

**FRAMEWORK FOR THE NATIONAL ACTION
PROGRAMME TO COMBAT DESERTIFICATION
AND DROUGHT IN UGANDA**

**The way forward in implementing the United Nations Convention to Combat
Desertification**

**Ministry of Agriculture, Animal Industry and Fisheries,
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LIST OF ABBREVIATIONS

CBO	Community Based Organisation
CDCS	Centre for Development Cooperation Services
CCD	Convention to Combat Desertification
DSC	District Steering Committee
DFI	District Farm Institute
EPAU	Economic Policy Analysis Unit
GIS	Geographic Information Systems
INCD	Inter Governmental Negotiating Committee on Desertification
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MFPED	Ministry of Finance, Planning and Economic Development
NAP	National Action Programme
NAEP	National Environment Action Plan
NGO	Non Government Organisation
NCCD	National NGO Coordinating Committee on Desertification
NARO	National Agriculture Research Organisation
PFI	Promoting Farmer Innovations
UNFCD	Uganda National Fund to Combat Desertification
UNCED	United Nations Conference on Environment and Development

FRAMEWORK FOR THE NATIONAL ACTION PROGRAMME TO COMBAT DESERTIFICATION AND DROUGHT IN UGANDA

1. INTRODUCTION

Uganda is located in East Africa and lies astride the Equator between latitude 40° N and 10° S and longitudes 29.5° E and 35° E. It is bordered with Sudan in the North, the Democratic Republic of the Congo in the west, Kenya in the East, and Tanzania and Rwanda in the south. The country occupies an area of 241,000 square km of which 14.0% is open water, 3.2% permanent swamp, 6.5% National Parks, 6.3% forest reserves and 70% arable land. Uganda's tropical climate is modified by altitude, relief and large water bodies resulting in moderate temperatures which range from 16°C to 27° C. The rainfall regime is largely bimodal with total annual rainfall ranging from 500 mm in the driest parts of the country to over 2000 mm in the wetter areas (MWLE, 1998).

The human population of Uganda is now estimated to be 22 million people of whom 51.2% are female and 48.8% are males. About 88.7% of the people live in rural areas while 11.3% are urban dwellers (MFPED, 1998). It is also estimated that 88% of the women live in the rural areas and account for about 80% of agricultural production.

Land is by far the most important natural resource in the country supporting about 90% of the country's population that lives in rural areas and directly depends on it for cultivation and grazing. Other major economic activities in the country are fishing and tourism. The country is also endowed with a great diversity of animals and plant species due to its geographical location in the zone that overlaps community characteristics of the dry east African savannah and those of West African rain forests. About 70% of the livestock in the country is owned by traditional cattle keepers with only 30% of the cattle found on commercial ranches and modern farms while 94% of all the crops output comes from about 2.5 million small holders each cultivating less than 2 ha per year (MAAIF, 1995).

Food security is a serious problem in the country with 5 to 12% of the human population consuming less than the national daily requirement (World Bank, 1993). The districts of Moroto, Kotido, Moyo, Bundibugyo, Nakasongola and Luwero are chronically deficient in all staple and major food stuffs while the Districts of Soroti, Kumi, Tororo, Nebbi, Kabarole, Kasese, Bushenyi, Masaka, Mpigi and Mubende are said to be in transitory food security (EPADU, 1993). All these districts experience persistent droughts and some of them have started showing desert-like conditions which, if not checked, will result into serious land degradation.

According to the United Nations Convention, desertification is defined as land degradation in arid, semi-arid and dry sub-humid areas resulting from various factors including climatic variation and human activities; while drought is described as the naturally occurring phenomenon that exists when precipitation has been significantly below normal recorded

levels, causing serious hydrological imbalances that adversely affect the land resource production systems.

Uganda's dry lands occupy what is referred to as the "cattle corridor", an area stretching from the North-East through Central to the South-West of the country. The areas mainly rangelands cover approximately 84,000sq.km of the total land area in Uganda. In these areas semi arid and dry sub humid conditions prevail. They also experience erratic rainfall patterns, receive rainfall ranging between 500-800mm/ annum where drought is a common recurrent phenomenon. Some other parts in the country particularly the Northern region experience similar conditions. In Uganda drought conditions are mainly experienced in the North- Eastern districts, where serious crop failure has been noted to occur in every 5 years.

The main factors contributing to desertification in the country include drought, deforestation, poor farming practices and over grazing. Poverty as well as the increasing population pressure on the land exacerbate these factors. This scenario has intensified land and environmental degradation leading to loss of the productive potential of the land, famines, low household incomes and increased social unrest in the affected areas, particularly in the North East of the country

Drought- Widespread reliance on rain fed agriculture, subsistence farming and pastoralism, poor crop and animal husbandry practices, water scarcity and population pressure contributes to vulnerability to drought. Drought affects Uganda, mainly in or near the Karamoja region. This region experiences serious crop failure every five years. For example, drought occurred in 1979-80, and 1984-85 in Karamoja, and in 1988-89 affecting West Nile, Lira, Kitgum, Gulu and Apac. The 1993-94 drought was the most extensive and affected 16 districts. Recently, drought seriously hit the districts of Mbarara, Ntungamo, Rakai and Bushenyi in the first half of this year, 1999. Areas characterised by low rainfall and high temperatures, heavy land use and lack of conservation measures are vulnerable to desertification. While desertification does not cause drought, on the other hand drought does contribute to desertification. Some areas in the districts of Kotido, Nakasongola and Rakai already exhibit desert-like conditions

Soil erosion -Is the single most important form of land degradation and a large part of the country has been affected in one way or another. While the steep slopes of Kabale, Kisoro, Bundibugyo, Mbale, and Kapchorwa districts are the most seriously affected, even in the relatively flat areas such as Iganga, Kamuli, Tororo and Kumi, soil erosion has occurred at an alarming rate largely through rill and sheet erosion and thus leading to gradual but steadily increasing loss in soil productivity. Many of the drier areas, particularly rangelands have also been seriously affected. Apart from the rapid decline in fertility and productivity of the original land, soil erosion has also led to the siltation of lakes, rivers and streams.

Overgrazing- Overgrazing is a serious problem in the rangelands. Particular areas affected are the pastoral counties of Ruhaama, Nyabushozi, Kazo of Mbarara District, and the whole of Nakasongola district and Karamoja region. The resulting effects of overgrazing include

soil compaction, erosion (particularly gully erosion) and the emergence of low-value grass species and vegetation with subsequent declines in carrying capacity of the land and therefore low productivity.

Deforestation- At the beginning of the 20th century, 45% of the country's surface area (108,450sq.km) was under forest cover. The present level of forestland is only 21% of its value in 1890 as a result of deforestation. The major causes of deforestation are provision of wood fuel and clearing of land for agricultural activities. Ninety percent of the total population who live in rural areas directly depend on firewood for their energy needs, and a big fraction of the urban dwellers depend on charcoal. All in all, 92 percent of Uganda's source of energy is wood fuel, while only 7 percent are supplied by petroleum and 1 percent by electricity. The 1986 World Bank Report estimates production of wood fuel as 15.6 million cubic meters per annum while consumption is about 18.3 million cubic meters which puts demand in excess of the supply by 2.7 million cubic metres.

Inappropriate farming systems- There are at least seven different farming systems in the country each with its own soil degradation problems. The actual magnitude of degradation in each system depends largely on population pressure, vulnerability of the soil to erosion, rainfall amounts and the general relief of the area. The most critical problem, however, is that the majority of farmers have inadequate knowledge of or few opportunities to learn about improved farming methods. For example, crop rotation is often not practised; with most farmers growing the same crop types on the same piece of land year after year, a situation which leads to serious soil degradation. Improved agro-forestry systems, capable of renewing and regenerating the soil, are also lacking in most farming systems.

Taking recognition of the above issues, the Government of Uganda actively participated in negotiations of the Convention to Combat Desertification (CCD) and demonstrated its commitment to implementation of the convention by signing and ratifying it on the 21st November 1994 and 25th June 1997, respectively. In addition, Uganda held responsibilities as; Vice Chairman of Inter-governmental Negotiating Committee on Desertification Working Group 2, and Vice President of COP I in September 1997 in Rome, Italy. The Convention emphasises and gives particular attention to preventive measures for areas whose lands are not yet or are just slightly degraded; development of national capacity to provide early warning against drought; irrigation programmes; sustainable agricultural practices; increase in availability of the water resource and integrated plans for sustainable management of all the natural resources. The convention also recognises the need to integrate strategies for combating desertification with measures designed to eradicate poverty. Under this Convention, parties are called upon to elaborate, adopt and implement National Action Plans and Programmes, develop and strengthen institutional frameworks, establish and strengthen food security systems and establish appropriate financial mechanisms such as the UNFCD.

2. BACKGROUND TO THE NATIONAL ACTION PROGRAMME PROCESS IN UGANDA.

The UNCCD calls upon parties to formulate and implement National Action Programmes (NAPs) as the central element in a strategy to combat desertification and mitigate the effects of drought. Thus, NAPs should be designed through a participatory locally driven process involving all key stakeholders at all levels and give particular attention to local communities in the affected areas. In Uganda, the NAPs are being elaborated within the broad framework of the country's National Environment Action Plan (NEAP) which aims at integrating concerns into the overall socio-economic development strategy of the country.

In 1993, the Government of Uganda carried out a case study on the magnitude, causes and effects of desertification in Kakuuto county Rakai district, Buruli county in Nakasongola District; and Dodoth county; Kotido District in support of the Intergovernmental Negotiating Committee on Desertification (INCD). The case study involved extensive grassroots consultations in the three counties. In the same year, a national workshop considered the results of the case study and proposed measures for institutional strengthening, policy actions and relevant investments to address drought and desertification. Basing on the case study results and the recommendations of the workshop a draft NAP document was prepared.

The above process, however, did not sufficiently solicit or take into account input/views of other stakeholders particularly NGOs, Local communities and donors. It was also felt that the three counties consulted were not representative enough to be the basis for the NAP and ownership of the draft NAP was seen to be largely with government and not with a consortium of stakeholders, including land-users.

In July 1995, a National Awareness Workshop on the CCD and the NAP process for high-level Government policy and decision makers and NGOs recommended that funds be sought to create awareness of the CCD and carry out broader consultations on the NAP involving NGO's, donors, local communities in more districts. It was also appreciated that addressing issues of desertification and drought will not be an easy undertaking if financial resources to support local community actions are not in place. Thus the need to establish a Uganda National Fund to Combat Desertification was emphasised.

In this regard, the Ministry of Agriculture, Animal Industry and Fisheries prepared the "Umbrella Project Proposal for Initial Support to the Formulation of a National Action Programme (NAP) on Drought and Desertification" (NAP) and submitted it to the United Nations Development Programme/Office to Combat Desertification (UNDP/UNSO) for funding. The main objective of the Umbrella project was to support the first phase of the national action programme process which focussed on awareness raising, implementing a national consultation process to identify priority programme areas for NAP and putting in place measures to support implementation including the establishment of a Uganda National Fund to Combat Desertification.

In February 1997 a Memorandum of Understanding (MOU) was signed under which the Government of Denmark through UNDP/UNSO provided US \$ 130,000, and an additional US \$ 30,000 which was earmarked for the establishment of a National Desertification Fund. Addition funding was also provided by the CCD Secretariat, Australian and Netherlands Governments to supported a number of activities of the project. The MOU also spelt out steps to be taken in implementing the initial phase of the National Action Programme process. in May, 1997 MAAIF put in place a National Steering Committee for the Project and appointed a NAP Co-ordinator in September 1997. Effective implementation of the Project commenced in January 1998.

The NAP process consists of three broad overlapping phases namely the creation of an enabling environment; formulation and elaboration of the Action Programmes; and Implementation, follow-up and evaluation.

- Phase I: Creation of Enabling Environment. The aim of this phase is to institute mechanisms and processes necessary to ensure that all the stakeholders are involved in the design of action programmes. Implementation of this phase started in January 1998.
- Phase II: Formulation and Elaboration of Action Programmes. During this phase National, District and Community action programmes would be designed. Community Action Plans (CAPs) would be initiated and implemented to a large extent, as they cannot wait since they form the building blocks and are ideals for conceptualizing the Local area and National Action Programmes.
- Phase III: Implementation, Follow-up and Evaluation. This phase marks the beginning of full implementation of the national and District action programmes, which like the CAPs should be fairly flexible and iterative to allow for as many revisions as possible, based on the lessons and experiences gained.

3. ENABLING ENVIRONMENT FOR THE IMPLEMENTATION OF THE CCD AND THE NAP PROCESS

In addition to signing and ratifying the CCD effected on 21st November 1994 and 25th June 1997 respectively the Uganda Government has put in place a legal framework capable of providing a dependable foundation on which the implementation of CCD can be based. The 1995 Constitution positively addressed environmental issues and empowers parliament to make laws to preserve the environment and prevent land degradation (Article 245). The constitution also recognises customary land tenure system (under which most of the land in arid and semi-arid areas is held) and has strengthened it by making provision under which customary tenants can acquire certificates of ownership (Article 237).

Since early 1990's, important statutes in the area of environment with important implications for the implementation of the CCD have been enacted. These include the National Environment Statute 1995; the Water Statute 1995; the Land Bill 1998 ; the Wild life Statute 1997 among others, cover aspects of natural resources planning and management in which the role of local communities (such as those in the arid and semi-arid areas) have been recognised. These statutes were based on elaborate policy documents, i.e. the National Environment Action Plan (NEAP) and the Poverty Eradication Action Plan (PEAP) which mainly focus on sustainable development

Another important legislation is the Local Government Act 1997, which re-enforces the "bottom up approach" through the decentralisation policy which facilitates the participation of the local people (such as those in the arid and semi-arid areas) in decision making for the development of their local areas.

With regard to gender, the government has since 1986 taken steps to provide an enabling environment for women and youth participation in decision making in the development process at all levels through:

- The creation of a Ministry of gender, Labour and Social Development that ensures that various genders are given equal opportunity to participate in development processes.
- The Constitution, establishing local councils from village to district level, which are democratically elected and charged with decision making on development issues within their local areas. The Constitution also stipulates that one third of each committee/councils at all levels must be made up of women.
- The Constitution also providing for special councils for women from village to national level. These are charged with mobilizing women for development.
- Various sectors and programmes have provided for affirmative action for women participation and advancement, and mainstreaming in planning and implementation. A case in point is education, where women's chances to enter government and University have been increased by an additional point.

4. IMPLEMENTATION ARRANGEMENTS FOR THE NAP PROCESS

At the National level, the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) spearheads the implementation of the CCD and the NAP process in close collaboration with the National Environment Management Authority (NEMA), among other partners. The Operational Unit for the NAP Process is the NAP Secretariat in MAAIF headed by the CCD/NAP National Focal Point. The Secretariat also has a Co-ordinator, a Secretary, an accounts clerk, an Office attendant and a driver.

A Multi-Sectoral National Steering Committee to oversee the implementation of the NAP process set up by MAAIF consists of representatives from:

- Ministry of Agriculture, Animal Industry and Fisheries;
- National Environment Management Authority;
- Ministry of Finance, Planning and Economic Development;
- Ministry of Local Government;

- Ministry of Foreign Affairs;
- Ministry of Justice and Constitutional Affairs;
- Makerere University Faculty of Agriculture and Forestry;
- Department of Meteorology;
- Directorate of Water Development;
- Uganda National Farmers Association;
- Uganda Women Tree Planting Movement;
- Soil and Water Conservation Society of Uganda; and
- UNDP.

The Steering committee meets at least once in every three months to give direction to the NAP process.

At lower levels, District Steering Committees (DSCs) for Combating Desertification have been established in nine pilot districts to guide NAP activities. The DSCs consist of Councilors, Heads of key technical sections of the department of production and environment, NGO and CBO representatives. The main function of DSCs is to organize, coordinate and guide activities of the NAP process and provide technical support to local community initiatives being undertaken in collaboration with NGOs and CBOs in their respective districts.

A National NGO Co-ordinating Committee (NCCD) with membership of both national and district level NGOs, co-ordinate NGOs and CBOs activities in the implementation of the NAP process.

5. ACTIVITIES OF THE NAP PROCESS

Following the decision at the United Nations Conference on Environment and Development (UNCED) to elaborate a convention to combat desertification in 1992, Uganda was one of the countries that carried out a case study in support of the INCD. The study was carried out in three locations in the country exhibiting different levels of vulnerability to drought and desertification. These areas belong to semi-arid and sub-sub-humid parts of the country. The case study involved extensive grassroots consultations but only in three Counties.

The results of the case study were used to prepare a draft plan of action which proposed policy actions, related investments and activities for institutional strengthening. The process to prepare the draft NAP did not sufficiently solicit inputs from many other stakeholders particularly the local communities, NGOs and donors. Thus, a three-day national awareness workshop on the CCD for high level policy and decision makers, NGOs, and local community representatives which was held in Kampala in July 1995 recommended that funds be sought to enable further and wider consultations with affected communities, policy and decision makers at all levels in order to achieve consensus on key issues related to the formulation of NAP.

Thus with financial support of UNSO/UNDP, The UNCCD Secretariat, the Governments of Denmark, Netherlands, Australia and GTZ, Uganda Implemented activities of the first phase of the NAP process. This Phase focussed on awareness and consultations at national level as well as district, sub-county and community levels, in nine pilot districts of Kotido, Moroto, Pallisa, Kitgum, Nakasongola, Rakai, Mbarara, Kamuli and Ntungamo.

The overall strategy in implementing the First Phase of the NAP process was to encourage the participation of all stakeholders at all levels in awareness and consultation activities of the NAP process. Emphasis was put at district and lower levels focussing mainly on strengthening the capacity of local authorities and NGOs to ensure their active involvement in awareness raising, training and consultation of local communities.

The NAP Consultation Process involved mainly local communities, civil leaders at all levels, NGOs/CBOs, Government departments, local authorities, and legislators, among others. Participation of the Private sector and Donor agencies was rather limited.

The following activities were undertaken, and constituted an important step towards the holding of the First National Forum on NAP.

(i) **NGO Workshop to elaborate coordination and networking arrangements**

A workshop for NGOs to elaborate coordination and networking arrangements in the implementation of NAP was held between April 14 and 16, 1998 at St Andrews Community Centre, Mbale. It brought together forty NGOs from National and District levels to discuss the roles and activities of NGOs in the formulation of NAP and developed a framework for co-ordination of NGO's activities at District and National levels. It was during this workshop that a National NGO Co-ordinating Committee for Desertification (NCCD) was elected. The Soil and Water Conservation Society was designated as its Focal Point.

(ii) District Team Leaders Planning Workshop

In preparation for district and sub-county level consultations, a three-day planning workshop for District Team Leaders was held at Mukono DFI in June 1998. This workshop was attended by 50 participants who included representatives of the district administrations, NGOs and CBOs from the nine pilot districts and key government departments, as well as NGOs at National level. The workshop focused on preparations for local consultation workshops and development of strategies for awareness raising and partnership building among local stakeholders. It also recommended the establishment of District Steering Committees for combating desertification as a strategy for enlisting broad and effective local participation in NAP formulation and implementation.

(iii) District and Sub-county Consultation workshops

Eight sub-county and eight district level awareness and consultation workshops were held in eight of the nine pilot districts during the month of August 1998. The districts covered are: Kotido, Moroto, Pallisa, Kamuli, Nakasongola, Rakai, Mbarara, and Ntungamo. The workshops were attended at each level by representatives of key stakeholders including local councils, women and youth councils, government departments, NGOs, local institutions, (CBOs), opinion leaders, local private sector organisations and some Members of Parliament. They discussed the causes of land degradation, identified priority areas at the local level to be addressed in NAP, and proposed roles and responsibilities of stakeholders as well as measures to promote partnership building and increase co-ordination among stakeholders in implementing the activities for combating desertification.

Some of the outstanding issues associated with land degradation and drought raised during the workshops include:

- | | |
|--|---------------------------------|
| (a) Deforestation | (b) Poor Agricultural practices |
| (c) Inadequate water supply | (d) Bush burning |
| (e) Poor infrastructure | (f) Soil erosion |
| (g) Traditional/Cultural beliefs | (h) Insecurity |
| (i) Poverty and illiteracy | (j) Work overload on women |
| (k) Insufficient knowledge & training | (l) Overgrazing |
| (m) High seasonal to inter-annual rainfall variability | |

(iv) Workshop on Gender Considerations in the NAP Process

A two-day workshop on “Gender Considerations in the NAP process” was convened in September 1998 at Mukono District Farm Institute (DFI). It was attended by 55 participants from national and district levels that included representatives of government, NGOs, academic institutions, youth and women as well as Members of Parliament. This workshop discussed issues affecting women, men and youth participation in activities designed to combat desertification, and proposed areas of intervention, as well as monitoring and evaluation indicators for gender consideration in the NAP process.

