



REPUBLIC OF ZIMBABWE

*MINISTRY OF MINES, ENVIRONMENT AND
TOURISM*

*The National Action Programme (NAP)
In the Context of the UNCCD in Zimbabwe*

Prepared by
The National Taskforce on the NAP Process in Zimbabwe

TABLE OF CONTENTS

EXECUTIVE SUMMARY	6
BACKGROUND	9
1.0 INTRODUCTION	12
1.1 Problem Analysis	13
2.0 PROBLEM ANALYSIS	14
3.0 POLICY INTERVENTION.....	15
3.1 National Conservation Strategy (NCS).....	16
3.2 Decentralisation Policy	16
3.3 Interim Environmental Impact Assessment Policy (EIA).....	17
3.4 National Population Policy	17
3.5 Land Reform and Redistribution Policy	18
3.6 Poverty Alleviation Action Plan	18
3.7 National Rural Water Supply and Sanitation.....	19
3.8 Energy Management Policy	19
3.9 Forestry Policy	20
3.10 Water Resources Management Strategy	20
3.11 National Policy on Drought Management	20
3.12 CONSTRAINTS	21
4.0 THE NATIONAL ACTION PROGRAMME (NAP) CATALYTIC PHASE	22
4.1 Process Strengths and Weaknesses	23
5.0 THE NAP IMPLEMENTATION PHASE	24
5.1 Programme Focus	24
5.2 NAP Sub-sector Programmes	27
5.2.1 Land Resources Management Sub-sector	27
5.2.2 Weaknesses and Gaps	28
5.2.3 Areas for NAP Intervention	29
5.3 Energy Resources Management Sub-sector.....	30
5.3.1 Weaknesses and Gaps	31
5.3.2 Possible Areas for NAP Intervention.....	31
5.4 Water Resources Management Sub-sector	32
5.4.1 Weaknesses and Gaps	33
5.4.2 Possible Areas for NAP Intervention.....	34
6.0 CROSS-CUTTING ISSUES.....	35
6.1 Poverty Alleviation and Provision of Alternative Livelihoods.....	35
6.1.1 Possible areas for NAP Intervention.....	35
6.1.2 Energy, Land, Water and Poverty Eradication	35
6.2 Education, Public Awareness and Capacity Building.....	36
6.3 Levels of Implementation	36
6.3.1 National/Provincial Level	36
6.3.2 District/Local Level	37
6.4 Example of Local Level NAP Implementation (Give A Dam Approach and Experience)...	37

7.0 DEVELOPMENT OBJECTIVES	39
8.0 IMPLEMENTATION STRATEGY	39
8.1 Policies	40
8.2 Legal Framework	40
8.4 Planning System.....	41
8.5 Activities at Community Level	41
8.6 Strategies.....	43
9.0 PROGRAMME MANAGEMENT	44
9.1 Reporting.....	44
9.2 Monitoring and Evaluation	44
Annex 1: Stakeholders for the Land Sector	45
Annex 2: Stakeholders for the Energy Sector.....	46
Annex 3: Stakeholders for the Water Sector	47
Annex 4: PROPOSED INSTITUTIONAL ARRANGEMENTS FOR NAP PROGRAMME IMPLEMENTATION	48

ABBREVIATIONS

<i>CCD</i>	<i>Convention to Combat Desertification</i>
<i>NAP</i>	<i>National Action Programme</i>
<i>DEAP</i>	<i>District Environment Action Plan</i>
<i>PDC</i>	<i>Provincial Development Committee</i>
<i>DDC</i>	<i>District Development Committee</i>
<i>RDC</i>	<i>Rural District Council</i>
<i>DST</i>	<i>District Strategy Team</i>
<i>UNDP</i>	<i>United Nations Development Programme</i>
<i>PACD</i>	<i>United Nations Conference on Desertification</i>
<i>UNCED</i>	<i>United Nations Conference on Environment and Development</i>
<i>INCD</i>	<i>Intergovernmental Negotiating Committee on the Desertification Convention</i>
<i>NCS</i>	<i>National Conservation Strategy</i>
<i>NRB</i>	<i>Natural Resources Board</i>
<i>MMET</i>	<i>Ministry of Mines, Environment and Tourism</i>
<i>DNR</i>	<i>Department of Natural Resources</i>
	<i>Non-Government Organization</i>
<i>CBO</i>	<i>Community Based Organization</i>
<i>CAMPFIRE</i>	<i>Communal Area Management for Indigenous Resources</i>
<i>PAAP</i>	<i>Poverty Alleviation Action Plan</i>
<i>GAD</i>	<i>Give A Dam</i>
<i>NRyVSSP</i>	<i>National Rural Water Supply and Sanitation Programme</i>
<i>EIA</i>	<i>Environmental Impact Assessment</i>
<i>NDF</i>	<i>National Desertification Fund</i>
	<i>Global Environment Facility</i>
<i>UNSO</i>	<i>United Nations Special Office to Combat Desertification and Drought</i>
<i>WADCD</i>	<i>Ward Development Committee</i>
<i>VIDCO</i>	<i>Village Development Committee</i>
	<i>Global Mechanism</i>

Acknowledgements

The National Taskforce on Desertification would like to express their sincere gratitude and highest appreciation to all people who assisted them in carrying out the task of formulating the National Action Programme (NAP) for Zimbabwe. First, we would like to extend our thanks and appreciation to the Ministry of Mines, Environment and Tourism (the Focal Point for the NAP Process) without whose support and guidance the exercise would not have been a success. We would also like to register our appreciation to all the participants to the National Forum. Their valuable contributions and constructive criticism helped in determining the issues and programmes to be addressed by Zimbabwe's NAP Process.

Special thanks and appreciation go to UNDP/UNSO who not only sponsored the NAP Process but also provided valuable technical advice and guidance to the National Taskforce. Their commitment and enthusiasm contributed greatly to the production of this document. Last but not least our gratitude goes to the various organisations that are represented on the National Taskforce whose invaluable support enable the Taskforce to complete the NAP formulation process.

EXECUTIVE SUMMARY

Elaborating a National Action Programme for Zimbabwe

The international community recognised that desertification was a major economic, social and environmental problem to many countries in all regions, some twenty years ago. Desertification has profound impacts, manifested in the general decline in soil structure and fertility, leading to a reduction in the affected land's biological potential to sustain life; and hence to widespread poverty. The effect of climatic variations in particular drought is often to accelerate such deterioration.

In Zimbabwe desertification means land degradation. A high proportion of Zimbabwe's productive land, particularly that in communal areas and in agro-ecological regions IV and V is subject to various degrees of land degradation that manifest itself in the form of a reduction of the economic and biological potential of the land and the spread of desert like conditions. Whereas over-cultivation, overgrazing and deforestation have previously been identified as the major causes of land degradation in Zimbabwe, they are in fact the result of much deeper underlying forces of a socio-economic nature such as general poverty and over-dependence on land resources for livelihood.

The International Convention to Combat Desertification

During the preparatory process for the 1992 Rio Earth Summit, African countries and other affected by desertification and drought called for an International Convention to Combat Desertification (CCD). At its 47th Session in 1992, the United Nations General Assembly resolved to establish the Intergovernmental Negotiating Committee on the Desertification Convention (INCD). The Convention was completed, adopted and opened for signature in 1994 and entered into force in 1996.

It applies an innovative, multi-sectoral and participatory approach to combatting land degradation and mitigating the effects of drought, focusing on the involvement of affected populations. It calls for international cooperation in support of concrete proposals for action programmes to be undertaken at national, sub-regional and regional levels.

The NAP Process and Problem Analysis

Zimbabwe's National Action Programme (NAP) is being developed in line with the United Nations Convention to Combat Desertification (CCD). The CCD calls on affected developing country parties to develop national action programmes as one of their obligations.

Zimbabwe's NAP process outlines programmes and strategies which the country intends to put in place to mitigate the effects of drought and control land degradation.

The NAP process focuses on land degradation and drought problems as they relate to Zimbabwe. The country has witnessed a series of drastic changes in land use, technology, demographic farming capacities, economic demands on the resource base, allocation of land and changes in political inclination. All these have had an impact on the quality and quantity of the resource base resulting in environmental and land degradation.

The single biggest problem which is being addressed by the NAP process is that of land degradation. This is mainly as a result of climatic and human activities. The human factors of land degradation in Zimbabwe include: excessive concentrations of human and livestock populations in ecological marginal areas, poor agricultural practices, gold panning, poverty and deforestation which is a result of over-dependence on trees for livelihood by rural communities.

The NAP process takes into consideration earlier government policy initiatives aimed at addressing environmental and development issues. Such initiatives include; the First Five Year Development Plan, National Conservation Strategy, District Environment Action Plan, Poverty Alleviation Action Plan, Rural Water and Sanitation Programme, Rural Afforestation and Reafforestation, Education and Public Awareness and Land and River Catchment Rehabilitation and Protection.

Priority Programme Areas

As determined by the National Forum, the National Action Programme focuses on eight priority programme areas which are:

- Energy issues
- Land use planning and soil conservation
- Water resources management
- Education, public awareness and capacity building
- Provision of alternative livelihoods and poverty alleviation
- Land tenure system
- Policy, legal and institutional arrangements strengthening
- Research support

Funding Arrangements and Mechanisms

To enable implementation of the NAP process clearly defined funding arrangements and mechanisms need to be put in place. The National Taskforce on Desertification with the concurrence of the National Forum proposes the establishment of a National Desertification/Environmental Management Fund to which both domestic and external financial resources will be channelled to create a pool fund to support community efforts on drought mitigation and land degradation control.

Domestic sources of funding include: government public sector investment programme, private sector, NGOs and community contributions. External sources will mainly be through bilateral and multilateral agreements and contributions from international non governmental organisations.

Institutional Arrangements

The Ministry of Mines, Environment and Tourism co-ordinates the implementation of the national Action Programme to ensure that all parties participate. A National Taskforce on Desertification with membership drawn from government agencies, NGOs, Association of Rural District Councils, donors, and the private sector plays a key role in the implementation of the NAP process.

At provincial level the Provincial Development Committee (PDC) through their land and environmental sub-committees will be responsible for directing the implementation of the NAP. The District Development Committees (DDC) through their land and environment sub-committees spearhead the NAP implementation being assisted by the District Strategy Teams (DST) established under the District Environment Action Plan (DEAP) programme; membership for both PDC and DDC and their relevant sub-committees will be expanded to accommodate NGOs/CBOs and local communities.

