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GLOBAL MECHANISM

**Review, pursuant to article 21, paragraph 5(d) of the Convention,
of the report on activities of the Global Mechanism,
and the provision of guidance to it**

Note by the secretariat

1. Based on article 21, paragraph 5(d) of the Convention and pursuant to decisions 24/COP.1 and 10/COP.3, the Managing Director of the Global Mechanism (GM) is requested to submit to each ordinary session of the Conference of the Parties (COP), on behalf of the President of the International Fund for Agricultural Development (IFAD), a report on the activities of the GM, which will encompass the following:

- (i) Operations and activities of the GM, including the effectiveness of its activities in promoting the mobilization and channelling of the substantial financial resources to affected developing country Parties,
- (ii) Assessment of the future availability of funds for implementation of the Convention, as well as assessment and proposals for effective ways and means of providing such funds, and
- (iii) The activities of IFAD, the United Nations Development Programme (UNDP) and the World Bank as well as other relevant organizations in support of the GM.

2. Following the provision contained in decision 10/COP.3, the report by the Managing Director of the GM to the sixth session of the COP is attached hereto.

Report of the Managing Director of the Global Mechanism of the United Nations Convention to Combat Desertification (UNCCD) on behalf of the President of the International Fund for Agricultural Development (IFAD)¹ to the sixth session of the Conference of the Parties

Executive Summary

Introduction

Part One The GM in Perspective- Context and Approaches

- A. The Evolving Context of UNCCD Implementation
- B. The GM Operational Strategy

Part Two The GM in Action- Partnership Building and Resource Mobilisation

- A. Discharging GM-Mandated Functions
- B. Support to Action Programming Frameworks of Partnerships
- C. The GM Multiplier Effect
- D. The Financial Information Engine on Land Degradation (FIELD)
- E. GM Communication Strategy

Part Three Administrative and Budgetary aspects

- A. Organisation and Human Resources
- B. Contributions to GM's Financial Resources
- C. Operational Procedures

Part Four Conclusions and Recommendations

- A. Lessons Emerging from GM Involvement in UNCCD Implementation
- B. Next Steps

Annexes

- Annex I: Africa
- Annex II: Asia and the Pacific
- Annex III: Latin America and the Caribbean
- Annex IV: Donor Table

¹ The report is reproduced without formal editing by the secretariat.

Executive Summary

The Global Mechanism (GM) has been pursuing the implementation of its mandate on the basis of the Operational Strategy presented to the fourth session of the Conference of the Parties (COP 4) in document ICCD/COP(4)/Add.1(A). The mandate is to increase the effectiveness and efficiency of existing financial mechanisms and to promote actions leading to the mobilization and channelling of substantial financial resources, including for the transfer of technology. The strategy reflects the role of the GM as primarily a broker to catalyze financing from potential sources to meet the UNCCD objectives of developing country Parties and the fact that the UNCCD's broad approach to land degradation requires a multi-source, multi-channel approach to financing.

The experience is that resource mobilization has fallen short of expectations due to a number of factors including an overall decrease in Official Development Assistance (ODA); an inadequate level of integration of UNCCD objectives and action programme initiatives into the overall development plans and strategies of both developing country Parties and development cooperation agencies. Given that the role of the GM is one of a broker between supply and demand, between developing and developed country Parties, these factors have had a significant impact on the GM's ability to fulfil its function. However, as reflected in the regional annexes to this report, progress has been made in all regions and as the GM develops to the strength envisaged at its establishment and gains experience in its role and in cooperation with its partners, returns on the long process of forming financial partnerships at national and subregional levels are expected to yield results in several country Parties and subregions over the next several months.

A number of significant developments have also taken place over the last 18 months that should facilitate partnership building and resource mobilization. These include the Global Environment Facility (GEF) decision to open a new window for land degradation and deforestation; the recognition by the World Summit on Sustainable Development (WSSD) that an increase of ODA investment in agriculture and rural development is required to meet the millennium development goals and, linked to this, the recognition of the UNCCD as primarily a development convention that can contribute to meeting the poverty alleviation goal; and the Monterrey Consensus on the need to reverse the decline trend in ODA.

More directly significant for the Global Mechanism are the results that have come out of the tenth meeting of the GM Facilitation Committee (FC). A Business Plan for the period 2003-2006 has been developed that sets the stage for a much more integrated approach to fulfilling the GM's mandate than has hitherto been the case. The Business Plan is not limited to activities and targets to be met by the GM office but engages the members of the FC to meet set targets and take on responsibilities in cooperation with the GM. Inherent in this is a closer interaction and collaboration between GM and its host agency International Fund for Agricultural Development (IFAD) as well as other FC organizations. In this way, a new start has been given to the FC and the GM that is based on reaching a clearly identified and limited number of objectives and thereby focus the work of the GM and FC along three main objectives:

- Mobilizing financial resources to support the UNCCD implementation process (Pre-investment).
- Broadening the funding base for UNCCD implementation.
- Develop the GM information system, its knowledge and communications strategy.

- The second objective is the one that is in most need of development and for which full cooperation will be required between not only the GM and the members of its FC but also of all Parties to the Convention. The GM's experience is that a full commitment of all actors in the Convention is required to move the Convention from planning to action.

INTRODUCTION

Pursuant to article 21, paragraph 5(d) of the UNCCD, the present report covers activities of the Global Mechanism for the period 2002-2003. Particular circumstances that provide the context for this report include: a) the second review by COP of the GM policies, operational modalities and activities as a follow up to decision 9/COP.3 (paragraph 23), for which an independent evaluation of GM has been carried out; and b) the recent meeting of the GM Facilitation Committee which provided an opportunity to critically take stock of the track record and assess future opportunities for enhanced inter-agency cooperation in support to UNCCD implementation.

PART ONE

THE GM IN PERSPECTIVE: CONTEXT AND APPROACHES

A. The Evolving Context of UNCCD Implementation

The UNCCD's broad approach to land degradation issues requires a multi-source, multi-channel approach to financing. The mandate of the GM is to increase the effectiveness and efficiency of existing financial mechanisms and to promote actions leading to the mobilization and channelling of substantial financial resources, including for the transfer of technology. Resource mobilization on the basis of action programmes has fallen short of expectations due to a number of factors including: an overall decline in ODA over the past decade compounded by a declining share for agriculture and natural resource management of ODA; an inadequate level of mainstreaming of UNCCD objectives into governments' strategies, planning and budgeting processes, and into the development cooperation strategies of development partners; an inadequate recognition by both Parties to the Convention of the UNCCD as primarily a development convention rather than an environmental one. Given that the role of the GM is one of a broker between supply and demand, between developing country Parties to the Convention and developed country Parties, these factors have had a significant impact on the GM's ability to fulfil its function. Its strategy has been developed in response to these realities (see further below).