(v) Workshop for Members of Parliament

Members of Parliament are an important group of stakeholders involved in enacting policies and over-seeing their implementation. In addition, they play an important role in mobilizing communities and catalyzing development in their constituencies. In this regard, a one-day workshop was held in October 1998 to sensitise them on the CCD and NAP process. A total of 35 Members of Parliament made recommendations on the scope, objectives, and content of the NAP process.

vi) Sensitization of Scientific and Academic Community

A Sensitization workshop for members of academic and research institutes was held on 12th November 1998 in Makerere University. One of the key recommendation of this workshop was to organize a scientific workshop on appropriate technologies and practices to combat desertification and mitigate the effects of drought.

(vii) Support to local level actions to combat desertification through NGOs/CBOs

Funds were made available to a number of NGOs and CBOs to support local actions to combat desertification. NGOs/CBOs at National level and in the 9 pilot districts prepared proposals requesting for funding from the umbrella project through the NCCD. The NGOs that received funds and implemented activities include:

- Agency for Integrated Development Training Services (AIDTS) based in Mbarara District-carried out awareness raising and tree planting in Mbarara district.
- Soil and Water Conservation Society of Uganda (SWCSU) based at Makerere University –organised a public lecture on the bare hills of south western Uganda.
- Family Federation for World Peace (FFWP) based in Kamuli District – organised drama competitions on awareness raising on CCD and NAP in Budiope county;
- Pallisa Community Development Trust (PACODET) – supported women’s income generating activities in Pallisa District;
- Lutheran World Federation based and operating in Moroto District – supported networking of farmer innovators and revolving tool fund in five sub-counties of the district;
- Uganda Pasture Network (UPANE) –organised training in Range and Pasture management for land users in Mbarara District.
 - Church of Uganda Kotido district –helped in establishing community seed-bank and nursery bed in Lokitaleibu sub-county..

(viii) Support to Local Level Community Initiatives:

A local pastoral community in Nalukonge Parish with facilitation of the NAP Focal Point Unit, UNDP Programme Officer and the District Steering Committee (DSC) of Nakasongola District, identified and prioritised local problems associated with drought and desertification. They prepared a work plan to tackle the problem of water scarcity, Acacia encroachment and expanding bare ground locally referred to as *ebiwalaamata*. The community set up its own management structure, and carried out activities which included construction of six valley tanks; rehabilitating degraded areas; and conducted seminars for

the local community in collaboration with District steering Committee. This was made possible by financial assistance of US \$ 10,000 from the Australian Government through UNSO/UNDP and channeled directly to the community project committee.

Members of the community also contributed labour, funds and time. Elders contributed a total sum of Shs 600,000/= towards the construction of each of the six valley tanks while the youth provided labour for clearing thorny acacia and re-vegetation of degraded land. Women planted grass and trees to stabilize the soil around the valley tanks and on soil stabilisation bands in the degraded lands. In addition, the local community leadership mobilized the community, put in place bye-laws to protect the water points and to reduce land degradation. The work is being closely monitored and technically supported by the District Steering Committee (DSC) for desertification.

ix) Promoting Farmer Innovations under rainfed Agriculture in the drylands of Uganda.

Promoting Farmer Innovations under Rainfed Agriculture in the drylands of Uganda (PFI) is part of an overall programme called Promoting Sustainable Water Management in Sub-Saharan Africa. The PFI programme was developed in the context of the Convention to Combat Drought and Desertification (CCD) by UNDP/UNSO, in collaboration with the Centre for Development Co-operation Services (CDCS) of Vrije University Amsterdam together with other partners from NGOs and research communities.

The PFI programme was developed as one of the lead programmes to implement the CCD, with an overall objective of sustainably improving rural livelihoods through increasing diffusion of appropriate land management specifically Water Harvesting and Soil and Water Conservation practices. In Uganda, PFI was initiated in October 1997 and is being implemented in the Districts of Kumi, Soroti and Katakwi, on a pilot basis.

The PFI programme uses an approach which recognises farmers as equal partners in development and people with capacities to experiment and disseminate technologies. In this approach, farmers with appropriate local initiatives in Natural Resource Management are identified, characterized, recognized, appreciated and recruited as farmer innovators. The latter are then used to reach as many other farmers as possible, through exchange visits and also through networking meetings. A lot of achievements have been recorded in the project area with this approach. The approach is commendable as it accelerates spread of local level initiatives to combat desertification and mitigate the effects of drought. Efforts are being made to institutionalize the approach in the country. In the meantime, NGOs, CBOs, , institutions, departments and other agencies dealing with environment-related activities, are being encouraged to adopt this approach. Arrangements are also being made to sensitize representatives from the nine NAP districts about the PFI approach.

x) The First National Forum

The main out-put of the first phase of the NAP process was the First National Forum aimed at bringing together representatives of stake holders at all levels to establish a national consensus on the: objectives, scope and priority programme areas for the NAP the contributions, roles and responsibilities of the various stakeholders in the implementation of the NAP process and necessary measures, needed for co-ordination, financing and technical support to the NAP process

The First National Forum which took place from the 18th to 20th November 1998 at Colline Hotel, Mukono was attended by a total of 160 participants. These were mainly stake holder representatives from the National level, the “cattle corridor districts” and other districts affected by desertification and drought. The other participants included heads or representatives of key Government departments and institutions ,academic and research institutions, International and National NGOs, Private sector organisations, donor representatives, legislators and the press. Participants from Districts and lower levels included District Council Chairpersons, Speakers and councilors; Sub-county Council Chairpersons and councilors; prominent farmers and opinion leaders

xi) National Desertification Fund (NDF):

A consultation workshop on the Concept of National Desertification Funds was held in July 1995 in Nairobi, Kenya. Consequently, MAAIF with financial and technical support from UNSO/UNDP set up a multi-sectoral task force in August 1996 to prepare a proposal for the establishment of a National Desertification fund in Uganda. The task force consisting of representatives from Government, NGOs, Private Sector and Donor community consulted various stakeholders at National, District and Local communities levels. Consultations of local communities was carried out in Nadunget and Rwampanga sub-counties in Luwero and Moroto districts, respectively. The task force also visited Mgahinga and Bwindi Impenetrable Forest Conservation Trust (MBIFCT) activities in Kabale district. A National Workshop held in July 1997 made recommendations which were used to finalise the proposal for establishing the National Desertification Fund. The establishment of the Fund is one of the integral activities of the NAP process.

In December 1998, the Ministry of Agriculture, Animal Industry and Fisheries presented to Cabinet a memorandum seeking approval of establishment of the fund. The Cabinet decided that the name of the proposed fund be changed to “Uganda National Fund to Combat Desertification” (UNFCD). Further more, a multi-sectoral inter-ministerial committee (IMC) was put in place to prepare a Bill seeking to establish the fund by an Act of Parliament. The Bill has been finalised and now awaits Cabinet approval before it is tabled in Parliament. In the meantime, the IMC is finalising the Operational Manual and the Resource Mobilisation strategy for the Fund.

6. PRIORITY PROGRAMME AREAS AND THE WAY FORWARD FOR THE NATIONAL ACTION PROGRAMME TO COMBAT DESERTIFICATION

The information presented here is based on key recommendations of the consultation process on the NAP in Uganda which included the first National Consultation Forum, Workshops for Parliamentarians, Gender Consideration in NAP, and District team leaders planning workshop, district and sub-county consultation, workshop for academic and research community, and the National NGO forum.

i) Information generation, exchange and dissemination

Information needed for effective planning in the dry lands of Uganda is difficult to collect, analyse and disseminate largely due to poor means of communication and low literacy levels. There is also a poor linkage between local inhabitants and other actors such as researchers, extension workers and policy makers. Effectively addressing this problem will greatly help in the monitoring of the various factors associated with drought and desertification. Hence the need to ensure accessibility of data and information generated so that it can be exchanged and used by the various stakeholders at all levels.

Actions

- Measures should be taken to improve the availability, and the horizontal and vertical flow of information on drylands by enhancing communication within districts and with the central governments and other organisations.
- There is need to establish the levels and extent of land degradation in the country, map them and describe their nature so as to formulate appropriate management strategies.
- NEMA, NARO and the Department of Lands and Surveys should make use of Geographical Information Systems (GIS) to monitor changes in vegetation, population density and the status of soil erosion. Such information should be availed to districts for planning purposes.
- The NAP Secretariat and NEMA should establish and continuously update databases on stakeholders and their activities. Newsletters should be used to inform stakeholders on current developments in the NAP process.
- Information on the nature and availability of natural resources, the social and economic factors affecting their utilization and activities already being undertaken or planned by various actors should be collected and shared among stakeholders through networks. The networks need to be linked vertically and horizontally so that national, district and local level planners and implementers have access to the information.

ii) Awareness raising & training:

Many communities are still not aware of the disastrous consequences of land degradation. Although a number of workshops, seminars and mass media programmes have been going on, many people in key policy making positions, the Private Sector and donors need to be sensitized to actively participate in the implementation of the CCD and NAP. Even those who are sensitized need to know more on alternative sources of livelihood to make any significant response.

Actions

- Awareness raising on CCD/NAP should be a continuous exercise targeting all stakeholders.
- Special efforts should be made to raise awareness of donors and educational institutions/schools and the private sector whose participation is still very low.
- Government, NGOs, Local leaders, CBOs and Members of Parliament and Extension workers should play a leading role in awareness raising.
- Awareness raising materials on the CCD and NAP should be developed by Various Government Departments and NGOs and made available to Extension workers, NGOs, CBOs, Local leaders and Members of Parliament for use.
- Awareness raising strategies should include use of: briefings and meetings with stakeholders at levels; seminars/workshops on drought and desertification; Radio programmes; news letters; drama; news paper articles; video shows; cassette listening groups; and visual aids such as posters, flipcharts etc.
- The CCD and other awareness materials on NAP should be translated into clear and simple comprehensible format for the different language groups in the country. During sensitization, stakeholders should be made aware of their actions, rights benefits and responsibilities, and the consequences of land and environmental degradation.
- Awareness raising at local level should address gender issues and negative cultural beliefs on land and environmental management, and support peace initiatives in areas where there is civil strife.
- Awareness of the value of locally available organic resources should be promoted.
- Existing local institutions including religious organisations, schools, CBOs, etc. should be utilised for awareness raising of local communities on desertification.
- Introduction of new farming innovations/demonstrations through PFI.

Training

- The Ministry of Education and sports and the National Curriculum Development Centre should include desertification and drought issues in the education curriculum for institutions and schools.
- Opening up community-based Vocational Training Centres to enable youths acquire new skills for alternative income generating activities.
- Government Departments, NGOs, Research and Academic Institutions should train district based Government, NGOs and CBOs staff working with communities in areas

relevant to combating desertification. Some of the areas where training is required include:

- Participatory planning;
- Soil and water conservation;
- Land utilisation and management;
- Agroforestry;
- Energy saving stoves;
- Alternative sources of energy;
- Off-farm income generating activities;
- Record keeping;
- Range management;
- Land carrying capacity assessment;
- Modern grazing methods; and
- Family planning.

iii) Water development, Management and Conservation

The main sources of water in the dryland districts of Uganda include bore-holes, dams, valley tanks, lakes and ponds. However, these are few and sparsely distributed with a number of them drying-up during serious droughts. Poor land management affects water availability in that erosion of topsoil leads to the loss of water received as rainfall through surface run off. The long distances to water sources, compels many local communities and pastoralists to travel long distances in search of water for human and live stock use. Development of water for human use and for production of crops and livestock is a high priority of Government.

Actions

- The Karamoja region, which is the driest part of the country, should be given priority for water development programmes.
- More effort is needed to put in place more water sources to provide adequate and clean water for humans, livestock and irrigation purposes in the drylands.
- Planning, siting funds and management of water development projects should be carried out with full participation of affected or beneficiary communities through district and local community water committees
- Training in soil and water conservation and protection of the water catchment area should go hand in hand with water development effort in communities.
- The Department of Meteorology, MAAIF and Disaster Preparedness should improve on the capacity for early warning of drought and disasters, in particular, to issue timely and accurate seasonal forecast. Improve the climate prediction capacity, information dissemination and application.
- The Agro-Meteorology Unit at Kawanda Agricultural Research Institute should be revived, expanded and strengthened to provide efficient service.

- The Meteorology Department should set up more stations to collect reliable climate data in the cattle corridor districts.
- Indigenous knowledge and practices in water harvesting and catchment should be promoted
- Rainwater harvesting should be encouraged and farmers' innovations in soil and water conservation, management and utilization should be promoted.

(iv) Land Management

Land management practices that destroy or significantly reduce vegetation cover are the most important causes of land degradation. Poor land management leads to loss of vegetation cover, erosion, and consequently decline in soil fertility which, affects crop yields and increases desertification. Poor land management is mainly a result of non-sustainable agricultural practices such as overgrazing, indiscriminate bush fires and pressures on the carrying capacity of the land. In the cattle corridor rangelands, large concentrations of cattle are managed under nomadic pastoralism with periodic migrations in search of pasture and water. Pasture in those areas are managed through indiscriminate bush burning which has created room for the thriving of unpalatable grass species, thorny bushes and shrubs resistant to fires. Overgrazing too leads to trampling of grass, soil and creation of bare areas thus leading to land degradation

Actions

- MAAIF, NEMA and NARO should generate more information about the status of soils and range lands in the country.
- Strategies for the sustainable management of communal grazing lands and wildlife areas, should be developed by key actors including Government Departments and NGOs with the participation of local affected communities.
- Encourage the establishment of tree plantations to alleviate pressure on natural fuel wood resources.
- The Ministry of Agriculture in collaboration with NEMA should develop appropriate policies and procedures for the use of fire in rangelands.
- Indigenous soil and rangeland management practices that encourage sustainable rangeland utilisation should be promoted by NGOs and extension staff.
- Land should be classified so that its use is based on its capability.
- The Ministry responsible for Land and the Ministry of Agriculture, Animal Industry and Fisheries should put in place a National Land Use Plan.
- Training of farmers' and pastoral communities in soil fertility conservation and range management practices as well as farmer to farmer visits should be emphasized.
- All the cattle corridor districts of Uganda should adopt the PFI under rainfed agriculture in the drylands concepts of soil conservation, water harvesting and utilization practiced in the districts of Katakwi, Soroti and Kumi.

v) **Afforestation and Agro-forestry:**

The vegetation in the drylands, particularly the woody one is undergoing rapid transformation, which in many parts depicts an advanced degree of degradation. Furthermore, shrubs and bushes have replaced most of the original tree cover in the drylands. Deforestation is extensive as a result of conversion of land to agricultural production, charcoal burning, bush fires, overgrazing, inappropriate land tenure, and lack of alternative sources of income. Therefore, there is need to carry out reforestation and afforestation as well as agro-forestry programmes to avert the trend.

Actions

- The Ministry of Agriculture, Animal Industry and Fisheries the Department of Forestry NGOs and CBOs should provide the necessary guidance to communities in Nursery bed establishment and management of trees.
- Tree planting on hill-tops and sides, along rivers, streams and swamps should be encouraged.
- Schools should be targeted as entry points to popularize tree planting. In afforestation programmes, leguminous tree and grass species should be emphasized.
- Fruit trees should be encouraged as an alternative source of income in the cattle corridor while effectively maintaining the vegetation.
- Afforestation and agro-forestry programmes should be planned and implemented with the participation of local communities.
- The NCCD, working through NGOs and CBOs, should take the lead in promoting Agroforestry programmes at community level through awareness campaign, training and provision of tree seeds to local communities.
- Promote establishment of multipurpose tree nursery beds at sub-county, Parish and village levels and award districts or sub-counties that have excelled in tree planting and soil conservation.
- Publicise by-laws on deforestation and indiscriminate tree cutting

vi) Promoting the development and use of affordable and environment friendly Energy Sources.

Energy Consumption affects the environment through loss of vegetative cover resulting in the loss of biodiversity and soil erosion. The main reasons for this are: meeting energy needs of the increasing population, inefficient use of fuel wood and charcoal and failure to regenerate forest resources as fast as they are used. Excessive dependence on fuel wood also arises from the fact that electricity is still largely concentrated in major towns leaving the countryside with no alternative.

Actions

- Fuel saving technologies, rural electrification, utilization of solar, wind, geo thermal and biomass energy should be promoted.
- Government should rationalize electricity tariffs and other utilities as per regional going rates.
- Priority should be given to rural electrification so that use of wood and charcoal which, are the major environment degrading activities are minimized.

- The ministry of Energy and Mineral Development is expected to provide the necessary technical and policy guidance.
- The NCCD working with NGOs and CBOs should play an active part in popularizing alternative energy sources and promoting fuel saving technologies.

vii) Institutional strengthening to support implementation of NAP

Preparation and implementation of realistic National and District Action Programmes to Combat Desertification should build on already existing plans and strategies. The capacity of institutions involved in the planning and implementation process should be improved through training, provision of better logistics and strengthening institutional collaboration with a view of enabling stakeholders prepare and implement integrated and harmonized programmes and projects. The results from these efforts should positively impact on local affected communities in terms of participatory planning and technical support to the community efforts.

Actions

- The multi-sectoral national steering committee that was set up by the government to oversee the implementation of the NAP process needs to be expanded to include representatives from the following:
 - Curriculum Development Centre, of the Ministry of Education and Sports;
 - Gender Department of the Ministry of Gender, Labour and Social Development;
 - Disaster Preparedness council
 - Private Sector
 - Town and Country Planning Board
- Expansion of the National Steering Committee
- Support should be accorded to establishment of District steering committees on Desertification where they do not exist and strengthen the operation of those which, are already in place through training in participatory planning and collection and dissemination of data relevant to combating desertification.
- The NSC should have legally defined powers to enable it carry out its functions.
- A monitoring and evaluation system should be developed together with the affected communities and adopted in order to track the impact of projects and programmes under the NAP.
- The NAP secretariat should comprise of an executive coordinator with up to three technical officers and support staff
- Implementation of NAP should build on those structures that already exist and enjoy the force of law e.g the local councils, production and environment departments at the districts.
- The Women and Youths should be represented on structures to implement NAP at National, district and county level.
- The District Steering Committee on Desertification (DSCD) should be composed of the Production and Environment Officers; Heads of Agriculture, Fisheries

and Veterinary Departments; District Planner; Community Development Officer; Chairperson Production Committee at LC V level; Women Council Representative; a representative of the District Disaster Preparedness and Management Committee and two members each from NGOs and CBOs.

- The structure of the National NGO Coordinating Committee on Desertification (NCCD) AT National and District levels be strengthened and linked with the DSC for effective coordination

viii) Improvement of marketing systems and infrastructure:

Many dry land areas of Uganda especially in the North-East are characterized by remoteness, poor infrastructure and poor information flow. Marketing of goods and services is difficult under such circumstances and the local communities in these areas have no alternative but to dispose of their produce at give away prices and pay dearly for goods obtained from elsewhere. This situation has not helped efforts to address poverty in these areas hence the need to take measures to improve marketing systems and information flow.

Actions

- Improvement of infrastructure especially rural feeder roads
- Improvement in marketing infrastructure including rural markets, storage, and preservation of produce
- Encourage processing and establishment of small scale industries in the affected areas
- There is need to provide marketing information on dryland products
- There is need to put in place agro-based industries to utilise surplus products that can neither be locally consumed or exported.
- Capacity building of private sector in the drylands to undertake marketing and trade that is economically viable and supportive of the production systems in drylands.

ix) Support to Local Level Community Initiatives

The first National Forum on NAP recommended that focus of efforts to combat desertification in Uganda should be at local community level. This was because of the observation that local communities in the dry lands face the biggest impact when land degradation and drought occur. The rich experiences of the local communities in indigenous know how, and their coping techniques which have enabled them to live for generations on marginal lands, should be harnessed through giving the local communities the opportunity to spearhead their local development efforts. Partnership with stakeholders need to be utilized to support their on-going efforts with a focus on participatory planning , capacity building and funding.

