



Convention to Combat  
Desertification

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<sup>2</sup> Country Parties are listed by date of ratification of the Convention.

## CAPE VERDE

The archipelago of Cape Verde is of volcanic origin, made of nine small inhabited islands, implanted on the SW corner of the Senegalese sea platform, 450 km off the west coast of Africa. The islands do not house any significant mineral resources and have a relatively reduced arable land but a huge EEZ.

They are located on the latitudinal boundaries of the great deserts of the world and in the Atlantic projection of the Sudan-Sahelian Africa. Such a fact greatly explains its semi-arid to arid climate, slightly moderated by the ocean. The islands are cyclically devastated by prolonged and severe drought spells with disastrous consequences for certain ecological systems, the main cause of famine and deaths in the recent past as well as of an important migratory movement.

In essence: (1) the steppes and the herbaceous are to be found on the slopes of mountains, above 1,500 metres; (2) the median altitude mountain ranges house the humid and sub-humid areas; (3) the semi-arid elevated plains are located in deep and imbedded valleys; and (4) low altitude ecosystems are dominated by steppes and the semi-desert ranges that exhibit a remarkable diversification of habitats and landscapes such as dunes, lagoons and salt pits. However, the coastal and marine ecosystems of the archipelago have not been conveniently studied yet.

Those ecosystems have reached an advanced stage of degradation as a result of the expansion of agriculture into marginal land and the consequent over-exploitation of species; urbanization (48 per cent human settlements tend to concentrate in the coastal regions); and the high rate of unemployment and widespread poverty (namely among the young and women who happen to be the key elements as concerns the supply of firewood and drinking water). In some instances, the natural regeneration capacity of the land has been exceeded. Loss of soil layers and fertility as well as biological diversity are exacerbated by prolonged drought spells and rare but markedly torrential rainfall.

In addition to tree planting, rural engineering works, electrification, widespread dissemination and use of butane, etc., public awareness campaigns to address environmental protection needs (including the issue of paper currency and stamps bearing environment-related themes) and other activities in specific domains are being carried out as a means of barring the degradation process and loss of resources.

### Strategies and priorities

The country's environmental policies and strategies advocate that sustainable development should be institutionalized and remain participative and supported by the international cooperation. Thus little wonder sustainability is safeguarded in all the major pieces of environment-based legislation and surfaces in the statutes of every department with a role to play in the domain of natural resources conservation and is crystal clear in several development plans.

The National Environment Action Plan (NEAP) - the framework plan - contains the country's environmental strategies. The aims are to ensure an adequate management of natural resources (a national council on the environment will be instituted). As of late, the Government stepped forth with the creation of a

Ministry of Agriculture, Food and Environment (MA), as a result of increasing pressure from the public.

Priorities have been set to address institutional issues such as (1) the creation of a national agency to deal with the matter; (2) transfer of technologies, technicians, and knowledge as well as adoption of universally proven norms; (3) international cooperation on regional and sub-regional matters regarding the environment; and (4) ratification of environment-based Conventions.

Furthermore, ongoing activities will be intensified (reforestation, desertification control and the mitigation of the effects of drought), detailed studies on natural resources will be carried out and an earth information system will be established.

**The Four (4) National Development Plans (NDP).** Over the years, they have incorporated the concept of regionalization and need for decentralization, thus acknowledging that environmental protection requires the involvement of everyone (II NDP) and the need for institutional adjustments (III NDP 1992-1995).

Hence, measures have been designed and taken to adjust norms and procedures and to address reclamation and protection of the environment as a means of fulfilling the programme of the Government.

The IV NDP addresses environmental issues in a holistic way. It acknowledges the existence of an insufficient number of scientific and detailed studies on land use and vocation and the pressing need for a correct management of the territory. The main axis of its strategies and policies is based on the following principle: the growth of the population should be closely linked to the carrying over capacity of the land and sustainability should be defended at all times.

The **NPAP's**<sup>3</sup> purposed strategy is based on the following principles: (i) sustainability; (ii) decentralization; and (iii) participation and coordination of efforts. Said strategy sets its priorities on improving the productive capacity of the poor and on upgrading the economic infrastructure of disadvantaged communities.

**The Tropical Forestry Action Plan's** strategy and objectives will address the following priorities:

- (a) control of the desertification process;
- (b) land reclamation (through reforestation and soils and water conservation activities), to attain:
- (c) rational and sustainable exploitation of natural resources.

To carry out the above strategies several pieces of **legislation** have been published, such as the **Environment Outline Law**, the **Land Management and Urban Planning Outline Law** (26 July 1993). Thus they preceded the ratification of the

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<sup>3</sup> National Poverty Alleviation Plan.

Convention) or are in the making such as the **Forestry Code** and **Soil and Water Conservation Code**.

#### Institutional and organizational measures

The configuration of the Administration has changed several times over the years, according to priorities, prevailing circumstances and policies (e.g. decentralization, environmental protection, etc.). Although the most recent one (1996) has provided for a more coherent administrative framework with respect to environmental issues, the existing central governmental organizational structure is still heavy and not very functional for that fact.

Seven (7) ministries bear, to some degree or another, a mandate over those environmental<sup>4</sup> issues falling within their field of expertise. Meanwhile, it is up to the **Ministry of Agriculture** to plan, coordinate, control, monitor, execute and evaluate natural resources and environmental policies.

With so many relevant parties involved, the issue of increased coordination responsibilities emerges. Within the structure of the Ministry of Agriculture, the Executive Secretariat for the Environment (SEPA) is the unit charged with such responsibilities. Likewise, an **Agriculture, Food and Environmental Council** was also created within said structure (1997)<sup>5</sup> to counsel on those subjects. However, it is expected that private participation will be honoured as stipulated in the statutes.

The specialized **Cabinet** charged with **environmental** matters is the upmost executive and policy-making body. Its members include seven ministers.

The **National Water Council** - CNAG - is the management body responsible for hydric resources, presided by the MA and made of representatives of three other ministries.

At the Local level, Law No. 134/IV/95 (3 July 1995) entrusts the municipality with the role of promoting, within its frontier, the formulation of action plans and programmes tailored to protect nature and its resources.

The establishment of specialized local bodies to deal with the issue is also foreseen in said law. To the exception of the municipality of Brava, such specialized municipal bodies have been established or are in the process of being established.

Environment-cum-development organizations (NGOs) and associations, have been created and are present in significant number in almost every community. Their work is narrowly focused and they tend to be very efficient.

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<sup>4</sup> Ministry of Agriculture; Ministry of Sea, Tourism and Transport; Ministry of Infrastructure and Housing; Ministry of Trade, Industry and Energy; Ministry of Defence; Ministry of Education; and Ministry of Health.

<sup>5</sup> Decree-Law No. 73/97, 29 December.

### **Conventions**

The Parliament has ratified all three main conventions born out of the 1992 Rio de Janeiro Earth Summit. The United Nations Convention on Desertification control was ratified on 8 March 1995 and the CILSS reviewed convention, which was signed on 22 April 1994, was ratified through resolution No. 114/IV/95 dated 3 November.

### **Participation in the formulation and execution of the Action Plan**

After ratification of the above Convention, public awareness-building campaigns were started in 1996 and 1997. In February 1996 a specific study on the definition of the participatory approach led to the establishment of a profitable dialogue with the municipalities and local communities. Such activities led to the realization of a national forum (November 1996), a first step towards the formulation of the National Action Programme (NAP).

The recommendations and conclusions drawn at the forum constitute the major guidelines for the execution, under the supervision of SEPA, of the NAP.

Meanwhile, public awareness-building campaigns proceed in the post-forum era with the active participation of a front rank man (France) and support provided by a specific project drafted to encourage the implementation of the Convention on desertification control; said dialogue hasn't been very profitable with the national partners at the central level thus, it has not been possible to develop a more active participation on the part of certain partners at that level; despite the positive results attained from the activities of NGOs, official commitment in their regards has not been sufficient.

### **Municipal boards specialized in environmental issues**

The process leading to their creation shows the need to accommodate all the expectations and worries in order to avoid conflict of interests. Thus, care must be taken to avoid that the resolution of all the environmental matters become the exclusive rights of the authorities. The main task of said board is to carry out public awareness-building campaigns and congregate local efforts, ideas and initiatives with respect to the identification and execution of projects inscribed in the NAP.

Whereas there is a pressing demand being placed on the fragile municipal structures by several programmes and respective action plans (poverty, desertification, biodiversity and forestry); and considering that said programmes seek similar objectives, sometimes they use similar solutions and even share the same project site and priorities areas; now therefore, there rose the need to establish a sole specialized municipal board capable of housing all the development and environmental goals of the above (Development Board).

Furthermore, and as a logical consequence, there is a need to favour access to all the required means to ease participation. Environmental capacity building remains one of the major axis said resources are to be applied.

### **The consultative approach (partnership agreements included)**

Whereas agrarian issues, land degradation processes and the aftermath of drought in Cape Verde are of capital importance, now therefore it is imperative

to establish and maintain the most useful links and assure the best coordination ties between the relevant parties, through binding partnership agreements.

The first such development efforts were unleashed in the beginning of 1997. At such time the municipalities were approached with a specific framework document on the subject. Awareness-building campaigns at the level of donors reckon with the active participation of France. The outcome of such activities was the signing of a protocol agreement followed by the formulation of a reference project capable of allowing for the integration of donors' support.

Meanwhile, such process has not gone very far with respect to the municipalities; it is wise to proceed with and further take advantage of local initiatives in the fields of sister-cities agreements signed with foreign municipalities that might become very important instruments with regards the implementation of the action programme in specific areas such as drinking water supply, electrification, etc.

Furthermore, desertification control cannot be successful unless it is founded on a renewed partnership that grants a key role to the rural players. Although no partnership agreement is to be signed at this level, it is of merit to think it over and take into consideration the guidelines set forth by the African Farmers Association Forum held in Dakar as a prelude to the second Conference of the Parties.

#### **Specific measures taken or foreseen within the framework of the NAP<sup>6</sup>**

The 1996 Programme of the Government confirms the outward-looking development policy, promotion of the private sector and withdrawal of the State from economic activities.

The issuing economic reforms programmes focus on those initiatives capable of forging the development of economic infrastructure projects, economic and financial reforms, public sector reform, promotion of the private sector, education and professional training, poverty alleviation, etc.

The existing economic environment is favourable for the realization of said reforms. The growth rate of GDP is higher than that of the population (7.2 per cent in 1994 and 7.8 per cent in 1995) and foreign direct investment growth trend is significant as from 1994 through 1998. Said investments are markedly structural in nature and show evidence of an unmistakable bustling and a positive impact on the generation of employment, diversification of economic activities and on the balance of payments.

Furthermore, stability at the macroeconomics environment level is rendered favourable by the permanent dialogue and real reconciliation efforts being deployed under the Social Reconciliation Council.