At Ward and village levels communities through their Ward Development Committees and Pillage Development Committees will be responsible for identifying, planning and implementation of projects.

BACKGROUND

Location

Zimbabwe is a landlocked country covering 390 000 Km² in south central Africa. It is located between 15° and 22° south, 24° and 33° east. The Zambezi River and Limpopo River bound it in the north and the south respectively. Zimbabwe shares common borders with Zambia in the north, Mozambique in the east, South Africa in the south and Botswana in the west. The country's altitude ranges from about 300 metres to about 2600 metres above sea level.

Physical Features

The country is dominated by a high plateau (the highveld) which provides for two watersheds with watercourses running north to the Zambezi River and south-south east to the Limpopo and Save rivers. The plateau is about 1200m above sea level. On either side is the Middleveld. This is between 900 and 1200m above sea level. Below 600m is found in the Lowveld.

Climate

Although Zimbabwe is wholly cutting the tropics, its climate is sub-tropical due to its inland position and altitude. There are three distinct seasons which are mainly the hot dry (August to November) hot wet (November to April) and cool dry (May to August). Both rainfall and temperature are influenced by altitude and in this way the highveld and Eastern Highlands have lower temperatures both in winter and summer than both the Middleveld and Lowveld.

Rainfall is highest in the Eastern Highlands and on the plateau which receive about 1000mm per year, while annual rainfall in the Lowveld region is often below 400mm. The rainfall is generally variable and the country does suffer from periodic droughts particularly in the Lowveld and some parts of the Middleveld.

Population

In 1992 Zimbabwe population was 10 412 548 with an annual growth rate of 3.14%. The average population density is 26.6 people per square km(1992 Population Census). Urban areas accounted for 31 % of the population, while 69% reside in the rural areas. This means the majority of the population depends on the land resources for their survival. The same census shows that 66% of the households depend on natural forests for cooking, building, fencing etc.

Geology, Soil and Vegetation

The geology of the country is divided into two predominant groups - the sedimentary rocks of the Karoo system which cover the Zambezi Valley. The Kalahari sands are found in the west and Northwest of the country. The lava and basalt have intruded these. The remainder of the country is mainly granite rock of the basement complex. These have been intruded by dolerites. On the contact between the granites and the Karoo is a transition zone of metasediments. Geologically the country is very stable.

The soils derived therefrom are mainly sandy to sandy loam soils interspersed with heavy loamy soils from the darker mineral rocks. The latter are very fertile and stable while the former is very fragile.

Zimbabwe is characterised by Savanna woodlands interspersed with open grassed drainage lines or dambos. Impeded drainage gives rise to limited areas of open grassland and a few patches of sub-tropical forests occur in the eastern districts.

Water Resources

Zimbabwe has few perennial rivers and has no natural lakes. Storage development is therefore dependent on run-off water accumulated during the rainy season (November to March). There are over 8 000 dams in the country with a storage capacity of about 4 9 00 million cubic metres.

Underground sources are usually the most economical and reliable for small to medium water supplies, particularly in the drier areas of the country. Such water is available at less than 400 metres and has potential yield of 2 000 million cubic metres per annum.

Land Tenure, Property Rights and Land Use Systems

The land holding rights and obligations in Zimbabwe find their expression in the country's four main systems of land tenure.

These are the freehold, state land, communal and leasehold (resettlement) tenure systems. The tenure systems impact and shape the property rights and natural resources access regimes that exist today. With the exception of the resettlement tenure systems, the tenure systems are largely a part of the country's colonial heritage.

The freehold tenure system is prevalent in the commercial farming sector which consists of large scale and small scale commercial farmers and covers about 32% of the country. This sector is characterised by individual ownership of land by virtue of a title deed issued under the Deeds Registry Act. The registered land owner has exclusive property rights and full control and responsibility over the land and everything attached to it except to the extent that ownership and exclusive control over the land and some natural resources may be limited by statutory provision. Such limitation relate to changes in land use, control over public water courses, felling of indigenous timber resources and controls in wildlife. It is often argued that freehold tenure provides land ownership with incentives to conserve and improve the natural resources base.

The communal land tenure system is governed by Communal Lands Act and is applicable to 42% of Zimbabwe's land area where approximately 66% of the country's population resides. Furthermore, 74% of the communal sector is located in natural regions III to V while the bulk of large scale commercial sector is in high rainfall areas. According to the Communal Land Act, all communal land is vested in the State President who has powers to permit its occupation and utilisation in accordance with the Act.

Communal area inhabitants thus have usufructory rights over communal land. While Rural District Councils have a dispensation to allocate land to qualified persons on behalf of the State.

Resettlement areas cover about 10% of the country and are a product of the postindependence period targetted at relieving population pressure in communal areas and have no title deeds. It is often argued that the communal land tenure system is a disincentive to long-term investment in land, agriculture and other key natural resources. To address these land tenure related problems, government set up a Land Tenure Commission in 1994 to review the current land tenure systems and make appropriate recommendations (Land Tenure Commission Report, 1995). However some of the key recommendations related to the communal land tenure system have not yet been implemented.

The State also set aside 15% of the country as gazetted/protected forests and national parks. These offer good examples of the in-situ conservation and sustainable use of Zimbabwe's resource base.

Social and Cultural Issues

Zimbabwe's population is diverse. About ninety-eight percent (98%) of the population consists of indigenous Africans while the remainder is mostly made of whites and coloureds. The indigenous inhabitants are mostly of Shona and Ndebele origin. Smaller ethnic groups of Caucasian, Hlengwe, Sena, Shangani, Sotho, Tonga and Venda descent are also present. The country's official languages are English, Shona and Ndebele.

The rural to urban push in search of employment opportunities has led to the migration of the male population to urban centres leaving their families in the rural areas. Such an arrangement guarantees the family social security in the event of loss of a job or retirement. This "dual economy" system gives indigenous people the right to a piece of land in the communal area even if they are gainfully employed elsewhere. It is often argued that such an arrangement leads to serious competition for limited resources as more people may claim pieces of land for cultivation and grazing rights for security and not for productive purposes.

Families are patrilineal amongst the dominant population groups. In the event of a marriage, men pay a bride price to the family of the prospective wife. Furthermore, the traditional land tenure system does not allow women to own land. These factors tend to adversely affect the status of women in society.

Notwithstanding the situation is changing as the crucial role of women in various spheres of economic life including natural resources conservation and sustainable use of Zimbabwe's natural resources. These include:

Traditional rules and regulations that forbid the cutting of fruit trees and other "sacred" tree species for uses such as fuelwood and construction

The use of one side and position of a tree to harvest roots or barks for traditional medicines. This deterred people from exploiting the same tree before it had sufficiently regenerated.

Unfortunately some of these conservation sensitive traditional beliefs and customs are breaking down.

1.0 INTRODUCTION

The international community recognised that desertification was a major economic, social and environmental problem to many countries in all regions some twenty years ago. This led to the convening of the United Nations Conference on Desertification (PACD) in 1977 to chart strategies for desertification control. Unfortunately despite this and other initiatives the problem of desertification in arid, semi-arid and dry sub-humid areas has intensified over the years. As a result the question of how to effectively tackle the problem has remained of primary concern for the 1992 United Nations Conference on Environment and Development (IJCED).

The Conference on a general level recognised that environmental concerns are inextricably linked to development and that the survival of present and future generations will depend on the promotion of sustainable development. In respect to desertification, UNCED supported new, integrated approaches that emphasise action to promote sustainable development at community level. From this awareness the conference called on the United Nations General Assembly to establish an Intergovernmental Negotiating Committee (INCED) to prepare a Convention to Combat Desertification (CCD) in those countries experiencing serious drought and/or desertification particularly in Africa.

The United Nations Convention to Combat Desertification (CCD) adopted in June 1994 and opened for signature in Paris in October 1994 represents a major step in the response of the international community to the twin scourges of drought and desertification. Zimbabwe signed the Convention in October 1994 and ratified it in September 1997. The Convention came into force on 26 December 1996 after having been ratified by fifty-seven (57) countries. To date one hundred and eight (108) countries have ratified the Convention and the number continues to grow. The Convention has its focus on affected developing countries particularly those in Africa, who view the Convention as a poverty alleviation strategy and a tool for promoting sustainable development.

Following on the Rio Earth Summit and building upon the provisions of Chapter 12 of Agenda 21, the CCD has many innovative features which codify the most important lessons learnt from efforts on combatting desertification over the past two decades. Among these is the recognition of the importance of **putting** people first" in efforts to reverse land degradation in areas affected by desertification and drought.

Consequently, the CCD places a lot of emphasis on participatory approaches and bottom-up, iterative planning processes. In this regard it obliges governments and other parties to ensure that decisions on the design and implementation of antidesertification and drought mitigation measures are taken with the full and effective participation of local populations. In addition, the CCD recognises the central role of good planning for achieving its objectives and encourages the development and implementation of National Action Programmes (NAP) by affected country parties so as to design strategies and identify projects to be implemented in order to meet the goals of the Convention.

The NAP is intended to be much more than a one-off planning document. It is meant to provide a flexible framework, which evolves over time, according to changing needs. In addition the NAP should:

- Promote partnership building among government, local authorities, donor community non-governmental organisations, the private sector, local communities as well as facilitates access by local populations to appropriate information, knowledge and technology.

- Incorporate long-term strategies to combat desertification and mitigate the effects of drought, which should be integrated in the national policies on environmental management and sustainable development.
- Ensure preventive measures are taken for lands that are not yet degraded or those that are partially degraded.
- Enhance national climatological, meteorological and hydrological capabilities and the means for drought early warning.
- Allow for modifications to be made in response to changing circumstances especially at local level in order to cope with different socio-economic, biological and geo-physical conditions.
- Ensure provisions of alternative livelihoods so as to provide incomes in drought-prone areas.
- Establish or strengthen food security systems including storage and marketing facilities, particularly in rural areas.
- Develop sustainable irrigation programmes for both crops and livestock production.

The NAP process should also strengthen programmes focusing on poverty alleviation, food security, sustainable management of natural resources, sustainable agricultural practices, education and public awareness, etc.

