



**STRENGTHENING THE IMPLEMENTATION OF POLICY IN ENVIRONMENTAL CONFLICT
MANAGEMENT: THE CASE OF SWAZILAND**

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Abstract: Implementation of environmental management policies enunciated by the Government of Swaziland under the auspices of Agenda 21 and the MDGs, is still a major challenge for both custodians and would be beneficiaries in the country. Incidents of conflict regarding environmental management, especially rationalization of exploitation of natural resources have thus featured prominently. An exploratory study was carried out by the author, to assess and document the role of environmental policy in conflict management. Both qualitative and quantitative approaches were used in collecting data and their analysis. A questionnaire and interview techniques were used for collecting data; content analysis on environmental policy documents as well as documents on incidences of environmental management conflict was done, using the Policy, Structures, Performance (PSP) Framework; and a survey of opinions of custodians of environmental policy and all stakeholders regarding the performance of policy was done using the Nominal Group Technique (NGT). The study established that, most of the policies are in conflict with each other, while some are outdated. Government officials, policy planners and implementers view integration of environmental issues into policy as being strong, while beneficiaries rate it as being weak. Enforcement and monitoring of policy feature as major constraints. This is due to lack of professional capacity. The author strongly recommend that both policy makers and implementers should conduct awareness campaigns through advocacy; policies should be harmonized and housed under one roof; authentic public participation in policy formulation and implementation is of paramount importance; capacity building of policy implementers is crucial in terms of human and financial resources, as well as technological and structural stature; outdated policies need thorough interrogation, review and subsequent alignment to the current environment, as should concerted efforts in multi-sector and multidisciplinary research for sustainable solutions that should inform policy.

Key Words: Environmental policy, conflict management, policy formulation, policy implementation, Swaziland

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Introduction: The attainment of sustainable development by creating friendly environment conducive to health can only be realized through the enhancement of an environment that is free from biological, chemical and physical hazards

emanating from local, national and international sources. In this regard, environmental health plays a pivotal role in the endeavour to create and foster an environment that is safe to work, recreate and live (WHO, 2009). However, the rate at which world development is moving means that we are subjected to exposure to such hazards every day. This scenario can only be kept at check by formulating, implementing, and enforcing environmental policies, laws and procedures.

Global policy initiatives in environmental conflict management: The United Nations global conferences of the 1990s drew up a number of key development goals and targets, of which the core list became known as the International Development Goals (IDGs) or Targets (IDTs). At the Millennium Summit of September, 2000, all Governments agreed to the Millennium Declaration, which included targets for development and poverty eradication (United Nations Development Group (UNDG), 2001). The implementation of the UN Millennium Declaration (Report of the Secretary General, 27th August, 2004), in part, hinges upon two inter-related goals which I viewed as key to this paper: - Goal 1: Eradication of extreme poverty and hunger by 2015 and (b) Goal 7: Ensuring environmental sustainability by 2015 and 2020. Governments have been urged to create a supportive environment for the Millennium Development Goals (MDGs), by formulating policies and developing programmes for their implementation (UNDG, 2001).

Implementation of policy and environmental health: The primary and principal step deemed imperative in the effort to deliver environmental health services is the development and formulation of comprehensive and sound policy in the sector. Environmental policies are courses of action for dealing with particular environmental issues, which could be in the form of a statement or commitment to proper environmental performance. The role of policy is to provide goals/targets, as well as structures, guidelines and regulations for its implementation and a framework for evaluating performance. In that context, most

environmental policies are formulated in order to mitigate environmental problems such as pollution, loss of biodiversity, and health and serve as avenues for conflict resolution in a non-violent manner. Meeting targets set by the MDGs, for example, has been elusive for most governments, especially in the developing countries, due to (i) lack of harmonization of policy and frameworks for their implementation (UNDG, 2001; Manyatsi, 2005), (ii) over-exploitation of natural resources in order to survive or (iii) both (UNDG, 2001). This situation has been the main source of conflict in environmental management for many countries, including Swaziland. This scenario has far reaching implication for health as the safety of any environment is guarantee for a healthy living and quality of life of every individual.