The family-owned production units, when confronted with severe climatic adversities and with profound socio-economic changes (demographic growth,

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<sup>6</sup> Source: "Mesa Redonda com os Parceiros de Desenvolvimento - 10-11 Junho 1999"; "Conjuntura" December 1998 - Ministry of Finance (Economia nacional, síntese); *Club du Sahel, Mars 1999*.

liberalization of the economies, globalization of trade ...) tend to put additional pressures on the natural resources and, as a consequence, favour the expansion of the phenomena of desertification.

Under such circumstances and according to the "Vulnerability and Adjustment of Agriculture to the Impact of Climate Changes" (INIDA, May 1999, to be published soon) the quality of the natural resource basis is deteriorating since independence, further aggravated by the current drought spell the country is experiencing.

In the long run, it is believed that the loss of top soil layers caused by wind and water erosion mechanisms shall become the most critical agricultural and environmental problem the country will ever face. In the short run, the major challenge is to achieve sustainable use of resources, namely soils and water.

With the aim of improving the public knowledge over the desertification processes, particular reference is directed to the institutionalization of environmental education (EE) and its integration in the curricula of the Elementary Education system (six years of schooling) and the planned introduction of EE in the Secondary Education system. Such measures, together with others regarding training and public-awareness campaigns shall bring about desirable and profound changes in the long run.

Agriculture production activities is the object of a permanent monitoring mechanism that also functions as an early warning system fit to evaluate the effects of drought. The outcome of the annual evaluation is jointly validated by the Government, CILSS and the FAO. Said services play an important role in determining the status of food security in the country.

Since there is not any database on animal and plant species as well as on the components of the ecosystems and/or there is an insufficient coordination link between existing and scattered initiatives on the matter, efforts are being deployed to enable the introduction of an environment-based information system.

In order to advertise its name and achievements in the domain of environment, particularly the results of activities linked to the execution of the three environment-based Conventions, SEPA has acquired and runs a Web site. So far, the results are encouraging.

### **Financial resources**

The Budget is under increasing pressure. The execution of the components of the economic reforms programme is putting a great deal of pressure on the budget. Thus, elimination of the stock of domestic debt is part of a programme that continues to mobilize funds to capitalize the Trust Fund created for that effect, using proceeds from the privatization endeavours and from bilateral donors support. Despite success achieved so far with the execution of the Voluntary Departure programme, external funds are still needed to advance to its final stage.

Such fact is relevant in terms of assessing the capacity of the Government to adequately honour its commitments with respect to the joint funding of development projects. In addition, emergency measures and programmes (the result

of a permanent drought spell) drain an ever increasing lump of financial resources from the annual investment programme.

Investment needs for the first three quinquennial NDP (natural resources and fight against desertification) were: (a) US\$ 30 million; (b) US\$ 44 million; and (c) US\$ 54 million. Such a fact pictures an increased interest with respect to environmental matters. As for the IV NDP (1998-2000) such needs have been assessed at US\$ 8.90 million.

Development agencies and/or financial institutions such as UNDP, FAO and the World Bank, as well as several other donor countries (on a bilateral basis) and the European Union, are providing a very important assistance in the execution of natural resources-based conservation projects ratified by the NDP.

Several environment-oriented funds are in the making including the Environment Fund. As concerns desertification, a National Fund to control desertification is awaiting publication in the Official Gazette. The main guideline from such schemes is to institute decentralized financial units that are managed through mechanisms that have been approved by all the interested parties.

### **Indicators**

Although progress attained in the field of desertification control and mitigation of the effects of drought have been striking in several sectors, there is still a need to consolidate gains through their institutionalization and to strengthen the coordination of multisectoral activities in order to guarantee their sustainability.

The execution of the United Nations Convention on desertification control is backed by a UNSO/Luxembourg project that shares the same physical installation of SEPA. Said support project is pertinent and has started a process in which a certain number of institutional adjustments and a new approach to the problem of desertification and sustainable development in general, should be introduced.

On the other hand, it is striking the change of behaviour and sensitivity towards environmental problems on the part of citizens (namely those living in rural areas) the most likely outcome of environmental education activities and the actions of other relevant participants. The long run might be safeguarded this way.

### **SENEGAL**

The adoption by the international community, on 17 June 1994, of the United Nations Convention to Combat Desertification (CCD) marked a breakthrough in giving effect to the commitments made during the United Nations Conference on Environment and Development (UNCED), held at Rio de Janeiro (Brazil) in 1992.

Senegal is one of the first countries to have signed and ratified the CCD, thereby demonstrating the importance attached by the highest authorities to combatting desertification.

A Sahelian country with a semi-arid tropical climate, Senegal has been severely tested since the 1970s by a succession of droughts and by strong pressure on natural resources.

With a growth rate of some 2.7 per cent, the country's population is estimated at 8.8 million, of whom 61 per cent live in rural areas, but with a strong concentration around major urban centres such as Dakar, the capital (density of 3,796 in 1997 as against a national average of 45).

This population growth is not matched by economic growth, which has been strongly impeded by the impairment of natural resources, the productive base of the national economy. Furthermore, the structural adjustment policies instituted since 1978 and the recent devaluation of the CFA franc have not made it possible to remedy in any significant way the precariousness of people's living conditions, both in rural and in urban settings.

It is in this context that Senegal, as part of its obligations as an affected country party to the CCD, has endeavoured over a period of three years to elaborate the principal instrument for implementation of the Convention, namely the National Action Programme (NAP).

The preparation of the NAP has been linked to the elaboration of the National Environmental Action Plan (NEAP), which for our country provides the overall strategic framework for enabling the environmental dimension to be taken into account in the economic and social development process.

Because of the cross-cutting, cross-sectoral and subregional nature of desertification, a linkage has also been sought with other strategies and plans under way in the socio-economic field (poverty alleviation, health, education and training, agriculture, forestry, livestock raising, energy, hydropower, etc.). Account is also being taken of the lessons drawn from previous experiences in combatting desertification at the national level.

In general terms, Senegal now has an institutional and legal framework which has promoted a participatory and decentralized approach in the process of elaboration of the NAP and should guarantee its proper implementation.

Several favourable factors at the institutional and legal level may be singled out in this connection:

- The process of regionalization, which confers on local communities broad powers with regard to the management of natural resources and the environment. Thus, several activities relating to desertification control are now administered by the communes, rural communities and regions;
- The adoption of a new forestry code (Law No. 98-03 of 8 January 1998 and Decree No. 98-164 of 20 February 1998) allowing for decentralized administration of forest resources by local communities on the basis of local management plans approved by the State representative;
- The organization of various categories of non-governmental actors in structured and federal contexts broadly in keeping with the level of administrative decentralization;
- The existence, at all levels of the national territory (regions, departments, districts), of decentralized technical administrative services charged with supporting producers;

- The institution of the Higher Council on Natural Resources and the Environment (CONSERE) (by Decree No. 93-885 of 4 August 1993), as a framework for consultation between the various actors and harmonization of the various sectoral policies relating to management of natural resources and the environment.

CONSERE, acting as NCB, is an interministerial structure with three organs:

- The Interministerial Council, the decision-making body, chaired by the Prime Minister;
- The Standing Committee, the monitoring body, chaired by the Minister for the Environment;
- The Permanent Secretariat, the executive body, with a multidisciplinary team headed by a Coordinator appointed by the Minister of the Environment and Nature Protection.

Through the National Focal Point (NFP) charged with coordinating the implementation of the CCD, it:

- Organizes and directs working groups on central themes and management of natural resources;
- Develops information and consultation for the various socio-economic partners concerned with natural resource management and environmental protection;
- Ensures the consistency of the NAP with other planning exercises and with the SRAP.

The CONSERE Permanent Secretariat has been housed since January 1998 by the Ecological Follow-up Centre (CSE), of which the Director-General was appointed Permanent Secretary, thus enabling the NCB to function and, in particular, to finalize successfully the process of elaboration of the NAP.

With a view to putting into practice the main provisions of the Convention relating to the development of a dynamic partnership between the various actors at all stages of the process, a consultative study group (GCR) representing all categories of actors (State services, training and research structures, NGOs, private sector, associations, producers, women, young persons, media professionals, locally elected officials, etc.) has been put in place.

The creation of this group has enabled the operation of a collective steering mechanism for the preparation of the NAP/CD through consultation, coordination and periodic evaluation during the entire process. This arrangement should permit an equally participatory implementation.

All the work carried out until the present has been made possible through the commitment of all the categories of actors and the support of international partners, notably UNDP-UNSO, USAID, the Netherlands, France, GTZ, CIDA, the CCD secretariat and CILSS. In Senegal, all these partners are represented in the informal group of active stakeholders in the environment, with secretariat services provided by the Netherlands.

This group is intended to enable exchanges of information between the international partners with a view to ensuring the consistency of measures pursued by each of them. Through the extended consultation meetings in the Permanent Secretariat, this group is regularly informed about the advancement of the process and, whenever necessary, has given its views and made suggestions.

During the process, without specific resources being made available for the preparation of the NAP, the State has had to adopt various strategies (CONSERE in the CSE, promotion of consultation, various forms of institutional support) to enable its completion. Likewise, with some development partners during the elaboration phase, the financial resources initially provided for by the NCB could not all be mobilized in time and fully. That has led to some delays with respect to the original timetable.

With the commitments reaffirmed by the stakeholders and the forthcoming adoption of well-adapted funding mechanisms for the NAP, substantial mobilization of the resources required can be expected with participation from the State, non-governmental actors and development partners.

Similarly, a number of measures have now been decided upon with a view to:

- Redynamizing the informal process of consultation between international partners/NCB/other actors;
- Strengthening the capacities of the actors and of the NCB;
- Strengthening the institutional and legal framework;
- Strengthening technical cooperation;
- Setting up as soon as possible a more integrated funding mechanism for desertification control, which will receive financial inputs from various sources (State, local actors, donors);
- Strengthening national capacity and the capacity of the actors with regard to observation and follow-up, information and evaluation of the process of desertification and follow-up/evaluation of the NAP process and of the structural and operational actions taken within the NAP and in the Priority Action Programme (PAP).

At this early NAP implementation phase, some actions are being conducted under the support project for NAP implementation financed by the GTZ.

Within this framework, a programming workshop on NAP implementation was organized in February 1999 and PAP drafting missions were sent in May 1999 to sites identified within six ecogeographical zones. Some partners have already committed themselves to participating in the funding of the PAP in particular and of the NAP in general.

With regard to actions in the field, mention should be made of the following:

- Strengthening of the potential for reforestation, which increased the annual output of plantings from 6-7 million to 12 million with

a major contribution from non-governmental actors (nearly 40 per cent);

- Strengthening of environmental education, enabling it to reach 130,000 pupils and become gradually integrated into school curricula;
- Training courses for local officials and collaboration with the regional councils in the context of skills transfers, particularly with the implementation of regional forestry plans;
- Strengthening and development of information, education and awareness-raising activities related to desertification.

