

《联合国防治荒漠化公约》
《公约》执行情况审评委员会
第三届会议
2005年5月2日至11日，波恩

使国家行动方案及其对全面减贫的贡献成为主流

内 容 提 要

评估干旱、半干旱和亚湿润地区贫困和土地退化问题的特征是，有两个不同、平行且有时相互重叠的进程：一是在《联合国防治荒漠化公约》（《防治荒漠化公约》）之下的国家行动方案和减贫战略；二是在许多国家中，最终提出了世界银行主导的减贫战略和战略文件（减贫战略文件）。如果相互在工作中成为主流，这两个进程在处理资源和贫困问题方面最为有效。使国家行动方案在减贫战略文件中成为主流将对各部门战略产生良好的综合影响，将扩大《防治荒漠化公约》所倡导的办法，将更能够突出环境/贫困的联系。在大多数受影响乡村地区，主流化的结果可以导致有利于穷人的投资急剧增加。这种投资将带来环境的可持续性，提高经济福利。有些国家业已着手从事这项主流化工作。

本文详细叙述了在解决受影响国家的贫困和赤贫问题方面，主流化的需求、进程和好处。建议表明了如何实现这种一体化，概述了所有各方需要采取的措施，包括国家行动方案联络点、减贫战略文件进程、有关各机构、受影响各国和发达国家所要单独或在伙伴关系中制定的措施，以处理环境退化地区的减贫问题。

目 录

	<u>段 次</u>	<u>页 次</u>
缩略语表.....		3
一、导 言.....	1 - 8	4
二、土地退化规模及其对人和环境的影响.....	9 - 20	5
A. 与贫困的关系.....	11 - 14	6
B. 乡村经济和环境可持续性.....	15 - 17	7
C. 与《千年发展目标》的关系.....	18 - 20	8
三、《防治荒漠化公约》在土地基础上使里约各公约 协同发挥作用的潜力.....	21 - 24	8
四、国家行动方案	25 - 33	9
A. 目的和目标	25 - 29	9
B. 如何能够加强国家行动方案，使其对减贫战 略文件产生最大影响.....	30 - 33	10
五、减贫战略文件	34 - 39	12
六、使国家行动方案并入减贫战略文件的主流，更有 效地处理土地退化和贫困问题.....	40 - 56	16
A. 主流化的级别和切入点	43 - 45	17
B. 宏观政策主流化.....	46 - 50	18
C. 跨部门主流化	51	19
D. 当地和社区一级主流化.....	52 - 54	19
E. 主流化的办法和工具.....	55 - 56	20
七、有关主流化和项目执行的问题.....	57 - 60	20
八、结论和建议—双赢办法的可能.....	61 - 73	23
A. 结论.....	61 - 71	23
B. 建议.....	72 - 73	24
 <u>附 件</u>		
一、双赢整合方式的需要.....		27
二、使国家行动方案在减贫战略文件中成为主流：布基纳法索的 经验.....		29
三、乌干达消除贫困行动计划.....		35

缩略语表

CAS	国别援助战略
CBD	《生物多样性公约》
CBO	基于社区的组织
COP	缔约方会议
CRIC	《公约》执行情况审评委员会
CSLP	减贫战略框架
ENR	环境和自然资源
FND	国家防沙治沙基金会
GEF	全球环境基金
HIPC	重债穷国
IDDP	综合旱地发展方案
IMF	国际货币基金组织
MDG	千年发展目标
NAP	国家行动方案
NCB	国家协调机构
NGO	非政府组织
NRM	自然资源管理
PEAP	消除贫困行动计划
PER	公共开支审查
PRS	减贫战略
PRSP	减贫战略文件
PTF	伙伴技术和金融家
RAP	区域行动方案
SRAP	分区域行动方案
SLM	可持续土地管理
SWAP	全部门援助方案
SWG	部门工作组
TT	工作队
UNCCD	《联合国防治荒漠化公约》
UNEP	联合国环境规划署
UNFCCC	《联合国气候变化框架公约》
WSSD	可持续发展问题世界首脑会议

一、导言

1. 自第一次世界环境问题会议(1972年,瑞典斯德哥尔摩)以来,荒漠化和干旱问题就提上了世界议程。然而,直到1994年,作为1992年联合国环境和发展会议一项决议的后续工作,才通过了《防治荒漠化公约》,该公约随后于1996年生效。

2. 《公约》与先前各项环境公约明显不同。在涉及具体环境问题的同时,《公约》在第一段中就承认,这是一个以人为中心的问题,《公约》所处理的是荒漠化地区人与环境的综合福利问题。对国家行动方案的指导意见反映了这个中心,强调了伙伴关系在缓解方案中的作用,以及“设法在地方、国家和区域各级让非政府组织和当地男女群众,特别是资源的使用者,包括农民和牧民及他们的代表组织,有效参与国家行动方案的政策规划、决策、实施和审查、规定定期审查方案的实施情况并提出进展报告。”¹

3. 设立来管理和促进《公约》的秘书处据此支持了70个国家行动方案,召开了六次缔约方会议,并为两个委员会——《公约》执行情况审评委员会和科学和技术委员会—服务。可持续发展问题世界首脑会议(2002年,南非约翰内斯堡)承认《公约》在综合环境保护、社会和经济上可行的土地利用和消除贫困方面的潜力,从而对实现《千年发展目标》(特别是目标1和7)做出贡献,而且还承认这是落实世界首脑会议的一个重要组成部分。

4. 作为可持续发展问题世界首脑会议的先期工作,作为世界银行和国际货币基金组织目的和目标审查的一部分,有关机构采用了一个新的框架:减贫战略文件,用于基于国家的分析。减贫战略文件被设计作为世界银行国别援助战略的核心部分,并成为了向许多国家提供援助的一个先决条件。