However, over the last two years a number of positive developments have taken place that should help resource mobilization for the Convention. They include: the opening of a new window on land degradation and deforestation under GEF with a recognition of the complementary roles of the GEF and the GM in the mobilization of non-incremental resources for the new Operational Programme, the Monterrey Consensus on the need to reverse the declining trend in ODA and the recognition of the WSSD of the need to allocate an increasing share of development resources to the agricultural and rural sectors and to recognize UNCCD as one of the tools for attaining the Millennium Development Goal to reduce poverty.

B. The GM Operational Strategy

The GM's operational strategy as submitted to COP 4 in document ICCD/COP(4)/Add.1(A) reflects the role of the GM as primarily a broker between supply and demand and the need for a multi-sector and multi-source approach to UNCCD implementation, as a sustainable development convention. Consequently, the main thrusts of the GM operational strategy were defined along the following lines:

- Encouraging governments to recognize the Convention as a development convention and the national action programme as a programme that needs to be brought out of its ecological niche and be mainstreamed into planning and budgeting processes, such as into national development plans, into sector strategies as those related to agriculture, forestry and rural development, and into strategies dealing with poverty alleviation, Poverty Reduction Strategy Papers (PRSPs);
- Encouraging developed country Parties to recognize the Convention in a similar way and take account of it in their development cooperation strategies and in their negotiations with their partners in development;
- Building partnerships between developed and developing country Parties on the basis of a mutual recognition of the role of the Convention and through identifying the interface between the national action programmes (NAP) with the development partners' frameworks for cooperation and related programming cycles;
- Investing the GM's catalytic resources (voluntary contributions) to foster the above processes and generate a multiplier effect on investments;
- Capitalising on GM's Facilitation Committee and other strategic alliances for the purpose of enhancing support to developing country Parties, coordinate efforts and benefit from institutional synergies;
- Developing new and additional sources of funding with an emphasis on GEF which originally did not have a window on land degradation and deforestation, but also including other sources e.g. debt swap and possibilities through carbon trading.

PART TWO

THE GM IN ACTION: PARTNERSHIP BUILDING AND RESOURCE MOBILISATION

A. Discharging GM-mandated Functions

The four interrelated functions of the GM, as mandated by the COP (decision 24/COP.1) are as follows:

- (a) Collecting and disseminating information;
- (b) Analysing and advising on request;
- (c) Promoting cooperation and coordination; and
- (d) Mobilising and channelling resources.

Given the cross-cutting nature of UNCCD-related issues, the process of matching the supply and demand sides of the resource equation for UNCCD implementation involves a number of interventions that often fall under several of the above functions. Consequently and in order to avoid repetitive or anecdotal presentations on how the GM has discharged the above functions, reporting along functional lines has not been adopted here. Instead, this chapter will deal with the following topics:

- GM support to action programming and promotion of frameworks of partnerships at national and subregional levels.
- Some illustration of the GM multiplier effect.
- The GM's Financial Information Engine on Land Degradation (FIELD).

B. Support to Action Programming and Frameworks of Partnerships

At the time of writing this report the GM had received, directly or indirectly, approximately 90 requests to support national, subregional and regional action programmes from Africa, Asia, and Latin America and the Caribbean. The regional annexes provide concrete examples of achievements of GM support to some of these requests. The GM's support is provided as per its Operational Strategy, as described above, and thus based on the premise that the GM needs to interact with both the demand and supply side of the Parties to the Convention. Action programmes need to be developed and investment needs and opportunities defined as a basis for negotiations on funding. Experience shows that the two processes of internalising the Convention and action programmes into the planning frameworks of both governments and development cooperation agencies and, on that basis identifying financing partnerships, need to be pursued as much as possible, in parallel, to be effective. The GM has developed and is now pursuing a more systematic approach in this regard. It is a systematic and sequential approach to support NAP and subregional action programme (SRAP) development for forging financial partnerships. It is involving not only the focal point ministry but also ministries and departments of planning and finance on the part of the developing country Party, and development partners through their development cooperation agencies to ensure financial commitment on the part of both the demand and the supply side for action programme implementation. The GM has cooperated and promoted this approach with a number of partner constituencies. The main ones areas follow:

- The GM Facilitation Committee comprising IFAD, the United Nations Development Programme (UNDP) and the World Bank as the three founding members; subsequently joined by the UNCCD secretariat, the Food and Agriculture Organisation of the United Nations (FAO), the GEF Secretariat, the United Nations Environment Programme (UNEP), and the African, Asian and Inter-American Development Banks.
- Bilateral agencies and their relevant coordinating bodies such as the European Union (EU) and the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC).
- Subregional organisations with specific mandates and/or interest in the UNCCD.
- Research and academic institutions, particularly the Consultative Group on International Agricultural Research (CGIAR) institutions.
- The non-governmental organizations (NGO) community.

Experience shows that the cooperation with all these partnership constituencies need to be further developed and strengthened. With regard to the Facilitation Committee, the meeting of the Committee held in April 2003 has resulted in a Business Plan for the GM for the period 2003-2006, that does not only focus on what the GM will do but also on what each member of the Facilitation Committee has accepted as commitment to specific tasks in support of the GM and the Convention. A similar strengthened relationship and systematised cooperation needs to be established with the bilateral community to enhance its support to the Convention in developing stronger links. This will be an important objective following COP 6.

With regard to subregional organisations and GM's work to strengthen partnership building at country and subregional levels, the GM is assisting in the establishment of *subregional support facilities*, working with pertinent intergovernmental organisations: Southern African Development Community (SADC) in Southern Africa; Intergovernmental Authority on Development (IGAD) in East Africa; and Economic Community of West African States (ECOWAS)/Permanent Inter-States Committee for Drought Control in the Sahel (CILSS) in West Africa. In the Central Asian region, the GM is also collaborating with the International Centre for Agricultural Research in the Dry Areas (ICARDA) in an initiative funded through a cost-sharing agreement with IFAD, and is planing a similar partnership in the Meso-American region with the Central American Integration System (SICA). In line with the mandates of these organisations, the support facilities are:

- coordinating the preparation and implementation of the SRAPs, which includes providing technical assistance and/or support (as appropriate) in the preparation and implementation of transboundary projects and initiatives defined under the SRAPs.
- assisting member states in the development and implementation of their NAPs and providing a relay for development partners to support the NAP processes in these country Parties.
- providing a subregional forum for policy dialogue and cross-fertilization of experiences.

An important advantage of collaboration with intergovernmental organizations is the opportunity they provide for working in an integrated manner across government departments and at various levels, ranging from technical staff to policy-makers and political authorities.

A special form of partnership that involves several of the above groups of partners is the "Strategic Partnership Agreement for UNCCD Implementation in the Central Asian Republics (SPA)", entered into between the GM, the Asian Development Bank, the Canadian International Development Agency (CIDA), and the CCD project of GTZ in 2001. The primary objective of this partnership is to enhance the coordination of the donor partners working in the subregion in order to promote UNCCD implementation at local, national and subregional levels. In recognition of its potential, the SPA was presented in the context of the Convention in Central Asia as an official Type II Partnership at the WSSD in Johannesburg, South Africa. At this event, IFAD and ICARDA stated their interest in becoming members of the partnership and discussions have been concluded with ICARDA with regard to their inclusion in the SPA.

