

**REPORT OF THE COMMITTEE ON ENERGY, ENVIRONMENT AND
TOURISM FOR THE FIRST SESSION OF THE TENTH NATIONAL
ASSEMBLY APPOINTED ON 8TH NOVEMBER 2006**

Consisting of;

Mr S Sikota, MP, (Chairperson); Mr G Chazangwe, MP; Major R M Chizhyuka, MP; Mr M C K Mushili, MP; Mr A Simama, MP; Mrs F B Sinyangwe, MP; Mr C W Sinyinda, MP.

The membership of your Committee was reduced to seven following the appointment of Mr G Nassim-ul-Hamir, MP as Deputy Minister in the Ministry of Lands.

The Honourable Mr Speaker,
National Assembly,
Parliament Buildings,
LUSAKA

Sir,

Your Committee have the honour to present their Report for 2007.

Functions of the Committee

2. In addition to any other duties placed upon them by Mr Speaker or any Standing Order or any other order of the Assembly, the duties of the Committee on Energy, Environment and Tourism are as follows:

- i) to study, report and make appropriate recommendations to the Government through the House on the mandate, management and operations of the Government ministries, departments and/or agencies under their portfolio;
- ii) to carry out detailed scrutiny of certain activities being undertaken by the Government ministries, departments and/or agencies under their portfolio and make appropriate recommendations to the House for ultimate consideration by the Government;
- iii) to make, if considered, necessary recommendations to the Government on the need to review certain policies and/or certain existing legislation; and
- iv) to consider any Bills that may be referred to them by the House.

Meetings of the Committee

3. During the year under review, your Committee held thirteen meetings.

Procedure Adopted by the Committee

4. During the course of their deliberations, your Committee considered and adopted the following programme of work for 2007:
- (i) consideration of issues of the Action-Taken Report on your Committee's Report for 2005 ;
 - (ii) detailed study and consideration of submissions on pollution control in Zambian industries;
 - (iii) detailed study and consideration of submissions on the preservation of Zambia's natural habitat / heritage;
 - (iv) detailed study and consideration of submissions on the promotion of museums in tourism in Zambia; and
 - (v) tours arising from deliberations.

PART I

CONSIDERATION OF TOPICAL ISSUES

TOPIC I: POLLUTION CONTROL IN ZAMBIAN INDUSTRIES

5. The *Environmental Protection and Pollution Control Act Chapter 204 (EPPCA)* of 1990 provide the regulations for the management of waste.

SUBMISSIONS BY THE GOVERNMENT INSTITUTIONS

The following Government institutions submitted on the subject of Pollution control in *Zambian Industries*:

1. Ministry of Tourism, Environment and Natural Resources (MTENR);
and
2. Ministry of Mines and Minerals Development

Your Committee heard that the Ministry of Tourism, Environment and Natural Resources (MTENR) through the Environmental Council of Zambia (ECZ), which was a statutory body, was mandated under the *Environmental Protection and Pollution Control Act Chapter 204 (EPPCA)* of the Laws of Zambia to enforce all regulations relating to environmental protection and pollution control.

Adequacy of Existing Legislation

In terms of waste management, specific legislation under EPPCA included waste management and hazardous waste management regulations. All

industrial activity was subject to waste management licensing systems administered by ECZ in conjunction with local authorities. ECZ aimed to ensure that industrial companies and institutions complied with standards and guidelines under waste management regulations. This included ensuring that such institutions obtained waste management licenses for generation of hazardous waste, storage of hazardous waste, transportation of waste and operation of dumping sites, where applicable.

Your Committee were informed that the Government had put in place a number of regulations to govern issues of waste management and these included among others:

- Pesticides and Toxic Substances Regulations of 1994, which gave guidelines on storage and disposal of pesticides and toxic substances; and
- *Public Health Act Chapter 295* of the Laws of Zambia

Your Committee were further informed that there were statutory instruments that guided the mines and other industries on how waste should be disposed of in an environmentally friendly manner.

With specific reference to the mines, your Committee heard that Part III of the Mines and Minerals Environmental Regulations of 1997 (under the *Mines and Minerals Act*), defined step by step how the waste was to be managed and dumped in an environmentally sound and safe manner. Under Part III, it was a statutory requirement for a developer to apply to the Director of Mines Safety Department and give a thirty days notice before commencing any dumping. The developer had to specify the material to be dumped; give a description of a site; and state the nature of the dump.

Your Committee heard that the Government was aware of many Zambian industries that had not taken deliberate measures to maintain or enhance

quality of life of human beings and preservation of the environment for present and future generations.

Compliance Monitoring

ECZ regularly held cleaner production workshops with stakeholder organisations such as mining companies to encourage concerted efforts in reducing impacts of waste produced from these industries. EPPCA had a provision for Environment Impact Assessment (EIA) which each institution or company was required to carry out before being established. EIA involved participation of the public who were usually considered as stakeholders in environmental matters.

This was achieved by ensuring that waste and waste management utilised the least possible of the nation's resources. Zambia's main strategy was to prevent generating waste and reducing its amount of harmful substances; to promote re-use; material recycling and energy recovery; and to secure environmentally sound disposal methods of the remaining waste.