5. 减贫战略文件的设计是要为低收入国家的国内政策和减贫方案提供一个框架,和为这些国家提供发展援助。减贫战略文件要由国家驱动,但也涉及一系列广泛的国内外伙伴关系,使全面发展框架的原则变为实际计划和具体行动。²

¹ 《联合国关于在发生严重干旱和/或荒漠化的国家特别是在非洲防治荒漠化的公约》。

² 世界银行(2002年), Source Book for poverty Reduction Strategies, Vol.1。核心技术和交叉问题, p. 5。世界银行,华盛顿特区。

6. 与《防治荒漠化公约》一样，世界银行的任务说明中包括以下目标：“……通过调拨资源、分享知识、建立能力和建立公共和私人部门的伙伴关系，帮助人们自助，并改善其环境”。³

7. 社会问题世界首脑会议和《千年发展目标》赞同强调减贫战略。⁴世界上约75%的穷人生活在乡村地区，由于世界银行还关注“将环境考虑纳入减贫和发展战略”的迫切需求，⁵国家行动方案和减贫战略文件之间联系的可能和需求显而易见。如何实现这一联系是本文的目的，依据的方法是一方面彻底分析这两个进程，另一方面借鉴一些非洲国家、特别是布基纳法索、乌干达、坦桑尼亚和卢旺达在这一领域所采取的主流化主动行动。

8. 本文件由 Leonard Berry、André Bassolé、Jones Ruhombe、Jennifer Olson 和 Lakhdar Boukerrou 协助编写。

二、土地退化规模及其对人和环境的影响

9. 土地退化，主要是荒漠化和毁林，比其他任何环境问题都更直接地影响到人类。土地退化通常是由于不适当的土地利用造成的，加上土地利用者之间的冲突和竞争，从而导致短期不可持续的土地管理决策。土地退化影响到全球 20 多亿人，环境和经济难民对许多国家造成了日益严重的挑战。⁶全球约有 19 亿公顷土地受到土地退化影响。在非洲，估计有 5 亿公顷土地受到土壤退化的影响，包括该地区 2/3 的农业

³ 世界银行（2000 年），Towards an Environmental Strategy for the World Bank Group。进度报告讨论稿。世界银行，华盛顿特区。

⁴ 世界银行（2002 年），Source Book for poverty Reduction Strategies, Vol.2。宏观经济和部门办法，p.67。世界银行，华盛顿特区。

⁵ 世界银行（2000 年），Guidelines for Joint Staff Assessment of a Full Poverty Reduction Strategy Paper, p.3。世界银行，华盛顿特区。

⁶ 全球环境基金理事会（2004 年），GEF/C.24/6。

生产用地。⁷ 人们现在认为，土地退化影响到非洲耕地总面积的 2/3, 牧业用地总面积的 1/3。这些退化土地约有 3/4 是在干旱地区。⁸

10. 旱地荒漠化的特点是生态系统服务⁹ 普遍退化，包括土地覆盖面积减少、碳的流失和水系统更加变化不定，造成人、动物、作物和环境用水更加稀缺。典型的趋势是：不适当和不可持续地将牧场转为农场、草原变为灌木林、水土流失增加、毁林、生物多样性损失和有灌溉土地的更加盐碱化。

A. 与贫困的关系

11. 一般而言，贫困在乡村表现明显：按照目前的趋势，乡村地区穷人的百分比在 2035 年以前不会低于 50%。¹⁰ 在穷国中，对乡村贫困问题的强调甚至高于全球平均。例如，在布基纳法索、毛里塔尼亚、玻利维亚和尼加拉瓜，乡村穷人占穷人总数的 2/3 以上。乡村贫困与土地和自然资源退化直接相关；退化造成贫困，在许多情况下贫困使得自然资源的补救十分困难。在干旱地区，由于每年降雨量变化不定，这种相互作用更为加强，使食物更无保障。这些地区需要有能力强大的可持续生计系统，抗御这些风险和不确定性，包括应对游牧问题。

12. 而且，在许多国家中，城市贫困部分可能是由于土地退化造成的。对从西非到墨西哥等不同地区的研究表明，土地退化导致了人口流向大城市或国际迁移，移民中有许多人在这些地方成为城市穷人。¹¹

13. 在边远乡村地区，人们往往依靠生态系统服务维持生计，这种情况可能导致：(1) 家庭环境风险高，因为容易遭受气候波动、动植物疾病、价格波动和宏观经济政策变动(例如贬值、利率变化等)的影响，(2) 季节性的收入和食物供应，(3) 单一

⁷ 环境署(2002年), Global Environment Outlook 3。过去、现在和未来的观点。

⁸ Scherr, Sara (1999年), Soil Degradation: A threat to developing-country food security in 2020? Food, Agriculture and the Environment Discussion Paper 27, International Food Policy Research Institute, 华盛顿特区, 二月。

⁹ 生态系统服务指对人类生活至关重要的自然环境所提供的服务, 如能源服务(水力、木材和木炭燃料)、清洁的空气和水, 以及生物多样性产品(森林和植被)。

¹⁰ Ravillion, Martin(2000年), On the Urbanization of Poverty。世界银行, 华盛顿特区, 经过处理。

¹¹ Leighton, Michelle (1999年), Environment Degradation and Migration。Dryland, Poverty and Development。1999年6月15日和16日世界银行圆桌会议议事录。世界银行, 华盛顿特区。