GM's collaboration with research institutions - particularly the CGIAR system, is intended to promote science-based contributions to the UNCCD implementation. In this context, the GM, in collaboration with IFAD, has contributed to the formulation of the Desertification Challenge Programme spearheaded by a group of CGIAR institutions (International Crops Research Institute

for the Semi-Arid Tropics (ICRISAT), ICARDA, and International Food Policy Research Institute (IFPRI)) on agriculture, desertification and poverty.

The UNCCD recognizes the important role of civil society (NGOs and community-based organizations (CBOs)) for the implementation of the Convention. Combating desertification and land degradation depends, in the end, on how farmers, herders and other natural resource users manage their land. Therefore, traditional knowledge and appropriate technologies developed at the grass-roots level will always play a significant role in the fight against land degradation. The GM, guided by its mandate, supports civil society through its Community Exchange and Training Programme (CETP). The CETP, developed as a joint partnership between the GM and the International NGO Network on Desertification (RIOD), aims at facilitating the contribution of civil society to NAPs and SRAPs. Working through small-scale community exchange and training projects, it aims to enhance:

- the ability of local communities to identify, articulate and respond to limiting factors and opportunities in natural resource management and production;
- policy dialogue, transfer of technology and building on indigenous knowledge among communities, for better natural resource management and alternative income generation;
- the capacity of NGOs and CBOs to respond to local community needs;
- the production and dissemination of knowledge.

The GM introduced the CETP programme in 2000. By April 2003, the GM had approved 16 projects to a total value of US\$ 366,436 in support of NGOs. This had generated co-financing from the World Bank, UNEP and CIDA, as well as participating NGOs. Discussions have now been initiated with members of the Facilitation Committee, and in particular with the GEF Small Grants Programme to the effect that the Small Grants Programme will take on responsibility for the operational aspects of the Programme and the GM will focus on resource mobilization. This is particularly opportune at this point in time given that land degradation has now become a focal area of the GEF. It should therefore be possible to generate considerable benefits for the NGO community through a formalized cooperation between the GM and the Small Grants Programme. The GM will look into possibilities of establishing similar partnerships also with other organizations having NGO support programmes. The first partner in CETP was the World Bank that subsequently has developed it as part of its own support to NGOs.

In response to a recommendation of COP 3, the GM, in cooperation with the secretariat, has organised regional and subregional workshops on approaches to resource mobilization. Four such workshops were organised in Africa with considerable support of UNDP/Drylands Development Centre (DDC) (two for Eastern and Southern Africa, one for West Africa and one for North Africa), one for Asia and one for Latin America and the Caribbean. These workshops have been instrumental in forging a common understanding of the approach to mainstreaming and partnership building, by internalizing desertification/land degradation issues into governments' planning and budgeting processes, and into the country cooperation frameworks of the development partners. This process has also laid the ground for the elaboration of partnership frameworks to combat land degradation and poverty, and to mobilize resources in support of NAP implementation. They have also laid the ground for the establishment of the subregional support facilities and the structured cooperation established with subregional organisations in sub-Saharan Africa. In Southern Africa, in particular, the formulation of transboundary river management projects under the SRAP was

initiated as a direct follow-up to these workshops. Similar projects are under development in Eastern Africa.

C. The GM Multiplier Effect

It is difficult to isolate the respective impacts of the factors affecting the often-complex environment in which country-level decision-makers consider policy and investment options. It is also known, from experience in rural development and natural resources management, that an initial decision to earmark resources for the NAP does not necessarily guarantee successful programme implementation. Nonetheless, the multiplier effect is becoming an increasingly useful concept for the GM in measuring its impact on resource mobilization. Obviously, the impact of GM intervention will vary from one situation to another, depending, i.e., on the prospects for capitalising on strategic partnerships. Against this background, a few cases are examined below as examples of the multiplier effect of GM interventions.

In *Tunisia*, a major achievement has been the mainstreaming of the NAP into the Tenth Five-year Socio-Economic Development Plan, as well as into the United Nations Development Assistance Framework (UNDAF). With the GM's support, the Government is developing priority projects that emanate from the NAP for inclusion in the Tenth Plan. The total cost for the priority projects is estimated at US\$ 33,67 million, of which US\$ 18.60 million has been allocated by the Government from domestic resources. Furthermore, in comparison to the Ninth Socio-Economic Development Plan, GM's support enabled the leveraging of an increase of US\$ 400 million (23%) in the Tenth Socio-Economic Plan for UNCCD activities and natural resource management. The GM's catalytic investment was US\$ 80,000. Responding to the partnership building process, facilitated by the GM, many donors have responded positively. For example, the Italian Government has allocated US\$ 3.58 million for a project developed, with GM's support, by the Ministry of Environment and Planning. Also, other bilateral as well as multilateral development cooperation agencies from Japan, France, Germany, European Union and GEF have expressed their interest in supporting projects engaging NGOs and researchers for field-level activities. The GM is actively pursuing actions with these partners to mobilize additional resources to match the Government of Tunisia's budget allocation.

The GM's support to Tunisia can also be expressed in qualitative terms; for example, land degradation has been given a national priority as opposed to limited sectoral consideration; the need for adopting a multidisciplinary and integrated approach for UNCCD implementation has been recognized; the added value of the NAP is widely accepted in many government quarters; the integration of the NAP in the Tenth Plan ensures secured national funding regardless of institutional restructuring; participatory approaches are becoming institutionalized; enhanced information sharing and consultative mechanisms among donors are being strengthened.

In *West Africa*, the multiplier effect of GM interventions can be seen under the SRAP. A GM facilitation grant of US\$ 100,000, combined with other technical and financial assistance from UNEP/GEF, FAO, IFAD and the World Bank, has resulted in the approved GEF planning grant of US\$ 350,000 for the Fouta Djallon Highlands Strategic Plan, which it is hoped could lead to a GEF grant of about US\$ 10 million. Likewise, a GEF planning grant of US\$ 700,000 for the Niger/Nigeria Initiative on Coordinated Management of Natural Resources in the Trans-boundary Areas has been followed by a prospective application for GEF project funding of US\$ 12 million. These planning activities, in which the GM was designated as facilitator for resource mobilization,

will result in: (i) an overall strategic framework encompassing partnership agreements and investment programmes in the Fouta Djallon Highlands of over US\$ 75 million; and (ii) an investment portfolio of more than US\$ 400 million for the Niger/Nigeria initiative, including programmes and projects supported by bilateral/multilateral partners and the private sector.

In *Brazil*, new and additional resources beyond classical ODA have been sought through linkages with GEF. IFAD and the GM have, in close collaboration, supported the Government of Brazil in the development of a GEF component linked to an IFAD-supported project in North East Brazil. This has resulted in a GEF PDF-B Concept note, requesting a planning grant of US\$ 300,000. The request was submitted to the GEF Secretariat in May 2003. The GEF initiative is planned for an amount of US\$ 10 million, while the overall project cost is US\$ 105.4 million. In addition, the GM has generated a multistakeholder forum that includes representatives from federal and local administrations, civil society, the private sector, the European Union, FAO, Department for International Development (DFID) of the United Kingdom and the French Agency for Cooperation. Complementary funding in the range of US\$ 10.5 million has been identified as forthcoming from this consortium.