ECZ also took a leading role in identifying waste streams to be produced by upcoming industries and how these could be addressed prior to project implementation. Through the Environmental Impact Assessment (EIA) process, ECZ had been able to continually raise awareness levels among institutions and members of the public with regard to the likely impacts of waste on human health and the environment. ECZ had also developed a client management system that had enabled its inspectors to have a closer relationship with industry providing more information on such issues as waste and its management to client companies on a more detailed level.

The Permanent Secretary, MTENR, submitted that the EIA process and subsequent licensing compliance monitoring systems under ECZ were able to capture and monitor all industries that produced waste that affected the

wellbeing of the environment. These activities were done regularly with all facilities having a client manager at ECZ in the inspectorate. The only drawback was limited number of staff at ECZ, which meant that inspectors sometimes had too many facilities to make follow-ups on. However, compliance monitoring was divided into 'facilities within Lusaka' and 'facilities outside Lusaka' so as to allow for greater focus on each facility in terms of compliance monitoring. Inspectors planned their work around this division. This had provided a more effective way of monitoring industrial activity.

Your Committee heard that the ECZ carried out regular physical inspections to determine pollution levels in different industries. Thereafter, depending on the seriousness of the risk posed, if any pollution had occurred, ECZ either ordered closure of the operation or issued an enforcement notice and allowed the operator ample time to take measures to mitigate the effects of pollution.

Waste Management

Your Committee were informed that a draft National Waste Management Strategy (NWMS) whose theme was "a clean and green Zambia" was being developed in consultation with all key stakeholders. The overall goal of NWMS was to control pollution, improve waste management and prevent environmental degradation through an efficient, effective and sustainable waste management system by:

- a) reducing the environmental impacts of hazardous waste by reducing generation of wastes and the harmful substances in the waste;
- b) ensuring increased re-use, recycling and utilisation of energy; and
- c) ensuring that final treatment of hazardous waste takes place in an environmentally sound manner.

There were a number of constraints that Zambia had faced in tackling the problem of waste management. Some of these were:

- i) inadequate investment in waste management by local authorities and the private sector;
- ii) lack of technical capacity to implement sound solid waste management practices, by both industry and the local authorities;
- iii) uncontrolled growth of urban settlements; and
- iv) rundown infrastructure.

In order to achieve the objectives of waste management, the Government would endeavour to:

- a) support activities of the Environmental Council of Zambia, aimed at supervising and minimising release of harmful environmental emissions and waste industrial by-products;
- b) introduce a standard exceeding fee and emission fee on charged pollutants such as gas and solid waste, noise and radioactive pollution;
- c) provide incentives to enterprises using waste water, gas and solid for production; and
- d) require domestic firms with heavy pollution levels to treat adverse environmental effects of their pollutants within given timeframes, and impose stiff penalties for non-complying firms.

Awareness Raising

Your Committee heard that MTENR, through ECZ, was responsible for ensuring that sustainable development guidelines were implemented by all sectors. Thus, ECZ took a leading role in disseminating information on impacts of waste from the mines and other industries on the environment.

A national awareness programme had been set up to sensitise industry and the

general public. This was in form of workshops, radio and television discussions, and reading materials like posters. The awareness programme would provide an opportunity for open discussions on issues of environmental and waste management.

On whether adequate legislation was in place to ensure compensation of victims of mining activity pollution, your Committee were informed that the main environmental law was based on the 'polluter pays principle' and so the polluter was held responsible for any pollution of the environment. In addition, it was a requirement for every organisation involved in activities that affected the environment, to put in place an Environment Protection Fund which fund could be used to compensate victims whenever need arose.

On how independent ECZ was, your Committee were informed that ECZ was a body corporate governed by law and could make independent decisions.

SUBMISSIONS BY OTHER STAKEHOLDERS

The following stakeholders submitted on the issue of pollution control in Zambian industries:

1. Environmental Council of Zambia (ECZ);
2. Nitrogen Chemicals Zambia Limited;
3. Konkola Copper Mines;
4. Citizens for a Better Environment (CBE);
5. Zambia Sugar Plc; and
6. Members of the Public.

Your Committee heard that Zambian industries followed the standard set by the Environmental Council of Zambia, on limits of pollutants discharged to the

environment. Where there were no limits set by Environmental Council of Zambia, international standards were followed.

Adequacy of Existing Legislation

Your Committee heard that the *Environmental Protection and Pollution Control Act Chapter 204* of 1990 was appropriate as it adequately provided for a system of licensing and monitoring through inspections, sampling and penalties for non-compliance. Enforcement of existing legislation by relevant institutions, for example ECZ, the Local Authorities (Councils) and Mines Safety Department, had generally been adequate. The capacity to monitor was also adequate.

Compliance Monitoring

The general observation was that the problem was not with enforcement, but with compliance. ECZ was not well equipped, especially in terms of manpower, to carry out regular compliance visits. Most organisations did not have resources required to invest in the state-of-the-art technologies that abated pollution.

On Environmental Council of Zambia's independence, the stakeholders stated that ECZ was an important institution but its independence had been compromised by the Minister's powers. There was need to make ECZ an autonomous body.