The Swaziland scenario: The government of Swaziland enunciated several policies under the aegis of Agenda 21 and the MDGs which cover:(i) environmental resources (land, water, air and biodiversity) and (ii) human settlements (Makina, 1993; Government of the Kingdom of Swaziland, 1999; Fakudze, 2005; Manyatsi, 2005).The diverse nature of development activities taking place in Swaziland implies various levels of conflict: institutional, industrial, process, cultural, environmental or personal. This is, perhaps more so, because Swaziland environmental policies are housed in different Ministries, with an inherent potential for overlaps and contradictions. The custodian of the Forest preservation Act of 1910 and the private Forest Act of 1951, for instance, is the Ministry of Agriculture and Cooperatives; the Environmental Management Act 2002 and the Swaziland Environment Act of 1992 are under the Ministry of Tourism and Communication; the Waste Regulations 2000 and the Town Planning Act 1961 are under the Ministry of Housing and Urban Development; while the National Environmental Health policy of 2002 is under the Ministry of Health. This scenario reflects conflict of interests and the environment suffers.

Glaring examples of environmental conflicts in Swaziland include; (i)the pollution of water

bodies by the Swazi Paper Mills and the USA Distillery in Matsapha and Big Bend respectively (Swazi Observer of 02/09/2006); (ii) the efforts by affected people to stop the highway construction and removal of graves around the Sidwashini area along the Ngwenya – Mbabane highway (Maphalala, S. Swaziland Environmental Authority (SEA), personal communication, 01/09/06); (iii) disputes on the road construction along the Dvokolwako – Madlangempisi road (Maphalala, S. Swaziland Environmental Authority (SEA), personal communication, 01/09/06), (iv) the Swazi plaza and the Mbabane mall which were built on a wetland (the Mbabane river), contrary to the Natural Resources Act number 71 of 1951 (Khumalo, S. Ministry of Housing and Urban Development (MoHUD), personal communication, 01/09/2006), (v) The pollution of the Lushuswana river water by industrial activities around Matspha, contrary to the Swaziland waste management Act of 2000 and the **mushrooming** indiscriminate dumping of waste in unauthorized places around the country.

Problem Statement: Swaziland is committed to environmental management for sustainable development (GoKS, 1999) and subscribes to the UN MDGs (UNDG, 2001). In order to implement Agenda 21 and the MDGs for sustainable human development, the Swaziland government enunciated a number of environmental management policies covering; (i) environmental resources (land, water, air and biodiversity) and (ii) human settlements (Makina, 1993; GoKS, 1999; Fakudze, 2005; Manyatsi, 2005). The implementation of these policies, however, is still a major challenge for both the custodians of policy and would be beneficiaries (UNDG, 2001, Fakudze, 2005, Manyatsi, 2005). As a result, incidents of conflicts regarding environmental management, especially rationalization of the exploitation of natural resources, waste management, and biodiversity have featured prominently in Swaziland. This challenge stems from one or more of the following components of the physical infrastructure for environmental management; (i) integration, (ii) monitoring, (iii)

legislation, (iv) capacity building at all levels, (v) gender, (vi) enforcement, (vii) conservation and (viii) implementation and finance (Makina, 1993; GoKS, 1999, UDG, 2001; Manyatsi, 2005).

General objective of the study: The general objective of the study was to assess the role of policy in dealing with issues surrounding environmental management so as to suggest strategies to strengthen environmental policies in Swaziland.

Specific objectives

The specific objectives of the study are to:

1. Identify and examine the strengths and weaknesses of existing environmental policies in Swaziland;
2. Develop strategies for strengthening environmental health policies in Swaziland.

