

Regional integration

- How to create synergy between WTO (global) and informal trade at local level
- People need to start examining existing programmes within their constituencies and relate to Plan of Implementation
- Publicising market opportunities that exist

THE NARRATIVE REPORT OVERVIEW

By Rodger Mpande

Mpande outlined the objectives of the workshop and gave an overview of what was to be discussed. (refer to the executive summary above)

Mpande pointed out the main elements of the Johannesburg plan of action:

- Poverty eradication reaffirms intentions of states to implement the Rio declaration
- Changing unsustainable pattern of consumption and production
- Protecting and managing the natural resource base of economic and social development
- Sustainable development in a globalising world
- Health and sustainable development
- Sustainable development for Africa (NEPAD) driving main instrument for action in plan of Action
- Means of implementation

In addressing the question; What is the Johannesburg Plan of Action? Mpande noted that it is a concoction of Agenda 21, the Millennium Declaration, the Rio declaration and all other relevant conventions. Picked from all these.

KEY CHALLENGES ON THE INSTITUTIONAL FRAMEWORK IN ADDRESSING THE POST SUMMIT AGENDA

By Ebbie Dengu

- **Why institutional frameworks**

The notion of institutions implies stable patterns of practices, behaviour and norms that are recognized and valued by society. An institutional framework implies an operational structure of relationships in which individuals or groups or organizations such as government, private sector firms, producer communities/associations and non-government organizations exhibit norms, behaviours and practices that are designed to serve collective purposes

Dengu pointed out that appropriate institutional frameworks should promote:

- Equitable access to natural resources especially for minorities and women.
- Effective governance that lead to wise use of resources.
- Inclusive participation especially by the less powerful in society
- Transparency and accountability that lead to political and social sustainability
- An environment that leads to secure livelihoods and environmental sustainability.

He noted that the institutional frameworks that are put in place should recognize that SD decisions take place in complex and difficult situations - there are choices to be made, interests to be balanced and multiple perspectives to be taken into account.

The proposed institutional framework to guide the IPFP is underpinned or guided by the following principles (IPFP 1999/2000 pg 3): (Pre-Fast Track)

- Transparency and sustainability consistent with the objectives of ZIMPREST.
- Broadened and more flexible approaches to implementing land acquisition and resettlement
- .Broadened and strengthened stakeholder consultations and partnerships
- .A focus on poverty reduction.
- Addressing gender issues including access to and control of land and proportionate representation on decision-making structures.
- Integrating Communal and Resettlement area re-organization and development into the LRRP-2.
- Streamline land policies such as land taxation, subdivision and tenure.

He said the WSSD institutional framework for the plan of implementation specifies:

- Need for responsive institutional mechanisms
- Good governance and sound economic policies.
- Need to strengthen coherence and coordination
- .Promotion of rule of law and governmental institutions.

- Strengthening of institutional framework for sustainable development at international level and national level.
- Provides roles for General Assembly, Economic and Social Council, SD and international institutions.
- The stated principles appear broadly similar; the challenge is in the application!

He pointed out that mainstreaming sustainable development could be at various levels:

- National and community level – capacity in government, NGOs, integrate programmes at district and community level
- Complexity of notions, capacity development, in a context where poverty leaves people with no alternative can be difficult
- Inclusive participation – helps promote choice. That is how people bring about empowerment. Is there sufficient political will to involve people in development?

He noted some of the challenges as:

- Contest for political power- the focus on power getting into or staying in power not nation building e.g. how much of the environmental developmental decision processes do people undertake to change from one farming system to another.
- Absence of wider consultations, which should have been done but were overlooked. Intolerance conflict, violence to other voices, views. No opportunity to gain others views on the issue
- Political patronage- leads to dependence syndrome. Now the pride is how much drought relief one is bringing to the area – traditional leaders. Africans are now proud of begging and not in keeping with sustainable development.
- Commitment and empathy of the people getting down to where the people are and hold hands and walk and talk the same language – cost involved.

Possible ways

The challenge is to look into institutional frameworks that bring people to issues being discussed at national level, share ideas with them and link the two.

- Build community capacity through strengthening the traditional authority being strengthened not the people. Positive to strengthen those working with people. Is it empowering or cooption leading to contest for political power?
- Systems approach to build thematic fora around the issues. In the survival economies bring out the key actors government, private sector, RDC to lead the facilitation and implementation. Less contentious. Can lead to gravitation towards the good.

WEALTH CREATION GENDER INTEGRATION AND EMPOWERMENT IN THE CONTEXT OF THE JOHANNESBURG WSSD PLAN OF ACTION ZIMBABWE'S PROSPECTS

Sydney Mhishi

Mhishi gave a development historical background as follows:

- 70s or MacNamara era- growing disillusionment with trickle down growth and paradigm shift to redistribution and growth
- 80s emphasis on human dimensions of poverty
- 90s decade of mixed experiments with increased emphasis on the inequalities dimensions of poverty and hence need to address gender
- End of 90s, beginning of new millennium theory focused on Social risk management

WEALTH CREATION AND POVERTY ERADICATION

He noted that poverty is the greatest global challenge facing humanity today and gave an outline of the trends:

Current Trends

- 1998-2002 GDP growth rate averaging negative 6.5% per annum. It requires a sustained 4-6% positive growth for the next 13 years to halve poverty levels 64% of Zimbabweans fall below poverty levels (1998), 72% female headed households are classified as poor.
- HIV/AIDS estimated to reduce economic growth by at least 1% per year up to year 2010
- 20% of Zimbabwe's population receive 59% of national income

Challenges and Development Priorities

Maintaining a macroeconomic stability that can reduce inflation and stabilise exchange rate and encourage savings was pointed out as the challenge that should result in the following:

- Employment creation
- Consolidation of just ended redistribution exercise with more support services
- On the budgetary front strategies to balance investment in real sectors and investment on social expenditure

Achievements to date and supportive

Environment:

- For the past 22 years govt. has put in place policies and programmes to empower the people to create wealth, own assets and participate in development process Poverty alleviation programme (1995)
- Implementation of the US\$ 64 million World Bank Loan for funding Community Action participation
- Implementation of wide range of social protection programmes
- Micro Enterprise Development Programmes
- The implementation of the Land Reform Programme
- Decentralisation process

Fighting The Scouge of Ill Health

WSSD noted that environmental-related diseases make up a major share of the burden of disease in most developing countries. Major contributors are:

- Polluted air
- Lack of clean water
- Sanitation

The nations resolved to:

- Reduce under five child mortality to two thirds (2015)
- Reduce maternal mortality ration by three quarters
- Combat HIV/AIDS and malaria by 2015

Current Trends

- 1994-1999 infant mortality increased from 53 to 65 per 1000, under five mortality rose from 77 to 102 per 1000
- Currently it is estimated that between 2.1 to 2.3 million people are affected by HIV/AIDS, 26% in the age group 15-49

Challenges

- Availability of essential drugs
- Inadequate health sector budget (brain drain)
- Weak inter sector coordination for effective response to AIDS. As longer as HIV/AIDS challenges remain unresolved, reduction of under five as well as maternal mortality is an uphill task
- Increased household vulnerability, increased levels of malnutrition
- Provision of safe drinking water and adequate sanitation
- Effects of hyper inflation make budget allocation inadequate to procure essential drugs, equipment and retain staff
- Some negative cultural practices still inhibit women from taking decisions that affect their health
- Delays in treatment through lack of supplies and essential equipment contribute to maternal mortality

Priority Areas For Attainment Of Health Goals

- Combating HIV/AIDS
- Reducing under five mortality
- Reducing maternal mortality

Achievements to Supportive Environment:

With regard to the HIV/AIDS pandemic the following initiatives have been started:

- 1998 government, established National Aids Council
- 1998 govt. enacted Statutory instrument 202 on HIV prevention at workplace
- 1999 through the National Aids Policy Strategic framework government created a decentralised framework through district, ward and village structures
- Zimbabwe is one of the only countries that has piloted an innovative way of mobilising resources – (3% levy on income tax)

With regard to the reduction of under five as well as maternal mortality the following initiatives have shown potential success:

- Free treatment for under fives and pregnant women
- Free national immunisation
- Village health workers
- Paid maternity leave
- Supplementary feeding programmes for under fives during droughts.

Achieving Universal Primary Education

Current status

- Current net enrolment for 2002 is 94% compared to 81.9 in 1994
- Gross enrolment ratio has stabilised for sometime at 110%

Challenges

Some Challenges brought out of Budgetary inadequacies are:

- Low per capita and equalisation grants
- Inadequate basic learning/ teaching materials
- High pupil book ratio
- High pupil to teacher ratio
- Increased poverty and vulnerability
- Effects of HIV/AIDS especially on teaching staff
- Low teacher morale due to inadequate remuneration

Development Priority Areas to Meet the Goals

- Provision of support for schools infrastructure especially water and electricity
- Provision of learning and teaching materials
- Support for prevention and mitigation against of the impact of HIV/AIDS.

Achievements to date and supportive infrastructure:

- 1987 Education Act, primary education free in rural areas
- Zimbabwe integrated national teachers training course
- Decentralisation of education functions
- Other complementary programmes
- Basic Education Assistance Module
- Better Schools Programme
- Better Environment Scheme Teaching

Promoting Gender Equity And Integration

There are three critical dimension to achieve this:

- Gender disparity in education
- Women's access to employment opportunities
- Women's access to political decision making

Current Status

In the decision making process the target to achieve a ratio of 30% still needs to be achieved. 8% of legislators are women, of 8 provincial governors 1 is a woman, of 29 ministers 4 are women and they are 3 female permanent secretaries

Challenges:

- Very low budgetary priority to gender programmes
- Lack of gender disaggregated data in national statistics and accounts
- Failure to address and bring to prominence the gender dimensions of HIV/AIDS
- Failure after 22 years to clearly articulate gender policy.

Achievements to Date and Supportive Infrastructure:

- SADC Declaration on Gender and Development
- Prevention and Eradication of Violence against women and children
- Universal Declaration of Human Rights
- The Convention on Civil and Political Rights
- Convention on the Elimination of all forms of Discrimination Against Women
- Beijing Declaration and Platform of Action
Zimbabwe has enacted domestic legislation to support gender equality and equity:
- Equal pay regulations

- Legal Age of Majority Act
- Sexual Discrimination Removals Act
- Amendment of the Administration of Deceased Estates Act
- The Sexual Offences Act
- Current Amendment of Labour Relations Bill

Priority Areas Still Requiring Attention

- Need for programmes to support girl child at secondary school level
- Need to invest more at national level in the collection of gender disaggregated data
- Need for public education campaigns to change mindsets
- Need to mainstream gender dimensions of HIV/AIDS into all sector programmes and activities

DISCUSSION

There is need to look at two main papers: institutional & what they are telling us to further implement.

QUESTIONS

Q - Is he proposing a systems approach? What is on paper does not seem to be what is on the ground yet to create changes on the ground we need to go to community level and intervene directly. How is that done?

R - The question of system vs. structure is not either way. Was putting out how to sort out institutional mess, which is a better approach of the two.

Q - With new powers of chiefs is the intervention going to be through chiefs and their councils?

R - RDCs vs. chiefs depends on our mode as country or nation do we see problems all the times or do we see opportunities. We now have opportunity to strengthen communities.

Q - Country seems to be going through structural changes so how does one now reach a common level? Should we reinvent the wheel in as far as the institutional structure is concerned or should it be built around current one?

