

REPORT BY THE
FEDERAL REPUBLIC OF GERMANY
ON MEASURES TAKEN TO ASSIST ACTION PROGRAMS
OF AFFECTED AFRICAN COUNTRY PARTIES
WITHIN THE FRAMEWORK OF THE IMPLEMENTATION OF THE
UNITED NATIONS CONVENTION TO COMBAT DESERTIFICATION (CCD)

May 31, 1999

TABLE OF CONTENTS

	Page
1. Summary	3
2. Introduction	6
3. German involvement in consultative processes and partnership agreements	7
3.1 <i>Consultative processes at national level</i>	7
3.2 <i>Partnership agreements</i>	8
3.3 <i>Contributions made by German NGOs</i>	8
4. Measures taken to support the preparation and the implementation of National Action Programs at all levels	9
4.1 <i>Activities at country level</i>	9
4.1.1 Special German Fund	9
4.1.1.1 Benin	9
4.1.1.2 Burkina Faso	10
4.1.1.3 The Gambia	10
4.1.1.4 Mauritania	11
4.1.1.5 Morocco	11
4.1.1.6 Namibia	11
4.1.1.7 Senegal	12
4.1.1.8 South Africa	12
4.1.1.9 Tunisia	13
4.1.2 Mali	13
4.2 <i>Activities at regional level</i>	14
4.2.1 Comité Permanent Inter-Etats de Lutte contre la Sécheresse au Sahel (CILSS)	14
4.2.2 Club du Sahel	14
4.2.3 Intergovernmental Authority on Development (IGAD)	15
4.2.4 Observatoire du Sahara et du Sahel (OSS)	15
4.3 <i>Multilateral Activities</i>	16
4.3.1 Multilateral organizations	16
4.3.2 Global Environment Facility (GEF)	16
4.4 <i>Contributions made by German NGOs</i>	16
5. Future outlook	17
Abbreviations	18

1. SUMMARY

1. Since the mid-1980s, support for projects in the field of desertification control has been one of the focal areas of German bilateral development cooperation. The regional focus of these activities is on Africa, which accounts for a share of more than 60 percent. Together with our African partner countries, we are currently implementing approx. 120 bilateral projects in the field of desertification control in the narrower and in the broader sense, accounting for a total volume of commitments of more than DM 1 billion (approx. US\$ 575 million).

2. To support the implementation of the CCD, Germany has undertaken special efforts from the beginning in addition to the activities that had already been started before the Convention was adopted.

(a) In order to accelerate implementation of the measures set out in the Convention, the industrialized countries committed themselves, on the basis of the UN Resolution on "Urgent Action for Africa," to supporting the developing country parties in preparing national action programs. In order to translate this commitment into practice, the German government created a **Special Fund** as early as 1995 with the explicit purpose of supporting **African** country parties in preparing their national action programs (NAPs) without waiting for the CCD to enter into force. The Special Fund totals DM 5.8 million (approx. US\$ 3.4 million). The Fund is meant to be an initial financing instrument aimed at putting partners in a position to prepare NAPs pursuant to the provisions of the Convention and to initiate their implementation. So far, funding ranging from DM 24,500 (approx. US\$ 14,000) to DM 550,000 (approx. US\$ 315,000) has been approved for nine African countries: Benin, Burkina Faso, The Gambia, Mauritania, Morocco, Namibia, Senegal, South Africa and Tunisia. In addition, three regional CCD conferences have been financed from the Special Fund: (a) the Pan-African Ministerial Conference in Ouagadougou, Burkina Faso (March 1997, US\$ 350,000), (b) the Second Technical Workshop in Asmara, Eritrea (April/May 1997, US\$ 110,000), and (c) the Third Technical Workshop for selected African Focal Points in Maseru, Lesotho (September 1997, US\$ 110,000). Please refer to pages 9 through 14 for a detailed description of country-level activities.

(b) In **Mali**, where Germany became the *chef de file* in 1995, adopting coordinating functions on behalf of the donor side, we have been supporting the joint elaboration of the NAP and the implementation of the CCD by all interested donors. The German role focuses on providing organizational support to our Malian partners, expert advice and catalytic functions.

(c) In **Burkina Faso, Cape Verde, Chad, The Gambia, Namibia, Senegal, and South Africa**, representatives of German development cooperation are actively involved in the work of the national CCD coordinating bodies that have been set up there.

(d) Moreover, Germany is supporting a large number of regional organizations in Africa, such as CILSS, IGAD, SADC, and the Club du Sahel and OSS, all of which play an important role in implementing the Convention. Since 1993, German bilateral development cooperation has made available to these institutions funding to the total amount of almost DM 27 million (approx. US\$ 15.5 million), which counts directly towards support for the Convention process. The assistance to these organizations provides important impetus to the elaboration of NAPs and sub-regional action programs (SRAPs). Moreover, these

organizations play a prominent part in moving ahead with important topics related to the Convention. These include partnership agreements, program support, coherent planning, and the development of indicators.