的农业生产和投资战略，和(4)增长机会有限，因为随着国民收入的提高，对粮食产品的需求较低而且相对没有弹性。这些边远乡村地区通常人口密度较低，地理上受到限制，因而交易费用高，获得有形和社会基础设施的手段较少、非正规经济的存在、以及文化和语言方面的差异——通常导致在决策进程中发言权有限，妇女在经济中的重要作用经常得不到承认。

14. 非洲和亚洲干旱、半干旱和亚湿润干旱地区受影响最重，尽管拉丁美洲和加勒比一些地区也受到严重影响。这种退化具有区域和全球影响，包括沙尘暴更加严重，碳的降解量估计每年为 2.3 亿吨以上。退化还加剧了自然灾害(洪水和滑坡、火灾和沙尘暴)造成损害的规模和后果，严重影响到穷人。旱地退化与贫困的关系在区域、国家和当地一级都十分明显。

B. 乡村经济和环境可持续性

15. 尽管贫困——环境的联系重点在干旱地区是自然资源基础，但许多因素对于了解这种互动关系的具体特点十分重要。其中最重要的是：土地保有权和穷人获得的土地权利是否可靠、在土地管理方面可持续投资的经济刺激措施、吸收穷人参与影响资源政策的决策的程度、当地的机构能力以及是否有可持续的生产技术及其成本。还有，宏观经济和部门政策通过改变这些因素对环境——贫困互动关系的影响。宏观政策对不同的贫困群体、所利用的环境及其积极适应的范围影响不同。

16. 与此同时，根据从许多缓解退化的方案中所得的经验，减少退化的技术和政策在规模上并非中性(例如农场规模影响到所提议做法的获利能力)，其社会影响也并非中性(例如政策对以男户主和女户主家庭的影响不同)。因此必须考虑所提议的技术和政策对社会各阶层、特别是穷人的差别影响。贫困的农民很少在方案结束之后继续采用减少退化的技术，除非有关做法在现有农业系统中不影响生产，并带来可靠和能够抵消有关做法成本的收入。减少贫困和土地退化可能需要战略投资，需要刺激第二和第三类活动，特别是那些将初级产品用作原材料的活动。

17. 有利于穷人的乡村增长和投资常常是实现环境可持续性的最有效的方式。

C. 与《千年发展目标》的关系

18. 确定《千年发展目标》是要各国做更多的工作，努力消除贫困、文盲、饥饿、缺少教育、男女不平等现象、降低儿童和孕产妇死亡率、防止疾病和环境退化。《千年发展目标》为世界提供了一个加快发展速度和衡量有关结果的手段。

19. 在八项具体的千年发展目标中，土地退化和乡村贫困是两项目标的核心内容，并涉及其他各项目标。关于根除赤贫和饥饿、确保环境可持续性的目标 1 和 7，是土地退化/乡村贫困联系的核心。目标 2 至 6 是建立可行和可持续的乡村社区的重要内容，关于建立全球发展伙伴关系的目标 8 是本文件主要重点的核心。

20. 使国家行动方案在减贫战略文件中成为主流，将使人们能够采取一种直接的办法争取实现《千年发展目标》，特别是在受土地退化影响的乡村地区。在生活在贫困中的 12 亿人当中，至少有 8 亿人生活在受环境退化影响的地区。

三、《防治荒漠化公约》在土地基础上使里约各公约协同发挥作用的潜力

21. 三项里约公约(《生物多样性公约》、《联合国气候变化框架公约》和《防治荒漠化公约》)都直接关注核心的全球环境问题。在这三项公约中，《防治荒漠化公约》最具体地关注人与环境的联系问题。实际上，《防治荒漠化公约》涉及一体化/灵活性、预防行动、伙伴关系和参与具体制定国家行动方案等问题。¹² 还鼓励方案纳入很可能有利于穷人的措施，例如：

- 酌情建立和/或加强粮食保障系统包括储存和销售设施，尤其是在农村地区；
- 制订可为干旱易发地区创收的另谋生计项目；
- 为农作物和牲畜制订可持续的灌溉和供水方案。

22. 《生物多样性公约》和《气候公约》涉及全球自然资源基础的现况和趋势，在世界干旱地区与《防治荒漠化公约》相互作用。保持和恢复生物多样性是更好地整合自然资源和可持续土地管理的一个重要组成部分和(或)附带效果。气候变化有各种驱动因素和影响，但是，干旱地区土地使用变化和自然资源管理也是气候变化的因

¹² 《防治荒漠化公约》公约案文，第 10 条。

素。气候变化对干旱地区可持续的土地管理具有重大影响。可持续土地管理在减少碳的流失和加强固碳、以及在减少反照率方面的作用，在气候变化中是一个重要的有益因素。

23. 与国家行动方案相关的基于土地的综合办法可以为所有公约带来双赢的局面，因为综合的努力能够在减贫战略文件和发展援助框架中成为主流。可以通过制定符合生态系统使用、地貌景观办法和符合保持和恢复生态系统服务需求的方案，特别是在脆弱的低收入群体所在地区，争取实现三项公约的目标。

24. 在环境可持续的范围内全球处理贫困问题方面，全球环境基金与《防治荒漠化公约》相关的新的可持续土地管理业务方案无疑能够加强三项公约的潜力，在区域、国家和当地一级共同努力，造福于环境和社会，特别是造福于穷人。

四、国家行动方案

A. 目的和目标

25. 国家行动方案的基本目标是查明土地退化和荒漠化的成因，阐明防治和(或)缓解干旱影响的各种措施。因此，国家行动方案提供了基线信息，据以制定战略、行动框架、政策和方案。国家行动方案中的一个固有部分是，向政府提出政策、计划和方案建议，以及阐明技术支助需求和界定所需投资。