At the same time, collaboration with the development partners was reaffirmed in the framework of NAP implementation and this has made it possible to launch some major projects, such as:

- The Senegalese-Mauritanian project on biodiversity conservation in the Senegal valley at a cost of US\$ 12 million by the GEF over a period of six years;
- The Diourbel agro-forestry project financed by IFAD at a cost of US\$ 12 million over five years;
- The creation of a national forestry seed centre with the support of the Netherlands at an overall cost of nearly 1 billion CFA francs as from January 1999.

## LESOTHO

1.0 An introductory section highlights the fact that Lesotho's land terrain is dominated by rugged mountains with only 9 per cent arable land, predominately in the lowlands zone. A brief overview of Lesotho's economic indicators is given, noting that the agricultural sector contributes about 14 per cent of GDP. This is the lowest agricultural productivity in the southern African region. Mention is also made of the principal development objective of the Government as being poverty alleviation. It is also emphasized that the country is threatened by desertification, because of soil erosion and land degradation. Soil is lost through water and wind effects. Loss of organic content and nutrients from the soil due to poor agricultural practices and various forms of biomass removal lead to reduction of soil water-holding capacity and decreased soil depth that hinders proper root development, and general damage to soil structure. Land suitable for cultivation and grazing is becoming more scarce. Lesotho is facing a major crisis of land degradation due to soil erosion.

2.0 Policies, strategies and priorities established within the framework of sustainable development plans are covered. Among other things, National Development Plans, and the National Plan to Implement Agenda 21 are outlined. The National Environment Policy that provides the national policy to ensure the protection and conservation of the environment with a view to achieving sustainable development for Lesotho; and strategies to combat desertification developed prior to UNCCD are also mentioned. In particular Land Use Policies which aim at achieving land use policy that is suited to the local climatic zone

and soil type are elaborated. Therefore, policies have been developed for each of the major uses, namely:

1. Agricultural Policy

The Government's agricultural policies are focused on increasing production and marketing of agricultural crops. Livestock and livestock products in a manner consistent with the conservation of the land base.

- Livestock and Range Management Policies and Strategies

Aim at achievement of self-reliance and increased incomes for livestock owners and the Livestock and Range Management Policy states as its overall goal the protection and regeneration of the natural environment and the resource base.

- Water Resources policy

Aims at achieving utilization of water resources that improve the economic and financial livelihood of the people by ensuring the quantity and quality of water resources.

3.0 Institutional measures taken to implement the convention are outlined as follows: The responsibility for coordination of the preparation and implementation of the National Action Programme is delegated to the National Environment Secretariat (NES), which becomes the focal point for the programmes. NES is to take urgent steps in the elaboration and implementation of the CCD programmes at the national level. In relation to the NAP process, the NES has become a government agency responsible for coordinating activities related to the preparation of the NAP document, implementation of programmes, monitoring and assessing the impacts of programmes. These measures are both considered important and complementary and should be carried out concurrently, as an integral part of programmes aiming at combatting desertification in Lesotho.

Lesotho Environment Bill (1998) provides a basis for coordination of activities of different sectors and departments, and provides legal mechanisms for setting minimum standards for the protection of the entire environment. Such laws also provide mechanisms for regulating cross-sectoral issues, and for intervention in the enforcement of standards.

4.0 An outline is given on the participatory process in support of the preparation and implementation of action programmes to execute the NAP process. The establishment of NDSC in 1994 and a desktop study commissioned in the same year enabled the conducting and holding of district workshops with participation from district secretaries, principal chiefs, departmental heads at district level, district development committees, farmers associations, traditional heads and Members of Parliament. The climax was the holding of a national forum on desertification issues, in March 1998, whose output was the NAP Document.

5.0 In the interest of popular participatory approach all stakeholders were invited to participate in a consultative process in support of the preparation and implementation of the National Action Programme. Besides the continued support and commitment exhibited by the Lesotho Government, partnership agreements with some United Nations agencies and developed countries to implement the Desertification Convention was achieved. In this regard, the following

cooperating partners have been very instrumental: UNDP, IFAD and CCD secretariats provided much needed financial support. UNSO assisted on community of Ha Khoro village pilot project with financial support for land reclamation activities.

6.0 Section 6.0 outlines measures undertaken to combat desertification and technical programmes in this field. Accelerated combatting of soil erosion in Lesotho dates back to the 1930s. Until recently, such efforts mainly emphasized structural works such as terracing, contours, silt traps, diversions, etc. This strategy has been found to merely offer temporary solutions.

Government policy is now shifting towards biological conservation methods with a strong emphasis on community participation. To solicit the latter, the strategy now seeks to marry production with conservation and environmental objectives. Successful agricultural diversification and commercialization require the establishment of effective conservation and environmental protection measures. There is a need to adopt a holistic approach that integrates rural development with conservation and environmental planning, laying emphasis on acceptable and affordable techniques. This section also identifies planned measures within the framework of the NAP. These include the following:

1. To review the legal framework within which convention activities are implemented;
2. To investigate both physical and social factors that lead to the deterioration of the land base;
3. To intensify efforts in water harvesting by rehabilitating old ponds and dams and by constructing new ones;
4. To adopt a participatory resource management approach that places more emphasis on the farmer and the community as agents of development;
5. To consolidate and rationalize the operations of institutions that deal with issues of environment, conservation and land use; and
6. To strengthen the programme of conservation of endangered indigenous species.

7.0 Section 7.0 briefly identifies the national budget that has a direct bearing on desertification control. The total amount of about M 101 million (US\$ 1 = Maloti 6.00) has been identified from the financial records of the Government and these reveal that this amount is the annual contribution by the Lesotho Government together with the donor community.

8.0 Lastly, a review of the benchmarks and indicators required to measure progress and assessment thereof have been identified. In this regard, it has been observed that desertification indicators are measurable and observable parameters that should permit the assessment of an area according to its degree of degradation. They may be either physical or socio-economic characteristics. So far the field level indicators of desertification in Lesotho have been suggested and will be further looked at before they are employed.

## TUNISIA

### 1.1. The concept of sustainable development

Tunisia's concerns regarding the protection of natural resources and the environment have long been more or less explicit and taken into account in the country's economic and social development plans. They have influenced the country's choice of a form of development that is oriented towards the creation of a mutually supportive and prosperous society where development serves to produce wealth and thus the highest possible growth rates with a view to sustainable development. Underpinning that choice are the efforts already made and to be made to protect natural resources, especially the efforts to combat desertification and improve the quality of life in rural areas.

The progress made in this respect is both noteworthy and appreciable, concerning as it does not only the institutional, legislative and executive spheres but also environmental management, protection of natural resources and nature conservation in the broad sense of the term. For example, the poverty rate has fallen strikingly since independence in 1956: between 1967 and 1990 it dropped from 33 per cent to 6.7 per cent. Thanks to the family planning policy, population growth has also fallen markedly: it was 1.8-2 per cent in 1991-1996 and will be 1 per cent in 2001.

In all of the multiple spheres in which it is pursued, Tunisia's development policy is based on sectoral strategies.

### 1.2. The development strategies

Regarding the conservation of natural resources, the main strategies are:

The national strategy for water and soil conservation (1999-2000), which covers mainly the integrated management of 672,000 ha in catchment areas, the treatment of 305,000 ha of land for cereals, the maintenance and consolidation of existing hydraulic engineering structures on 850,000 ha, and building of 1,000 catchment ponds and of 4,290 aquifer recharge and spate irrigation structures. The degree of completion of these activities varies depending on the action and the area concerned; for the strategy as a whole it is about 60 per cent;

The strategy against sand encroachment, which aims principally at protecting road infrastructure and farmland, concerns more than 7 million ha, mostly in the south of the country. During the past three decades (1960s, 1970s and 1980s) protection has been provided for 62 oases, 42 farming zones (200,000 ha), 30 villages and main roads in the south and centre. The targets for the 1990s are to create 4,000 km of artificial dunes, increase the height of 8,000 km of dunes, plant vegetation to fix 24,000 ha of already stabilized dunes, and install 5,200 km of windbreaks;

The forestry and pasture strategy calls for the planting of 600,000 ha and the pastoral development of 2,200,000 ha. Work done in 1990-1998 includes the planting of an estimated 256,000 ha of fodder bushes and the development of 170,000 ha of rangeland.

An estimated 210,000 ha of fodder bushes were planted before the strategies were instituted.

Reforestation is an important component of the strategy. It is planned to replant 320,000 ha of barren land. Over 136,000 ha were reforested in 1990-1998, and 238,000 ha in the three previous decades.

In addition to the above strategies there are the strategies for the development and management of natural resources; their aims are to raise the level of living in rural areas and to limit the current processes of degradation of natural resources. The projects concerned are the Projects for Integrated Agricultural Development (PDAI), the Projects for Integrated Rural Development (PDRI) and the Projects for the Development of Vulnerable Zones financed by the National Social Solidarity Fund.

In terms of ancillary measures and support for the physical work, Tunisia has extensive legislation regarding the combatting of desertification and considers that it could therefore, if certain conditions were met, both soundly exploit its natural resources and contribute to nature conservation.

### **1.3 Measures taken to implement the CCD**

Tunisia, an active participant in the elaboration of the Convention, was among the first countries to ratify this instrument, doing so in October 1995.

Tunisia's financial, institutional and physical efforts to combat desertification are considerable. Desertification control occupies a leading place in the country's environmental and socio-economic development policy.

The Eighth Plan (1992-1997) allocated some \$100 million per year to combatting desertification. In view of the importance of controlling desertification for the social and economic development of the regions affected by this scourge, the allotment under the Ninth Plan (1997-2001) is \$200 million per year. As the CCD supplements Tunisia's experience in combatting desertification, a variety of measures has been taken to implement the Convention:

The creation of the System for Circulating Information on Desertification (SCID) and of a monitoring mechanism

The SCID was designed, in the context of sustainable development, with the assistance of the Sahel and Sahara Observatory (OSS) and will enable information, once selected and validated, to be provided to the various players in a readily intelligible and accessible form. Tunisia has also undertaken with a number of partners, including OSS and the Institute for Tropical Agriculture and Food Crop Research, Marseille, development of a long-term environmental monitoring (chap. viii) system;

The establishment of the National Desertification Control Committee

The National Desertification Control Committee is a coordinating body chaired by the Minister for the Environment and Land Use and comprising representatives of the government agencies with desertification-control functions, professional bodies, NGOs, women's associations, etc. It should be noted that this committee comes under the authority of the National Commission for Sustainable Development, which is chaired by the Prime Minister.