3. The process of concluding partnership agreements is currently in its start-up phase. This is why Germany has not yet become party to any partnership agreement thus far. In **Mali**, where this process appears to be particularly far advanced, the German side is involved in concrete preparatory deliberations on partnership agreements with interested donors. The German government believes that special attention should be given to basing all partnership agreements on thorough and intensive consultations between all relevant stakeholders in the countries concerned and the donors active there in the fields defined by the Convention.

4. Germany has ratified the Desertification Convention and is doing all in its power to implement it. These efforts are guided by the conviction that the CCD has the potential to become an important instrument for combating desertification more effectively and for achieving sustainable resource management in the arid zones of the world. In order to give the greatest possible support to implementing the Convention, especially in the African countries that are particularly affected, Germany has put in place a number of institutional arrangements. For instance, a permanent focal point was established within the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), the main German implementing agency for Technical Cooperation, in the form of a task force. The focal point serves as a point of contact for bilateral projects to clarify technical matters related to desertification control or to implementing the Convention. The focal point also carries out sensitization measures within GTZ in order to inform the staff on a continuous basis of the main substance and strategic fundamentals of the Convention and to ensure integration of these aspects into project work in the broadest sense. Similar sensitization measures are also carried out at the Federal Ministry for Economic Cooperation and Development (BMZ) in order to familiarize the units in charge of bilateral development cooperation on a continuous basis with the central elements of the CCD. Besides the said focal point, the CCD Network, which was established as early as 1994, also plays a vital role in ensuring that information on issues relevant to the CCD flows to and from, and among, the projects under German development cooperation. The Network, which meets once a year (usually right after the Conference of the Parties), unites the players of German development cooperation that are relevant in the context of the CCD: government representatives (BMZ) who are involved in the negotiating process, representatives of German implementing agencies (headquarters as well as project staff working in the affected countries on behalf of the agencies), and representatives of German NGOs focusing on desertification control / CCD.

5. In the multilateral sphere, Germany is making substantial contributions to a number of organizations that play a central role in implementing the CCD, especially in Africa (UNDP/UNSO, UNEP, FAO). In addition, there is a large number of activities undertaken by the European Union on desertification control and on implementing the Convention¹ to which Germany contributes a significant share of the funding (24 percent). Special cooperation with the World Bank in the context of the Desertification Convention was established in 1997 when a specialized advisor was assigned to the Dryland Management Program. Moreover, Germany has, from the very beginning, been one of the committed donors to the Global Environment Facility (GEF), providing more than 10 percent of its funding. The GEF has made available a total of US\$ 350 million (and additional cofinancing of more than twice that amount) for land degradation issues to date (cf. the statement by Mohamed T. El-Ashry, CEO

¹ cf. *Addressing Desertification - A review of EC policies, programmes, financial instruments and projects* (Commission of the European Union, 1997).

& Chairman, Global Environment Facility, to the Second Conference of the Parties, Dakar, Senegal, December 8, 1998).

6. German NGOs, together with specialized and university institutes, have formed a task force on desertification and carry out a great number of activities in African countries that make a direct or indirect contribution to the CCD process. These activities cover mainly the following areas: protection of natural resources, poverty reduction, water supply, dissemination of appropriate technology, development of crafts and trades, and support for the establishment of local structures. No systematic compilation of these activities has been undertaken yet, which means that no detailed statements are possible at this point.

7. By ratifying the CCD, the German government has committed itself to applying the principles of the Convention in as comprehensive a manner as possible to its bilateral cooperation on desertification control and resource management in arid zones. Together with France and Sweden, Germany has drawn up a matrix for analysis with which it wants to take systematic stock of German bilateral and multilateral activities within the next few months (before COP-3). Specifically, this analytical tool is intended to help clarify (a) to what extent German development cooperation to date has been in line with the requirements of the CCD, (b) where changes or additions appear necessary, and (c) what German expectations can be derived for future cooperation with partners within the framework of CCD implementation.

2. INTRODUCTION

Since the mid-1980s, support for resource management activities in arid zones and desertification control activities has been a focal area of German bilateral cooperation.

More than 60 percent of current bilateral projects in this field, which account for total commitments of DM 1 billion (approx. US\$ 575 million), are taking place in Africa. In addition, Germany is making substantial contributions to multilateral programs of international organizations such as the United Nations and its agencies, the World Bank, and the European Union. Moreover, the Federal Ministry for Economic Cooperation and Development makes available about 10 percent of its budget each year, that is approx. DM 700 million for development activities by German nongovernmental organizations (churches, foundations, NGOs). A significant share of these funds, too, goes towards resource management in arid zones or towards activities for desertification control.