With such varied essential components in the NAP, it is vital that all sectors of society be involved in the formulation of the NAP process so as to identify appropriate key programme areas and agree on a responsibility chart.

1.1 Problem Analysis

Zimbabwe has witnessed a series of drastic changes in land use, technology, demographic, farming capabilities, economic demands on the resource base, allocation of land and changes in political inclination. All of these have had an impact on the quality and quantity of the resource base resulting in environmental and land degradation.

2.0 PROBLEM ANALYSIS

Zimbabwe has witnessed a series of drastic changes in land use, technology, demographic, farming capabilities, economic demands on the resource base, allocation of land and changes in political inclination. All of these have had an impact on the quality and quantity of the resource base resulting in environmental and land degradation.

Zimbabwe is experiencing a number of environmental problems, which are mainly a result of human activities. These problems are being worsened by the current spates of droughts. The single biggest problem is that of land degradation, which is emanating from excessive concentrations of human and livestock populations in ecologically marginal, dry and fragile soils mainly in communal, small scale commercial and resettlement areas.

The related three-tier land tenure system, which designated land into communal, commercial and small scale farming areas, has had a great influence on the genesis of most of Zimbabwe's environment and development problems. Since Zimbabwe's economy is agro-based, a greater proportion of the country's environmental problems are related to agricultural practices and other land use systems. It is also true to reiterate that land degradation problems in Zimbabwe are best understood within the dictates of disparities of income and access to or ownership of resources.

Gold panning which is driven by poverty in rural areas has been worsened by the 1991/92 drought as people sought alternative means of livelihood.

Energy issues are also at the centre of land degradation in Zimbabwe's rural sector. The over-dependence of rural communities on fuelwood to meet their energy requirements has contributed to massive deforestation, which in turn leads to soil erosion and land degradation and water shortages through the siltation of rivers and dams. Deforestation in many parts of the country is also a result of clearance of vegetation for agriculture and settlement purposes, use of trees for construction and fencing purposes, overgrazing and burning. Currently Zimbabwe loses some 70 – 100 000 hectares of forests per year. This has contributed to soil erosion, biodiversity loss and to desertification. As stated above, soil erosion has in turn led to siltation of rivers and other water bodies resulting in negative effects on economy and living standards of local communities.

The poverty–environment relationship is a contributor to land degradation. This issue has not been treated with the seriousness it deserves in the past. The poor are both the victims and willing agents of environmental damage. A large and growing rural population struggling to survive in a limited land resource base has resulted in the over-utilization of the available natural resources. Because of lack of alternative livelihoods over-utilization of resources leads to further poverty and land degradation.

Land degradation in the rural sector has contributed to rural-urban migration creating environmental problems related to the urban poor. The urban slums, absence of waste disposal and sanitation and other essential services are just not a health risk to the poor, but also a cause of ecological damage as human and other wastes generated destroy vegetation and pollute both surface and underground water.

The growth of the urban sector in Zimbabwe has contributed to environmental problems, which need urgent attention. These range from land, water and air pollution. In addition urban areas are experiencing increased solid and liquid waste disposal and management problems which require immediate solutions.

Water availability and management has become one of the critical environmental issues in the country. The problem is a result of the siltation problem and the degradation of wetlands and springs due to negative human and livestock impact. The problem is further worsened by the frequency of drought, which have led to untold suffering to the Zimbabwean communities. Problems of water deficiency have had ripple effects on agriculture and other economic sectors.

Zimbabwe is a country prone to droughts and these droughts have also contributed to land degradation and in worst cases to food and water shortages. Rainfall records patterns indicate that from 1901 to 1995 Zimbabwe has experienced intermittent drought periods with some rainy seasons having registered seasonal rainfall well below the national annual average of 665mm. For example the 1915-16, 1921-22, 1946-47 and 1991-92 recorded 394mm, 385mm, 365mm and 335mm respectively.

In addition to the problems identified above, institutional and legislative arrangements for environmental management have been identified as hindering effective environmental policy delivery. There are many institutions, at least eighteen (18) ministries in the country, which have some responsibility over environmental management. Environmental legislation is fragmented and scattered among this different jurisdiction and at times this creates policy conflicts.

3.0 POLICY INTERVENTION

A variety of environmental issues are of concern to people living in the rural and urban sectors of Zimbabwe. Environmental problems are related directly to land use and land use practices. A survey conducted by the Ministry of Mines Environment and Tourism in 1993 identified the following major issues among others deforestation, land degradation, water deficiencies, loss of bio-diversity, poverty, land tenure, environmental impact of small scale mining activities, water and air pollution.

The Zimbabwean government has responded to these environmental problems through a number of statutory instruments, policies, strategies and programmes. Many of these initiatives address long-recognized environmental and natural resources management needs of the various stakeholder groups. Other government policy initiatives derive from:

- ◆ The National Conservation Strategy of 1987.
- ◆ Being part to international conventions such as Desertification, Climate Change, Bio-diversity, Depletion of the Ozone Layer etc.
- ◆ Being participant to the 1992 United Nations Conference on Environment and Development; and commitment to the resultant Agenda 21 programme for sustainable development.

Outlined below are some of the specific policy initiatives and strategies that the government has put in place to address environmental problems. It should be noted that these have been developed and are being implemented as part of the National Development Strategy.

3.1 National Conservation Strategy (NCS)

The National Conservation Strategy of 1987 was one such policy initiative by post-independence Zimbabwe. It was the first attempt by Zimbabwe to have a holistic approach to issues related to development and natural resources protection and management. It attempted to draw linkages on land, water, energy and population issues in designing programmes for land degradation control. The strategy noted that population is the most important and dynamic factor in the implementation of a resource conservation strategy.

The NCS objective was to promote sustainable resource utilisation through the integration of socio-economic and environmental issues in development programmes.

The strategy had, however, the following weaknesses which affected its implementation.

- It lacked an action programme for its implementation.
- It was never adopted and approved by both Cabinet and Parliament.
- No budget for its implementation was ever put in place.
- The strategy was developed using top-down approach.

Due to these limitations, the NCS has never been implemented. It has remained a policy statement with no programme implementation particularly at community level.

Although the NCS failed to achieve its stated objectives, it has lessons for the formulation and implementation of the NAP process. The lessons include:

- The need for the NAP to be adopted and approved at the highest level of government.
- Need for an action oriented implementation strategy.
- A NAP budget is a precondition for the successful implementation of the programme.
- Full participation of the key stakeholders in the formulation of the NAP will ensure programme ownership and success.

3.2 Decentralisation Policy

The Zimbabwe Decentralisation policy is aimed at devolution of authority from national government to local authorities. Its focus is to empower Rural District Councils (RDC) to take charge of resources and development issues in their respective areas.

The government has initiated the Capacity Building Programme as a strategy to enable the RDCs to take charge of the responsibilities being decentralised to them. The Capacity Building Programme focuses on three main areas namely:

- Institutional framework strengthening
- Human resources development
- Financial management

The processes of decentralization and capacity building are in progress. This policy has a positive effect on the NAP Process in that it addresses the issue of capacity building for both local authorities and their communities. Once capacitated these institutions will among other things be able to make a meaningful participation in the NAP Process.

The decentralization process has the following merits:

- It gives local authorities and their communities a mandate to plan and develop resources in their respective areas.
- It promotes participation of stakeholder groups at the different levels in the country's development process.
- It has a capacity building component for local authorities personnel and local communities
- It promotes coordination of activities of development practitioners at the rural district council level.

The successful implementation of the decentralization policy hinges on the rural district councils who are mandated to take charge of the process through effective coordination to ensure the full participation of all stakeholder groups in the development process. This policy promotes the CCD objectives in that it focuses on capacity building, stakeholder participation, coordination and partnership building which are some of the main principles of the CCD.

3.3 Interim Environmental Impact Assessment Policy (EIA)

This policy was initiated in 1992 and was to be implemented for a two-year period before it could be reviewed and finalised.

The policy objective was to ensure that developers and project proponents undertake an environmental impact assessment in order to document possible negative impacts on the environment and to design a mitigatory programme for the identified impacts. The policy also aims at making the conducting of EIA mandatory in Zimbabwe and this issue is being addressed in the proposed Environmental Management Act.

The two-year trial period for the policy was completed in 1994 and the reviewing of the process has been completed. The full implementation of the policy is now awaiting legislative support which will be in place with the adoption of the new Environmental Management Act.

The successful implementation of the EIA policy has positive effects on the NAP process in that it encourages the integration of environmental as well as socio-economic issues in development programmes.

3.4 National Population Policy

The policy was formulated using a participatory approach. The consultative process was done over a two-year period (1995-96) mainly in the form of national and provincial workshops.

One of the objectives of the population policy is to balance the rates of population growth and economic growth as well as ensuring that the available natural resources are sustainably utilised to meet the needs of people.

The strategy which is being used to ensure that the goals of the policy are realized is the integration of population issues in the formulation of policies in the other sectors such as agriculture, environment, health, etc.

The policy was adopted and launched in 1997 and currently the modalities of its effective implementation are being formulated.

The environmental Ministry and other groups made contribution in the formulation of the Zimbabwe population policy. Its launching has a positive impact towards the successful implementation of the NAP process since it lays a foundation for addressing the relationship between desertification, drought and human activities.

3.5 Land Reform and Redistribution Policy

Land degradation problems in Zimbabwe are best understood within the context of disparities of income and access to or ownership of resources. The three-tier land tenure system which designate land into communal and commercial farming areas has had a great influence on the genesis of environmental and development problems. The majority of people occupy the marginal lands (the communal areas) while a few commercial farmers occupy fertile land located in high rainfall areas.

To address the land ownership imbalances the Zimbabwe Government formulated and adopted a Land Reform and Land Redistribution Policy soon after independence in 1980.

The objective of the policy is to correct the land ownership imbalance between the black majority and the white minority which is a result of discriminatory policies adopted by the colonial governments.

The strategy used include the purchase of land from the commercial farming sector and then settle people from the crowded communal areas.

Since the early 1980s hundreds of families have been resettled on former commercial farms as part of a land redistribution exercise. Lack of financial resources to purchase land has hindered progress in the implementation of the policy.