Actions

- Community projects should be designed in a way that ensures their sustainability even after external support is ended.
- Funds should be availed directly to communities through agreed mechanisms;
- Need for donors to re-examine their policies on funding that are often restrictive and inflexible.
- Other stakeholders particularly government and NGOs should act as facilitators and not as managers of community projects
- The Uganda National Fund to Combat Desertification should be put in place to enable local communities access funds for easily.
- Information and lessons learnt from community initiatives should be availed to other programmes dealing with rural development;
- Farmer to farmer visits should be utilized to promote sharing of experiences among communities to manage their programmes giving due consideration to women and youth
- Government Departments and NGOs should play a leading role in awareness raising, mobilization, problem identification and training of stakeholders, among others.
- Alternative and off farm income generating activities should be encouraged to reduce pressure on the land.
- Promoting Farmer Innovation (PFI) approach should be popularised in the dryland counties of the nine pilot districts of NAP as a way of encouraging use of local knowledge in community efforts.

x) Review of laws and policies relevant to combating desertification:

The general Government policy is in line with the principles of sound environmental management. Most of the sectoral policies have been revised to accommodate environmental issues enshrined in the constitution and the Natural Environment Statute.

Similarly, a number of important policies that should be utilized in NAP implementation exist, and they include: Wild life, Water, Wetlands, Agriculture, Forestry, Range land, Fisheries, Poverty eradication, Urbanization, Industrialization and Investment, Land, Decentralization, Gender and Resettlement policies.

Actions

There is need to review some laws and policies that are relevant to NAP formulation and implementation. Some of the existing laws and policies are out of date and need to be revised in view of changes in the social and economic conditions.

Such laws include:

- The grazing Act, 1964
- The forest Act, 1964
- The soil conservation Act, 1964
- The town and Country planning act 1964
- The Prohibition of burning of grass Act 1974

In addition, a number of the current policies need to be revised and harmonized to support implementation of the NAP. Specifically, policies in areas of land tenure, energy and the economy should be re-examined. MAAIF, NEMA and the relevant ministries in collaboration with district councils should take the leading role in the review of the various policies as appropriate.

- A clear national policy on land use should be instituted
- Mechanism for enforcing bye laws especially those relating to land use should be revisited and improved.
- Local Governments should be assisted by competent lawyers to draft appropriate bye-laws to address desertification related problems.
- Policies and laws relating to combating desertification should be made more gender sensitive so that equal opportunities are given to men, women, youth and children.

To improve on the effectiveness in implementing relevant Government policies, the following should be done;

- An enabling law for the implementation of CCD should be enacted.
- Training and monitoring the performance of implementers in key sectors should be done
- Government should arrange sufficient financial resources to enable implementers effectively implement the policies in place;
- Harmonization and coordination in the management of the various Natural Resources sectors should be improved to avoid duplication and conflict in responsibilities
- Policy on land utilization to provide for rural planning and arrest land fragmentation should be put in place

xi) Promotion of appropriate technology

Uganda largely depends on rainfed agriculture and, therefore, vulnerable to droughts and their effects. The impact of droughts is most felt in the dry land areas. Thus, the development and use of affordable, environmentally friendly and sustainable technologies that address drought and desertification should be promoted. The development of appropriate technologies for combating desertification should be the focus for scientific and technological institutions at the national level.

Actions

There is need to promote utilization of appropriate technologies that add value to local produce, enhance processing of raw materials and reduce dragery of women.

Stock of indigenous technologies, knowledge and skills which, can form a foundation for further technology development should be undertaken.

There is a need for a forum to discuss existing technologies that have been developed and are still in journals and books which, can be used in addressing the problem of desertification.

Research institutions should encourage and facilitate research addressing desertification.

A national committee on science and technology for combating desertification should be established so as to identify and facilitate dry land research.

7.0 ROLES AND RESPONSIBILITIES OF DIFFERENT STAKEHOLDERS

The following categories of stakeholders were identified and their roles and responsibilities in the implementation of the NAP process were indicated: Government Departments; Non-Governmental Organisations; Community Based Organisations; Local Communities (Farmers and other land users); Local Councils; Donors; Education and Training Institutions; Districts Administrations; Research Institutions; the United Nations Office to Combat Desertification (UNSO/UNDP); the Interim Secretariat for the Convention to Combat Desertification; and Legislators.

Government Departments; These are charged with the co-ordination of various stakeholders, formulating and enforcing laws, providing technical support to communities, CBOs and NGOs, resource mobilization and channeling of funds, supervision, monitoring and evaluation of action programmes and community mobilization using existing structures and ensuring participatory approaches to planning and implementation of programmes. However, these Departments have several weaknesses such as inadequate funding and poorly motivated personnel; political interference; red tape bureaucracy and diverging interests.

Non-Governmental Organisations; These are responsible for community mobilization and sensitization; training and capacity building among communities; mobilization and channeling of resources; monitoring, evaluation and supervision; data collection; identifying and promoting indigenous knowledge, know how and practices, information dissemination as well as coordination and networking with NGOs and other institutions. These, however, have several weaknesses that including inadequate funding especially local ones; narrow scope of operation; inadequate skilled personnel; and inadequate co-ordination and collaboration with other institutions. It was also noted that some of International NGOs spend more money on "their staff" than on the cause of their intervention.

Community Based Organisations They focus on community mobilization and sensitization; problem identification and information dissemination; capacity building of individual community members; resource mobilization and channeling; monitoring and evaluation; data collection; co-ordination with NGOs; government and other communities; and identification; formulation and implementation of projects on behalf of the communities. Community Based Organisations have been known to have weaknesses that include inadequate funding; lack of commitment in some CBOs; lack of proper co-ordination among themselves CBOs; dependence on voluntary services; and conflict of interests.

Local Communities: These have a duty to identify and prioritize problems and implement agreed upon activities. They are also expected to monitor and evaluate their activities; mobilize resources, collect data, apply appropriate new technologies, coordinate with other actors, contribute to development efforts and share their experiences with other communities. Generally, local communities and in particular peasant farmers, have the weaknesses that include insufficient capacity and/or

knowledge, lack of logistics, poor marketing systems and infrastructure, lack of collateral to access credit facilities, lack of cohesion among some societies, and poor land management, tenure and ownership systems.

Local Councils: These are expected to carry out community and resource mobilization formulation of policies and enactment and enforcement of by-laws. They are also expected to participate in monitoring, evaluation, data collection; and problem identification and prioritization. Local Councils are however known to have a number of weaknesses that include insufficient technical capacity to supervise and monitor local projects; inadequate funding; lack of commitment; lack of transparency/accountability among councilors and political influence.

External Partners (Multilateral, Bilateral and International NGOs): These are expected to support National efforts to combat desertification by contributing to the funding of National Programmes and projects, provide technical assistance, promote exchange of experiences on desertification between Uganda and actors in other countries. External partners are also expected to participate in formulation of action plans, their implementation, monitoring and evaluation. Donors, however, have weaknesses that include limited representation at National level, rigid guidelines and procedures on funding, and the difficulties often experienced in accessing such funds especially by CBOs.

8. FUNDING MECHANISMS AND ARRANGEMENTS TO SUPPORT THE IMPLEMENTATION OF NAP

This section deals with funding sources and mechanisms, fund-raising activities, management and administration of funds and criteria for selection of projects for funding.

Steps have been taken to establish a Uganda National Fund to Combat Desertification. A Bill to that effect has been prepared and is awaiting approval by Parliament. The Bill provides for grants and micro-credit to be availed to finance activities which, address drought and desertification.

I. Possible Sources of Funding

a) Domestic sources

These will include:

- Central government securing money out of the consolidated account and commit it as seed money to the fund;
- Line Ministries putting a budget provision for operational costs for anti-desertification activities;
- Districts and lower local government planning and budgeting for the fund and contributing to it according to their capacity;
- encouraging the private sector to give conservation packages to communities;
- Contributions from banks, credit unions, manufacturers and produce buyers;
- Debt swaps by local and foreign organisations and institutions which government owes money;
- Contributions from Non-Governmental organisations, cultural institutions and communities; and
- Other possibilities include royalties and income from exploitation of natural resources, special taxes, fees, fines and lotteries

b) External Sources: would include multilateral and bilateral donors.

II. Fundraising Activities for the UNFCD

These will include:

- **Sensitisation:** Specific Desk Officers in the Ministries of Foreign Affairs and Ministry of Finance, Planning and Economic Development were specifically identified as possible sensitisation targets. Also, policy makers at all levels of Government and Non-Government Organisations should be targeted for sensitisation
- **Lobbying** for anti-desertification activities to be prioritised in all sectors and level, including the presidency
- **Hiring a consultancy firm** to draw up a fundraising strategy and to carry out necessary and approved fundraising activities (possibilities include those indicated in the Down to Earth book)
- **Patron for the Fund:** The highest authority in the country i.e. the president was proposed to be patron and to officiate at the launching of the UNFCD which should also be a fundraising activity
- **Decentralisation of the Development Budget:** Lobbying for the decentralisation of development funds beginning with MAAIF.

III. Management and Administration of Funds

- The UNFCD should be an autonomous and self-accounting fund with a Board of Trustees and a Secretariat as its technical arm.
- Funds should be managed at the National level and disbursed to District and Sub-county levels.
- Transparency and accountability should be emphasised at all levels.
- The function of the Board should mainly be advocacy, co-ordination, and resource mobilization while its technical committee should carry out supervisory and monitoring function.

- Revolving fund: Once disbursed, will revolve around the community and should support activities that will generate revenue for the community.
- The UNFCD should be complimented by other existing funding mechanisms such as the Global Environment Facility Small Grants Programme (GEF-SGP).

IV. Criteria for Selection of Projects for Funding

Funding will take a phased approach with the 9 pilot districts being considered first, then the other listed 12 districts in the “cattle corridor”, and finally the whole nation. However, a timetable for these activities, in order of priority, should be set. Meanwhile, the other districts where the national programmes will have not started may look for funding from their district budgets and elsewhere and start implementing their own anti-desertification programmes

Projects should be selected basing on the Economic status, natural/ecological consideration, replicability, community cohesiveness, relevance to community building, degradation, success in past programmes where assistance was extended to their community or individuals e.t.c.

However, there should be flexibility in project submission and selection. Depending on the nature of the problem, project formulation could be handled at the community, district or national level. There should be a project formulation facility at both district and national levels.

The National, District, and Sub-county Steering committees should be given appropriate technical support which they can extend to lower levels. Information on existing funding mechanisms be available so that those sources are tapped for project formulation and implementation. The NAP Secretariat should provide communities with guidelines for project formulation so as to have uniform proposals.

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**Report of the First National Consultative Forum on the
National Action Programme to Combat Desertification and
mitigate the Effects of Drought in Uganda**

Colline Hotel, Mukono
November 18 – 20, 1998

Ministry of Agriculture, Animal
Industry and Fisheries
Entebbe

December 1998

LIST OF ACRONYMS

CAO	Chief Administrative Officer
CBOs	Community Based Organisations
CLIPS	Climate Information Production Services
DEC	District Extension Co-ordinator
DISC	District Steering Committee for Combating Desertification
FIs	Farmer Innovators
GEF	Global Environment Facility
LCs	Local Councils
LC III	Local Council III (Sub-county council)
LC V	Local Council V (District Council)
LWF	Lutheran World Federation
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
NADF	National Anti-Desertification Fund
NAP	National Action Programme
NARO	National Agricultural Research Organisation
NCCD	NGO Co-ordination Committee on Desertification
NEAP	National Environment Action Plan
NEIC	National Environment Information Centre
NEMA	National Environment Management Authority
NGOs	Non-Governmental Organisations
NSC	National Steering Committee for NAP
PEAP	Poverty Eradication Action Plan
PFI	Promoting Farmer Innovations
RDC	Resident District Commissioner
UMA	Uganda Manufacturers' Association
UNCCD	United Nations Convention to Combat Desertification
UNCCI	Uganda National Chamber of Commerce and Industry
UNDP	United National Development Programme
UNSO	United Nations Office for Combating Desertification

EXECUTIVE SUMMARY

Background

The government of Uganda signed and ratified the United Nations Convention to Combat Desertification and Mitigate the Effects of Drought (UNCCD) in November 1994 and June 1997 respectively. This therefore binds the Government of Uganda to prepare a National Action Programme (NAP) as a central and integral element in addressing the problems related to desertification and mitigating the effects of drought.

The convention defines desertification as “land degradation in arid, semi-arid and dry sub humid areas resulting from various factors including human activities and climatic variations.” The Convention lays emphasis on sustainable development of dry-land areas, and puts affected local communities at the centre of its implementation.

The convention requires all affected country parties to prepare a NAP, in the spirit of building partnerships and consensus among key stakeholders. These in particular, include central and local government departments, local authorities, civil society (NGOs & CBOs), the private sector as well as external partners. In so doing, the government of Uganda is required to adopt the principle of partnership and popular participation with emphasis on the bottom-up and integrated approaches in the planning and implementation of the NAP.

With financial and technical support from external partners, particularly UNSO/UNDP, UNCCD Secretariat and the government of Australia, and in collaboration with local partners, NEMA and MAAIF embarked on a consultation process involving various stakeholders at all levels (such as community, Local Councils I to V, and up to the national level) leading to the First National Consultative Forum on NAP.

Objectives of the Forum

The Forum was convened mainly to facilitate dialogue and build national consensus on the objectives, scope, and content as well as implementation modalities of the NAP. It also marked the launching of the NAP process. The specific objectives of the Forum were to:

- i. review national experience in combating desertification.
- ii. identify priority programmes and action areas.
- iii. draw up and conclude partnership arrangements among the major stakeholders.
- iv. identify possible means of strengthening NGOs and CBOs for effective and efficient participatory contributions to the NAP process.
- v. specify the institutional arrangements for the NAP process.
- vi. consider the role of environmental information systems in combating desertification.
- vii. specify funding arrangements for the NAP process and

- viii. specify preliminary indicative commitments for each of the main stakeholders in the NAP process.

Outputs of the Forum

The First National Forum achieved the following four major outputs:

- (i) agreement upon the broad priority programme areas of NAP,
- (ii) agreement on the necessary arrangements to support the NAP process,
- (iii) agreement on the possible funding sources and mechanisms, and
- (iv) agreement on the roles and responsibilities of the different stakeholders.

Participants

The three-day Forum attracted 160 participants most of whom were from up-country. As a reflection of the nature and level of consultations, the participants were mainly from the cattle corridor districts and other districts affected by desertification and drought included District Council Chairpersons, Speakers and councillors; Sub-county Council Chairpersons and councillors; prominent farmers and opinion leaders; representatives of UNFA, UCFA, UMA and UNCCI; representatives of major NGOs and CBOs involved in various projects in the affected districts and/or communities; and representatives of public, academic and research institutions; legislators and donors.

Methodology

To keep in line with the principle of partnership and popular participation, the Forum employed two methods namely: **Plenary Sessions** where fifteen (15) technical papers were presented by resource persons and discussed by participants; and **Working Group Discussions** where critical issues, emanating from plenary presentations were further discussed. All the papers were presented and discussed on the first day, and working group discussions and resultant recommendations were made on the second and third day respectively.

In particular, each of the four groups was formed on principal of popular participation, and participants joined groups where they could be effective and at the same time benefit most. Each group was required to discuss the following:

Working Group 1

Broad Priority Programme Areas of NAP - This took into account of existing frameworks and programmes; and analysis of existing information aimed at filling gaps.

Working Group 2

Necessary arrangements needed to support NAP - This included:

- co-ordination at national level as well as at external partners/donor level;
- monitoring and evaluation;
- information sharing - agreement was reached on mechanisms to share the information among stakeholders (who, how);
- participatory approach - how to ensure participation and empowerment of various categories of stakeholders and gender equity;
- harmonization: participants agreed on how to harmonize the NAP Process with existing frameworks;
- legal framework and policy issues: review of the legislation/policy aimed at creating the enabling legal and policy environment for greater participation of the grassroots population and for providing incentives for sustainable management of natural resources;
- urgent actions to support initiatives by CBOs and NGOs at local level.

Working Group 3

Funding sources and mechanisms

- How are we as partners going to fund formulation of projects in the priority areas agreed upon?
- How do we envisage to fund priority programmes agreed to be formulated?
- What activities can be carried out to raise funds for the formulated priority programmes?
- What are the possible sources of funds?
- The way forward for NDF

These questions enabled participants to launch discussion on possible funding mechanisms (such as enabling funds, capitalization or seed money, round tables, e.t.c.) in order to reach a consensus on the most appropriate types of arrangements

Working Group 4

Roles and responsibilities of different stakeholders. This was done systematically by identifying:

- the various categories of stakeholders (tentatively the following have been identified: Public, Training and Research Institutions as well as Government Departments; NGOs and CBOs);
- identifying strengths and opportunities of each stakeholder category;
- identifying the constraints of the individual stakeholder category and making suggestions to re-dress those constraints; and
- identifying and assigning roles and responsibilities to each stakeholder category

1 INTRODUCTION

1.1 Background:

The United Nations Convention to Combat Desertification (UNCCD) is one of the major international legal instruments that resulted from the United Nations Conference on Environment and Development held in Rio de Janeiro Brazil in 1992. The other Conventions are: The Convention on Biological Diversity and Framework Convention on Climate Change. The CCD gives priority to Africa in its implementation and takes into consideration the particular conditions on the continent such as the fact that large proportion of land and human population affected by drought and desertification; and the rampant poverty prevailing on the continent. The CCD was adopted on 17th June 1994, came into force on 26th December 1996 and has since been ratified by over 140 countries. Uganda signed and ratified the CCD on 21st November, 1994 and 25th June 1997 respectively.

CCD is based on principles of partnership and popular participation of local communities. It also puts emphasis on a bottom-up and integrated approaches to planning for development. These innovative approaches should be used as a tool to address key development concerns especially at local community level in areas experiencing frequent drought and threatened by desertification in our country.

CCD defines desertification as “land degradation in arid, semi-arid and dry sub humid areas resulting from various factors including human activities and climatic variations.” The Convention lays emphasis on sustainable development of dry-land areas, and puts affected local communities at the centre of its implementation.

In Uganda the dry lands, generally referred to as “cattle corridor”, stretch from the North East of the country, Karomoja region, through Teso, across Buruli, Mubende, to Ankole in the South Western part of the country. They are the most threatened by desertification. Drought, in addition to land degradation, resulting from factors such as overgrazing, poor farming practices and deforestation, have to a large extent contributed to the loss of productive potential of the land, thereby threatening the food security situation and exacerbating poverty in this country, where over 90% of the population depend on subsistence agriculture

Several workshops and seminars involving key stakeholders in the NAP process were convened to solicit views on the formulation and implementation of the National Action programme to combat desertification and mitigate the effects of drought in the country. The consultations culminated into the First National Forum on the NAP Process that was convened at Colline Hotel, Mukono between November 18 and 20, 1998

1.2 The NAP Process:

The Convention calls on parties to formulate and implement National Action Programmes (NAPs) as the key element in a strategy to combat desertification and mitigate the effects of drought. Thus, NAPs should be designed through a participatory locally driven process involving all key stakeholders at all levels and give particular attention to local communities in the affected areas. In Uganda, the NAPs are being elaborated within the general framework of the National Environment Action Plan (NEAP).

With financial support from UNDP/UNSO the CCD Secretariat and the Australian Government, the Government of Uganda, through the Ministry of Agriculture, Animal Industry and Fisheries, has embarked on a consultation process that will lead to the formulation of a National Action Programme (NAP) to combat Desertification and mitigate the effects of drought. The key stakeholders including Government Institutions, Local Authorities, affected communities, Non-Governmental Organisations, Private Sector Organisation, Special Interest Groups, legislators and external partners, are the focus for the consultation process.

1.3 Objectives of the Forum:

The First National Forum on the NAP process in Uganda among stakeholders, aimed at facilitating dialogue and establishing a national consensus on the:

- Objectives, scope and priority programme areas and actions of NAP;
- The contributions, roles and responsibilities of the various stakeholders in the implementation of NAP (Government, land users, CBOs, NGOs, and external partners)
- Measures and necessary arrangements needed to support the NAP Process and to ensure co-ordination of financial and technical co-operation

1.4 Area of Focus:

The activities of the NAP process have hitherto focussed on awareness and consultations at national, district, sub-county and community levels, in nine pilot districts of Kotido, Moroto, Pallisa, Kitgum, Nakasongola, Rakai, Mbarara, Kamuli and Ntungamo.

1.5 Implementation Arrangement for the First Phase of NAP Process:

At the National level, Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) spearheads the implementation of the CCD in close collaboration with the National Environment Management Authority (NEMA) among others.