Pollution of the Kafue River by Konkola Copper Mines

Your Committee heard that on 6th November, 2006, Konkola Copper Mines (KCM) committed acute pollution by pumping acidic effluent through their pipeline, without adding lime, into the Kafue River, in Chingola. ECZ immediately directed KCM to discontinue operations and embarked on

investigations to establish the cause of pollution. It was found that KCM had no stocks of lime due to some lapses in their internal management process. In line with the provisions of EPPCA, ECZ considered various options in dealing with this matter; they could either prosecute KCM or compel the company to clean up the pollution and pay for any damage arising therefrom. Considering that the law provided that the maximum penalty that any court could impose for such a breach was K10.8 million and taking into account the socio-economic implications of a lengthy shut down of KCM operations, ECZ chose not to prosecute KCM. Instead, ECZ instituted regular physical inspections of the lime stock levels at the company and ordered them to undertake the following remedial actions:

- a) de-silting of the bridge on the Kitwe-Chingola Road, which was almost blocked due to accumulation of effluent from the company's operations;
- b) replacing all portions of their pipeline damaged due to acidic discharge. This project, which was expected to cost a total of US \$2 million, was to be completed in July, 2007;
- c) de-silting the company's pollution control dam, which was filled up;
- d) drilling boreholes for the communities affected by the pollution incident. A total of twelve boreholes were expected to be drilled under this programme, which had since commenced;
- e) compensating Mulonga and Nkana Water and Sewerage Companies for loss of business since the two companies could not, during the period of the pollution, pump water to their customers;
- f) submitting weekly reports to ECZ on lime stock levels and other pollution control measures;
- g) setting up a management system that would help avert recurrence of such incidences; and
- h) compensating any member of the public who suffered damage as a result of ingesting the fish or water affected by the pollution.

Asked to comment on the fact that no members of the public had as yet been compensated for damage suffered consequent to the incident, the Director, ECZ stated that this was largely due to failure on the part of the members of the public to claim such compensation. He explained that soon after the incident, ECZ undertook a baseline survey to determine the extent of the damage caused by the pollution incident. ECZ, thereafter, intimated to citizens that they had a right to seek compensation for any damage suffered as a result of the pollution. He, however, stressed that ECZ did not have legal mandate to educate the public with regard to their rights in such matters, or indeed to claim compensation on behalf of members of the public. It was ECZ's hope that the members of the public would organise themselves with the help of their area Members of Parliament or other activists and claim their compensation from KCM. He also informed your Committee that the ECZ were undertaking a project that, if successful, would culminate in a review of relevant legislation. It was hoped that in so doing, that the mandate of ECZ would be broadened to include procuring compensation on behalf of individuals or communities affected by pollution.

Your Committee heard that emitting effluents without obtaining mandatory licences from the ECZ was illegal and appropriate sanctions would be meted out in accordance with the law once such operators were discovered.

Committee's Observations and Recommendations

Your Committee observe the following:

- (i) inadequate staffing levels due to poor funding to ECZ are hampering effective monitoring operations of the organisation;
- (ii) provisions of the *Environmental Protection and Pollution Control Act* such as fines and penalties stipulated in the law for industries that pollute the environment are not adequate; and

(iii) although ECZ is an autonomous body, its independence is only to the extent that the Minister of Tourism, Environment and Natural Resources agrees with its decisions.

Arising from the above observations, your Committee recommend as follows:

- (i) there is an urgent need to improve the funding to ECZ as a matter of urgency in order to ensure its effective operation;
- (ii) the Government should carry out effective review of the Environmental Protection and Pollution Control Act in order to update archaic provisions of this law so as to arrive at penalties which are relative to levels of pollution; and
- (iii) the Government should carry out a review of the laws governing ECZ in order to allow for the supremacy of the decisions of ECZ.

TOPIC II: PRESERVATION OF ZAMBIA'S NATURAL HABITAT / HERITAGE

Zambia's natural heritage is managed under various laws that govern the conservation and management of natural resources. Most of these natural heritage sites are managed under the *National Heritage Act Chapter 173* of the Laws of Zambia.

SUBMISSION BY THE PERMANENT SECRETARY, MINISTRY OF TOURISM, ENVIRONMENT AND NATURAL RESOURCES (MTENR)

Allocation of Land for Investment in Natural Heritage Sites

Your Committee heard that allocation of land remained the prime function of the Ministry of Lands. However, the role of the Ministry regarding land allocation was to ensure that proposed developments were in conformity with conservation objectives which the Ministry promoted through the National Heritage Conservation Commission (NHCC). The Commission promoted long-term forward planning and balanced development. Balanced development incorporated the socio-cultural, spiritual and other related needs of man. This was the type of development where preservation and conservation combined forces with exploitation in a delicate balance, so that preservation and conservation were not achieved at the expense of exploitation and consequently, exploitation was not undertaken at the expense of preservation and conservation.

The witness stated that the Environmental Council of Zambia (ECZ) was consulted on developments to take place because provisions of the *Environmental Protection and Pollution Control Act (EPPCA)* required that projects, in areas such as game parks and national heritage sites, underwent an EIA before any implementation was done. The land was usually allocated by the Zambia Wildlife Authority (ZAWA) and NHCC in consultation with Ministry of Lands, depending on whether the land in question was in a national park or a heritage site. However, ECZ was also consulted based on the requirements under EPPCA. ECZ then provided a response in form of a decision letter, approving or rejecting the project proposal with reasons.

