



NAPCOD

Namibia's Programme to Combat Desertification

**FIRST NATIONAL REPORT ON
IMPLEMENTATION OF THE UNITED
NATIONS CONVENTION TO COMBAT
DESERTIFICATION**

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List of Abbreviations

CAWS	Communal Area Water Supply
CCD	Convention to Combat Desertification
DEA	Directorate of Environmental Affairs, MET
DRFN	Desert Research Foundation of Namibia
FIRM	Forum for Integrated Resource Management
GTZ	Gesellschaft für technische Zusammenarbeit
LIFE	Living in a Finite Environment
MAWRD	Ministry of Agriculture, Water and Rural Development
MBEC	Ministry of Basic Education and Culture
MET	Ministry of Environment and Tourism
MFMR	Ministry of Fisheries and Marine Resources
MME	Ministry of Mines and Energy
MRLGH	Ministry of Regional and Local Government and Housing
MSTCC	Multi-disciplinary Scientific and Technical Consultative Committee
NangofNamibian	NGO Forum
Napcod	Namibia's Programme to Combat Desertification
NCB	National Coordinating Body
NDP1	National Development Plan, Number 1
NDT	Namibia Development Trust
NNF	Namibia Nature Foundation
NNFU	Namibian National Farmers Union
NPC	National Planning Commission
RISE	Rural Institute for Social Empowerment
Sardep	Sustainable Animal and Range Development Project
SSD/ Unam	Social Science Division, University of Namibia
UNCED	United Nations Conference on Environment and Development
USAID	United States Agency for International Development

II. SUMMARY

Overview: Namibia is the most arid country south of the Sahel and consequently has a variable climate and frequent low rainfall years. 'Disaster droughts' are not unknown. Before independence in 1990, Namibia's landscape was divided into the commercial farmlands, where all efforts to improve farming methods and prevent soil erosion and other forms of degradation were concentrated. The majority of the people lived on communal farmlands where little attention was paid to farming methods and prevention of land degradation. Although the land tenure situation has not changed dramatically with independence, the focus of government and NGO efforts to combat desertification have shifted to communal farming areas. A variety of approaches and programmes to community based natural resource management focusing on sustainable cropping, animal and rangeland development have been implemented with only mixed success.

Namibia has been directly involved in the combating of desertification since it prepared its Green Plan and participated in the UNCED conference in Rio in 1992. In 1994 it initiated Namibia's Programme to Combat Desertification (Napcod), a programme that involves the Government of the Republic of Namibia, Non-governmental Organisations and the private sector. The following summary provides an overview of Namibia's National Action Process as it applies to desertification specifically and more broadly to sustainable use of natural resources.

Policy: The Directorate of Environmental Affairs of the Ministry of Environment and Tourism has elaborated Namibia's Policy to Combat Desertification (1994), Namibia's Environmental Assessment Policy (1995), and the Draft Environmental Management Act (1999). These latter policies refer to sustainable use of natural resources if they do not refer to desertification *per se*. Many principles of the CCD are included in these policies and acts.

Other relevant policies have been elaborated by various Ministries dealing with natural resources and applicable to combating desertification, for example:

- National Drought Policy and Strategy, 1997 (MAWRD) – formulated and discussed regionally, not yet operational
- National Agricultural Policy, 1995 (MAWRD) – formulated and discussed regionally, partially operational
- Water Supply and Sanitation Sector Policy, 1992 (MAWRD) – fully operational; this policy is given high priority in national development
- White Paper on Energy (MME) – formulated, considered by new projects
- Many policies in Namibia, while formulated and approved by parliament, are not implemented, strategies to support their implementation have not been elaborated and they are not backed by legislation or regulations.

Few if any of the strategies or policies elaborated to date in Namibia specifically mention the CCD although most mention land degradation. A review of environmental legislation

in Namibia is ongoing and has produced, *inter alia*, the draft Environmental Management Act. Various endeavours of the DEA, such as the State of the Environment Reports, have added to this review of policy, legislation and regulations.

Many activities are being undertaken throughout Namibia that contribute to combating desertification. These range from provision of Rural Water Supply in conjunction with implementation of Community Based Management programmes to Environmental Education programmes, to Community Based Natural Resource Management programmes, to Farmers' Unions activities, to Drought Early Warning Systems, to eco-tourism developments, to Drought Relief programmes, none of which are incorporated in a formal way into a NAP in Namibia. Many of these activities are, however, represented through members of the NCB.

National Coordination Body and the NAP: The Steering Committee of Namibia's Programme to Combat Desertification (Napcod) – Namibia's National Action Programme - serves as the National Coordination Body (NCB) for Namibia. Four ministries, the university, two farmer's unions and four national level NGOs are involved. The NCB began its task in 1994 when the DEA contracted the Desert Research Foundation of Namibia (DRFN), an NGO, to implement Phase 1 of Napcod. Phase 1 included broad consultation throughout the country and wide participation in a national workshop in July 1994. Phase II represents a partnership among the MET (DEA), MAWRD and the DRFN. Although many institutions are represented on the NCB, actual participation by most members is limited to attendance at quarterly meetings and will receive attention in Phase 3.

Some components of Phase 3 will be implemented under the guidance of a National Coordinator within the DEA (July 1999) while other components will be put out to tender. In particular, components identified as important in Phase 2, have been given high priority for tendering in Phase 3.

- establishment of a monitoring system at national and local levels including an overview of the extent of desertification in Namibia
- strengthening of Service Providers working with communities and
- strengthening of CBOs themselves.