A Multi-Sectoral Steering Committee to oversee the implementation of the first phase of the NAP process was set up by MAAIF. It consists of representatives from:

- Ministry of Agriculture, Animal Industry and Fisheries
- National Environment Management Authority
- Ministry of Finance, Planning and Economic Development
- Ministry of Local Government
- Ministry of Foreign Affairs
- Ministry of Justice and Constitutional Affairs
- Makerere University Forestry of Agriculture and Forestry
- Department of Meteorology
- Directorate of Water Development
- Uganda National Farmers Association
- Uganda Women Tree Planting Movement
- Soil and Water Conservation Society of Uganda
- National Execution Unit
- UNDP

In addition, District Steering Committees (DSCs) for Combating Desertification were established in the nine pilot districts. These DSCs consist of Councilors, Heads of key technical sections of the department of production and environment, NGOs and CBOs. The main function of DSCs is to organize and coordinate activities of the NAP process and provide technical support to local community initiatives being undertaken in collaboration with NGOs and CBOs in their respective districts.

A National NGO Co-ordination Committee (NCCD) with membership of both national and district level NGOs, was put in place on 15th April 1998 and Soil and Water Conservation Society of Uganda elected its focal point. Its function is to co-ordinate the activities of NGOs and CBOs in the implementation of the NAP process.

1.6 Activities leading to the First Forum:

The overall strategy in implementing the NAP process is to emphasize a participatory formulation of development programmes at all levels. The aim is to strengthen the capacity of local authorities and ensure the active involvement of local populations, communities and groups putting emphasis on education and training, mobilization of NGOs and CBOs with proven expertise and strengthening of decentralized government structure.

The NAP Consultation Process involved grass-root communities, civil leaders at all levels, NGOs/CBOs, Government Departments, the donor community and legislators, among others. The following activities have been undertaken and constitute an important step towards holding the First National Forum on NAP.

(i) NGO Workshop to elaborate coordination and networking arrangements

A workshop for NGOs on NAP was held between April 14 and 16, 1998 at St Andrews Community Centre, Mbale. It brought together over forty NGOs from the National and District levels to discuss the roles and activities of NGOs in the formulation of NAP and developed a framework for co-ordination of NGO's activities at District and National levels. A National NGO Co-ordinating Committee for Desertification (NCCD) was put in place with Soil and Water Conservation Society as the focal point.

(ii) District Team Leaders Planning Workshop

In preparation for the district and sub-county level consultations, a three-day planning workshop was held at Mukono DFI in June 1998 for District Team Leaders. Participants included representatives from the district administration, NGOs and CBOs. The workshop focussed on preparations for local consultation workshops and development of strategies for partnership building among local stakeholders. The workshop recommended the establishment of District Steering Committees for combating desertification as a strategy for enlisting effective local participation in NAP formulation and implementation.

(iii) District and Sub-county Consultation workshops

Eight sub-county and eight district level awareness and consultation workshops were held in eight of the nine pilot districts during the month of August 1998. The workshops were attended at each level by representatives of stakeholders including local councils, government departments, NGOs, local institutions, community based organisations, (CBOs) opinion leaders, local private sector organisations and some Members of Parliament. The workshops discussed the causes of land degradation, identified priority areas at the local level to be addressed by NAP and proposed roles for stakeholders as well as measures to promote partnership building and increase co-ordination among stakeholders in implementing the activities to combat desertification.

Some of the outstanding issues associated with land degradation and drought raised during the workshops include:

- | | |
|--|---------------------------------|
| (a) Deforestation | (b) Poor Agricultural practices |
| (c) Inadequate water supply | (d) Bush burning |
| (e) Poor infrastructure | (f) Soil erosion |
| (g) Traditional/Cultural beliefs | (h) Insecurity |
| (i) Poverty and illiteracy | (j) Work overload on women |
| (k) Insufficient knowledge & training | (l) Overgrazing |
| (m) High seasonal to inter-annual rainfall variability | |

(iv) Workshop on Gender Considerations in the NAP Process

A two-day workshop on “Gender Considerations in the NAP” was convened at Mukono District Farm Institute (DFI) between September 15 and 16, 1998. It was attended by 55 people including national and district level stakeholders representatives of youth and women and Members of Parliament. The workshop discussed issues affecting women, men and youth participation in activities that are designed to combat desertification, and proposed areas of intervention, as well as monitoring and evaluation indicators for gender considerations in the NAP process.

(v) Workshop for Members of Parliament

Members of Parliament are an important group of stakeholders involved in enacting policies and over-seeing their implementation. In addition, they play an important role in mobilizing communities and catalyzing development in their constituencies. A one-day workshop was organized for Members of Parliament on 12th October 1998 as part of the NAP consultation process, to sensitize them on CCD and NAP process. It was also used as an opportunity to solicit their views and input on the scope, objectives, and content of the NAP.

(vi) Support to local Initiatives through NGOs/CBOs

With financial support from UNDP/UNSO, funds were made available to some NGOs and CBOs through NCCD to carry out some urgent local initiatives to combat desertification. NGOs/CBOs which have already received funds and are currently implementing some activities include the following:

- Agency for Integrated Development Training Services (AIDTS) – based in Mbarara District but also operating at a national level;
- Soil and Water Conservation Society of Uganda (SWCSU) – based in Makerere University and operating at national level;
- Family Federation for World Peace (FFWP) – based and operating in Kamuli District;
- Pallisa Community Development Trust (PACODET) – based and operating in Pallisa District;
- Lutheran World Federation – based and operating in Moroto District; and
- Uganda Pasture Network (UPANE) – operating at national level.

(vii) Support to Local Level Initiatives through the District Steering Committee

A local agro-pastoral community in Nalukonge Parish in Nakasongola was supported with US \$10,000.00 from the Australian Government through UNSO/UNDP. This community, set up its own management system, and is implementing activities which include construction of six valley tanks;

rehabilitating degraded areas; and holding seminars for the local community. The community has contributed labour, funds and time. Elders have contributed a total Sh 600,000/= towards the construction of each of the six valley tanks; the youth have provided labour for clearing thorny acacia and re-vegetation of degraded land. Women groups have taken the responsibility to plant grass and trees to stabilize the soil around the valley tanks. In addition, the local community leadership is mobilizing the community, enacting bye-laws to protect the water points and to reduce land degradation. The work is being closely monitored and technically supported by the District Steering Committee (DSC) for desertification. Funds are released by the donor directly to the community.

(viii) **National Desertification Fund (NDF):**

The establishment of a National Desertification Fund is one of the integral activities of the NAP process. A task force set up by MAAIF prepared a proposal for the establishment of Uganda National Desertification Fund in 1996. The proposal was discussed at a national workshop in July 1997 and has been handed over to MAAIF. A draft operational manual has been developed and a memo seeking government approval of establishment of the fund was prepared and presented to Cabinet. Cabinet directed that a Bill be prepared to establish the Fund by Statute. A multi-sectoral inter-ministerial committee has been put in place to prepare the Bill.

1.7 Participants

A total of 160 stakeholders attended the Forum. As a reflection of the nature and level of consultations, invitations were mainly extended to participants from the “cattle corridor districts” and other districts affected by desertification and drought. These include District Council Chairpersons, Speakers and councilors; Sub-county Council Chairpersons and councilors; prominent farmers and opinion leaders. Invitations were also extended to UNFA, UCFA, UMA and UNCCI; major NGOs and CBOs involved in various projects in the affected districts and/or communities; as well as public, academic and research institutions; legislators and donors.

2 FORUM OPENING SESSION

2.1 Attendance at the Opening Session

The Forum was opened by Hon (Mrs.) Betty Okwir MP, Minister in the Office of the Vice president on behalf of the Vice President and Minister for Agriculture, Animal Industries and Fisheries. She assured the Forum participants that the Government of Uganda was committed to the matters of the environment and sustainable development and had enacted corresponding laws and appropriate legal reforms as well as policies.

The Opening Session of the Forum was attended by Professor Thomas Babatunde, the United Nations Resident Co-ordinator and the UNDP Resident Representative in Uganda; Mr Mafa Chipeta, The FAO Representative in Uganda; Mr Ndegwa Ndiangui from the UNCCD Secretariat in Geneva; Ms Diana Atungire who represented USAID; Professor Joseph Opio Odongo, the UNDP Sustainable Development Advisor; Mrs Verity Nyagah who represented UNSO; Dr Henry Aryamanya Mugisha, the Deputy Executive Director/National Environment Management Authority; and several Members of Parliament among other distinguished personalities.

It was also attended by Mr Reuben Sinange, the NAP Co-ordinator/Kenya, and Ms Margaret Nyamburu who represented Econews Africa/Nairobi. Also in attendance were representatives of SNV, LWF, IUCN and World Vision.

The Session Chairperson, Prof. Elly Sabiiti, Dean of Faculty of Agriculture and Forestry, Makerere University, welcomed the participants and introduced special guests to the Forum. He highlighted the objectives of the Forum and the challenge before the participants towards achieving those objectives.

2.2 Keynote Address by the Guest of Honour, Betty Okwir, Minister in the Office of the Vice President

The guest of honour was impressed by the level of participation at the Forum, which clearly depicted the concern the people attach to the issues of desertification and drought.

The guest of honour noted that Uganda is experiencing loss of its productive potential due to the increasing frequency and intensity of droughts and loss of vegetation cover exacerbated by rampant poverty amidst the population. She said that poverty compels over exploitation of the natural resources, which in turn causes irreversible damage to the ecosystem. Poverty therefore deserves serious thought in paving the way for a successful NAP process.

The guest of honour further said that Government of Uganda has undertaken many commitments at all levels in matters of the environment and sustainable development, enacted laws and appropriate legal reforms as well as policies. What was still missing was practical implementation and enforcement of these laws and regulations. It was upon the Forum to recommend appropriate measures that will ensure safe and profitable land use in Uganda.

It was also noted that women are the most affected group yet women and youth are not adequately empowered to participate fully in this endeavour. Measures that will ensure women and youth participation in planning and implementation needed to be developed. Researchers should ensure the availability of suitable and profitable technologies and land use practices. She appealed to donors to come to the rescue

and facilitate the researchers so that findings are timely and results useful to the beneficiary. She emphasised the challenges that still must be faced to be: -

- Modernisation of agriculture,
- Mobilisation of local and international financial and technical support,
- Harmonisation of stakeholder roles between the centre and the decentralised districts,
- Sustenance of the momentum gained so far,
- Co-ordination and harmonisation of mechanisms and institutions (such as Line Ministries should be active),
- Mobilisation and empowerment of women, youth and children to aggressively participate in the programme,
- Publicity and dissemination of programme activities.

Finally, the guest of honour acknowledged the support from UNDP/UNSO, the UNCCD Secretariat and the Government of Australia as well as the Ugandans themselves, and appealed to others in the donor community to support the NAP effort.

2.3 Statement of the Resident Representative of the United Nations Development Programme in Uganda:

By Prof. Babatunde Thomas

The UNDP Resident Representative commended the Forum as being most timely, for it would enable Uganda to go to the Second Conference of Parties for the UNCCD with the experiences of the activities it had so far undertaken. It also would demonstrate the seriousness with which the Government of Uganda is engaging in the efforts to combat desertification and mitigate the effects of drought.

He underscored that UNDP's mandate is to eradicate poverty through sustainable human development. Owing to the fact that the Convention recognises the strong linkages between poverty and land degradation, it is highly relevant to UNDP's work in Uganda. He reminded the participants that in the case of Africa, the UNCCD includes a special resolution calling for effective implementation of the convention, and said that UNDP through its Office to Combat Desertification (UNSO) has initiated a programme of support for countries to prepare and implement NAPs. In the particular case of Uganda, support had included assistance to NGO networking, dissemination of information and support to pilot community based projects and pilot programmes.

The Resident Representative however emphasised to the Forum the need to consider the following as important building blocks in the NAP process:

- **Participation and genuine involvement of communities** - a major challenge because communities often lack capacity, skills and organisational structures to implement initiatives.

- **National Ownership** – it is important that Uganda should own its NAP and in so doing, demonstrate its commitment in practical terms such as by integrating NAP in the overall national development planning process in order to entrench it (NAP) in the county’s decentralisation programme.
- **Donor co-ordination** – Government should ensure complementarily and co-ordination of donor efforts in order to avoid duplication. Since donors have an important key role to play as catalytic partners in the process, there should be an early consultation with them (donors) to establish their interest and explore with them the possibility of financing different components of the NAP. He pledged UNDP’s support in this issue of donor co-ordination.
- **Financial Resources** - the concerted effort of government, civil society and donor agencies is required to tap both the traditional and non-traditional sources of funding. There is, therefore, need to develop capacity for resource mobilization, bearing in mind that development partners generally respond positively to well prepared project or programme proposals.
- **Linkages between the NAP and other national programmes and plans** - NAP should be consistent with existing environmental policies, NEAP and PEAP and needs to be mainstreamed into the work plans of the implementing sector ministries and agencies.

2.4 Statement by the Representative of the Executive Secretary of the United Nations Convention to Combat Desertification:

By Mr Ndiang’ui Ndegwa

Desertification is a threat to the people who inhabit those areas of the world that are constantly afflicted by the vagaries of climate, and whose livelihoods are perpetually threatened by forces of weather phenomena beyond their control. A fundamental development objective is sustainable food security of which food, agriculture and the people are at the forefront. The issue of food security is of paramount importance to the livelihoods of the people on dry land areas and therefore no effort should be spared in ensuring that a change for the better is realised.

The UNCCD Secretariat representative said that he was gratified to note that Uganda attaches great importance to the realisation of the goals of the convention, but cautioned that in order for the process to continue moving along the path of success, the stakeholders must play their roles well to overcome the various challenges ahead.

He said that partnerships among the affected communities, government and non-government functionaries, community based organisations, the private sector, the academic and scientific community need to be galvanised for sustainable development; and that the NAP process should therefore be seen as a long term undertaking where national policies for sustainable development need to be well integrated.

The UNCCD Secretariat representative observed that the Forum had offered the opportunity to facilitate consensus building on the content, direction, scope and coverage of NAP, and an opportunity for the concerned stakeholders to carve a niche for themselves in support of the implementation of NAP. This opportunity should not go to waste - it should be used to find ways of building genuine partnerships arrangements central to the implementation of the NAP process.

Furthermore, the Representative underscored the convention as a legal treaty that offers a new hope in rural poverty alleviation and the struggle against food insecurity. He reiterated the singular commitment of the UNCCD Secretariat to supporting Uganda's efforts in the implementation of the Convention, and urged all concerned stakeholders to join hands in creating an enabling environment to realise the objectives set out in the framework of NAP.

2.5 Statement of the Executive Director of the National Environment Management Authority (NEMA).

By Dr. Henry Aryamanya Mugisha, Deputy Executive Director - NEMA

Dr. Henry Aryamanya Mugisha acknowledged that the problem of desertification and effects of drought have increasingly posed a serious threat to the survival, welfare and development of both the present and future generations of Uganda.

He noted that the UNCCD definition of desertification focuses on semi-arid and dry sub-humid areas, but that in Uganda, this definition needs to be extended to include a wider ecological zone of more humid tropical areas which constitute about 22% of the country.

Further, he observed said that Uganda recognises that the CCD is one of the best and most comprehensive international conventions and protocols. It is also well understood that the convention pays special attention to the African countries which should see the convention as truly theirs. He challenged all those concerned that it was already four years since Uganda became signatory to the convention and wondered as what had been done so far in its implementation.

Dr. Henry Aryamanya Mugisha advised that as priority areas and the key stakeholders of intervention are identified, it should be borne in mind that this very challenging environmental problem needs to be looked at in a wider spectrum than as an agricultural issue alone. Whereas it is true that agricultural practices are the leading causes of land degradation and hence desertification, there are many other forms of activities which cause land degradation such as deforestation through over harvesting of timber and other non-timber wood products, charcoal burning, mining and quarrying as well as uncontrolled bush burning. Therefore institutions such as the Departments of Water Resources, Energy, Meteorology, Public works, Forestry, Research Institutions, the private sector and individuals should be targeted and involved in the activities to combat this problem. He said that NEMA, which is the

apex national agency mandated to co-ordinate, monitor and supervise all activities related to environment, sees the problem of land degradation and desertification as one of the greatest environmental challenges the country is faced with. Therefore NEMA believes that combating the problem lies squarely in good environmental management and sustainable utilization of our natural resources.

In conclusion, the NEMA Deputy Executive Director cautioned participants that there is disputable and scanty quantitative data on land degradation and desertification problems. Studies and assessments are required to establish benchmarks for future trends. He therefore urged the forum to consider monitoring the trends very seriously, and ensure that the "new NAP" builds on what has already been done.

3 FORUM PAPER PRESENTATIONS AND DISCUSSIONS

3.1 Remarks on the NAP Process

The CCD/NAP Process Focal Point in Uganda, Mr. Steven Muwaya, briefed participants on the National Action Programme process to combat desertification and mitigate effects of drought in Uganda. He explained that the NAP process in Uganda consists of three broad overlapping phases namely the creation of an enabling environment; formulation and elaboration of the Action Programme; and Implementation, follow-up and evaluation.

Phase I: Creation of Enabling Environment. The aim of this phase is to institute mechanisms and processes necessary to ensure all the stakeholders are involved in the design of action programmes. Implementation of the phase started January 1998 with a grant of US \$ 130,000 from UNDP/UNSO.

Phase II: Formulation and Elaboration of the Action Programmes. During this phase the National, District and Community action programmes would be designed. Community Action Plans (CAPs) would be initiated and implemented to a large extent, because they cannot wait as they form the building blocks and as ideals for conceptualizing the Local area and National Action Programmes.

Phase III: Implementation, Follow-up and Evaluation. This phase marks the beginning of full implementation of the national and local area action programmes, which like the CAPs should be fairly flexible and iterative to allow for as many revisions as possible, based on the lessons and experiences gained.

The First National Forum therefore, as the summit of these phases, was expected to achieve four major outputs namely:

- (i) Agree upon broad priority programme areas of NAP;
- (ii) Agree upon necessary arrangements to support the NAP process;
- (iii) Identify possible funding sources and mechanisms; and
- (iv) Agree upon roles and responsibilities of the different stakeholders.

All these activities could not have been achieved without the firm backing of external partners, National Environmental Management Authority, the Ministry of Agriculture, Animal Industry and Fisheries as well as the hard work of the NAP secretariat together with the NAP Steering Committee.

3.2 Statement by UNSO Representative

Mrs. Verity Nyagah

The UNSO Representative explained to the Forum how the organisation operates in the region by providing catalytic finances for the NAP process and the National Desertification Fund. Main expectations from the National Forum were highlighted as follows: -

- a) To develop a consensus of NAP with priority programmes. Participants were encouraged to take note of the existing programmes, identify gaps and aim at filling them for the development of linkages with existing structures for sustainability purposes;
- b) To make an agreement for implementation of programmes in various sectors within their budgets;
- c) An information system with quantifiable data should be developed to guide NAP. This would ease the exercise of monitoring and evaluation and should be effective and sustainable;
- d) At National level, co-ordination role should be identified. NAP should be linked to existing structures and be in line with decentralisation policies;
- e) The role of co-ordination of donor input to NAP, which should be highlighted and allocated;
- f) An indication of how funding partners are going to contribute and what mechanisms would be used to mobilise resources;
- g) An indication of the immediate and long term programmes with relevant work plans; and
- h) A plan for operationalisation of the National Anti-Desertification Fund (NADF).

The UNSO Representative said that the National Forum was expected to start implementation of NAP and should be able to overcome the following challenges: -

- ◆ The need for NAP to be institutionalised and flexible;
- ◆ The need for NAP to secure a strong political commitment which should be reflected in availability of funds through the budget;
- ◆ Identification of quality programmes to enhance proper project design; and
- ◆ To instil a sense of urgency in the work being done.

3.3 Status of the NAP Process in Uganda

By Mr. Sam Bikangaga

The presentation contained the following core issues:

- i) A case study on the magnitude, causes and effects of desertification was carried out in 1993 in Rakai, Luwero and Kotido Districts. Further, the NAP process was set in motion with recommendation by high level Government policy and decision-makers and NGOs in July 1995.
- ii) The National Action Programme on Drought and Desertification proposal was submitted to UNDP/UNSO for funding. US\$160,000 was provided

including US\$30,000 for the establishment of a National Desertification Fund.

- iii) Under the coordination of MAAIF and in close collaboration with NEMA, a multi-sectoral National Steering Committee was put in place to oversee the preparation of the National Action Programme.

Mr. Sam Bikangaga presented the following as the achievements of the NAP process at the time of convening the Forum: -

- establishment of a secretariat;
- an inventory of stakeholders in place;
- preparation and distribution of CCD/NAP awareness raising materials;
- organising workshops for District Team Leaders, NGOs, Gender Participation, Parliamentarians; initiating the establishment of the District Steering Committees for Combating Desertification in 9 pilot districts;
- establishment of a national NGO Co-ordination Committee (NCCD);
- disbursement of funds to support on-going local initiatives by some NGOs and CBOs addressing land degradation issues; and the
- convening of the First National Forum on the NAP Process.

