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***ZIMBABWE'S NATIONAL REPORT ON THE  
IMPLEMENTATION OF THE NAP PROCESS IN THE  
CONTEXT OF THE UNITED NATIONS CONVENTION  
TO COMBAT DESERTIFICATION***

*May, 1999*

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## 1.0 Summary

A multiplicity of factors have had a negative impact on the quality and quantity of resources in Zimbabwe leading to environmental and land degradation. Human activities and poverty have culminated in a number of environmental problems related to drastic changes in land use, technology, farming systems and economic demands on resources. The three-tier land tenure system, inherited from the colonial past of Zimbabwe, designated land into communal, large-scale commercial and small-scale commercial farming areas with the resultant income disparities and imbalances in ownership of resources including less access to land by small holder farmers. These problems are worsened by the frequent occurrence of droughts compounded by excessive concentrations of human and livestock populations in ecologically marginal, dry and fragile environments in communal, small scale commercial and resettlement areas.

Energy issues are also at the center of land degradation in the rural sector. The over-dependence of rural communities on fuel-wood to meet their energy requirements has contributed to massive deforestation, which in turn has led to soil erosion, land degradation and water shortages through the siltation of rivers and dams. Land degradation in the rural sector has contributed to rural-urban migration creating environmental problems related to the urban poor. The growth of the urban sector in Zimbabwe has contributed to environmental problems such as pollution, which need urgent attention.

The problems of poverty and land degradation can also be understood in the context of the country's development strategies during the last few decades. A number of initiatives to address these problems have been taken by government, non-governmental organizations (NGOs), industry and the international donor community but very little impact has been made. The major contributing factor to this poor performance has been the lack of a properly coordinated planning framework that is based on the participation of all interested stakeholders, particularly the affected local communities. Secondly, much of the development planning system has paid little attention to the intricate relationship between human and environmental well-being. The environment sector has been viewed as a separate sector standing outside the human well-being development planning equation. Society and the environment cannot be thought as two separate ecosystems; they are inextricably linked. The human society is part of the wider ecology. It is necessary therefore, that environmental management be done in the context of the overall human-environment well-being development process. The effective participation of all affected groups of the society in the integrated environmental and human well-being development process is key to the success and self-sustainability of whatever action plans emanate from the process. The NAP process is therefore expected to tie together these loose ends to ensure programme success through the facilitation of effective co-ordination/collaboration, partnership building and stakeholder participation.

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

The major problems to be tackled under the NAP relate to and/or are inclusive of the following:

- (a) **Land degradation** – which manifests itself mainly in the form of accelerated soil erosion. The problem is a result of over exploitation and mismanagement of natural resources among other causes.
- (b) **Deforestation** – which is a result of over dependence on fuel wood to meet energy requirements in rural areas.
- (c) **Water shortage** – due to siltation of rivers and dams and frequent droughts.
- (d) **Lack of environmental policy**
- (e) **Unstreamlined environmental legislation** as stated above
- (f) **Poverty** – the major problem here being the vicious cycle
- (g) **Loss of bio-diversity**
- (h) **Air and water pollution**

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

The government of Zimbabwe designated the Ministry of Mines Environment and Tourism as the focal point for the implementation of the NAP process leading to the setting up of the National Taskforce as a mechanism for coordination and harmonization of actions to combat land degradation at national and local levels. The institutional framework for the NAP process is expected to consist of the NAP Secretariat and the NDF management structure. The Department of Natural Resources, as the government's implementing agency, together with the National Taskforce on Desertification have taken lead in the implementation of the NAP process ensuring that all stakeholders and collaborators are involved in effective implementation of the NAP process at national level. At provincial and district levels, the Provincial Development Committee (PDC) and the Rural District Development Committee (RDDC) spearhead the NAP implementation assisted by the District Strategy Teams (DSTs) established through the District Environmental Action Plan (DEAP).

A number of activities have been undertaken by the National Taskforce and other stakeholders that include production of background information, holding national forums and improving the public awareness level on the CCD among others. The need for a properly articulated communication strategy was recognized early on in the formation of the National Taskforce but due to lack of budgetary support, this has not yet been done. There, however, already exists institutional channels of communications, which the Taskforce has relied upon, these include; the use of networks, associations, and national administrative and political structures at the national, provincial and district levels.

The need for the active participation of international partners in the preparation and implementation of the NAP has been well articulated in the CCD document. The support of various international agencies amongst them the Secretariat to the CCD, Office to Combat Desertification (UNSO), United Nations Environmental Programme (UNEP) have played a major role in giving both technical and financial support to the preparation and implementation of NAP. In addition some support has also been received through bilateral and multi-lateral programmes from such countries as Australia, Denmark, to name a few. Substantial support, both financial and technical has been received from UNSO/UNDP in support of the preparation of the National Desertification Fund and the NAP formulation process.

Subsequent to NAP formulation process, substantial diagnostic work on past experience in the area of combating desertification was undertaken. This was through the support of UNSO under the Australian Support Fund. This work played a major role in understanding the problems the country was facing in the area of drought and desertification. The study also gave some recommendations on the possible way forward especially in possible areas of technical intervention. Following intensive deliberations in the first and second national forums held on 4 – 7 August 1997 and 24 – 26 November 1998 respectively; six priority programme areas have now been identified. These include water, energy, poverty eradication (alternative livelihoods), land rehabilitation, education, (public awareness and capacity building) and environmental information systems. The selection of these programme areas was undertaken after an intensive consultation process by the Taskforce to determine current ongoing projects/programmes related to desertification control and possible role of NAP in further enhancing them.

Zimbabwe has identified various possible sources of funding for its NAP process. These sources have been categorized into two viz.: domestic (national) and external (international). Realising that the sustainability of NAP process financing depends on mobilization of local resources, the potential domestic sources that have been identified, include but are not limited to:

- (a) Fiscal allocations from government (both recurrent and public sector investment programme)
- (b) Financial and technical support from NGOs
- (c) Financial and other support from the private sector
- (d) Financial and other support from public sector organisations such as parastatals, local authorities and municipalities
- (e) Co-contributions to projects by the benefiting communities
- (f) The creation of a National Environment Revolving Fund
- (g) Investments

**Whilst Zimbabwe has articulated the likely sources of funds for the NAP process, accessing funds from these sources is dependent on:**

- (a) the development of bankable project proposals for funding and
- (b) the design and establishment of an entity separate from central government financial management systems, through which resource providers could channel funds to projects, and
- (c) government commitment to the NAP process

Since the NAP document has yet to be adopted by government, efforts on mobilisation of resources have mainly centred on preparatory work to identify activities to be prioritised in the NAP as well as the design and establishment of one of the effective methods of financing the NAP.