Legal and Policy Framework in Place vis-à-vis Investment in National Heritage Sites

Your Committee heard that Zambia's natural heritage was managed under various laws that governed conservation and management of natural resources. *The Heritage Act* empowered the National Heritage Conservation Commission to manage Zambia's unique natural and cultural heritage for public enjoyment and education for posterity. The Commission also regulated the movement and collection of heritage in Zambia by issuing research, excavation and collection permits. All museums collected permits from the Commission for collection of heritage.

Your Committee were informed that some heritage was found in other conservation jurisdictions such as wildlife estates, national forests and open areas and private lands but were protected by the *Heritage Act*. In other instances, the protection was complimented by the various Acts such as the *Zambia Wildlife Act*, *Environmental Protection and Pollution Control Act* and *Mines and Minerals Development Act*. Some of heritage sites, which were considered to be of national significance had been declared as national monuments.

The witness stated that there were a number of impediments in the conservation and management of heritage, which necessitated a review of the heritage legislation. Some of these were outlined as follows:

- the need to resolve difficulties of community participation and benefits under the current legislation (*Heritage Act* of 1989);
- the need to harmonise the *Heritage Act* with other appropriate pieces of legislation;
- the need to stiffen penalties for offenders on heritage law; and,

- the need to domesticate relevant provisions emanating from the international conventions and agreements to which Zambia was a signatory or party.

In order to make conservation of heritage efficient and effective in the light of the local communities and the private sector, there was need to review the current legislation in order to provide for the following:

- (i) participation of local communities, traditional institutions/authorities, non-governmental organizations, private sector and all gender participation in sustainable heritage management and conservation;
- (ii) joint heritage management, which should include aspects of empowerment and sharing of costs and benefits;
- (iii) strengthening of the Commission by giving it arresting and seizure powers; and
- (iv) domestication of international agreements such as the Biodiversity Convention and the World Heritage Convention.

SUBMISSIONS BY OTHER STAKEHOLDERS

The following stakeholders submitted on the issue of preservation of Zambia's natural habitat / heritage:

1. National Heritage Conservation Commission (NHCC);
2. Zambia Wildlife Authority (ZAWA);
3. Environmental Council of Zambia (ECZ);
4. Legacy Holdings (Zambia) Limited; and
5. Members of the Public.

Your Committee heard that the National Heritage Conservation Commission (NHCC) was a statutory institution established under Chapter 173 of the Laws

of Zambia to conserve and manage cultural and natural heritage sites and also regulate the movement of relics and objects of unique heritage value within and out of the country.

On the internal consultative process within the Ministry of Tourism, Environment and Natural Resources, in relation to granting of licences and permits for the development of cultural and natural heritage sites, your Committee heard that ideally, NHCC ought to be consulted before any project involving breaking of the ground was undertaken. Hence, projects such as roads and buildings anywhere in the country needed to be cleared with the NHCC so that any heritage resources that may be at the site could be appropriately preserved. Sadly, however, this was not the case and NHCC was often informed of projects long after the licences or permits for such projects had been issued, resulting in considerable loss of heritage resources.

Your Committee heard that in light of this, NHCC had taken it upon itself to compile and disseminate information through brochures and pamphlets to all Town Clerks and Council Secretaries about the heritage resources in their districts, and had requested them to consult the Commission whenever certain developments were proposed in and around the heritage sites located in their districts. In addition, NHCC had embarked on a national publicity campaign using electronic media, particularly television, in which they had partnered with the Zambia National Broadcasting Corporation to sensitise the public on the value of heritage resources and the dire need to conserve them through a programme called "Heritage Trails". It was emphasised that more publicity was still required and, resources being available would be undertaken. Regrettably, there was still little recognition of the Commission's role in this regard, and almost none of the districts had ever consulted the Commission.

The Executive Director NHCC pointed out that part of the problem was the multiplicity of institutions within the sector which were charged with the

issuance of approvals, permits and licences for the development of heritage sites, and lack of a comprehensive interaction and interface mechanism amongst them. For example, the Commission had in the past entered into a Memorandum of Understanding (MOU) with the Zambia Wildlife Authority (ZAWA) in an effort to stem conflicts between the two institutions. For a time, there had been mutual understanding as the institutions consulted each other regularly, especially with regard to development of heritage sites and issuance of licences and permits in such areas. However, following change of management at ZAWA, new management had refused to recognise the MOU, and the conflicts had resurfaced. Hence, it often turned out that the Commission and its sister institutions held conflicting positions about certain proposed developments and projects, when they should in fact harmonise their positions and complement each other and promote the much needed development of heritage sites. He stated that proposed development at the Victoria Falls World Heritage Site by Legacy Holdings was one such situation. He explained that had the development been allowed to proceed as initially proposed, UNESCO would have withdrawn its recognition of the site as a World Heritage Site

The above notwithstanding, your Committee heard that the Ministry of Tourism, Environment and Natural Resources had since established a Natural Resources Forum in 2006, which met quarterly. Membership of the Forum was drawn from the heads of the various institutions falling under the Ministry. This Forum would provide an opportunity for the various institutions under the Ministry to share information and expertise so as to avert confrontation and create a conducive atmosphere for each institution to contribute to the development of the national resources comprehensively and in an ecologically friendly manner.

In terms of tourism development, your Committee heard that a number of national parks in Zambia were relatively undeveloped, and this permitted

ZAWA to make choices of styles and levels of use, which added to the overall quality of the Zambian experience.