At the Strategic Planning of early 1999 it was decided that a sub-committee of experts from the NCB and other sources will support, monitor and evaluate each component. Some components that were specifically included in objectives during Phase 2 will be regarded as cross-cutting issues in Phase 3, e.g. policy in support of combating desertification, integrated, cross-sectoral planning.

Napcod Process and Phasing Summary	
Phase 1: 1994	Broad consultation and National Workshop
Phase 2: 1995 – 1999	Setting up structures for implementation of 8 objectives; concluded by planning for Phase 3
Phase 3: 1999 – 2003	Setting up structures for implementation of 5 revised objectives

Capacity building: Capacity and institution building, applicable *inter alia* to problems of desertification, have been promoted by the various partner organisations of the NCB. This has taken place on the national level, particularly within the DRFN supplemented with funding from Napcod, and at the local level through implementation of Objective 6 of the Napcod project and other sustainable environment projects of members of the NCB. Capacity building is particularly important for Namibia as the human resources available are limited, as compared to any of the other countries in the SADC region, because of its small population and its apartheid history when it was governed as a '5th province' of South Africa. Gender awareness is also limited and requires further attention.

As part of an institutional strengthening project of the DRFN, participatory evaluation with several communities was undertaken and provided excellent feedback used by communities working with Napcod and Töb personnel in the area. These results were incorporated into planning for the Töb project, a flanking project of Napcod also funded by GTZ, and its cooperation with Napcod in the field. Evaluation of the NAP process was otherwise limited to one formal evaluation and support mission from GTZ.

Partners and information flow: Napcod works with SADC-ELMS through various workshops and in the establishment of the Multi-disciplinary Scientific and Technological Consultative Committee (MSTCC). Obliquely, Napcod is involved in the Gobabeb Training and Research Centre (GTRC), which has been selected by SADC-ELMS as the centre for training, research, appropriate technology and networking on behalf of the CCD in the region. Because of a lack of funding, however, the MSTCC is not yet functioning and the transformation of the GTRC is still in the initial planning stages.

The NCB, through its individual members, promotes information flow among various programmes addressing desertification but not falling directly under Napcod. The Water Supply and Sanitation Sector Policy has Community Based Management as one of its basic tenets including ownership and management by communities of their own water supply infrastructure. The amendments to the Nature Conservation Ordinance have allowed for the formation of conservancies implemented under the CBNRM programme. The decentralisation policy of GRN, starting to be implemented by the MRLGH, should also contribute to involvement and responsibility by local populations. A number of individual projects, programmes and initiatives have incorporated measures to raise awareness, inform and educate local populations to enhance their participation. Coordination remains a weak point.

Participation and awareness generation: Individual measures have been taken to ensure real participation by local populations and local authorities in decision making concerning natural resources. This is a major focus of Napcod and the associated Regional Awareness programme. These measures have usually been associated with specific activities, e.g. infrastructure development, conservancy formation and similar focused developments, not under the direct ambit of Napcod. For example, the Minister of MAWRD has recently initiated a catchment level management system for water in Namibia that should lead to participation of regional level decision makers and local inhabitants while many environmental assessments have involved full participation of

interested and affected parties. Napcod NCB members are represented on the catchment initiative and the chairman of the NCB oversees the environmental assessment procedure. All of these initiatives and measures have been undertaken apart from the influence of Napcod *per se*, however, many were undertaken with recognition and appreciation of the UNCCD principles, some supported more strongly than others, and can be expected to inform Napcod in the future.

Under Phase 1 and 2, a strategy developed by the DRFN, for communications and public awareness, was adopted by the NCB. Awareness campaigns have been conducted in an *ad hoc* manner, using the strategy document as a basis, in response to various international days and similar events, in cooperation with a variety of partners. The messages and contents have been related to various identified aspects of desertification, e.g. bush encroachment and ratification of the CCD. Different social and institutional categories have been targeted by various awareness campaigns.

Funding: Under the Urgent Action for Africa programme, the GTZ provided funding for a two year programme of raising awareness with regional councils in the north of Namibia. Napcod itself has not been decentralised except through the activities of its regional facilitators in Phase 2 and through its participation in FIRM. The Regional Awareness Programme is taking place in Namibia's four most populated regions in the north and is totally decentralised. Local governments have been involved in identifying problems requiring attention and have assisted in the programme itself through identification of training needs and training of community representatives. Regional service providers have also been closely involved in the process.

The German Government through the GTZ has been the main supporter of the Napcod programme through the DEA/ MET. The GTZ advisor for desertification sits on the NCB and acts as a full partner in the NCB. During the five years of implementation of Napcod the GTZ has provided about N\$ 6 million (approximately US\$ 1 000 000). A number of other projects and programmes that support the combating of desertification are funded by donors through the DEA, MET and other government ministries, and through NGOs. Government contributions support staff and infrastructure used by the ministries. NGOs have independent funding in addition to that received through the Napcod programme. Additional funding, to implement key components of its vision, is however lacking.

Benchmarks and indicators: Biophysical and socio-ecological indicators for environmental monitoring were established in three sites with differing land tenure and land use practices although experiencing a similar climate. These were derived together with the community farming with livestock in the area and may prove sustainable. Still required elsewhere in Namibia in other agro-ecological zones are a baseline studies of benchmarks and indicators for sustainable development with specific relevance for desertification control. Similarly, impact indicators are required for the Napcod process.

Overall results: The results from the NAP programme are summarised below.