Review of Literature

Environmental policy: In order for a government, plant, facility or any developmental project to address environmental management issues, it is important that an environmental policy is put in place. These policies are courses of action for dealing with particular environmental issues. The policy could be in the form of a statement or commitment to proper environmental performance. Environmental policy is “a statement by the organization of its intentions and principles in relation to the overall environmental performance which provides a framework for action and for the setting of its environmental objectives and targets” (Anon, 2006a). The United Nations Environment Program (UNEP)/The World Conservation Union (IUCN)/Southern African Development Community (SADC) (1994) defined ‘a corporate environmental policy’ to denote “a concise public statement of the company’s intentions with respect to the environment.” Fuggle and Rabie (1992: 102 – 4), pointed out that:

...the most promising strategy to ensure a sound environmental base upon which development may proceed is provided by the authoritative determination of an environmental policy with which all administrative bodies should comply. The

policy document proposes a line of action for the government in the environmental sector, at all national, provincial, and local government levels. It contains statements that describe what governments or organizations expect to do, or believe they are doing, and the reasons for such actions or proposed actions. The provision of a binding National Environmental Policy becomes a must to all governments, due to the wide ranging, fragmented and diffuse nature and treatment of environmental issues.

An organization's environmental policy informs the community, and its own employees, about the environmental goals and level of performance the organization needs to maintain. The organization should ensure that all proposed actions are consistent with the intention of the environmental policy. According to the African National Congress (ANC, 1995) policy statements may be judged on many grounds. For instance, is it a policy based on accurate knowledge? Is it based on acceptable principles? Is it aiming at achieving acceptable objectives? How has the policy been arrived at? Who was involved in the process of policy formulation? Have reasonable means been chosen to reach the policy objectives? This test is aimed at avoiding conflict which may result due to dictatorial policies that are passed without proper consideration and consultation. Most policies therefore must emphasize public involvement and participation in the formulation and execution of environmentally related development programmes in order to secure a sustainable environmental development.

Commonly, policy documents give impressions that the policies are matters for governments only both to determine and execute. Under normal circumstances, policies must be arrived at through open social and political process which involve all major stakeholder and interest groups, and citizens feel free to influence for instance through mass media. Implementation of these policies also have to be steered up by the public service or statutory bodies, but can only succeed if the affected organs of civil society feel that they are partners with a stake in the outcome.

A policy therefore is just a general guide that specifies the broad parameter within which organization members are expected to operate in pursuit of organizational goals. According to Kathryn and David (1991), policies do not normally dictate exactly what should be taken but rather, they provide general boundaries for action. All policies must contain laws passed by legislative branch and regulations instituted by the executive branch to put the laws into effect. In addition, enough funds for the implementation and enforcement of these laws and regulations must be provided. A government, therefore, may manipulate its environment by drawing up and implementing environmental policies to deal with any environmentally related potential or existing conflict.

Environmental conflict: A conflict is a situation where a policy or values do not agree with other people's beliefs. Anstey (1991, 1993) pointed out that, a social conflict exist in a relationship when parties believe that their aspirations cannot be achieved simultaneously or perceive a divergence in their power in an effort to defeat, neutralize or eliminate each other to protect or further their interests in the interaction. Jankielsohn (1998) stated that a social relationship can be seen as a conflict when a definite attempt is made by one actor to enforce his or her will against the resistance of another party or parties. Poor environmental policies always lead to conflicts such as in water pollution, resistance of individuals to development, exposure to chemical, physical and biological hazards on or out of the work place. Duke (1976) believes that, peaceful conflict may be regarded as a competition when a formal attempt is made to gain control over advantages which are desired by others. Conflict may mean that the chosen course of action has undergone an "acid – test" at an early stage, thereby reducing the risk of missing an important flaw which may emerge later. Everard and Morris(1996) observed that the absence of conflict may indicate abdication of responsibility, lack of interest or lazy thinking. Most conflicts have both rational and emotional

components and lie somewhere along a spectrum between genuine conflict of interest on the one hand and personality clash on the other.