The Desertification Control Committee played an active part in defining the approach recommended for the elaboration and adoption of the National Action Programme (NAP) and the design and approval of the National Desertification Control Fund (FND);

The establishment of local desertification control committees

The local desertification control committees have been set up with the effective participation of professional bodies, NGOs and the local population. They are coordinating bodies and have the same functions as their national counterpart;

The National Desertification Control Fund

The Fund was established according to one of the possible scenarios for its creation devised pursuant to article 21 of the Convention by means of a study conducted by a group of national experts. The group's findings were discussed by the National Desertification Control Committee and one of the proposed scenarios was selected. The study was made with financial assistance from UNDP/UNSO, and the Fund was set up pursuant to articles 22 and 23 of Finance Act No. 97-88 of 29 December 1997;

Legislative aspects

With a view to consolidating the existing legislative advances, the legal departments of the Ministry of the Environment and Land Use are currently drafting a rural code. Questions of desertification control will be given prominence in this document.

#### **1.4 Consultative process and role of women and young people**

Improvement of the status of women and promotion of their role in social and economic life have been among the priorities of rural development policy for a number of years now.

In rural areas, women constitute 64.3 per cent of the helpers (unpaid labourers) on family farms, but only 5 per cent of farm managers. Through their direct influence on the rural environment women play a crucial role in the conservation or destruction of natural resources. Cross-cutting "Women and development" boards (covering all the aspects of development) have been instituted under the Eighth development plan (1992-1997).

Support for women's activities in rural areas consists in enabling women to diversify their sources of income by giving them access to loans for small projects relating to crop- or poultry-farming, bee-keeping, handicrafts, etc.

Young people account for 55 per cent of the total population. Mobilizing them and achieving their gradual integration in development projects, especially decisions concerning economic and social development, are essential.

Young people are also included in the process of combatting desertification by promotion of their involvement in decision-making concerning desertification-control projects and activities and in the various committees and working groups. Women's and young people's associations are represented in the national and local desertification-control committees.

### 1.5 Measures taken in the framework of the NAP

The NAP was drawn up in consultation with the whole range of partners and players at the central level (National Commission for Sustainable Development and National Desertification Control Committee), regional level (structures responsible for regional development) and local level (in particular, the populations of pilot zones affected by desertification).

The priority actions and measures under the NAP are:

- (i) Establishment in the middle of the country along the lines of the Institute for Agriculture Research, which has made an enormous contribution to R&D concerning arid zones, of centres for research into specific problems of dry sub-humid and semi-arid areas;
- (ii) Establishment of local desertification control committees with the active participation of NGOs, professional bodies and the populations concerned;
- (iii) Support for local extension centres, including in particular training of community development workers and use of the participatory approach;
- (iv) Establishment of a drought monitoring and early-warning system and of a system for disseminating information on desertification-monitoring;
- (v) Periodic updating of quantitative and qualitative assessments of natural resources;
- (vi) Promulgation of a pastoral code to supplement the present or future legal tools contained in the code of natural-resource management;
- (vii) Continuation of decentralization, especially arrangements for local autonomy in decision-making;
- (viii) Establishment of the national desertification control fund under regulations flexible enough to enable rapid and efficient channelling of financial resources to the local level in regions affected by desertification and/or drought;
- (ix) Inclusion of the NAP in the National Programme of Action for the Environment and Sustainable Development for the Twenty-first Century (Agenda 21).

The components of the NAP

The NAP has three components:

Consolidation of ongoing projects and actions so as make them more compatible with the spirit of CCD, particularly as regards: provisions on the participatory approach; integration of physical, biological and socio-economic action; and the adoption of a preventive, as well as a remedial approach. This concept was discussed by Agenda 21, with the choice being for a sustainable development strategy that requires the simultaneous combatting of poverty and protection of the environment;

The extension of projects for integrated rural development;

Identification of social, institutional and legislative support measures, incentives and complementary measures.

To ensure consistency with the CCD, there will be heavy reliance on grassroots participation in drawing up regional master plans. It is intended that the NAP should draw on the capacities of the country's networks of associations and professional bodies. The need for partnership and cooperation between the parties concerned will entail mutual recognition of the local community's long-term interests and farmers' short-term interests.

#### **1.6 Execution of NAP - costs and financial resources**

The area threatened by desertification is estimated at 11.87 million ha (desert zones excluded) and the total area treated against desertification at 2.75 million ha. That leaves some 6.25 million ha still to be dealt with. It is assumed that, over the two decades of implementation of the NAP, the participatory development plans to be drawn up with the local populations according to their priorities for investment and small-scale rural development will concern no more than 50 per cent of the land requiring preventive or remedial action. The hope is, however, that, as involvement in the participatory rural-development cum desertification-control programme improves the sources of income of one part of the population, the remainder of the people will gradually feel encouraged to adopt similar programmes. The estimated cost of implementing the NAP is of the order of \$3 billion. The speed of execution of the proposed activities will depend on the availability of funding and on the extension workers' enthusiasm, but above all on rural people's espousal of the process.

#### **1.7 Results of cooperation to implement the CCD**

##### **1. Cooperation with bilateral partners**

In the context of the effective implementation of the Convention and with particular regard to the implementation of the resolutions on urgent measures to be taken in Africa and on the transitional period, an assistance project was identified with cooperation from Germany. The result of this two-year project was the NAP.

##### **2. Cooperation with multilateral partners**

In the same context, Tunisia has had support from UNDP/UNSO for the establishment of the National Desertification Control Fund.

##### **3. Cooperation with the private sector**

The private sector has played an important part in raising awareness of the aims of the Convention and of the scale of the problem of desertification. Thanks to the new knowledge they have acquired, local farmers are able to undertake some very effective action using just their own modest budgets.

##### **4. Cooperation with civil society**

Civil society (AIC, AFIC, CSA, etc.), NGOs and other professional bodies (which currently number some 7,000) provide constant support for the

implementation of the Convention by organizing events to disseminate information concerning it and alert the various actors to their responsibilities. For example, an international workshop on desertification control in the framework of the Convention, entitled "Partners against Desertification", was held at Kairouan from 28 to 30 March 1996 by the Kairouan Association for the Protection of the Environment in collaboration with the European Environmental Bureau and other NGOs. The workshop was held to promote lasting partnerships between NGOs from North and South and between NGOs and institutions. It also resulted in the definition and establishment of a framework for consultation between partners and the definition of possible financing mechanisms for the elaboration, coordination and implementation of National Action Plans.

### **1.8 The system of indicators for monitoring progress**

A series of national-level workshops has been held to define indicators for monitoring progress in implementing the CCD, i.e., indicators of the rate of desertification and indicators of the impact of work to combat desertification. This was done in collaboration with OSS.

In view of desertification control's importance for sustainable development in affected regions, the following are the indicators taken into account in assessing the rate of desertification and the impact of natural-resource protection projects in semi-arid and arid regions:

The human development indicator, comprising the following components:

Life expectancy

Level of knowledge (adult literacy rate and mean number of years of study)

Standard of living as expressed through GDP;

#### Demographic indicators

Population growth

Population density

Degree of urbanization

Total fertility rate;

Natural resource indicators, comprising the following components:

Percentage of arable land (agricultural area relative to total area)

Useful farm space per caput

Annual rate of deforestation

Annual rate of desertification

Renewable water resources per caput (m<sup>3</sup>/yr)

Fresh water consumption as percentage of water resources per year

Irrigated land in proportion to arable area

Consumption of marketed energy per caput

Consumption of pesticides (t/1,000 persons).

The system for monitoring the rate of desertification and impact of work to combat desertification forms part of the network for sustainable development, which, in turn, includes a desertification observatory. Updated information on all the components of the environment is published for users' benefit in an annual report entitled "The State of the Environment".

In addition, and pursuant to the decision at COP2, a request for financing for testing of the indicators for monitoring implementation of CCD in Tunisia has been submitted to IFAD. The testing is to be carried out, in collaboration with OSS and under the auspices of the Ministry of the Environment and Land Use, by the Arid Regions Institute at Medenine.

#### **MALI**

Efforts to integrate environmental issues in general, and that of desertification control in Mali in particular, into development plans, policies and programmes started in 1974 after the drought that afflicted all the ICDCS (Permanent Inter-State Committee for Drought Control in the Sahel) countries in 1972-1973. Since then, a number of initiatives, policies, strategies and programmes have been formulated, for example the national decentralization policy, the national population policy, the poverty eradication strategy, the action plan for the advancement of women, the mining sector policy, the industrial sector policy, the small-scale production policy, the tourism policy, the communication policy, the education sector policy, the housing policy, the transport policy, the health sector policy, the national public health policy, the master plan for developing water resources, the master plan for rural development, the national forestry policy, and the domestic energy strategy. The most recent is the National Environmental Protection Policy (PNPE), ratified in May 1998. The objective of the projects and programmes falling within the scope of the PNPE is to contribute to the resolution of major environmental problems and the establishment of mechanisms necessary for collaborative management of environmental resources. To this end, the programme approach was given priority in order to reinforce the actions and experiments undertaken within this framework at regional and local levels and to optimize the efforts and resources of all the institutions, structures and actors involved.

The institutional framework of the National Coordinating Body (NCB) has recently been strengthened by creating a new structure, the Institutional Framework for the Management of Environmental Questions, consisting of an inter-ministerial committee, an advisory committee and a permanent technical secretariat. This institutional framework takes stock of the national environmental situation and submits proposals to the Government on measures to protect the environment and combat environmental degradation and desertification. It ensures that environmental factors are taken into account in the formulation of development projects and land planning schemes, and it guides the work of the sector-related structures involved in managing the environment and combatting desertification. Finally, it assesses the extent of implementation of international conventions, treaties and agreements ratified by Mali in the field

of the environment and desertification control. The permanent technical secretariat/Institutional Framework for the Management of Environmental Questions (PTS/IFMEQ) reports to the Ministry of the Environment. It is funded by the State and various development partners including Germany, the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Development Programme (UNDP). The PTS/IFMEQ now has 10 technical executives from different ministries. Their training and backgrounds are different, yet they complement one another and are representative of the different sectors involved in desertification control. The modes of collaboration between the members of the NCB and the stakeholders they represent are meetings, debates and exchanges of views. Non-governmental organizations and representatives of local people are involved in all aspects of the work of the NCB through formal and informal meetings; the NCB also holds regular information-sharing and working meetings. At the beginning of each year, the NCB draws up a programme of work in the light of its responsibilities and assignments. As far as publicity is concerned, the NCB's capacity is still rudimentary, but it should be pointed out that a national system for disseminating information on desertification and environmental follow-up has been set up on the Internet, thereby making use of new information and communication technology. There are currently databases on agriculture, animal husbandry, forest resources, and hydro-agricultural planning and infrastructures. Information sharing takes place among numerous national structures which provide information on environment and desertification. In the field of legislation and regulation, a number of measures need to be implemented to make good certain deficiencies in environmental protection, for example the inadequacy of discharge standards and regulations governing use of resources. These measures involve the diagnosis and definition of norms and rules concerning access to and utilization of resources. They comprise permission/prohibition of certain activities and monitoring/financial penalties. There is also the option to comprehensively ban an activity in the event of non-observance. Numerous tools will have to be developed, the most important of which are the drafting of an environment code (an essential element of the PNPE), the update and review of existing laws and regulations, and the introduction of environmental impact studies.