1 - The identification and analysis of the actual and potential key players related to land degradation (those instrumental for the causes and the solutions of the problem) at different levels is an important element in NAPCOD's strategic approach. Actors (and their respective organizations) instrumental to both the stated problem (desertification) and its solution (promotion of sustainable and equitable use of natural resources) have been identified at the national level. In particular NAPCOD's media activities have utilized this information to focus their awareness raising activities

2 - Raising awareness about desertification, promotion and co-ordination efforts to combat the causes of this phenomenon, using newsletters, radio programmes, press releases and other media outputs were objectives of Phases 1 and 2. NAPCOD achieved widespread media coverage and general public exposure to the phenomenon and symptoms of "desertification" in Namibia. Information materials are now available and can be reproduced at relatively low costs. It can be expected that the issue of land degradation will continue to feature implicitly or explicitly in the media.

3 - Development of integrated planning strategies at all levels and introduced on the basis of clearly defined policies was addressed in Napcod 2. Integrated planning is hard to pursue as a separate objective, since it is essentially a strategy for achieving the goals of NAPCOD, not an output by itself. Although a preliminary report was produced, there was no agreed strategy and/or action plan to be followed during implementation of Phase II.

4 - The objective defined as appropriate inter-disciplinary research programme elaborated and implemented was never fully institutionalised but resulted in a number of studies being completed. Preliminary research results and applied methodologies, particularly for community based action research, have been successfully documented and presented at various international conferences.

5 - Training and education was one of NAPCOD's cross cutting strategies, formulated as a separate objective: Appropriate training and education provided according to needs and at all levels. In terms of training, almost 100 students, mainly from Namibia, have gained professional experience through NAPCOD. Several of them have later been engaged as staff or have been otherwise employed in the environmental 'field'. In addition, capacities of NAPCOD staff members have been built, not only through tailor made training sessions, but also through general participation in the Programme.

6 - Natural resource users and managers empowered to plan and implement sustainable management practices in an integrated and decentralized manner was the major objective of Napcod phase 2 and for which two pilot areas were established. Some areas of community action have been identified but follow up will require institutional linkages, which still have to be established. The setting up of a community-based monitoring system of biological indicators seems to have gone a long way at one of the two pilot sites and probably has a good chance of becoming sustainable if activities could be continued. Flow of information has been a problem and resulted in

the Steering Committee not at all times being well informed of the activities taking place in each of the outreach areas. On the whole, tangible achievements have been limited.

7 - This Objective was meant to address the indirect or underlying causes of land degradation and had the original formulation: Identification and implementation of incentives to change human activities and support sustainable natural resource management. The 1997 Support Mission rightly concluded that the strategy of influencing the frame conditions in order to positively influence the behavior of natural resource users represents probably the most tangible and important field of intervention with regard to broad impact on combating desertification. The report on Policy Factors & Desertification provided an important break through in the understanding of one of the important root causes of environmental degradation in Namibia, the policy framework. As a direct spin off can be seen the incorporation of some of the insights into the new Drought Policy and Land Bill. The report also provides useful entry points and support for integrated planning and inter-sectoral collaboration.

iii. Strategies and priorities established within the framework of sustainable development plans and/or policies

(a) The National Planning Commission (NPC) was established shortly after independence of Namibia in 1990. It has elaborated a National Development Plan (NDP1) covering the period 1995 – 2000. A mid-term review is currently taking place after which NDP2 will be addressed. The national development plan is based on chapters for each sector (Namibia has 21 Ministries), although the Directorate of Environmental Affairs, Ministry of Environment and Tourism (DEA, MET) has reviewed most of the chapters for their content in terms of environmental sustainability.

The DEA of the MET has elaborated Namibia's Policy to Combat Desertification (1994), Namibia's Environmental Assessment Policy (1995), and the Draft Environmental Management Act (1999). These latter policies refer to sustainable use of natural resources if they do not refer to desertification *per se*. The CCD has many principles that are included in these policies and acts.

In 1992, the DEA, MET prepared Namibia's Green Plan that was presented in Rio. This was a consultative process with contributions in the form of chapters from many sectors and individuals that were reviewed in a national workshop. This document had a chapter on desertification highlighting the effects of the interaction between people and their management of natural resources in an arid, variable environment. Reference was made to the 1977 UNCOD at the workshop and its focus mainly on technical solutions was discussed.

IN 1996, GRN adopted Namibia National Action Plan (revised 1999) to implement Habitat Agenda (Istanbul Declaration). Ministry of Regional and Local Government and

Housing is coordinating the implementation via the Housing Directorate and chairs the National Habitat Committee.

Two of the larger towns in Namibia, Walvis Bay and the capital of Windhoek, have elaborated local Agenda 21 documents. Windhoek has started with implementation through its restructuring process by establishing a division for Sustainable Development.

A number of relevant policies have been elaborated by various Ministries dealing with natural resources:

National Drought Policy and Strategy, 1997 (MAWRD) – formulated and discussed regionally, not yet operational

National Agricultural Policy, 1995 (MAWRD) – formulated and discussed regionally, partially operational

Water Supply and Sanitation Sector Policy, 1992 (MAWRD) – fully operational; this policy is given high priority in national development

White Paper on Energy (MME) – formulated, considered by new projects

Education Reform Strategy (Education for All), 1992 (MBEC) – partly operational; several basic tenants (e.g. cross curricular learning) important to desertification are considered impractical to implement at this time

Forestry Act (draft) DoF, MET – not yet promulgated

Housing Policy, 1991 (MRLGH) – approved, addresses issues such as rural housing, local materials and settlement upgrading

Integrated Coastal Zone Management project (MET, MFMR) – in progress; full support from Erongo regional government

National Land Policy: White Paper, 1997 (MLRR) – under discussion; this policy and the associated draft Act are of central importance to combating or exacerbating desertification and are awaited with high expectation.