Your Committee heard that the *Zambia Wildlife Act No. 12 of 1998*, provided that Zambia Wildlife Authority (ZAWA) should encourage the general development of National Parks, Bird Sanctuaries, Wildlife Sanctuaries and Game Management Areas including the development of facilities and amenities within these areas in accordance with management plans of a National Park, bird sanctuary, Wildlife sanctuary or Game Management Area. Additionally, the Act provided that ZAWA could issue licenses, permits as well as concessions for photographic tour operations.

On Environmental Impact Assessment Requirements, your Committee were informed that the *Environmental Protection and Pollution Control Act* required that any development in protected areas should be subjected to an Environmental Impact Assessment by ECZ before implementation of the project.

Where ECZ rejected a project, the Minister of Tourism, Environment and Natural Resources could overturn their decision by approving the project. This was in line with the provisions of the Environmental Protection and Pollution Control Act, which gave the Minister such powers under a Statutory Instrument.

Committee's Observation and Recommendations

Your Committee observe the following:

- i) there is lack of a comprehensive interaction and interface mechanism among the various Government institutions charged with the responsibility of managing heritage resources;

- ii) not enough attention is given to conservation and preservation of the natural heritage of Zambia; and
- iii) there is a tendency by investors to commence development, before the Environmental Impact Assessments (EIAs) is carried out.

Arising from the above observations, your Committee recommend the following:

- i) the recently established Natural Resources Forum which met quarterly, should be integrated into management structure of the Ministry, and that meetings thereof be held more regularly;
- ii) there is need for due attention to be given to conservation and preservation, particularly in light of the fact that if properly preserved, such resources have the capacity of contributing significantly to poverty reduction, especially in the rural areas where most of these resources are located; and
- iii) the law should be changed to ensure EIA process is carried out even before land is allocated for investment.

TOPIC III: THE PROMOTION OF MUSEUMS IN TOURISM IN ZAMBIA

Your Committee heard that culture is the backbone of human life as people's actions and conduct revolve around their culture. It is culture that determines where people come from, what people are, what they eat and do not eat, what they wear, how they behave, what activities they engage in and so on. Culture

therefore, gives a particular community or society an identity and pride. Museums are places where culture is preserved.

SUBMISSION BY GOVERNMENT INSTITUTIONS

The following Government institutions submitted on the issue of Promotion of Museums in Tourism in Zambia

1. Ministry of Tourism Environment and Natural Resources (MTENR)
2. Ministry of Information and Broadcasting Services

Availability of Resources to Museums

Your Committee heard that museums had been under funded for many years, especially since the advent of the cash budget introduced by the Government. For museums to contribute more effectively towards tourism promotion, adequate funding to the National Museums Board should be made in order that museums would then do the following:

- a) invest and undertake capital projects;
- b) regularly conduct research and publish research results;
- c) collect and present artefacts; and
- d) pay competitive salaries and conditions of service to employees so as to attract and retain professionals to these institutions.

All museums had accumulated huge outstanding debts, which had been rolling for almost ten years. These included retirement benefits, statutory contributions and staff emoluments. As a result, museums had relied on donor support. These funds had their limitations on what they could be spent on and the donors expected adequate counterpart funding from the Government as an indicator of commitment to heritage preservation and tourism product improvement.

The Permanent Secretary MTENR informed your Committee that for museums to be revitalised, there was need to offload the current debt and revisit their budgets. Funds allocated to these institutions were only able to meet employees' salaries leaving out running costs and other personal emoluments. The consequence of continued low funding to institutions had been dilapidation of infrastructure; low output of institutions; poor conservation state of collections; lack of research activities; low collection of objects; and litigation.

Marketing of Museums

Your Committee heard that museums were able to attract tourists and researchers. Marketing, therefore, entailed offering product information, the identification of potential customers, sales and distribution channels and the provision of communication channels that enabled interested parties to easily and economically access the museum. Marketing efforts usually targeted specific groups of potential customers. It was therefore, important to ensure that information offered suited particular markets and that information was channelled so that these markets were indeed accessed.

At the moment, museums in Zambia did not have adequate printed promotional material. Materials such as brochures, fliers, postcards, sales catalogues, newsletters and posters were not available mainly due to costs involved in producing these materials. Furthermore, museums were not able to finance their attendance at fairs abroad where they could adequately sell themselves. It was also a fact that Zambia National Tourist Board was not able to adequately market museums and their products due to insufficient financial allocations to them for such activities.

Your Committee heard that the role of the Ministry of Information and Broadcasting Services in marketing products of museums was essentially to provide the Government policy frame-work for media (both public and

private), within which they could operate without hindrance in the marketing of museum products.

The Permanent Secretary observed that the public media had the responsibility to promote Zambia's heritage in cultural, social, economic, political and scientific spheres. By providing coverage for exhibitions and some conducted tours of museums involving senior officials from within the country and foreign dignitaries, the media helped to educate people in history and spread knowledge of natural science and new archaeological discoveries.

Further, through the public media, the Ministry also helped publicise some museum pieces through writing of feature articles and documentaries on television. For instance, the Zambian media had been following with keen interest, efforts by the National Heritage Conservation Commission on the retrieval of the Broken Hill man as a property of the Zambian Government. Such historical pieces, which were of interest to all Zambians, who followed the evolution of man and the history of Zambia and Africa, were always followed up and information provided to the public.