26. 《波恩宣言》(2001年)(第 8/COP.4 号决定)提出了根据国家计划和优先事项在所有各级采取行动的战略领域，并商定在国家一级，集中努力于认明的领域，包括促进传统知识、促进适当的环境教育、与有关发展政策和方案的机构和组织加强合作、在受影响地区消除文盲和开展能力建设。

27. 国家行动方案的一个标志是，用以提出政策建议和方案设计的框架是参与性和综合性的。将会有有一个与多利害关系方不断反复磋商的持续进程。通常成立一个国家协调机构领导这一努力，然而，联络点设在何处各国不同。参与这一进程的利害关系方应包括一系列广泛的行为者和机构，包括各部、各公共机构、非政府组织、社区组织、学术机构、私营部门、区域和当地主管部门以及新闻媒介的行为者和机构。理想的情况是，国家行动方案以跨部门的方式审查处理有关问题。

28. 在这一进程中，要找到关键的问题，并围绕如何解决问题达成协商一致意见。通过磋商进程，将形成对方案的政治支持并与其他计划和政策进行协调。然后将从内部在预算程序中，从外部通过各种国家和国际来源，为所提议的举措寻求资金。

29. 国别报告是这一持续进程的一个固有部分，受影响国家向《防治荒漠公约》秘书处报告其在采取措施防治土壤退化和荒漠化方面的进展情况，包括其社会-经济方面问题。

B. 如何能够加强国家行动方案，使其对减贫战略文件产生最大影响

30. 原则上，国家行动方案表达明确，可以很好地并入减贫战略文件进程。在旱地生态系统受到干旱和荒漠化威胁的最不发达国家中，这项工作最为有益。国家行动方案以人为本、具有参与性并注重行动。《公约》的原则、国家行动方案的概念和减贫战略文件的目标之间有很强的联系。¹³

31. 国家行动方案进程的有些方面可以加强，以便更好地针对和设计有效的有利于穷人的方案和计划，其中包括：

- 一种机构机制，通过这种机制，国家行动方案可以在高于大多数目前政府结构的级别上得到支持。这就意味着联络点直接参与决策，并被赋予执行方案的权利；
- 详细拟定国家行动方案执行模式，将各种优先行动纳入常规的当地和前沿规划和方案编制工作；
- 在区域一级强调和突出国家行动方案优先事项，以便在国家一级采取扶持行动。现有国家行动方案往往在地域上没有倾向，这种情况可能掩盖脆弱地区的特殊需求；
- 明确地使国家行动方案与诸如国家环境行动计划和法定环境安排等国家环境方案相一致，以利用联合国环境与发展会议之后国家一级相当大的政治意愿和公众意识；

¹³ Holtz, Uwe(2003 年), Poverty reduction strategy papers and country strategy papers and their relationship with the combat against desertification—role of parliaments. 波恩。

- 更加强调并采用一种共同办法，在国家范围内查明退化的根本原因、地点和严重状况，以便将投资引导到跨空间的基层方案；
- 一种综合评估办法，以提供当地数据，这一数据可用于有关防治退化投资方向的初步决策，并随后用作基线数据，监测有关计划和政策的影响。有一些利用全球现有数据的科学方法，可用于进行快速评估。¹⁴ 有些国家已经在采用这种办法；¹⁵
- 在区域和国家一级开展退化对家庭和社区影响的费用评估。利用其他环境和社会经济信息来补充这项分析。各种新的数据库和方法可以调整用于这一目的；¹⁶
- 采用上述方法所获基线数据和其他信息的监测进程，以查明所实施的政策、计划和方案对土地管理、土地退化和贫困问题的影响。

32. 为了使国家行动方案在减贫战略文件进程中有效地成为主流，联络点可以建立《防治荒漠化公约》参考模型，以便除其他外：

- 查明贫困/土地退化在实际中和概念上的联系。如果已编制了国家行动方案和减贫战略文件，则将国家行动方案活动纳入减贫战略文件的具体目标；若有必要，审查减贫战略文件，扩大其具体目标以涵盖环境问题，特别是土地退化问题；
- 在国家和地方政府一级认定减贫战略文件和国家行动方案绘图工作中提出的政策问题，并使其成为持续目标的一部分。在方案规划一级直接处理国家行动方案/减贫战略文件绘图工作中提出的可持续土地管理问题；
- 在强有力的机构框架基础上发展一种针对贫困-环境问题的跨部门办法。例如，可以通过这种办法建立部门间工作组，将国家行动方案支持的人员纳入传统部门机构，将贫困——环境问题纳入农业和其他部门计划，

¹⁴ 将遥感数据用于土地退化评估这一方法已被用于阿富汗、塞内加尔、中国和其他一些地方。

¹⁵ 联合国粮食及农业组织/旱地土地退化评估(FAO/LADA)正在三个国家开展试验活动。

¹⁶ 例如，联合国全球贫困状况测绘项目、世界银行、世界资源研究所和国际农业研究协商组已经制定了一种方法，并正在发展一个非洲各国有关贫困的变量空间数据库。这项工作以相对较大的比例提出了这些变量的绘图，可以同包括退化数据在内的其他数据一道分析(见 <http://projects.wri.org>)。一些研究提出了退化和贫困的指数。制定了一些综合办法，以查明退化的根本原因，包括环境署-环境基金土地使用变化影响和动态(LUCID)项目(www.lucideastafrica.org)和可持续乡村生计框架

和(或)为政府预算工作提供投入等。成功的融合需要在如何分配和监督融资、以及在如何评价结果方面进行调整；

- 在减贫战略文件中列入带有基于地点的可持续土地管理办法的经济部门分析办法。应当为基于地方级和地方以下的项目和活动认定优先事项，这些项目和活动通过促进有利于穷人的乡村经济增长减少乡村的贫困状况，重点在于可持续土地管理和支持服务以及销售活动，支持基于社区的综合可持续土地管理办法、水的管理活动以及基于乡村的替代生计办法；
- 通过国家报告程序监测和评价国家行动方案和减贫战略文件活动，特别是有关荒漠化和防治土地退化的活动。