Decentralisation Policy, 1998 (MRLGH) – institutionally starting to be operational; Draft Regional Equity Fund established and starting to channel funds to the Regions; could have positive or negative effect on desertification depending on how managed

Amended Nature Conservation Ordinance, 1996 (MET) – operational in support of wildlife conservancies through Community Based Natural Resource Management (CBNRM); 10 conservancies/ emerging conservancies addressing/discussing sustainable use of natural resources

Few if any of the strategies or policies elaborated to date in Namibia specifically mention the CCD although most mention land degradation. For many policies, stemming land degradation is the main focus of the policy while others, e.g. equity of water supply or education, address the question of land degradation only obliquely. The National Drought Policy and Strategy, the National Agricultural Policy and the National Land Policy have all been directly influenced by Napcod Steering Committee members participating in the various task forces and thus have had input from Namibia's Programme to Combat Desertification (Napcod). One of the Steering Committee members conducted the regional consultations on the Drought Policy while a second member championed the process of drawing up the National Agricultural Policy.

With the potential exception of the Decentralisation Policy, National Land Policy and Communal Land Act, the various policies support one another in preventing and/or reversing land degradation.

(b) Prior to independence in 1990, there were no specific plans or strategies developed to address desertification *per se*. Soil erosion was addressed, as were the effects of drought, with an almost exclusive focus on commercial farms. Studies of the effects of drought, including land degradation, date back to the 1930's. Independence for Namibia (1990) and the United Nations Conference on Environment and Development (UNCED, 1992) happened sufficiently close together that it is difficult to disentangle their effects in terms of combating desertification.

IV. INSTITUTIONAL MEASURES TAKEN TO IMPLEMENT THE CONVENTION

The National development objectives are economic growth, employment creation, poverty alleviation, and a reduction in inequality in incomes (First National Development Plan of 1995). A number of activities are being undertaken throughout Namibia that contribute to combating desertification and thereby alleviating poverty and raising the standard of living of the Namibian people. These range from provision of Rural Water Supply in conjunction of implementation of Community Based Management programmes, to Environmental Education programmes, to Community Based Natural Resource Management programmes, to Farmers' Unions activities, to Drought Early Warning Systems, to eco-tourism developments, to Drought Relief programmes, none of which are incorporated in a formal way into a NAP in Namibia. Many of these activities are, however, represented through members of the NCB. These allied activities are not discussed in this document.

(a) The Steering Committee of Namibia's Programme to Combat Desertification (Napcod) – Namibia's National Action Programme - serves as the National Coordination Body (NCB) for Namibia. It has no juridical personality, legal capacity or financial autonomy. This was established in 1994 to support Napcod Phases 1 & 2 and will continue to support Phase 3.

Napcod Process and Phasing Summary	
Phase 1: 1994	Broad consultation and National Workshop
Phase 2: 1995 – 1999	Setting up structures for implementation of 8 objectives; concluded by planning for Phase 3
Phase 3: 1999 – 2003	Setting up structures for implementation of 5 revised objectives

The DEA, MET in conjunction with the GTZ representing the German Government, initiated Namibia's Programme to Combat Desertification. In 1994, the DEA contracted

the Desert Research Foundation of Namibia (DRFN), an NGO, to implement Phase 1 of Napcod. Phase 1 included broad consultation throughout the country and wide participation in a national workshop in July 1994. To guide Phase 1, a Steering Committee was established, by invitation, composed of all institutions thought to be concerned with desertification. At the national workshop, a mandate was given to the Steering Committee to continue guiding Napcod, while an open invitation was offered to any organisation/ institution that wanted to contribute or participate. No additional organisations volunteered their support.

Phase II represents a partnership among the MET (DEA), MAWRD and the DRFN. The Director of the DEA chairs the Steering Committee while the DRFN provided voluntary secretarial services. An informal management committee comprised primarily of DEA and GTZ with representation from DRFN and MAWRD takes most of the decisions that are then ratified by or referred for further discussion to the Steering Committee. With change in personnel, the Namibia Nature Foundation (NNF), responsible for financial accounting, is taking a more central role in management. A critical review of the structure and function of Steering Committee was discussed and planned to precede implementation of Phase 3 and awaits a National Coordinator, scheduled for July 1999.

Resources of the NCB (the Steering Committee) are those provided by the individual member institutions and the GTZ funded Napcod. The GTZ has provided approximately N\$ 6 million (approximately US\$1 million) over a period of four years to the Napcod programme. The DEA was to have provided a National Coordinator from GRN funds and the DRFN to hire a Research Coordinator from Napcod funds. Neither post was filled during the four-year programme as suitable candidates were not found. A GTZ advisor oversees Napcod and several other GTZ programmes. The high number of staff reflects the high turnover based on the extensive use of students and interns by the DRFN to carry out components of Napcod. The resources of the DRFN were put at the disposal of Napcod (e.g. specialised personnel, computers, and administration support) and partially funded by the GTZ. The resources of the DEA, MET in terms of office space and administrative support was provided for the Napcod/ GTZ advisor and meetings of the NCB. A staff summary is included in the annexures.