This policy meets one of the NAP process objectives of promoting land degradation control. The policy reduces pressure on the crowded and degraded communal areas through the provision of alternative land to meet farmers' needs. It should be noted that the policy only provides a short-term solution to land shortage and environmental problems and that there is need to find long-term solutions.

3.6 Poverty Alleviation Action Plan

This policy was initiated by the Government of Zimbabwe in 1993. The objective of the policy is to define poverty parameters and put in place strategies for poverty reduction.

The strategies used include:

- ◆ The conducting of a poverty survey
- ◆ Identification of areas of acute poverty
- ◆ Formulation and adoption of a community action programme to address poverty issues in the most needy areas.

The Zimbabwe Poverty Alleviation Action Plan has been formulated. To date twenty-six (26) of the country's poorest districts have been identified and plans are underway to address poverty issues in these districts through the implementation of community action programmes.

This policy partners well with the NAP process since it addresses issues of poverty which are at the heart of the process. The NAP process has identified poverty as both a cause and a result of environmental degradation. Experiences from this policy are positively benefiting the NAP, creating an environment conducive for partnership building between the two programmes.

3.7 National Rural Water Supply and Sanitation

This policy initiative seeks to address two important issues namely:

- ◆ Provision of clean water among rural communities
- ◆ Provision of adequate sanitation facilities at community level

The initiative is both a drought mitigation strategy as well as a strategy for reducing environmental pollution and for improving the health of people living in rural areas.

The following strategies are used to implement the policy:

- ◆ Borehole drilling and the construction of protected wells
- ◆ Construction of Blair toilets for each family unit

The RDCs have a responsibility of coordinating the programme in their respective areas. Communities are providing labour and building materials as their contributions to the programme.

The programme has been successfully implemented in a number of districts and is ongoing in others. Lack of financial resources makes it difficult to cover all the needy areas.

Experiences from this policy initiative are relevant to the NAP process particularly in developing drought mitigation strategies in dry areas. Where water provision has been made the NAP is finding modalities of utilising the water for income generation projects.

3.8 Energy Management Policy

The development of this policy is of interest to the NAP process since energy has been identified as one of the key programme areas for the process. This policy is currently under formulation. The policy seeks to promote the sustainable utilisation of renewable energy in Zimbabwe, particularly for people in the rural sector.

3.9 Forestry Policy

The forestry policy seeks to promote the sustainable utilization of the forest resources and where necessary to replace the depleted forestry resources through woodlot establishment.

The policy is being implemented through a programme of rural afforestation and reforestation. The programme did, in the beginning, lay emphasis on tree planting but lessons learnt indicate that there is need to consider some broader approaches that encompass the management of standing woody bio-mass.

This policy is relevant to the aspiration of the NAP process in that it addresses issues of prevention of deforestation which is one of the major causes of desertification.

3.10 Water Resources Management Strategy

This is currently under review and reformulation and seeks to fully develop the country's water resources and to ensure the equitable distribution of water to the different users. There is need to draw linkages between this policy and the NAP process.

3.11 National Policy on Drought Management

The National Policy on Drought Management was adopted and launched in 1998. The main objective of the policy is to build capacity of individuals and communities at the household level to enable them to undertake activities that efficiently and effectively utilize household resources. The policy is also aimed at putting in place strategies for drought preparedness and mitigation at national, provincial, district, and community levels. The policy has been developed as an integral part of the national development process.

The policy focuses on the following main strategic issues; promotion of sustainable management of natural resources, rural industrialization, provision of water and irrigation development, food security and nutrition.

The policy addresses issues related to drought mitigation which are central to the NAP and the CCD. The policy linkages with the NAP need to be identified in particular areas of possible joint implementation as the two enter their implementation phases.

In addition, the government of Zimbabwe has been able to undertake the following initiatives:

- A programme of land rehabilitation through the Natural Resources Board (NRB) and the Department of Natural Resources (DNR). Under this programme a number of land reclamation projects have been carried out particularly on gully reclamation. This programme has so far been broadened to include the implementation of integrated natural resource management.
- Perhaps of even greater significance have been the numerous conservation awareness campaigns which have been mounted by the Department of Natural Resources over the years. These have been carried out through workshops, field days, demonstrations, competitions, radio and television and have been primarily aimed at educating the nation on good conservation measures and general environmental awareness. This campaign

has yielded some fairly good results but will require support in the near future if the hopes raised are to be supported.

- Other programmes that have been carried out by the government of Zimbabwe include rural electrification, biogas plants and the land use planning all meant to improve the quality of the environment in the communal areas.
- Wetland protection and rehabilitation programme. Under this programme a number of springs and wetlands have been protected as a water conservation measure.
- A programme on group garden establishment. This programme is aimed at riverbank protection and control of deforestation through provision of materials to replace tree branch fences.
- A programme on agricultural extension through AGRITEX. This programme focuses on teaching farmers good land husbandry.

3.12 CONSTRAINTS

The absence of a clear national environmental policy has been a limiting factor in the successful implementation of programmes outlined above. Where attempts have been made to formulate policies such as the Drought and Population policies the major shortcoming has been sectoral and uncoordinated approaches adopted. Lack of consultation of stakeholders at the different levels have made these programmes and policies irrelevant in so far as they were to address local needs.

The NAP programme is better placed to address some of these constraints since it has adopted a participatory bottom-up approach as well as facilitating coordination and partnership building among the different stakeholders.

By signing and ratifying the Desertification Convention, Zimbabwe has embraced one of its principles which advocates the formulation or adjustment of national development and environmental management policies that ensure sustainable development based on proper management of the country's drylands and the environment in general in order to meet the needs of present and future generations. This demands positive and realistic planning that balances human needs against the potential the environment has for meeting them. In doing so we should never lose sight of the fact that the goals of Zimbabwe's NAP programme and development policies are the same – both seek to promote sustainable development and improvement in the quality of life for all Zimbabweans. This new thrust being advocated for by the NAP process needs a clearer appreciation of the interdependent linkages among development processes, environmental factors as well as human and natural resources.

Since development remains a national priority, it is recognised that the actions designed to increase the productivity of society and to meet essential needs must be reconciled with environmental issues that had hitherto been neglected or not given sufficient attention. In enunciating national development and environmental policies that take into consideration the requirements of desertification and drought issues, it is necessary to take cognisance of the various institutional settings and professional groups, as well as the complex historical, social, cultural and legal considerations which have been and continue to be involved in

their identification and implementation of measures designed to solve national development and environmental problems.

For the NAP to meet its stated goals it is desirable that steps be taken by government and other stakeholders to initiate national policies on environment, land management, agriculture, population, energy, water and science and technology. Such policies should aim to provide a national practical, coherent and comprehensive approach to the pursuit of economic and social development in a way that minimises contradictions and duplications, while enhancing cooperation, partnership and effectiveness at all levels.

4.0 THE NATIONAL ACTION PROGRAMME (NAP) CATALYTIC PHASE

The NAP programme was initiated by the Government of Zimbabwe, with technical and financial support from UNDP with funds provided by the Government of Denmark. The programme was initiated partly as an extension of the National Conservation Strategy (NCS) and partly to enable Zimbabwe to meet its international obligation under the United Nations Convention to Combat Desertification (CCD). Although the NCS was inaugurated in 1987, as noted above it could not be implemented due to among other factors, lack of an action programme. The NAP programme and the DEAP programme have made their intervention partly to address this problem. The NAP programme's formulation and implementation is also consistent with Agenda 21.

The programme's catalytic phase was aimed at conducting the following activities.

- **Awareness raising and Information Provision**
This involves production of an inventory of stakeholders, preparation of information/awareness raising materials and targeted awareness raising seminars and workshops.
- **Capacity Building**
This focused capacity building and strengthening of the NGOs and CBOs for more effective participation and contribution to the NAP process.
- Preparation and holding of the first and second national forums on the NAP process.
- Institutional strengthening of the CCD focal point unit and training government extension workers for more effective support to the NAP process.
- **Community Project Implementation**
The following outputs were expected from NAP Catalytic Phase.

Output 1: Key players and stakeholders identified

The stakeholder identification process resulted in major players in the NAP process being identified. The stakeholders identified were in the following broad categories; government agencies, local authorities, non-governmental organisations, private sector, community-based organisations, communities and donors.

Output 2: Key Players and Stakeholders Sensitised

This process sensitised and informed the key stakeholders on the provisions of the Convention, defined their responsibilities and enabled them to play their respective roles to make the process a success.

Output 3: Preparation and Holding of the first two National Forums

The two national forums held resulted in national consensus on key programme areas to be addressed by the process. They also resulted in partnership arrangements and procedures for preparation and implementation of the NAP being agreed upon.

Output 4: An effective capacity built within the relevant implementing agency developed to service the work of the national taskforce for the NAP.

Output 5: Most affected local community based organisations (CBOs) and non-governmental organisations (NGOs) participating fully and effectively in the preparation and implementation of the NAP process.

Output 6: A National Action Programme (NAP) document and a document outlining the modalities of a National Desertification Fund (NDF) produced.

The NAP document outlines key programme areas for the process and outlines strategies to be implemented to meet the stated goals of CCD and the process; while the NDF document identifies possible funding sources for the process both domestic and external sources.

4.1 Process Strengths and Weaknesses

The NAP Catalytic Phase was subjected to an evaluation by an independent consultant. The review was positive on the impact of the catalytic phase of the programme. A variety of stakeholders confirmed that the programme is important and fills a gap in the planning process in Zimbabwe, particularly on issues related to land degradation control and drought mitigation in the drier parts of the country. The programme was hailed as an example of how rural development planning should be carried out.

Other programme outputs include financing of small community projects in rural areas focusing on environmental protection and poverty alleviation. What is certain from the evaluation is that these projects have raised enthusiasm within communities to work together for a common cause.

The NAP process strengths basing of the catalytic phase experience include:

- Promotion of multi-sectoral approach through the establishment of multi-sectoral teams such as the National Taskforce on Desertification.
- Use of consultation processes to enable consensus on issues to be addressed by the process.
- Integration of the NAP process into ongoing similar programmes. This was done through the gap analysis in order to determine areas for NAP intervention.

- Integration of environment and development issues, programme addresses socio-economic factors of land degradation and treats poverty as both a cause and a result of land degradation.
- Addresses funding problem and issue of programme sustainability.
- Annual national forums ensure regular evaluation by all the stakeholders.