At the start of the process, the permanent secretariat (PS) of the National Environmental Action Plan (NEAP) organized missions to all regions of the country in order to inform and sensitize regional partners (i.e. technical services, communities, farmers' associations, grass-roots organizations, NGOs, development partners, etc.) about the objectives of the process, and also to check that the planned objectives were compatible with regional concerns. The most significant environmental problems were subsequently diagnosed. After considering these issues as a whole, the PS/NEAP/Development Information Centre (DIC) thought it necessary to provide all resource users with enough information to make them aware of the problems and also to identify solutions. Moreover, the UNCCD has been translated into several national languages and received wide circulation. In addition, PS/NEAP/DIC has translated the key ideas of the UNCCD and the major points of the launching forum of the NEAP/DIC into six national languages. All these instruments have been circulated widely at local level. In setting up the Regional Coordination Committee (RCC), the idea was to involve all the stakeholders involved in fieldwork (NGOs, technical services, associations, farmers' organizations, technical cooperation partners, research departments and especially communities). This involvement included a training session on the methodology for formulating action plans. Meetings and thematic workshops were frequently employed by RCC to involve partners (extended local cooperation for development, regional cooperation for development, NGOs and technical services).

The consultations did not involve a specific group of stakeholders; they were open to all interested parties regardless of sex, age, or social and occupational status. In order to involve all partners in the process, the meetings were decentralized (districts, circles, regions, PS/NEAP/DIC). Throughout the process of drawing up the NEAP, resources were placed at the disposal of RCCs in order to maintain the momentum that had been built up. It is important to note that the PS/NEAP/DIC placed each region under the supervision of an adviser to the local governor for the duration of the process. The central authority merely provided support, advice and guidance.

Since Mali's ratification of the Convention, the Government has strengthened the permanent technical secretariat of the NEAP/DIC. One of the secretariat's main tasks has been to sensitize cooperation partners with a view to involvement/participation in drawing up and implementing the PAN. Germany has been designated the lead partner. Regular meetings have been organized between the donors themselves and between donors and the authorities. It has taken a year to involve partners effectively. A team of 10 partners was involved in funding the process at a general level, for example in holding a number of workshops/meetings and organizing the necessary visits and consultations. They also provided necessary technical assistance. The Government regularly assesses this participation through various direct contacts and through liaison with the lead (permanent) partner. An informal advisory body of partners has been established with Germany as team leader. One technical adviser representing the team leader has been placed at the disposal of the permanent technical secretariat to provide day-to-day support.

An assessment of desertification control experiences has been carried out by the permanent technical secretariat of NEAP/DIC. This assessment, which was based on an evolutive analysis of actual achievements, highlighted constraints and made proposals for strengthening desertification control. The permanent technical secretariat of NEAP/DIC, on a participatory basis involving all the stakeholders, identified and analysed the main projects that are being implemented and listed their achievements and shortcomings. This exercise and other studies (numerous meetings between the institutions and stakeholders concerned) have made it possible to formulate national, regional and some local action plans, although it must be admitted that not all the results anticipated have been achieved, especially with regard to local action plans. The action plans formulated take account of previous experiences and past and/or existing action plans implemented by various institutions and stakeholders. They also aim to strengthen existing plans to ensure that environmental considerations are mainstreamed in a cross-cutting manner. Responsibility for the implementation of programmes is vested in all ministries whose remit involves one or more of the adopted programmes. Other partners active in the field of environmental management also have a responsibility in this area. It should also be noted that, in accordance with current policy guidelines, a minimum priority programme has been identified for implementation. It consists of priority actions under four national programmes of the PNPE namely: the National Programme for the Management of Natural Resources, the National Programme for the Harnessing of Water Resources, the National Programme for the Improvement of the Living Environment, and the National Programme for Environmental Information. In order to secure funding for these new projects, a round table conference of donors will be organized by the Malian Government at the end of May 1999. Training, particularly that of populations, is a key element in projects and programmes drawn up pursuant to the Convention (particularly the programmes submitted at the round table). The objective is to enable populations to acquire the

techniques and technologies necessary for conservation and sustainable development of natural resources. A number of measures have also been taken to comply with the priority areas outlined by the Convention, for example the strengthening of local people's national resource management capacity, mandatory environmental impact studies, the establishment of the Ministry of the Environment and the PTS/IFMEQ, awareness-raising among decision-makers and the population as a whole, the creation of networks for research and dissemination of information, the creation of a system for disseminating environmental information and follow-up on the Internet (SCISE), the creation of rural structures for timber management, the implementation of the national poverty reduction policy, the establishment of a village development fund, market liberalization, and the reduction of taxes on exports. Within the framework of the joint management of transboundary resources recommended by the Sub-Regional Action Programme (SRAP/AO), Mali is involved in three projects, two of which have already been the subject of case studies. A consultancy project to finalize the work being done within this framework is about to start. Mali took part in meetings to delineate and formulate the SRAP and preparatory workshops to establish scientific networks for water and soil conservation and transhumance, held in Bamako and Addis Ababa respectively. Decentralization makes communities accountable for their resources, just as the State is responsible for the resources which come within its jurisdiction. All current legislation takes this established fact into account. Information and training measures are being prepared for this purpose. With the establishment of rural communes, awareness of decentralization has become a reality. Administration has already been decentralized, particularly in the area of natural resources. Henceforth, stakeholders in development insist on being involved in the development of their region and thereby begin to participate actively in the different stages of planning, implementation, follow-up and assessment of projects. At the start of the process, an advisory committee consisting of different ministries, representatives of civil society and donor representatives was established. This committee met regularly with the PTS/NEAP/DIC in order to secure its effective involvement in the process.

The inter-ministerial committee has been less active, but, following the recent establishment of the Ministry of the Environment, internal partnership has been given renewed impetus. To date no formal arrangements have been worked out. With the recent establishment of the PTS/IFMEQ and the extension and harmonization of its range of activities, the consultation and coordination process has been improved both nationally and internationally. Investments have been made in the organization of workshops, studies, missions/conferences, documentation, staff and premises for NEAP/DIC, etc. The international partners are Germany, FAO, UNDP, the Club of the Sahel, the Sahara and Sahel Observatory (OSS), the World Bank, ICDCS, Canada, France, the Netherlands, Switzerland, and the United States Agency for International Development (USAID).

Following decentralization, local stakeholders now have the opportunity to negotiate directly with national or foreign partners. This opportunity has led to decentralized cooperation and the increased importance of joint ventures. The emergence of local development associations and NGOs is also an opportunity to access funding for desertification control. Although the situation is constantly changing, the lack of resources in the State budget for desertification control necessitates the mobilization of new sources of funding at national level. Accordingly, an ongoing debate is taking place on setting up a national desertification control fund. In line with the principle of decentralization, support has been voiced for the establishment of local

desertification control funds, which could potentially be financed through a community charge. As for the mobilization of external resources, in addition to the proposed conversion of the external debt of countries with low income, including African countries, to development funds and poverty eradication funds, there is the Global Environment Facility (GEF), which is very hard to mobilize. Other funding mechanisms involving partnership agreements are being scrutinized. The National Bank for Agricultural Development (BNDA), village funds deriving from cotton or rice, NGO funds, and decentralized cooperation funds are some of the other local initiatives that should be mentioned.

At national level, the State has provided the National Forestry Policy with premises and technical personnel necessary for the formulation of the national action plan. It has also facilitated the process by mobilizing the relevant stakeholders. The Malian Government has been afforded considerable assistance by development partners through a variety of projects. Three partners have been conspicuous in their efforts: Germany, FAO and UNDP. Noteworthy financial contributions have also been made by the Netherlands, the World Bank, the Swiss Development Cooperation, the Club of the Sahel, OSS, and ICDCS. Total resources are estimated at about 700 million CFA francs.

In Mali, providers of environmental information fall into two categories: (a) various specialized technical services (meteorology, hydrology, agriculture) which collect information in a systematic and repetitive way as part of their mission. Their approach is analytical and statistical, and they also provide thematic databases; (b) networks and observatories for environmental monitoring (for example, ROSELT, Section B of the Natural Resources Management Project, DMP, the French Overseas Scientific and Technical Research Agency/Scientific Research Institute for Development Cooperation (ORSTOM/IRD)). These are managed by scientific organizations which monitor ecosystems and agro-systems in pilot areas and research the functioning and evolution of these environments, mainly from the point of view of environmental degradation and desertification. These networks are often integrated into larger international units. Their approach is systematic and goal-oriented. It should be noted that the Desertification Information System (DEGIS) for Mali has been in the process of formulation since 10 November 1998.

The various initiatives which have been launched are currently showing encouraging results: an initial information pack consisting of the national desertification profile (stocktaking and other studies) has been drawn up and incorporated into the DEGIS for Mali; an institutional kiosk involving all partners has been launched and is currently under construction. A prototype DEGIS for Mali has been formulated and was submitted during the National Forum for ratifying the NEAP/DIC which took place from 28 to 30 May 1998 at the Amitié Hotel, Bamako. A project document on the National Environmental Information System (SNIE) and the National Environmental Information Network (RNIE) has been drawn up and will be submitted to donors. The Natural Resources Management Project has developed indicators that can be measured on a participatory basis with rural communities. These indicators are defined in relation to four types of major changes (major impacts): the natural resource management capacity of local communities, the socio-economic conditions of rural communities, the productive capital of natural resources, and the institutional (national) environment.

**BURKINA FASO**

The present document is a summary of the report produced as a result of a long process of consultation with the major stakeholders in the field of desertification control in Burkina Faso. Drafted in pursuance of the relevant articles of the Convention and in accordance with the provisions of decisions 11/COP.1 and 5/COP.2 of the Conference of the Parties, it is designed to inform the Parties to the Convention about the measures taken to implement the CCD in Burkina Faso.

For Burkina Faso, the Convention is both a starting point and an outcome:

- A starting point because it constitutes a new approach to the problem of desertification and its causes;
- An outcome because it was necessary to make enormous efforts to create awareness and undertake concrete actions, first at the national level, to prove that desertification was not inevitable, and then at the international level, to mobilize the international community to achieve the expected results, within the framework of environmental protection and preservation.

These efforts, but also their limits, are set out below.