The inter-sectoral and multidisciplinary character of the NCB is clearly reflected in the presence of the sectors involved. These include the Ministries of Environment and Tourism, of Agriculture, Water and Rural Development, of Lands, Resettlement and Rehabilitation and of Regional and Local Government and Housing. The University of Namibia is represented by the Social Science Division of the Multi-disciplinary Research Centre, and the funder, the German Government, by the GTZ advisor. NGOs are represented by the Namibian National Farmers Union (NNFU), the Namibian Agricultural Union (NAU), Namibian NGO Forum (Nangof), the Namibian Development Trust (NDT), Namibian Economic Policy Research Unit (NEPRU) the DRFN and the Namibia Nature Foundation (NNF) for financial oversight. The official representative from each institution is at a fairly senior level e.g. management level up, however, junior staff, e.g. junior researchers, may be sent when the official representative is not available.

Communication among the NCB members takes place at the Steering Committee meetings, which are minuted, or among individual members as necessary.

Member institutions are identified by the Steering Committee although should interested institutions volunteer to participate, they would be welcome. Institutions nominate their own representatives who then attend meetings and are expected to become more actively involved. Four ministries, the university, two farmer's unions and four national level NGOs are involved. Gender issues or balance have not been addressed at the NCB level as yet. All government representatives are male and all NGO representatives are male with the exception of the DRFN. The SSD/MRC sometimes sends a female replacement to the designated male representative and the NNF sends a female accountant to provide the basic financial report. The Steering Committee meets from four to six times each year and *ad hoc* meetings are called as necessary.

The timetable of the NCB reflects the meeting dates at which Napcod and allied activities are discussed and information exchanged. Special activities are announced on an *ad hoc* basis. There is no budget for the NCB and the NCB sees to its own supervision, control and evaluation through the NCB with the advice of GTZ.

The NCB does not have its own information system nor does it maintain its own database other than the addresses of its members and the minutes of meetings. A great number of databases exist in Namibia within the various ministries, the university and NGOs. Most of these databases are readily available to members of the NCB. There are no plans as yet to have a centralised desertification information system. All members of the NCB have their own telephones, faxes, photocopiers, e-mail and access to internet.

Napcod is a member of the Forum for Integrated Resource Management (FIRM) along with two other GTZ-funded projects (Sustainable Animal and Rangeland Programme – SARDEP; and Communal Area Water Supply project – CAWS) and an USAID-funded project (Living in a Finite Environment – LIFE). The Directorate of Rural Water Supply has replaced CAWS on FIRM. FIRM focuses on one, well organised community represented by the Grootberg Farmers' Association and attempts to support this community in a unified manner. Minuted meetings on a two-monthly basis, either in the capital or at Grootberg, serve to keep members informed. The DRFN serves as the secretariat.

(b) No formal review of the mechanisms for coordination and harmonisation of actions to combat land degradation at national and local levels has been undertaken. The need for FIRM was recognised by the various partners, most of who sit on the NCB. This resulted from interest shown by the Grootberg farmers with respect to land use planning management. This recognised need led to the formation of FIRM and the resultant activities.

The policy analysis undertaken by a consultant to Napcod (Dewdney 1996) has examined coordination and harmonisation, or lack thereof, between sectors involved

with natural resource management. The short-lived Land Use and Environmental Board, initiated by the Ministry of Lands, Resettlement and Rehabilitation, was supported by Napcod until an alternative was incorporated by DEA/ MET into the draft Environmental Management Act (EMA). The EMA will establish a Sustainable Development Commission and an Environmental Commissioner.

Capacity and institution building, applicable *inter alia* to problems of desertification, has been promoted by the various partner organisations of the NCB. This has taken place on the national level, particularly within the DRFN supplemented with funding from Napcod, and at the local level through implementation of Objective 6 of the Napcod project and other sustainable environment projects of members of the NCB. These measures have facilitated implementation of Napcod activities.

Capacity building is particularly important for Namibia as the Human Resources available are limited, as compared to any of the other countries in the SADC region, because of its small population and its apartheid history when it was governed as a '5th province' of South Africa.

(c) Cross sectoral planning and cooperation is a serious omission amongst institutions involved in natural resource management. Individual attempts for coordination have been undertaken between several sectors operating in a particular area. Napcod itself is not considered as a strategic framework for action, although it is considered amongst the NCB as an umbrella framework for a number of different programmes. UNCCD principles are integrated into various development plans but not on a broad-based, integrated fashion. Environmental assessments provide a tool for promoting cooperation in planning specific projects and strategies and are used to a variable extent under different circumstances. Napcod is not clearly and visibly integrated into the process of national economic and social development planning systems because of lack of proactive involvement from the Napcod programme partners. It is planned that the National Coordinator will support this process in Phase 3.

Napcod works with SADC-ELMS through various workshops and in the establishment of the Multi-disciplinary Scientific and Technological Consultative Committee (MSTCC). Obliquely, Napcod is involved in the Gobabeb Training and Research Centre, which has been selected by SADC-ELMS as the centre for training, research, appropriate technology and networking on behalf of the CCD in the region.

The Government of the Republic of Namibia ratified the CCD 1997. Napcod should be given higher priority, budget and financing from the government and be more actively promoted by government members of the NCB.

(d) A study was made under the auspices of Napcod of some of the existing policy and legislation (Dewdney 1996). A review of environmental legislation in Namibia is ongoing and has produced, *inter alia*, the draft Environmental Management Act. Various endeavours of the DEA, such as the State of the Environment Reports, have added to

this review of policy, legislation and regulations. It is expected that these reports will influence the Napcod process.

The NCB, through its individual members, promotes information flow among various programmes addressing desertification but not falling directly under Napcod.