The issue of development of benchmarks and indicators to measure progress in the formulation and implementation of the NAP programme has been a subject of discussion by the national taskforce on desertification at its various meetings. The taskforce agreed that the NAP process in Zimbabwe will pass through three phases namely;

Phase One: which focuses on raising awareness, partnership building and building of institutional framework at national level and identification of national priorities.

Phase Two: this phase would focus on formulation of NAP activities in preparation of the implementation phase.

Phase Three: phase three would deal with activities for ensuring NAP implementation. This phase is viewed as the practical implementation of the objectives and activities outlined in the NAP document.

There is still need to perfect the benchmarks and indicators that have been identified for each of the above phases. More time is required before their effectiveness can be evaluated, this is particularly so for the NAP implementation phase which is still in its infancy.

It is important to note that UNCCD principles of partnership building and participatory development approaches have been accepted in Zimbabwe, by government, NGOs, the private sector and affected communities. This is an important strength for sustainability of future effort. This acceptance has been the result of an extensive awareness drive by the National Taskforce (that held workshops and forums to inform and educate communities countrywide). One of the notable achievements is the establishment of an NGO co-ordinating body specifically to liaise with the focal point on CCD issues, in particular but not exclusively covering, the production of a newsletter in vernacular, documentation of indigenous knowledge on combating desertification and drought, and the promotion of exchange visits. Although these successes have been scored, one weakness has been the absence of a systematic assessment of the impacts of activities undertaken to date. It would be prudent to carry out this evaluation in order to provide pointers on areas of future intervention and redress past errors. For example, the information kit to schools, is a simplified synthesis of the CCD that provides practical examples and graphical presentations to facilitate understanding of desertification and drought issues. There is however, a need to evaluate the extent of use of the kit and the impact on pupils. Some of the consultative processes, however, helped to gather information that would make the NAP more coherent and harmonised with other development programmes. All that is needed now is the analysis of the information and eventual integration of NAP into related on-going programmes. This will enable efficient and effective use of scarce national resources through integration of activities.

Since the ratification of the CCD, various measures have been undertaken to implement provisions of the convention and are classified into institutional, technical and financial. With the support of UNSO funded by the Australian Support Fund, substantial diagnostic work of past experience with combating desertification was undertaken. This work played a major role in increasing the understanding of the problems the country is facing in the area of drought and desertification. It is clear that priorities in Zimbabwe hinge on six major programme areas, namely:

- (a) Water resource provision
- (b) Energy provision
- (c) Provision of alternative livelihoods
- (d) Education, public awareness and capacity building
- (e) Land rehabilitation
- (f) Environmental Information System for the NAP Process

The selection of these programmes is a result of extensive consultations undertaken by the Taskforce. A spillover benefit from these consultations was further insight into the possible institutional arrangements necessary for implementation of specific activities related to the identified priorities.

To date, a National Desertification Fund proposal document has been prepared including accounting and operational manuals. Once endorsed by the Zimbabwe Government through Cabinet and Parliament, it is envisaged that this will mark the beginning of

concerted effort to implement more vigorously activities within the prioritised programmes for which consensus has been reached.

## **2.0 INTRODUCTION**

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

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

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

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

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

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

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

attention. These range from land and water to air pollution. In addition urban areas are experiencing increased solid and liquid waste disposal and management problems which require immediate solutions.

Water availability and management has become one of the critical environmental issues in the country. The problem is a result of silted rivers and degraded wetlands and springs due to negative human and livestock impact. The problem is further worsened by the frequency of droughts, which have led to untold suffering to the Zimbabwean communities. Water shortage has had negative effects on agriculture and other sectors of the economy.

Rainfall record patterns indicate that from 1901 to 1995 Zimbabwe has experienced intermittent drought periods with some rainy seasons having registered seasonal rainfall well below the national annual average of 665mm. For example the 1915-16, 1921-22, 1946-47 and 1991-92 recorded 394mm, 385mm, 365mm and 335mm, respectively.

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

The government has attempted to address these problems in the past through a number of programmes. Some of the interventions made by government to address the above problems include; education and public awareness, land rehabilitation, law enforcement and provision of alternative livelihood aimed at reducing pressure on the different resources. Relatively few successful programmes on environment and development have been implemented and completed on the ground despite the number of commitments made by government over the years to deal with national environmental and development problems. A significant reason for this situation is thought to be the lack of a systematic and co-ordinated national action plan to deal with issues of resources management. Besides, there is no central registry containing information on projects implemented or under implementation.

Information on both government and NGO funded programmes and projects is thus not readily available; a situation compounded by poor or non-existence of monitoring, evaluation and reporting procedures. New projects spring up whenever a project which might attract funding is identified. In addition, many programmes did not succeed because there was little or no stakeholder participation at project identification stage resulting in projects being imposed from the top. Communities did not support such programmes because they did not address their immediate needs.

The NAP process will ensure programme success through the facilitation of effective co-ordination, partnership building and stakeholder participation.

### **3.0 STRATEGIES AND PRIORITIES ESTABLISHED WITHIN THE FRAMEWORK OF SUSTAINABLE DEVELOPMENT PLANS AND POLICIES**

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

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

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

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

#### **3.1 National Conservation Strategy (NCS)**

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

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

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

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

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



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

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

### **3.2 Decentralisation Policy**

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

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

- ◆ Institutional framework strengthening
- ◆ Human resources development
- ◆ Financial management

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

The decentralization process has the following merits:

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

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

### **3.3 Interim Environmental Impact Assessment Policy (EIA)**

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

The policy objective was to ensure that developers and project proponents undertake an environmental impact assessment in order to document possible negative impacts on the environment and to design a mitigatory programme for the identified impacts. The policy

also aims at making the conducting of EIA mandatory in Zimbabwe and this issue is being addressed in the proposed Environmental Management Act.