33. 十分关键的是，这种分析办法及随后的监测和评价工作要得到与国家行动方案相关的能力建设主动行动的支持。一个设计良好和牢靠的信息系统将为从事减贫战略文件工作的决策者提供有用信息。

五、减贫战略文件

34. 世界银行、捐赠国和其他发展机构日益关注世界许多地方的贫困问题没有得到正面处理，正如《千年发展目标》所述，需要正面迎接这一挑战，所以才开展了减贫战略文件的工作。减贫战略文件工作的首要目标是在低收入国家减少贫困。

35. 减贫战略文件与捐赠方国别援助战略密切相关，尽管由国家驱动，减贫战略文件的用意是指导援助优先事项（见框 1：卢旺达）。图 1 概述了世界银行有关减贫战略的一般指导意见。

36. 减贫战略文件的重点是贫困的定义、根本原因分析和制定计划/方案、发展投资伙伴关系，以着手提出减贫目标。尽管城市贫困问题部分涉及土地退化和移民，但在强调乡村贫困问题之时，减贫战略文件工作和国家行动方案之间有着重大的联系。世界银行减贫战略文件关于评估和对乡村贫困问题做出反应的指导意见，主张“对乡村减贫问题采用一种整体和跨部门的办法”。减贫战略文件基于一种“可持续生计”办法的组织框架，涵盖人、自然、金融、知识、社会资本资产以及各种风险管理办法。

37. 减贫战略文件工作旨在由国家驱动，在其编写中有普遍的跨部门参与。一般而言，减贫战略文件涉及一种跨部门的参与性办法，在许多情况下包括有当地社区参加的国内区域讨论。

框 1. 卢旺达案例研究：国家行动方案和减贫战略

卢旺达是一个典型的例子，该国乡村贫困人口比例高(达 70%)，农业和林业用地严重退化。据 2002 年国家行动方案和其他来源的资料，贫困与退化密切相关：

- 贫困率最高的地区正是土地退化最严重的地区；
- 通常提到的造成贫困的原因是农业产出低并不断下降；
- 通常提到的造成土地退化的原因是土地和乡村家庭可用的其他资源稀缺，使得他们采取不可持续的做法，“因为绝望的人们设法通过毁坏自己环境的方式来满足其需求”；
- 水土流失十分严重，据估计，水土流失使该国供养人口的能力每年减少 4 万人；
- 生态系统服务受到影响，包括河流和湖泊干涸、自然植被退化和沼泽水文地质退化、土壤耗竭以至荒漠化、洪水和干旱加剧、森林覆盖面积迅速减少。¹⁷

世界银行在 2002 年的“卢旺达：国别援助战略”报告中将发展有活力的农业部门以提高该国收入置于最优先的地位，提议的第一项活动就是振兴自然资源。该报告将“扭转卢旺达自然资源退化”列为“经济和环境的必须”(p.10)。同样，国家行动方案将农业生产增长作为卢旺达的第一优先事项，然后是森林再造。国家行动方案建议了一系列减少退化的措施，包括一个大型的水土流失控制措施国家方案、更好地管理沼泽、促进乳品生产以提供营养和肥料和一项有关农作物生产区域化、农林业、再造林的计划和明确土地保有政策。重点在于国家一级计划和实施的各种技术解决办法，这些办法需要相对较高的预算拨款。

¹⁷ 《联合国防治荒漠化公约》实施情况第二次国家报告，卢旺达(2002 年)，MINITERE, 卢旺达共和国。

减贫战略文件同样强调农业生产率低和不断下降对收入的影响，强调农业经济增长在减贫方面的作用。¹⁸ 提议的补救措施优先考虑更多地采用外部投入，特别是化肥和各种改良的种子。提高乡村收入活动的重点是农业商业化、农作物生产区域化及增加经济作物和出口作物生产。这些活动也许不能解决土地管理不善和产出下降的根本原因，也不一定使最贫困者和退化最严重的地区或最贫困的家庭受益。建议改善农业部门的其他活动包括在沼泽地上筑梯田并加以更好的管理、改善基础设施、销售、土地保有政策、信贷、以及研究和推广。但是，水土保持、沼泽管理、农林业、再造林和其他环境管理变量未列入贫困监测指数的很长的清单(列入了使用化肥和若干种子)。

如何加强减贫战略文件，更好地处理与土地退化

有关的乡村和城市贫困问题

38. 一般而言，减贫战略文件在分析乡村和城市贫困的经济因素方面做了很好的工作，尽管一般没有把土地退化或环境问题突出为贫困的成因或结果加以处理。Bojo 和 Reddy(2003 年)审查了 38 份减贫战略文件，用三点量度表分析了 17 个环境问题(其中 6 个与自然资源管理有关)并入减贫战略文件主流的问题。¹⁹ 平均值 0.9 表明主流化程度很低。为本文件就若干减贫战略文件所作的分析表明，尽管可能提到了土地退化问题，但没有明确分析土地退化对生产率问题的影响，一般没有明确建议将可持续土地管理纳入有关补救活动。从这些评估中可以看出，可通过下列方式，使减贫战略文件在分析和处理乡村贫困/土地退化联系问题方面更加有效：

- 将国家行动方案的分析和办法直接纳入减贫战略文件工作；
- 将重点放在贫困的空间分布上，因为国家行动方案计划用于减贫，要通过选择可能带来双赢局面的国家行动方案所查明的催化行动，在当地和社区一级开展并认定有关补救行动(防治土地退化/减少贫困——附件一)；
- 探讨贫困的近因和根本原因，适当考虑到脆弱干旱生态系统服务的损失，并在扩大的与国家行动方案有关的评估中进一步分析土地退化问题