The Water Supply and Sanitation Sector Policy has Community Based Management as one of its basic tenets including ownership and management by communities of their own water supply infrastructure. The amendments to the Nature Conservation Ordinance have allowed for the formation of conservancies implemented under the CBNRM programme. The decentralisation policy of GRN, implemented by the MRLGH, should also contribute to involvement and responsibility by local populations. A number of individual projects, programmes and initiatives have incorporated measures to raise awareness, inform and educate local populations to enhance their participation.

Individual measures have been taken to ensure real participation by local populations and local authorities in decision making concerning natural resources. This is a major focus of Objective 6 and the Regional Awareness programme that falls under Napcod. These measures have usually been associated with specific activities, e.g. infrastructure development, conservancy formation and similar focused developments, not under the direct ambit of Napcod. For example, the Minister of MAWRD has recently initiated a catchment level management system for water in Namibia that should lead to participation of regional level decision makers and local inhabitants while many environmental assessments have involved full participation of interested and affected parties. Napcod NCB members are represented on the catchment initiative and the chairman of the NCB oversees the environmental assessment procedure. All of these initiatives and measures have been undertaken apart from the influence of Napcod *per se*, however, many were undertaken with recognition and appreciation of the UNCCD principles and can be expected to inform Napcod in the future.

Land tenure reform has been ongoing since independence although legislation to date has only applied to commercial and not communal farmlands. This remains a controversial issue in Namibia at the moment. Napcod Steering Committee members have participated at various times during the debate. The government of Namibia is promoting a policy of decentralisation, through the office of the Prime Minister, although human resources and funds are constraining its implementation. The Regional Awareness Project of Napcod is addressing the issue of desertification on a regional basis as a contribution to the development plans of the four most populated regions. A number of policies, guidelines and similar documents have been produced by several different ministries but few have legislative backing other than those mentioned above.

V. PARTICIPATORY PROCESS IN SUPPORT OF THE PREPARATION AND IMPLEMENTATION OF THE ACTION PROGRAMME

Under Phase 1 and 2, a strategy developed by the DRFN, for communications and public awareness, was adopted by the NCB. With shift in funding and personnel, this strategy was not implemented beyond the first year of the four-year Phase 2. Awareness campaigns have been conducted in an *ad hoc* manner, using the strategy document as a basis, in response to various international days and similar events, in cooperation with a variety of partners. The need to set up a monitoring and evaluation system is recognised. Napcod has initiated some of the above-mentioned awareness activities and has supported other organisations to varying degrees. The media chosen have been related to but not entirely based on the initial strategy developed. The messages and contents have been related to various identified aspects of desertification, e.g. bush encroachment, ratification of the CCD. Different social and institutional categories have been targeted by various awareness campaigns.

Relevant information documents about the UNCCD have not been translated and there are no plans to do so. Various allied projects have, however, translated awareness materials into local languages. These materials have reflected the concerns and interests of the CCD. Through the DRFN, a number of women have been involved in the awareness campaigns. The government has policies on gender which are only partially being implemented. Namibia has not yet been involved in the CCD gender mainstreaming project.

Within the Napcod programme the following consultation and awareness raising activities have been implemented:

- consultation with 13 rural communities in preparation for presentation of posters and informed participation in the National Workshop highlighting Phase 1;
- drama as a media of report-back to the 13 rural communities and selected schools following the National Workshop. These two steps ensured the empowered participation of illiterate people, youth and women in planning of Napcod during Phase 1;
- consultation with various Ministries and national institutions in preparation for presentation of posters and participation in the Phase 1 National Workshop;
- proceedings and a newsletter served to report back on Phase 1 at the regional, national and international levels which generated interested responses;
- radio stories in local languages and announcements concerning desertification activities, manifestations and solutions to land degradation;
- newsletters designed to provide a communications link between the grass roots and decision makers (two issues in first year of Phase 2 only). Sharing of information amongst farmers in different regions was the main outcome;

- video films of problems and solutions concerning desertification. These were shown on national TV, at community-level workshops and at international desertification meetings;
- poster depicting desertification for distribution to schools and GRN offices and is still being requested;
- press releases concerning various activities and milestones of Napcod are readily published in national newspapers;
- World Desertification Day 1995 media visit to communal area to record actions to combat desertification. The results were shown on national TV;
- World Desertification Day 1996 bush encroachment workshop for Namibian local, regional and national participants and participants from SADC countries with a similar problem. This was covered in the national print and visual media and raised awareness amongst local farmers, extension workers and decision makers;
- World Desertification Day 1997 & 1998 launch of various publications produced by allied projects and programmes;
- the National Coordinator will arrange the observations for 1999;

Important awareness raising activities linked to Napcod through the DRFN include:

- Environmental Updates which provide information on a twice monthly basis to members of Parliament on, *inter alia*, implications of the CCD, actions taken to combat desertification, other UN conventions, aridity in Namibia. This awareness at the top political levels serves to support sustainable use of natural resources. All parliamentarians who participated in the evaluation give the Updates high praise. Excerpts have been used by parliamentarians for radio and newspaper releases;
- environmental education materials for use in Colleges of Education including information on desertification and sustainable use of natural resources, through the Enviroteach project. Two major evaluations have highlighted areas of success and made contributions to further implementation. This NGO project is being fully integrated into environmental education, with a component on desertification, of the Ministry of Basic Education;
- books on water and grazing management, focused on preventing land degradation, have been written for use by extension personnel when working with Water Point Committees and the community. These are published in English and the relevant local language. Six regions have been covered by books and one region has had a radio drama series broadcast with 40 episodes to supplement the books;

Intermediaries, facilitating the awareness process, have been mainly affiliated to an NGO, the DRFN. National Napcod staff have implemented various media campaigns while regional facilitators have maintained contact with communities in the two pilot areas. These intermediaries have had experience and some training, e.g. PRA, facilitation and planning training. Different categories of stakeholders have been consulted in different ways. This has included PRA, facilitated discussions and individual discussions with communities, and facilitated workshops and individual discussions at the regional and national levels. Allied projects sometimes have been the vehicle through which consultations have been facilitated and ministries represented in the regions have assisted with organisational aspects. Continuous consultation, by two

full time Napcod employees, with pilot region communities at the local level over a three year period was concluded at the end of Phase 2. This contributed to potential for informed decisions the results of which were communicated to Napcod staff.