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

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

### **3.4 National Population Policy**

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

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

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

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

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

### **3.5 Land Reform and Redistribution Policy**

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

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

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

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

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

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

### **3.6 Poverty Alleviation Action Plan**

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

The strategies used include:

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

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

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

### **3.7 National Rural Water Supply and Sanitation**

This policy initiative seeks to address two important issues namely:

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

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

The following strategies are used to implement the policy:

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

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

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

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

### **3.8 Energy Management Policy**

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

### **3.9 Forestry Policy**

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

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

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

### **3.10 Water Resources Management Strategy**

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

### **3.11 National Policy on Drought Management**

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

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

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

## **4.0 INSTITUTIONAL MEASURES TAKEN TO IMPLEMENT THE CONVENTION**

### **4.1 Established and functional National Taskforce**

The Government of Zimbabwe designated the Department of Natural Resources of the Ministry of Mines, Environment and Tourism as the National Focal Point on the implementation of the Convention to Combat Desertification.

The National Action Programme (NAP) in the Context of the Convention to Combat Desertification began to take shape in November 1996 with the appointment of a National Technical Advisor for the programme, the creation of a National Taskforce to spearhead the implementation of the programme and the setting up of the NAP Secretariat to service the Taskforce and the programme.

The membership of the National Taskforce was drawn from government agencies, NGOs, Association of Rural District Councils, the donor community and the private sector. Judicially, the National Taskforce is a formal entity, legally acting on behalf of the accounting officer (the Permanent Secretary of the Ministry of Mines, Environment and Tourism). The Taskforce operates at policy level while at project implementation level, provincial and district structures are utilized.

The major constraint to the participation of the Taskforce members is the non-existence of a formal agreement hence their participation has become erratic of late. In addition, there are no funds available to pay sitting allowances to members when they meet for their deliberations and to support the activities of the lead agencies in some of the key areas of the NAP interventions. On the other hand, some of the organisations which members of the Taskforce represent do not feel that the NAP process adds value to their activities but instead, they view it as a competitor to their key result areas.

Among its functions, the National Taskforce has focused its mandate on:

- ◆ Establishing a National Environmental/Desertification Fund
- ◆ Raising public awareness on the CCD through production of background information papers, seminars, workshops and radio programmes
- ◆ Preparing and holding of national forums on the NAP process
- ◆ Identifying key programme areas for the NAP process in Zimbabwe
- ◆ Producing Umbrella Project Document for the NAP process
- ◆ Helping communities identifying and implementing projects on land degradation control and drought mitigation

Operationally, the Taskforce is complemented by a National Secretariat composed of a Technical Advisor, a Programme Officer, a Project Assistant and a United Nations Volunteer, with extensive experience in environmental management. Financially the NAP Secretariat has been supported by seed money from UNSO through UNDP and the Government of Zimbabwe for its operations. The Secretariat has computers at its disposal but rely on other programmes and the government for offices, fax, telephones, photocopying, transport and e-mail resources. On the other hand while the Taskforce has gone a long way to achieve its mandate, it has had no financial autonomy in the process, because of the unavailability of funds; it has had no operational budget.

The National Taskforce is constituted of representatives from a number of social and economic sectors relevant to combating land degradation that includes agriculture, energy,

social welfare, water resources, meteorological services, finance, economics, natural resources management among others. In addition, NGOs are represented. Among Taskforce members and the organisations they represent, information is disseminated through meetings, workshops, mail, reports, minutes and NGOs coordinating body.

To be a member of the Taskforce, one is nominated by his/her respective organization on the request of the accounting officer. The body is composed of twenty-five (25) members. Of these, nine (9) are females and the rest are men, eleven (11) of them represent government departments and institutions (university and research institutions included) with the rest representing NGOs, the private sector, and the donor community. These members meet on a monthly basis and when necessary to chart the way forward for the NAP process and review the progress made on their set work plan and timetable of activities. Periodically, a self-evaluation of achievements and failures is carried out, with an external evaluation carried out annually.

The Taskforce has no information system existing and managed by it specifically for the NAP process in terms of computers and thus has no website etc, but relies on what is available in their respective organisations. A database in form of reports is maintained by the NAP secretariat for use by the Taskforce and other stakeholders. It is hoped that databases such as IRIS, VEGRIS, GIS, meteorological data, which are existent in the country will be made use of once resources such as computers are acquired in future, should financial resources permit. Given the non-existence of electronic equipment, for information dissemination, workshops, reports, forums, the press and media are constantly used as means of information exchange activities both at home and abroad in support of the NAP process in Zimbabwe.

## **4.2 Institutional Framework for Coherent and Functional Desertification Control**

The mechanisms available for coordination and harmonization of actions to combat land degradation at national and local levels have been reviewed and analyzed, leading to new institutional and organizational measures being proposed. The institutional framework for the NAP process is currently being looked into in terms of the NAP Secretariat, the NDF management structure and its co-ordination with other on going programmes. The Department of Natural Resources, as the government's implementing agency, together with the National Taskforce on Desertification have taken lead in the implementation of the NAP process to ensuring that all stakeholders and collaborators are involved in effective implementation of the NAP process at national level, as an interim measure. At provincial level, the Provincial Development Committee (PDC) has the mandate to direct the implementation of the NAP process. At district level, the Rural District Development Committee (RDDC) spearhead the NAP implementation assisted by the District Strategy Teams (DSTs) established through the District Environmental Action Plans (DEAP). Membership of both the PDC and the RDDC was expanded to accommodate NGOs/CBOs and local communities. While this institutional arrangement is in place, there is still a need to effectively streamline the NAP process into the national development process through provision of a coherent legal and regulatory framework and financial mechanisms to effectively implement the NAP at all levels.

The National Taskforce recommended the creation of an *interim desertification fund* as a measure to enable the handling of funding for desertification control, drought mitigation and provision of alternative livelihoods. The recommendations have been approved and effected. An autonomous body is to be established to control and manage these funds on behalf of the National Taskforce (see Section VIII of this report).