D. Financial Information Engine on Land Degradation (FIELD)

To discharge the function of “*collecting and disseminating information*” in conformity with the provisions of the UNCCD, and particularly with decisions 24/COP.1, 25/COP.1 and 9/COP.3, the GM developed the Financial Information Engine on Land Degradation (FIELD). FIELD consists of a set of inventories of financial resources, financial needs and investment flows related to combating desertification. These inventories are available on the Internet (<http://field.gm-unccd.org>) and on CD-ROM.

The third updated edition of FIELD is now available and contains, in addition to a refreshed graphical layout and an enhanced navigation interface, a new inventory of drought response activities filled with data obtained from the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

FIELD currently contains over 5,600 cross-referenced records, including over 1,300 documents, reports and publications related to the implementation of the Convention, and thousands of links to external websites and sources of information. The information covers 6 continental regions, 185 countries, 28 bilateral donors, 69 multilateral donors, 98 public and private foundations, 145 NGOs, 90 private sector companies, 52 research and academic institutions and other donors.

Through FIELD, the GM is producing financial analyses that generate knowledge of specific value for the UNCCD resource mobilization process. These analyses, which are instrumental to the process of matching supply with demand of funding for UNCCD implementation, are being used in the context of GM’s brokering and advisory work both at country level and at policy-making level (e.g. in meetings with FC Members, bilateral and multilateral development agencies and OECD).

The information collected so far by the FIELD system allowed, for example, the GM to undertake in 2003 a first comprehensive study of the amount of resources invested world-wide in desertification-related activities between 1996 and 2001. The preliminary findings of the study revealed that relevant aid activities received on average about US\$ 4.6 billion every year. Of this

amount, about US\$ 3.3 billion (72% of the total) was financed by multilaterals and US\$ 1 billion (22%) by bilaterals. From the information available, it appears that only a small percentage of relevant aid came from foundations, NGOs, research and academic institutions and the private sector (see figures below).

One of the main challenges encountered by the GM in this study has been that relevant information is often heterogeneous, incomplete or difficult to verify. Almost one third of the relevant projects included in the national reports to COP or in official publications of development agencies do not provide basic financial data. Another challenge is related to the use of different formats, definitions and classifications for similar statistical purposes. With a view to promote harmonization between UNCCD and OECD/DAC reporting guidelines, the GM was invited to participate in the OECD/DAC Working Party on Statistics that took place in Paris, France, in June 2003.

At the first session of the Committee for the Review of the Implementation of the Convention (CRIC 1), the GM was inter-alia requested to provide “*concrete information on resources mobilized so far*”. In addition, given the multiple sources of funding of the Convention, the CRIC suggested that “*further support in the form of information and training programmes should be made available to the national focal points, including training for negotiation, integrative programme planning and awareness of resource mobilization opportunities in relation to the programming cycles of bilateral and multilateral development partners*” (ICCD/CRIC(1)/10).

In response to the above recommendations, the GM Business Plan establishes that from 2003-2006 the GM will adopt a four-pronged approach to resource mobilization that includes providing advice and assistance to Governments in putting together investment packages for the UNCCD. It also indicates that the GM will play a sustained brokering role in the area of capacity building and knowledge networking for resources mobilisation.

In this connection, FIELD will be used as a vehicle to facilitate both the access to, and sharing and transfer of, relevant data, information and knowledge. Not only it will help to increase awareness of existing and innovative financial resources and programmes available for the UNCCD, but also it will serve as a tool for measuring the amount of resources actually invested, for increasing the visibility of activities undertaken by the Parties in the framework of the implementation of the Convention, and for fostering dialogue, interaction and cooperation between the stakeholders. The GM will also work with FC Members to make FIELD more visible and accessible worldwide, including, for example, through its participation in the World Bank’s Development Gateway AiDA portal.

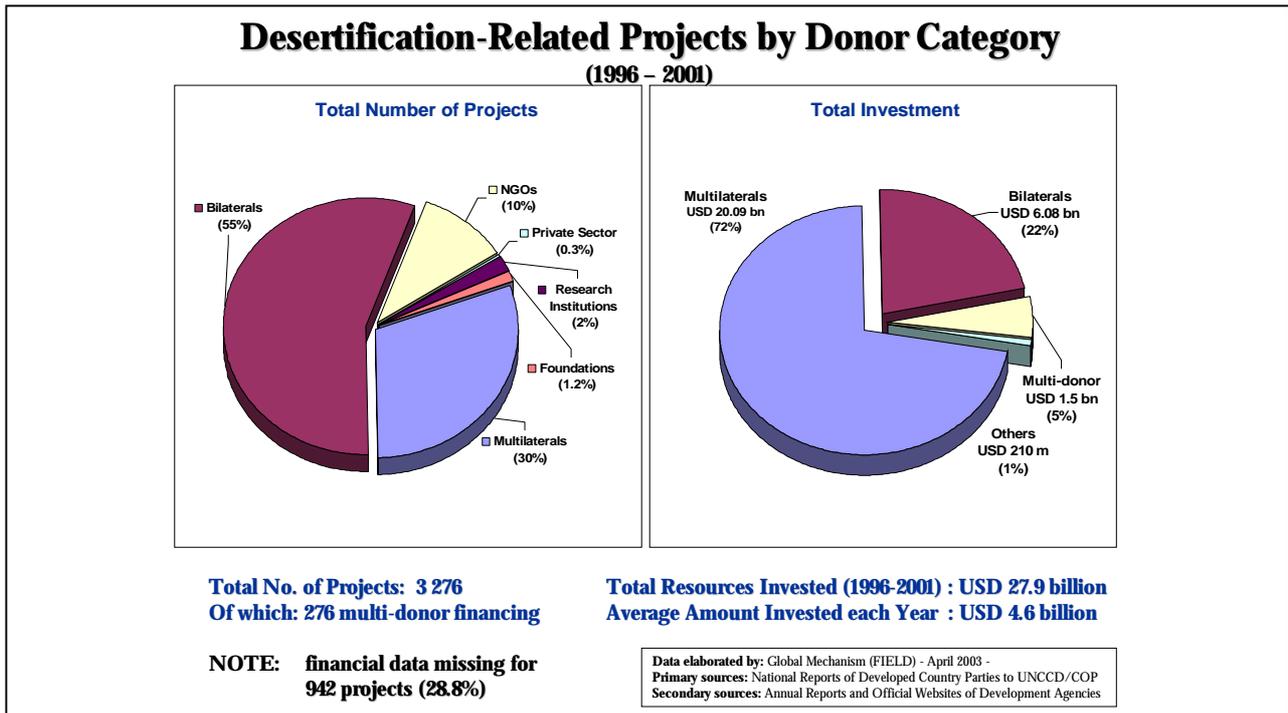


Figure 1

Average Annual Investment by Main Funding Source (1996 – 2001)