¹⁸ 卢旺达政府减贫战略文件(2002 年)，卢旺达共和国财政和经济计划部。

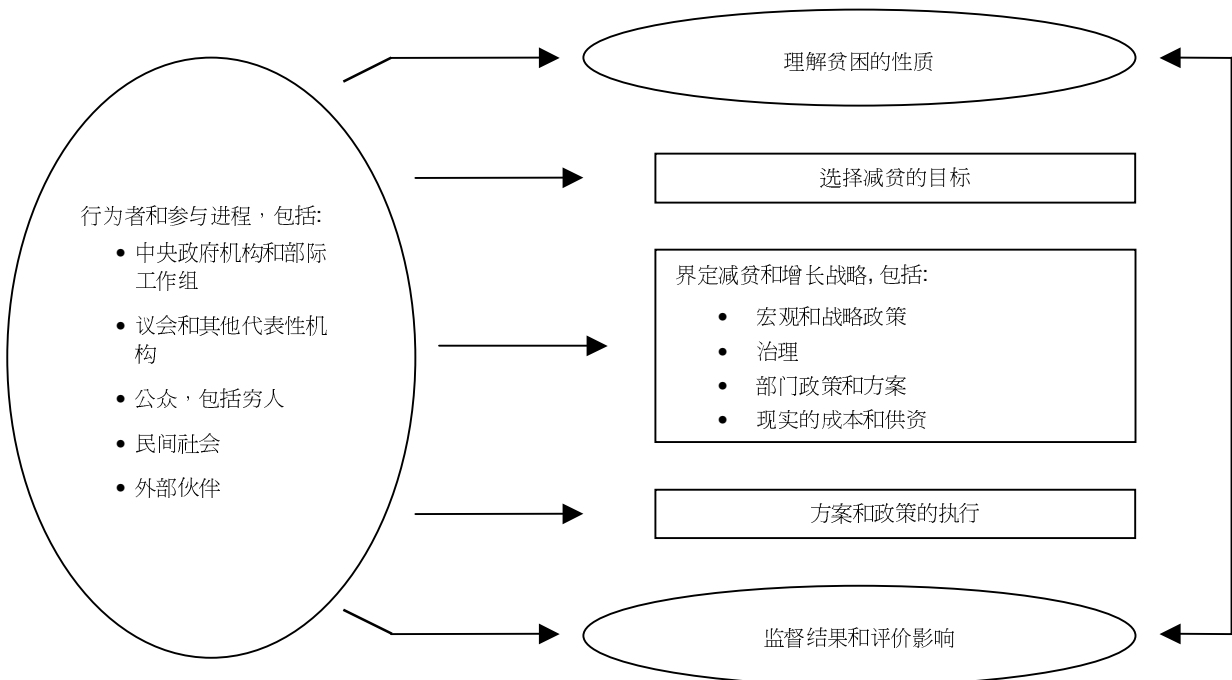
¹⁹ Bojo, J. 和 R.C. Reddy(2003 年)，Status and Evolutions of Environmental Priorities in the Poverty Reduction Strategies; An Assessment of Fifty Poverty Reduction Strategy Papers.

及其对贫困的影响；

- 改进家庭、社区、区域和宏观经济各级对贫困/环境相互关系的分析，同时确定贫困与其他因素的关系，如土地退化、缺乏获得私人 and 共同资源和服务的手段(卫生保健、教育、土地、市场等)、社会和经济政策及其他；
- 在减贫战略文件工作中审查可持续土地管理观点的状况和列入情况，创建平等和双赢的结构；
- 界定具体的跨部门方案、项目和投资，解决可持续土地管理问题。

39. 为了制定一种协调的办法解决乡村贫困问题，并极大地增加带来双赢局面的机会，应当发展一个密切联系的减贫战略文件/国家行动方案进程，有关行动在有利于穷人的情况下注重并将投资引向乡村社区和环境方面。

图 1. 如何能够在国家一级实施减贫战略



资料来源：A Sourcebook for Poverty Reduction Strategies. Vol. 1: Core Techniques and Cross Cutting Issues, 世界银行，华盛顿特区 2002 年。

六、使国家行动方案并入减贫战略文件的主流， 更有效地处理土地退化和贫困问题

40. 土地退化是一个环境问题，明显影响到乡村贫困问题，在土地退化问题和乡村贫困问题两者之间，处理一个问题会有助于减轻另一个问题。在当地、国家和国际一级，土地退化在经济、食品安全和贫困方面的费用可能都很高。尽管如此，我们对国家行动方案和减贫战略文件的审查表明，国家行动方案框架和减贫战略文件框架并非为认定和促进两者的融合而设计的。因此，这些框架忽略了眼前的协同机会，未能阻止使这两个问题永久化的过程，尽管在有些情况下——例如乌干达(附件三)，这些限制在第二轮减贫战略文件回合中部分得到了克服。

41. 增进双赢政策和方案机会的一个办法是明确地将国家行动方案视为一个反复的进程，可以与减贫战略文件审查更好地结合起来。《防治荒漠化公约》联络点可以系统地查明在国家行动方案进程中与防止和缓解退化有关的减贫的机会，并建议可在各个级别纳入土地退化和减贫战略的政策和方案。这一主流化工作应当包括在政治、经济和社会各方面的问题分析、政策和方案的设计、实施、监测和评价，使利害关系方平等受益，使贫困和土地退化问题不至更加严重或永久化(见关于布基纳法索的案例研究，附件二)。