Given that the NAP process cannot operate in isolation, it was proposed and agreed that the NAP process be integrated with the DEAP process given that DEAP is a planning process meant to address environmental and poverty eradication issues through participatory development planning and implementation. The marriage has proved to be very effective.

The need for institutional and capacity building has been addressed and promoted. A needs assessment was carried out to that effect, and some of its recommendations are yet to be implemented. A financial mechanism (interim fund) has been put in place while the establishment of the National Environmental Fund is to be legalized. Operational and accounting manuals for the fund have been developed. In addition, funds have been allocated for NGO support in the implementation of the NAP process.

### **4.3 National Action Programme (NAP) as part of the National Economic and Social Development Plan**

An analysis has been made of the existing plans and strategies that are relevant to combating land degradation to ensure complementarity and avoidance of duplication of efforts so as to achieve a coordinated multi-sectoral approach to the problems of land degradation. It has emerged that the NAP process should play a critical catalytic role in building partnerships among the various organisations involved in environmental management at local, national and international levels. Given that there are a number of government departments, NGOs and private sector organisations with vast experience in environmental management, the areas in which the NAP process is intervening should be clearly understood in the following context.

- ◆ NAP recognizes that there are lead organisations in each of the sectors it has to intervene.
- ◆ The NAP process intervention is complementing and value adding to the efforts that are made by the lead organisations and indeed other complementary organisations.
- ◆ The NAP process will in most cases play a facilitating role in its interventions.

While the Taskforce has gone a long way to identify gaps within lead institutions and organisations involved in environmental management for NAP intervention, the process has not reached the level of being fully considered as a strategic framework for action in the macro development plan. To achieve this, proposals have been made seeking development of synergies and complementary approaches with lead organisations in each of the sectors where NAP will intervene. In the process, various programmes and projects have been identified and the process of linking their activities to the NAP is in progress.

It is important to note that UNCCD principles of partnership building and participatory development approaches are highly acknowledged by the government, the NGOs, the private sector and the affected communities. While this acknowledgement exists, the NAP process has not been clearly and visibly integrated into the process of national economic and social development planning systems especially at national level. The articulation between the NAP and the Sub-regional Action Plan (SRAP) and Regional Action Plan (RAP) are yet to be clearly identified. There are a number of NAP activities that have a sub-regional projection, such as the Kalahari-Namib Rehabilitation Programme, the Zambezi, Save and Limpopo rivers catchment rehabilitation programmes, and regional projection such as Capacity Building Water and Renewable Energy development programmes.

Though the development of the NAP process has reached an advanced stage, the government has not officially adopted the NAP process, thus no priority has been given officially, in the national budget and financing to implement the National Action Plan.

#### **4.4 Coherent and Functional Legal and Regulatory Framework**

The National Taskforce has carried out a study of the existing legislation on environment which like other studies before it has led to the proposals for the need for the nation to have one piece of environmental legislation in place of the current system where several pieces exist and are administered by different government institutions. The government has put in place a decentralization policy aiming at developing and ensuring greater involvement and responsibility of local populations.

To enhance the participation of the local population, the Taskforce has mounted an extensive awareness drive through holding workshops and forums to inform and educate the affected communities on their roles and responsibilities. On the ground the DEAP process has effectively involved the local communities in participatory project identification, planning, implementation and management. As a result the local populations and local authorities are empowered to participate in decision-making, the projects identification and implementation to control land degradation and mitigate effects of drought.



## **5.0 PARTICIPATORY PROCESS IN SUPPORT OF THE PREPARATION AND IMPLEMENTATION OF THE NATIONAL ACTION PROGRAMME**

The CCD recognizes participation as an important tool towards the realization of its intended objectives of focusing on the central role that people should play in the design and implementation of the National Action Programme and calls for a bottom up approach in the formulation and implementation of action programmes and strategies.

A first step towards ensuring that all relevant stakeholders actively participate in all activities relating to the CCD implementation in Zimbabwe was the 1997 study on the weaknesses and gaps with respect to effective participatory approaches. The study had the following objectives:

- ◆ To identifying limitations and barriers to people's participation in desertification control and environmental management programmes.
- ◆ To outline measures needed to be put in place to overcome the identified limitations.
- ◆ To develop or identify tools or strategies for promoting different stakeholders participation in the NAP process taking into account tools that have been developed under DEAP and other programmes in Zimbabwe.
- ◆ To suggest practical tools on how participation approaches can be used for partnership building among various stakeholders in the NAP process.

The study identified the following weaknesses to effective stakeholder participation in Zimbabwe.

- ◆ Weak institutional framework for coordination
- ◆ Weak environmental policy
- ◆ Inequity in natural resources access
- ◆ Lack of coherent methodologies to facilitate partnership building
- ◆ Lack of information to ensure full participation

The National Taskforce on the CCD realized the tremendous efforts that would have to be harnessed to address the above weaknesses and decided to tackle the last two weakness as a matter of priority.

The tools that were identified by the study for enhancing people's participation include the following:

- ◆ Public policy analysis
- ◆ Stakeholder analysis
- ◆ Partnership building through improved coordination
- ◆ Multi-track communication
- ◆ Capacity building
- ◆ Monitoring and evaluation

The National Taskforce and other stakeholders have applied most of the above-mentioned tools and strategies to varying degrees to ensure comprehensive participation. Much progress has been made in relation to capacity and partnership building. Work is continuing with the other tools especially the multi-track communication, monitoring and evaluation.

Although no written communication and public awareness strategy exist, a number of activities have been undertaken by the National Taskforce and other stakeholders in relation to improving the awareness level on the CCD. The need for a properly articulated communication strategy was recognized early on in the formation of the National Taskforce but due to lack of budgetary support, this has not yet been done. There already exists institutional channels of communications, which the Taskforce has relied upon, these include; the use of networks, associations, and national administrative and political structures at the national, provincial and district levels. These communication channels have not proved very effective due to limited financial resources to photocopy and distribute documents relating to the CCD, hence the need to establish a separately funded CCD information dissemination system.