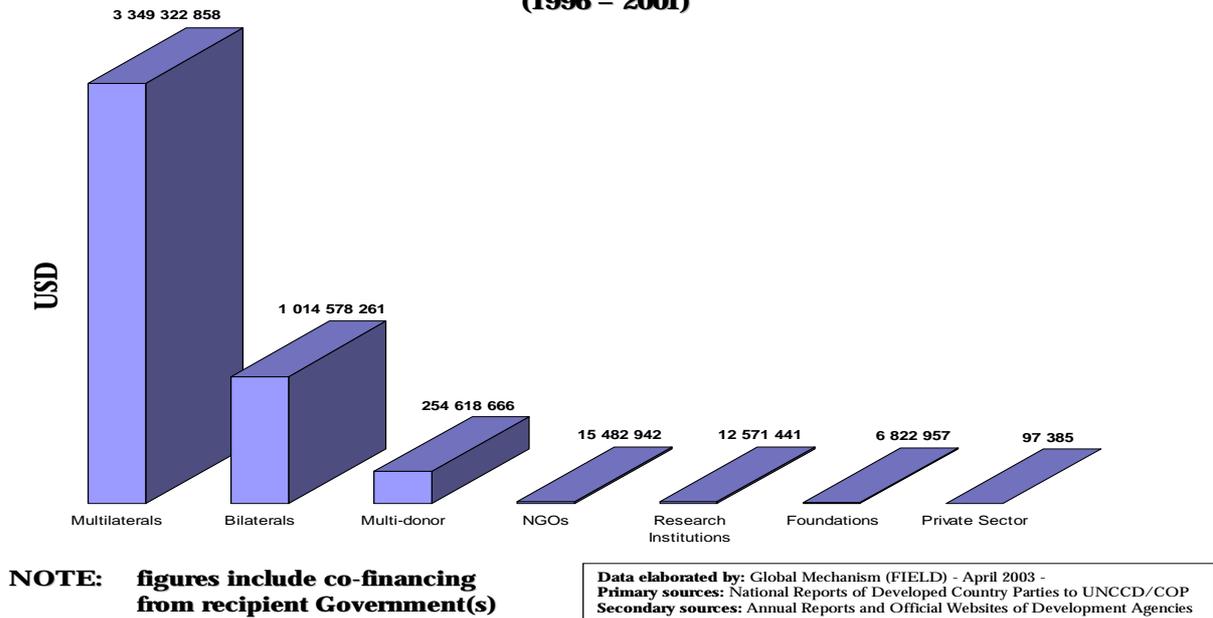


Figure 2

E. GM Communication Strategy

Experience has shown that factual information on macro and micro costs and benefits of land degradation and information on best practices and success stories on addressing land degradation in dry, arid, semi-arid and dry sub-humid areas aggravates the resource mobilization process. Departments and ministries responsible for development planning and allocation of scarce financial resources (both domestic and development cooperation resources) are many times reluctant to invest in dryland management due to the perceived low return on investment as compared to alternatives. In order to address this issue and come up with factual information, the GM is working with partners in generating information showing that it makes sense, in socio-economic terms, to invest in dry-land development. To this effect, a four-pronged collaborative, inter-agency approach has been adopted, including: a) compilation of success stories; b) assessment of the cost of land degradation and return on investment; c) fostering partnerships around the Land Degradation Assessment in Drylands (LADA) programme; and d) review of relevant experience with the aim of developing operational guidelines on incentive systems for sustainable natural resource management.

The resulting messages will be combined with information on the role of the GM and its partners in supporting UNCCD implementation and achievements to date. In connection with the development of the GM Business Plan, it has been agreed that relevant FC members will take on the main responsibility for pursuing the required studies with the GM, along with other FC members, contributing to discussions on how to move the study process forward. Also, FC members will, in their own communications material, include information on land degradation.

The GM will, of course, in its own communication material include information on economic aspects of land degradation with the objective of facilitating partnerships and resource mobilization and work closely with IFAD and other FC member organizations to disseminate this information.

PART THREE

ADMINISTRATIVE AND BUDGETARY ASPECTS

A. Organisation and Human Resources

Following the decision 4/COP.5 on the budget and staffing of the Global Mechanism, as well as the recommendation entailed in decision 9/COP.3 (paragraph 4) recommending the Managing Director to ensure proper attention to the African, Asian and Latin American and Caribbean regions, two Programme Managers were recruited for Africa and two Assistant Programme Managers for Asia and Latin America and the Caribbean, respectively. In addition, two Associate Programme Managers (financed by the Governments of the Netherlands and Norway) were recruited. One is assigned to support the work for Eastern and Southern Africa and the other has been assigned to support Senior Management - working on policy and strategic issues. The Deputy Managing Director post is not yet filled. The Senior Programme Manager in the GM has been discharging the professional responsibilities associated with this post.

In order to complete its core staffing, the budget request for the biennium 2004-2005 includes two posts that will be specifically assigned to the mobilization of new and additional resources and one post to enhance the capacity to support the African region. The latter is in line with the provision in the Convention to give priority to Africa and the recommendation entailed in decision 9/COP.3.

B. Contributions to GM's Financial Resources

The resources made available to the GM comprise:

- Allocations by the COP from the core budget of the UNCCD to meet the GM's core administrative expenses (the GM's first account).
- Voluntary contributions from multilateral and bilateral donors to support the action programming process, the development of FIELD as well as some administrative expenses and operational costs in relation to services rendered by the GM to Parties to the Convention (the GM's second account).
- Voluntary contributions from bilateral and multilateral donors and other sources that the GM utilizes as catalytic financial assistance in support of UNCCD implementation (the GM's third account).

The table attached shows the contributors to the second and third accounts and amount till end of April 2003. With regard to the second account, total income from 1999 till April 2003 (as per pledges and signed agreements) amounts to approximately 5.3 million. Pending closure of fiscal year 2003, approximately 13% of the funds have been spent or committed for administrative expenses of the GM office while the remaining 87% are in support of action programme development and implementation. All funds of the third account are used for support to the UNCCD process and implementation with 49% allocated to the Africa region, 19% to Asia and 23% to Latin America and the Caribbean. The remaining 9% have been allocated to global initiatives such as support to LADA.

C. Operational Procedures

The GM has been pursuing its mandate in accordance with the Operational Strategy, as presented to COP 4. In order to provide a more consistent support to Parties to the Convention, the secretariat and the GM have developed a joint work programme that better coordinates the support that each organisation provides to the Parties. This work is in progress and as experience is gained, the cooperation and support will become more efficient. The preparation of the GM Business Plan for the period 2003-2006 has, as said above, been prepared in close cooperation with FC members and it engages not only the GM office but also FC members as a prerequisite for its successful implementation. The GM will thus take on much more of a collaborative engagement than has been the case in the past.