Environmental policy formulation process:

According to Miller (2004) the first step in establishing environmental policy is to persuade lawmakers that a problem exists and that the government has a responsibility to find solutions to the problem. Once in the process, the lawmakers try to pass laws to deal with the problem. UNEP/IUCN/SADC (1995) stated that policies are formulated at the national level, but will be put into practice at the human settlements level. The Environmental Bill is normally passed to several committees for evaluation. UNEP/IUCN/SADC (1995) further stated that, this weakens the effective proposals and is further diluted by other lobby groups that tend to oppose the law. The government is bound to review its policy programme from the perspective of government, in the light of the prevailing political, economic and social realities. A policy is finally analyzed in the context of real life that is did it win sufficient support? What benefits has it brought to the society? In this regard, for a policy to have chance of success, a sufficient number of people must be persuaded that it is right, necessary, implementable and sustainable. Accordingly, Miller (2005) observed that, almost any policy will come to a standstill in practice if it does not win the support of those who are expected to benefit from it, and those who are expected to implement it.

According to Miller (2004), in passing laws, developing budgets, and formulating regulations, elected and appointed government officials must deal with pressure from many competing special-interest groups. Each of these groups with diverse interests, advocates passing laws, providing subsidies, and establishing regulations favorable to its cause and weakening or repealing unfavorable laws, subsidies, and regulations. Some special interest groups are profit-making organizations such as corporations, and others are nonprofit non-governmental organizations (NGOs) such as educational institutions and grassroots

environmental organizations. This kind of diversity in interest groups in society implies conflict on various levels such as institutional; cultural; environmental; and personal.

Miller (2004) further noted that, the majority of political decisions made by democratic governments usually result from bargaining, accommodation, and compromise between leaders of competing elites, or power brokers. The primary goal of government by competing elites is to maintain the overall economic and political stability of the system by making only gradual change.

Makina(1993) and (GoKS, 1999) were reviewed to illustrate the environmental policy process for Swaziland. The National Seminar on Environment (Makina, 1993: iv), for instance, made seven key recommendations that are central to this study:-

- (a) Education and training for development;
- (b) Strengthening of institutions that are directly related to environmental management, especially the SEA, to facilitate an accurate data base for informed decision making;
- (c) Encouraging 'people participation' at all times in implementing sustainable development strategies;
- (d) Putting in place an integrated land use policy based on a reformed land tenure system in order to have a firm foundation on proposed changes;
- (e) Dissemination of environmental and development information to the grassroots;
- (f) A change in people's attitudes towards their environment for the implementation of sustainable development programmes; and
- (g) Formation of a National Environmental Committee to spearhead the formulation and implementation of the National Agenda 21.

Environmental management is also one of the seven key micro-strategies borne by the NDS. It is reiterated that, Swaziland recognizes that environmental management is a necessary condition for sustainable development. This entails an ecological balance; and accommodating environmental considerations in their policies, strategies and programmes of both the public and private sectors; accommodating

environmental compliance procedures; and ensuring that sector strategies for achieving the country's vision are environmentally friendly. The Government is committed to the concept of sustainable development and the implementation of Agenda 21.

Failure of environmental policy in dealing with environmental management conflict:

Environmental policies can fail if governments do not provide the necessary ingredients for the policy to work. The Lesotho Land Act of 1979, for example, provides for long term security of tenure to Basotho under the lease system with clearly defined and protected land use rights. It has, however, proved very difficult to implement the policies embodied in the Act because the necessary ingredients for it to work have not been put into place (Mokoko and the environmental group, 1997). The prerequisite for the effective implementation of this policy, entailed drawing up of comprehensive rural land use plans, which depends entirely on the professional and technical capacity of the nation (Mokoko and the environmental group, 1997; UNDG, 2001).