Upon signing and ratifying the CCD, there has been a number of activities undertaken by the government through the Department of Natural Resources with the assistance from the National Taskforce. These are summarized in Annex 1. It is important to highlight the active role that NGOs have played in this process. Through the participation of some NGOs in the national taskforce, there was recognition of the need for an NGO coordinating body on the CCD. Accordingly a workshop was organized for this purpose. A national NGO focal point is now in place. The NGOs have organized themselves to carry out specific tasks relating to the CCD including the production of a newsletter in vernacular, the documentation of Indigenous knowledge systems aimed at combating desertification and drought and the promotion of community exchange visits. There has not been a systematic assessment of the impacts of the activities depicted in Annex 1. It would be prudent to carry out this evaluation so as to provide pointers on areas of future interventions and improve on past mistakes.

## **5.1 Methods of Participation**

In selecting stakeholders to participate in the NAP process, the most important factor has been the ability of stakeholders to influence others. This would depend on whether the stakeholder belongs to a larger network and would disseminate information to a broad spectrum of players as well as the mandate of these stakeholders to represent others. There has therefore been a deliberate effort to select participants for meetings, seminars, fora on the basis of sectors. For instance as has already been explained in item IV, the selection of some Taskforce members was according to sector association networks, e.g. the Confederation of Zimbabwe Industries, the Association of Rural District Councils, the Chamber of Commerce, etc. This mechanism has ensured that information is disseminated and obtained from a broad spectrum of stakeholders. The same mechanism has been used in selecting participants to the two national forums. As to how the associations, networks and fora select individuals to participate in the NAP process, this has been left entirely to their own discretion and procedures.

The dissemination of information has mainly been through the use of the print media with the Secretariat disseminating reports to all relevant stakeholders on their database. The use of e-mail and e-mail networks has been very limited due to the lack of appropriate electronic information system by the Secretariat. This is an issue that will be explored further to ensure rapid and effective dissemination of information. Although no regular meetings have been held with stakeholders, the Secretariat produces CCD related articles which are published in a quarterly newsletter whose readership ranges from national, provincial, district institutions and individuals and conservation committees, communities right down to the ward level.

As noted in Annex 1, there now exist an NGO National Committee on the CCD. This development has been vital in providing a channel through which the concerns of the NGOs have been transmitted to the government. As a result the NGOs are already engaged in a number of NAP related activities such as the organization of community exchange visits, the documentation of Indigenous Knowledge Systems (IKS) related to desertification control and the publication of a newsletter on the CCD targeted at grassroots communities.

## **5.2 Nature and Scope of Information Education and Communication Action**

The information that has been disseminated to the stakeholders varies according to the target audience. The information kit to schools for example was a very simplified synthesis of the CCD providing practical examples and graphical presentations for the school children to understand issues of desertification and drought. As stated earlier there is a need to evaluate the extent of use of the kit. Some discussions have been held with the Curriculum Development Unit of the Ministry of Education to explore how the kit could be formally integrated into the schools syllabus.

Other information has been provided to solicit comments and input into draft documents and framework of actions, which the National Taskforce would have developed. For example the Second National Forum was convened specifically for soliciting stakeholder input on how the NDF and the NAP would be developed in Zimbabwe. A document was prepared on how gender issues could be integrated into the NAP. This was disseminated and discussed at the second national Forum. Some of the recommendations from the document will be considered at the time of project proposal development in the context of NAP.

At the community level, education and raising awareness has been conducted using the District Environmental Action Plan (DEAP) structures and approaches where communities are exposed to methods of documenting and prioritizing their development problems and the planning framework to address these problems. The impact has been limited because DEAP does not cover all the districts in Zimbabwe but is being implemented on a pilot basis. There is need therefore to expand this process to other districts in Zimbabwe.

Some of the consultative processes helped to gather information that would make the NAP more coherent and harmonized with other development programmes. An example is the gap analysis interviews with key institutions on how the NAP could complement existing initiatives relating to desertification control. The end of May 1999 will see the completion of the gap analysis and the results will be used to identify areas of intervention of NAP.

## **5.3 Extent of Uptake**

All the consultative processes that the National Taskforce has undertaken have been a genuine attempt to ensure that the concerns from all the relevant actors and stakeholders are taken into account when designing the NDF and the NAP.

The setting up of a National Taskforce was the beginning of such a process which would ensure that the NAP is not government driven but is designed and implemented by a multi-sector and multi-discipline team in a truly participatory manner.

Although the Taskforce is a recognized formal body, it is only acting on behalf of the general public and as such is not mandated to make decisions that have not been endorsed by all the identified stakeholders. The first and second national forums endeavored to get

the concerns of the different stakeholders so that they could be addressed in the NAP and NDF. Some of the concerns have been addressed, through a revision of the draft NDF and NAP documents. Attempts have been made to implement some of the institutional recommendations from the forums including the inclusion of some sectors into the National Taskforce and the adoption of the proposed institutional mechanism on the NAP.

In Zimbabwe there is a decentralized system of development planning which includes a hierarchical system of Provincial Development Committees, District Development Committees, Ward Development Committees and Village Development Committees. These structures feed into each other. The NAP process has relied on these structures in disseminating information emanating from the national level and vice versa.

Although it is too early to judge how the national level consultations have impacted on the local level, a number of important recommendations have been made which should improve local level participation in the NAP. These include:

- ◆ Strengthening the role of RDC in natural resource management through the capacity building program coordinated under the Ministry of Local Government Rural and Urban Development.
- ◆ Promote exchange of information between communities and other institutions. Part of this is already being done through community exchange visits.
- ◆ Empower communities on alternative ways to utilizing natural resources. This is being done through a series of provincial workshops conducted by the Zimbabwe Conservation Trust and Regional Environment organization (ZERO).
- ◆ Promote integration of indigenous knowledge on natural resource management
- ◆ Identify the needs and priority requirements of communities through active community participation. Proposals are underway to expand DEAP to all the districts in Zimbabwe.
- ◆ Assist the communities to obtain funding for implementation through NDF, NAP pilot project funds and bilateral donors.
- ◆ Capacity building for community project management, reporting and evaluation.