The Permanent Secretary also submitted that the Zambia National Broadcasting Corporation (ZNBC) had, in conjunction with the National Heritage Conservation Commission, produced and aired programmes specifically aimed at showcasing and promoting Zambia's Heritage, part of which was sitting in Zambia's various museums.

Regarding effectiveness of existing marketing strategies, your Committee were informed that it was difficult to judge whether marketing strategies employed by both museums and the responsible Ministries had been effective or not. There was very little coverage of museums as places where people could get the history of Zambia. On the other hand, museums themselves had not

provided information on new acquisitions or the need to have their products marketed by the Ministry of Information and Broadcasting Services.

How Museums Could Contribute More Effectively Towards Tourism Promotion

Your Committee heard that the World Tourism Organisation defined tourism as “the set of activities of a person travelling to a place outside his or her usual environment for less than a year and whose main purpose of travel is other than the exercise of an activity remunerated from within the place visited.” Tourism was therefore, an industry that served a continuously growing clientele.

Museums were part of the tourism mix of any country. In the developed countries, where they had no natural feature to show people, save for the concrete jungles, they showcased the achievements of their societies through museums. These were a source of national pride and national identity.

To supplement the considered prime attraction, there was need to create museum networks. For example, Lusaka Museum, as a gateway museum, presented a panoramic view of Zambian culture. For one to learn more about any specific culture, they would need to travel to the region or province. This would force more people to travel to different parts of the country and in that way they would spend more time and more money in the country. There was also need to create different types of museums such as theme parks and cultural villages or centres that would make visitors want to spend more time in the country or compel them to come back.

Your Committee heard that museums would contribute more to tourism development if the attitude of the citizens of the country towards museums changed for the better. Zambians should be able to direct visitors to museums. These formed a link between people, their environment and various

developments that came up. State visitors and delegates to conferences should be afforded a chance to step inside one of the museums. In that way they would always have something to take home about Zambia.

SUBMISSIONS BY OTHER STAKEHOLDERS

The following stakeholders submitted on the issue of promotion of museums in tourism in Zambia:

1. National Museums Board;
2. National Heritage Conservation Commission; and
3. Zambia National Tourist Board.

Your Committee were informed that in an attempt to preserve the cultural heritage of the country, the Government created statutory institutions to spearhead this. The National Museums Board of Zambia was created by an Act of Parliament, Chapter 174 of the Laws of Zambia to play the principal role of preserving the nation's history and movable cultural heritage, which was vital in the maintenance of the nation's identity and pride.

The Board managed all national museums. In Zambia there are four national museums and two privately managed ones.

- Livingstone Museum in Livingstone;
- Moto Moto Museum in Mbala;
- Lusaka National Museum in Lusaka; and
- Copperbelt Museum in Ndola.

The two private museums are Choma Museum and Crafts Centre in Choma and Nayuma Museum in Mongu.

These institutions, by their very nature, had the power to define, interpret, preserve, retain and refine, for the current generation, those values that should be sustained. Objects on display gave testimony to past experiences of the people and allowed the viewer to contemplate how things would be in future.

Museums acted as:

- sanctuaries of objects and specimen that had historical, scientific, ethnological, artistic and aesthetic value;
- interpretation centres for heritage, ancient and contemporary items;
- preservation centres;
- exhibition centres;
- information centres;
- research centres; and
- recreational centres.

Museums and Effective Tourism Promotion

Your Committee heard that to satisfy expectations and the growing demand, service providers permanently had to discover and open up new markets. Much as tourists wanted to see natural resources of a particular region they also wanted to see the uniqueness of people and how they had interacted with their environment. Cultural tourism took centre stage. Museums and other heritage institutions played an important role in cultural tourism.

Presently the potential of these institutions was not fully exploited and yet they had great potential in contributing to national development. They could contribute in the following ways:

- i) increase in the number of tourists bringing foreign exchange into the country;
- ii) increase in the number of researchers, most of them bringing research grants and staying in hotels;

- iii) increase in confidence of the people about the value of preserving their culture;
- iv) increasing knowledge to society generated through research and disseminating that knowledge through exhibitions and publications;
- v) linking people from the past to present by presenting their history and culture;
- vi) increase in handicraft sales thus financially empowering handicrafts women and men;
- vii) increase in innovation and creativity among the youth after examining technology from the Zambia's past; and
- viii) educating the youth about the Zambian culture and history.

Museums could contribute to tourism promotion through the many heritage images found in Zambia's collections. These could be turned into souvenir products, which would enhance tourism promotion.

Your Committee heard that museums could positively contribute to the promotion of tourism in Zambia by:

- i) setting up information centres that could provide information on Zambia as a whole; very little information was available on how tourists could actually get to Zambia;
- ii) setting up tourist promotion desks in museums;
- iii) setting up of galleries that could portray the positive aspects of Zambian museums; and
- iv) attending and putting up mobile or permanent exhibitions on Zambia's tourism potential in all tourism exposes, both locally and internationally, including trade fairs and independence forums of all countries accredited to Zambia with the assistance of Zambia National Tourism Board.