R - The issue of space all over the world space for civil society depends on political consideration. The challenge is how we get the little spaces that we need and build alliances with people in the political structures. The space for civil society have gone into mourning mode and forgotten what their role is. Role is to look for space and fight for space not to be given space within legal framework.

Q - GDP has gone down= we are 75% as wealthy as few years back therefore majority of citizens live and work on land. Agricultural production is inefficient i.e. crop per hectare of arable land; over 50% of GDP of USA from agriculture yet less than 1% work on the land. Most live in cities and work in Industry and Commerce. How do we make the change to an industrialised, commercialised country from agricultural based?

R - Whether or not philosophy should be based on small scale or large-scale commercial agricultural development practice has mixed reaction. Agricultural efficiency in some countries can be achieved through small scale but other systems have to be put into place. Need to consolidate redistribution to give small-scale agricultural space to achieve goals. These are some of the challenges this workshop must address. Challenges must be thrown out in a frank manner and are open to discussion by this forum

C - Have we asked ourselves what has gone wrong in the health sector and are we seeking to find what we can do about this situation. We must balance political correctness and facing the truth?

C - Wealth creation vis a vis employment creation. Wealth creation vis a vis wealth distribution. There is need to understand what space there is to engage in partnerships and implement strategies. There is no transparency and no space to engage directly with community and not through chiefs etc, which are political structures.

C - There is need to recognize efforts being made by other stakeholders such as the private sector in wealth creation.

C- There should be gender sensitivity in wealth creation programmes which should also look at other marginalized groups such as the youth and women.

SUSTAINABLE DEVELOPMENT IN A GLOBALISING WORLD

Opa Kapijimpanga

Basic Framework of Analysis on Sustainable Development

Kapijimpanga pointed out that Sustainable Development could only occur when there is a harmonious interaction between nature (environment) and humanity. This harmony is dependent on the harmony within humanity. This is determined by harmony between:

- Individuals
- Families
- Groups of people in a nation'
- Nations in a sub region (SADC)
- Nations in a region (Africa)
- Nations in a global world

Globalisation essentially means increasing interdependence. Current globalisation trends are towards hegemony of Neo-Liberalism with its value system and power imbalances in favour of the rich and powerful: E.G.:

- Promotion of predominance of profits, markets and dominance of large companies
- Privatisation of services and natural resource endowments
- The powerful and the rich dominate the decision making process e.g. WTO
ACTIONS Work against all undemocratic institutions and processes since they undermine harmony with humanity

Towards a Post WSSD Zimbabwe Plan of Action

Good governance, peace, security and right to development actions, analyse the current nature of the Zimbabwean state and work towards a development state.

Poverty Eradication is the ultimate goal of our development process. The listed items in the Plan of Actions not new. They just need to be consolidated and harmonised in a national development strategy.

ACTIONS

- Review Zimbabwe Poverty Reduction Strategies
- Incorporate the listed and have consensus with the State

Changing Unsustainable Patterns of Consumption and Production

- Society must ensure production and consumption do not deplete the environment or natural resources

- Society must disclose divergence between resource endowment and production and between production and consumption
- Comply to various environmental convention

ACTIONS

- Undertake EIA of Zimbabwe consumption and production patterns
- Take stock of natural resources endowment and secure they are used for the benefit of the people
- Check to see which conventions have not been signed or ratified and lobby parliament and government.

Sustainable Development for Africa

- Institutional framework to influence change towards SD
- Scan and engage various institutions at national level
- Consider engaging sub region institutions (SADC, COMESA,)
- Consider regional framework (SADC, AUESC, EC for Africa, ADB and NEPAD)

ACTIONS

- Engage or not engage the above.
- Lobby govt. to implement action plan
- Participate in some of the activities on basis of planned actions

MEANS OF IMPLEMENTATION OF THE PLANS

- Serious consideration should be given to African individual and collective self reliance and lessening of dependency on external resources and so called partners
- Securing harmony is key to sustainable development, not financial resources

DISCUSSION

Q - What type of land tenure system is suitable for SD? There is need for privatisation but the WSSD was against this do you not think its better to improve the current systems?

R - Land tenure as forestry leads to a tendency to look at short-term gains... their need to provide a more secure land tenure system.

Q - Why as a nation are we unable to implement plans that we make as a nation. Is it lack of foresight or accountability?

R - Lack of coordination of the 10-point-plan.

Q - There is now will from the Government to conserve forestry, where do we see this political will because it seems to be contradicted or negated by actions such as land redistribution?

R - Depletion of natural resources is expected ...but the extent is of concern.

Q - Need for countries to specialize in what they are good at but is there not a danger in this as other countries rely too much on one country they also suffer when things go wrong?

Q - Opa's presentation spoke of the developed state, how do we work towards becoming a developed state?

R - We need to discuss the nature of the state. Institutions must have development state that will counter the eradication. Need to understand globalisation and liberalisation.

Q - Issue of depletion of resources in resettlement areas - is government taking any strides to counter this, are there plans to make renewable energy more accessible to these communities?

R - Alternatives exist but we need to provide these i.e. alternative energy sources need to be cost effective and user friendly.

Q - What are the entry points that NGOs and government should enter at institutional or community level?

ANNEX 1

Exploring Challenges of Developing Appropriate Institutional Frameworks for Sustainable Development as part of the WSSD Implementation Plan

Ebbie Dengu

Intermediate Technology Development Group (ITDG) Southern Africa

December 5th, 2002

Wild Geese Lodge, Harare

Introduction

This paper provides an overview on why institutional frameworks are critical for efforts aimed at sustainable development, some of the challenges and possibilities of developing appropriate institutional frameworks for addressing the post WSSD agenda. The WSSD plan of implementation provides a long list of statements of intent largely drawn from existing commitments, declarations and agreements on sustainable development. Questions have been raised about the value of the Plan of Implementation given the track record of international commitments especially those that affect the resource-poor. However what is critical is that the Plan offers opportunities for countries to reflect on their strategic sustainable development (SD) priorities and the institutional frameworks for inclusive participation, decision making and action on these priorities.

Why institutional frameworks?

In the world that we live in –whether at local rural community or urban informal settlement , national, international and planet earth levels – decisions on access, use and management of natural resources in ways that are environmentally, socially, economically, technologically and politically sustainable are becoming increasingly complex. No single individual (no matter how powerful!) or organization or government can bring about sustainable changes without the effective participation of key stakeholders especially those meant to benefit from the changes.

The notion of sustainable development “implies development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” Institutional frameworks are a pre-request to putting this notion into practice.

Institutions

We often take institutions to mean organizations and their structures but the notion of institutions is much broader and implies stable patterns of practices, behaviour and norms that are recognized and valued by society. An institutional framework would therefore refer to an operational structure of relationships in which individuals or groups or organizations e.g. government, private sector firms, producer communities/associations and non-government organizations exhibit norms, behaviours and practices that are designed to serve collective purposes. Consequently inter-organizational relationships between various actors in the development arena are the essence of how development happens. Appropriate institutional frameworks should therefore promote:

- Equitable access to natural resources especially for minorities and women.
- Effective governance that lead to wise use of resources.
- Inclusive participation especially by the less powerful in society
- Transparency and accountability that lead to political and social sustainability
- An environment that leads to secure livelihoods and environmental sustainability.

How is Zimbabwe fairing on its land reform institutional framework against the WSSD principles?

The proposed institutional framework to guide the IPFP is underpinned or guided by the following principles (IPFP 1999/2000 pg 3): (Pre-Fast Track)

- Transparency and sustainability consistent with the objectives of ZIMPREST.
- Broadened and more flexible approaches to implementing land acquisition and resettlement.
- Broadened and strengthened stakeholder consultations and partnerships.
- A focus on poverty reduction.
- Addressing gender issues including access to and control of land and proportionate representation on decision-making structures.
- Integrating Communal and Resettlement area re-organization and development into the LRRP-2.
- Streamline land policies such as land taxation, subdivision and tenure.

WSSD institutional framework for the plan of implementation specifies:

- need for responsive institutional mechanisms
- Good governance and sound economic policies.
- Need to strengthen coherence and coordination.
- Promotion of rule of law and governmental institutions.
- Strengthening of institutional framework for sustainable development at international level and national level.
- Provides roles for General Assembly, Economic and Social Council, SD and international institutions.

The stated principles appear broadly similar, the challenge is in the application!

Challenges of developing appropriate institutional frameworks for sustainable development?

The institutional frameworks that we put in place should recognize that SD decisions take place in complex and difficult situations—there are choices to be made, interests to be balanced and multiple perspectives to be taken into account.

Mainstreaming Sustainable Development

This is a particularly difficult notion to mainstream into the decision-making processes of government and civil society for a variety of reasons. The notion of SD is complex and all encompassing and requires capacities to generate, process and integrate environmental insights and multiple perspectives at various levels. SD decisions in complex and difficult situations of poverty and unfavourable internal and international relations compounded by human resource capacity problems makes mainstreaming SD a particularly difficult task. It is necessary to identify priority areas, for example land reform and sustainable agriculture or energy for decision and action. This should be complemented by capacity to understand how decisions in this sector impact on other sectors and to integrate these in policy choices. It is not clear for example, how the decision making on the Fast Track Land Resettlement programme which effectively changed the farming system of about 30% of the country's land area took on board due processes of environmental decision making principles that would normally precede such major changes?

Inclusive Participation

Developing institutional frameworks that facilitate communities to drive their own development processes is a major challenge from a number of perspectives. Community institutions like the traditional institutions have been largely weakened by colonial and post independence government policies and are largely passive recipients of development interventions by government and NGOs rather than drivers of their own development process. Small scale farmers the majority of them subsistence producers are the key managers of agricultural biodiversity and yet their voices hardly feature in environmental, technology or agricultural policy formulation. The land reform programme, which is central to their livelihoods, has largely been a game of numbers (hectares distributed & farmers settled) rather than a process of institutional strengthening and empowerment i.e. creating capacity to decide and manage natural resources on a long-term basis. It must be noted that development results from choice, choice stems from empowerment and empowerment arises through participation. Participation of the majority in their development remains an event confined to vote seeking during periodic elections rather than on-going processes of empowerment which hold public officials accountable for their decisions and actions. This raises questions of political will on the part of that steering development intervention to genuinely empower communities. Is it a question of keeping them busy but poor and governable? What are the opportunities for developing a system or institutional framework for public hearings that requires public and elected officials to share information on an on-going basis?

Political power contests

The contest for political power has constrained the development of relationships, norms and practices for common good in communities as the contests have been marred by high levels intolerance and polarisation. Norms and values that allow diversity of ideas and multiple perspectives embedded in principles of environmental decision-making are still to emerge.

Political contests not designed to empower communities lead to development of systems of political patronage which encourage dependency behaviour rather than sustainable approaches, for example to drought mitigation.

Competition for attribution

The issues around competition for attribution of credit are closely linked to contest for political power. The space for civil society participation is determined by political considerations rather than potential social, economic and environmental contribution to communities. This limits the ability of decision makers to gain insights and multiple perspectives necessary to inform complex decisions on sustainable development.

Alignment of traditional and RDC institutional frameworks

These are two governance frameworks presiding over the same subjects and over the years central government has sent confusing messages on the roles and boundaries of each framework. The current thrust of government seems to focus on strengthening the traditional authority framework and drawing it into service provider mode (especially on food distribution) as a trustworthy channel with a clear line of attribution of credit to the executive arm of government. The question that arises is whether this is an empowerment process or co-option? The co-option and dependency line seems to gain currency when one hears traditional village heads speak proudly about how much drought relief maize they are getting in their areas rather than the mitigation efforts e.g. water development they are making to banish hunger from their areas.