The ANC (1995) stated that policy documents often omit two important items: (i) how and by whom their proposals are going to be implemented, and (ii) the conditions under which they can be implemented successfully. In the absence of these items, policy statements seem to be no more than hopes and dreams. Policies therefore must try to precisely address these items for their effectiveness in dealing with environmental issues (conflicts). Mokoko and the environmental group (1997) reported that, the policy to control grazing on rangelands of Lesotho and encourage reduction of stock has not had desired impact on range improvement despite being backed by the 1980 Range Management and Grazing Control Regulation. This failure arose from the social organization of the grazing system associated with the cattle posts.

Manyatsi In Nhira and Mpiki (Eds) (2005:118-119) gave the Swaziland country situation analysis on land and water management. He observed that "Swaziland does not have a clear

policy on land and water management. The overall management of resources is on an ad-hoc basis through several uncoordinated pieces of legislation spread amongst a number of ministries as well as other institutions outside government, and aimed at solving specific issues without due consideration to harmonization". He cited the water Fish Act of 1938, the Swaziland Electricity Act of 1963, the Water Act of 1967, The Water Services Act of 1992, the Swaziland Administrative Order of 1998, The NDS of 1999 and the Water Act 2003, as some of the glaring examples.

The IDT/MDG Progress Country Report for the United Republic of Tanzania (UNDG, 2001:16 - 17), for example, indicated that the country's target was to "Implement national strategies for sustainable development by 2005, to reverse loss of environmental resources by 2015". The implementation was, however, faced with four major challenges; (a) insufficient institutional framework for coordination; (b) limited governmental capacity for environmental management; (c) insufficient involvement of local authorities and communities in environmental management and conservation; and (d) Widespread poverty in the rural areas which compels people to over-exploit their surrounding natural resources in order to survive. These lead to failure of the initiative. On the other hand Jankielsohn (1998) observed that, the current levels of crime and corruption; levels of HIV infection; and unemployment are indications of ineffective implementation or failure of public policy. He cautioned that inability to manage these problems places the countries in a downward conflict spiral which may lead to violence.

Success of environmental policy in dealing with environmental management conflict

Du Pisani (1988) stated that conflict settlement implies a solution in which differences between parties are divided. Dispute is eliminated when the parties reach a compromise. This transaction implies cooperation from all the participating parties. It is in that vein that, Jankielsohn (1998) argued that, although a conflict may not be resolved, certain disputes which are caused by

the conflict may be resolved. Jankielsohn (1998) continued that, in order for an environmental policy to succeed, the policy statements need to be laid down clearly, give rules of engagement so that everyone knows where responsibility lies, where the lines of demarcation are, and who is accountable for what activities. In addition, the statements need not to be long and complicated. He further stated that much of the present conflicts in South Africa involve issues which could be much better managed if more emphasis was placed on the efficiency of institutions whose job is to ensure the harmony of the society through the implementation of public policy. This could also be true if the institutions could efficiently ensure harmony of society through the implementation of acceptable environmental policies.

Echoing Jankielsohn’s sentiments, the UNDG (2001), for instance, reported that in the face of the challenges to the IDT/MGD for Tanzania, a supportive environment (policies and programmes) existed, including (a) political commitment to sustainable development and civil society support and (b) increasing awareness at grass root levels of ways in which natural resources can be exploited in a sustainable manner. They recommended that (a) the national sustainable development strategy required further elaboration and coherent support for implementation, particularly concentrating on facilitating the development of

an effective coordinating framework; and (b) capacity-building for environmental analysis at central and local government levels, as well as within communities. Manyatsi (2005) recommended short term education and training programmes, as well as regional research initiatives as a way of mitigating constraints emanating from the current situation in Swaziland.

Methodology

Design: The study used an exploratory and descriptive design (WHO/AFRO-SHDS, 1988; Frankfort-Nachmias and Nachmias, 2005; Leedy and Ormrod, 2005). It will use both quantitative and qualitative approaches for data collection; (a) Content analysis of environmental policy documents using the Policy Structure Performance Framework (Van de Ven, 1980; Mutangira, 1988), (b) analysis of documents on incidences of environmental management conflict and (c) a survey of opinions of custodians of environment policy and all stakeholder (beneficiaries/victims) regarding the performance of policy in environmental conflict management.