From the point of view of the German government, the Desertification Convention offers the potential to become an important instrument for sustainable resource management in the arid zones of the world. It offers an opportunity to promote greater ownership of activities for sustainable natural resource use among the users of those resources, to achieve a development strategy that is more partnership-oriented, to change the project-based approach of the past into a program-based approach, and thus, to attain greater coherence of rural development.

Given this significant potential of the CCD for the future development of the countries affected by desertification, especially in Africa, the German government decided to do all in its power to support the CCD under its bilateral and multilateral cooperation. Germany will continue to put its experience of more than 20 years of bilateral cooperation on desertification control and resource management to use for the implementation of the CCD. Activities undertaken to this end include the establishment of a "focal point" task force at GTZ and of a network of all German institutions (including nongovernmental institutions), as well as the creation of projects that deal directly with the implementation of the CCD. Also, a specific Convention project envisaged to last three years will be starting in Bonn in June 1999. Total funding for the project amounts to DM 7 million (approx. US\$ 4 million)². The project, which builds on a first phase that started in 1997, has the aim of giving additional strategic and technical support to German development cooperation in the field of CCD implementation. Specifically, the project will contribute towards integrating the process of CCD implementation more closely into the practical development efforts for desertification control and resource management in arid zones. One of the activities under the mentioned first phase of the project was to draw up an inventory of all the German research institutions involved with issues relating to desertification and resource management in arid zones. That inventory is intended to make it easier to link German research to the CCD structures.

² including continued German assistance to OSS (DM 3 million / 1999-2002).

3. GERMAN INVOLVEMENT IN CONSULTATIVE PROCESSES AND PARTNERSHIP AGREEMENTS

3.1 Consultative processes at national level

Germany would like to emphasize its willingness to become actively involved in the structures for donor coordination envisaged by the CCD.

In **Mali**, Germany has assumed the role of *chef de file*, that is, it facilitates - together with the Malian authorities in charge - coordination among the donors represented there in order to combine their partnership-based support efforts for the CCD process and to increase, through intensive consultation and coordination, the effectiveness of direct and indirect measures against desertification and soil degradation. Specifically, the *chef de file* is in charge of the following activities:

- informing all donors in the country in question of progress made with regard to the elaboration of the NAP,
- organizing donors' consultative meetings and follow-up,
- speaking on behalf of donors in discussions with the Malian government on questions relevant to the CCD,
- supporting the Malian side in important stages of the CCD process (forums, Round Tables, etc.)
- supporting mixed working groups that deal with issues relevant to the CCD.

Germany is fulfilling its role of *chef de file* in Mali through a GTZ project that ensures the necessary financial and organizational back-up. The plan is to continue to draw on this project as the main basis for German activities in the Malian CCD process.

The experience gained by Germany in Mali and in other countries shows that the *chef de file* has an important and helpful role to play in facilitating donor coordination and making it work. Nonetheless, it is indispensable that the countries concerned and all the donors active in a given country take an equally active part in this consultation process. Accordingly, the role of the *chef de file* concentrates on back-up and catalytic functions.

In **Burkina Faso, Cape Verde, Chad, The Gambia, and Senegal** German advisors are actively involved in the consultations of the national coordinating bodies.

In **Namibia and South Africa** a regional GTZ advisor has been deployed under German development cooperation who is making constructive contributions to the national coordination structures that have been established and to the resulting consultative processes.

The CCD Network in Germany mentioned earlier has the purpose, in this context, of encouraging regional exchange of information and experience and of enabling the German experts and project managers to draw on the experience gained in other countries for their advisory services. The Network unites representatives from BMZ, KfW, GTZ headquarters, GTZ projects and NGOs active in the field of desertification control, allowing them an intensive exchange of information and experience. The main channels for such exchange are the annual expert discussion that usually takes place right after the COP (a total of five such discussions have been held thus far), and e-mail. The Network is comprised of a total of 50 people. 20 of them work in projects, almost all of which are situated in Africa.

Further information on the network may be obtained at <http://www.gtz.de/lamin>.

3.2 Partnership agreements

The process of concluding partnership agreements is currently in its start-up phase. This is why Germany has not yet become party to any partnership agreement thus far. The case of Mali shows that only after the elaboration of the NAP does it make sense to engage in specific deliberations on how the CCD may be implemented at the various administrative levels in a given country and on the role and obligations to be assigned to the various players in this context. In the context of our role as *chef de file* in Mali, we are currently undertaking such deliberations together with our Malian partner. The first exchange of views on this issue took place among the partners at the Round Table meeting in late May this year. In principle, it is to be expected that the substance of partnership agreements will vary between countries and cannot be conceived on the basis of a uniform pattern.