However, the evaluation report noted the following weaknesses:

- The role of Rural District Councils in the process under whom rural communities operate is ill defined.
- While the programme has made a positive impact at community level it has not been able to influence policy makers and lead ministries in the different NAP sub-sectors.
- Transport limitations – programme could have covered much ground if it has transport of its own.

5.0 THE NAP IMPLEMENTATION PHASE

The success of the NAP Catalytic Phase has prompted the decision by the Government of Zimbabwe to move the programme to the implementation phase. The lessons learnt from the catalytic phase have been used to design the programme proposed in this document. The NAP implementation phase will be initially a five-year programme.

5.1 Programme Focus

The NAP implementation phase will focus on the following key programme areas as determined by the first and second national forums on the NAP process with concurrence of the National Taskforce on Desertification and the Zimbabwean Government.

(a) Water Resource Provision

Zimbabwe is currently formulating a water resource management strategy which will provide new and innovative ways of water provision and management. The provision of water and its catchment management especially in the dry areas of the country will form the basic content of this sub-programme.

(b) Energy Provision

Energy is one of the major problems after water facing the rural communities. Strategies and programmes that aim at providing other alternative renewable energies that are compatible with environmental practices will be vigorously pursued under this sub-programme. Amongst these are such alternatives like solar energy, mini-hydro power generating and biogas plants.

(c) Provision of Alternative Livelihoods

Past experience has now clearly shown the direct relationship that exists between poverty and land degradation. Thus the provision of alternative livelihoods in the form of farm activities is essential in the conservation and sustainable utilisation of natural resources especially in the drier areas of the country. Efforts will be made through this sub-programme to seek ways of assisting communities to identify these alternatives.

(d) Education, Public Awareness and Capacity Building

Education and public awareness are instrumental in conscientising various sections of the population in the dangers associated with desertification and possible consequences. Attempts should therefore be made to educate and raise awareness on these issues for both the policy makers, development workers and resource users. The issue of capacity building amongst these various sections cannot be underestimated.

(e) Land Rehabilitation

Land degradation mainly in the form of soil erosion, deforestation and river siltation has now become a major environmental problem especially in drier parts of the country. Land rehabilitation and conservation interventions can have a significant impact on the livelihoods of rural communities. Efforts will be made to undertake activities that can result in the restoration of degraded lands and conservation of any that is currently under threat.

(f) Environmental Information System for the NAP

Whilst there are organisations that are collecting, analysing and processing information on the state of the environment, the reports produced were not meant for strategic management of the environment and natural resources as part of an integrated approach to sustainable development as promoted by the CCD. Zimbabwe has therefore realized the need to establish an Environmental Information System for the NAP process. The objective being the development of a common information base and an operational framework that will allow the NAP process to effectively achieve its responsibilities on combating desertification and mitigating the effects of drought in Zimbabwe. This has been defined as deliverable by the Taskforce and Government.

The selection of these programme areas was undertaken after an intensive consultation process was carried out by the Taskforce to determine current ongoing projects/programmes related to desertification control and possible role of NAP in further enhancing them. These also gave the Taskforce some insights into the possible institutional arrangements necessary to implement specific activities on the identified priority areas. This was necessitated by the fact that neither the Taskforce nor the focal point has the overall institutional mandate and capacity to implement on-ground projects. The need to integrate and adapt to the ongoing programmes needed further articulation. This process is about to be concluded with further consultations still ongoing with various stakeholders.

The land, water and energy NAP sub-programmes developed during the catalytic phase have helped to identify areas for NAP intervention through gap analysis undertaken on current programmes in these areas. The rest of the areas listed above have been defined as cross-cutting issues and will have to be addressed in the context of the land, water and energy NAP sub-programmes.

5.1.1 The Urban Sector and the NAP Programme

The NAP process recognises that the level of urban environmental degradation involves and greatly endangers mankind, who both benefits from nature and also

irrationally preys on his own habitat. Speaking of civilisation, the centre of gravity of human activity is without doubt the city.

Massive urbanisation and configuration of metropolitan spaces, accompanied by a significant industrialisation process result in the synergistic accumulation of social, economic, environmental and infrastructural problems, today possible to be faced and solved in the light of the sustainable concept.

Harmonisation between the environment and economic growth in cities, affecting more and more the integrated action between public and private sectors, has increasingly been using specific indicators which give greater consistency to former appraisals of environmental impacts and are the basis for feasible solutions from the economic and social viewpoint. The resultant changes in practices and concepts are developing in all productive activities and land and soil usage, thus involving vast territories far beyond their own urban boundaries.

Sustained urban development efforts to enhance urban living conditions can be expressed succinctly in government actions in partnership with other economic and development bodies in managing the quantity and quality of natural resources such as land, air and water.

The NAP programme recognises the need to develop a component to deal with urban issues that contribute to environmental degradation in order to put in place strategies that minimise their negative impacts. The NAP desires to promote the development of Agenda 21 for Zimbabwe's urban centres. In the process joint responsibilities of government, local authorities, private sector (business) and non-governmental organisations in addressing urban environmental problems will be clearly defined.

Urban issues will be addressed in the context of the three main NAP sub-sectors of land, water and energy.

Land and Urban Development

The issues to be addressed include:

- Urban land use
- Urban agriculture and its impact on the environment
- Problems associated with river bank and wetland cultivation
- Squatter problems and land degradation
- Building practices and urban erosion

Water Resources and the Urban Sector

Issues to be addressed are:

- Integrated management of urban basins
- Water supply and effectiveness of water source protection
- Urban drainage
- Water uses – the prevalence of the polluter-pay principles
- Sewerage treatment of urban and industrial effluents
- Water quality

Energy Resources and the Urban Sector

Focus in this sub-sector will be on:

- Energy in the urban ecosystem – production, distribution and impacts on the environment
- Domestic and industrial energy use and conservation
- Fuelwood supply in urban centres
- Energy requirements for shanty towns

5.2 NAP Sub-sector Programmes

5.2.1 Land Resources Management Sub-sector

The Department of Lands is the lead agency in the land sector. It is the responsible authority for land allocation. The Department of Agricultural, Technical and Extension Services (Agritex) is responsible for technical support, land use planning and extension services. Agritex has over the years developed programmes that focus not only on increasing land productivity but also on sound land resources management. The major direct beneficiaries of land resources are the Zimbabwean farmers in communal, resettlement and commercial farming areas. Other key stakeholders in the land sector are as outlined in Annex I.

The main issues that have not been satisfactorily addressed in the land sector relate to:

- Land use planning
- Land tenure
- Access to land
- Land allocation and administration
- Land distribution

The current land tenure system, particularly the communal tenure system has been blamed for having a negative impact on land development programme. It slows down the production of land use plans and investments on land.

It should be noted however that the Ministry of Lands and Agriculture has produced a draft National Land Policy Framework which attempts to address problems related to the above mentioned issues. Of particular interest are the changes proposed in the land tenure, institutional arrangements, land redistribution, land use planning and legal framework.

The proposed National Land Policy recommends that all lands in Zimbabwe be classified under two-fold tenurial regime, customary and statutory. All forms of

tenure under received law will fall under the statutory regime while customary forms of tenure will fall under customary regime. They will be governed respectively by received law and customary law as modified by the proposed constitution and statute. The NAP land sub-sector programme will have to be adjusted to accommodate these proposed changes once they are effected and adopted.

5.2.2 Weaknesses and Gaps

The current land use planning is top down and not participatory. To a large extent Agritex does the planning and passes these to communities and other interested parties for implementation, with some projects being irrelevant to community needs. Due to the sectoral approach used the plans produced have a major bias towards agricultural land use at the expense of other uses. This is mainly due to the fact that agricultural production is the main focus of Agritex, the lead agency in the production of land use plans. In general the planning tends to be retrospective, for example in resettlement schemes, people are first settled and Agritex is then called afterwards to plan, resulting in inefficient land use. There is lack of coordination during the planning process with departments of Physical Planning and Rural Development which also play similar roles.

Land tenure – Since Zimbabwe’s communal areas are under communal tenure, individual rights are better defined in terms of residential areas and arable lands. Problems of ownership arise in the use of common resources such as forests, woodlots, water and grazing lands. Some people may want to maximise utilisation of resources such as firewood, sand, fruits etc. at the detriment of others. Commercialisation of resources, for example brick making and wood resources by the more powerful and influential individuals in the community at the expense of other people has contributed to fuelwood deficiency, deforestation and land degradation. Land use planning is not properly coordinated.

Land Management – the management approaches promoted by extension workers contribute to a number of weaknesses in the system. Many of them are Western in outlook and they, for example require high inputs and in the end are:

- not appropriate to local conditions
- not affordable by the communities

There is no detailed look at catchment management programmes and the approaches also ignore traditional and indigenous knowledge.

Land allocation and distribution – Problems encountered here relate to institutional framework for land allocation processes. Land is a political issue in Zimbabwe and as a result the land reform committee tends to be too political such that relevant technical departments like Agritex, DNR, Department of Physical Planning, Forestry Commission, Department of National Parks and Wildlife Management, Local Government, Departments of Energy, Water and Rural Resources are sidelined.

With the passing of the Rural District Councils Act, there was a change in power regarding the allocation of land with traditional leaders being relieved of their

powers. There is now a new proposal to revert to the original set up. But at the moment there is confusion which unnecessarily creates land conflicts.

There is no clear government policy in communal areas due to people's bi-dual status – for example people living in town own or claim land rights in the rural sector.

There is lack of transparency in the implementation of settler selection criteria and policies are not clearly defined. The land resettlement programme has an agricultural bias – it is high time other land use options are looked at.

Land resettlement programme is very short-term in terms of providing long term solutions to Zimbabwe's land problem. Planning is done for one family with no consideration for the eventual growth of his family and its future land needs.

There is no clearly defined policy aimed at preparation of settlers on how they will successfully utilise the land. The majority of the settlers lack skills to enable them to use the land efficiently and productively. There is need to put a capacity building programme targeted at the settlers.

There is no training of communities in financial management, marketing skills and production development.

The programme also lacks financial resources to meet the requirements of the would-be settlers. Credit facilities are required to enable settled farmers to purchase agricultural inputs and equipment. This is worsened by the financial institutions not willing to support settlers due to collateral constraints.