Population and sample: The study targeted all stakeholders in all the four regions of Swaziland where development projects are taking place. Purposive sampling was used to draw stakeholders (policy makers, implementers, recipients and Industry). These are presented in Table 1.

Table 1. Population for Study

Category of Stakeholders			
Policy makers	Implementers of policy/NGO and CBOs	Recipients of policy	Industry
1. Ministry of Agriculture and Coops (MoAC) (5 officials).	1. SEA (7 environmental officials)	1. Tinkhundla (9 Indvuna)	1. Swazi paper mill (2 officials in charge of environmental affairs)
2. Ministry of housing and urban development (MoHUD) (5 officials).	2. CANGO (ACAT, Yonge Nawe, World Vision, Council of Churches, Umtapo wabo make, LDS) (3 officials from each that are incharge of environmental affairs – making 18 persons)	2. chiefs (21 chiefs)	2. The USA Distillery (2 officials in charge of environmental affairs).
3. Ministry of works and construction (MoWC) (5 officials).	3. UNDP, UNEP, ILO, and WHO (2 officials each)	3. community based committees (e.g. Bandlancane and Bucophobenkhundla) 5 persons each making 15 people	3. Mliba-
4. Ministry of Enterprise and Employment (MoEE) (5 officials).		4. Community	
5. Ministry of Regional			

Development and Youth (MoRDY) (5 officials). 6. Ministry of Tourism and communications (MoTC) (5 officials).	in charge of environmental affairs- making 8 persons)	members (60 persons)	Mandlagempisi Construction company 2 officials in charge of environmental affairs). 4. (Zheng Yong 2 officials in charge of environmental affairs)
Total 30 persons interviewed	Total 33 persons interviewed	Total 105 persons interviewed	Total 8 persons interviewed.

Development of research instrument: Four research instruments were developed to cover the three data collection techniques that used; Analysis of documents (1), the interview (3) and observation (1).

(i) A PSP analysis framework for analysis of organizational policies was used to analyze the content of policies on environmental policy conflict management. Three main aspects of organization were the main foci (1) Policies (P), as embodied in statements of principle or broad guidelines on the manner in which the organization acts and makes decisions about its operations (ideological basis for action); (2) Structure (S), which is the way in which organization is designed and operates; and (3) Performance (P), which embodies the outcomes of organizational (programmes, activities, services and products).

(ii) An interview schedule – for policy makers and implementers of policy, was developed in line with the PSP framework and used. A second interview schedule was developed for the focus group discussions with recipients of policy and industry. It consisted of items intended to identify and examine the strengths and weaknesses in conflict management of the existing environmental policies in Swaziland and identify conflict issues and factors that hinder environmental policy Implementation. The interview schedule was pre-tested on a conveniently drawn-up sample of the stakeholders along the Mbabane – Ngwenya road.

(iii) The observation checklist and diary were used to record anecdotes during the visits to the

communities that have had conflict with development projects.

Data Collection Procedures: The Analysis of policy documents using the PSP framework covered the following key policies on environmental issue:-The Environmental Management Act number 5 of 2002; The Swaziland Environmental Audit; Assessment and Review Regulations 2000; The Waste Regulations, 2000; The Forest Preservation Act number 14 of 1910; The Natural Resources Act number 71 of 1951; The Water Act number 7 of 2003; The Purification of Industry Water and Effluent Regulations number 25 of 1967; The public Health Act of 1969; The National Environmental Health Policy of 2002; The Swazi Land Settlement Act number 2 of 1946; The Mining Act number 5 of 1958; The Swaziland Environment Authority Act, number 15 of 1992; The Town Planning Act, 1961; and The Government Urban Policy of 1996.