Information was exchanged at Steering Committee meetings and as a by product of the various programme activities. This took place within the Napcod programme and with allied programmes and communities.

At the national level, representatives of various institutions volunteered their time or their participation for meetings and various activities. When working with local communities, representatives were elected by the communities themselves after preliminary meetings with programme representatives. In terms of contact or interactions, these may be initiated at the local or national levels or through the regional facilitators with respect to the Napcod programme itself. Transfer of information from the local level to the national level has been weak in Phase 2 and new mechanisms should identified.

VI. CONSULTATIVE PROCESS IN SUPPORT OF THE PREPARATION AND IMPLEMENTATION OF THE NATIONAL ACTION PROGRAMME AND THE PARTNERSHIP AGREEMENT WITH DEVELOPED COUNTRY PARTIES AND OTHER INTERESTED ENTITIES

The DEA of MET has invited various donor partners to fund proposals derived through the Napcod programme, e.g. bush encroachment control and eradication, awareness raising with regional councils. These partners, with the exception of the GTZ, have not participated in all stages of the process.

The German Government through the GTZ has been the main supporter of the Napcod programme through the DEA/ MET. During the five years of implementation of Napcod the GTZ has provided about N\$ 5 million (approximately US\$ 850 000). Under the Urgent Action for Africa programme, the GTZ provided further funding for a two year programme of raising awareness with regional councils in the north of Namibia. The GTZ has been closely involved in all stages of the Napcod planning process. The GTZ advisor for desertification sits on the NCB and acts as a full partner in the NCB. Government departments other than the DEA/ MET have not been directly involved in fund raising for Napcod. The Ministries of Agriculture, Water and Rural Development, of Lands, Resettlement and Rehabilitation and of Regional and Local Government and Housing have been involved in technical consultations with Napcod through their participation in Steering Committee meetings. DRFN has been involved in raising funding from the German Government through the GTZ for the Regional Awareness Project, for Updates from the British High Commission, Sida, Norad, USAID and other sources, and for allied projects such as the Regional Water Books from various donors. These donor partners do not sit on any Napcod planning teams or the NCB.

Napcod activities at the local level are funded by the GTZ through the DRFN. Regional Facilitators of Napcod facilitated local level activities during the last three years of Phase 2. Sardep and other projects, as well as various government departments, have given advisory and logistic (organising) support as requested.

Existing forums at the regional and local levels have been used for consultation by Napcod. The consultation process between partner countries has not been formalised to any degree.

VII. MEASURES TAKEN OR PLANNED WITHIN THE FRAMEWORK OF THE NATIONAL ACTION PROGRAMMES, INCLUDING MEASURES TO IMPROVE THE ECONOMICS ENVIRONMENT, TO CONSERVE NATURAL RESOURCES, TO IMPROVE INSTITUTIONAL ORGANISATION, TO IMPROVE KNOWLEDGE OF DESERTIFICATION AND TO MONITOR AND ASSESS THE EFFECTS OF DROUGHT

(a) An evaluation and support mission from the GTZ visited Napcod during the third year of Phase 2, 1997. The Napcod Steering Committee was involved in the process, through individual interviews and discussion meetings, and took note of the results. Changes were made in the way the Napcod programme is described and clear distinctions have been made between Napcod and allied programmes; the Regional Facilitators focused more on government partnerships, e.g. with extension personnel, in the regions. During the evaluation, the GTZ personnel held discussions with a number of participants and partners of Napcod including several rural communities in each pilot area.

As part of an institutional strengthening project of the DRFN, participatory evaluation with several communities was undertaken and provided excellent feedback used by communities working with Napcod and Töb personnel in the area. These results were incorporated into planning for the Töb project, a flanking project of Napcod also funded by GTZ, and its cooperation with Napcod in the field. Specific recommendations were made for the Napcod, Phase 1 Objectives 4 & 6, or allied programmes in the area.

(b) The Napcod has been reviewed to assess integration of the UNCCD principles by the GTZ evaluators mentioned under section (a) immediately above. Allied projects have been subjected to varying degrees of evaluation through time. Ongoing projects being implemented by DRFN have been closely integrated into Napcod Phase 2. As Phase 3 is intended to be implemented in a different manner, this integration will fall away. Integration of ongoing projects into Napcod was not promoted or recommended by the GTZ evaluators of Napcod who felt that the boundaries between projects should be clearly identified and maintained.

Some components of Phase 3 will be implemented under the guidance of a National Coordinator within the DEA (July 1999) while other components will be put out to tender. In particular, components identified as important in Phase 2, have been given high priority for tendering in Phase 3.

- establishment of a monitoring system at national and local levels including an overview of the extent of desertification in Namibia;
- strengthening of Service Providers working with communities and
- strengthening of CBOs themselves.

At the Strategic Planning of early 1999 it was decided that a sub-committee of experts from the NCB and other sources would support, monitor and evaluate each component.