3.3 Contributions made by German NGOs

In order to coordinate the activities supporting the CCD, some 20 German NGOs, specialized institutions and university institutes have formed the Desertification Task Force, working together with other task forces specializing in certain topics (such as climate or biodiversity) in a national "Environment and Development" forum. One of the Desertification Task Force's actions has been to launch, through an IFAD-sponsored study, an exchange on the design of North-South (East-West) partnerships for civil society support for CCD implementation, involving a large number of African organizations. During that exchange, it was possible to define a number of minimum standards and recommendations for action with regard to supporting partnerships between civil society players.

The support provided by German NGOs to consultative processes mainly takes place in the context of activities in the fields of capacity-building and training of nongovernmental partner organizations.

Important contributions towards encouraging consultative processes include, above all, support activities by German NGOs for participatory development planning and the strengthening of networks and exchange in areas such as appropriate technologies, farmers' organizations, and support for small trades. Targeted support for such competency at the local level lays a basis for the informed involvement of local players in the NAP process.

However, it is difficult to spell out in detail the contribution made by German NGOs in terms of quantity and quality, given the diversity of German NGOs and of countries where they are active, the large number of partners, the decentralized approach, differing institutional backgrounds and the current lack of mechanisms to keep track of these activities.

One important contribution towards encouraging partnership-based cooperation in the international sphere by German NGOs is their involvement and active input in the RIOD network. In order to improve its involvement, the Desertification Task Force is currently examining the opportunities for institutionalizing its work a little more through a desertification office. The Desertification Task Force is part of the CST Consortium for the establishment of the CCD Information Network Project. The Task Force also works with the GTZ-CCD network on issues of how to design partnerships for CCD implementation.

4. MEASURES TAKEN TO SUPPORT THE PREPARATION AND THE IMPLEMENTATION OF NATIONAL ACTION PROGRAMS AT ALL LEVELS

4.1 Activities at country level

4.1.1 Special German Fund

Germany set up a Special Fund (Study and Expert Fund) as early as 1995 as an *immediate measure to support African countries in the elaboration of their national action programs*. Under the Fund, a total of DM 5.8 million (approx. US\$ 3.4 million) is available. So far it has been used to assist nine countries with each receiving an amount between DM 24,500 (approx. US\$ 14,000) and DM 550,000 (approx. US\$ 315,000).

Partners include national ministries and their respective national authorities responsible for drafting action programs and preparing their implementation activities, as well as non-governmental institutions and user groups involved in elaborating the programs. So far, funding has been provided to **Benin, Burkina Faso, The Gambia, Mauritania, Morocco, Namibia, Senegal, South Africa and Tunisia**. In addition, three regional CCD conferences in Africa have been funded: in Burkina Faso (Pan-African Ministerial Conference, Ouagadougou, March 1997, US\$ 350,000), Eritrea (Second Technical Workshop, Asmara, May 1997, US\$ 110,000) and Lesotho (Third Technical Workshop for selected African Focal Points, Maseru, September 1997, US\$ 110,000).

The German contribution comprises the assignment of short-term and long-term experts and the provision of financial grants for other NAP-related activities.

The main focus of the funding is:

- studies on experience gained with desertification control projects and programs,
- sensitization to the issue of desertification control,
- institutional support and capacity building among user groups, and
- supporting local and national forums.

The positive feedback from the countries concerned, which was expressed by various delegations, including at COP-2 in Dakar, shows that the German support through the CCD Special Fund has made a recognizable contribution towards promoting the efforts of African countries to elaborate their own national action programs. The individual measures financed from the Fund are as follows:

4.1.1.1 Benin

From August 1996 to the end of 1998, technical and financial support was provided in Benin for the preparation of the National Action Program. The German contribution, financed from the CCD Fund, amounts to DM 180,000 (approx. US\$ 103,000). Support was provided mainly in the following areas:

- organizing a national workshop with participation by all relevant players,
- institutional support through the establishment of a national secretariat and a national committee,
- elaborating studies on the problems relating to desertification and on identifying relevant state institutions and nongovernmental organizations operating in this area,
- public relations work for the CCD: translating the Convention into local languages, explaining about the Convention and the role of the responsible national bodies.

4.1.1.2 Burkina Faso

Together with other donors, Germany is supporting the preparation of the National Action Program to combat desertification. DM 144,000 (approx. US\$ 83,000) has been provided for this purpose from the CCD Fund to be used for the following activities:

- setting up a steering committee,
- holding regional and national forums,
- elaborating a strategy for drawing up the NAP,
- elaborating various studies,
- elaborating a communications strategy,
- drafting CCD texts for various target groups,
- discussing and formulating the draft version of the NAP with all partners,
- preparing and following up an evaluation of the first phase of the NAP process (partially financed by Germany).