## **I. Strategies and priorities formulated in development policies**

### **1.1. Policies and/or strategies**

In Burkina Faso, the national strategies for economic and social development were set out in the various Five-year Development Plans. These plans became People's Development Programmes (PPD) during the 1980s (the revolutionary period) and were then replaced by the rolling Three-year Programmes advocated under the Structural Adjustment Programme (SAP).

The various national strategies for economic and social development aimed at:

- Securing food self-sufficiency and security;
- Protecting and safeguarding the environment in terms of the rational and sustainable management of natural resources;
- Increasing incomes.

### **1.2. The Plans**

Four plans were worked out:

- *The National Action Plan to Combat Desertification*, formulated in response to the regional strategy to combat desertification proposed by the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS);
- *The National Action Plan for the Environment (PANE)*: a strategic development plan devised at the urging of the World Bank, it takes

into account the social and economic dimension of environmental issues and comprises five programmes;

- *The Strategic Plan for Agricultural Research (PSRA)*: adopted in October 1995, its purpose is to underpin the achievement of the socio-economic development objectives in the solution of environmental problems;
- *The Tropical Forest Action Plan (PAFT)*: initiated under the auspices of FAO, it constitutes an overall strategic framework intended to redirect, intensify and harmonize traditional forestry policies and practices in order to lay the foundations for sustainable socio-economic development.

### **1.3. The programmes**

The implementation of the PANE took the form of the drawing up and implementation of several programmes related to desertification control at three levels:

#### **Agricultural development:**

Two programmes were worked out:

- *The Structural Adjustment Programme for the Agricultural Sector (PASA)* aims at laying down the foundations for sustainable economic and social development in order to raise the living condition of the people in the medium term;
- *The National Programme for Land Management (PNGT)*: the land management approach has been a national option since its adoption in 1986; it is one of the basic elements of the sustainable development of the country. Initiated with technical and financial support from the World Bank, the PNGT has set seven targets, including efforts to persuade rural communities to assume responsibility for their own future and the integration of activities related to agriculture, forestry, livestock raising and fisheries into a system.

#### **Forestry and water sector:**

Four programmes were devised:

- *The National Forestry Development Programme (PNAF)*;
- *The National Village Forestry Programme (PNFV)*;
- *The Sahel Burkinabe Programme (PSB)*, a trial programme developed in 1986 in order to test the NPCD approaches;
- *The water-related programmes (the Village and Pasture Water Supply Programme, the Water Programme for Agriculture and the Water Resources Management and Protection Programme)*.

**Research:**

The Strategic Plan for Agricultural Research (PSRA) covers the following areas: forestry development, genetic management of ligneous plants, forest seeds, soil fertility, saving energy and renewable energies.

**National components of the CILSS Regional Programmes:**

The strategies devised through CILSS have favoured the design of programmes such as the Improved Stoves Programme, the Gas Promotion Programme, the Research Programme, the Programme for Environmental Training and Information (PFIE).

**II. Institutional measures for the implementation of the Convention**

The National Council for Environmental Management (CONAGESE) is a structure set up under the law establishing the Environment Code which was adopted in January 1997. This forum for coordination enables environmental considerations to be integrated in the economic, social and cultural development process. It is composed of two bodies:

- The Conference of CONAGESE, which can set up specialized committees;
- The Permanent Secretariat of CONAGESE, established in September 1995 within the Ministry of Environment and Water.

**2.1. Operational National Coordinating Body (NCB)**

**Legal status:**

In response to the stipulations and wishes of the Convention, the Government appointed the Permanent Secretariat of CONAGESE (SP/CONAGESE) as the National Coordinating Body (NCB). A National Steering Committee (CNP) was established by inter-ministerial decree pending the setting up of the specialized committees.

**Resources:**

Two types of resources are available to the Permanent Secretariat of CONAGESE: support from the Government under the State budget and support from the bilateral or multilateral cooperation partners through specific projects.

As regards the State budget, at the time the present report was prepared, the support consisted of the provision to the Permanent Secretariat of 15 planners, five support staff, two administrative buildings, office equipment and supplies and the payment of running costs to an estimated total of US\$ 240,000 (salaries, annual rental value of premises, equipment and running costs).

As regards the cooperation partners, the contribution to the running of the Permanent Secretariat takes the form of institutional support projects presented in the table below:

No.	Project title	Starting date	Duration	Cost (dollars)	Sponsors
1	<p><b><u>*Project being implemented</u></b></p> <p>National Strategy and Plan of Action in the area of biological diversity and country report to the Conference of the Parties</p>	01/1998	1 year	230 977	GEF/UNDP
2	Desertification control measures	1997	5 years	1 330 000	JALDA/JAPAN
3	Sahel Burkinabe Programme	09/1997	3 years	12 000 000	GTZ
4	Project for support to the Sahel Burkinabe Programme	11/1997	5 years	4 872 214	UNDP/UNCDF/GVT
5	Empowering Burkina Faso to formulate its first national communication on climatic changes	01/1998	2 years	233 810	UNDP/GEF
6	Project "Support for the process of the National Action Programme to Combat Desertification" (NAP/CD)	01/1998	2 years	<u>1 383 774</u> 480 000 200 000 4 000 34 500 67 740 45 000 112 800 371 500 9 214 60 000	GVT IFAD CILSS SE/CCD Netherlands CIDA IDRC UNDP France Denmark
7	Project "Institutional support for SP/CONAGESE Phase III"	12/1998	1 year	117 073	Denmark GVT
8	Transitional phase of the project "Environmental legislation and institutions in Africa"	03/1999	6 months	76 000	Netherlands
9	<p><b><u>*Project being negotiated</u></b></p> <p>Project for institutional support to the CONAGESE Permanent Secretariat for private sector capacity-building in the area of environment and environmental documentation centre</p>	09/1998	3 years	678 000	Belgium GVT
10	Drafting of the initial communication of Burkina Faso on the implementation of the Framework Convention on Climatic Change	06/1999	2 years	272 000	Denmark GVT

**Intersectoral and pluridisciplinary character: composition and mode of operation**

The Permanent Secretariat of CONAGESE is essentially led by eight forestry executives. Expertise also comes from other Ministries such as those of Agriculture (2), Water (2), Livestock-raising (2), Communication (1). Thus the Secretariat can draw on skills in Environmental Law, Environment and Development, Women and Development, Forestry, Agriculture and Livestock-raising, Health Engineering, Water and Sanitation, Diplomacy and International Law, Environmental Impact Studies, Environmental Education.

**Status of data and information**

The Permanent Secretariat of CONAGESE, through its environmental policy and planning division, guides and coordinates the activities of the National Programme for the Management of Environmental Information (PNGIM).

This programme cooperates with a network of 15 partner institutions which produce and/or use environmental information. Their achievements include the National Nomenclature for the production of land use maps, Topographic Databases, databases of localities in Burkina, inventories of classified forests, etc.

**2.2. Institutional, legislative and regulatory framework for desertification control, coherent**

The process of analysing the institutional and legislative frameworks for desertification control in Burkina Faso dates back to 1990 with the holding of the workshop on evaluation of the implementation of the National Desertification Control Programme (PNLCD). This workshop helped to clarify the quantitative and qualitative aspect of the concept of environment, to view more clearly the measures aimed at giving producers more secure access to natural resources and finally to highlight the need for the country to set up a programme of institutional and legislative capacity-building in the field of the environment.

These various strategic orientations led to practical measures at two levels:

**Institutional level:**

These practical measures relate to:

- *The start of a decentralization process;*
- *Spelling out the tasks of the Ministry of the Environment;*
- *Establishment of the National Council for Environmental Management (CONAGESE);*
- *Establishment or installation of specific structures for the implementation of the Convention (National Steering Committee and specialized machinery, machinery for coordination with NGOs and cooperation partners).*

**Legislative and regulatory level:**

A programme for the drafting and/or revision of a number of legislative texts relating to natural resources management was instituted with a view to giving producers more secure access to them.

- *The law instituting agrarian and land reform;*
- *The law establishing the Environment Code, adopted on 30 January 1997;*
- *The Forestry Code, adopted on 31 January 1997;*
- *The Mining Code;*
- *The Water Code, which is being prepared;*
- *The Grazing Code, which is being prepared.*

### **2.3. National Plan of Action integrated in the National Plan for Economic and Social Development**

The Burkina National Action Plan document was in the form of a preliminary draft when this report was written. This preliminary draft is to be validated in project form during the second session of the National Forum scheduled from 28 June to 1 July 1999.

- *The harmonization of the NAP with the other strategic frameworks;*
- *The articulation of the NAP with the national, regional and local approaches;*
- *The articulation of the NAP with the PASR for West Africa.*

#### **III. The participatory process in support of the process of the implementation of the NAP**

The process of implementation of the Convention in Burkina Faso was divided into three phases:

- *The setting up of a mechanism for partnership between the various stakeholders;*
- *The drafting and adoption of the National Action Programme to Combat Desertification;*
- *The implementation of the National Action Programme to Combat Desertification.*

In view of their specific objectives, an implementation strategy was drawn up for each of the three phases. Concerning the process of participation by the various stakeholders, the strategy documents prepared as part of the implementation of the first and second phases (phases covered by the present report) provided for two types of activity:

- *Information and awareness creation activities based on a communication strategy;*
- *Coordination with the stakeholders in two forms: for each category of stakeholder at the national level and in a decentralized manner at the village, department, province, region and national levels.*

**IV. Process of consultation with cooperation partners  
(developed country parties)**

**V. Measures taken or planned to improve the economic environment, the institutional framework and knowledge of the phenomenon of desertification**

These measures took the form of:

- Evaluation of the actions taken in the past and compilation of an inventory of ongoing projects;
- Capacity-building: the major role of the NAP is to encourage, promote and stimulate the process of participatory and decentralized planning, i.e., the process of preparation of Local Development Programmes (LDPs).

In addition to these measures, five national desertification control capacity-building projects are being implemented or negotiated with the technical and financial cooperation partners. Finally, measures are being taken to improve the economic environment and knowledge of the phenomenon of desertification through two thematic studies on the state of desertification and natural resources and the state of poverty and the behaviour of populations towards natural resources.

**VI. Financial resources allocated to support  
the implementation of the Convention**

In addition to existing funds, a special fund to support the implementation of the Convention was established with the backing of Canada. On the basis of this experience, a National Fund for Desertification Control was set up.

**VII. Review and evaluation of the benchmarks and  
indicators used to measure the progress made**

A research and action group on monitoring and evaluation was set up as part of the implementation of the Convention to assist the NCB to define and/or adapt the tools for monitoring and evaluation of the implementation and impact of the activities carried out or planned as part of the NPA/CD.

With the assistance of CILSS and OSS, this group organized a workshop to evaluate the NAP process in June 1998. The tools used were those of the grid of indicators for the implementation of the CCD. The group is continuing its work on the development of impact indicators with the assistance of CILSS and OSS.