3.4 Arrangements to support NAP Implementation

3.4.1 Priority Programme Areas for National Action Programme

3.4.1.1 NAP Priority Programme Areas

By Mr. J.O.Y. Omoding

The paper highlighted the fact that Uganda's environmental problems or factors responsible for land degradation mainly hinge on deforestation and soil erosion especially in the highlands of Uganda which account for 27% of land area and 38% of the population (Braun et. al. 1997) and experience soil erosion more than other regions. Torrential rains in the Lake Victoria Crescent also accelerate soil erosion. Most soils in Uganda are highly weathered with declining organic matter and inherent fertility problems. The Soil Survey of 1959/60 revealed that only 5% of Uganda's soils have high and medium productivity. FAO, 1998 has also indicated that in Uganda about 2.78 million people (15%) live on the land vulnerable to desertification and about 6.6 million live in the "Cattle Corridor" which is prone to drought. In 1994, drought and cattle rustling are estimated to have affected over 340,000 people and yet the country is surrounded by lakes and permanent rivers. Lack of irrigation culture coupled with inefficient early warning systems and dire poverty can not allow land users to adjust to weather changes.

Land tenure systems in Uganda differ across the country ranging from mailo land, free hold and lease. The 1900 agreement gave a special right to a few elites and created squatters who became defacto tenants. The public land act of 1969

recognised the existence of mailo land and customary tenure systems. The land reform decree of 1975, aimed at all land to be public land but only remained on paper. The land act 1998 is yet to be enforced. A case study on the management, causes and effects of desertification in Uganda in (1993) revealed that Buruli County in Nakasongola had 240,000 heads of cattle, a number far in excess of the carrying capacity. The situation is even worse in Karamoja region.

Before 1960, Uganda used to have 45% of its surface area under forests. However, between 1973-1998, Uganda lost some 256 Sq. Km of natural vegetation. The government of Uganda has recently put in place a number of institutional and changes addressing natural resource management key among them being the 1995 Constitution of Uganda, the Local Government Act 1997, the Land Act 1998, the National Environment Statute 1995, and the establishment of a National Environment Management Authority among others.

Under Poverty Eradication Action Plan (PEAP), the Government has identified agricultural sector as a critical vehicle to eradicate poverty, given that over 80% of the population live in the rural areas and are engaged in agriculture. Efforts to increase productivity of agriculture will have significant impact on poverty eradication. Government has also drawn a medium term plan to modernise agriculture with the following key elements:

- (a) **Control of pests and diseases** aimed at desert locusts, army worms, virus plant diseases like African Cassava Mosaic which are the greatest threat to food security and vegetation cover in this region;
- (b) **Strengthening of research, extension and farmer linkages** particularly as extension services have now been decentralised to the districts, and extension service is still ineffective at the grassroots and thus support is needed to link research extension in addressing problems of desertification;
- (c) **Water for production:** Uganda's agriculture is mainly rainfed and is affected by frequent changing weather patterns. Application of small scale water harvesting and irrigation technologies is the area where the modernisation plan aims to enhance the farmers' capacity to eradicate poverty;
- (d) **Targeting Commercial Agricultural Production:** Modernisation of agriculture aims at transforming subsistence agriculture into commercial farming. The plan aims at identifying high value crops with comparative advantages both in local, regional and international markets suitable to those areas prone to desertification;
- (e) **Increased application of farm power and harvest technologies:** Efforts are needed to increase the use of animal traction and appropriate small

tractors in order to expand production for more income and food security. This has to be accompanied by other measures including soil and water conservation, soil fertility and post harvest technologies that would reduce food losses that are currently between 15 – 35%. In addition to the above key elements of the agricultural modernisation plan that form the basic NAP priority areas, there are other areas that include;

- (f) **Land tenure systems:** Land tenure systems differ across the country and include “mailo land”, customary land, communal land, free hold and leasehold. These systems influence the nature character and quality of land uses and resources greatly;
- (g) **Land management and sustainable agriculture:** The development of soil and water conservation practices, especially the construction of the famous Kabale terraces was achieved by the fore fathers through community participation, adherence to agricultural byelaws, educational programmes campaigns and coercion by chiefs. These developments were remarkable up to 1962. After independence, and particularly from early 1970’s, agricultural byelaws were relaxed;
- (h) **Agro forestry and control of deforestation:** Agro forestry is the growing of woody perennial trees in association with crops or pastures in a spatial arrangement, a rotation or both and in which there are ecological and economic interactions between the tree and non-tree components of the system. Interest has grown in the development and use of more productive land management involving agro-forestry systems (Steppler and Nair, 1987);
- (i) **Range land management:**
The 1993 study by Government revealed that grazing is the most important land use activity in the districts of Kotido, Nakasongola and Rakai. In Buruli – Nakasongola the land use is made up of: grazing 30%, cropping 10-30%, bushland 5-1-%, rural settlement 5-10%, brick making and charcoal 10% and other settlement 5%. In Kakuuto and Dodoth grazing 75%, 50-60% respectively. It is to be noted that in Buruli the 240,000 head cattle is too high for the carrying capacity of pastures. Overgrazing becomes the major factor towards desertification. Similar scenario exists in Dodoth county where there are 80,000 cattle, 50,000 sheep, 70,000 goats and 1,000 donkeys. Apart from grazing, the attitudes and the love for large herds inadequate infrastructure, lack of markets, inadequate disease control and inadequate watering facilities have greatly contributed to land degradation in the cattle corridor;
- (j) **Information Communication and Creation for awareness**
Ignorance, wrong choices of technologies errors and lack of awareness on predictions on natural environment have led to land degradation. Man

made predictable and natural disasters like floods, wars, and earthquake have displaced people causing overburdening of degrading areas. Information on technology and impending occurrence should be compiled and disseminated to the public to adjust their activities accordingly; and

(k) Insecurity in arid and semi-arid areas.

Traditionally, pastoralists living in arid and semi arid areas have, for a long time, engaged in cattle rustling between localities. The use of local weapons like spears and arrows, was replaced by sophisticated guns. The new weapons have widened insecurity to other ethnic areas and beyond natural boundaries. Combating desertification assumes the premise of enabling environment, peace and good governance should be the major prerequisite.

Furthermore, the paper highlighted the key factors responsible for land degradation as being: poverty and food insecurity; scarcity of water; land tenure; over exploitation of natural resources; deforestation; pests and diseases; and poor agricultural practices. The multiplicity of organizations handling the issues of combating desertification was mentioned among them. However, the paper indicated, in all these organizations, specific programs to combat desertification were not well articulated and targeted, and no attempt was made to establish a mechanism to coordinate the various actors on land degradation.

The forum was reminded of the guiding principles agreed upon in the convention to combat desertification in June 1994 which should set a stage in identifying priority areas and programs. These included: participation of local committees, partnership and cooperation of all stakeholders, integrated approach and broadening of focus and the specific needs.

The priority areas given in the paper were based on Article 10 of the Convention and these were: poverty eradication; water scarcity; land tenure; land management and sustainable agriculture; agro-forestry and control of deforestation; range land management; information dissemination; communication and creation of awareness; and insecurity in arid and semi-arid areas. With each of these areas, local and national level roles and responsibilities were highlighted.

The paper concluded that all priorities in the NAP process to combat desertification should put the human being as the focal point.

3.4.1.2 NAP Priority Programme Areas with specific reference to Livestock

Production Issues

By Dr F M Mbuza

The paper highlighted issues that lead to a conflict between livestock, the environment and man. The presenter argued that livestock is often unfairly held

responsible for desertification and that instead NAP should focus on more human development rather than range land development.

The author presented a case that Government extension services in the dry lands of Uganda are inadequate due to:

- ◆ lack of infrastructure;
- ◆ unwillingness by extension workers to work in remote areas,
- ◆ retrenchment of staff in recent years;and
- ◆ generally, the low ratio of extension workers to farmers (one to 3,000).

Insecurity resulting chiefly from cattle rustling is also responsible for over concentration of livestock in certain areas as well as massive movement of cattle leading to serious land degradation of the rangelands.

According to the Uganda Meat Production Master Plan Study (UMPMPS, 1998), Uganda's surface water resources are adequate to satisfy livestock demand, however, its distribution is poor with semi-arid pastoral areas having less water largely due to long dry seasons and absence of perennial streams. Districts of the cattle corridor experience the biggest water shortage and require developing more water resolution points e.g. valley dams, valley tanks, etc.

The paper also contended that women's role in pastoral production system in Uganda is enormous but have in the past been ignored in the decision making process while formulating pastoral development programmes and addressing land degradation issues. This approach should change to allow women to play a more active role.

The following were identified by the presenter as NAP priority action areas relevant to NAP with regard to livestock production:

- A) Reduce over grazing
- Sensitise pastoralists on option stocking rates;
- Encourage destocking and stratification of production;
- Improve road and marketing infrastructure;
- Encourage diversification

Livestock is an important component of the Agricultural system in many parts of the country. The major livestock in Uganda include cattle, goats, sheep, pigs, poultry, and rabbits with a total number of 5.5 million, 3.5 million, 1.3 million, 1.0 million and 35,000 – 50,000 respectively (MAAIF, 1995). It is estimated that pastoralists own over 90% of the cattle, and small ruminants.

According to the UMPMPS, 1998, Uganda does not have extensive rangeland degradation compared to other neighbours in the region. Degradation is found in localized areas in a number of "cattle corridor" districts. Common sites can be found in Kotido, Moroto, Mbarara and Nakasongola Districts.

With a population growth of 2.5% per annum, more rangelands have been cleared for cultivation to provide food thus reducing available land for grazing and thus increasing overgrazing on the fragile range lands. Uganda is one of the poorest countries in the world with an annual per capita income of US\$ 250. The situation is even worse among the pastoralists living in range lands.

Increasing domination on the range lands by weeds and unpalatable grass species such as *cymbopogon afronardus*, thorny bushes of *Acacia hockii* in the South Western Uganda have affected the quantity and quality of forage available for livestock. Bush burning, an established traditional practice by pastoralists often leaves the land surface bare and predisposes it to wind erosion. Burning destroys dry grass denying livestock of feed during dry season.

B) Provide adequate water

Desilt existing community dams and valley tanks; construct new ones at strategic sites; strengthen traditional pastoral institutions in administering communal resources; and encourage irrigation schemes for crops near water bodies.

C) Develop alternative livelihood systems

Diversification of the income generating activities; encouraging livestock and crop based processing industries will provide alternative employment and alleviate poverty thus relieving pressure on the land.

D) Improve extension services for pastoral areas.

Develop extension system driven by pastoralists themselves where by community participates fully in the identification of agents to be trained taking into account commitment and knowledge of the local resources and priorities of the local people.

E) Participatory focused research

Research programmes should be designed to ensure the participatory involvement of all stakeholders especially land users e.g. pastoralists. Research should pay particular attention to gender issues and other socio-economic situations especially among pastoralists.

The wealth of indigenous knowledge among pastoralists should be harassed and improved with modern technology. Experiences of work done in some areas of Uganda should be used to benefit others e.g. the Drylands Husbandry Project in Kazo county Mbarara district.

F) Collaboration with NGOs, CBOs and Religious Institutions

Organisations (National and International) working in drylands generally have access to more resources, have relatively more skilled man power, and are more effective in implementing their programmes at community level compared to the main stream government departments. CBOs also act as a link between the

community and other stakeholders. Collaboration and complementarity should be encouraged between and among stakeholders to successfully implement NAPs.

3.4.2 An Overview of Drought Occurrences in Uganda

By Mr. A W Majugu

The paper attributed the existence of desert-like conditions in this country and in the region to wide climate variations aggravated by inappropriate human activities, particularly during periods of drought. It highlighted the following characteristics of drought and desertification in the East African region:

- ◆ Droughts are a recurrent problem, widespread droughts occurred in the East African region in 1972-74, 1983-84, 1991-92, 1993-4 and more recently in 1996-7;
- ◆ Occurrences are not periodic but neither are they random. Spectral analysis indicates that they occur in cycles between 2 and 3.5; 3.5 and 5.5 years. They also occur in cycles 7.0, 8.0 and even 10.0 years;
- ◆ Rainfall is characterized by high seasonal to inter-annual variations with a tendency of periods of poor or plentiful rainfall persisting for several consecutive years;
- ◆ El Nino/La Nina based forecasts appear to be more accurate in the semi-arid areas especially during the more troublesome second rainfall season of September to November/December during which crop failures are rampant;
- ◆ The wide seasonal variations imply that fixed growing calendars should not be relied upon
- ◆ Timely and reliable seasonal forecasts should be utilized to reduce risks and indirectly reduce desertification

The paper identified wide climate variations aggravated by inappropriate human activities; and persistent changes in the sea surface temperatures (SSTs) over wide areas of the major oceans resulting in El Nino and La Nina (floods and droughts) phenomena respectively as the main causes of recurrent droughts in the East African region.

Due to the strong relationship between drought occurrence in the tropical regions and the sea surface temperature variations over the major oceans, a project called the Climate Information and Prediction Services (CLIPS) was instituted to provide regular forecasts. The goal of CLIPS was highlighted as "to provide the best possible climate information, including expectations of future conditions, in order to improve economic and socio-economic decisions, which will reduce risks and improve vitality as well as the quality of life".

The paper indicated that climate changes as reflected in increased frequency and amplified climate anomalies, would result in more frequent and severe floods and droughts. This prospect, coupled with the problem of increasing population and persistent poverty, would lead to increased pressure on the environment.

The author recommended development of a guided and disciplined culture of using CLIPS aimed at improving economic and socio-economic conditions and decision making which ultimately reduce risks, and improve economic vitality as well as the quality of life.

The paper warned against reliance on a fixed growing calendar. Instead the scientific progress in the art of seasonal to inter - annual predictions should be used to plan and time the socio-economical and agricultural activities in such a way as to exploit the positive aspects of the rainfall season while mitigating the negative ones. In doing so, we shall be indirectly mitigating the expansion of the desert-like conditions in our fragile environments while at the same time improving the economical returns thus contributing to the alleviation of poverty of the peasants and farmers.

The author concluded by informing the forum that seasonal forecasts have now become a regular activity in the greater horn of Africa, the last forum have been held in Mombassa in September 1998 and the next one planned for Kampala early February 1999.

3.4.3 Combating Desertification: A Need for Vegetation Monitoring

By Mr. E N Mwavu

The paper emphasized the importance of vegetation monitoring in an effort to combat desertification and mitigate the effects of drought, since vegetation degradation is the major underlying cause of desertification. It was noted that the NAP process requires a vegetation monitoring programme to provide timely data on the state of the environment. The need to use remote - sensing was highlighted as necessary for analyzing degraded and endangered areas of the country. The author noted that presently, the lack of good maps, database, equipment, adequate training and operational funds hinder effective vegetation monitoring.

The paper highlighted the need for involving the local community in participatory monitoring which can enhance early detection and prevention of vegetation degradation and therefore desertification. Community participation in monitoring can also intensify use of traditional knowledge in vegetation resources management and help scientists to understand underlying causes of vegetation degradation at local levels. It can also contribute significantly towards solving problems related to vegetation degradation and soil erosion in most rural areas of Uganda through local initiatives.

The paper identified the following aspects that are critical in planning and implementing a vegetation monitoring programme:

- ◆ Conducting of monitoring needs assessment to define desired information through a consultative process with all relevant and interested parties;

- ◆ Agree on a standardized vegetation classification, taking into account the needs of different stakeholders;
- ◆ Identify and agree on priority areas that need to be monitored, which should include areas with high probabilities for degradation due to population pressure, overgrazing or high biodiversity conservation. Based on current vegetation degradation in Uganda and East African region, priority areas for monitoring include grassland areas of range management with catchment forest areas, woodlands under high pressure for agriculture expansion and charcoal production;
- ◆ Determine the frequency of vegetation monitoring at all levels to enhance sharing of experiences by all stakeholders;
- ◆ Set/determine monitoring indicators to be assessed from time to time to reflect state of vegetation change;
- ◆ Establish reporting format which could be on technical reports, maps, aerial photographs, and satellite images. Comparison of current data with benchmark data will provide trends for vegetation change.

In conclusion, it was noted that there was need for the East African countries to complement their commitment to prudent environmental management with increased allocation of financial resources for vegetation monitoring. The majority of people living in rural areas are the major stakeholders and are heavily dependent on natural resources. When they are informed about ecological processes that affect their lives, their resources and the environmental problems they face, they are able to respond and collaborate effectively.

3.4.4 Harmonization of NAP with Existing Legal and Policy Frameworks

By Mr. Godard Busingye

The presentation underscored the need for a clear and unambiguous legal framework within which the NAP process can be implemented. To that end it was emphasized that NAP should operate in a legal framework where related policies and laws are harmonized. The government intends to achieve this goal by:

- ◆ revising and developing cross-sectoral policies and legislation; and
- ◆ revising and modernizing existing sectoral policies, legislations and regulations

While the Government of Uganda has signed and ratified the UNCCD and thus signified its commitment to implement the requirements of the convention, the ratification of the convention does not confer rights on individuals but remains operative between the state and other contracting states and/or organisation.

Currently, desertification planning, harmonization of desertification concerns in the social and economic fabric, and generally, coordination of conflicting interests have in most cases been left unattended to because they do not fall under the direct jurisdiction of any one traditional institution. Unfortunately, even the

recent re-structuring process of government ministries and departments has not adequately addressed this problem.

The paper clearly exemplifies the firm foundations of the NAP given that the 1995 Constitution provides for promotion of sustainable development and public awareness of the need to manage land, air and water resources in a balanced and sustainable manner for the present and future generations (as contained in Principles XXV11(i): National Objectives and Directive Principles of State Policy). Article 245 of the Constitution also imposes a duty on Parliament to make laws for measures geared at protection and preservation of the environment from abuse and degradation; management of the environment for sustainable development; and promotion of environmental awareness. NAP, as one avenue for addressing environmental concerns is therefore constitutionally enshrined.

It was emphasized that sectoral policies such as those on agriculture, land, decentralization, range lands, wetlands, water, urbanization, industrialization and investment, resettlement, gender and practices of a customary nature be harmonized with laws such the National Environment Statute; the Water Statute; Forests Act; Plant Protection Act; Prohibition (Burning of grass) Decree 5 of 1974; the Soil Conservation (Non-African Land) Act and the Cattle Grazing Act.

However, while the foregoing were already in force at domestic level, it was emphasized that the importance of international instruments on the environment which Uganda has ratified should also be enacted into national laws so as to be of use to the local people. To this end, since the NAP Process is a child of the UN Convention to Combat Desertification, it is necessary to enact a law giving the CCD (and therefore NAP) the force of law in Uganda. Such a law will coordinate and harmonize the existing policies and laws on the subject of combating desertification and drought in Uganda. The law to be made should emphasize the following:

- ◆ The institutional set up of NAP vis-avis the existing institutions already in place for the management of natural resources, combating desertification and mitigating the effects of drought should be clearly defined;
- ◆ use of incentives to stakeholder and public participation in the management of desertification and drought in Uganda;
- ◆ incorporating good customary practices in the proposed law which have traditionally been used to combat desertification and drought in Uganda while discouraging those that are or may be likely to be deleterious to the environment;
- ◆ the relationship between NAP and other lead agencies, including NEMA, should be clearly provided for, particularly given that NEMA has supervisory and monitoring role over other agencies in the field of environment; and
- ◆ the proposed law should build on the existing policy and legal frameworks and become an integral part thereof.

The expected relationship between NEMA and NAP will be that of NEMA supervising NAP process. NEMA's main role under the statute is to supervise and monitor all projects and activities that are likely to affect the environment and natural resources. NAP falls under the category of lead agencies as provided for under the National Environment Statute. NAP has mandate to manage and combat desertification and drought in Uganda. The expected linkage between these two institutions will be in the field of NAP process working hand-in-hand with NEMA to develop guidelines which it shall implement under the close supervision and monitoring of NEMA.

3.4.5 Necessary Arrangements for Co-ordination, Monitoring and Evaluation of NAP Activities at all levels

By Mr. Ben Kamugasha

Uganda Government has put in place a legal framework capable of providing a dependable foundation on which the implementation of CCD can be based. The 1995 Constitution positively addressed environmental issues and empowers parliament to make laws to preserve the environment and prevent land degradation (Article 245). The constitution also recognises customary land tenure system (under which most of the land in arid and semi-arid areas is held) and has strengthened it by making provision under which customary tenants can acquire certificates of ownership (Article 237).