The German advisor to CILSS takes part in the regular donor coordination meetings organized by the Dutch as *chef de file*.

4.1.1.3 The Gambia

Germany has been assisting The Gambia since mid-1998 with funding and technical advice for setting up the National Action Program. The project executing agency is the Forestry Department under the Secretary of State for Presidential Affairs. The German contribution amounts to DM 500,000 (approx. US\$ 286,000). Assistance is extended in the following areas:

- updating and evaluating existing data on desertification,
- information and sensitization efforts for the public, the main players and donor organizations regarding the problems relating to desertification and to the National Action Program,
- preparing sector action programs in a bottom-up process.

Following a first national forum and the definition of national sector activities in 1998, 1999 saw mainly measures aimed at elaborating sector action programs in close collaboration with the target groups. Advisors from various disciplines carried out studies in the following sectors:

- grazing,
- social aspects of combating desertification,
- family planning,
- agriculture in the Sahel,
- forestry planning,
- institutional implementation of the NAP (planned for July 1999).

An essential part of these activities is the elaboration of action plans at the village and district levels on the basis of local workshops, as well as consultations with local NGOs, interest groups, authorities and sector institutions.

4.1.1.4 Mauritania

Funding for Mauritania provided to date from the German CCD Special Fund amounts to DM 24,500 (approx. US\$ 14,000). In 1997, for example, Germany cofinanced the first national workshop to prepare for the elaboration of the Mauritanian NAP.

With the assistance of the CCD Secretariat and by OSS, UMA, CILSS and the Club du Sahel, the question of donor coordination in supporting the CCD process in Mauritania was resolved.

Moreover, the German-funded project, *Gestion Intégrée des Ressources Naturelles dans l'Est Mauritanien* (GIRNEM), and the German advisor to the Ministry of Rural Development have been involved actively from the very beginning in the CCD implementation process in Mauritania.

4.1.1.5 Morocco

Since early 1998, Germany has been supporting the elaboration of the National Action Program to combat desertification in Morocco, providing a total of DM 200,000 (approx. US\$ 115,000). Our direct partner is the Moroccan Ministry of Agriculture. Specifically, the German contribution relates to the following activities:

- drawing up analyses of the current situation in the following fields: causes of desertification in various regions of Morocco, the institutional framework for combating desertification, preconditions for participatory methods in desertification control, stock-taking of traditional and modern methods of desertification control,
- carrying out 12 local and four regional workshops to prepare for the NAP, involving representatives of administrative bodies, civil society, and projects,
- drawing up the NAP and holding a national workshop to combine the activities.

Moreover, support was given to the elaboration of a work program and a strategy for CCD implementation in Morocco by providing two German experts, who were able to share the experience gained with activities for CCD implementation in other African regions.

In addition, support is given to the Moroccan side through the project *PROLUDRA* in creating models of support to, and development of, civil society institutions (NGOs, water user groups, cooperatives) in order to root the Convention process permanently in civil society.

Also, assistance is being given to the Observatoire du Sahara et du Sahel (OSS) by Germany under a bilateral cooperation project. OSS has set up a desertification information system with the purpose of giving governmental and nongovernmental players in Morocco and elsewhere access to information that is relevant for desertification control.

4.1.1.6 Namibia

The approved funding for Namibia from the Special German CCD Fund amounts to a total of DM 550,000 (approx. US\$ 315,000). A Regional Awareness Project aims at strengthening the capacity of regional and local decision-makers to understand and cope with desertification and the consequences of productivity loss. To this end, multi-faceted awareness raising, information gathering and dissemination as well as networking / database creation activities have been launched.

In addition to the assistance from the Special CCD Fund, Germany is supporting - together with other donors - the implementation of Namibia's Program to Combat Desertification

(NAPCOD) through a bilateral cooperation project (total commitment to date: DM 5.5 million (approx. US\$ 3.2 million)). To prepare for NAPCOD, German development cooperation has contributed to the following activities since 1994:

- work with local resource users in selected pilot villages,
- sensitization of the main players,
- drawing up publications dealing with aspects of desertification,
- development of cross-sector planning strategies,
- carrying out an interdisciplinary research program,
- basic and further training activities and development of teaching and advisory materials,
- helping shape some important aspects of the economic, social and political framework,
- setting up an efficient organizational and management structure for NAPCOD.