PART FOUR

CONCLUSIONS AND RECOMMENDATIONS

A. Lessons Emerging from GM Involvement in UNCCD Implementation

The formulation of action programmes (i.e. NAPs and SRAPs) has generated long and exacting participatory processes in many countries and subregions. Such processes have, however, fallen short of the originally anticipated financial support in many country Parties. The main reason has been the difficulties, on both the demand and the supply sides, to anchor the NAPs into the relevant national strategic frameworks (e.g. PRSPs) and to reflect NAP priorities explicitly in the respective programming cycles of development partners. Such difficulties also illustrate the fact that the "mainstreaming" of the UNCCD, i.e., pulling it out of its *ecological corner* has been as much of a challenge for developed country Parties and multilateral agencies as for developing country Parties.

In a number of countries in Africa, Asia and Latin America, the GM has used its catalytic resources to build up partnerships with encouraging results for the UNCCD-related processes. Some of the positive interim outcomes of GM's interventions, as evidenced by deliberations of the first session of the CRIC in November 2002, can be summarised as follows:

- Improved NAP visibility and linkage with relevant frameworks, including national plans and sector strategies, and related funding opportunities.
- Recognition of GM as a key player for partnership building and resource mobilisation, alongside bilateral and multilateral partners.
- An ever-increasing demand, by developing country Parties, for diverse GM services, beyond what can be accommodated within GM's limited available resources under the core budget and voluntary contributions.
- A recognition by developed country Parties of the relevance of GM interventions, as reflected in statements of EU/OECD/JUSCANZ member countries on the occasion of the CRIC 1.

These outcomes should be considered in the context of the "learning curve" along which the GM has been evolving over its limited period of existence, i.e., only four and a half years during which the GM has been confronted with a number of multifaceted challenges. These included:

- Developing an operational strategy to guide GM's demand-driven interventions in light of GM's mandate and functions as defined by COP.
- Completing the process of setting-up and staffing the GM office in step with core budget approvals.
- Searching for voluntary contributions (to enhance GM's limited core budget resources), in order to respond to a growing number of government requests for *process* financing.
- Identifying strategic institutional partners that would be willing and available to relieve the GM from non-core activities, which are prerequisites for the GM to focus exclusively on, in partnership brokering and resource mobilisation.

The four challenges listed above have taken substantial time but have laid the ground for identifying *strategic alliances and fund-raising* opportunities for mobilizing financing.

Some new developments that enable GM to further prioritise its interventions by sharpening its focus on the core of its mandate while maintaining the necessary *flexibility of its operational strategy*, include:

- an increasing engagement of the members of the FC, as emerged from the World Bank chaired tenth session of the FC, which took place in April 2003.
- the provision for GEF, under the new window on land degradation to, inter alia, provide support to capacity building activities in relation to UNCCD. This should release the pressure on GM's catalytic resources, which can increasingly be used for the establishment of new financial partnerships or enhance existing coordination platforms, through which to leverage additional resources, including co-financing from GEF.
- a renewed commitment of EU/OECD/JUSCANZ countries to enhance their collaboration with the GM at country and headquarters levels.

B. Next Steps

Given that the GM Facilitation Committee will become a more proactive consultative and advisory forum and FC member institutions will become more involved in the implementation of the Convention, the GM will focus on its core original business of partnership building and resource mobilisation. As per the outline of the Business Plan, the GM will focus on the following three main objectives:

- Mobilize financial resources to support the UNCCD implementation process (preinvestment).
- Broadening the funding base for UNCCD implementation.
- Develop the GM information system, its knowledge and communications strategy.

A select number of development cooperation agencies support the voluntary funds of the GM, which are used to generate the multiplier effect as described above. This group of agencies needs to be widened. Equally important, interaction with these agencies at headquarters level needs to be broadened to include divisions and departments responsible for national strategies, policy-making and overall strategic planning. This requires not only building a more solid base of support for action programme planning and implementation, but also broadening and ensuring long-term support for GM's voluntary resources. The GM is also planning to enhance its capacity to develop and pursue a sustained interaction with bilateral development cooperation agencies. In the coming year the GM will intensify its dialogue with relevant working groups within the European Union and the OECD/DAC and relevant fora of the bilateral development cooperation community.

An important mandate of the GM is to mobilise new and additional resources for the development and implementation of action programmes. Through decision 9/COP.3 (paragraph 8), the COP recommends that the GM take account of relevant intergovernmental negotiations with a view to identifying potential opportunities for, and innovative sources of, financial assistance for UNCCD implementation.

In this context the GM has, in cooperation with country Parties and subregional organisations, worked with GEF agencies to identify initiatives for potential GEF funding and approached development partners to raise co-financing. Since the decision was taken to make IFAD an executing agency of the GEF, with a special mandate related to land degradation, the GM has worked with IFAD to develop GEF components as complements to IFAD projects. Following the decision taken by the GEF Assembly to include land degradation as a new focal area under the GEF, the GM will intensify its efforts to generate a pipeline of projects for the new operational programme through the procedures of the implementing and executing agencies, as appropriate, and work with them to mobilize the required co-financing. The GEF fully recognises GM's role in mobilising co-financing for GEF project components.

The GM has followed developments with regard to carbon sequestration and how carbon trade can become beneficial to the UNCCD. Recent discussions between the GM, IFAD and the World Bank open new prospects for mobilising additional resources through carbon trading for the UNCCD, especially in relation to the WB-spearheaded Bio-carbon Fund.

The GM will continue to inventory private foundations, international NGOs and private-sector entities, decentralised development cooperation frameworks and debt swaps as potential partners and sources of funds for UNCCD implementation. The objective is to identify the interface between the strategies and focal areas of interest of such organizations and of the UNCCD, thereby defining opportunities for them to support NAP-related activities and projects in selected country Parties and subregions.

ANNEX I

AFRICA

North Africa

The GM has supported the elaboration and implementation of NAPs in Algeria, Morocco, Tunisia² and a SRAP in the Arab Maghreb Union (AMU). Catalytic financial support in the amount of approximately US\$ 590,000 was provided in response to requests. GM's support and activities were undertaken in close collaboration with key partners such as CBOs, UNDP, *Deutsche Gesellschaft für Technische Zusammenarbeit* (GTZ), DDC, the Sahara and Sahel Observatory (OSS), the World Bank, IFAD and the UNCCD secretariat.

In Morocco, the GM's financial and technical support contributed to NAP validation in 2000. Joint efforts with UNDP have resulted in the integration of desertification issues as one of the priorities of UNDAF. A national forum on partnership building and resource mobilisation was held in 2003 with national and international partners to match Morocco's NAP priority projects with the donor's policy and programmatic frameworks.

In Algeria, the GM's support to NAP development facilitated the completion of studies on the role of NGOs for CCD implementation, as well as potential synergies among Multilateral Environmental Agreements. The latter study culminated, in 2003, in a workshop on synergies between Rio conventions with the participation of UNCCD focal points of Libyan Arab Jamahiriya, Mali, Mauritania, Morocco, Niger and Tunisia.

GM's support of US\$ 10,000 and the mobilisation of US\$ 50,000 from GTZ, supported the elaboration of a project between OSS, GTZ and GM on the use of remote sensing for monitoring and management of water resources, thus promoting new opportunities for resource mobilisation for technology transfer.