Since early 1990's, important statutes in the area of environment with important implications for the implementation of the CCD have been enacted. These include the National Environment Statute 1995; and the Water Statute 1995 which, among others, cover aspects of water resources planning and management in which the role of local communities (such as those in the arid and semi-arid areas) have been recognised. These statutes were based on elaborate policy documents, i.e. the National Environment Action Plan (NEAP) which mainly targets the integration of environment concerns into the overall socio-economic development strategy of the country and the national water plan.

The other important legislation is the Local Government Act 1997. Programmes and activities to implement the CCD stress the "bottom up approach" and target activities at the community level. The decentralisation policy which the government has adopted through this law supports activities at the district and lower levels and hence creates a conducive enabling environment to this level. Indeed the main objective of the decentralisation policy is to facilitate the participation of the local people (such as those in the arid and semi-arid areas) in decision making for the development of the local areas.

Decentralisation is critical to the NAP process in fostering development and empowering local organisations (government as well as civic society organisations) capable of designing programmes which address their own needs. The CCD calls on

governments to create an enabling environment to facilitate action at the national and local levels.

Some of the activities which should be decentralised in the NAP process are: analysis of local problems; design, planning, implementation and evaluation of community projects against desertification; as well as allocating resources which have been designated for the community. Each of these activities can be considered a component of the local natural resource management projects which can be incorporated within the framework of NAP.

Government policy which encourages participation of all stakeholders in the development initiatives is in line with CCD provisions which call for partnerships in the implementation of the Convention (Article 3). Indeed the last decade has witnessed the increased donors and NGOs involvement in development programmes. Some of these initiatives, e.g. those supported by the European Union and AWF specifically focus on the dry arid and semi-arid drylands and active in Karamoja region. CCD programmes can build on these donor initiatives or better still learn from the lessons drawn from their practical experience.

Donor consultations done for the Report on Assistance to Preparation of the Uganda National Forum on Drought Preparedness and Desertification (March 1998) revealed a general agreement that more focus should be put on poverty alleviation. Participation is highly desirable to increase impact but is not enough on its own. Community initiatives and willingness to support programmes relevant to desertification must be supported by government and donor funding and technical services, either from government or private sources.

Broadly speaking, a conducive and enabling environment within which the different components of the CCD can be implemented exists in the country. This claim however is subject to a number of caveats. At the national level, there are still important issues of land tenure which have to be sorted out. Although not particularly a pressing problem in the drylands, a tenure system which encourages land fragmentation is not conducive to development and should not be encouraged. Measures to improve security of tenure will constitute important incentives in improving land husbandry in degraded areas besides providing collateral needed in raising funds for development projects.

Although the main framework has been put in place through enactment of some important statutes (such as National Environment, Water and Local Government Statutes), the subsidiary legislation (i.e. rules and regulations) needed to make them effective has in some instances not been made. This apart, there are some provisions between the different statutes which are contradictory. For example, the Water Statute (S.50), gives power to local communities to manage water supply (i.e. boreholes) but the Local Government Statute vests these rights in local authorities. To some extent also, institutional arrangements to co-ordinate donor efforts remain some-what weak.

At the district and lower levels, capacity to carry out responsibilities imposed by the decentralisation policy is relatively weak. In this respect, some districts such as those in the arid and semi-arid, particularly Moroto and Kotido, are worse off and call for special consideration. At local level, the cohesiveness of traditional societies and their customary practices have in some cases been undermined and eroded by modern governance and commercial practices to the extent that it is now not clear how effective they are, but even where they are still strong, technical support has sometimes failed to harness and take advantage of traditional systems such as elders.

With respect to institutional arrangements for NAP co-ordination, a starting point in building up a functional partnership might be to establish a multi-stakeholder arrangement as a co-ordination body. The players in this partnership should as much as possible represent the diversity of stakeholders in the NAP process. It is important that participants are decision oriented and practical. The organisational structure should also be flexible to respond to the diverse stakeholder needs. This institutionalised interaction between partners will provide a means for:

- ◆ Flexibility in the planning process;
- ◆ Reliable structure of continuous communication;
- ◆ Facilitating negotiation; and
- ◆ Enhancing learning process.

The stakeholders to be represented in this institutional framework are:

- ◆ Affected Communities;
- ◆ Government and all its relevant departments;
- ◆ NGOs (both National and International);
- ◆ Donor agencies; and
- ◆ Private sector

Protection of the environment, proper natural resource management and sustainable development are goals that can only be achieved through a well co-ordinated and holistic approach. What is needed therefore is an institutional arrangement that brings together the various stakeholders harmoniously. At the same time, there is a need to avoid duplication i.e. roles to be played by different sectors should be very clear.

One of the stark realities of the conflicts between and among institutions involved in environmental management relates to the lack of balance of resources and agenda among government ministries and other organisations. In an ideal situation such a balance would clearly define the operation of the institutional policy and therefore prevent possible distortions within the institutional inter-organisational power balance.

Strategic planning processes should attempt to resolve these institutional shortcomings. Legal reforms have to be undertaken as part of the institutional

structure development process directed at reversing existing overlaps in jurisdictions among government ministries and other stakeholders.

Any proposal or recommendations on the co-ordination, monitoring and evaluation activities for NAP must of necessity take stock of the NAP objectives. A quick run through indicates that the NAP among other things is meant to:

- ◆ Establish a continuing planning process;
- ◆ Build on existing relevant plans and programmes;
- ◆ Promote co-operation and co-ordination (partnership) at all levels between the donor community, government, dry-land populations and civil society groups;
- ◆ Facilitate access by dryland populations to appropriate information and technology; and
- ◆ Provide for effective participation at the local, national, and regional levels of NGOs and all segments of dryland populations, decision making, implementation and evaluation of programmes.

In order to achieve the objectives of the CCD, the NAP should, among others, address the following priorities:

- ◆ Promotion of alternative sustainable livelihoods;
- ◆ Poverty eradication and food security;
- ◆ Demographic dynamics;
- ◆ Sustainable management of natural resources;
- ◆ Development and efficient use of various energy sources;
- ◆ Institutional and legal frameworks;
- ◆ Capacity building; and
- ◆ Education and public awareness.

To develop co-ordination, monitoring and evaluation arrangements, it is important to define clearly who are the partners in the NAP process. These include:

(A) Dryland populations: Described as the most important and interested group in the participatory NAP process. Solutions to the problems of desertification can only be sought within the context of their needs and aspirations.

(B) Government: The degree of participation in the NAP process will depend, to a large extent, on the Government's commitment to the concept of participation at various levels. Marginalisation of drylands often results in their low priority in the overall development agendas and there is still limited knowledge of the inter-relationship between the dryland economy and the national economy. In order to establish an enabling environment for participation, government should, among other functions:

- ◆ .engage in awareness raising and capacity building not only drylands populations but also of partners including public authorities;
- ◆ .ensure sustainable organisational structures for the partnerships;

- ◆ resource mobilisation and allocation;
- ◆ enact appropriate legislation; and
- ◆ implement economic policies which encourage dryland development.

(C) Local NGOs: The CCD emphasises the special role of NGOs in the programmes to combat desertification. Their role is reflected in the following functions among others:

- ◆ Awareness raising and capacity building;
- ◆ Community organisation;
- ◆ Resource mobilisation and allocation;
- ◆ Technology transfer;
- ◆ Promoting accountability of public authorities; and
- ◆ Promoting networking opportunities, especially among NGOs and other civic society organisations.

(D) Foreign NGOs: The role of foreign NGOs in promoting participatory approach differs from that of local organisations. The main functions of foreign NGOs include: capacity building of local NGOs; resource mobilisation and allocation; and networking activities

(E) Donors and International Organisations: Efforts to combat desertification can not be operative without funding for capacity building, awareness programmes and other measures. Consequently, the main functions of donors and international organisations include: provision of financial resources; capacity building and technology development and transfer; assisting government in enabling participatory processes; and harmonising approaches to reduce duplication

(F) Other Actors: Other civil society organisations that may be relevant include academic and research institutions, private companies and religious organisations.

Successful projects can be much more easily replicated through an established communication structure. Finally, effective communication structures can optimise the learning process as participants open their eyes to alternative view points.

The author highlighted the following as major issues of concern:

(A) Name: one of the major recommendations is the creation of a National Co-ordination Body (NCB). The NCB will be responsible for information exchange particularly in activity and project co-ordination. The NCB will facilitate exchange of information on successful participatory initiatives. Assuming the role of a monitoring body, the NCB will monitor and evaluate activities carried out by communities. The feedback will then form the basis of a national report to assess how the participatory approach is working. A monitoring and evaluation system should be developed together with affected communities and adopted in order to track the impact of projects and programmes under the NAP. An important aspect of

this is the development of impact indicators for measuring the effects of the NAP on peoples' livelihoods and welfare.

What is the appropriate name?. There are a few options that need to be considered. They include: CCD National Co-ordinating or NAP Co-ordination Units

(B) Character: The CCD NCB should be small comprised of an Executive Co-ordinator with up to three Technical Officers and support staff. It should be consistent with the tasks and functions of NAP which have been described.

(C) Power: The NCB should have legally defined powers to enable it carry out its functions. These powers can be derived or be part of the legal instrument which will set up the CCD Secretariat and its institutional co-ordination arrangements.

(D) Functions: In addition to functions that may be defined later, the following may constitute the initial functions of the NCB:

- ◆ Monitoring and evaluation of NAP activities;
- ◆ Institutional co-ordination e.g. ministries, the private sector, NGOs/CBOs, farmers' groups and others;
- ◆ Resource mobilisation, both technical and financial, working in close collaboration with the UNDF.

3.5 NAP Funding Sources and Mechanisms and Issues of Stakeholder Participation

3.5.1 National Desertification Fund (NDF) as a Mechanism to Support the Implementation of NAP

By Ms Redemptor Kabyetsiza

In her presentation the author highlighted the fund's objectives in the next five years as follows: (a) Mobilise financial resources, invest them to get a return on the investment and disburse grants and micro-credit to grassroots communities for projects and activities intended to eradicate poverty, mitigate the effects of drought and reverse the trend of land degradation; and (b) Ensure sustainable resource utilisation leading to improved livelihoods of the affected communities

She also discussed the fund's purpose as follows:

- (a) Mobilise and channel resources rapidly and efficiently (in accordance with the convention's Article 20 & 21);
- (b) complement the existing sources of funds;
- (c) provide funding for community based grassroots activities.

She disclosed that the fund is based on the following principles:

- (a) A channel for small community grants;
- (b) Re-enforcement of participatory approaches and iterative planning;

- (c) Catalysed mobilisation of domestic resources;
- (d) Integrated and bottom-up approach; and
- (e) Special attention being paid to women and youth

The functions of the fund were identified as follows:

- (a) A focal point for mainstreaming and co-ordinating different interventions;
- (b) Providing a stable long term source of funds for desertification purposes;
- (c) Establish an effective, efficient and transparent financial mechanism;
- (d) Creation of awareness of the desertification process and causal attitude change;
- (e) Funding for community activities left out by government and other funding agencies
- (f) To initiate alternative sources of livelihood;
- (g) Capacity building for community structures e.g. CBOs;
- (h) Fostering popular participation;
- (i) Promotion of equity in resource distribution; and
- (j) Forge partnership and coalitions among stakeholders

During the next five years, the following were identified as the general activities:

- (a) Promoting alternative livelihood systems;
- (b) Catalyse adoption of sustainable land husbandry practices;
- (c) Strengthening local coping strategies to drought and enhancing food security at household level;
- (d) Improve management of common property resources e.g. grazing land and forests;
- (e) Raising awareness; and
- (f) Promotion of indigenous knowledge in the conservation of natural resources.

However, the following specific and immediate activities were particularly identified for immediate implementation during the district and sub-county consultations:

- (a) Provision of water harvesting technique for human, livestock fisheries and crops;
- (b) Soil conservation and restoration of soil fertility;
- (c) Support to environmentally friendly income generating projects;
- (d) Tree planting and agro-forestry;
- (e) Improved training and guidance to land users;
- (f) Support to community and economic infrastructure such as schools and health centres in pastoral areas.

The fund's financial structure will be a combination of endowment and revolving funds. In terms of endowment fund: (a) the principal is invested - this will ensure sustainable and continuous funding; and it is envisaged to target US\$ 25.0 million as seed money. In terms of revolving fund, the target is US\$ 1.0 million for 5 years and is to operationalise initial activities.

Capitalisation strategies include domestic (government subvention); local and foreign debt swaps; bilateral and multilateral donors; private sector and NGO contributions to the fund. Other possible sources include: royalties and incomes from exploitation of natural resources; special taxes and fees; district anti-desertification plans and budgets; private sector environmental conservation packages to communities through or from banks; credit unions; manufacturers; e.t.c. and where legally permissible by lotteries.

With respect to investment strategies, local donations will be invested on fixed term basis while donations in hard currency (ies) will be held in foreign currency accounts in the short run. In the long run, an endowment fund will be established. The endowment fund investment will be carried out at two levels namely: offshore which will be done by a professional investor (Asset Manager) and national basket.

In the case of offshore investment, the Asset Manager will be selected through international competitive bidding, which will require bidders to demonstrate proven experience in loan management and in managing such investments. 40% of the generated revenue (interest) by the offshore investment will be disbursed to the national basket. The national basket will be managed by the Board of Trustees

The author clarified that fund will be a window in the National Environment Fund and noted informed the participants that NEMA is already aware of this fund.

3.5.2 Participatory Approach and Information Sharing Among Stakeholders in the Implementation of NAP

3.5.2.1 Participatory Approach among stakeholders in the Implementation of NAP

By Dr. Festus D. K. Bagoora

The paper highlights the background to the convention provisions on participatory approach, its origins in 1992, to Uganda becoming a party to the Convention and ratifying it in 1997.

The author presented a case for a need to clearly understand what we mean by the term "participation" and how it relates to the implementation of NAP. So, What does "participation" mean?

The term has been used to build local capacity and self-reliance, but also, some people observe that it has been used to justify the extension of control of the state. Likewise, it has been used to devolve power and decision-making away from external agencies, but also to justify external decisions. The approach has been used for data collection and for interactive analysis. Participation means that decisions are taken by the people who are to be affected, not for them, giving them power to put what has been decided into practice.

However, it is important to note that more often than not, people are asked or dragged into participating in operations of no interest to them in the name of participation; and therefore, this weakness must be avoided when it comes to NAP implementation.

Basically, there are several ways that development organisations interpret and use the term participation, ranging from where people are involved merely by being told what is to happen, to self mobilization, where people take initiatives independently of external institutions (Pretty et al. 1995). In this context, it becomes absolutely important that a decision is made as to where on the spectrum NAP approaches fall. For instance to define better ways of implementing NAP, selected from the more common passive, consultative and incentive-driven participation towards the interactive end of the spectrum.

Commonly, the dilemma for authorities is that they need, but at the same time fear people's participation!. They need people's agreement and support in the planned activities but they fear that this wider involvement is less controllable, less precise and so likely to slow down planning process. Given this controversy, there is need to carefully choose a middle path, which in fear of the said disadvantages of people's participation, does not end up by permitting only stage managed forms of participation, the most likely result of which would be distrust and greater alienation.

Participatory approach in the NAP process calls for identification of stakeholders, who are expected to be the important participants in the NAP formulation and implementation. As already mentioned, the Convention calls for partnership in the implementation of programmes at the national and local levels. Such partnership can be between donors, National Governments, Local Administrations, and the local communities.

Like elsewhere, the community participation requisite in Uganda is based on the present day understanding that the problem of desertification cannot be effectively tackled unless the people most affected are fully involved and committed. Therefore, there is need to decide on how the different stakeholders can participate in the NAP process and what roles they can play. This must necessarily take into consideration their capacities to perform and the roles to be played and must also, consider the strengths and opportunities, as well as weaknesses possessed/exhibited by each category of stakeholders.

Likewise, different areas of intervention required to combat the problem of desertification have to be correctly identified and prioritized, given the usually limited funds to implement the interventions. During the August 1998 consultations, quite a number of areas that require intervention were identified. The identified areas are, however, not much different from what the communities and extensionists from Government Departments and NGOs have identified in the past. They include:

- (a) Education and awareness about the dangers of land degradation; the policies and laws, as well as available options and opportunities in conservation practices and development activities;
- (b) Training and empowering communities in implementation of activities to combat desertification and mitigate drought, alleviate poverty and enhance development; Such activities include soil and water conservation, rehabilitation of degraded land (such as gully treatment), water harvesting and irrigation,
- (c) Establishment of tree nurseries, afforestation/reforestation and general tree planting;

The paper categorised stakeholders into five groups whose roles and responsibilities in the NAP process were clearly spelt out. These groups are Central and Local Government Departments, Non-governmental Organisations, Local Councils, Community Based Organisations, the private sector and the international community (including donors).

However the author cautions that in order to avoid conflicts and duplication of effort among these stakeholders, there is need to ensure that new programmes designed in NAP are linked to or are streamlined with other on-going or planned programmes, and that institutions identified to implement the NAP activities are effectively co-ordinated.

Suggestions about how to promote genuine participation of stakeholders were highlighted as well as the opportunities that are available through the participatory extension approach which has the following opportunities:

- (a) the communities are encouraged to identify their problems, prioritize them and seek solutions;
- (b) aims at strengthening the communities' ability to carry out activities with limited assistance from outsiders by (i) building capacity of local institutions to plan and manage their own development; and (ii) conducting research and extension using a participatory technology development process, which develops technologies that fit the diverse, complex natural resource management systems at the grassroots.

This involves meetings to raise awareness, institutional survey, wealth ranking, needs assessment, learning about local practices e.g. through demonstration sites and study tours, and then settling down for planning.

Institutional survey will involve identification of all institutions within the community, relevant to a given programme or activity. It will define their roles and responsibilities, as well as analyse their strengths and weaknesses. Also, it will analyse the strength of relationships between the community and key institutions.

The author also suggested some potential areas of participation which include the following:

- (i) Formulation of Projects and Programmes - Communities and individuals should be assisted to develop projects for funding. Where the capacity to do so is lacking, NGOs and Government Departments should assist or build capacity in this area.
- (ii) In some cases, competent NGOs could take up implementation of crucial projects/programmes on behalf of the beneficiaries if the capacity in the CBOs and the rest of the community is lacking.
- (iii) The proposed projects should be discussed and endorsed by the relevant committees. A mechanism of projects' clearance should be designed and incorporated in the NAP. For example the projects evolving at the village level should be screened by both the Parish and Sub-County Committees which will then recommend the projects to the District Steering Committee. If the project is of a national nature, the District Committee will then screen and forward it to the National Steering Committee for further action.
- (iv) The Committees at all levels should have their capacity built and facilitated to play an important role of supervising monitoring and evaluating the projects/programme implementation.

The author also described the lower level committees and their composition as follows:

- (a) At the District level, the committee will comprise: Six Technical Persons from Government Departments: Chief Administrative Officer (Chair), District Production Coordinator, District Forest Officer, District Agricultural Officer, District Environment Officer, District Community Development Officer, NGO/CBO, and Educational Institutions representatives
- (b) .At the sub-county level, the sub-county committee comprises the following: Secretary for Production and Environment (Chairman), Sub-county Chief, Government Departmental Staff including Forest Officer, Agriculture or Veterinary Officer, Fisheries Officer, Representative of Educational Institutions, Environment Committee Chairman, Youth representative, Women representative, Disabled representative, NGO and CBOs representatives,
- (c) At the Parish level, the committee will comprise: The Parish Chief, LC II Chairman, NGO and CBO representatives, Three Religious leaders' representatives, Representatives of Educational Institutions,
- (d) At the Village level, the committee will comprise: Local Council I, LC Executive, and representatives of the village level NGOs/CBOs.

In conclusion the presenter made some recommendations drawing back to the sub-county and district consultations held in August 1998, which had not been sufficiently concluded.

3.5.2.2 Information Sharing Among Stakeholders in Implementation of NAP

By Mr. P. Buyinza

The main focus of the paper is on the best way to get quantifiable data on drought and desertification and other reliable data on the matters of the environment. It proposes a strategy through which the various stakeholders can effectively gather and disseminate environment management information. These include:

- Development of a metabase,
- Development of guidelines for environmental data dissemination,
- Capacity building, and
- Formulation of networks and sub-networks.