**BENIN**

In accordance with decision 11/COP.1, the Republic of Benin presents its first national report on the implementation of the United Nations Convention to Combat Desertification (CCD).

This report records progress in the implementation of the CCD since its ratification on 17 June 1996.

Drawing on the guidelines for the drafting of national reports for the CCD, this report falls into three parts:

- The situation of Benin as regards the provisions of the CCD;
- The state of implementation of the CCD: status of activities and prospects;
- Support from development partners for the implementation of the CCD and financial resources allocated under the national budget.

In connection with the first part, it is agreeable to note that, through the agency of various documents containing strategic guidance, national plans and frameworks, Benin is in harmony with the global vision and objectives of the CCD. Indeed, matters could not be otherwise. Benin, an essentially agricultural country, is very concerned at the continuing degradation of its natural resources.

The second point indicates the great importance Benin attaches to the methodical, iterative and integrated preparation of its NAP/CD. The last phase of work on this important tool for combatting desertification has been initiated. In this context, a first pre-project document was validated in December 1998 and the latest consultation reports demanded by the seminar held to validate this pre-project document are already available. These reports will be evaluated, finalized and returned before they are brought into line with the pre-project document, so that Benin's NAP/CD is available in October 1999, as stipulated by the seminar.

For Benin, the drawing up of the NAPs is a major opportunity to take stock of action carried out to reverse the adverse trend in natural resources and factors of production and prompt decision makers to set out clear-cut options on problem areas which involve bush fires, international transhumance, rural land ownership, etc. Benin's ambition is to make it an innovative framework serving as a reference in efforts to combat desertification and promote rural development.

The third part describes support from development partners to Benin in the implementation of the CCD. The provisional version of this report was examined in a nationwide consultation held under the auspices of CILSS. The observations and evaluation supplied by the Permanent Secretariat of the National Committee to Combat Desertification, the national coordinating body, led to the present final version.

## SWAZILAND

The Kingdom of Swaziland is seriously affected by land degradation and drought. A number of policies, strategies and programmes were adopted and implemented by the Government and its partners after realizing the problem, but most of them were not able to address the problems adequately. These earlier strategies and programmes included the establishment of a Central Rural Development Board to oversee and coordinate the implementation of conservation measures in rural areas, the implementation of the fattening and sisa ranch programmes to reduce overgrazing in rural areas, the rural development area programme which aimed at improving the standard of living in rural areas through the provision of improved infrastructure and promoting commercial farming. Most of these programmes were not successful due to their inability to address the root causes of the problems. These programmes also lacked the involvement of the local communities, which were being affected. Others could not be sustained because they were expensive to the Government, especially the rural development area programme. It is because of the continuation of the problem of land degradation and drought and failure of earlier interventions and efforts that Government decided to sign and ratify the UNCCD in 1996 and 1997 respectively.

### 1. Policies and strategies

Policies and strategies have continuously been formulated for the realization of economic development and sustainable utilization of resources. These policies and strategies have taken the land resource as a base for development and thus its sustainable utilization and conservation is at the forefront. There are those strategies which are very broad and they include: the National Development Strategy which is a 25-year vision on economic and social development, the Swaziland Environment Action Plan which is an overall national strategy for environmental management and is supported by the Environment Management Bill together with the National Environment Policy, the Economic and Social Reform Agenda which is a programme responsible for closer supervision of those national programmes that are a priority to Government.

The initiatives and strategies, which are sectoral but address desertification and/or drought mitigation issues include those that are already adopted and are operational and also those which are at the planning or formulation stage. Those that have been adopted by Government are: Sustainable Livelihood Programme, Poverty Alleviation Programme, National Early Warning Unit, Water Conservation Programme, Climate Change Project and the Livestock Development Policy. Those which are at the formulation stage include the National Disaster Management Policy, Population Policy, Land Policy, the EIA Regulations and Procedures and the Bio-Diversity Action Plan and Strategy.

Non-governmental organizations have long been involved in the support of community projects on land management and community development. They have worked with government departments in the implementation of the above programmes or on parallel programmes that complement government efforts on sustainable land management and conservation. Their role has always been recognized and welcomed by Government and they have been taken as partners in development.

### 2. Institutional coordination

For institutional coordination and management, it is the Swaziland Environment Authority which has the overall responsibility of coordinating

environment-related policies, programmes and activities. The authority has established a National Steering Committee to oversee and coordinate the implementation of the UNCCD and other related activities. This is a multi-disciplinary body comprised of representatives from both government departments and civil society organizations including the private sector. Representation in the Steering Committee depends on the relevance of the institution or organization to combatting land degradation and/or drought mitigation. Each organization was requested to nominate its representative to the Committee. The Steering Committee works based on Terms of References which were approved by the SEA. Each year the Committee prepares a plan of action and meets on a monthly basis to direct the implementing institution on what is to be done and how. It also monitors progress and oversees the overall implementation of the plan of work. The Steering Committee is served by a secretariat which is also the focal unit on the Convention and is housed in the Ministry of Agriculture and Cooperatives. The Land Use Planning Section where the focal unit is located is responsible for coordinating implementation and making sure that decisions or recommendations of the Committee are implemented by the responsible organization.

Activities of the Committee are also supported by other bodies which have been created to facilitate the implementation of the Convention. These include: the NGO Focal Point on UNCCD, an NGO special task force on the implementation of the Convention by the NGO community, the Coordinator of the SEAP and Regional Environment Committees which are responsible for coordinating all environmental activities at regional level.

The work and programme of the NSCD is supervised, monitored and evaluated by the SEA. The SEAP Coordinator assists the SEA with the coordination and evaluation of programmes of the different committees under the SEA including that of the NSCD. In addition, the different committees are mandated to submit quarterly reports to the SEA for evaluation purposes. There is also a coordinating committee made up of all chairpersons of the different SEAP committees where they meet and make sure that their different activities are coordinated and that there is synergy in the work of the different committees.

### **3. Activities undertaken by the Steering Committee**

Since its formation, the NSCD has been able to undertake a number of activities and they include:

- The documentation of indigenous knowledge systems being practised in the country has been started and is a continuing process;
- A review of past experiences and activities, policies and strategies relevant to the combatting of land degradation. This was done in preparation of the NAP process;
- Preparation of an information kit on UNCCD relevant to the country and was used during the awareness campaigns;
- Awareness raising and education on the UNCCD and the NAP process.

#### **4. The NAP process**

The NAP process started with awareness raising through national workshops, regional workshops, seminars, and meetings. The media was also used in the process, mostly the national radio station which has a wider coverage and is cheaper. Awareness has also concentrated at the local level where meetings and workshops were organized. The celebration of the WCD has always concentrated on awareness raising and capacity-building of local communities. In addition to the broad approaches, special awareness raising programmes were also carried out targeting special groupings like the donor community, academic institutions, the private sector and women and youth. There is also a programme which is being implemented whose objective is to enhance participation of local communities in the NAP process including on decision-making. This is done through catalytic support to their initiated programmes and through projects and training workshops. This programme is supported by both government and NGO officers at the field level.

A time came when a majority of participating organizations had benefited from the awareness-raising programmes. It was then decided that the NAP consultation process should be started. Communities were trained on the process through a series of workshops. They were requested to contribute ideas towards the NAP. This was followed by regional workshops and finally a First National Forum on the UNCCD which was held on 10-12 September 1997. The forum prioritized the programme areas that should be articulated on the NAP.

The NAP is composed of 14 programme areas of which 9 are ongoing programmes. The 4 new programme areas are:

- addressing Chieftaincy disputes;
- awareness-raising and capacity-building;
- promoting active participation by local communities;
- research and technology development.

The different programmes, especially the new ones will be implemented through the preparation of detailed project documents in each programme area and soliciting funds from government, the private sector and external partners for their implementation. A number of proposals have already been prepared and funds are being sourced for their implementation.

The National Action Programme document has been articulated by the steering committee with the help of national and international consultants. It is currently with Cabinet for its approval and adoption as a national policy document. It is hoped that this process will be through before the first half of 1999.

#### **5. Financing of the NAP Process**

For the sustainable financing of the NAP and access to funds by local level actors, a National Environment Fund is being established. A draft document is already with the Attorney General Chambers where a bill is being prepared for submission to Parliament. The Government has already committed a sum of US\$ 1

million for the initial functioning of the fund once passed by parliament. A donor conference was held on the fund establishment.

All efforts of fund mobilization in the country are the responsibility of the Ministry of Economic Planning and Development. This ministry is the one which knows all the potential donors of the country and their areas of interest. A comprehensive mechanism for fund mobilization will be put in place after the official adoption of the NAP by Government.

Contributions to the NAP process by external partners can be divided into two. There are those partners who have contributed directly to the NAP process while others have contributed by funding the implementation of certain elements of the NAP without necessarily referring to the NAP or UNCCD.

Partners who have contributed directly to the NAP process are, the UNCCD Secretariat, the Government of Denmark, UNDP/UNSO and the Australian International Development Corporation.

Partners who have funded projects indirectly include, the European Union, Japanese International Corporation Agency, the Republic of China, DANCED, IFAD, ADB, DFID.

Other special financial contributions included the financing by the UNCCD Secretariat Focal Point to attend meetings of the INCD, COP and regional consultative meetings. SADC-ELMS has funded national participants to subregional workshops and meetings.

Beside financial contributions, external partners have contributed to the NAP process through technical backstopping. A number of consultants were made available to the steering committee during the process. In addition, missions to the country by international organizations were undertaken and they highly contributed to the process.

## **6. Financial Requirements**

Though the awareness and education processes are continuous, it is time that some activities are implemented on the ground. A sum of US\$ 200,000 is urgently required to continue with the programme of support to local community projects. A large number of requests have been submitted to the Steering Committee following support of projects with funds which remained from a Memorandum of Understanding in support of the NAP process.

There is also an urgent need to capitalize the National Environment Fund which is hopefully going to be in place before the end of 1999. The estimates have been that a sum of US\$ 4 million would be the basic requirement to capitalize the fund. This money will be invested and interest used in the implementation of NAP programmes.

Other resources will be for the implementation of project proposals on capacity building and awareness raising, research and technology development and support of projects on alternative livelihood for communities affected by drought.

## 7. Benchmarks and Indicators

Mechanisms for observation and monitoring the environment or the impact of environmental programmes in the country have been developed but awaiting their adoption. These include the state of environment reporting and the use of information from the Central Statistics Office where measures are made on the changes over time.

For the monitoring of progress and effectiveness of the NAP programme, benchmarks and indicators adopted by SADC member States were used.

### NAMIBIA

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 has been implemented with only mixed success.

Namibia has been directly involved in the combatting 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 organizations 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 combatting 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 combatting 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 is 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 farmers' 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 subcommittee 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 combatting 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 organizations 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 Multidisciplinary 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 decentralization 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 Phases 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 decentralized 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 decentralized. 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 adviser 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 combatting 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 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 summarized 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 coordination 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 2.