Fragmentation and centralisation

The major programmes like land reform, rural electrification, drought relief food distribution and agricultural inputs and government centrally drives outputs and there are evident bottlenecks, which necessitate review of the institutional framework of these programmes. In some cases, for example land reform although government drives the process the implementation responsibilities are fragmented among government agencies and political party and extra-party structures with limited co-ordination both in capacity and mandates. For example extra-party structures may not be answerable to the RDC.

Transparency and accountability

There are a number of issues associated with the challenges of transparency and accountability that confront both government and NGO sectors. There is evidence that transparency and accountability are not values that come naturally in public, private and civil society organisations, there is need for a demand structure and leverage that encourage the development of these values. Accountability and transparency to those more powerful and above is not too difficult as the reward and punishment system is clear. The challenge is in transparency and accountability downwards where communities cannot readily exercise sanctions for transgressing development promoters or inappropriate decisions and poor delivery by service and governance structures.

Another issue is that making the shift from centrally driven programmes requires new behavioural competencies and skills that value local knowledge and institutions and learning from diverse sources. These competencies are weakly developed in service and governance structures, and a shortage economy and queue mentality does not encourage the development of these transparency and accountability values. A good example of the challenges of downward accountability and transparency are the heart rendering daily queues at the Harare passport offices. One may ask what is the connection with sustainable development? But this is the development arena where public officials and communities exhibit norms and values that guide our day-to-day interactions in society!

Transaction Costs

The values of transparency, accountability and inclusive participation require conscious investment of time, commitment and empathy for the SD cause as well as financial resources, they do not come cheap. New knowledge and insights emerge from interactions with stakeholders hence the high transaction costs. The costs of inclusive processes to bring about sustainable development may be compared to the costs of preventing war...they are justifiable! How have we fared on the fast track land reform programme ... the jury is still out?

What are the possibilities?

There are a number of ways to mainstream the WSSD plan of implementation into key national programmes in a manner that encourages norms, values and practices for sustainable development.

Compelling vision

A compelling vision of the future and strategic priorities are necessary to energise and commit the population to take a leap of faith on the path to sustainable. This is not about sound bites and images; it is about genuine concern and empathy for the people and their communities. It is about coming down to where the people are, getting a feel of and connecting with their aspirations and sharing the Vision of the Future and walking with them on this path to sustainable development—a path with no quick fixes. . The WSSD helps in framing and communicating the strategic priorities and the necessary institutional commitments.

Co-ordination and consultation mechanisms—capacity & mandates

The main issues around international conventions seem to point to inclusive participation and partnerships between governance structures, service providers and civil society as well as tangible outcomes. One way of improving the situation is to strengthen the coordination and consultation mechanisms at various levels to learn, integrate multiple perspectives, monitor and share progress on an on going basis. (See fig 1) There is also a need to clarify mandates of such mechanisms as RDC and NECF, which have potential to play a critical role in mainstreaming SD in national programmes.

Systems Approach and lead agencies

The WSSD plan of implementation may also be approached from a systems approach. This entails mapping out the major systems and subsystems at play in the country, identifying major interests and the key actors in each system or subsystem. (See fig 2) Lead agencies would then be mandated to facilitate processes designed to achieve identified targets. For example one may consider the formal market sector, subsistence/survival sector and an emerging middle ground as systems to focus on for identifying key issues and actors. In the subsistence sector, for example one issue may be sustainable agriculture and food security, which may be the basis for a thematic forum and facilitation to integrate the SD insights into programmes of key service providers and governance structures at various levels. Alternatively one may consider governance, service and community structures as systems to focus on and apply the SD framework for analysis and action.

Conclusion

Events in the country over the past three years clearly show that quick solutions do not exist for complex social, economic, technological, environmental and political problems such as land reform and sustainable agriculture. There is need for on going policy processes rather than policy prescriptions over situations that decision makers have no complete control over. Policy processes that integrate multiple perspectives and emerging lessons require facilitatory institutional frameworks that consciously engage communities and their organisations in effecting sustainable changes in their lives and communities. Institutional frameworks and policy processes bring about a level of consciousness and modesty (especially in political leadership hard pressed to deliver on promises) that recognises the bounds of what is possible within one generation if we are not to destroy the livelihood base of the next generation.

ANNEX 2

WEALTH CREATION, GENDER INTEGRATION AND EMPOWERMENT IN THE CONTEXT OF THE JOHANNESBURG

WSSD: PLAN OF ACTION – ZIMBABWE'S PROSPECTS

SIDNEY MHISHI

1. PREAMBLE

Wealth creation and Poverty reduction are they two sides of the same coin? Is there a danger that development theory is turning a complete cycle? In the 60's the focus for development theorists was growth and that poverty was primarily a consequence of lack of income. The 70's or the MacNamara era, was characterised by growing disillusionment with the trickle-down effects of growth and the paradigm shifted to redistribution and growth. The 80's saw a further shift, placing more emphasis on the human dimensions of poverty, placing human beings at the centre of the development process, as UNDP would put it. The 90's was more a decade of mixed experiments but with increased emphasis on the inequalities dimensions of poverty hence the need to address the gender dimensions of poverty. Arguably development means little if it is not concerned with the better quality of life for all people, providing not only the necessities for survival, but human dignity, social justice, and more power to individuals to shape their own lives. Inequality between men and women is indeed a barrier to achieving these ends.

At the end of the 90's and the beginning of the new millennium development theory has now focussed on Social Risk Management. This new approach attempts to move away from ex-post to ex-ante vulnerability considerations. In this new approach Social Protection is not only seen as a safety net but as a springboard for the poor to enter and participate in the wealth creation process.

Have we indeed completed a full cycle, back to the pre-MacNamara era? Not necessarily, these new approaches incorporate new elements of sustainable development, wherein development can only be sustainable if the rules of the game are transparent and the game is inclusive. That is, development can only be sustainable if the poor participate and the marginalized are included, and the process is truly engendered. Once all these elements are mainstreamed in the development policies of a country then the process begins to be empowering and access to assets become equitable. This empowering process broadly includes improved access to education, agricultural land to small holders, access to clean water and sanitation, access to agricultural technologies, asset protection and increased participation in the democratic and governance process of the country.

It is against this framework that Zimbabwe's opportunities, constraints and risks associated with the implementation and realisation of the benefits of the Johannesburg's WSSD Plan of Action will be examined.

2. WEALTH CREATION AND POVERTY ERADICATION

The WSSD just as its predecessor, the World Summit on Social Development noted with concern that poverty was the greatest global challenge facing humanity and that its eradication was an indispensable pre-condition for sustainable development. Poverty in this context is defined beyond the traditional Household income and consumption patterns; to include utility and capability based concepts such as health, education, security, political voice, discrimination and inequality. This multi-dimensional view of poverty also incorporates environmental factors, which influence people's opportunities and empowerment possibilities.

In the context of this wider multi-dimensional view of poverty, what then are Zimbabwe's possibilities of halving by 2015, the proportion of people living in extreme poverty and suffering from hunger?

2.1 Current Trends

Between 1998 and 2002, the real GDP growth rate has been averaging a negative 6.5% per annum, and under these circumstances halving poverty would be a Hercules task for the country. It will require a sustained 4-6% positive growth for the next 13 years to halve the poverty levels as defined above.

Recent surveys have indicated that 64% of Zimbabweans fall below poverty levels (1998) and that 72% of female-headed households were classified as poor. HIV/AIDS has been estimated to reduce economic growth by at least 1% per year up to year 2010. In addition estimates indicate that only 20% of the Zimbabwean population receive 59% of the national income. This is a highly skewed income distribution structure, which is also reflective of the national ownership pattern of assets. Such inequality has negative effects on the possibilities of economic empowerment of the majority of the population.

2.2 Challenges and Development Priorities for Wealth Creation and Poverty Eradication

Despite the gloomy picture painted above, Zimbabwe still has potential to achieve the WSSD commitments. There however exists significant challenges that need to be addressed and these include:

- Maintaining a macroeconomic stability that will reduce the current inflation levels, stabilising the exchange rate and encouraging private and public savings. Such measures will lead to capital accumulation and wealth creation.
- Employment creation will need to be tackled through a variety of measures, which should include more direct and frontal measures such as promotion of SMEs.
- Consolidating the just ended redistribution exercise with more support services especially farm equipment support programmes and concerted irrigation development strategies. The land redistribution exercise has gone a long way to addressing the basic asset ownership issue for the poor. The foundation has been laid for an equitable and inclusive participation in the development process. However without more support financially,

technically as well as secure tenure arrangements redistribution alone may not be sufficient to stimulate household potentials for accumulation.

- On the budgetary front there is still need to proceed on a judicious balance between investment in the real sectors and investment in social expenditure. If significant improvement in the social indicator such as infant mortality, maternal mortality, literacy, and reduction in HIV/AIDS is to be achieved, sufficient and consistent social sector expenditure needs to be maintained. It is only through consistent and sustained expenditure in the social sectors that a critical minimum human capital resource base necessary for take-off could be achieved.

2.3 **Achievements to date and Supportive Environment**

The trends above indicate that poverty situation continues to increase in Zimbabwe, this is despite the fact that government in the last 22 years has put in place policies and programmes aimed at empowering the people to create wealth, own assets and participate in the development process. Some of these initiatives include:

- The adoption of Poverty Alleviation Action Programme in 1995 which sought to coordinate Government, Private Sector and NGO initiatives in the areas of poverty reduction and wealth creation.
- Implementation of the US\$64 million World Bank Loan funded Community Action Project which sought to empower communities in terms of deciding on their own local level development priorities, manage the financing of these initiatives and generally be accountable to themselves and their local structures.
- Implementation of a wide range of social protection programmes, chief among which are:
 - The drought relief
 - National Social Protection Scheme (NSSA)
 - BEAM
 - Health waivers
 - Public Works programmes as an income transfer programme
- Through Micro Enterprise Development Programmes, government has financed through both public institutions as well as private financial institutions soft loans to support the development of small and medium enterprises as well as supporting ailing industries.
- The Land reform programme has sought to ensure the majority disposed Zimbabweans own the basic means for wealth creation.
- The decentralisation process although it has not yet fully taken root, a process has been set in motion which opens opportunities for local people to participate in the decision making process.

If all these measures are continued and the challenges addressed, this should lead to significant changes in the living standards of the majority of Zimbabweans, thus contributing to wealth creation.

3. **FIGHTING THE SCOUGE OF ILL HEALTH**

The WSSD noted that environmental –related diseases make up a major share of the burden of disease in most developing countries. The major contributors to this burden of

disease are polluted air, lack of clean water and sanitation. The nations therefore resolved to reduce under five-child mortality by two thirds (2015), reduce maternal mortality ratio by three quarters, combat HIV/AIDS and Malaria by 2015.

By successfully combating these environmentally related disease burdens, developing countries will not only release for developmental purposes huge resources currently going into curative expenditure, but would also build a potentially health human resource capital base whose energies would then be unleashed for developmental purposes.

3.1 Current Trends

Infant and child mortality rates have been on the increase since the mid 90's. This could be attributed to the direct and indirect impact of HIV/AIDS as well as to the rise in poverty levels. Between 1994 to 1999, infant mortality increased from 53 to 65 per 1000 while under five-mortality rose from 77 to 102 per 1000. While it is difficult to track and measure maternal mortality, the 1999 DHS estimates that the rate has increased from 283/100 000 in the early 80's to 695/100 000. HIV/AIDS has clearly become the number one contributor to the disease burden in Zimbabwe. Infection rates are estimated to be 26% in the age group 15-49.