Some of these recommendations are already being implemented through other related programmes. For example, through decentralization programmes, the capacity of RDC to manage rural development is being addressed under the capacity building project.

## **6.0 CONSULTATION PROCESS IN SUPPORT FOR THE PREPARATION AND IMPLEMENTATION OF THE NAP AND THE PARTNERSHIP AGREEMENT WITH THE DEVELOPED COUNTRY PARTIES AND OTHER INTERESTED ENTITIES**

One of the cornerstones of the CCD is its emphasis on the need to build partnership, both at local and international level. These partnerships can only be built through various consultative processes.

Significant support, both technical and financial, has been received through multilateral and bilateral programmes. In order to facilitate a consultative process with international partners, a meeting, with donor partners resident in Zimbabwe, was hosted by the Zimbabwean government through the Ministry of Mines Environment and Tourism in 1996. It was at this meeting that the local UNDP office was tasked to represent all donor partners in the country on CCD issues. Currently the UNDP sits on the National Taskforce as a representative of its own programmes as well as a representative of other donor agencies in the country.

It was through the local UNDP office that initial support to the NAP process was facilitated. The following initiatives are worth noting. ‘Documentation of Zimbabwean Experience in Combating Desertification and Mitigating the Effects of Drought.’ This activity was funded through UNSO under the Australian Support Fund by providing technical services to document Zimbabwean experience and suggest possible ways of formulating a national action programme on drought and desertification. The results of the work were used as background material to articulate and initiate activities on the CCD in Zimbabwe.

## **6.1 Catalytic support for the formulation of the NAP and the National Environmental/ Desertification Fund (NDF)**

Financial support was received through the local office of the UNDP to facilitate the development of the National Action Programme and the establishment of the NDF. The support was in a form of a grant that amounted to US \$530 000.00 from the Danish government provided through UNSO. This grant was very instrumental in supporting a small secretariat to the National Taskforce in form of a technical advisor, a project assistant and office equipment. The money was also used to support all the activities of the NAP Catalytic Phase.

The grant had an NGO support component meant to support their activities as well as selected pilot community projects through out the country. It was also through this Danish support that two National Forums were successfully held. Other bilateral donors such as the Netherlands government have shown keen interest in the CCD issues and have pledged substantial financial resources to support the establishment of the NDF.

The CCD secretariat together with UNEP have played a major role in supporting the NAP process by way of supporting National Forums and travels to regional and international meetings by government and NGO representatives.

The role of the UNDP in co-ordinating donor efforts is highly appreciated. However, it is strongly felt that more need to be done to bring the various donors on board. Currently, donors seem to be consulted when the programme is seeking some form of financial assistance and not on other substantive issues.

There are various programmes that are being supported through other institutions with direct bearing on drought and desertification that have not been mentioned. Efforts are currently underway to inventorize these programmes as a way of co-ordinating efforts and maximizing use of resources. Enhancing international partnerships will no doubt move the process of desertification control much closer to the objectives of the CCD.

## **7.0 MEASURES UNDERTAKEN AND PLANNED WITHIN THE FRAMEWORK OF THE NAP**

Since Zimbabwe’s ratification of the CCD, there are various measures that the country has undertaken to implement the provisions of the Convention. These measures can generally be viewed in three areas: institutional, technical and financial. Institutionally the Zimbabwe Government has appointed the Department of Natural Resources under the Ministry of Mines, Environment and Tourism as the focal point for the CCD. It has also established a National Taskforce, with representatives from various stakeholders. The

Taskforce is supported by a Secretariat which is mandated to oversee the day-to-day management of the NAP process.

Subsequent to the NAP formulation process, substantial diagnostic work on past experience in the area of combating desertification was undertaken. This was through the support of UNSO under the Australian Support Fund. This work played a major role in increasing the understanding of the problems the country is facing in the area of drought and desertification.

The study also presented some recommendations on the way forward especially in the possible areas of technical intervention. Following intensive deliberations in the first and second national forums held on 4 – 7 August 1997 and 24 – 26 November 1998 respectively six priority programme areas have now been identified. These include water, energy, poverty eradication (alternative livelihoods), land rehabilitation, education (public awareness) and capacity building and provision of information systems.

### **7.1 Water Resource Provision**

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

### **7.2 Energy Provision**

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

### **7.3 Provision of Alternative Livelihoods**

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

### **7.4 Education, Public Awareness and Capacity Building**

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

### **7.5 Land Rehabilitation**

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

## **7.6 Environmental Information System for the NAP**

Whilst there are organisations that are collecting, analysing and processing information on the state of the environment, the reports produced were not meant for strategic management of the environment and natural resources as part of an integrated approach to sustainable development as promoted by the CCD. The indicators mentioned in 9.1 would depend on the development and building of databases on the environment and natural resources. Zimbabwe has therefore realized the need to establish an Environmental Information System for the NAP process. The objective being the development of a common information base and an operational framework that will allow the NAP process to effectively achieve its responsibilities on combating desertification and mitigating the effects of drought in Zimbabwe. This has been defined as a deliverable by the Taskforce.

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

Besides the institutional and technical issues, the Taskforce has finalised the preparation of the financing mechanism for local community programmes. To date a National Desertification Fund proposal document has been prepared including an accounting and operational manual. Efforts to link up with the Global Mechanism are still to be finalised. More details on the financial issues are presented in the next section.

The problem of drought and desertification is not limited to national boundaries obviating the need to explore ways of addressing some of the issues at a sub-regional level. SADC-ELMS has played a leading role in facilitating linkages between national and sub-regional activities.

Although it might be too early to evaluate the impact of the measures undertaken so far especially those related to local capacity building it has become more clear that local communities are now aware of the problems related to desertification and are capable of articulating the possible solutions. The current ongoing programmes on District Environmental Action Plan (DEAP) seem to play an effective role in local capacity building in environmental planning.

Financing some of the identified programmes at the local level now seems to be an obstacle in moving forward in the area of drought mitigation and desertification control. The current lack of a well-articulated and functional monitoring and evaluation system within the NAP process is a major cause for concern.