In early 1999, the German advisor also started, as part of his consultancy services in Namibia, to help the Desert Research Foundation in Gobabeb turn itself into a research and training center for the region. The center will make an important contribution towards meeting the need for basic and further training in the context of CCD implementation in Namibia. The German contribution to the center is intended to cover seven years with an expected total commitment of DM 7.5 million (approx. US\$ 4.3 million).

4.1.1.7 Senegal

In the context of bilateral Technical Cooperation, Germany is supporting Senegal in drawing up and implementing its National Action Program to combat desertification. That support is extended under a special project, which is sponsored with a total of DM 425,000 (approx. US\$ 243,000) from the CCD Special Fund. Specifically, the following activities have been funded since March 1998:

- drafting the NAP and sending the draft to selected players, groups and organizations for comments,
- holding a National Forum to discuss the first draft of the NAP,
- drawing up and disseminating the final version of the NAP,
- supporting the exchange of information and experience with regard to NAPs between the Environment Ministries in the region,
- establishing a national documentation center on desertification,
- holding a seminar to identify and plan priority measures for NAP implementation.

Moreover, Germany is extending support under its bilateral Technical Cooperation program to six projects dealing with sustainable management of natural resources, with commitments totaling DM 34.5 million (approx. US\$ 19.8 million). The range of measures undertaken in this context includes activities that serve directly or indirectly to combat, or prevent, desertification.

4.1.1.8 South Africa

Germany has been supporting South Africa since October 1997 in drawing up its National Action Program to combat desertification. To that end, a total of DM 550,000 (approx. US\$ 315,000) has been made available from the CCD Special Fund. Our cooperation partners are the Department of Environmental Affairs and Tourism, which is in charge of coordinating South African CCD activities, and the Environmental Monitoring Group, a national NGO. German support focuses on the following activities:

- taking stock of desertification problems,
- holding regional workshops,
- informing and sensitizing the players concerned,
- institution-building, especially setting up advisory bodies (Steering Committee and Advisory Committee),
- drawing up an overall strategy for desertification control.

4.1.1.9 Tunisia

In Tunisia, Germany started supporting the elaboration of the National Action Program to combat desertification as early as the mid-1990s. Our direct cooperation partner is the Tunisian Ministry of the Environment, which is in charge of coordinating the Tunisian CCD activities.

The initial preparatory work for the Tunisian NAP was supported as early as 1993/94 through funding for case studies of past Tunisian experiences regarding desertification control, and of the role of women in resource management.

The further national process of CCD implementation was supported, up to the completion of the NAP in mid-1998, with an additional DM 350,000 (approx. US\$ 200,000) from the German CCD Fund. This financial contribution went towards the following activities over a period of two years:

- hiring a national coordinator,
- drawing up studies for in-depth investigation of institutional and technical aspects of desertification control,
- developing informative resources such as videos and booklets, and
- holding regional and local workshops and sensitization campaigns of the Ministry for the Environment in rural areas.

Moreover, the Tunisian Ministry of the Environment is receiving assistance from a German advisor in further implementing the NAP.

4.1.2 Mali

As early as 1995, Germany assumed the role of *chef de file* through a bilateral support project (total commitment to date: DM 5 million (approx. US\$ 2.9 million)) for the responsible Malian coordinating office.

Mali decided to draw up the National Action Program required by the CCD together with a National Environmental Action Plan (NEAP) and to set up a joint CCD NAP/NEAP coordination secretariat to that end. A German advisor has been involved from the very beginning in assisting this secretariat in organizing regional workshops and a national forum, in drawing up a national CCD and NEAP Action Program, and in coordinating donor contributions to all of these activities.

As *chef de file*, Germany is supporting, through its advisor, the involvement of other donors in implementing the NAP. This phase started with the organization of a Round Table (Bamako, May 27 - 29, 1999) for the discussion of Malian project proposals within the framework of the NAP and of basic issues relevant to the implementation of the Convention.

The bilateral project will play a paramount role for Germany's future support for the CCD process in Mali during the NAP/NEAP implementation phase that started with the May Round Table.

4.2 Activities at regional level

For many years now, Germany has been working with numerous regional organizations in Africa that play a significant role with regard to CCD implementation. German assistance is usually provided in the form of a seconded advisor and the provision of funding for agreed activities. A large portion of the activities of the German advisors and of the budgets made available for cooperation with these organizations is directly or indirectly related to the CCD process and to the preparation and implementation of NAPs and sub-regional action programs (SRAPs).

4.2.1 Comité Permanent Inter-Etats de Lutte contre la Sécheresse au Sahel (CILSS)

As early as 1980, intensive and fruitful cooperation began between the Federal Republic of Germany and CILSS in the field of desertification control and resource management. It has laid the basis for the extensive program of German activities covering, initially, the Sahel countries and later other regions in Africa and other continents.