5.2.3 Areas for NAP Intervention

The NAP process can add value in the land sub-sector by:

- facilitating land policy formulation and public debate on issues such as land tenure and other grey areas outlined above.
- Enhance efforts to capacitate communities to manage and utilise common property resources (e.g. adopt CAMPFIRE approach).
- Resource provision for consultative workshops on village, ward and district level planning as it relates to land use.
- Supporting projects which strengthen community-based natural resources management including setting up of local level rule making.
- Countering the negative management approaches mentioned above, supporting projects that promote the use of appropriate indigenous knowledge systems in managing land resources.
- Building land users capacity on dryland management, including providing relevant information, education and training where necessary.

- Supporting projects that promote communal area diversification so that communities are not too dependent on farming but look at areas like eco-tourism, wildlife farming, other income generating activities, etc. in an effort to change the rural economy.
- Promoting research on alternative means of livelihoods, especially in drier areas of the country – regions IV and V.
- Using NDF resources to provide credit to small holder farmers particularly to women’s groups for income generating projects – especially those promoting alternative forms of livelihood in dryland areas.
- Training communities in financial management, marketing skills and product development.
- Facilitating communication among farmers, extension workers and researchers in order to promote the integration of research ideas and extension work where farmers are trained and encouraged to adopt new ideas and technologies, particularly those that are environmentally friendly.
- Facilitating capacity building for both extension workers and farmers to handle problems related to dryland management. Short-term courses, workshops and seminars targeted at the different stakeholders are needed.
- Building partnerships among farmers, researchers, extension workers and other stakeholders through workshops, seminars and information sharing.
- Include integrated catchment management programmes to introduce viable integrated land use programmes, e.g. agro-forestry.

DDF road section is mandated to protect land near the country’s rural roads from accelerated soil erosion through gully reclamation using vertiver-planting technology.

To add value to DDF land reclamation programme NAP needs to facilitate the formulation of a national reclamation programme which will address land degradation in rural areas as well as in areas currently being addressed by DDF road section. Partnerships need to be developed among those institutions interested or have a mandate in land conservation and reclamation. NAP’s intervention should include an education programme aimed at educating communities and other stakeholders to have conceptual understanding of the approach and technology used in the DDF land reclamation programme. NAP needs to introduce socio-economic aspects in the programme so that the programme addresses poverty eradication issues.

NAP should identify alternative sources of livelihoods for people in urban and peri-urban areas.

5.3 Energy Resources Management Sub-sector

The Department of Energy is the lead institution in the energy sector. Over the years the Department of Energy and developmental NGOs have been implementing some projects in rural areas in order to reach as many people as possible. Its focus has been on energy supply as well as providing appropriate technologies that can assist rural communities use energy efficiently and adopt other alternatives to traditional and conventional sources of energy such as solar, biogas, wind, coal, etc. and reduce rural communities over dependence on fuelwood.

The other institutions involved in the energy sector are as outlined in Annex 2.

5.3.1 Weaknesses and Gaps

- The lead institution (Department of Energy) is not decentralised and does not have provincial and district personnel. As a result the department has limitation on provision of expert advice to communities.
- There is limited communication with the end user of their product resulting in a narrow skills base of the communities.
- It has a top-down approach as there is no programme to empower the communities to adopt the new technologies being developed by the department.
- Limited information material for communities and other energy users to empower them to adopt new technologies of Zimbabwe solar programme.
- Department is experiencing financial constraints.
- There is also lack of an appropriate finance mechanism for the target beneficiaries who are rural farmers.

5.3.2 Possible Areas for NAP Intervention

The Department of Energy's programmes address energy issues affecting the whole of Zimbabwe. The NAP's energy sector programme will focus on the drier parts of the country particularly those in agro-ecological regions IV and V. The NAP programme will have a financial community empowerment component to enable them to adopt new technologies being introduced by the Department of Energy. In particular the NAP process through its NDF should enable communities and other stakeholders to implement programmes on renewable energy such as solar, hydro, biogas and wind.

To add value to current energy programme the NAP should facilitate coordination among actors in the energy sector in order to promote partnership building. In addition to the above the NAP interventions should enable the communities and other stakeholders to move toward a more sustainable energy strategy and ultimately a more sustainable development route. Based on the process of learning by doing and maximising the use of indigenous expertise and institutions the NAP can be instrumental in:

- Encouraging the development and dissemination of renewable energy technologies to empower the communities on how to adopt new technologies during implementation phase.
- Facilitating coordination of the activities in the energy sector at national and grassroots levels to ensure a common approach by all actors and widen the skills base of the communities in accelerating development of new technologies (wind, biomass, small-scale electricity generating and other renewable technologies).
- Facilitating the promotion of cooperative procurement process in order to bring new, more efficient energy products with better performance into the market.
- Assisting in the development and implementation of a national energy strategy.
- Facilitating the mobilisation of support for rural communities capacity building so that they can use new approaches and technological opportunities as well as train entrepreneurs and implement new financing/credit systems.
- Encouraging the Government of Zimbabwe through the lead agency to create a regulative climate for sustainable energy development, including investment climate that will encourage the private sector and other partners to invest in the energy sector.
- Contributing to leapfrogging strategy through innovative demonstration projects and through the promotion of rapid development and dissemination of key technologies for sustainable energy development in the rural sector.
- There should be put in place an appropriate and effective funding mechanism for the targeted communities.

Perhaps an essential requirement for a sustainable energy strategy development in which the NAP process could contribute immensely is in facilitating capacity building among organisations working in the energy sector (NGOs, government agencies, academia, private sector, etc.). The reasons for this is that there have to be a change in approach to traditional ways of doing business. Most energy planners have always focused on supply side planning of energy. The challenge now is for these planners to widen their approach. They have to consider energy not so much in terms of increasing total supplies, but of providing energy services for specific needs. There now has to be an inter-disciplinary approach. Incorporating energy issues into sustainable human development projects requires the input of many specialists.

5.4 Water Resources Management Sub-sector

The Department of Water Resources is the lead organisation with the mandate to provide water to the population of Zimbabwe particularly in rural areas. The department has been concerned mainly with the following:

- borehole and well drilling
- dam construction

- supervision of construction of dams by other organisations
- provision of water supply infrastructure at growth points and rural service centres
- provision of village piped water

Essentially the department is concerned with the infrastructural development of water projects. Other organisations which are players in the water sector are described in Annex 3. The interest of these organisations vary from the development of water infrastructure to assisting communities and other stakeholders in the management and use of the water resources as well as encouraging conservation measures and protection of the environment.

5.4.1 Weaknesses and Gaps

The current efforts in promoting sound water resources management has encountered the following limitations:

- The Department of Water Resources only develops water resources (dam construction and borehole drilling) and hands them to Agritex and other partners to determine the best ways of utilising the water. These other institutions may be at that point in time have no resources to offer extension services to water users resulting in the developed water resources lying idle for a long time.
- There is no participatory involvement of the people at community level to contain soil erosion and degradation and to ensure that water programmes address the needs of communities.
- The Department of Water Resources does not at all consider catchment management /protection as this is not in their purview. However it is clear that if there is no proper catchment area management and protection eventually the dams will silt rendering them ineffective to the communities that they have been built for.
- There is lack of inter-ministerial coordination in the development of water resources and water management strategies so as to maximise the use of the resource through multi-project development.
- Traditional leaders and Local Government institutions are represented on the water user boards but are unaware of their responsibilities and hence play no role.
- Lack of resources to utilise developed water resources by local communities.
- No institutional framework for resources management at grassroots level because there is no emphasis on community ownership of the projects.
- There are very limited financial resources that are made available for the maintenance of dams and boreholes that are constructed for community use by the Department of Water and other partners.
- There is no capacity building programme to empower communities to utilise the water resources that are made available to them.

5.4.2 Possible Areas for NAP Intervention

Given the weaknesses and gaps outlined above, there is great opportunity for the NAP process to intervene in the water sector. Interventions can be made in the following areas:

- Facilitating coordination among the departments of Water, Natural Resources and other partners in the water sector to ensure that catchment area management / protection is treated as part of dam construction.
- Assisting in the development of a programme to train communities and other water users on the best ways of using water not only for domestic and livestock consumption but to initiate projects aimed at poverty reduction such as development of small scale irrigation schemes.
- Facilitating development of partnerships among the communities and donors, government agencies, NGOs and the private sector in coming up with development plans that utilise water to meet the needs of local populations.
- Facilitating the development of programmes to empower communities with the necessary resources to enable them start projects using the water resources to create alternative livelihoods, such projects could include: fisheries, cattle fattening, growing of fodder for livestock, small scale irrigation etc.
- Facilitate the defining of roles and responsibilities for traditional leaders and Local Government institutions on the water user boards.
- The NAP process should facilitate the training of communities in financial management, communication and increased awareness for effective use of water.
- The NAP process should ensure that not only the downstream communities benefit from the availability of water but also those upstream. It is those that are upstream that could cause great damage to dam catchment, therefore they must be motivated to see the value of sound catchment management.
- The NAP should facilitate the formulation of a programme to assist in capacity building to strengthen the role of Rural District Councils in water management.
- NAP process must promote integrated approaches to watershed management for the sustainable utilisation of water resources both upstream and downstream. To achieve this the use of a river catchment system as a unit in various strategies for water management need to be adopted.
- The NAP process should promote the use of indigenous knowledge systems regarding the management of water resources.
- The NAP process should promote the undertaking of Environmental Impact Assessments for any project.

6.0 CROSS-CUTTING ISSUES

Besides the three (3) NAP sub-sectors outlined above. The two national forums, the National Taskforce on Desertification with the concurrence of the Government of Zimbabwe also identified the following as NAP sub-sectors:

- Poverty Alleviation and Provision of Alternatives
- Education, Public Awareness and Capacity Building
- NAP Environmental Information System (EIS)

It was however noted that these are cross-cutting issues which should be addressed in the context of the three (3) NAP sub-sectors of land, water and energy.

6.1 Poverty Alleviation and Provision of Alternative Livelihoods

NAP recognises that poverty is a result and cause of environmental degradation. NAP's intervention in this sector is to facilitate development of programmes and projects in the water, land and energy sectors that will help to reduce poverty and improve the livelihoods of the people particularly those in the rural sector.