Although a draft NAP project document has been prepared, the lack of expertise within the country in this area has been obvious. The need to bring in various international technical inputs cannot be over emphasised. It is the view of the

Zimbabwe Government that international assistance would be greatly appreciated in further improving the NAP formulation and implementation process.

## **7.7 Project Implementation and Role of Women in the NAP Process**

There has, however, been a deliberate effort to include women as important stakeholders in the NAP process. As part of the NAP implementation phase, the First National Forum recommended and endorsed the creation of a special window in the NDF for women to access funds recognizing the important role that they play in the national development process. The forum also determined that part of the funds earmarked for the NAP catalytic phase be used for project support. The Forum considered this approach as very important since it would provide stakeholders with lessons and experiences that would help shape the NAP implementation phase.

As a result part of the funds provided through UNSO have been used to support sixteen women or community projects through out the country. A total of Z\$2.4 million was disbursed in support for community initiatives aimed at controlling land degradation and mitigating the effects of drought. Besides degraded land and environmental rehabilitation and protection, the projects supported are aimed at poverty eradication and provision of alternative livelihoods – the two issues communities identified as the major causes of land degradation. Provision of water also received priority because water has long been identified as a limiting resource in community efforts to initiate income generating projects. Most of the projects funded are in the dry parts of the country where land degradation and drought are more pronounced.

Some of the community projects that have received funding support include:

- ◆ ostrich farming
- ◆ grazing schemes
- ◆ horticultural projects
- ◆ water conservation that include small dams construction, wetlands protection, bore-holes and deep-wells sinking
- ◆ rural afforestation which focuses on management of indigenous forests and establishment of community wood-lots and orchards
- ◆ small scale irrigation schemes and
- ◆ dam and river catchment protection and rehabilitation.



## **8.0 FINANCIAL ALLOCATIONS FROM NATIONAL BUDGET IN SUPPORT OF IMPLEMENTATION AS WELL AS FINANCIAL ASSISTANCE AND TECHNICAL COOPERATION RECEIVED AND NEEDED, IDENTIFYING AND PRIORITISING REQUIREMENTS**

### **8.1 Resource Mobilization for the NAP process**

Whilst Zimbabwe has articulated the likely sources of funds for the NAP process, accessing funds from these sources or sectors is dependent on:

- (a) the development of bankable project proposals for funding
- (b) the design and establishment of an entity separate from central government financial management systems, through which resource providers could channel funds to projects, and
- (c) government commitment to the NAP process

Since the NAP document has yet to be adopted by government, efforts on mobilisation of resources have mainly centred on preparatory work to identify activities to be prioritised in the NAP as well as the design and establishment of one of the effective methods of financing the NAP.

#### **8.1.1 Fiscal Allocations**

Fiscal allocations from government are dependent on identification and adoption of projects by the National Economic Planning Commission based on those projects that are part of the National Development Programme. Although environmental issues are embodied in the ZIMPREST Document, the NAP has not yet been adopted as part of the National Development Programme. Substantial fiscal allocations will only be provided on adoption of the NAP.

Government has however provided office space and seconded staff for the preparatory phase. It has also allocated ZW\$500 000 for the start-up phase for the National Environmental/ Desertification Fund which the country calls an interim measure. The start up phase or interim measure is a strategy to mobilise resources from those sources that are clear on NAP process whilst the NAP document is being finalised.

#### **8.1.2 Mobilisation from external sources**

Funds from external sources have been received from two sources:

- (a) The Australian Government provided technical assistance from the preparatory phase as two consultants were provided to assist in evaluation of ongoing projects on combating desertification, learn on their experience and establish how the NAP process could build on these.

In addition the Australian Government provided a sum of US\$10 000 for community project support.

The Australians have also committed themselves to providing US\$120 655 for Zimbabwe's Land Care Programme in the context of the NAP process.

- (b) UNSO has funded the preparatory work on establishing the NEDF to the tune of US\$30 000. It has also provided US\$500 000 for the NAP process Catalytic Phase. The financial support from UNSO was provided by the Government of Denmark.

## **8.2 Possible sources of financing for the NAP process**

Zimbabwe has identified various possible sources of funding for its NAP process. These sources have been categorised into two viz.: domestic (national) and external (international). Realising that the sustainability of NAP process financing depends on mobilisation of local resources, the potential domestic sources that have been identified, include but are not limited to:

- (a) Fiscal allocations from government (both recurrent and public sector investment programme)
- (b) Financial and technical support from NGOs
- (c) Financial and other support from the private sector
- (d) Financial and other support from public sector organisations such as parastatals, local authorities and municipalities
- (e) Co-contributions to projects by the benefiting communities
- (f) The creation of a National Environment Revolving Fund
- (g) Investments

The external sources from which Zimbabwe will source financing for the NAP include but are not limited to:

- (a) The proposed Global Mechanism
- (b) Debt-for-Nature Swaps
- (c) Bilateral and Multi-lateral sources
- (d) Global Environment Facility
- (e) International NGOs, and
- (f) Foundations

## **8.3 Financing and Technical Support Needs for the NAP Process**

Based on the fact that NAP projects are complementing ongoing activities Zimbabwe has a target of raising US\$6.5 million over the next five years from the various sources. Domestic sources are envisaged to contribute 60% of this requirement whilst the external sources are expected to raise 40%. On domestic sources the contributions from the various sectors are expected to be as specified below:

Central Government 30%  
Local Authorities 2.5%  
Private sector 15%  
Civic society and communities 2.5%  
Fund raising activities 5%  
Investment 2.5%  
Parastatals and NGOs 2.5%

Full-scale resource mobilisation activities are going to be set in motion once Cabinet has adopted the NAP and NEDF documents.

## **9.0 REVIEW OF BENCHMARKS AND INDICATORS UTILISED TO MEASURE PROGRESS AND ASSESSMENT THEREOF**

The issue of development of benchmarks and indicators to measure progress in the formulation and implementation of the NAP programme has been a subject of discussion by the national taskforce on desertification at its various meetings. It was the view of the majority of the members that the issue be put on hold until there was consensus among members of the Taskforce on what the NAP process is, and issues to be addressed are clearly defined.

The taskforce however agreed that the NAP process in Zimbabwe will pass through three phases namely:

Phase One: which focused on raising awareness, building of institutional framework at national level and identification of national priorities.