Currently it is estimated that between 2,1 to 2.3 million people are affected and the epidemic is showing no signs of abating. Malaria, tuberculosis and other diarrhoeal diseases are also major problems since they are now opportunistically thriving on a weakened immune system of the HIV/AIDS infected.

On the health front, as on the Poverty reduction front Zimbabwe appears to be facing a real uphill task if it is to attain the MDGs as well as achieve the WSSD commitments. All indicators are pointing towards a worsening situation in the short and medium term.

3.2 Challenges for the attainment of the health goals

- Availability of essential drugs – continue to be the biggest challenge to Zimbabwe. Lack of forex makes it difficult to import some of the essential drugs necessary to treat some of the opportunistic infections.
- Inadequate health sector budget has led to the brain drain of critical health personnel.
- Due to the multi-sectoral nature of AIDS, there is need to develop and strengthen inter-sectoral coordination for effective response.
- As long as the HIV/AIDS challenges remain unsolved, reduction of under five as well as maternal mortality will remain an uphill task.
- With increased levels of poverty, household vulnerability is increased and consequently increased levels of malnutrition, which exposes under fives to opportunistic diseases.
- Provision of safe drinking water and adequate sanitation are major challenges in meeting appropriate environmental conditions that would reduce the incidences of diarrhoeal and related diseases.
- While the health budget has increased in nominal terms over the past five years, in real terms it has decreased because of hyperinflation thus making procurement of essential drugs, equipment and retaining of staff difficult.

- With regards reducing maternal mortalities, one of the major challenges relates to improvement of data collections on mortality ratios.
- Some negative cultural practices still inhibit women from taking decisions that affect their health. This is also closely related to gender inequities that disadvantage women educationally hence preventing them from making reproductive choices.
- Delays in treatment at health centres, which is caused by, lack of supplies and essential equipment has been found to contribute significantly to maternal mortality.

3.3 **Priority Areas for Attainment of Health Goals**

3.3.1 *Combating HIV/AIDS*

In order for Zimbabwe to meet the challenge of halting and or reversing the spread of HIV/AIDS and related diseases, there is need to:

- Develop and strengthen the capacity of communities at all levels in terms of education, awareness, provision of working tools and equipment as well as training in life skills.
- Scaling up HIV/AIDS interventions for young people.
- Reduce the vulnerability of AIDS orphans through psychosocial support.
- Provision of more resources for the health budget.

3.3.2 *Reducing Under Five Mortality*

In order to reduce under five mortality areas of priority concentration should include:

- Increased coverage of immunisation;
- Prevention of HIV transmission of mother to child;
- Increased access to health care in newly resettlement areas and
- Increased access to safe water and sanitation

3.3.3 *Reducing Maternal Mortality*

The following priority areas if addressed would substantially improve maternal mortality and contribute to Zimbabwe attaining the WSSD commitments:

- Capacity building in data collection and monitoring on the country's maternal mortality ratios;
- Expansion of essential obstetric care programmes to cover marginalized rural areas;
- Training of home based delivery attendants;
- Establishment of fully equipped referral facilities that ensure the appropriate management of patients with different levels of risks.

3.4 **Achievements to date and Supportive Environment**

While the health indicators may appear as if Zimbabwe is fighting a losing battle, government and the social partners have been putting significant efforts to improving the quality of life of the majority of Zimbabweans. With regard the HIV/AIDS pandemic, the following initiatives have been started:

- In 1998 government established a National Aids Council through an Act of Parliament to spearhead the coordination of interventions by both government and other stakeholders.
- Further in 1998 government enacted the Statutory Instrument 202 on HIV Prevention at the workplace

- In 1999 through the National AIDS Policy Strategic Framework government created decentralised coordination framework through district, ward and village structures;
- In addition Zimbabwe is one of the only countries that has piloted on an innovative way of mobilizing resources for fighting the HIV/AIDS scourge through a national tax (ie 3% levy on income tax)

With regards reduction of under five as well as maternal mortality the following initiatives have shown potential success until the HIV/AIDS epidemic started reeking havoc, that is:

- Free treatment of the under fives and pregnant women in public institutions;
- Free national immunisation program;
- Introduction of village health workers
- Paid maternity leave and
- Supplementary feeding programmes for the under fives during drought years.

4. **ACHIEVING UNIVERSAL PRIMARY EDUCATION**

For any nation to prosper, create wealth, achieve gender equity and truly empower its people to make choices that affect their lives, it has to invest in its human capital. The WSSD also reiterated the MDG goals on education and nations committed themselves to ensuring that by 2015 all children, boys and girls alike will be able to complete a full programme of primary education. Zimbabwe equally subsidises to this goal and intends to meet the universal primary education status.

4.1 **Current Status**

The current net enrolment ration for 2002 is 94% compared to 81.9% in 1994. gross enrolment ration has stabilised for sometime at 110%. From these trends it is apparent that Zimbabwe may be able to achieve the goals by 2015.

4.2 **Challenges that may Militate Against Attainment of these Goals**

Despite the fact that Education consistently takes the lion's share of the national budget, the national demands to maintain the above enrolment ratios is exacting tremendous pressure on the fiscus and increasingly these resources are becoming inadequate to meet the rising costs. Some of the challenges brought about by this budgetary inadequately include:

- Low per capita and equalisation grants
- Inadequate basic learning/teaching materials
- High pupil to book ratio
- High pupil to teacher ratio
- Increased poverty and vulnerability induced by the frequent droughts which may force parents to withdraw children from schools as a coping mechanism.
- Effects of HIV/AIDS especially on the teaching staff
- Low teacher morale due to inadequate remuneration.

4.3 **Development Priority Areas to Meet the Goal**

Despite these challenges, Zimbabwe may still meet the universal primary education goals if priority is focussed on the following areas:

- Provision of support for schools infrastructural development especially water and electricity.
- Provision of learning and teaching materials and

- Support for the prevention and mitigation of the impact of HIV/AIDS.

4.4 **Achievement to Date and Supportive Environment**

The indicators for the education sector bears testimony to the country's achievements since 1980. At independence the government declared education a basic human right for every Zimbabwean. This was followed by an unprecedented expansion of educational infrastructure. Ever since that time, the education budget always takes the highest percentage of the national budget. To support this policy environment a number of legal instruments were enacted, that is:

- The 1987 Education Act which makes primary education tuition free in rural areas
- The Zimbabwe Integrated National Teacher Training Course meant to rapidly expand trained teachers.
- Decentralisation of the education functions especially provision of infrastructure to Local Authorities.

Other complementary programmes, which were in place, include:

- Basic Education Assistance Module (BEAM) to ensure that no child fails to access school due to poverty and vulnerability
- Introduction of the Better Schools Programme and
- Introduction of Better Environment Scheme Teaching

In addition to all above, may be the best supportive environment in Zimbabwe has always been the parents. Zimbabwean parents have always seen and continue to see the education of their children as their number one priority. This should continue to be encouraged.

5. **PROMOTING GENDER EQUALITY, EQUITY AND INTEGRATION**

The WSSD also recognised that promoting gender equality and empowering women are effective ways to combat poverty, hunger and disease, and thus stimulating development that is truly sustainable. There are three critical dimensions that need to be addressed if the goal is to be achieved, that is

- Gender disparity in education;
- Women's access to employment opportunities and
- Women's access to political decision-making.

Zimbabwe is committed to attaining these goals.

5.1 **Current Status**

In Zimbabwe, despite the fact that women constitute 52% of the population, men still continue to dominate the political decision making process, hold higher economic positions and generally post a higher human development index.

However if gender disparity is measured through gender parity at primary school, which has already been achieved, then there is a likelihood of attaining this goal. The challenge then is to achieve gender parity at secondary school level. In the decision making process the target to achieve a ration of 30% is still very far fetched if recent parliamentary elections are anything to go by. Only 8% of the legislators are women. Of the eight Provincial Governors only one is a woman. In the Cabinet out of 29 Ministers only 4 are women, and

of the Permanent Secretaries only 3 are women. These trends are definitely indicative of the fact that this goal is unlikely to be met by 2015.

5.2 **Challenges to Attaining the Gender Equality and Equity Goal**

Despite the apparent political commitment and subscribing to international agreements, achievement of the gender equality and equity goal appears still to be faced by a number of challenges that is:

- Very low budgetary priority to gender programmes
- Lack of gender disaggregated data in national statistics and accounts that will inform decision making
- Failure to address and bring to prominence the gender dimensions of HIV/AIDS and
- Failure after 22 years to clearly articulate a gender policy.

5.3 **Achievements to Date and Supportive Environment**

Despite these challenges, and the low achievement status, Zimbabwe made some significant strides in the past 22 years in this area. Zimbabwe has appended its signature to the following international agreements and conventions:

- The Southern Africa Development Community Declaration on Gender and Development;
- Prevention and Eradication of Violence Against Women and Children;
- Universal Declaration of Human Rights
- The Convention on Civil and Political Rights
- Convention on the Elimination of all Forms of Discrimination Against Women and
- The Beijing Declaration and Platform of Action.

In addition to these international conventions Zimbabwe has also enacted domestic legislation in support of gender equality and equity. These include:

- Equal Pay Regulations;
- Legal Age of Majority Act
- Sexual Discrimination Removals Act
- Amendment of the Administration of Deceased Estates Act
- The Sexual Offences Act
- Current Amendment of the Labour Relations Bill to make for 100% Maternity benefits

Other institutional initiatives that have been put in place include:

- Establishment of the Gender Department in the Ministry of Youth Development, Gender and Employment Creation;
- Establishment of the Gender Forum
- Establishment of the Women and Land Reform
- Federation of Women in Zimbabwe (FAMW 2)
- Zimbabwe Women's Lawyers Association
- Zimbabwe Women's Resource Network etc

Government has also initiated programmes such as BEAM which in terms of policy, of all assisted children at least 50% should be girls. Also it is mandatory that in the Selection Committees at school level, 3 out of the 7 members should be women.

5.4 **Priority Areas Still Requiring Attention**

- Despite the near gender parity at primary school there is still need to encourage programmes that support the girl child especially at secondary school
- Need to invest more at the national level in the collection of gender-disaggregated data so as to influence policy making.
- Need to have public education campaigns that begin to change cultural stereotypes. Legislation alone is inadequate to change behaviour and perceptions
- Need for urgent mainstreaming of the gender dimensions of HIV/AIDS into almost all sector programmes and activities and facilitate the empowerment of women in the sex negotiation arena.

CONCLUSION

The WSSD, being a follow up to many other International Commitments to social development and the betterment of human kind, it is at best an international advocacy tool against which nations can measure themselves against. It provides internally agreed targets which when achieved a country could be said to be contributing towards the betterment of the generality of its people.

In this regards, the social sector targets of the WSSD can be taken as good enough proxy indicators for measuring a country's trajectory towards wealth creation or alternatively poverty reduction, attainment of gender integration as well as general empowerment of the generality of its population.

The above analysis while showing that Zimbabwe has made significant strides in this direction in the last 20 years, there still exist monumental challenges if she is to achieve these goals. The challenge therefore is for all stakeholders to come up with Action plans that will address these constraints collectively.