框 2. 布基纳法索

布基纳法索的经验(见附件二)提出了一些见解，涉及努力使国家行动方案问题主流化的国家所面临的挑战。常规的部门办法，其授权、预算和捐赠者资助与具体部门密切相关，因此难以或不可能采取处理贫困——环境问题所必需的跨部门办法。也许可以通过培训方案、设立强有力的联络点或具有合同管理知识和权威的其他协调机构、特别是通过改变资金分配和监督方式、改变结果评价方式来解决这一问题。捐赠者和各国政府必须愿意采用一种更为跨部门和多机构的办法来解决贫困——环境问题。

42. 尽管有些国家将国家行动方案纳入了包括减贫战略文件在内的长期经济战略和方案，但有关机构、技术、科学、人力和资金能力仍然不足。要在各个级别使有关问题并入主流制度化，最终需要在国家和当地一级开展能力建设活动。

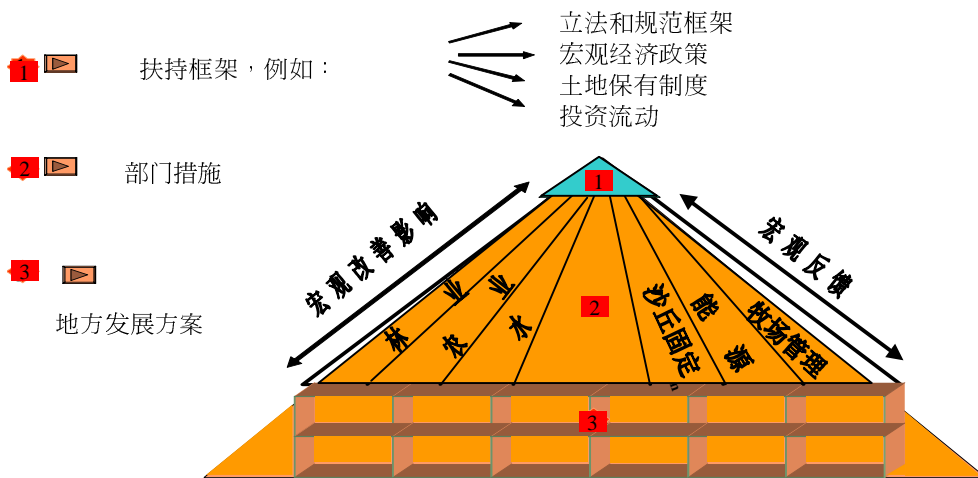
A. 主流化的级别和切入点

43. 实现主流化目标的方式是鼓励和促进所有利害关系方(社区、非政府组织、基于社区的组织、政府机构等)参与, 在设计和实施工作中坚持采用一种有利于所有利害关系方、特别是有利于穷人的办法。

44. 使国家行动方案和减贫战略文件活动在国家、区域和当地组织——包括各部、社区机构、政府机构、学校和企业——中成为主流仅仅不过是一个开端。因此, 变革的实现通常很缓慢, 有关组织没有如可能做到的那样有效地开展防治荒漠化、土地退化和有关贫困的工作。

45. 图 2 所列国家行动方案的关键内容包括三个框架: 宏观政策、部门和跨部门措施、地方参与性方案。因此, 主流化若要有效, 就需要在多个级别、通过各种部门、由各种行为者进行。以下概列了在这些框架内的各类主流化活动。²⁰

图 2. 国家行动方案的内容



资料来源: 《防治荒漠化公约》内部文件。

²⁰ 环境署——全球环境基金(2004年), 全球环境基金可持续土地管理办法培训手册。

B. 宏观政策主流化

1. 政策和法律

46. 宏观框架主流化包括宏观经济政策、立法问题、预算拨款和投资流动。国家行动方案的重要问题是那些影响到土地退化、土地保有制、自然资源管理权力下放、贸易和定价、是否有市场和地方一级的决策。

47. 需要将政策和规范框架更好地纳入国家行动方案和减贫战略文件工作，以克服可持续土地管理的经济和机构障碍，解决土地退化和贫困的根本问题。例如，可能直接影响退化和贫困问题的关键的政府政策和方案有：

- 土地保有框架和保有安全
- 土地利用规划，特别是有关边缘环境
- 农产品价格控制
- 发展商品加工设施
- 市场开发
- 执行有关伐木的规章
- 影响移民问题的方案
- 运输基础设施投资，和
- 农业研究和推广投资。

48. 此外，还可以举出许多直接影响到土地管理和有关贫困问题的政策和方案的案例。这些案例表明，必须采用跨部门的办法，必须进行国家协调，以实现国家行动方案和减贫战略文件目标。

2. 预算

49. 预算问题包括在国家一级为新的减贫战略文件工作国家行动方案部分适当拨款，最重要的是，要在地方一级拨付资源，用于认定的乡村贫困状况和社区确定的方案和应对措施。在具体如何实施方面，目前在一些国家试行的国家伙伴关系方案可能会提供重要的经验教训。

50. 消除可持续土地管理的障碍和解决退化和贫困问题根本原因所需的跨部门办法，表明了所有各部结成伙伴关系争取中央供资的关键重要性。这种办法将减少方案

重叠，确保有效和高效的投资。目前，由于减少或减缓退化的投资通常不足退化实际经济代价的十分之一。为了扭转这种趋势，需要国家一级的跨部门协调，解决退化的成因并制定有效的应对措施。各国应当得到全球机制促进委员会即将提出的信息战略的协助，以找到为项目供资的来源。