Funding to Museums

Your Committee heard that museums had been under funded for many years, especially when the cash budget was introduced by the Government. For museums to contribute more effectively towards tourism promotion there was need to increase funding. The common trend the world over was for the Government to fund service institutions like museums. Tourism was now a key sector in the Zambian economy. Cultural tourism made Zambia a unique destination. In order for museums to fulfil their role, they needed sufficient funds to develop infrastructure and procure artefacts from all corners of the country and to do this they needed motor vehicles for research and other purposes and computers for documentation and dissemination of information. They also needed conservation equipment, materials and chemicals to enable them extend the life span of artefacts.

Your Committee heard that there was need for investment in the following areas:

- *Central Storage and Office Block*

The current store rooms were full. There was need to build a central store room at the National Museums Board's plot 81211 Nangwenya Road, Lusaka. The store room would be centrally located and, therefore, easier to deposit all artefacts collected. The Head office for the National Museums Board would be constructed at the same site. The Ministry of Works and Supply had estimated the cost of an office block at K900,000,000.

- *Purchase of Operational Vehicles*

The current poor state of transport in museums had demoralised staff that were anxious to implement their programmes for the benefit of the Zambian people.

- *Establishment of Museum of Science and Technology*

It should be pointed out that museums played an important role in telling the story of evolution of mankind. Zambia's main life line had been mining. Nothing was left in record to show the evolution of the industry in the country. A museum of Mining and Technology would have captured this. Museum of Science and Technology was one such aspect of mankind that required a place in Zambia's museums. The Copperbelt Museum was chosen to preserve and present the development of Science and Technology in Zambia, because of its strategic location.

- *Improvement of Permanent Exhibition at Lusaka National Museum*

The Lusaka National Museum which was opened in 1996 had no permanent exhibition. The museum was assisted by the Troppen plan but this had not been fully implemented because there was no funding from the Government.

- *Improvement of Permanent Exhibition at Moto Moto Museum*

The exhibitions at the Moto Moto Museum had not been improved and updated for over thirty years and were no longer fulfilling their primary role as a museum's means of reaching and serving the public in education and enjoyment.

- *Establishment of Department of Heritage and Tourism Studies*

Museums that provided quality service needed qualified man-power at all levels. It took many years to develop human resources to perform the functions performed in museums. In Zambia, universities did not develop human resources in heritage-related disciplines. Subsequently, Zambian museums relied on institutions abroad for training of staff. It was for this reason that cultural institutions were exploring the possibility of establishing a Department of Cultural Heritage and

Tourism Studies at the University of Zambia. It had been realised that there was a growing demand for training in the cultural sector.

Need for Establishment of New Museums

Your Committee were informed that Zambia was endowed with rich cultural and natural heritage resources that needed to be preserved for posterity. The diversity of cultures that could be witnessed in the seventy-three ethnic groups formed part of this rich diversity. The various scenic places, natural habitats that were fast disappearing all needed to be committed to memory for the benefit of posterity. The four national museums and two private museums were far from being adequate to preserve this rich heritage. There was need to establish more museums and different types of museums to capture this heritage.

Your Committee heard that the possibilities of establishing museums in Zambia were high. Many areas of Zambia's past were not exhibited in museums. For example, the Zambia Police Force should have set up a museum at Fort Monze in Monze to try and showcase its origins. The liberation struggle of Southern Africa was another area that could be considered in the setting up of a military museum. Again, the armed forces should have taken advantage to set up one on Zambia's past military hardware, the wars Zambian soldiers fought in and related issues in order to promote military tourism. A museum of football could also be set up to trace and preserve the beginning of Zambia's football and other sports disciplines.

A deliberate policy could be put in place to establish museums at provincial levels to specifically exhibit the various cultural and natural heritages in each particular region or province. Each major economic sector must have a museum to showcase fields such as the origin of mines in Zambia, the road, air and water transport, among others. Once set up, this would help to supplement tourism diversification in Zambia.

Marketing Strategies to Promote Museums

As to the market strategies, your Committee heard that in order to increase the synergistic value in terms of tourist requirements, visits and promotional resources, the marketing approach was to market museums in the wider perspective of tourism product as a country and not to isolate them. They were, in other words, marketed alongside other products and as much as possible linked to other destination attractions. For example, in marketing Lusaka as a tourist destination, information and suggested itineraries included the Lusaka Museum. Further, in 2005, Zambia had launched the 'Visit Zambia Campaign' in order to raise awareness and consciousness of Zambia as a prime tourist destination. This awareness took different dimensions of the tourism product, including museums. In this regard, marketing of museums was embedded in the overall marketing objectives.

Marketing of museums entailed sending information to the outside world on what museums were able to offer to the tourists and to attract researchers. Marketing, therefore, entailed offering product information, the identification of potential customers, sales and distribution channels and the provision of communication channels that enabled interested parties to easily and economically access the museum.

Specific market interventions related to museums were as follows;

- **Information centres:** information centres in Lusaka and Livingstone were a key source of identifying the needs and wants through their continual interface with the office walk-in tourists and mailers. Various tourism-related information, including on museums, was disseminated through these centres.

- **Website:** the tourism website was used extensively to provide information on the museums. A specific page was dedicated with museums information.
- **Brochures and other marketing collateral:** Promotional brochures on Zambia's tourism products also provided information on the museums and a listing of museums found in the country and locations.
- **Familiarisation trips for travel media and the travel trade:** programs to familiarise foreign travel journalists and travel trade, sometimes included visits to museums for visiting groups, if any in the area they were visiting so that when they generated travel articles on Zambia as a tourist destination, they also included the visited museums.
- **Exhibitions:** Exhibitions were also used to disseminate information on museums. These exhibitions included taking activities to museums themselves, such as holding a tourism related celebration at a museum.