ANNEX 3

PROTECTING AND MANAGING THE NATURAL RESOURCE BASE FOR ECONOMIC AND SOCIAL DEVELOPMENT IN ZIMBABWE: THE POST JOHANNESBURG SUMMIT SCENARIO DR SHUMBA – 5 DECEMBER 2002

1.0 Introduction

a) Rio Summit and natural resources

- Noted the wanton destruction of natural resources in pursuit of economic development.
- Gave birth to Agenda 21 .

b) WSSD reflection

- Limited progress in the implementation of Agenda 21.
- Reaffirmed the link between natural resources and social and economic development.
- Produced the Johannesburg Plan.
- Emphasised need to set targets.

c) The Zimbabwe scenario

- Country heavily dependent on natural resources for generating employment, income and foreign exchange.
- Natural resources sustain rural livelihoods especially to poorer members of society.
- There has been mixed success regarding the implementation of Agenda 21.
- There is need to strategise on effectively linking into the Jo'burg Plan to strike a balance between economic and social development and natural resource protection.
- Paper identifies opportunities in the areas of:
 - Biodiversity and forestry
 - Agriculture
 - Legislative frameworks
 - International conventions

2.1 Biodiversity and forestry

- a) Forests shape ecosystems and habitats hence are important determinants of biodiversity in sectors such as wildlife, aquatic life and agriculture.
- b) Forests contribute significantly to the GDP and impact of food security and poverty alleviation through a range of timber and NFTP.
- c) However, forests have traditionally been considered a medium for development and not a legitimate land use. Thus a lot of intersectoral policies tend to adversely impact on the forestry sector (see Table 1).
- d) Major causes of deforestation

- Agricultural expansion
- Use of trees as an energy source.
- Use of trees as a “last line of defence in human survival”.
- Lack of secure land tenure on about 50% of country’s total land area.
- Lack of ownership and accountability
- Disincentive to investment

Emerging issues/way forward

Action programme on biodiversity and forestry should focus on reducing the impact of causes of deforestation as follows:

a) Agricultural expansion

- Need to intensify and commercialise smallholder agriculture.
- Promotion of agro forestry/farm forestry
- Create incentives through value addition to low value natural resources through the CBNRM concept. Transboundary activities and ecotourism.
- Reducing dependence on wood fuel
- Search for alternative energy sources.
- Improve use efficiency of current source.
- Reduce the reliance on forestry for survival
- Alternative livelihoods
- Security of tenure
- Need to explore more secure tenure systems for A1 and A2 schemes. (LTC – 1994)

2.2 Agricultural expansion

2.2.1 Current situation

- a) Agriculture contributes 15% to the GDP, directly supports 70% of country’s population and accounts for 25% of nation’s exports.
- b) Cultivated crops cover 27% of the country. Area increasing due to:
 - Population growth
 - The agrarian reform programme.
 - Decongesting CAs
 - Economic empowerment
- c) Challenge is to ensure that both “old” and “new” farmers feed the nation, improve their livelihoods and ensure environmental protection.

2.2.2 Emerging issues

- a) There are reports of increasing deforestation especially in resettled areas due to

- agricultural expansion, provision of fuel wood and veld fires.
- b) Opening of more forest land can be minimised by agricultural intensification and commercialisation.
- This strategy has been successfully applied to a number of cash crops but needs adequate support.
- c) There is need to develop irrigation infrastructure.
- d) Agricultural intensification and commercialisation reduces genetic diversity through loss of local crop landraces and animal breeds in favour of improved ones.
- Farmers have no incentives to conserve local germplasm due to current legislation on intellectual property rights (e.g. Plant Breeders Act of 1973).
 - There is need for a legislative framework (*sui generis*) that rewards farmers.
 - Certain technologies associated with agriculture intensification eg GMOs from biotech can adversely affect food safety.
 - Zimbabwe has a policy against GMOs.
 - Need to continuously review policy in line with changing circumstances.
- e) Promotion of coexistence of agriculture and trees
- Encourage farmers to leave certain trees (especially legumes) in crop fields.
 - Encourage the planting of exotic leguminous tree species.

2.3 The legislative framework

2.3.1 Current situation

- a) During pre-colonial times an effective traditional authority system formed the basis for natural resource conservation in Zimbabwe.
- b) However, environmental policy has shifted from community participation to community representation. Hence environmental laws are now prescriptive and punitive.
- c) Country has a number of legal instruments for the management of natural resources.
- d) However it is apparent that existing environmental laws have failed to reduce environmental degradation due to their fragmentation, non deterrent penalties and inadequate incentives for compliance.
- This gave birth to the Environmental Management Bill

2.3.2 Emerging issues

- a) There is an urgent need to:

- Develop appropriate legislation to operationalise the Bill.
- Develop and capacitate the institutional and financing provisions of the Bill.
- Raise awareness on the Bill before its implementation.

2.4 International conventions

2.4.1 Current situation

- a) Zimbabwe is a signatory to a number of international conventions. Table 2 shows progress in implementation.
- b) Action plans have been developed but implementation has been limited.

2.4.2 Emerging issues

- a) There is need to review and rationalise action plans of the different conventions.
- b) Need to develop a coordinated financial mobilisation strategy for the plans.

3.0 Conclusion

- a) There is greater recognition of the importance of natural resources in economic development by government and other stakeholders
- b) Political will to implement the Johannesburg Plan exists.
- c) There is need for technocrats to craft a practical programme of work that rides on government's goodwill and takes advantage of the Johannesburg Plan.

Table 1. Impact of inter-sectoral policies on forestry and other natural resources in communal and resettlement areas of Zimbabwe

Policy	Main issues	Potential impact on natural resources
Forestry	<ul style="list-style-type: none"> . Control and regulation of commercial indigenous & plantation forests. . Social community Forestry 	<ul style="list-style-type: none"> . Exploitation (-) . Community Based Natural Resource Management (+).
Land	<ul style="list-style-type: none"> . Land use planning. . Decongestion of overpopulated communal areas. 	<ul style="list-style-type: none"> . Agricultural expansion (-). . Modest environmental recovery in communal areas (+).
Economic structural adjustment programme	<ul style="list-style-type: none"> . Trade liberalisation. . Domestic deregulation. 	<ul style="list-style-type: none"> . Increased poverty levels and reliance on natural resources (-).
Agriculture	<ul style="list-style-type: none"> . Food security. . Increased exports. . Improved livelihoods of people in rural areas. 	<ul style="list-style-type: none"> . Agricultural expansion (-). . Non recognition of other land use systems (-)
Decentralisation	<ul style="list-style-type: none"> . Devolution of authority to local level institutions (modern and traditional) 	<ul style="list-style-type: none"> . Community Based Natural Resource Management (+).
Wildlife	<ul style="list-style-type: none"> . Appropriate authority status To private owners and communal land dwellers. 	<ul style="list-style-type: none"> . Community Based Natural Resource Management (+).
Tourism	<ul style="list-style-type: none"> . Equity and social sustainability . Tourism expansion 	<ul style="list-style-type: none"> . Community Based Natural Resource Management (+). . Woodcraft Industry (-).
Energy	<ul style="list-style-type: none"> . Fuel wood saving appliances. . Alternative energy sources. . Increased energy tariffs. 	<ul style="list-style-type: none"> . Alternatives (+). . People still using biomass energy (-). . People shift to biomass energy (-).

Key: (+) = positive impact; (-) = negative impact

Source: Adapted from Mukwekwerere (2002).

Table 2. Progress made in implementing some of the international instruments to which Zimbabwe is a signatory

International instrument	Year signed	Progress made
1. UN Framework Convention on Climate Change.	1992	<ul style="list-style-type: none"> . National Communication Report produced. . Not yet benefited from carbon credits under the Kyoto Protocol.
2. Convention on Biological Diversity.	1992	<ul style="list-style-type: none"> . National Biodiversity Strategy & Action Plan (NBSAP) produced. . A few new projects under the NBSAP have been funded under GEF.
3. UN Convention to Combat Desertification	1992	<ul style="list-style-type: none"> . National Action Programme (NAP) developed. . National Desertification Fund established but Fund is still empty. . No new projects being implemented under NAP.

ANNEX 4
REGIONAL INTEGRATION AND INSTITUTIONAL REFORMS
BY JAMES HURUNGO -5 DECEMBER 2002

1.0 Introduction

Regional integration is the unification of neighbouring states working within a framework to promote free movement of goods, services and factors of production, and to coordinate and harmonize their policies. It can also be defined as a process and a means by which a group of countries strive to increase their levels of welfare. It involves the recognition that partnership between countries can achieve this goal in a more efficient way than unilateral or independent pursuance of policy in each country.

Regional cooperation and integration in the Southern African Region serves as a platform for enhancing the meaningful participation of the region in the global economy, raising the rate of investment, encouraging market efficiency, raising intra-regional and international trade and ultimately supporting a stronger growth. It plays a crucial role in reviving growth and reducing poverty, achieving efficiency gains and gains from externalities which can be exploited as a result of both regional market enlargement and dealing with the rest of the world on stronger terms. It also assists in reducing the dependence of member countries on scarce hard-currency resources for their imports and enables them to become more self-sufficient in the range of goods they produce for themselves thereby making it possible for industries to adjust to the pressures of international competition. Regional integration can be a viable instrument for bringing about sustainable development in Africa.

Cooperation aimed at RI has become an indispensable stage in the development process of the southern African region. RI has evolved solely to address the economic structural rigidities prevalent in member countries, help member countries to attain economies of scale, rationalize production structures, encourage specialization in production based on comparative advantages, create a wider economic space, enhance industrial efficiency and reduce transport costs. Regional frameworks to spearhead the processes of regional integration have been formed [SADC, SACU and COMESA]. However, despite these good moves a gamut of challenges and difficulties have been experienced, not only at the conceptual and design stages but also specifically in the subsequent efforts to implement the objectives expressed in the respective arrangements

1.1 Regional Integration experience in Africa

From the post colonial meetings African leaders emphasized regional integration as a key element of their strategies. This was based on the view that the economic constraints imposed by the smallest and fragmentation of the national markets was the main constraint that could be overcome by regionalism. The OAU charter in 1963 enshrined the principle of regionalism. The Lagos plan of action (LPA) of 1980 envisaged the formation of the African Common market by 2000.

This was to be achieved in stages starting with a free trade area, followed by a common market and economic Union. This process was to be followed in the sub region identified by the LPA, i.e. Eastern and Southern Africa, Central Africa, and west Africa. The LPA led to

the formation of the Preferential trade area (PTA) in Eastern and Southern Africa which transformed to COMESA in 1993. In other regions integration schemes had already been established before 1980 that is the Economic Community of West African States (ECOWAS) and Economic Community of Central African States (ECCAS).

Recently the African leaders came up with the New Partnership for Africa's Development (NEPAD) that is based on the African initiative. Regional and sub-regional approaches to development are again a key element. NEPAD is a welcome initiative, which seeks to address Africa's recovery from its worsening economic underdevelopment and to promote sustainable development in a globalising world. NEPAD focuses on

- The provision of regional public goods regarded as essential (transport, energy, water, information and communication technologies (ICT) disease eradication, environmental preservation and provision of regional research capacity
- The promotion of intra Africa trade and investment
- Coordination of national sector policies and effective monitoring or regional decisions, rationalizing the institutional framework for economic integration

NEPAD seeks to respect global standards of democracy whose key component include political pluralism, democratic elections, transparency, respect of human rights and the promotion of rule of law whilst promoting intra-African trade and investment as well as regional development through the harmonization of economic and investment policies. Despite these calls many countries in Africa have continued to disregard the rule of law and most elections have continued to be marred with violence. This poses a serious challenge to the success of NEPAD.