The German side has tried from the beginning of the negotiations on the Convention, together with other delegations and the Club du Sahel, to include input from the wealth of experience gained by CILSS in the negotiating process.

In the 1990s, German government support to CILSS continued to be focused on natural resource management and desertification control. Since 1995, for example, Germany has supported the *Projet d'Appui aux Stratégies et Politiques - PASP*, which was created specifically for the purpose of giving advice to CILSS member countries in implementing the CCD as well as in supporting sub-regional (PASR) and regional (PAR) action programs in the framework of the CCD. The German assistance included the co-financing of a number of regional forums. In 1998, the German support project at CILSS investigated, as a model case carried out in one CILSS member country (Burkina Faso), the extent to which CILSS can contribute to preparing NAPs and to more intensive coordination among donors. The German support to CILSS also comprised the promotion of institutional dialogue and the creation of a juridical framework for the sustainable use of agricultural resources as well as support for local development in the Sahel by strengthening sub-regional networks of nongovernmental natural resource users. The German contribution to CILSS amounts to DM 5.54 million (approx. US\$ 3.2 million) for the period 1996 to mid-1999. A further commitment of DM 5 million (approx. US\$ 2.9 million) for the period 1999 to mid-2002 has already been made. In addition, Germany supports the domestic energy sub-regional program of CILSS that contributes to networking in the important field of using firewood sparingly as an energy source for domestic purposes.

4.2.2 Club du Sahel

Since 1993, Germany has been supporting the Club du Sahel by seconding an advisor to the secretariat of the Club du Sahel who works in the field of desertification control and natural resource management and by assisting the work program of the Club du Sahel specifically in these areas. The objective of this project is to provide support to CILSS and its member states in fighting degradation of natural resources in the Sahel region and in implementing the CCD

and its special measures for Africa. Furthermore, the project is meant to improve coordination and information exchange and to find ways of how to strengthen access of donors to the process of CCD implementation. It also aims at further working on conceptual groundwork for sustainable natural resource management in the Sahel and to feed back the experience to CILSS, donors and the German development cooperation so as to bolster concepts and program approaches in line with the CCD. Within that framework, Germany has been supporting the following activities:

- developing the *chef de file* model and "enabling funds" activities,
- making headway with important issues relevant to the CCD (such as partnership agreements, new forms of financing mechanisms at the local level, integration of community-based natural resource management into the CCD process, laying a basis for program support, etc.),
- analyzing CCD implementation in the Sahel countries to date,
- extending advice to OECD countries with regard to their involvement in the CCD process,
- cooperation with CILSS in this field.

For the current phase of the Club du Sahel project (September 1996 - December 2000), an amount of DM 5.78 million³ (approx. US\$ 3.3 million) has been made available.

4.2.3 Intergovernmental Authority on Development (IGAD)

Since 1996, a German long-term expert has been assigned to the IGAD Secretariat, with the purpose of supporting this regional organization technically and financially, particularly in the field of CCD implementation (total project commitment 1996-2001: DM 7.5 million (approx. US\$ 4.3 million)).⁴ For instance, German support aided the elaboration of a Sub-Regional Action Program (SRAP). In parallel, efforts were started to establish a network of the institutions involved in implementing the SRAP, and proposals were drawn up for future financing mechanisms and greater involvement of the private sector in CCD activities.

Moreover, support was given to the IGAD member countries in drawing up their national action programs to combat desertification, by providing technical expertise. Specifically, the German side, together with the CCD Secretariat, helped finance a study on the formulation of NAPs. The purpose of the study is to develop a common methodological framework, which should incorporate mainly the following elements: coherence between the various elements of the NAP process, harmonization of the political framework in the various countries, and delineation of the relations between NAPs and the SRAP.

4.2.4 Observatoire du Sahara et du Sahel (OSS)

OSS has received assistance since 1994 through the deployment of an advisor and through funding (total commitment 1994-99: DM 6.99 million (approx. US\$ 4 million)).⁵ The German contribution clearly concentrates on OSS activities that are relevant to the CCD, with the following being the most important:

- analyzing the experience gained with other programs and plans pertaining to the environment and lessons learned for the CCD,

³ Including a financial contribution of DM 2.32 million to the work program of the Secretariat.

⁴ After completion of the ongoing phase (end of 2001), further project support is foreseen to cover the period until the year 2003.

⁵ See also footnote 1.

- advisory services in individual instances in the context of elaborating national action programs, if requested by OSS member countries,
- developing national Desertification Information Systems,
- support for the CCD Committee on Science and Technology (CST) in drawing up process indicators and a procedure for the development of impact monitoring systems within the framework of NAPs,
- support to OSS member countries in developing national impact monitoring systems.