The lead organisation in poverty alleviation is the Ministry of Labour, Public Service and Social Welfare, specifically through the Social Dimensions Fund (SDF). The SDF under the structural adjustment programme has developed the Poverty Alleviation Action Plan (PAAP) and has targeted those who are considered poor either because:

- They have been retrenched
- People earning less than \$400.00 per month
- Women, youth and the disabled
- Urban poor
- Homeless

To further ensure that all the poor groups are adequately covered the SDF has further developed the Community Action Programme (CAP) to focus on rural communities. Initially CAP has targeted 26 of Zimbabwe's poorest districts.

6.1.1 Possible areas for NAP Intervention

The CAP is currently in 26 districts. NAP needs to focus on those other districts in regions IV and V, which are not benefitting from the CAP in order to add value and cover more areas.

Essentially the CAP does not cover individual or family projects – NAP should focus in this area using soft loans under the proposed National Desertification Fund (NDF).

6.1.2 Energy, Land, Water and Poverty Eradication

For the poor the first priority is the satisfaction of such basic human needs as access to jobs, food, health services, education, housing, clean water and sanitation. Most

of these needs are met through the exploitation of land resources. Energy also plays a role in providing for these needs. When water has been provided other commercial and income generating activities are undertaken. These may include:

- Development of small scale irrigation
- Development of small scale industries
- Dairy production
- Fish farming
- Cattle fattening

All the above have great potential in poverty reduction and provision of alternative livelihoods. The NAP project can intervene by providing resources for the start of these projects. In helping communities develop poverty eradication strategies the NAP process should emphasise entrepreneurship and skills development among the communities. The growth of jobs in the formal sector is encouraged, but also is the expansion of the informal sector means of livelihood such as employment in small holder agriculture and micro-enterprises.

Creating employment as one means of reducing poverty means among other things improvement of basic infrastructure, the transfer and adoption of appropriate environmentally sound technologies and practices and ensuring that credit, extension services and other inputs are within reach of the communities.

6.2 Education, Public Awareness and Capacity Building

In its intervention programme, NAP should recognise the existence of a multiplicity of NGOs, CBOs and government agencies already in the environmental education awareness and capacity building sector. NAP needs to recognise the linkages amongst the current efforts and facilitate a coordinated approach among the institutions involved. One of the problems the NAP will have to address is the integration of project implementation and awareness creation. People learn better by doing and project implementation should be viewed as an education, awareness and capacity building tool.

As a cross-cutting issue education, public awareness and capacity building will have to be developed to meet the needs of each of the sub-sector outlined earlier – it is only this targeted approach that will produce the desired results.

6.3 Levels of Implementation

The implementation of the NAP process will be done at two levels namely:

- National and provincial levels
- District/local/household level

6.3.1 National/Provincial Level

At the national and provincial levels the NAP process will focus on influencing government policies, through the consultative process, so that an enabling environment is created for the successful implementation of the NAP programme. Issues to be addressed at this level include:

- Policies
- Institutional framework
- Legal framework
- Planning system
- Implementation strategy

6.3.2 District/Local Level

The primary beneficiaries of the programme are the disadvantaged poor rural communities especially women and youth groups. These communities will be capacitated to take charge of their environmental management and development programmes, in particular the identification of programmes that protect and improve their environments while taking care of their immediate needs. People located in the drier parts of the country, in regions IV and V will be given special attention by the programme. Besides the communities, the programme will have a capacity building component for extension workers from government agencies, NGOs and Rural District Councils so that they are in a better position to provide technical advice to communities on anti-land degradation and drought mitigation programmes.

At the local level the programme will focus on community project identification and implementation. The projects to be implemented will vary from place to place but will be determined by the community immediate needs as defined by communities themselves. As a general rule the projects to be implemented will focus on curbing land degradation and mitigating the effects of drought, as well as alleviating poverty through the provision of alternative livelihoods among affected communities.

Activities to be undertaken at this level include:

- Community mobilisation to enable communities to identify their immediate needs and conduct their needs assessment
- Problem identification by communities
- Prioritisation of identified problems
- Projects identification
- Assessment of resources required to implement identified projects
- Projects implementation
- Projects monitoring and evaluation
- Capacity building (training of district and community teams)
- Production of information and training material
- Defining training needs for gender sensitisation for different target groups

6.4 Example of Local Level NAP Implementation (Give A Dam Approach and Experience)

The approach used in the Give A Dam (GAD) programme will be applied to implement the NAP programme at community level. The GAD was initiated by Zimbabwean stakeholders as a practical programme aimed at fulfilling the goals of the Urgent Action for Africa under the CCD. The GAD programme uses a multi-sectoral and holistic approach to land resources management. It has clearly defined stakeholders with clearly defined roles and responsibilities for each stakeholder group. The stakeholder groups include:

- Communities – who have a responsibility for project implementation, monitoring and evaluation. Labour is their main contribution to the programme and they are also required to make some financial contributions.
- Rural District Councils – the six (6) rural district councils in the programme have a responsibility of coordinating the programme’s activities in their respective areas. They also contribute dam construction equipment where available as well as providing transport.
- UNDP and other donors – UNDP co-chairs the main GAD Committee together with Local Government. They also coordinate donor funding coming into the programme.

The donor communities make financial contributions to the programme and most of the contributions have been targeted at the construction of particular dams and development of small scale irrigation schemes.

- NGOs – are involved in community mobilisation, community capacity building and also make financial contributions, as well as helping communities to identify possible donors for various project components.
- Government agencies – these play different specific roles for example:
 - Department of Water Resources and Agritex are responsible for dam pegging. In addition Agritex also advises communities on irrigation development, vegetable and crop production.
 - Department of Natural Resources is responsible for community mobilisation and capacity building as well as dam and river catchment rehabilitation.
 - Local Government – coordinates the programme activities at provincial level and co-chairs the main GAD Committee, etc.

GAD thus operates on principles of partnership building, coordination and stakeholder consultation. These are the principles advocated by the CCD and will be adopted by the NAP process.

The stages in GAD programme implementation include:

- Community mobilisation
- Capacity building
- Problem and project identification
- Identification of potential donors
- Resource mobilisation
- Dam construction
- Development of small scale irrigation

Once water resources have been developed an analysis is made of what income generating projects can be undertaken. Most of the projects developed are aimed at income generation and poverty reduction.

Thus the Give A Dam programme aims at providing water in a drought prone area as a drought mitigation measure. This is followed by catchment protection and then a production

component is introduced. So the programme has ecological and socio-economic components. This approach and experience will benefit the NAP process at local level.

Other programmes NAP will develop partnerships in the field include Africa 2000 and Small Grants Programme, District Environment Action Plan (DEAP) Poverty Alleviation Action Plan, Capacity Building of Rural District Councils, Climate Change, Biodiversity, National Rural Water Supply and Sanitation and Communal Area Management for Indigenous Resources (CAMPFIRE).

7.0 DEVELOPMENT OBJECTIVES

Zimbabwe acceded to the Convention on Desertification in 1994 and completed its ratification in 1997 as recognition that land degradation (desertification) and drought are problems that require the country's attention.

In addressing the issues of desertification and drought Zimbabwe has linked the whole problem to the land resources degradation, environment protection and sustainable development.

The development objective of the programme is:

- To promote sustainable utilisation of the country's natural resources particularly those in the agro-ecological regions IV and V of the country by addressing the environmental and socio-economic factors that contribute to desertification.

The intermediate operational objective of the programme is to identify and implement community projects related to the NAP sub-sectors as determined in the catalytic phase as well as facilitating the creation of an enabling policy on environment for its successful implementation

Specifically, the short-term objective of this framework targets the strengthening of a sustainable NAP consultative process that will result in partnership consensus, effective co-ordination, implementation of programmes that address the poverty issue and provide alternatives to affected communities; including mobilisation of adequate resources for programme support.

8.0 IMPLEMENTATION STRATEGY

The National Action Programme (NAP) aims at facilitating the creation of an enabling environment in Zimbabwe that will support the successful implementation of the programme. Issues to be addressed at national level for the creation of this enabling environment include:

- Environmental Management and Development Policies
- Legal frameworks
- Institutional framework
- Planning systems

8.1 Policies

NAP process will devote its attention to facilitating the formulation of new policies where these are not in place and to the strengthening of current policies so that the issues of land degradation (desertification) and drought are adequately addressed. The success of programmes and projects to be implemented at community level hinges on government and other stakeholders support and on there being supportive policies at national level.

Areas of policy formulation/strengthening and implementation to be addressed by the NAP include the following:

- Land policies which should address among others, issues of land tenure system, land resettlement and distribution.
- Environmental management policies – these will have to address the integration of development and environmental issues, as well as outlining strategies that need to be put in place to promote sustainable development aimed at poverty reduction.

The NAP's contribution in this area is facilitating coordination and a consultative process so that the stakeholders play their part to come up with policies that are relevant to the Zimbabwean situation. Current efforts to put in place population policy, drought management policy, water development strategy, environment impact assessment, etc. need to be coordinated to ensure that these policies are supportive of each other.

8.2 Legal Framework

Evaluations conducted on Zimbabwe's legal framework for environmental management revealed that these are in place but they are scattered among the different institutions. These lack coordination and as a result there are duplications and in some cases there are serious contradictions. The NAP will focus on facilitating coordination among the institutions involved and this will be done in the context of current efforts to formulate a comprehensive Environmental Management Act.

8.3 Institutional Framework

The successful implementation of the NAP programme requires that correct institutional arrangements are in place, particularly at the district and ward levels where most of the process's practical work will be implemented.

The Ministry of Mines, Environment and Tourism on behalf of the Government of Zimbabwe will execute the NAP through the Department of Natural Resources which is the programme implementation agency. Since the programme is multi-sectoral a National Taskforce on Desertification with membership drawn from government agencies, NGOs, private sector, University of Zimbabwe, Association of Rural District Councils and donors has been put in place. A NAP Secretariat has also been put in place to service the taskforce. The taskforce plays a key role in the implementation of the NAP process.

Thus at national level, the national steering committee (Taskforce) chaired and coordinated by MMET will have overall policy making responsibilities and will regularly review

programme progress at least two times a year. The Project Implementation Unit (NAP Secretariat) will service the National Taskforce.