The benchmarks for measuring progress in this phase include;

- ◆ Level of awareness on CCD issues at national provincial, district and community levels.
- ◆ Documentation of the country's development and environmental priority issues.
- ◆ Institutional framework in place, these include identification of focal point, national coordinating unit, implementing agency and establishment of a national taskforce.

Phase Two: this phase focused on NAP formulation activities with the following indicators;

- ◆ Documentation of key programme areas for the NAP.
- ◆ Draft NAP document in place.
- ◆ Progress made in integrating the NAP process into the country's development plans and programmes.
- ◆ Harmonised institutional and legal framework
- ◆ Improved level of coordination.
- ◆ Number of partnerships put in place.

Phase Three: phase three deals with activities for ensuring NAP implementation This phase is viewed as the practical implementation of the objectives and activities outlined in the NAP document. Indicators for measuring progress in this phase include:

- ◆ NAP sub-sector programme documentation.
- ◆ Identification of projects for implementation in the priority areas.
- ◆ Documentation of current activities, weaknesses and gaps.
- ◆ Identification of areas for NAP intervention.
- ◆ Number of community projects identified and implemented.
- ◆ Number of women projects
- ◆ Number and level of joint funding of projects.
- ◆ Level of resource mobilisation to support community initiatives.
- ◆ Number of partnerships among communities and the various resource providers.

There is still need to perfect the benchmarks and indicators outlined above. More time is required before their effectiveness can be evaluated, this is particularly so for the NAP implementation phase which is still in its infancy. Benchmarks and indicators which needs development and perfection include:

### **9.1.1 Biological Indicators**

Biological indicators shall be used to establish the impact of the NAP process in addressing land productivity problems.

### **9.1.2 Physical Indicators**

Physical indicators such as the percentage of eroded land, sediment loads and the occurrence of gullies shall be used to judge the impact of the NAP process in addressing desertification.

### **9.1.3 Social Indicators**

Such social indicators as the composition of groups, whose projects are prioritised, the proper use of the resources and gender balance shall reflect whether the goals of the CCD are being achieved.

### **9.1.4 Economic Indicators**

Economic indicators such as income growth for both loan and grant applicants shall provide benchmarks on the success or failure of the NAP process.

### **9.1.5 Financial Indicators**

Financial indicators such as the flow of financial resources to the communities from Government and other sources would help in judging the complementarity of NAP activities to other ongoing activities.

### **9.1.6 Institutional Indicators**

An assessment of the composition of the National Board of Trustees (NBT) and the local Boards in terms of representation operation and effectiveness shall provide an insight into the effective implementation of the provision of the CCD.

## ANNEX 1

| ACTIVITY   | OUTPUT/REMARK   |
|--|---|
| Study on practical tools for participatory approaches for the National Action Program                        | Identified the current weaknesses and constraints to public participation in Zimbabwe and proposed measures to improve participation  |
| Inventory of key stakeholder sectors   | 159 identified representing Government of Zimbabwe, NGOs, CBOs, farmers unions, private sector, academia, media and local authorities   |
| Information on CCD in vernacular   | Pamphlets on CCD produced in English, Shona and Ndebele and distributed to all the provinces in Zimbabwe  |
| Information kit for schools and colleges   | Produced 1 000 copies of each of the CCD fact sheet and distributed to selected schools   |
| Provincial workshops to sensitise provincial government extension workers and some community representatives | Conducted in all eight provinces in Zimbabwe  |
| Awareness campaigns for NGOs   | Two held – one national, one provincial<br>Establishment of a national NGO coordinating body and nomination of an NGO focal point.  |
| First National Forum on the CCD  | Held from 4 – 7 August 1997.<br>Agreement was reached on: the objectives, scope and vision of the NAP, key stakeholders for the CCD and the role and responsibility of each stakeholder group.<br>Agreement of framework of the NDF.<br>90 participants attended. |
| Second National Forum  | Held from 24 – 26 November 1998.<br>The NAP priority areas identified and agreed upon.<br>A national work plan for NAP implementation formulated.   |
| Consultation with key sectors to ensure integration with NAP   | Survey conducted with key sectors on how the NAP could complement their activities. Gap analysis done and report produced.  |
| Evaluation of Zimbabwe's National Action Program development process   | Conducted in October 1998.<br>Consultations held with a number of key stakeholders<br>Weaknesses identified and proposals for improvements made   |

## **LIST OF ANNEXES TO THE NAP REPORT**

Please note that the annexes indicated here are provided in electronic form only.

2. Review of Policy and Institutional Frameworks Related to Environmental Management.
3. Practical Tools for Participatory Approaches for the National Action Programme (NAP).
4. Desertification in the context of Zimbabwe: Causes and Strategies for Desertification Control and Drought Mitigation Measures.
5. Key Stakeholders for Zimbabwe's National Action Programme (NAP) Under the United Nations Convention to Combat Desertification (CCD).
6. An Environmental Information Kit on Desertification and Drought for Schools and Colleges.
7. Information Material on the Convention to Combat Desertification (CCD).
8. The National Action Programme (NAP) in the Context of the Convention to Combat Desertification (CCD).
9. The Role of the Environmental Information Systems in the National Action Programme (NAP).
10. The Establishment of a National Action Programme in Zimbabwe.
11. A Review of the Planning System that is Used in Zimbabwe and How it Can Provide a Framework for Implementation Projects for the Convention to Combat Desertification and Drought.
12. Report on the First National Forum on the National Action Programme (NAP) in Zimbabwe in the Context of the Convention to Combat Desertification (CCD).
13. Report on the Second National Forum on the National Action Programme (NAP) in Zimbabwe in the Context of the Convention to Combat Desertification (CCD).
14. The National Action Programme (NAP) in the Context of the Convention on Desertification: Implementation Phase.
15. Capacity Building for NGOs and CBOs within the Framework of Implementing the Desertification Convention.
16. The Operational Manual for the National Desertification Fund (NDF)
17. The Accounting Manual for the National Desertification Fund (NDF)
18. Integrating Gender Issues into NAP process in Zimbabwe.