In the context of GM's support to the elaboration of the Integrated Land and Water Initiative for Africa, a sub-component of the joint programme between the World Bank, UNEP, UNDP and GEF is being conceptualised in order to support communities in Algeria, Morocco, and Tunisia for better management of land and water resources. GEF will channel US\$ 75,000 through the GM for assisting OSS in developing the project framework in coherence with the NAPs and the AMU SRAP.

West and Central Africa

In West and Central Africa, the GM's support has focused primarily on West Africa, in response to requests from Country Parties. In Central Africa, the GM support started in early 2003 upon requests from members states of CEMAC (*Communauté Economique et Monétaire de l'Afrique Centrale*).

² With regards to GM's support to Tunisia, please refer to Part II C on the GM Multiplier Effect.

The GM is providing NAP support to seven countries in the region; Burkina Faso, Chad, Gambia, Mali, Mauritania, Niger and Senegal, which is a significant increase since COP 5. In total, an estimated amount of US\$ 1.8 million has been allocated to countries in support of NAP and SRAP³ development.

In response to requests from the Democratic Republic of Congo (DRC) and Chad, US\$ 60,000 has been allocated to the NAP in DRC, while support is being provided to the Government of Chad in matching the demand and supply sides.

At the subregional level, the GM allocated US\$ 213,000 and co-organized with ECOWAS/CILSS in Senegal, 2002, a subregional workshop on approaches for partnership-building and resource mobilisation. The workshop was organised in collaboration with the UNCCD secretariat, intergovernmental organisations (CILSS/ECOWAS, CEMAC) and the Government of Senegal. An amount of US\$ 350,000 has been allocated to the establishment of a subregional facilitation fund to assist countries and NGOs in their process of planning and implementation of NAPs/SRAP.

East and Southern Africa

In East and Southern Africa, the GM has contributed US\$ 350,000 to the SADC Subregional Support Facility (SSF). This brought additional funding of over US\$ 600,000 from other partners, including the World Bank and GTZ. The bulk of this amount is for investment in the Africa Land and Water Initiative. The IGAD Subregional Support Facility (SSF), supported by the GM with an amount of US\$ 350 000, is expected to yield a similar pipeline of investment projects for the management of transboundary ecosystems.

The GM is working, in collaboration with the UNCCD secretariat, with five IGAD and SADC countries (Ethiopia, Kenya, South Africa, Uganda and Zambia) in organising donor consultations to mobilize resources from development partners and the private sector to invest in UNCCD programmes and projects. The GM provided approximately US\$ 300,000 for this process, expected to result in mainstreaming of NAPs into the PRSP mobilize bilateral funds in the countries. The GM is pursuing collaboration with the CGIAR institutions International Livestock Research Institute (ILRI) and the International Water Management Institute (IWMI) to support implementation of NAP in Ethiopia. This has resulted in two investment proposals of over US\$ 3 million for the Lake Tana Basin in Ethiopia. It is expected that about US\$ 2 million will be financed from the Food, Water and Environment Challenge Programme of the CGIAR. The GM is exploring possibilities of linking the IGAD-SRAP and NAPs to the Nile Basin Initiative to expand investments for UNCCD implementation in the subregion. In response to decision 5/COP.3 (paragraph 28), the GM is working with Kenya and South Africa to develop strategies for resource mobilization from the private sector.

Through its Community Exchange and Training Programme (CETP), GM has supported NGO and CBO involvement in the Convention, especially in the SADC subregion. This support has enabled the SADC RIOD focal point and selected NGOs to enhance their capacities in formulating proposals for implementation under NAPs and the SRAP. A workshop organized by

³ The GM/ FAO/UNEP initiatives in the Fouta Djallon Highlands and in Niger/Nigeria within the SRAP Framework are described in Part II C on the GM Multiplier Effect.

GM/Globe-SA brought together representatives from parliament and civil society organizations, which resulted in publication of guidelines on how to enact national laws favourable for implementation of the Convention.

The GM has contributed approximately US\$ 1.6 million to the two subregions. These contributions have resulted in the formulation of investment proposals of approximately US\$ 700 million.

ANNEX II

ASIA AND THE PACIFIC

The GM has provided NAP, SRAP and RAP support to a total of 28 country Parties in the Asia and Pacific region, of an amount of approximately US\$ 1.7 million. GM's catalytic resources have generated co-financing or financial commitments of approximately US\$ 13.3 million. The GM has collaborated with country Parties, the UNCCD secretariat and donor partners in assisting with partnership building and channelling of finances for implementation of the Convention.

In West Asia, the GM has supported the development of the West Asia Subregional Action Programme (WASRAP) and mobilised US\$ 350 000 from the Organization of the Petroleum Exporting Countries (OPEC) Fund. Complementing the WASRAP, the GM has, in partnership with the World Bank, developed the programme *Promoting Rainfed Agriculture in West Asia and North Africa* (WANA Programme), of approximately US\$ 5.5 million.

In the Central Asia subregion, the GM has spearheaded a Strategic Partnership Agreement (SPA) bringing together ADB (through its RETA 5941), CIDA and GTZ/CCD. Outcomes of this partnership include the investment of approximately US\$ 900,000 by the GTZ/CCD in pilot projects and the development of a rangeland management project for Kyrgyzstan (totalling approximately US\$ 200,000), submitted to CIDA for consideration.

In Kazakhstan, catalytic resources from the GM enabled the Government to obtain, in collaboration with the World Bank, a GEF PDF B grant of US\$ 350 000 for developing a Dryland Management Project to address land degradation issues in the Karaganda Oblast of Kazakhstan. Additional resources were also provided by the GM to finance the development of a carbon sequestration component of this project. The full project document was submitted to the GEF Council in May 2003. The proposed project cost is approximately US\$ 9.7 million, with GEF's contribution amounting to US\$ 4.6 million.

The GM is collaborating with China's State Forestry Administration (SFA) in the context of partnership building and resource mobilisation for NAP implementation in China. In response to specific requests from the SFA as China's focal point for the UNCCD, and in close collaboration with the UNCCD secretariat, the GM has supported a variety of activities: provision of technical support to the consultative processes; financing stakeholder consultative meetings; providing grant funding for pilot activities as precursor to larger scale investments; constructive dialogue with development partners on the symptoms and root causes of desertification in China. As a result, the GM was recognized as a "vital contributor" to the establishment of a framework of US\$ 1.45 billion to support the UNCCD implementation in China, as outlined in the NAP. This GEF/China partnership is spearheaded by ADB with financing from World Bank, IFAD, UNDP and others.

The GM provided resources for the elaboration, and/or implementation of NAPs in Cambodia, India, Indonesia, Nepal, Sri Lanka and Vietnam, in response to requests from country Parties and the UNCCD secretariat. Drawing on its past collaborative experience with the UNCCD secretariat, the GM is currently supporting Bangladesh, Fiji, Myanmar, Niue, Palau, Papua New Guinea, Philippines, Solomon Islands, Thailand and Tuvalu with NAP development. In addition, support is being provided to the Islamic Republic of Iran to the process of finalizing its NAP.