For regional integration to yield results, it is imperative for SADC member states to spell out clearly how it should be done. Whether within the framework of market economies (given that more than three quarters of SADC states have liberalized their economies) or under the aegis of "just muddling through approach" which Zimbabwe is currently pursuing. NEPAD makes it clear in paragraph 158 that the thrust of integration efforts should have a foundation in market economics/liberalized economies.

- **Although NEPAD diagnoses Africa's economic malaise in part, as a result of colonial underdevelopment, globalisation and structural adjustment programmes, the irony is that the programme looks up to the Western industrialized world through aid, trade and investment flows for a panacea to continent's underdevelopment. NEPAD depends almost entirely for its take-off on the financial, economic and even the political support of the richer nations. There is a possibility that like the economic reforms, which were wholly supported by the Bretton Woods Institutions, NEPAD may only be selectively implemented in Africa as the donors or aid givers have shown that they will decide separately which countries they will/ will not support on their own policy terms and self-interests.**
- **(In Paragraph 43) NEPAD calls for accountable government, protection of human rights and popular participation, but the process of its formulation has been highly exclusionary and non-participatory at national and Pan African level.**

No trade union, civil society, church, political-party, parliamentary, or other potentially democratic or progressive forces were consulted. Contrastingly, extensive consultations occurred with the Western Donors. However, African development can never follow a centre – periphery path. It has to be all inclusive

- **NEPAD disregards pertinent historical factors in the design of economic development solutions, as did the Structural Adjustment Programmes (SAPs), which prescribed a one-size-fits-all solution to Africa's developmental needs. Like the SAPs, NEPAD fails to prioritise human development and instead places undue emphasis on performance indicators that do not reflect the human element of development.**

In the 1980s, many African countries successfully embarked on structural adjustment programs with the assistance of the Breton Woods institutions, the World Bank and International Monetary Fund. However, to date compared to other regions of the world, Africa is generally characterized by low economic growth, caused by low rates of domestic savings, endemic poverty, excessive dependence on a few agricultural commodities, lack of institutional transparency, lack of market openness and liberalization.

African countries (just as most developing countries) have little choice but to integrate into global markets, and the preferred approach is to integrate regionally to facilitate wider integration into the global economy. In other words, whereas it is crucial to be a part of the global network of multilateral arrangements, Africa should first learn to deal with its neighbours as partners in trade and development. This will provide African countries with the necessary building blocks in negotiating at the WTO level.

2. Constraints to Regional Cooperation and Integration

There are underlying historical, economic and political factors that have impaired SADC countries' capacity to enhance the degree of cooperation and integration. The economies in Southern Africa are still largely dependent on the export of primary products to developed countries, implying a failure to industrialize. The problem of unequal and uneven development within the southern African region imposes a hierarchy of power, which if not managed well can undermine regional cooperation and integration.

There are some inadequacies within SADC's institutional framework, which inhibit regional cooperation and integration. SADC is largely a political organization in which regional cooperation and integration are perceived as functions of the political relations¹ between member states (at intergovernmental level) rather than economic and technical arrangements that are required for any community in the making. There is inadequate management framework, which would clearly articulate goals and policies, strategies and timeframes' and therefore is unable to adhere to the very principles that guide regional integration: "that is the principle of balance, equity and mutual benefit, the principle of free movement of factors

¹ Political solidarity alone will not achieve regional economic integration. The vagueness in the SADC Treaty is based on political solidarity alone and a related presumption that the latter alone will yield regional economic integration (see A. Evans, et.al, 1999, p. 28 for details on gaps in the SADC Trade Protocol).

of production, the principle of clear rules and procedures and the principle of regional interests and circumstances (A. Evans, P. Holmes and I Mandaza, 1999, p. 23).

The apparent failure of regionalism in Africa can be attributed to several factors. These include: highly protectionist national trade policies, countries are too similar in factor endowments for such collusive policy to lead to trade creation, failure to design effective arrangements in cases where benefits are skewed in favour of a few of the cooperating partners, limited infrastructure developments linking trading partners, lack of commitment to agreed policies at the regional level, small size of individual countries, low per capita income, limited manufacturing capacity, weak financial systems, poor transportation and communications infrastructure, failure to dismantle trade barriers, lack of proper distributive arrangements for the benefits arising from regional integration, ineffectiveness of import substitution policies, macroeconomic instability and lack of political will.

In addition Resource imbalances, fragile relationship between investment and growth, narrow export base that is vulnerable to commodity price swings, crippling debt, and perpetual dependence are incessant problems bedeviling Southern African countries. The absence of regional business networks is one of the most notable economic-institutional differences between SADC and more rapidly developing regions of the world, with the notable exception of Mauritius (Chigumira 2002).

Africa, generally, has experienced mounting external indebtedness accompanied by very high debt service ratios which have diverted a significant portion of export earnings from development programs (including those that are specifically integration-related) to debt servicing. Instead of using resources for regional integration, member countries spend more resources in debt servicing.

In some countries the private sector and civic society are not adequately involved in the process of economic integration due to inadequate human development capacity through inadequate education and training. Infrastructure, especially transport system in both SADC and COMESA is poor. Although strikes have dominated labour disputes in some politically restless countries in the region, there has been a significant improvement in labour relations in most industries in the majority of member states. There is need to formulate strategies to encourage and strengthen industrial harmony so as to boost levels of productivity within the region

There are problems of overlapping and internally inconsistent initiatives in Southern Africa. Most countries in the sub-region belong to two or more of the following schemes: SADC, the Southern African Customs Union (SACU), (COMESA), the Indian Ocean Council (IOC), the East Africa Cooperation (EAC) and the Cross-Border Initiative (CBI). These organizations pursue conflicting rules, obligations and administrative strategies; increase the cost of cooperation; serve to reduce potential trading gains from regionalism; and undermine incentives for increased investment because internal inconsistencies and conflicting regulations hinder the creation of a larger unified market that can enhance sustainable regional economic development.

Political instability, lack of political commitment to the integration process, and existence of old rivalries, varying standards and specification for goods produced and traded in the region and the absence of preferential

and similar treatment for regional firms, especially on matters of investment and intra-regional trade in goods and services have militated against enhanced regional integration.

Some of the notable factors that have militated against integration in SADC are:

- Lack of transparency and predictability especially in terms of Non-Tariff Barriers and bureaucratic abstraction;
- High government reliance on trade-related revenues; and
- The absence of well-managed mechanisms for redistributing benefits to disadvantaged partners.

3. Opportunities for African regional integration

If properly conceived, regional integration offers many opportunities for developing countries.

- **First, closer trading links between these countries would strengthen their capacity to participate in world trade.**
- **Regional integration would enable many countries to overcome the obstacles represented by their relatively small domestic markets, by enabling producers to realize greater economies of scale and benefit from the establishment of regional infrastructures.**
- **A regional approach in key structural areas—such as tariff reduction and harmonization, legal and regulatory reform, payment systems rationalization, financial sector reorganization, investment incentive and tax system harmonization, and labor market reform—enables participating countries to pool their resources and avail themselves of regional institutional and human resources, in order to attain a level of technical and administrative competence that would not be possible on an individual basis.**
- **The regional approach also allows countries to assert their interests from a stronger and more confident position in the international arena.**
- **Furthermore, the conditions and obligations associated with participation in an ambitious reform program within a regional organization also facilitate the work of the domestic authorities in implementing politically difficult measures, such as lowering tariffs or instituting wide-ranging reforms of the regulatory and judicial systems.**
- **In addition, regional surveillance and the dialogue between the various partners help reduce the risks of macroeconomic slippage, resulting in a more stable, predictable environment—clearly an essential factor for the private sector to flourish.**
- **Regional integration and cooperation can be advantageous to the members in that it can enable the restructuring of national economies along regional priorities, using both comparative advantage and the need**

to stimulate complementarities in production, facilitate economic reforms at regional level and improve the investment climate, i.e. attracting capital on a regional platform or ticket, free the movement of raw materials, labour and capital within the region to promote specific industries for the regional market, as well as setting up inter-regional industrial enterprises.

- **In Africa's pursuit of poverty eradication and sustainable development, governments should institute proper conditions for savings mobilization, sustaining adequate levels of productive investment and increase human capacity. This calls for consistent and coherent macroeconomic policies. An enabling domestic environment will be vital for resource mobilization, reducing capital flight, encouraging the private sector.**
- **To enhance meaningful integration there is need for confidence- building measures, that is, smaller steps, which demonstrate good faith, are more likely to set the stage for future economic integration. Some of these would be steps that simplify procedures and lower costs. Another possibility would be to develop regional transport and communications linkages.**

3.1 Institutional reforms

Handicapped by the weakness of its infrastructure lack of qualified human resources, and low level of industrial development, sub-Saharan Africa is clearly not sufficiently integrated into the global economy. The region cannot afford to remain on the sidelines of globalisation for much longer. To facilitate its inclusion in the world economy, there is need for significant institutional reforms—in particular, by refocusing the functions of the state toward its essential mission of delivering needed public services; promoting the development of a dynamic private sector within a liberalized and transparent framework; and strengthening the role of civil society, which is critical for any social and economic change. These challenges must obviously be met with rigorous action, notably structural and institutional reforms, to allow the region to take full advantage of the benefits of globalisation while minimizing the risks.

Creating an economic environment that fosters the growth and expansion of efficient enterprises calls for a redefinition of the role and functions of the state, civil society, the private sector, and regional organizations. Regional economic integration is also a necessary element for securing Africa's active participation in globalisation. Whether the regional integration process achieves any results for its members or not depend very much on how the integration process is interfacing with external processes of globalisation and structural reforms. By external environment we mean the impact and need to factor in the IMF, WB and WTO and their policies, ACP-EU (Cotonou) and USA-Africa (AGOA) arrangements on the whole integration process.. It is therefore imperative that the external environment be interwoven with the integration process in a holistic manner.

Africa must be able to count on the technical assistance of its external partners to strengthen its human resource capabilities. In this regard, particular emphasis should be placed on training in the use of new information and communication technologies. It is precisely from this restrictive regulatory framework that

African countries must extricate themselves if they are to realize their true potential in the global economy. For this to happen, government action must be reformed to focus on four areas.

Stabilizing the macroeconomic situation. This is essential if African countries are to be competitive in the globalised economy. High inflation rates, unproductive spending, fiscal imbalances, and large balance of payments deficits need to be contained. Only then will the state be able to devote more resources to the construction of adequate infrastructure (such as roads, ports and airports, electricity, and water), consolidation of the long-term bases of development (such as education, health care, and the environment), and the struggle against poverty and exclusion. An enabling domestic environment will enhance mobilization of domestic resources, increasing productivity, encouraging the private sector and attracting and making effective use of international investment and assistance.

“First generation” reforms such as stabilizing from high inflation, moderating chronic budget deficits, and dismantling trade barriers, have been pursued with unquestionable zeal amongst African countries. Yet consolidating the gains from these reforms often requires institution building in much more difficult areas, such as developing an independent judiciary, creating independent and effective regulatory agencies, weeding out corruption, nepotism and rent-seeking behaviour among different interest groups, and instilling professionalism in the public sector.