From a tourism marketing perspective, museums belonged to a growing phenomenon of tourism, referred to as "niche tourism". Such tourism included:

- *ancestry tourism:* travel with the aim of tracing one's ancestry, visiting birth places of these ancestors and possibly getting to know distant family;
- *cultural tourism:* visiting historical and interesting destinations, and experiencing their culture. This includes visiting various museums; and
- *heritage tourism:* visiting historical sites.

The key selling points and differentiating factors of Zambia's tourism product from the other similar competing products were:

- Zambia was the home of the Victoria Falls – one of the seven natural wonders of the world;
- pristine wilderness and abundant fauna;
- safe and secure destination;
- friendly people, rich, diverse cultural heritage and over 65 colourful traditional ceremonies throughout the year; and
- fantastic climate throughout the year.

Committee's Observations and Recommendations

Your Committee observe the following:

- i) the potential of museums is not fully exploited;
- ii) Zambia has a very rich cultural heritage which is not being preserved properly for future generations;
- iii) museums have been under funded for many years; and
- iv) marketing strategies employed by both museums and the responsible ministries have not been effective.

Arising from the above observations, your Committee recommend the following:

- i) there is need to realise the full potential of museums as places where people could get the history of Zambia;
- ii) there is need to set up theme museums, for example mining museums, so that all aspects of Zambia's culture can be properly preserved;

- iii) for museums to contribute more effectively towards tourism promotion there is an urgent need for the Government to increase funding to these institutions; and
- iv) marketing strategies for museums need to be improved as they have great potential in contributing to national development.

PART II

CONSIDERATION OF ACTION-TAKEN REPORT ON THE REPORT OF THE COMMITTEE FOR 2006

INDENI'S TECHNICAL INSOLVENCY

6. In their Report for 2005, your Committee urged the Government to among other things, ascertain the true position of Indeni Petroleum Refinery with regard to its indebtedness, its viability and general condition in order to avert any future crises.

In the Action-Taken Report, your Committee were informed that with proper investments, the technical condition of the Refinery could be improved. The challenge was mobilisation of required resources for investment in the Refinery.

Your Committee, however, wanted to be updated on the progress made by the Government in ensuring that Indeni was technically viable and be assured the country would not be facing anymore fuel crises.

In his submission to your Committee, the Permanent Secretary, stated that since Government and Indeni did not have the requisite resources to use, financiers with required resources were being sought to provide funds for the purpose of purchasing feedstock. Additionally, the Government was financing the rehabilitation of the Refinery through a recapitalisation programme by the shareholders at a cost of US\$ 65 million, over a period of five (5) years. This would ensure that the Refinery does not have unplanned shut-downs thereby ensuring continued supply of fuel.

The Permanent Secretary informed your Committee that there were plans to bring in a third shareholder for Indeni. He told the Committee that

even though the Zambian Government would have 35% shares and the other two would have 65% between them; negotiations so far indicated that the Government would hold the golden share.

He further stated that the Government, through TAZAMA, was rehabilitating the 40,000 metric tonne tank for strategic reserves of diesel.

Committee's Observations and Recommendations

Your Committee note the submission and urge the Government to expedite the process of resolving all the problems at Indeni.

Your Committee also note that Oil Marketing Companies should be given sufficient time to import their share of petroleum products before any shut down of Indeni takes place, so as to avoid any future fuel crises.

SETTING UP OF STRATEGIC FUEL RESERVES

In their Report for 2006, your Committee had urged the Government to ensure that the process of setting up a Strategic Fuel Reserve Fund was expedited and that this fund should be used for the purpose for which it was intended.

It was reported in the Action-Taken Report that, the said Fund had been set up and financed through a cost line in the price of petroleum products sold on the Zambian market through the Energy Regulation Board. The funds collected so far had mainly been used for the stabilisation of petroleum prices in order to reduce the adverse effects of price increments in the economy.

It was further stated that although the main aim of the Government was to have minimum strategic stocks equivalent to 30 days national

consumption, this could only be done when there was increased capacity for storage tanks.

Committee's Observations and Recommendations

Your Committee note the submission and reiterate that the Government to ensure that the Strategic Reserve Fund should be used for the purpose for which it is intended. They further recommend that the Ministry of Energy and Water Development should ensure that all Oil Marketing Companies that are not remitting the money collected towards the Fund should be prosecuted.

Your Committee further recommend that storage tanks in all provincial centres that were being used by the Zambia National Oil Company should be rehabilitated so as to increase the capacity of strategic reserves

CONCLUSION

6. In conclusion, your Committee wish to express their gratitude to the Honourable Mr Speaker and the office of the Clerk of the National Assembly for the support rendered to them during the year. They are indebted to all witnesses who appeared before them, for their co-operation in providing the necessary memorandum and briefs. Your Committee are hopeful that the observations and recommendations contained in this report will go a long way in improving the energy, environment and tourism sector in Zambia.

AUGUST 2007
LUSAKA

S SIKOTA, MP
CHAIRPERSON