The author urges a case for networking which is made out of existing systems and institutions or individuals that have a common interest in a particular area (in this case combating desertification). The networking may be simple in nature involving manual or non-electronic exchange of data. For example reports, results of inventories, or any other information. It could also be semi-electronic involving exchange of data through physical exchange of diskettes. A network has the following characteristics:

- Consists of three or more organisations.
- Has clear objectives or addresses a specified mutually agreed upon need.
- Capacity and willingness to learn and share experiences and ideas.
- Mutual trust and respect among the partners.
- Partners in the network are equal and maintain their independence.

The paper also highlights the structure of the networks i.e. horizontal and vertical networks and the advantages of networking. These, amongst others, are:

- Facilitation of the exchange of free flow of ideas and information among stakeholders,
- Increasing appreciation and awareness of the value and importance of biodiversity,
- Focussing on efforts of community development workers
- Prevention of duplication of effort, and,
- Synergy in finding solutions to common problems.

The major issues raised by the author that require serious thought with regard to networking include:

- (A) **Need to consider the form of structure** that the network will take such as a loose collaboration amongst members or one with a co-ordinating centre or hub? Networks seeking to achieve particular objectives by sharing out work among members so that each contributes to the whole usually require

structured management processes. In other cases, particularly with local grassroots-based networks, the emphasis is likely to be on loosely structured network management, which allows for sufficient flexibility.

- (B) **Sale of information/data:** The trend is towards sustainability and hence some members of a network are forced to sell their data and costs may be prohibitive e.g. the National Biomass Study and the Department of Surveys and Mapping. However, there are still institutions like MUIENR and NEMA which are able to provide data free of charge because they are primarily research institutions or because their activities are already financed.
- (C) **Protocols of exchange** need to be worked out. For example, format of data, and methods of communication. Speed in getting the information to the user is of paramount importance. Using "Snail" mail may mean that information gets to the user when it is out of date. The National Biomass Study are on the Internet and therefore you can access their data easily.
- (D) **Ownership of information/data:** The current position is that you should quote the source of data and let the source defend the quality. Adequate acknowledgements have to be given for each dataset.
- (E) **Standardisation of data and information.** This helps to get around the issue of data quality.
- (F) **Dissemination of information** - Organisations, which generate information, cannot afford to hoard that information. Disseminating information helps you to generate even more because then you get feed back from your users.
- (G) **Monitoring** - network activities need to be monitored in order to make sure that the network is actually addressing the needs of its users. Networks should be user-driven. Users needs need to be anticipated and not calculated with the benefit of hindsight.
- (H) **Publicity** - This is necessary in order to generate public support. If people do not know that you exist, they will not utilise your services. Publicising your biodiversity network could take the form of entertainment, advertising and the print media. A directory of sources of information should be published and regularly updated.

The author concludes with a word of caution that for a network to be successful, it must have real and valuable data, so as to provide valuable services to users. Several examples of networks in existence (with which NEIC/NEMA collaborates) are given to back up the authors' arguments.

3.5.3 Gender Considerations in the NAP Process in Uganda

By Hon Proscovia Salaamu Musumba (Mrs.), MP

The presenter put forward the case that gender analysis involving differentiation of gender roles is a critical factor in combating desertification. In line with this, gender equity has serious implications for the sustainable use and management of natural resources, therefore, for the success of NAP to be sure, gender considerations need to be enshrined in it. These gender considerations were highlighted as the characteristics of the participating community, how these roles differ, how the different roles contribute to desertification and the impact, and land holding/tenure system within which the gender roles and responsibilities are prescribed.

It was highlighted that gender mainstreaming has constituted the current major thinking in addressing gender equity. However, this approach presents major implementation flaws as the role of women keeps diminishing as a target group for effective implementation. This calls for specific measures to be integrated in the NAP process aimed at enabling women and men to equally participate and benefit from the programme, and achieve a lasting impact on sustainable development and household food security. The following gender considerations were identified as critical for the success of NAP:

- ◆ Gender characteristics of participating communities: establish gender-aggregated data on these characteristics which have formed the basis of the NAP design;
- ◆ The different gender roles and responsibilities and how they contribute to the cause and impact of desertification; and
- ◆ The landholding/tenure system within which the gender roles and responsibilities are prescribed. The Land Act, 1998 provides an engendered opportunity for the NAP process as it provides security of tenure, which hitherto presented implementation difficulties for the land-related interventions and thus provides the basis for mitigating the effects of land productivity and its contribution to poverty.

The paper emphasized the fact that gender analysis provides a basic tool to track and monitor gender participation and in-built mechanisms to deal with gender inequalities that have in the past failed many interventions. The paper presented and discussed the following critical questions (gender checklist) for analyzing gender concerns in the NAP: These were:

- ◆ What gender consideration has the NAP addressed in creating equal opportunities and life chances in combating desertification and promoting food security in Uganda?
- ◆ Do these considerations provide an effective tracking system to ensure and measure gender equity?
- ◆ Is the prescribed gender partnership feasible and sustainable?

- ◆ Are the implementation arrangements appropriate in addressing gender concerns?

In considering/mapping out a way forward for NAP, the paper emphasized NAP as a superior programme in addressing gender issues for its successful implementation and survival of humanity and presented the following suggestions:

- ◆ Create a meaningful partnership that will ensure the full participation of women and men. A community partnership needs to be developed where it does not exist, strengthened, harmonized, coordinated and promoted for the general good and survival of humanity;
- ◆ Different stakeholders need to play complementary roles to enhance sustainable use of resources;
- ◆ The present Local Government structures and decentralized governance provide an effective framework for grassroots implementation of NAP. With minimal overhead costs, the present structure provides an opportunity for grassroots success. Through the provisions of bye-laws and budget lines, the NAP will be a sustainable reality;
- ◆ Build a consensus on gender roles, promote and develop the comparative gender advantages that society has prescribed.

3.6 Roles and Responsibilities of Different Stakeholders

3.6.1 Action Needed to Support Local Initiatives by Communities, CBOs and NGOs

By Dr. Mary Rwakaikara Silver

The paper points out that the idea of NGOs and CBOs is a post independence phenomenon, which came about as a result of the government not being able to provide all the essential services to the public resulting from an unmatched population expansion compared to the available resources. These NGOs and CBOs in their diversity therefore address economic, social, political, and environmental gaps. An inventory of some CBOs and NGOs (though not exhaustive) in the districts of Mbarara, Ntungamo and Nakasongola was given to prove this point, but more importantly it showed that the formulation of NAP has a rich partnership and their participation is therefore justifiable. At an NGO meeting held in April 1998, it had been revealed that NGOs were not co-ordinated in their activities. To-date there is a national level Non-Governmental Organisations Co-ordinating Committee on Desertification in place, to over see and co-ordinate the activities of the various NGOs.

The paper enumerated the tasks of this 16-member national committee, and also revealed that at the district level this committee is also quite active. The roles and responsibilities of NGOs and CBOs are quite clearly spelt out, in addition to the constraints that may hinder their activities and offers some suggestions about how the situation can be improved i.e.

- Empowering the NGOs and CBOs and minimisation of the red tape of bureaucracy ,
- Recognition of NGOs and CBOs, and
- Capacity building within the ranks of CBOs and NGOs.

In summary, the paper pledges the total commitment of CBOs and NGOs in the struggle to save and preserve the environment

3.6.2 Nalukonge Community Initiative

By Dr. Gerald Kitaka

A brief background about the genesis of the Nalukonge Community Initiative (NCI) was given. The initiative targets the “squatter” pastoralists allocated land by the Ranch Restructuring Board in the semi-nomadic pastoral area in the “cattle corridor”, which a human population of 547 people and 3420 heads of cattle.

The NCI was ignited mainly by the change in land tenure in Buluri Ranching Scheme where Government restructured the scheme to resettle the “squatter” pastoralists. The restructuring however made the new land owners inaccessible to valley dams or tanks. Worse still, most of the existing water sources had already silted due to mismanagement and overstocking.

Faced with these new challenges, the people organised themselves and started meetings during which they:

- identified priority concerns relating to environmental degradation and drought which were affecting their households;
- identified possible solutions;
- decided what contributions each group would make towards solving their problems; and
- discussed and agreed upon an organisational structure suitable to meet their needs and easily implementable.

Through the plenary discussions, the community concerns in order of importance were identified as follows:

- Scarcity of water for human and livestock population;
- Encroachment by *Acassia* thorny bushes (“Kadaali”);
- Degraded (bare) parts believed to have resulted from termite activity;
- Lack of information and training;
- Poverty; and
- Inadequate health facilities

In the same vein the community suggested some of the following solutions for the identified problems namely:

- manually constructed water tanks;
- planting of pastures and trees,;

- control of termites
- pasture management
- diversification of income generating activities
- and maternal health improvement

When the NCI was formed, efforts were made for external assistance to complement their efforts. Through the UNDP/UNSO, a grant of US \$ 10,000 was offered to them to carry out activities to combat desertification. This grant was offered on the basis that the area is severely endangered by desertification and already there was existing community effort to try to stem the problem.

All these activities were performed through role pledges e.g. the youth cleared the bush to control the *Acacia* invasion, women planted the trees and grass while leaders mobilised the community and made follow-up of activities.

Constraints to the implementation of the initiative were said to be the bureaucratic delays in obtaining the grant, lack of commitment to community work, ethnic differences and low participation of women. On the other hand, the benefits gained from the initiative are an increased awareness of environmental degradation in the community and the recognition that participatory methods (though new) and partnership arrangements are greatly beneficial.

3.6.3 Lutheran World Federation – Experience in Working with Communities to Combat Desertification in Karamoja

By Mr. Adrian Cullis

Karamoja region generally experiences an erratic rainfall pattern and extended dry seasons. In response to their plight, LWF /launched the Karamoja Rural Development Programme funded by Dan Church Aid, which is known as the Karamoja Agro-Pastoral Development Programme to day. The paper highlights the real problems faced by the Karamojong, compounded by myths which surround the region, its people and their livelihood. For example, the author pointed out that:

- the driest areas of Karamoja receive more rainfall (average) than most parts of western Kenya.
- the way of life of the Karamojong is backward, uncivilised, inefficient such as the common property resource management system (grazing especially) which leads to overgrazing, soil compaction, erosion and land degradation which in turn fosters desert-like conditions.
- Karamojong’s psychological obsession with cattle and belief that all cattle are rightfully theirs – a major factor worth analysing for ensuring success in implementation of programmes in the are.

The presenter argued that such thinking is what poisons development attempts in Karamoja, and urged policy makers, social scientists and researchers to review such lines of thought.

The LWF has undertaken studies in Karamoja the results of which have contributed to the pursuance of the major goal of their programme, which is “to assist in the re-establishment of Agro-pastoralism as a viable livelihood for house holds in Karamoja”. This they are doing through learning to be more effective through research, whose findings are expanded and replicated to suit available resources. An example of this is the study on sorghum land races that led to another study on indigenous soil and water conservation structures (see case studies in the main paper).

The presenter’s view of the challenge with respect to the above, however, is that since the gains at field level can be wiped out by the stroke of a pen at the national level, effective ways of informing and influencing policy makers with regard to new developments need to be found. The challenge for the NAP process is to move beyond conventional thinking to new thinking in order to work closely with pastoralists and agriculturists to safeguard the dry lands for future generations - “remain with indigenous knowledge, but refine it”.

3.6.4 Promoting Farmer Innovation for Improved Land Husbandry in Dry Areas

By Mr. Alex Lwakuba

Promoting Farmer Innovations (PFI) in Rainfed Agriculture in the drylands of Uganda is a regional programme operating in Kenya Tanzania and Uganda since 1997. It is part of the larger initiative entitled Promoting Sustainable Water Management in the Drylands. The programme is funded by the Netherlands Government through UNDP/UNSO. It was conceived and designed as part of NAP process in the region, focusing on food security amongst the rural poor in the dry lands, through participatory action and building on indigenous knowledge with the goal of institutionalising the Farmer Innovation approach through policy dialogue. In Uganda, participating districts are Soroti, Kumi, and Katakwi.

The overall goal of PFI is to sustainably improve rural livelihoods through increasing diffusion of appropriate land management and specifically water harvesting (WH) and soil and water conservation (SWC). To achieve this goal, PFI aims to:

- Promote farmer to farmer exchange visits as a major tool for accelerating the diffusion and adoption of Land Management, Water Harvesting and Soil and water Conservation practices;
- Build the capacity of individual farmers and supporting organisations to experiment and to innovate;
- Promote a policy dialogue at national level incorporating the need to build on and improve the innovative capacity of land users and to use innovative farmers in the diffusion process, thus creating a more favourable

environment for rapid adoption of improved resource management techniques.

The key issues that the presentation highlighted for promoting farmer innovation are:

- Impact assessment of the FIs
- Incentive to farmer innovators
- Assessment of innovators in fields other than food security, and
- Development of a national PFI programme.

The author presented visual aids depicting the progress PFI has made to date including the following:

- Stocktaking of all agencies working in WH/SWC in the drylands of Uganda with a potential to use PFI approach;
- Identification and screening of potential farmer innovators. Originally identified 33 in the first phase and 35 in the second phase but reduced the number to only 12
- Conducted farmer to farmer exchange visits and facilitated FI to visit each other;
- Conducted study tours to Mukono, Mbarara, Bushenyi and Kabale Districts to gain exposure to WH/SWC vis-à-vis income generating activities in other regions of Uganda;
- Organised Farmer Innovators Networking workshops to enable FI present their innovations and share experiences with each other.

The author made the following recommendation.

- All CCD implementing agencies and stakeholders should apply the PFI approach when implementing the programmes against desertification at the grassroots;
- Central and Local Government Departments, in collaboration with other development partners should establish rewarding systems to innovative farmers; and
- The use of incentives which may be direct or indirect to grassroots and stakeholders, should be emphasised and popularised;

4. WORKING GROUP DISCUSSIONS, RECOMMENDATIONS AND THE WAY FORWARD

4.1 WORKING GROUP 1: Broad Priority Programme Areas

4.1.1 Specific problem areas

The Working Group identified the following major problem areas that NAPs should address (though not in any order of priority):

- I. Insufficient water supplies.

- II. Poor farming practices.
- III. Poverty
- IV. Poor information exchange
- V. Negative cultural beliefs and traditions
- VI. Insufficient data on desertification
- VII. Inappropriate land policy/land tenure systems
- VIII. Insecurity (mainly in the Karamoja region of the “cattle corridor” due to frequent cattle raids)
- IX. High population pressure in most areas
- X. High level of ignorance, lack of awareness and illiteracy among dryland communities
- XI. Inappropriate economic policies that favour over exploitation of natural resources
- XII. Limitations in the use of alternative sources of energy.
- XIII. Weak bye-laws enforcement.
- XIV. Limited alternative employment opportunities
- XV. Lack of appropriate, affordable and sustainable village level technologies.
- XVI. Donor dependency syndrome.
- XVII. Inappropriate approach to development interventions.
- XVIII. Corruption.
- XIX. Ill-identification of priorities at all levels.
- XX. Deforestation.
- XXI. Insufficient infrastructure and marketing system in most of the drylands districts.

4.1.2 Suggested Priority Programme Areas for NAP – Recommendations and way forward

In consideration of the above specific problem areas, there was broad consensus that the following should constitute the recommended NAP Priority Programme Areas (though not in any order of priority), from which projects will be formulated and implemented during the second phase of NAP. Communities and implementers will, however, have to make their own prioritization within these broad priority areas:

Programme Area 1

Information generation, exchange and dissemination; research; as well as monitoring and evaluation;

The Way Forward under this Programme area

NAP Secretariat and the National Steering Committee, working with NEMA, should design a mechanism to facilitate information generation, and exchange; flow of information to the grassroots; and strengthen the networking and link the network to all levels of NAP implementation.

Currently, information network exists in NEMA, MAAIF, NAP Secretariat, Meteorology Department, NARO, and Makerere University Faculty of Agriculture and Forestry. There is, however, need to broaden and strengthen the networking and link the network vertically and horizontally to all levels of NAP implementation

Programme Area 2

Training and awareness. This should include:

- Introduction of new farming innovations/demonstrations
- capacity building at grassroots
- support of peace initiatives
- Family planning programmes

The Way Forward under this Programme area

NGOs, through the NCCD, should play a leading role in training and awareness. NCCD should work and closely liaise with CBOs and NGOs. MAAIF should liaise with Ministry of Education and Sports and the National Curriculum Development Centre to include desertification issues in the curricular for institutions and schools.

Programme Area 3

During the discussions, it was realised that there is need to support specific efforts for water development, management and conservation.

The Way Forward under this Programme area

This should be the responsibility of District Steering Committees for combating desertification and NGOs with guidance from District Councils. Existing District (and Lower Councils if any) Water Committees should also be involved

Programme Area 4

Soil management and conservation.

The Way Forward under this Programme area

This should be the responsibility of District Steering Committees for combating desertification and NGOs, with Farmer Innovators and extension service.

Programme Area 5

Review of policies relevant to NAP formulation and implementation. These may include land tenure policies, energy policy, economic policies, formulation and enforcement of bye-laws, and security.

The Way Forward under this Programme area

At the request of the PS/MAAIF, NEMA, working with District councils, will take the leading role in the review of the various policies as appropriate.

Programme Area 6

Promotion of alternative and affordable sources of energy. These may include biogas, fuel saving stoves and solar system.

The Way Forward under this Programme area

The Ministry of Energy and Mineral development is expected to provide the necessary technical and policy guidance. NCCD, working with NGOs and CBOs, shall take the leading role.

Programme Area 7

Afforestation and agro-forestry

The Way Forward under this Programme area

The MAAIF and Forestry Department will provide the necessary guidance. However, NCCD, working with NGOs and CBOs, shall take the leading role.

Programme Area 8

Development, promotion and utilisation of appropriate technology that may, among others, add value to the local produce; process of raw materials; and reduce draggery of women

The Way Forward under this Programme area

At the request of the PS/MAAIF, the National Council of Science and Technology, working with private sector and NGOs, will take the leading role in the development and promotion of the appropriate technology.

Programme Area 9

Micro-Credit Schemes supported by NDF

The Way Forward under this Programme area

The NCCD, working with NGOs and CBOs, shall take the leading role in the identification of the appropriate micro-credit schemes that should be supported by the NDF.

Programme Area 10

Institutional support for staff and institutions involved in the implementation of NAP

The Way Forward under this Programme area

At the request of the PS/MAAIF, District councils, working with existing frameworks, particularly at local levels, will take the leading role.

Programme 11

Facilitation of marketing systems and infrastructure

The Way Forward under this Programme area

This should be the responsibility of the District Administrations, working with District Steering Committees for the desertification, the National Chamber of Commerce and Industries, Uganda National Farmers Association, the private sector, and NGOs,

4.2 WORKING GROUP 2: Arrangements needed to support the NAP process

This group considered and discussed the following major themes:

- i. Strengthening the co-ordination arrangements
- ii. Enhancing participation and information sharing
- iii. Legal framework and policy issues
- iv. Support to NGOs and CBOs initiatives.

4.2.1 Strengthening Co-ordination

The following structures were identified as critical in the coordination of the NAP process:

(i) National Level:

National Steering Committee to comprise members from:

- Ministry of Agriculture, Animal Industry and Fisheries
- National Environment Management Authority
- Ministry of Finance, Planning and Economic Development
- Ministry of Local Government
- Department of Meteorology
- Ministry of Foreign Affairs
- NGOs and CBOs

(ii) District Level:

District steering committees on desertification should be composed of the following: District Chair for Production Committee, Production and Environment; Agriculture; Forestry; Veterinary; and Fisheries; Planning and Community Development Departments. In addition, there should be at least two members representing NGOs and two others representing CBOs.

CAO, District Chairman and RDC should be Ex-Officio Members. District Disaster Preparedness Committees should also be represented once they are established. Gender considerations should be taken care of through Women and Youth Council representatives.

(iii) **Sub-County Level:**

Government departmental heads, including agriculture extension, forestry, environment and community development. MPs should be ex-officio members at sub-county level and there should be flexibility on membership depending on peculiarities of each area.

(iv) **Community Level:**

Local Councils, Women and Youths Councils, Community, Women and Youth Groups, Opinion Leaders, CBOs, NGOs, Farmers and Private Sector.

4.2.2 **Enhancing Participation and Information Sharing**

- Vertical and horizontal information networks were recommended.
- People should be trained in information gathering, recording and dissemination.
- Channeling community needs upwards and feed-back downwards should be stressed
- Community radio services/programs on *desertification and drought* issues should be encouraged.
 - Links between NAP process at community level with Functional Adult Literacy Programme of the Ministry of Gender, Labour and Social Development should be established.
 - Budgetary provision should be made for information dissemination, including paying for programs on private FM Radio Stations.
 - As a mobilisation tool, all-issue meetings (including desertification issue on programme) meetings should be held.
 - Local newsletter.
 - Enhanced village information systems e.g. passing on information at prayers, weddings, sports events, rallies and parties,
 - Provision should be made for communities to defend proposals made as a method of enhancing democratic, participatory decision-making.
 - Farmer-to-farmer visits, including inter-district tours on sustainable land management and environment conservation aspects should be promoted e.g. through use of Promoting farmer Innovation Approach..
 - NGOs, CBOs engaged in similar programs or projects should be co-ordinated and encouraged to collaborate with Government institutions to avoid duplication of efforts and opportunistic rivalry.