- *Reducing the size of the public sector.* The state needs to withdraw from the commercial sector and devote more time and resources to the delivery of essential public services. The tool for this is the privatisation of inefficient public enterprises. The private sector is far better equipped than the government to manage commercial activities effectively, because its decision-making apparatus is less unwieldy and its ability to adapt to changes in the environment is greater. Reforms in this area must be guided by the desire to liberalize economic activities and promote free enterprise. The state must cultivate a culture of competition among businesses while eliminating economic rents and mechanisms that legally confer a dominant position on a firm or economic agent.
- *Price Mechanism.* A framework for allowing market forces to determine prices needs to be instituted. Such a framework would encourage competition among businesses and suppress the distortions inherent in any system of administered prices and controls. On the external front, the state needs to liberalize trade and foreign exchange transactions to attract foreign investment.
- *Good governance.* Governments need to be transparent, accountable and fight against corruption. Eradication of this scourge is imperative for promoting healthy competition, eliminating surcharges, and strengthening the efficiency of economic management. Individual freedom and collective expression. There is need to uphold freedom of the press in the region since a free and responsible press, in particular, is an important pillar of democracy. The legal system must be free from pressure and intervention from political forces or any other organization, to ensure that its decisions are independent and impartial.

To ensure sustainable economic development there is need for:

- Strengthening institutional capacity to support and take advantage of integration initiatives; i.e. there is need to promote coherent and coordinated approaches to institutional frameworks for sustainable development at regional and national levels including through the establishment of existing authorities and mechanisms necessary for policy making, coordination and implementation and enforcement of laws
- Strengthening rules based integration with a modern dispute settlement mechanism; i.e. all countries should promote sustainable development at the national level by enacting and enforcing clear and effective laws that support sustainable development. There is need to strengthen government institutions by providing necessary infrastructure and by promoting transparency, accountability, fair administration and judicial institutions
- There is need to support all countries to enhance national institutional arrangements for sustainable development including at local level. There is need to promote cross sectoral approaches in the formulation of strategies and plans for sustainable development , such as poverty reduction strategies, aid coordination , encouraging participatory approaches and enhancing policy analysis, management capacity and implementation capacity, including gender mainstreaming in all these activities.
- Capacity building for regional and national counterparts to prepare countries for negotiating and implementing agreements with complex issues, and their corresponding adjustments including the development and implementation of macroeconomic and sectoral policies; coordination of policies (macro economic and sectoral) where significant interdependences exist

4. Necessary Conditions for regional integration to foster sustainable development

The basic question is whether the regional integration agenda is capable of fostering sustainable development in the Southern African region? To achieve this goal there is need to established a diversified and dynamic industrial sector in order to move towards value added production. This would lead to a broadened export base away from primary commodity. In the current competitive world market, which is knowledge based, the conventional comparative advantage of raw materials and unskilled labour is increasingly becoming insignificant.

The real challenge is to ensure that regional organizations are perceived as effective vehicles for the integration of developing countries into the world economy, fostering mutual support among members in their reform efforts. Most importantly, these organizations should not be perceived as mechanisms for defending certain established interest groups. Rather, they should be seen as pushing for openness to the rest of the world.

What is needed to achieve these objectives?

- First, there must be the political will to adhere to regional integration objectives, and to give them priority over domestic considerations.
- Second, a resolute effort must be made to achieve greater institutional and economic policy convergence. This assumes that countries establish ambitious, but feasible timetables for instituting reforms and establishing regional institutions, while realistically evaluating the resources required.

- Third, strong, efficient regional institutions are required. In fact, such institutions should be authorized to develop appropriate policies independent of national interests without, however, losing sight of each member's particular situation. They should also have enough human and material resources to assist member countries in implementing these policies.
- Member countries should view the integration process as an effective vehicle for integrating countries into the global economy. This means that all countries that are willing to be part of the continental union must buy into the notion that regionalism can create a springboard for the process of economic liberalization and progressive insertion into the global economy.
- The regional integration process should be tailor-made to foster mutual support among member countries in their reform efforts, not necessarily to go to the defense of any established interest groups per se, but rather push for openness to the rest of the world's markets. This entails the creation of a more positive and coherent interaction between domestic reforms, regional systems of trade and investment reforms, and economic structural adjustment policies.
- There is need for sustained macroeconomic stability in member countries in order to advance regional integration.
- There is need to create an enabling environment at the regional and national levels in order to achieve sustained economic growth and sustainable development and support the continent's efforts for peace, stability and security, the resolution and prevention of conflicts, democracy and good governance, respect for human rights and fundamental freedoms, including the right to development and gender equality
- There is need for the international community to support the implementation of the vision of NEPAD and other established regional and sub regional efforts, through financing, technical cooperation and institutional cooperation, and human and institutional capacity building at regional, sub regional and national levels, consistent with national policies, programmes and nationally owned and led strategies for poverty reduction and sustainable development, such as poverty reduction papers
- There is need to enhance industrial productivity, diversity and competitiveness of African countries through the combination of financials and technological support for the development of key infrastructure, access to technology, networking of research centres, adding value to export products, skills development and enhancing market access in support of sustainable development
- Effective domestic policies and rules-based democratic institutions are necessary to ensure equitable public access to the benefits of regional integration and to provide social protection and conditions for socially efficient adjustment in the face of increased competition and economic transformations, which create losers as well as winners. Particular attention should be given to the poor so that they benefit from the integration process.
- There are clear positive synergies among various regional agreements and between them and gradual unilateral opening and development of the multilateral system. Hence policies on these fronts must work in tandem. Good and sustainable trade and integration agreements demand: good negotiations (including channels of

communication with civil society and its representatives in the legislative branch); effective implementation; and socially efficient adjustments. Without capacity building these initiatives could be in jeopardy.

- Up-to-date trade information, effective transports system in particular the rehabilitation of internal roads and railways can go a long way in stimulating intra-regional trade. Removal of Non-tariff barriers that constrain economic integration e.g. foreign currency shortages, import licensing, communication problems, customs procedures, other border procedures and official inconvertibility of most of the regional currencies.
- Apart from the removal of tariff barriers intra-regional trade growth would benefit from official convertibility of the region's currencies at fixed exchange rates or the establishment of a common currency. Currency convertibility would lessen the foreign exchange constraint. Fixed (regional) exchange rates would facilitate joint monetary policy aimed at controlling transactions between the sub-region and the outside world. It would make it possible to harmonize the monetary policies required to avoid inconsistent and contradictory actions and signals.

Recommendations

For regional integration to bring about sustainable economic development there is need to solicit private sector and NGO involvement in the implementation of its programs. The whole region should also bear in mind that involvement by the non-state actors would only occur if the technical feasibility, cooperation with the state and the risk profile were acceptable. There is need to enhance partnerships between governmental and non-governmental actors, including all major groups as well as volunteer groups, on programmes and activities for the achievement of sustainable development at all levels.

Zimbabwe's place in NEPAD has always been controversial. Her response to NEPAD has mainly been reactionary. However it should be noted that it is not sufficient to build/garner a consensus (except at foras such as Seattle, Genoa and a few other) to abstain from a process. It is rather more sufficient to garner a consensus towards an alternative.

The African union must develop institutions that possess the political will to adhere to any established goals and objectives toward harmonizing continental trade and investment. A major effort must be dispensed to achieve economic policy and institutional convergence by establishing a timetable for each nation to achieve parallel reforms, work toward establishing regional institutions, and make available resources to implement institutional reforms. Strong regional institutions must be authorized to develop appropriate policies independent of national interests but accommodating of each country's peculiar conditions.

The SADC region has a number of smaller states. These states tend to exhibit particular characteristics that influence their participation in the regional and international trade arrangements. These include a small domestic market, reliance on one or few commodities, high vulnerability to fluctuations in world prices and limited human and financial capital. Smaller countries entering in the regional trade arrangements need assurances that their

vulnerability will not be exacerbated by their participation in the regional trade area. The SADC region has the further distinction of having the highest incidence of poverty in the world.

There is therefore a need for SADC countries to continue to strive for collective capacity, responsibility and action in the pursuit of deeper regional integration, and minimize the risks faced by small economies while exploiting opportunities offered by the globalised world. As Ramsamy (2001) noted "SADC should be consolidated into a vibrant regional economic and trading bloc and maintain solidarity in multilateral negotiations which address key issues such as market access, debt burden, technology transfer, private and official financial resource flows" All these issues have a bearing on SADC efforts to come up with a regional framework to eradicate poverty within the region.

The issue of governance (which perhaps offers the most plausible explanation of why Zimbabwe skirted the NEPAD initiative) is not a new issue in regional and political co-operation. It is core to many treaties and covenants the country has signed. These include United Nations Charters (such as the charter on human rights) as well as the Cotonou agreement (which covers ACP-EU trade relations). So there is really nothing sinister in the inclusion of the governance clause in NEPAD. What needs to be understood is that the concept has been globalised and as such we are bound to meet it head on regardless of the path we take.

For regional integration to yield results, it is imperative for SADC member states to spell out clearly how it should be done. Whether within the framework of market economies (given that more than three quarters of SADC states have liberalized their economies) or under the aegis of "just muddling through approach" which Zimbabwe is currently pursuing. NEPAD makes it clear in paragraph 158, which the thrust of integration efforts should have a foundation in market economics/liberalized economies. As Zimbabwe, our acceptance of a process to which we despise will either result in the death of the initiative and/ or the death of one of its disciple (Zimbabwe)

Selected References:

- (1) Chigumira G (2000): Link between regional integration and poverty alleviation efforts in the Southern African Development Community (SADC) Region, Trades User Guide, Harare
- (2) . Keohane Ed. R, and s. Hoffmann. Boulder: Westview Press." *decision-making and institutional change*".
- (3) Haas, e.. 1964. *Beyond the nation-state. Functionalism and international*
- (4) Niemann, m. 1995. Regional cooperation in southern Africa: strategies for the 1990s. *Journal of African policy studies* 1 (1).
- (5) Niemann, m. 1998. Regionalisation and globalisation from a spatial perspective. *Space and polity* 2 (2).
- (6) Nye, j. 1970. Comparing common markets: a revised neo-functionalist model. *International organization* 24 (4). *Organization*. Stanford: Stanford university press.
- (7) Niemann Michael "NGOs as regional actors" international studies program
- (8) Republic of Zambia; "industry and trade: SADC", Lusaka, 1999.
- (9) Schmitter, p. 1970. A revised theory of regional integration. *International organization* 24 (4).
- (10) Tekere M-; "role of SADC in promoting regional trade and marketing of agricultural commodities", paper presented at the workshop "strengthening trade in food commodities in southern Africa", march 1997
- (11) Tekere. M (2001) Trade and Poverty in Southern Africa, Presented at a Southern African Regional Poverty Network (SARPN) Conference held at the Human Sciences Research Council Pretoria 26 April 2001
- (12) WSSD, Plan on Implementation, September 2002

ANNEX 5

WSSD PLAN OF IMPLEMENTATION IN A GLOBALISING WORLD Some issues for moving the process forward in ZIMBABWE.

Opa Kapijimpanga, AFRODAD, Harare.
Wild Geese Lodge, Harare, Thursday 5 December 2002

Basic Framework of Analysis on Sustainable Development:

Sustainable development can be understood as development of humanity in harmony with itself (humanity) and with nature and in which the relationship does not undermine either of them. In this regard, attainment of sustainable development is dependent on conformity to an appropriate set of values and a value system in which to anchor harmonious human relations and a harmonious relationship between humans and nature. The relationship between humanity and nature is defined by the nature of interaction between humans, at the individual, organizational, national, sub-regional, regional and global levels or between individuals, between families, between groups of people in a nation, between nations in a sub-region (SADC), between nations in a region (Africa) or between nations in a global world. The current tension between human development and the environment has partly been caused by skewed relationships and lack of harmony in the interactions between humans, which in turn has resulted in skewed resource use, and distribution. It is imperative that in order to reduce and eliminate this tension it is necessary to reaffirm and operationalise values and a value system that will secure harmony within humanity and between humanity and the environment in the quest for sustainable human development. Implicitly and explicitly this should also result in more equitable use and distribution of resources for the well being of all humanity and without undermining nature on which equitable human development must be based.