In Pakistan, the GM assisted the Society for Conservation and Protection of Environment (SCOPE - Pakistan) to develop a proposal to include buffer zone communities in a World Wide Fund for Nature (WWF) initiative to establish a Protected Area in Tharparker region. With the assistance of UNDP Pakistan, a joint SCOPE/WWF proposal was submitted to GEF Secretariat for a project development grant, which is currently under consideration. The GM also provided resources to SCOPE for undertaking activities through the GM's CETP as a pre-investment for the success of the GEF project. The GM's resources enabled the establishment of an "Anti-Drought & Desertification Resource Centre" to support capacity-building of affected communities, training in agroforestry practices, establishment of a seedling nursery, community exchange visits, as well as partnership building at the local level.

Through IFAD's NGO Extended Cooperation Programme (NGO/ECP), the GM is working with Youth for Action (YFA – India), SCOPE – Pakistan and South Asia Partnership (SAP) - Nepal to develop a project for the empowering of women farmers in natural resources management decision-making.

At the regional level, the GM has supported the Asia Regional Thematic Programme Networks on Desertification Monitoring and Assessment (TPN 1), Agroforestry and Soil Conservation (TPN 2), Rangeland Management and Sand Dune Stabilisation (TPN 3) and Water Resources Management (TPN 4) and more recently, Strengthening the Capacities for Combating Desertification and Mitigating the Effects of Drought (TPN 5).

ANNEX III

LATIN AMERICA AND THE CARIBBEAN

Since 2000, a total of 19 countries in the region have benefited from GM support. In Barbados, Brazil⁴, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Honduras, Nicaragua, Panama, Uruguay and Venezuela NAPs are being elaborated or finalised. In Argentina, Bolivia, Cuba and Guatemala the NAPs are currently being implemented.

In 2001, the Government of the Dominican Republic and the Global Mechanism, in collaboration with FAO's Investment Centre, initiated the process leading to the Action Programme for the Border Area between the Dominican Republic and Haiti (PAN-FRO), which will also serve as input for the NAP elaboration in the two countries. The PAN-FRO seeks to address problems related to land degradation and drought and their linkages with poverty and sustainable rural development, based on a bottom-up approach considering local realities.

In the El Gran Chaco Americano subregion, GM supported the governments of Argentina, Bolivia and Paraguay in the preparation of a SRAP. In addition, an evaluation of a regional institutional framework has led to the formulation of a GEF PDF-A proposal in collaboration with UNEP.

In the Puna Americana subregion, the elaboration of the subregional action programme is ongoing. A strategic alliance with UNDP in the Puna countries has been established with the aim to collaborate in the implementation phase of the Programme, and to seek a funding for the Programme from GEF, the FAO Italian Trustfund and the Organization of American States (OAS).

In Mesoamerica, the GM is with a contribution of US\$ 200,000 promoting partnership platforms with stakeholders involved in local rural development in order to identify needs, priorities and niches of opportunity for investments. These fall within the framework of Mesoamerican agreements such as ALIDES (Central American Alliance for Sustainable Development), the Mesoamerican Biological Corridor and the Plan Puebla Panama. The GM is also collaborating with the GTZ/CCD and the UNCCD secretariat in developing a subregional cooperation programme for NAP implementation in Mesoamerica and in identifying elements for further development of a SRAP.

In the English-speaking Caribbean, the GM has earmarked US\$ 150,000 to support UNCCD implementation through the elaboration and implementation of NAPs. In a subregional context, this is foreseen to contribute to the leverage of additional resources through the identification of links between the UNCCD and the United Nations Framework Convention on Climate Change (UNFCCC) along with programmes, strategies, projects and initiatives related to water resources management and mitigation of environmental vulnerability.

⁴ GM/ IFAD has also supported the Government of Brazil in the development of a GEF component linked to the IFAD project "Sustainable Development Project for Agrarian Reform Settlements in the Semiarid Northeast", as referred to in Part II C on the GM Multiplier Effect.

Under the framework of the Millennium Debt Relief Initiative the Italian Government and the three Rome-based agencies (FAO/IFAD/WFP) have selected Peru as the country meeting the eligibility criteria for debt swaps. GM has closely interacted with the Peruvian UNCCD focal point and a project proposal has been submitted for an amount of almost US\$ 3 million.

Under the framework of the CETP, the GM, in coordination with LAC UNCCD focal points and other partners, are supporting 10 projects in 7 countries. GM catalytic support has allowed for the mobilisation of resources amounting to over US\$ 1 million.

In collaboration with UNEP's Regional Office for LAC, the GM is supporting the implementation of the Harmonisation of Public Policies Project. As part of this exercise, a federal law on sustainable rural development has been passed in Mexico, now including the national system to combat desertification. The GM and UNEP are aiming to broaden the geographical scope of the project to include other countries in Central America.

UNEP's Regional Office for LAC and FAO Cuba have collaborated with the GM in the successful implementation of a south-south capacity building initiative between Cuba, the Dominican Republic and Haiti, providing training on methodological approaches for NAP elaboration/implementation.

In line with CST principles, the GM has, in collaboration with UNCCD secretariat, provided financial support for the initiatives related to the development of a regional programme on desertification benchmarks and indicators.

**ANNEX IV
DONOR INFORMATION**

		VOLUNTARY CONTRIBUTIONS TO THE GM (in US\$)						
		(as per pledges/signed agreements between GM/IFAD and donors)						
	<u>COUNTRY</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>SUBTOTALS</u>
2nd account	CANADA				31,950	59,986	65,725	
						22,069		
						37,868		
						130,973		348,571
	DENMARK				100,000			100,000
	FINLAND				150,739	353,567		504,306
	GERMANY	100,000						100,000
	ITALY					150,758		150,758
	NETHERLANDS					112,454	118,969	231,423
	NORWAY			95,655	236,530	250,810		582,995
	PORTUGAL		100,000					100,000
	SWEDEN	127,171		527,535		319,289		973,995
	SWITZERLAND	72,834	64,329	71,461	74,905	75,758	75,758	435,045
	AFSED				52,086			52,086
	IFAD				50,000			
					250,000	250,000		550,000
	IsDB		12,000		20,000			32,000
	OPEC				40,000			
					350,000			390,000
	US (CHC)				79,600	103,500		183,100
WORLD BANK			250,000	50,000	250,000			
				25,000			575,000	
	<u>SUBTOTAL</u>	300,005	176,329	944,651	1,510,810	2,117,032	260,452	5,309,279
3rd account	DENMARK				250,000			250,000
	IDRC					11,523		11,523
	IFAD		2,500,000		1,000,000	1,000,000		4,500,000
	WORLD BANK			1,000,000		1,000,000		2,000,000
		<u>SUBTOTAL</u>	0	2,500,000	1,000,000	1,250,000	2,011,523	
	<u>TOTAL</u>	300,005	2,676,329	1,944,651	2,760,810	4,128,555	260,452	12,070,802