Above all these, there must be transparency in program design; financial facilitation; needs aggregation; program implementation; general information flow; sensitization and mobilization for common destiny.

4.2.3 Legal Framework and Policy Issues:

There is a need to identify all laws and regulations related to sustainable land use management and environmental conservation and publish them. It was noted that there was a need to review and the various all laws, regulations and local ordinances relevant to NAP process including:

- Local Govt. Act
- Forest Act
- Land Act
- Water Statute
- Investment Code
- National Environment Statute
- Wetlands Policy

These should be harmonised with other international environmental instruments such as Agenda 21, the Convention to Combat Desertification, the Framework Convention on Climate Change and the Convention on Biological Diversity. All institutions and agencies involved in NAP implementation, particularly districts and sub-counties, should secure and understand all laws and conventions relevant to the NAP process

4.2.4 Support for CBOs and NGOs initiatives:

- Financial facilitation for urgent program implementation.
- Institution of guidelines on implementation of programs (central/local integrated).
- Seek information from grassroots communities on performance and relevance of NGOs and CBOs in their areas.
- Sensitise on recommendations made by the First National Forum.

4.2.5 Recommendations

- 1 The institutional arrangement for implementation of NAP should focus on those arrangements that already exist and enjoy the force of law, particularly the Local Council Statute and the Local Government Act, so as to accelerate progress in NAP Activities.
- 2 Community projects should not be defined by political boundaries but by nature of the problem and the initiatives; for example, a village, group of villages, parish or sub-county, may submit a community project. In which case, the next appropriate higher political authority should be the approving authority
- 3 Farmer-to-farmer visits, including inter-district or inter-region tours on environment conservation aspects should be encouraged and supported annually.

- 4 The District Steering Committees, NGO Coordination Committee and the NAP Secretariat should brief each other and other stakeholders regularly about their roles, activities and constraints, and how best to find possible solutions
- 5 Provision should be made for communities and other project sponsors to defend their project proposals at all project approval and decision-making levels as a method of enhancing democratic and participatory decision-making.
- 6 Model guidelines for project proposal writing should be drawn and provided by technical staff of NAP Secretariat to district and lower levels ahead of the establishment of the NADF.
- 7 The structural arrangement should be composed of the community level at the bottom, followed by Sub-County, District and National levels.
- 8 The community level committee shall be composed of Local Council officials (LCs), women and youth groups, opinion leaders, CBOs, NGOs, farmers and private sector.
- 9 The District Steering Committee on desertification (DSC) be composed of the Production and Environment Officers; Heads of Agriculture, Forestry, Veterinary and Fisheries Departments; District Planner; Community Development Officer; Chairperson Production Committee at LC V level; Women Council representative; a representative of the District Disaster Preparedness and Management Committee (once this is established) and two members each from NGOs and CBOs. The RDC, LC V Chairperson and CAO are to be ex-officio members.
- 10 Government departmental heads, including agricultural extension staff, Forestry and Environment Officers, Community Development Officers, CBOs and NGOs shall constitute Steering Committee at the Sub-county level. Members of Parliament are to be ex-officio members at this level, since there is no provision for County level that they represent in Parliament
- 11 The structure of the National NGO Coordinating Committee on Desertification (NCCD) at national and district levels be strengthened and linked with the DSC for effective coordination.
- 12 Transparency must be evident in needs aggregation, program design, financial facilitation, program implementation, accountability, general information flow, sensitization and mobilization for common destiny.
- 13 In the execution of NAP programs and organizational matters pertinent thereto, flexibility should be exercised, in keeping with the peculiarities of each area.

- 14 Private Sector organisations such as UMA, UNCCI be included in the NSC as well as a representative of the following:
- (a) Curriculum Development Centre, of Ministry of Education and Sports
 - (b) Gender Department of the Ministry of Gender, Labour and Social Development
 - (c) Disaster Preparedness Council of the Office the Prime Minister
 - (d) Town and County Planning Board
- 15 Serious note should be made of the following:
- Levels above community level be for technical, sensitization and facilitation purposes only.
 - In particular, Sub-county and District levels be for harmonization of programs between community and national levels.
 - Monitoring and evaluation of programs and out-puts should be done by national and district level staff in consultation with communities.
 - Funds (Crossed Cheques) for approved proposals should be channeled directly to the community level

4.2.6 Way Forward

- 1 Ministry of Agriculture, Animal Industry and Fisheries should expand the National Steering Committee to include representation from the following:
 - (a) Curriculum Development Centre, of Ministry of Education and Sports
 - (b) Gender Department of the Ministry of Gender, Labour and Social Development
 - (c) Disaster Preparedness Council of the Office the Prime Minister
 - (d) Private sector (UMA or UNCCI)
 - (e) Town and County Planning Board
- 2 The implementation of NAP should be phased in such a way that the national efforts begin with the nine pilot districts and expand to the “cattle corridor districts” (another 12 districts) and then cover the whole nation in that order within 3-5 years. Until the whole nation is covered, districts not yet under the national programme may raise their own funds and start some activities aimed at combating desertification and mitigating effects of drought.
- 3 The DSC, NCCD and NAP Secretariat jointly ensure that information flows are streamlined and strengthened through vertical and horizontal networks; training of personnel in information gathering and dissemination; institution of community radio services/programs on NAP related issues; inclusion of environmental degradation as a subject in school curricula and Functional Adult Literacy Programs; and making budgetary provisions to fund information dissemination through private sector media.

4.3 WORKING GROUP 3: Funding Mechanisms and arrangements to Support the Implementation of NAP

This group was given the task of discussing and recommending for adoption the following issues:

- (a) Funding sources and mechanisms.
- (b) Fundraising Activities for NADF.
- (c) Management and administration of funds.
- (d) Criteria for selection of projects for funding.

4.3.1 Funding Sources and Mechanisms

The group first deliberated on the need and justification of a fund. It was unanimously agreed that a fund is needed.

Name of the Fund

During the discussion, it was agreed that the fund previously known as Uganda National Desertification Fund (UNDF) should be renamed “The National Anti-Desertification Fund (NADF)” to reflect the real cause for which it was being formed. It should however be noted that Cabinet shortly after the forum adopted another name, **Uganda National Fund to Combat Desertification (UNFCD)** which shall be the operational fund hereafter.

It was also agreed that districts and the private sector at all levels be represented on the Board of Directors by at least one member

Possible Sources of Funding

a) Domestic funding

- Central government should secure money out of the consolidated account and commit it as seed money to the fund.
- Line Ministries should put a budget provision for operational costs for anti-desertification activities.
- Likewise, districts and lower local government should plan and budget for the fund and contribute to it according to their capacity.
- Private sector should be encouraged to give conservation packages to communities
- Contributions from banks, credit unions, manufacturers produce buyers
- Debt swaps by local and foreign organisations and institutions which government owes money.
- Private sector revenue through Uganda Revenue Authority.
- Non-Governmental Organisations.
- Cultural institutions.

- Community contributions (should be mandatory for all community projects).
- Other possibilities e.g. royalties and income from exploitation of natural resources; special taxes, fees and fines; and where permitted by law- lotteries.

b) External Sources

- Multilateral donors.
- Bilateral donors.

Fundraising Activities for the UNFCD

- Sensitisation:** Specific Desk Officers in the ministries of Foreign Affairs and Ministry of Finance, Planning and Economic Development were specifically identified as possible sensitisation targets. Also, policy makers at all levels of Government and Non-Government Organisations should be targeted for sensitisation
- Lobbying** for anti-desertification activities to be prioritised in all sectors and level, including the presidency
- Hiring a consultancy firm** to draw up a fundraising strategy and to carry out necessary and approved fundraising activities (possibilities include those indicated in the Down to Earth book)
- Patron for the Fund:** The highest authority in the country i.e. the president was proposed to be patron and to officiate at the launching of the UNFCD which should also be a fundraising activity
- Decentralisation of the Development Budget:** Lobbying for the decentralisation of development funds beginning with MAAIF.

4.3.3 Management and Administration of Funds.

- The UNFCD should be an autonomous and self-accounting fund with a Board of Trustees and a Secretariat as its technical arm.
- Funds should be managed at the National level and disbursed to District and Sub-county levels.
- Transparency and accountability should be emphasised at all levels.

- d) The function of the Board should mainly be advocacy, co-ordination, and resource mobilization while its technical committee should carry out supervisory and monitoring function.
- e) Revolving fund: Once disbursed, will revolve around the community and should support activities that will generate revenue for the community.
- f) The UNFCD should be complimented by other existing funding mechanisms such as the Global Environment Facility (GEF) Small Grants Programme.

4.3.4 Criteria for Selection of Projects for Funding.

- a) Funding will take a phased approach for the UNFCD. The 9 pilot districts should be considered first, then the other listed 12 districts in the “cattle corridor”, and finally the whole nation. However, a timetable for these activities, in order of priority, should be set. Meanwhile, the other districts where the national programmes will not have started may look for funding from their district budgets and elsewhere and start implementing their own anti-desertification programmes
- b) Projects should be selected based on the guidelines listed: Economic status, natural/ecological consideration, replicability, community cohesiveness, relevance to community building, degradation, success in past programmes where assistance was extended to their community or individuals e.t.c.
- c) Depending on the nature of the problem, project formulation could be handled at the community, district or national level
- d) There should be a project formulation facility at both district and national levels.
- e) The National, District, and Sub-county Steering committees should be given appropriate technical support which they can extend to lower levels
- f) Information on existing funding mechanisms be available so that those sources are tapped for project formulation and implementation.
- g) There should be flexibility in project submission and selection
- h) NAP Secretariat should provide communities with guidelines for project formulation so as to have uniform proposals.

4.3.5 Recommendations

- 1 Funds approved for community projects should, as much as possible, be channeled directly to the beneficiary community in order to ensure timely disbursement of funds and implementation of the activities.
- 2 The UNFCD should complement existing funding mechanisms such as NEMA's Community Projects, and Global Environment Facility (GEF) Small Grants Programme.
- 3 In order to give the UNFCD a high profile, H.E. the President should be made the Patron of the fund. The Fund Patron should preside over its launch and fundraising function.
- 4 Community contributions (or sponsor's contribution whether in cash or in kind) should be mandatory for all projects.

4.3.6 Way Forward

- 1 **Fundraising** – Domestic and possible foreign sources of funds
Indicated here below are the funding sources and the responsible organisation to initiate the activities and realise funds from such sources:
 - Central Government
Realising funds from such source should be initiated and handed by the Ministry of Agriculture Animal Industry and Fisheries, and Ministry of Finance, Planning and Economic Development.
 - Line Ministries should budget for operational costs as appropriate
This should be initiated and handled by the Permanent Secretaries of MAAIF and other Line Ministries.
 - District and Lower Councils plans and budgets for anti-desertification activities - This should be initiated and handled by the respective councils.
 - Banks, Credit Unions, Manufacturers, Traders and Private Sector Conservation Packages - Realising funds from this sector should be the responsibility of Ministry of Agriculture Animal Industry and Fisheries, Ministry of Finance, Planning and Economic Development, The Uganda National Chamber of Commerce and Industries, and the private Foundation
 - Local and Foreign Debt Swaps
This should be initiated and handled by the Ministry of Foreign Affairs, and Ministry of Finance, Planning and Economic Development,.
 - NGOs

This should be initiated and handled by the NCCD as it is the co-ordinating body for all Non-Governmental Organisations in the country.

- Cultural Institutions and Community contributions
This should be initiated and handled by the District and Sub-county councils as appropriate
- Other possibilities e.g. loyalties, fines, etc
This should be initiated and handled by the District councils, Ministry of Foreign Affairs, and Ministry of Finance, Planning and Economic Development, UNDP/UNSO, NAP Secretariat, CCD, and DCC

Multilateral and Bilateral sources - Realising funds from this particular source should be initiated and handled by the Ministry of Foreign Affairs and Ministry of Finance, Planning and Economic Development.

2 Activities for raising fundraising for the UNFCD

- (i) **Sensitization** - This should be to target specific groups such as bilateral and multilateral donors, officials from the Ministry of Foreign Affairs, Ministry of Finance, Planning and Economic Development as well as policy makers:

Ministry of Foreign Affairs, Ministry of Finance, Planning and Economic Development - This should be initiated and handled by the NAP Secretariat and the National Steering Committee.

Bilateral and Multilateral donors - This should be initiated and handled by the Ministry of Foreign Affairs and Ministry of Finance, Planning and Economic Development.

Policy makers at all levels - This should be initiated and handled by the NAP Secretariat.

- (ii) **Lobbying policy makers** at all levels including the President's Office
This should be initiated and handled by the Ministry of Agriculture, Animal Industry and Fisheries, NAP Secretariat, and Line Ministries as appropriate.
- (iii) **Hiring of a consultancy firm** for fund raising and publicity
This should be initiated and handled by the National Steering Committee.
Possible sources of data on this issue include "Down to Earth"
- (iv) **Harmonization with other Institutions** - This should be initiated and handled by the National Steering Committee and National Environment management Authority

- (v) **Expedite approval of Cabinet memorandum and establishment of UNFCD -**
It was suggested that this should be done as soon as possible by the National Steering Committee and Ministry of Agriculture Animal Industry and Fisheries. .

4.4 WORKING GROUP 4: Roles and Responsibilities of Different Stakeholders

4.4.1 Inventory of Stakeholders

The following categories of stakeholders were identified and their roles and responsibilities were indicated

- a) Government Departments
- b) Non-Governmental Organisations
- c) Community Based Organisations
- d) Local Communities (Farmers and other land users)
- e) Local Councils
- f) Donors
- g) Education and Training Institutions
- h) Districts Administrations
- i) Research Institutions
- j) United Nations Office to Combat Desertification (UNSO/UNDP)
- k) Interim Secretariat for the Convention to Combat Desertification
- l) Legislators

4.4.2 Roles and responsibilities of Government Departments

- a) Co-ordination between various stakeholders
- b) Formulating and enforcing laws
- c) Providing technical support to community, CBOs and NGOs
- d) Resource mobilisation and channeling of funds
- e) Supervision, monitoring and evaluation
- f) Community mobilisation using existing structure; and
- g) Ensuring participatory approaches.

It was however noted that Government Departments have several weaknesses including inadequate funding and personnel, political interference; red tape bureaucracy and diverging interests.

4.4.2 Roles and responsibilities of Non-Governmental Organisations

- a) Community mobilization and sensitization
- b) Training (capacity building)
- c) Mobilization and channeling of resources
- d) Monitoring, evaluation and supervision
- e) Data collection, and information disseminate
- f) Networking with NGOs and other institutions
- g) Co-ordination

The NGOs however have several weaknesses including inadequate funding especially local ones; narrow scope of operation; inadequate skilled personnel; and inadequate co-ordination and collaboration. It was also noted that most of international NGOs spend more money on "their staff" on than the cause of their intervention.

4.4.3 Roles and responsibilities of Community Based Organisations

- a) Community mobilization and sensitization.
- b) Problem identification and information dissemination.
- c) Building capacity of individual community members.
- d) Resource mobilization and channeling.
- e) Monitoring and evaluation
- f) Data collection.
- g) Co-ordination with NGOs, Government and other communities (networking).
- h) Identification, formulation and implementation of projects.

Community Based Organisations have been known to have weaknesses including inadequate funding; lack of commitment in some CBOs; lack of proper co-ordination among the different CBOs; dependence on voluntary services; and may have conflict of interests.

4.4.4 Roles and Responsibilities of Local Communities (Farmers)

- a) Problem identification and prioritization.
- b) Implement agreed upon activities.
- c) Monitoring and evaluation of their own progress.
- d) Mobilization of resources.
- e) Data collection.

Generally, local communities (and in particular peasant farmers) have the following weaknesses

- a) Insufficient capacity and/or knowledge.
- b) Lack of logistics, marketing system and other infrastructure.
- c) Lack of collateral to access credit facilities.
- d) Lack of cohesion among some societies.
- e) Poor land management, tenure and ownership systems.

4.4.6 Roles and Responsibilities of Local Councils

- a) Community and Resources mobilization
- b) Formulation of policies, bye-laws and enforcement.
- c) Monitoring and evaluation.
- d) Data collection.
- e) Problem identification and prioritisation

Local Councils however are known to have the following weaknesses: insufficient capacity to manage local projects; inadequate funding; lack of commitment; lack of incentives; lack of resources; lack of transparency/accountability among councilors and NGOs; lack of co-operation among politicians; and inability to co-ordinate programmes.

4.4.7 Recommendations

- 1 Focuss of efforts to combat Desertification should be at Community level with International ,National and district level actors providing support on the technical matters, sensitization,capacity building and facilitation purposes. Sub-county and district levels should mainly focus on harmonization of programmes among communities
- 2 Monitoring and evaluation of programmes and out-puts should be done by national and district level staff in consultation with communities.
- 3 The technical assistance, sensitization programs, financial facilitation, monitoring and evaluation of programs and outputs should be carried out by higher levels in close consultation with, and participation of, communities; in keeping with the bottom-up approach.
- 4 The Sub-County and District levels are to be key bridgeheads in the harmonization of programs between the community and national levels.
- 5 The Law Reform Commission and NEMA should review and harmonize policies, regulations and local ordinances (bye-laws) relevant to the NAP process, including harmonization of national laws with obligations undertaken through ratification, accession or acceptance of international environmental instruments; and that District Steering Committees should secure, understand and disseminate these NAP-related laws to their respective communities.

4.4.8 Way Forward

- 1 The NCCD should coordinate all NGOs, and CBOs engaged in similar programmes or projects aimed at combating desertification or mitigating effects of drought so as to avoid duplication of effort and harmful opportunistic rivalry.
- 2 All stakeholders be sensitized on the outcome of the First National Forum, including institution of guidelines on implementation of programs to be instituted thereunder.

4.4.9 General Observations

- a) The excellent work done by the technical group under the guidance of the MAAIF was noted.

b) Central and Local governments were requested to budget for desertification control activities

a) The following causes of land degradation were identified:

(i) **Through Loss of Vegetation Cover**

- | | |
|----------------------------------|-------------------------------|
| (a) Overgrazing | (b) Soil Erosion |
| (c) Bush-burning | (d) Population pressure |
| (e) Deforestation | (f) Land fragmentation |
| (g) Swamp reclamation | (h) Frequent droughts |
| (i) Stone and Sand Quarrying | (j) Lime burning in Tororo |
| (k) Mining i.e. in Kasese | (l) Deforestation |
| (m) Brick-burning | (n) Poverty |
| (o) Poor agricultural practices | (p) Lack of extension service |
| (q) Poor allocation of boreholes | |
- ® Presence of termites especially in Nakasongola

(ii) **Through Loss of Soil Fertility**

- a) Poor farming methods
- b) Inadequate/lack of extension services
- c) Soil leaching
- d) Ignorance
- e) Taking long to change
- f) Poor land use planning
- g) Mono-cropping
- h) Soil erosion

(iii) **Through Degradation of Water Bodies**

- a) Reclamation and drainage of wetlands
- b) Poor location of boreholes
- c) Water pollution
- d) Water weeds
- e) Siltation
- f) Lack of stream bank protection

5.0 Closing Remarks by Guest of Honour

The Guest of Honour, Hon Kigaye Billyawo (Speaker of the Pallisa District Council), commended the forum for having reached consensus on many issues in the NAP Process both in terms of immediate future and in the long term. Judging by the fact that the stakeholders have placed such high hopes on the Forum signifies the commitment that they have to the implementation of the convention to combat desertification.

He challenged the Ministry of Agriculture, Animal Industry and Fisheries to keep the flame of the process burning with support from all stakeholders, and together, own the NAP process and lead it to success.

He thanked the external partners in particular, UNDP/UNSO and the Australian Government, as well as local partners including NEMA and NCCD as well as those that have been involved in the NAP process so far, without whose effort not much would have been achieved.

He appealed to all participants to continue to diligently carry forward the NAP Process into its second and third phases as required by the Convention and recommendations of the Forum.

ANNEXES

LIST OF PARTICIPANTS AT THE FIRST NATIONAL FORUM.

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