In this note we examine the extent to which the WSSD Johannesburg Plan of Implementation will be successful and what can be done in Zimbabwe as part of that process in the context of a globalising world. We raise some key issues for further thought in relation to some of the issues raised in the Johannesburg Plan of Implementation, namely: Good governance, Peace, Security and Right to Development; on Poverty eradication, changing unsustainable patterns of consumption and production and finally on Means of implementation:

Sustainable Development in a Globalising World:

Globalisation can be seen from the perspective of spreading or expanding specific set of values and value system to govern interdependency. Current globalisation trends are towards spreading of hegemony of Neo-liberalism with its value system and power imbalances in favour of the rich and powerful.

Some examples of values of neo-liberalism:

- Promotion of predominance of profits, markets and dominance of large companies
- Privatisation of services and natural resource endowments

- The powerful and the rich dominate the decision-making processes as in WTO, on Debt Issues (Paris Club and HIPC), EU-ACP relations etc.

These values and value system have one major result: impoverishment of the people and therefore creating disharmony within humanity, which is a basis for unsustainable development.

Given that Zimbabwe operates in a global context, it is imperative that we guard against entrenchment of such value system.

On Good governance, Peace, Security and Right to Development:

These are preconditions to harmony within humanity and therefore preconditions for sustainable development. They are essential for maintaining harmony within our human society. Current economic and political reality in Zimbabwe undermines not only development but also sustainable development. Good governance, Peace, Security and right to development are a key feature of a Development State.

It is therefore necessary to analyse the current nature of the Zimbabwean State and work towards influencing overall space for the enhancement of a development State.

Specifically we must find and elaborate on dialogue options and possibilities for enhancing policy change towards reversing current economic decline, which has consequences for disharmony with nature or environment.

On Poverty Eradication:

Poverty is a symptom of mal development which itself is unsustainable development. It is a result of disharmony within society and between societies, the rich and the poor. Thus Poverty eradication as set out in the WSSD paper is the ultimate goal of our development process. The issues listed in the Plan of Action are not new and therefore what is really required is to secure that they are a part of the Zimbabwe Poverty Reduction Strategies.

The real question though is whether or not such poverty eradication can be achieved in the current national and global environment. Indeed the answers lie in creating the appropriate social, economic and political environment (see issue of Governance above); changing unsustainable patterns of consumption and production and dealing with Financing for Development.

On changing unsustainable patterns of consumption and production:

Society must always secure that production and consumption do not deplete the environment or natural resources. Equally, Society must close the divergence between resource endowment and production and between production and consumption. In this regard, there must be an ongoing process of increasing value added for people to benefit from their natural resources.

We propose that for Zimbabwe we assess value added trends in the production patterns, monitor compliance to the various environmental conventions which have been signed by the government; undertake Environmental Impact assessment of Zimbabwe Consumption and production patterns and take stock of Natural Resources endowment and secure that they are used for the benefit of the people

On Sustainable development for Africa:

Under this section, the key issues relate to the institutional framework within which Zimbabwe will operate in terms of its linkages with the globalising world to influence change towards sustainable development.

Given that regional integration is part of the process of global linkages, the process of regional integration, common platforms of actions at the sub-regional and regional levels are critical to implementation of the Johannesburg Plan. The establishment of the national SADC Focal is important to consider engaging with as channel to sub-regional framework. Other institutional areas which are open for engagement are COMESA, African Union Economic and Social Council, Economic Commission for Africa, African Development Bank and NEPAD.

On Means of Implementation of the Plans:

One of the key factors for implementation of the Johannesburg Plan relates to issues of Finance for development. In this regard, the link with the United Nations High Level Meeting on Financing for Development, which took place in Monterrey, Mexico in March 2000 and the discussions therein, is extremely relevant. The section below draws on this discussion (documented by AFRODAD in the context of that High Level Meeting and known as the Chisamba Statement of 08 December, 2001):

Mobilising Domestic Resources

A renewed investment in Africa's people in education, skills enhancement, indigenous knowledge and health is a necessary action for enhancing the overall capacity of this resource to contribute to domestic resource mobilisation. During the last 20 years of Structural Adjustment policies of the World Bank and the IMF, Africa's human resource base has suffered from lack of enhancement and has been eroded to the extent that it is unable to meet the challenges of development.

Domestic resources provide the foundation for self-sustaining development. Such domestic resources include surpluses generated through normal economic activities including savings. Africa's surpluses include losses in terms of trade and trade restrictions by developed countries estimated at US\$ 60 billion per year, Debt servicing estimated at US\$ 14 billion per year, dividends, transfer price payments, royalties, consultancy fees and other payments that are externalised out of Africa constituting resource outflows and which therefore contribute to Africa's financial resource gap.

The very first challenge in mobilising domestic financial resources for development is therefore to stop the resource leakage out of Africa. The following measures will be necessary:

- Appropriate pricing of Africa's traded goods and the determination of this pricing within Africa (Chromite in the case of Zimbabwe).
- Market access to developed countries
- Debt cancellation or moratorium on Debt servicing
- Capital controls to stop capital flight
- Stop preferential treatment of foreign capital over domestic capital
- Establishing reinvestment and value added rules and regulations.

Savings constitute a strong base for development and growth. Appropriate measures to stimulate further growth and development of existing forms of savings such as Unit Trusts Funds, Pension Schemes, credit schemes and variations of people's savings should be adopted.

As also noted in the African Alternative to Structural Adjustment (UN-ECA) the following measures will be necessary for further mobilisation of domestic resources:

- Focus should be on development of rural financial intermediation which is essential for mobilising and use of domestic resource
- Increasing the efficiency and integrity of tax collection
- Adopting limited deficit financing for productive investments that have little or no import content
- Supporting savings and reinvestment efforts and processes by local communities.

Mobilizing International Resources for Development: Foreign Direct Investment (FDI) and other Private Flows:

We believe that domestic resources are critical and indispensable towards achieving sustainable development. International resource mobilisation through Foreign Direct Investment should be seen as *supplementary* to domestic resources.

The fallacy of Foreign Direct Investment in creating employment, exploitation of resources for the benefit of the people, diversification of the productive base and infrastructure development, have only created a system of discrimination against the local enterprises, capital flight and has established a basis of re-colonisation of Africa, through enclave activities and foreign ownership of the productive assets of the continent.

There is need to regulate the terms under which Foreign Direct Investment may be brought into developing countries to meet national sectoral development priorities and needs. Governments must put in place mechanisms for transparent and accountable corporate governance.

FDI acceptance must be based on the following criteria:

- Additionally to local business
- Substantial employment creation
- Substantial reinvestment of profits and increasing value added of products
- Positive impact on environment
- Filling up the resource gap when the domestic private sector is unable to produce certain products.
- Conformity to International Protocols on Labour to ensure that FDI does not exploit workers in the country.
- Non-involvement in capital and highly leveraged transactions including trade in currencies by corporations.
- Regulate or stop capital flight and money laundering

Above all, FDI must not replace or undermine the sovereignty of the country by imposing corporate citizenship.

Trade:

The structural inequities encountered in the current international trading system are serious obstacles to a vision of development that will build sustainable communities. There is a need to distinguish between economic development that fosters sustainable and participatory development, and that which aggravate inequalities, social disintegration and ecological destruction.

Trade liberalization has resulted in the following:

- Increase in unemployment through job losses and inadequate job creation.
- Increase in wage disparities
- Ecological devastation through deforestation and the disturbance of the balance of ecosystem.
- Undermining of food security through shifting emphasis to export-led production
- Increase in the number of people living in extreme poverty
- Devaluation of local currencies that worsens the Debt burden and terms of trade in favour of developed countries.

We call for an evaluation of the effects of the current international trading system to ensure that world trade supports development goals. The following requirements need to be fulfilled:

- Level the playing fields between the developed and developing countries by transforming the current international trade system.
- Eliminate export subsidies.
- Remove export and production subsidies in developed countries
- Regard trade-related intellectual property rights; ensure recognition of traditional knowledge and making medicines available to secure public health.
- Give the right to developing countries to produce or import generic copies of patent medicines.

There is a need to examine the way in which the International Financial Institutions, governed by profit-driven multi-national companies, have used trade to perpetuate injustice and increased the gap between the rich and the poor. There is need to strengthen UNCTAD (rather than the WTO) in order to continue monitoring and challenging the negative effect of trade on developing countries.

Increasing International Financial Co-operation for Development:

Official Development Assistance (ODA) cannot be effective in the absence of local ownership and participation of civil society. Priority should therefore be given to build development partnerships among stakeholders including donors, recipients and civil society.

The attainment of ODA at 0.7% of developed countries' GNP is an already agreed target. Those that have not attained this target should provide a clear timetable for reaching it. Further more, the implementation of the 20/20 agreement should be fulfilled. There is a need to establish a mechanism to ensure fulfilment of these already agreed pledges.

Conditionalities such as tied aid should be abolished and a shift made from project to budget support for aid delivery. Equally under technical assistance, deliberate efforts should be made to shift to increased use of local human resources for ODA to stimulate local human resource development.

External Debt Relief and Sustainable Debt Financing

We reiterate the Jubilee Movement and the Least Developed Countries' call for debt cancellation. Furthermore, special attention should be paid to cancellation of illegitimate Debt, which includes the following:

- Debts, which cannot be serviced without causing harm to people and communities. It is a violation of human rights to repay debt at the expense of meeting human development needs.
- Debts incurred by illegitimate debtors and creditors acting illegitimately which includes odious debts and loans stolen through corruption.
- Debts incurred from illegitimate uses such as projects that did not benefit the people as were intended.
- Debt incurred through wrong policy advice or a result of external factors over which debtors have no control.

Debt relief should not be re-financed at the expense of ODA which should be directed to poverty reduction. One way of dealing with Debt as finance for development is to create a Development Fund at the country level into which Debt-servicing payments could be made and in which civil society will participate in its use for development programmes.

The HIPC initiative is not adequate to address the severe indebtedness of most African countries. For that reason we reiterate the need to cancel Debt and adoption of other measures which have a direct impact on releasing resources that are tied up in the debt crisis.

It should not be left to the IMF and the World Bank to propose another initiative for debt relief. Rather, any new initiative must be the outcome of a process involving all stakeholders, debtors, creditors and civil society.

There is a need for the establishment of a fair and transparent Arbitration mechanism on Debt under the United Nations. The current suggestion for insolvency procedures is totally inappropriate and should not be pursued.

As noted by the World Council of Churches, a more just international financial system should put more burden of adjustment on the lenders and speculators. Thus one reform measure deserving support is the addition of an Emergency Standstill Clause (ESC) to loans and bonds contracts. Such a clause would enable Debtors with balance of payments problems to suspend payments and negotiate with their creditors instead of having to run to the IMF for refinancing loans that come with costly conditionality.

Thus in order to implement the Johannesburg Plan, it is essential for Zimbabwe to also focus on African individual and collective Self-reliance and lessening of dependence on external resources.