At provincial, district and ward levels the NAP process will make use of institutional arrangements that have been created under the DEAP programme. This will be done in the interest of partnership building and linkages with other programmes which are some of the NAP's main principles.

At provincial level, a Provincial Strategy Team (PST) with membership drawn from PDC and other stakeholders will be responsible for facilitating the implementation of the programme in their respective provinces. The PST will report to the Provincial Development Committee (PDC). Where necessary the PST will draw training programmes for district, ward and community strategy teams.

At district level, District Strategy Team (DST) with membership drawn from government and NGOs staff operating in the district will be responsible for facilitating NAP process implementation. The DST will report to the relevant sub-committee of the Rural District Council (RDC).

At ward level, Community Strategy Teams (CST) comprising all stakeholders at ward level and reporting to the Ward Development Committee (WADCO) will be facilitators of the NAP process at the community level including programme implementation (Annex 4).

The NAP process will play a facilitating role to ensure that people at the different levels of the institutional arrangements are adequately capacitated and that an efficient coordination mechanism among the teams is in place.

8.4 Planning System

A review of the Zimbabwe Planning System conducted during the NAP Catalytic Phase revealed that:

- There is no coordination among the institutions with the planning responsibilities.
- The village, ward and district plans are used to formulate provincial plans; but it was noted that there are no relationships between provincial and national plans.
- Provincial plans have no budgets, they depend on budgets allocation to sectoral ministries.

In view of the above the NAP process will focus on facilitating coordination among the institutions with planning responsibilities at different levels. It will also facilitate the drawing of linkages among provincial and national planning systems. The promotion of participatory approach in the production of plans at the different planning levels will be one of the NAP process's contribution to the Zimbabwe planning system.

8.5 Activities at Community Level

In addition to the above the NAP process aims at promoting concrete activities at community level through the development, identification and implementation of projects in the NAP sub-sectors that will contribute to the implementation of Zimbabwe's National

Conservation Strategy (NCS), as well as helping Zimbabwe to meet its obligations under the Desertification Convention.

Issues to be addressed at community level include:

- **Community project identification and implementation** – this output is the core of the programme at this level. Communities will identify and implement projects in the NAP sub-sectors which will be aimed at improving the environment and human well being.

The projects to be implemented will vary from place to place but will be determined by community immediate needs. As a general rule the projects to be implemented will focus on curbing land degradation and mitigating the effects of drought, as well as alleviating poverty through the provision of alternative livelihoods among the affected communities.

- **Capacity building** – capacity building activities will focus on empowering communities to manage their resources to meet their environmental and socio-economic needs. Capacity to be built will be demand driven as it will be determined by the skills communities need to solve their problems or to successfully implement their projects. Capacity training will focus on the key programmes for the process as outlined in the NAP sub-sector programmes. Training will also be tailor made to address the needs of the different community groups such as women, youth, etc.

The component will also address capacity requirement of RDC, extension workers from both government and NGOs and other community workers in developing their skills for effective dryland management.

- **Partnership building** – the multi-sectoral approach being advocated by the NAP process needs development of partnership arrangements among the different stakeholders so that each stakeholder group's strength and potential are fully utilised. Partnership building is essential not only at community level but at all other levels in the implementation of the programme since is a prerequisite to:
 - ensuring fullest cooperation
 - avoiding duplication of efforts
 - harmonising interventions and approaches
 - maximising impacts of the programme.

At community level a well-coordinated approach is desirable so as to reduce confusion among community members through the introduction of different programmes, which in most cases are meant to achieve the same goal – that is to improve community well being.

- **Resource mobilisation** – to ensure sustainability of the NAP programme, especially after external financial support steps will be taken to ensure that the programme has a strong financial base. The NAP Catalytic Phase has produced a document outlining the modalities of establishing a National Desertification Fund (NDF). Efforts will be made at all levels to ensure that the NDF is established and operationalised so that funds are readily available to support community projects which meet the objective of the process.

8.6 Strategies

The National Action Programme (NAP) aims at developing and identifying projects in the NAP sub-sectors that will contribute to the implementation of Zimbabwe's National Conservation Strategy (NCS). The implementation of this programme is also aimed at enabling Zimbabwe to meet its international obligation under the United Nations Convention to Combat Desertification. In this regard the programme also incorporates recommendations of Agenda 21 and other outcomes from the United Nations Conference on Environment and Development to which the country committed itself.

The current District Action Plan (DEAP) process would be used as the main "vehicle" in implementing the programme at community level and source of data. The programme aims to utilise the management structures that have been put in place by DEAP at provincial, district and ward levels. The co-operation that has been developed between NAP and DEAP during the catalytic phase will further be strengthened.

The NAP strategy will emphasise the use of participatory methodology. To ensure project success and sustainability, ownership of the programme will be at district and community levels. The taskforce, MMET together with other stakeholders will further strengthen the linkages and modalities developed during the catalytic phase to ensure that the Rural District Councils and their communities take appropriate responsibility of the project.

All partners shall be taken aboard the bandwagon, right from the beginning through the effective co-ordination of the taskforce. This will strengthen and cement partnership building among the stakeholders for the programme. Emphasis of resource support shall be given to projects aimed at developing alternative means of livelihood and poverty alleviation (income generation projects) – so as to reduce rural communities dependence on land resources.

The NAP process is based on a strategic integrated resource management approach that focus on the principles of integration of all aspects of resource assessment, planning and management. It is action-oriented aiming at bridging the traditional gap between planning and implementation. It also aims at integration of indigenous knowledge and modern scientific knowledge in finding solutions on problems related to issues of environmental management and development in general.

The project implementation itself is part of capacity building for all the stakeholders. In this regard capacity building programmes are designed and tailor made to meet the requirements of projects under implementation. Capacity building is better achieved through practical work in the actual implementation of projects.

The NAP process approach advocated here is adaptive and flexible so that it can be adjusted to meet community priority changes and also recognising that problems are characterised by complexity and uncertainty. Project implementation, monitoring, evaluation and learning from previous experiences are key to the success of NAP programme process and these will form an integral part of the process.

The programme will draw linkages with other programmes in Zimbabwe. The information on ongoing programmes and projects and the institutions involved will be useful for purposes of avoiding duplication of efforts and for allowing the communities, local

authorities and other stakeholders to build on such earlier initiatives during programme implementation. NAP will work through the normal national, provincial, district and local development machinery.

9.0 PROGRAMME MANAGEMENT

The National Steering Committee (National Taskforce) chaired by the Ministry of Mines, Environment and Tourism will formulate programme policy and co-ordinate the activities of the programme. The National Taskforce will be aided by a full-time NAP Secretariat which will be responsible for the day-to-day management of the programme. The NAP Secretariat will be headed by the Programme Officer and Technical Advisor; the other four officers will be drawn from the Department of Natural Resources.

9.1 Reporting

Reporting of programme activities will take place at all levels of implementation for all sub-programmes described above. All project implementation activities will be reported upon by local communities (project beneficiaries), with the assistance of their respective strategy teams. Strategy teams will also report to their respective local authorities on progress made in project identification and implementation and community capacity building activities. Reports will be based on indicators developed by the National Taskforce and other stakeholders to measure progress of programme implemented.

Local communities will also periodically prepare reports on the impact of the programme on the environment and human life. Such reports will be particularly necessary to assess the impact and relevance of community projects in meeting people's immediate need.

District and provincial strategy teams will prepare quarterly reports summarising problems, successes and progress being made in programme implementation.

The NAP Secretariat shall prepare monthly report for the National Taskforce. They shall also prepare quarterly and annual reports to be made available to all stakeholders and to all resource providers for the programme.

9.2 Monitoring and Evaluation

Monitoring and evaluation of the NAP process will be done at national, provincial, district and community levels. Communities themselves will make their own monitoring and evaluation of the programme. Community based indicators will be developed for purposes of monitoring and evaluating progress towards sustainable utilisation of land resources as well as towards finding and adopting sustainable alternative livelihoods. The Secretariat to the programme will undertake a critical self-evaluation of the whole programme development and its impact on local ecosystems and on all its beneficiaries.

In addition, an independent mid-term and end of programme evaluation will also be undertaken.

Annex 1: Stakeholders for the Land Sector

A. Government Institutions

- Department of Lands
- Agritex
- District Development Fund
- Department of Rural Development
- Department of Natural Resources
- Ministry of Local Government
- Rural District Councils
- Forestry Commission
- Department of Rural Resources
- Agricultural Rural Development Authority
- Agricultural colleges
- Department of Physical Planning

B. Non-Governmental Organisations

- ZERO
- Africa 2000
- Plan International
- Care International
- Natural Farming Network
- Manicaland Development Association
- IUCN
- Farmers Associations
- CAMPFIRE

C. Others

- University of Zimbabwe
- Africa University
- Research Institutions
- FAO

Annex 2: Stakeholders for the Energy Sector

- Department of Energy
- Forestry Commission
- Department of Natural Resources
- Ministry of National Affairs and Employment Creation
- ZESA
- AGRITEX
- Local authorities (RDC, WADCO, VIDCO etc.)
- Farmers Groups (ZFU, CFU, IFU)
- GEF
- Africa 2000
- Bio-mass Users Network
- ENDA- Zimbabwe
- Southern Centre for Energy and the Environment
- SAFIRE
- ZERO
- Zimbabwe National Environmental Trust (ZIMNET)
- Plan International
- Africa Resources Trust.
- Local communities
- Women's groups
- University of Zimbabwe
- Africa University
- Silveira House
- Intermediate Technology
- Scientific and Industrial Research and Development Centre

Annex 3: Stakeholders for the Water Sector

- Department of Water Resources
- The District Development Fund
- AGRITEX
- DNR
- Ministry of Health and Child Welfare
- Ministry of Public Service, Labour and Social Welfare
- Donor communities (UNDP, GTZ, British, NORAD etc)
- NGO's who have been involved in rural development
 - Intermediate Technology Development Group
 - Plan International
 - Organization of Rural Associations for Progress
 - Fambidzanai Training Centre
 - Christian Care
 - ZERO
 - Africa 2000
 - Lutheran World Federation
 - Catholic Development Commission, etc.
 - Care International
 - University of Zimbabwe
 - Africa University
 - Research institutions

Annex 4: PROPOSED INSTITUTIONAL ARRANGEMENTS FOR NAP PROGRAMME IMPLEMENTATION