4.3 Multilateral Activities

4.3.1 Multilateral organizations

In addition to its direct and indirect contributions for the benefit of Africa, Germany also provides a considerable share of the funding for institutions playing a prominent part in CCD implementation. However, it is not possible to give a precise figure for the share of German contributions to these organizations that ultimately goes towards activities relevant to the CCD.

- UN organizations: Germany makes significant contributions to UNDP/UNSO, UNEP and FAO.
- European Union: About 24 percent of all EU contributions are funded by Germany.
- World Bank: Targeted and close cooperation with the World Bank started in 1997, when an expert was assigned to the Dryland Management Program, where he is one of the people in charge of coordinating CCD implementation.

4.3.2 Global Environment Facility (GEF)

To date, the GEF has made available approximately US\$ 350 million (and additional co-financing of more than twice that amount) for land degradation issues, that is, for desertification control in the broadest sense (cf. the statement by Mohamed T. El-Ashry, CEO & Chairman, Global Environment Facility, to the Second Conference of the Parties, Dakar, Senegal, December 8, 1998). Germany has, from the very beginning, been one of the particularly committed donors to the GEF, providing more than 10 percent of its funding.

4.4 Contributions made by German NGOs

German NGOs, together with specialized and university institutes, have formed a task force on desertification and carry out a great number of activities in African countries that make a direct or indirect contribution to the CCD process. These activities cover mainly the following areas: resource protection, poverty reduction, water supply, appropriate technology, development of crafts and trades, and, increasingly, support for the establishment of local structures. No systematic mechanism to compile data on these activities has been put in place yet, which means that no reliable figures can be given at this point.

5. FUTURE OUTLOOK

Germany is aware that by ratifying the CCD it has entered into an obligation to apply the principles of the Convention, to the greatest extent possible, to its bilateral and, where possible, multilateral cooperation activities.

Experience gained to date shows that, for a number of reasons, this is not really easy:

- Resource management and desertification control did not start with the CCD but have emerged over a long period. Traditional and modern methods have developed in a process of change of more than 30 years, resulting in the projects currently under way. It is sometimes difficult to convince the field workers in charge of implementing these projects of the value added offered by the Convention for the practical side of development cooperation, or of the way the potential of the CCD can be used to improve development cooperation activities.
- In many developing countries, there are various strategies and programs for rural development, which have often not been coordinated or may even overlap. Development practitioners often perceive the CCD as one more program, rather than as what it was meant to be: a step towards improved integration of existing efforts.
- The Federal Republic of Germany is trying to concentrate its cooperation with partner countries on priority issues and problems in order to improve the efficiency of activities. Unfortunately, there are still too many instances in which decision-makers both on the donor side and in the countries concerned view the CCD, not as an important instrument to enhance efficiency, but as a new, additional field of action which runs counter to the efforts for concentration.

As a consequence, the desire of the German government to integrate the CCD process into bilateral cooperation and to apply the CCD principles accordingly to all areas of development cooperation can only be achieved in a long process of dialogue, patient discussion and efforts to convince both our partners in the developing countries and decision-makers in charge of bilateral and multilateral cooperation in Germany.

This assessment is shared by other donor countries. Thus, at the second Conference of the Parties (COP-2) in Dakar, France, Sweden and Germany decided to work together to investigate what donors can do to make the CCD process more dynamic. One outcome of the efforts of this "Group of Three" to date has been a matrix for analysis to aid donor countries in examining their existing activities for conformity with the requirements of the CCD.

Germany has decided to use this analytical matrix for a thorough stock-taking of its activities in the field of resource management in arid zones and desertification control, and to assess the extent to which these activities correspond to the CCD principles. Also, thought is to be given to possible ways of complementing these activities, and to how existing and future projects can be integrated into the CCD process in a systematic manner, in cooperation with African partners. Moreover, Germany wants to derive concrete expectations it has of future cooperation with partners within the framework of CCD implementation.

The results of this analysis will be available before COP-3.

Abbreviations

CILSS	Comité Permanent Inter-Etats de Lutte contre la Sécheresse au Sahel
COP	Conference of the Parties
CST	Committee on Science and Technology
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IGAD	Intergovernmental Authority on Development
KfW	Kreditanstalt für Wiederaufbau
NAP	National Action Program
NAPCOD	Namibia's Program to Combat Desertification
NEAP	National Environmental Action Plan
NGO	Nongovernmental Organization
OECD	Organization for Economic Cooperation and Development
OSS	Observatoire du Sahara et du Sahel
RIOD	Réseau International d'ONG sur la Désertification/ The International NGO Network on Desertification and Drought
SRAP	Sub-Regional Action Program
UMA	Union Maghreb Arabe