The researcher and the research assistants conducted face to face interviews with the target participants. The interviews were tape recorded and also a diary of incidences of conflict during the entire duration of the study was kept.

Reliability and validity: The data quality was ensured by training the research assistants and by checking all information collected for completeness on a daily basis. The data collection tools were also pre-tested conveniently on the communities along Mbabane – Ngwenyaroad. The data collected from any area of conflict was coded to ascertain identity. And most importantly, the tools were reviewed by experts from the Swaziland

environment authority and the University of Swaziland.

Data Analysis

The qualitative data was subject to content-analysis and classified according to emerging thematic areas. The quantitative data was

analyzed by use of a computer package (Microsoft Excel). Frequencies, means and standard deviations were used to describe the data.

Results, Discussions And Interpretations

Demographic information

Table1. Number of people by designation, gender and by region in percent (%)

Designation	Male	Female	Hhohho	Manzini	Shiselwni	Other/sd
PI	6	0	6	0	0	0
PM	6	0	0	0	0	6
PM&PI	50	13	25	12	7	19
NOT STATED	19	6	25	0	0	0
TOTAL	81	19	56	12	7	25

Table1 shows the number of participants in the study in percentages. A total of 81% were males and 19% were females. The majority (56%) came from the Hhohho region, 12% were from Manzini region, 7% from Shiselweni, and 25% (other) operated in the whole country. In the Hhohho region, 6% of the participants were policy implementers (PI), 25% were both policy

makers(PM) and policy Implementers(PI), and another 25% did not state whether they were PMs or PIs. The 12% from the Manzini region and the 7% from the Shiselweni region were both PMs and PIs. For those who operated throughout the country, 6% were PM, and 19% were both PMs and PIs.

Table2. Number of Males, females by organization of employment in %

Organization	Male	Female
Ministry of Natural Resources and Energy	17	0
Swaziland Environmental Authority	13	1.5
Ministry Enterprise and Employment	11	0
Water Resources	0	5.5
Ministry of Housing and Urban Development	17	5.5
Ministry of Agriculture and Cooperatives (forestry)	17	0
Yonge Nawe	6	2
Zheng Yong	0	5.5
Total	81	19

Out of the organizations visited for the study, 81% were males and 19% were females (table 2). The Ministry of Natural Resources and Energy, Ministry of Housing and Urban Development as well as the Ministry of Agriculture and Cooperatives had the majority of males (17%) each, whereas the S.E.A. had 13%, the Ministry of Enterprise and Employment had 11% and Yonge Nawe had 6% males. The S.E.A. also had 1.5% females, 5.5% of females were from Water resources, another 5.5% were from the Ministry of Natural

resources and Energy, while Yonge Nawe had 2% and Zheng Yong was represented by 5.5%. Table 3 shows the strengths and weaknesses of the existing environmental policies in the country. Out of the parameters dealt with, the majority of the respondents (55%) indicated that, the human professional capacity in the country is moderate, the technical capacity was also moderate (44%), and the financial capacity was weak (50%). This indication shows a hindrance to the full implementation of environmental policies in the country. In addition, 44% of the respondents indicated that,

the political commitment by those in charge is weak. The clarity of the policy statements was said to be clear (66%) of the respondents strongly agreed. Never the less, 50% of the respondents indicated that the public have very little knowledge about environmental policies.

On objectives of the policies, 40% of the respondents strongly agreed that they were clear. However, 30% of the respondents indicated a lack of public involvement in the process of policy formulation.