Some components that were specifically included in objectives during Phase 2 will be regarded as cross-cutting issues in Phase 3, e.g. policy in support of combating desertification, integrated, cross-sectoral planning.

Specific training as well as technical and scientific programmes have been broadly formulated but not adopted during Phase 2. Priority has been given to strengthening capacity, e.g. institutional capacity, raise awareness for making informed decisions and empowering for participation in forums, community action based research, at the local level for Phase 3. This component of Phase 3 has been put out to tender and innovative approaches are expected from the tendering consultants.

Projects funded by the German Government through the GTZ are considered to be specifically part of the NAP process by the NCB. Information from these projects is reported to the NCB. The activities of the Regional Facilitators in working with communities are contributing to development of local communities. These activities include, *inter alia*, PRA and facilitated discussions, training in use of assessment aids such as rain gauges, exposure trips to other areas in Namibia, and training in special farming techniques both at home and at agricultural centres. Local communities have requested some of these activities and are involved, with the Regional Facilitators, in planning and reporting on these activities. Training of CBOs to function as institutional representatives of their communities have been designed to contribute to sustainability. No impact analysis has been undertaken but should be incorporated to analyse the success of Phase 3 projects.

(c) The Napcod programme Phase 2 consisted of an overall objective and eight operational objectives (see Annex).

A variety of activities were undertaken under each of these objectives. These activities are included in the Annex.

The Napcod programme has not been directly involved in documenting Indigenous Knowledge Systems but has been making use of them in various activities undertaken under the auspices of Napcod and allied projects and programmes.

(d) Actions and measures taken at the sub-regional and regional levels have been noted and considered by the Napcod programme but integrated only where benefits were identified for Namibia.

The Napcod programme, and through that the associated national scientific and technical institutions, has been informed of the Multi-disciplinary Scientific and Technological Consultative Committee (MSTCC) of SADC. Similarly, they are aware of Netwise and other regional networks. Lack of funding has precluded activation of MSTCC while the other networks are used where the advantage is felt. These interactions are mainly on a one-to-one basis with international institutions.

The DRFN, on behalf of Napcod, has undertaken a survey in the SADC sub-region for the Committee of Science and Technology in support of the CCD. This was done on behalf of UNDP/UNSO Technical Support Project for the East and Southern Africa sub-regions.

(e) Napcod itself has not been decentralised except through the activities of its regional facilitators in Phase 2 and through its participation in FIRM. The Regional Awareness Programme is taking place in Namibia's four most populated regions in the north and is totally decentralised. Local governments have been involved in identifying problems requiring attention and have assisted in the programme itself through identification of training needs and training of community representatives. Regional service providers have also been closely involved in the process. One component of this initiative has been taken over by another ministry (Ministry of Mines and Energy) and the training component eliminated. Discussions with this ministry have been initiated to attempt to harmonise the programmes.

(f) Internal partnership agreements between central members of the NCB were drawn up but never formalised. Agreements on a national level as to 'who does what' were minuted at NCB meetings or meetings of the key players. International partners interact with the various players of the Napcod programme; a few international partners have had short-term agreements with the programme itself. Other than the GTZ as funder of Napcod, international partners have not been involved in the planning process. Long-term commitments are mainly in the form of MoUs with individual members of the NCB and none are with the Napcod NCB itself. Technical support has been successfully contracted in by the NCB.

VIII. FINANCIAL ALLOCATIONS FROM NATIONAL BUDGETS IN SUPPORT OF IMPLEMENTATION AS WELL AS FINANCIAL ASSISTANCE AND TECHNICAL COOPERATION RECEIVED AND NEEDED, IDENTIFYING AND PRIORITISING REQUIREMENTS

(a) The DEA, MET has negotiated with the GTZ for funding for the Napcod programme, which totaled about N\$ 5 million over four years of Phase 2. Use of this funding is determined by the NCB. These measures are all dependent on GTZ funding for the Napcod project. A number of other projects and programmes that support the combating of desertification are funded by donors through the DEA, MET and other government ministries, and through NGOs. Government contributions are permanent in that they support staff and infrastructure used by the ministries. NGOs have independent funding in addition to that received through the Napcod programme.

(b) Many of the overall programmes of the government are designed to combat desertification, although they are not part of a formal NAP. These programmes are

carried out as part of ongoing government activities and are so funded and managed. International partners are supporting specific, identified programmes which contribute to combating desertification but are not part of Napcod or a formal NAP, e.g. Community Based Natural Resource Management, WILD, combating bush encroachment. **others to be mentioned?

There is no specific team working on project development and financial mobilisation outside of the Napcod programme financed by GTZ. Funds from the private sector have not been mobilised and there are no specific plans through the Napcod programme. An Environmental Investment Fund, through the DEA, MET will focus on collecting funding from tourism activities and using that to promote natural resource management.

IX. A REVIEW OF THE BENCHMARKS AND INDICATORS USED TO MEASURE PROGRESS AND AN ASSESSMENT THEREOF

A usual LFA approach was initiated in the Napcod programme for some of the objectives of the programme but abandoned for the less formal rolling planning process. Participatory evaluation methodology was applied from other programmes to Napcod activities but not in a systematic way. The DEA, MET has initiated a State of the Environment Reporting programme; implementation of recommended indicators should provide relevant information.

Still required is a baseline study of benchmarks and indicators for sustainable development with specific relevance for desertification control. Similarly, impact indicators are required for the Napcod process.

Other projects, e.g. CBNRM conservancies and Sardep, are training CBOs in aspects of sustainable resource management and therefore contributing to combating desertification, Objective 5 of Napcod.