4 - The objective defined as appropriate interdisciplinary research programme elaborated and implemented was never fully institutionalized 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 behaviour of natural resource users represents probably the most tangible and important field of intervention with regard to broad impact on combatting desertification. The report on Policy Factors and Desertification provided an important breakthrough 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 intersectoral collaboration.

#### UNITED REPUBLIC OF TANZANIA

Land degradation in Tanzania began to be noticed from the late 1920s. In certain parts of the country land degradation has significantly reduced the economic productivity of land to the extent of producing desert-like conditions. This alarming situation called for the launching of various initiatives in an attempt to combat the situation. Ironically, despite such initiatives land degradation has perpetually continued to escalate. Cognizant of the dangers which these conditions pose, Tanzania resolved to join hands with the international community by signing and ratifying the UNCCD in 1994 and 1997 respectively.

#### Previous Initiatives

Programmes and strategies for combatting the effects of land degradation date back to those which were implemented before independence. Initiatives continued even after independence.

Pre-independence initiatives included:

- The establishment of a Soil Erosion Committee in 1929 to undertake a soil erosion control programme;
- The Sukumaland resettlement scheme (1944-1958);
- The destocking and resettlement schemes in Mbulu and Masailand (1945-1960).

Post independence strategies have included:

- (a) Soil conservation programmes implemented in Dodoma and Singida regions;
- (b) The afforestation campaigns and village afforestation programmes;
- (c) The arid zone afforestation project;
- (d) The establishment of the soil service unit in the Ministry of Agriculture and Cooperatives;

- (e) Crop monitoring and early-warning systems;
- (f) Rural electrification programme; and
- (g) The Ujamaa village programme.

Most of these programmes have collapsed because of a number of reasons including lack of funds, lack of involvement of local communities in their planning and implementation, lack of the use and appreciation of indigenous techniques and knowledge. The programmes were also implemented on sectoral basis with very little coordination and they lacked a comprehensive approach to the problem.

Currently there are a number of planned and ongoing national programmes and sectoral initiatives which will contribute to combatting land degradation and drought mitigation. Most of these strategies and programmes have come about after Tanzania decided to participate in global efforts to combat land degradation. These include: the National Environment Action Plan, National Action Programme on Climate Change (under formulation) and the Biodiversity Strategy and Action Plan (under formulation). In addition to these programmes, a number of policies have been put in place or are being formulated to support the implementation of environmental rehabilitation programmes. These include policies on environment, water, energy, mining, land, forestry, industry, transport, wildlife, tourism and agriculture.

#### **INSTITUTIONAL COORDINATION**

A National Coordinating Body (NCB) has been set up in the Vice President's Office. The Office of the Vice President is the authoritative institution on policies and activities on the environment on behalf of the entire Government. This office established a number of organs in May 1997 to facilitate the implementation of the Convention. These are:

- The National Steering Committee which is comprised of Directors and Commissioners of relevant government departments. UNDP and Tango (an umbrella NGO for environmental NGOs) are also represented in this Committee. The Committee provides policy guidance on the implementation of the UNCCD;
- The National Technical Committee. This is a multi-sectoral and multi-disciplinary committee drawing members from different government departments, public institutions, NGOs and the private sector. It provides technical guidance on the NAP process;
- The National Secretariat on NAP. This is made up of a team of six members. It is responsible for offering technical inputs and closely facilitates the NAP process;
- The National Focal Point. It is housed by the Vice President's Office in the Division of Environment. A National Coordinator was designated and assigned the responsibilities of coordinating and leading the NAP Secretariat and the Technical Committee.

Efforts by the NGO community within the NAP process are coordinated by an NGO Focal Point which was chosen in their meeting on the UNCCD. An NGO Coordinating Committee to combat desertification has been established to facilitate the

implementation of the Convention and network with subregional, regional and international NGOs active in the context of the Convention.

Members of the National Coordinating Bodies are nominated by their respective institutions based on their education level, expertise and experience in the fields of socio-economic and natural resource management. These institutions are those identified by the Department of Environment as being important partners in combatting land degradation. Twenty-three of the thirty-four members (68 per cent) of the coordinating body are government officials and 11 (32 per cent) are from NGOs, the private sector and public institutions. The composition of women is 10 per cent.

The Technical Committee and the National Secretariat provide the driving forces in the implementation of the Convention. The Technical Committee meets once every 2-3 months to set direction on what is to be done. The National Secretariat meets more regularly to support the National Focal Point in implementing the decisions taken by the Technical Committee. The National Focal Point is responsible for the day-to-day supervision of implementing agencies. Each of these committees has its own Terms of References which are the basis for preparing annual plans and timetable for the committee's operations. The NCB does not have a budget of its own but has access to funds allocated to the Division of Environment. The implementation of activities is through funds made available by UNDP/UNSO for the implementation of the NAP process. The work and activities of the committees are supervised and directed by the National Steering Committee, which is basically a policy guiding body.

#### **Activities Undertaken by the National Coordinating Body**

From the time the National Technical Committee and the National Secretariat on the NAP were established, a number of activities have taken place in the NAP process under their guidance and leadership. These activities have included:

- Awareness campaigns and consultations with NGOs and communities at local level;
- Review of past experiences and ongoing projects and programmes;
- Review of existing legislation and policies;
- Review of mechanisms available for coordination and harmonization of actions to combat desertification at national and local level;
- Implementation of catalytic support programme at community level;
- Interpretation of UNCCD documents into the national language;
- The establishment of a National Environment Fund - Desertification (NEF-D).

#### **The National Action Programme Process**

To initiate the implementation of the NAP process, two workshops were organized. One workshop involved members of the Technical Committee and the second workshop was held for members of the Technical Committee and the Task Force on the establishment of the NEF-D. During these workshops, four teams of

local experts were formed from the participants. The main task of these teams was to make field visits to those areas which are prone to desertification with the objective of sensitizing communities and stakeholders providing them with information on their opportunities and their roles in the implementation of the UNCCD, and finally discuss and gather relevant data to facilitate the NAP process.

In total 13 out of 20 regions of mainland Tanzania were visited; these are Mwanza, Shinyanga, Mara, Arusha, Kilimanjaro, Tabora, Singida, Dodoma, Mbeya, Iringa, Morogoro, Mtwara and Lindi. In these regions 18 out of 69 districts were visited.

Zonal consultative workshops in respect of the development of a National Action Programme to Combat Desertification in Tanzania were also organized. The workshops were held in Mwanza for the lake zone, Dodoma for the central zone and Iringa for the southern zone. Participants who attended these workshops included representatives of local governments, functional managers responsible for sectors related to land use at district and regional levels. NGOs and CBOs participated in their own national forum, from which an NGO UNCCD Coordinating Committee was established.

The mechanism used for communicating information to stakeholders include:

- Meetings, seminars and workshops;
- Distribution of reports and minutes of meetings to relevant target groups;
- Use of telephone, fax and e-mail;
- Making use of available information centres at collaborating institutions and organizations;
- Distribution of UNCCD materials translated into the local (national) language.

The National Coordinating Body is currently working on the possibilities of establishing its own information centre which will network with existing centres.

The participation of international partners in the NAP process has also been encouraged. All international partners represented in the country have been invited to national fora organized under the UNCCD. These included the forum on the establishment of the National Environment Fund, the First National Forum on NAP and the NGO and CBO forum.

Most of the partners who were invited were able to attend the fora and were represented by their technical officers. Some Ambassadors and Heads of Missions participated in the opening and/or closing sessions.

The United Nations Development Programme (UNDP) is a member of the National Steering Committee and the National Secretariat.

The presence of UNDP in these committees has provided a link between the national committees and the donor community and international partners. UNDP has been requested to continuously brief the donor community on progress of the

NAP process during the donor monthly meetings. The Government has taken advantage of these meetings and has used them to brief donors on progress achieved and report on the financial requirements of the process.

Several partners have also been approached on a bilateral basis to solicit their involvement in the NAP process especially in preparation for the post forum activities. Some of the partners approached have expressed interest in supporting the implementation of the National Action Programme, but their commitment is yet to be seen. Partners approached include: IFAD, DANIDA, SIDA, UNDP, USAID, NORAD, etc.

In preparation for the elaboration of the NAP document, national and international consultants were engaged to review experiences from past and ongoing programmes. Their reports and recommendations together with reports from the consultation process have been used in the preparation of the NAP document. A number of ongoing projects have been included in the NAP as they were found to be effective and are within the spirit of the Convention.

The NAP process has come up with new programmes for combatting desertification and drought mitigation. These new programmes are:

- The streamlining of cross sectoral policies for the empowerment of local communities to conserve and manage their own resources;
- Education, awareness-raising and capacity-building programme for all stakeholders;
- Acquisition and dissemination of technology including indigenous knowledge;
- Programme for curbing population growth;
- Gender mainstreaming for the implementation of CCD programmes;
- Environmental information system.

It must be noted that the NAP is at the preparatory stage and has not yet been officially adopted by the Government. The first National Forum on the NAP will be held in July 1999.

#### **Financial and Technical Support to the NAP Process**

The Government of Tanzania has contributed to the NAP process as well as other UNCCD related activities through the provision of manpower for the process, provision of office space, facilities and utilities, transport and the exemptions from tax to all material and equipment from abroad for the UNCCD activities.

The Tanzanian Government has received financial support through UNDP/UNSO from the Danish Government of US\$ 350,000 in 1997 for initiating the NAP process. An additional amount of US\$ 30,000 was also provided by Denmark to the Government of Tanzania to catalyze the establishment of a National Environment Fund - Desertification. A forum on the fund took place in May 1998. A sum of US\$ 200,000 was provided by UNDP/UNSO to implement a pilot project on "Farmer innovations on soil and water conservation" in the drylands of Tanzania. The Australian Government through UNDP/UNSO has provided US\$ 10,000 for catalytic

support of local level initiatives. Other support has come from the UNCCD Secretariat and SADC-ELMS by funding participants to international conferences and workshops.

On technical cooperation Tanzania has benefited from experts and inputs from UNDP/UNSO, SADC-ELMS, UNCCD Secretariat and the Australian Government.

A special support programme has been the availability of a National UNV to support the efforts and initiatives of the National Focal Point and Coordinating Body.

#### **Financial and Technical Cooperation Requirements**

A project proposal has been prepared and forwarded to some donors for supporting the implementation of NAP activities. A sum of US\$ 230,000 is urgently required to sustain the process.

A sum of US\$ 30 million has been identified as the basic requirement to operationalize the National Environment Fund - Desertification.

For technical cooperation, support would shortly be required in the form of international consultants to initiate the implementation of some of the priority NAP programmes.

In addition the UNV programme has been very helpful and would be highly appreciated if it could continue and where possible provide more than one expert to enhance manpower support to the part-time focal point.

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