Table 3. Strengths and weaknesses of existing environmental policies in %

Parameter	Very weak	Weak	Moderate	Strong	Very strong
Human professional capacity	6	17	55	11	11
Technical capacity	0	22	44	28	6
Financial capacity	22	50	22	6	0
Political commitment	28	44	11	17	0
Clarity of policy statement	6	17	11	66	0
Knowledge of policy by public for whom it is intended	22	50	22	6	0
Objectives of policies are clear	0	17	17	44	22
Public involvement in formulation process	22	22	39	11	6
Implementation of policies	11	39	44	0	6
Institutional efficiency	11	17	50	22	0
Adherence to policy by policy implementers	6	38	28	28	0
Adherence to policy by policy Recipients	11	49	28	6	6
Clear lines of demarcations among policy implementing organizations	17	38	22	17	6
Assignment of accountability	22	33	28	17	6
Clear spelling of rules	0	30	31	28	11
Clear spelling out of implementation responsibilities	0	22	39	28	19
Awareness	11	44	39	6	0
Public support to policies	17	55	17	11	0

Table 2 further shows that a total of 44% of the respondents indicated that the involvement of the public in the process of formulating policies was either weak (22%) or very weak (22%). A total of 83% indicated that the implementation of the policies is either weak (39%) or moderate (44%). The institutional efficiency is said to be moderate (50%) although 22% indicated that it is strong. At most 38% of the participants indicated that the adherence to policy by policy implementers is weak, 28% thought it is moderate, and another 28% believed that it is strong. The adherence to policy by policy recipients is seen to be weak (49%) although

28% thought it is moderate. There seem to be no clear lines of demarcation among policy implementing organizations as 38% of the respondents indicated that it is weak and 22% indicated that it is moderate. This seems to bring in an attitude of “it is everybody’s responsibility” and then no one implements it. Assignment of responsibilities is said to be weak (33%) although 28% said it is moderate. Spelling out of rules was reported to be weak by 30% and moderate by 31% of the respondents. Nevertheless, 28% indicated that it is strong. The clear spelling out implementation responsibilities centered on the weak (22%),

moderate (39%), and strong (28%). Awareness is said to be weak by 44% of the respondents. However, 39% said it is moderate. Public support to policies centered on the very weak (17%), weak (55%), and moderate (17%).

Comments and recommendations from the participants during the Focus Group Discussions

- Policies are very old so they do not include new/innovative technology; hence there is a dire need for their review;
- Try to educate the public in the requirements of policies, instead of spending money/resources on other events. The implementing institutions should ensure that the public is clear about policies;
- There is very little integration of environmental issues in the policies hence a need for a review;
- Implementation, enforcement, and monitoring of policy adherence were generally weak. Hence a need to strengthen it. On further interrogation, it was revealed that there was a serious shortage of manpower to monitor the policy implementation countrywide;
- Participants also indicated that, the policies were not clear to them. Hence a need for awareness campaign through advocacy;
- There was a general lack of capacity at all levels for policy implementation. Hence a need for capacity building through training;
- Gender also was seen a problem and the female participants complained of dominance by their male counterparts. Further interrogation revealed that the culture of the Swazi populace played a role in this short coming;
- There seem to be a deficiency in structural instruments for policy enforcement;
- Most of the policies reviewed lacked consistency;
- The fines levied on policy violators was said to be very little. Hence violators can afford to do with it. Thanks to the Swaziland Environmental Management Act of 2002

which has come up with stringent laws. This is hoped to improve the situation.

- Poverty was also seen to be forcing the poor to violate some of these policies.

Conclusion: The paper concludes that, although environmental policies have been formulated and implemented in Swaziland, most of them are in conflict with each other and some are outdated. The policies are housed under different roofs which causes a conflict of interest. A number of factors such as lack of professional capacity, weak enforcement and monitoring contributed immensely to such a scenario.

Recommendations

- Both policy makers and implementers should conduct awareness campaigns through advocacy;
- Policies should be harmonized and housed under one roof;
- Authentic public participation in policy formulation and implementation is of paramount importance and is long overdue;
- Capacity building of policy implementers is crucial in terms of human and financial resources, as well as technological and structural stature;
- Outdated policies need thorough interrogation, review and subsequent alignment to the current environment, as should concerted efforts in multi-sector and multidisciplinary research for sustainable solutions that should inform policy; and
- Strengthen the implementation, enforcement, and monitoring through capacity building;

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