C. 跨部门主流化

51. 跨部门协调对防治荒漠化和土地退化努力能否成功至为关键。减贫战略文件计划为跨部门的工作，许多减贫战略文件委员会涉及主管各部。但是，为了纳入国家战略方案的基本内容，需要各部更多地参与农业、水、畜牧业、环境、林业、社区发展工作，需要有关国家受影响最严重地区的区域代表参加。其中包括帮助提供一种整体办法处理土地利用和跨部门应对措施的定义问题。采用此种和类似的跨部门办法，通过在土地恢复、增加土地覆盖面，改善生计和增加收入的同时，处理生物多样性和气候变化问题，可以实现三项公约的目标。

D. 当地和社区一级主流化

52. 许多国家正在开展决策权甚至调拨资源权力的下放工作。这一工作完全符合国家行动方案注重社区一级行动的概念，完全符合减贫战略文件界定贫困和通过绘制贫困图将注意力引向关键领域的目标。下一个最重要的步骤是清楚地表述有助于解决贫困问题的空间综合参与性的方案和活动。以更加可持续的方式利用自然资源基础是许多国家减贫的一个关键内容，特别是那些受荒漠化影响最重的国家。

53. 在金字塔的底部(图 2)，是可以直接处理人和生态系统脆弱性问题之处，是最有效的、基于社区的跨部门分析和应对系统所在之处。水土保持、水和自然资源系统的恢复和保持是当地社区应对贫困和土壤退化问题的一个十分重要的组成部分。因此，主流化中一个重要部分是利用修订的减贫战略文件国家行动方案部分来突出具体有关脆弱性问题，突出国家内的有关地区，在这一基础上制定可行的应对措施和投资制度。

54. 解决土地退化和贫困问题的一种方法是借助于国际、国家、区域和地方组织以及基于社区的组织之间的伙伴关系。这种伙伴关系十分重要，无论是为了提高意识、开发知识，还是为了协调或改进行动。项目的所有权必须在用户一级。

E. 主流化的办法和工具

55. 主流化还将受益于为设计干预手段发展和应用各种工具。主流化的办法和工具包括：

- 分析防治土地退化和缓解活动对当地减贫的代价和好处，包括不采取行动阻止退化进程的机会成本和随后通过监测和评价减贫战略文件开展的后续工作；
- 查明受退化影响的各个部门，以及不采取行动阻止退化对各个部门和经济而言的机会成本；
- 收集关于退化进程及其对生态系统服务、贫困和经济活动影响的基线数据和信息；
- 通过所主张的磋商进程纳入缔结战略伙伴协定，以实施《防治荒漠公约》；²¹
- 根据上述情况，采用参与性和反复的进程，提出并设计当地和国家一级的干预行动，以便尽早投资于当地区域发展方案。

56. 因此，主流化最终是将国家行动方案的原则、分析和目标纳入减贫战略文件进程，其方式要使乡村社区及有关支持和持续的环境系统成为最终受益人(见框 3)。

七、有关主流化和项目执行的问题

57. 国家行动方案和减贫战略文件都涉及为实际问题提供补救办法。附件一中的表格列出了一些案例，通过有效地使国家行动方案在减贫战略文件进程中成为主流而提出了解决荒漠化、土地退化和贫困问题的双赢目标和备选办法。该表格列出了九个对国家和社区都很重要的问题。还标示了将这些问题列入国家行动方案和减贫战略文件的普遍程度。

58. 在每个实例中，这两种办法的结合提供了比单独实施更为全面和可行的机制和备选办法。双赢的办法还为更有吸引力的供资和实施开辟了道路。

59. 从机构角度来看，促进主流化的一个额外问题是国家行动方案和减贫战略文件联络点在适当级别的位置问题。目前，国家行动方案联络点位于各部——包括环

²¹ 《公约》执行情况审评委员会第一届会议报告，ICCD/CRIC(1)/10，第 95 和 132 段。

境、农业、林业和社区事务部，而减贫战略文件的协调则大多归财政部。在主流化进程中，最为重要的是，国家行动方案联络点是决策进程的一部分，因此，在有些国家中，联络点可能需要设在更高的行政级别，设在一个更强的部。

60. 区域和分区域协调是带有区域行动方案和分区域行动方案的《防治荒漠化公约》的一个特征。减贫战略文件没有类似的进程，尽管对贫困问题的分析和相应的项目常常跨越部门界线。可以授权区域行动方案和分区域行动方案将重点更多地放在减贫问题上。

框 3. 坦桑尼亚的经验

促进国家行动方案问题并入减贫战略进程的主流并将其纳入政府减贫政策和方案的机构机制，在有强烈的政治意愿和支持的情况下，在国家一级发动和协调最有成效。坦桑尼亚的经验使人们深入了解到，如何能够通过政府机构相当迅速地直接处理与贫困相关的环境问题。²² 坦桑尼亚议会于 2001 年设立了一个议会环境委员会，不久，内阁核准了一个关于环境管理的机构框架。因此，副总统办公室在第二年着手起草一项单一的环境框架法。其目标是精简现行政策，加强协同与互补。国家行动方案中查明的环境问题纳入了 2001 年政府乡村发展战略和农业部门发展战略。最近，设立了一个跨部门环境工作组，以便将环境问题纳入政府政策和计划，确保自然资源可持续地用于减贫，并宣布，环境股将并入政府各级的部门方案。

同时，环境问题在减贫战略进程中被列为一个关键的跨部门问题，减贫战略进程的结果包括：(1) 查明贫困——环境问题，(2) 将环境数据纳入贫困监测系统，和(3) 政府和非政府利害关系方的能力建设。一系列讲习会和一份通讯为政府和非政府利害关系方提供了关于有待纳入减贫战略进程的贫困-环境问题的信息。完成了一份战略环境评估，涉及可持续环境管理，争取减贫。贫困——环境指标现已列入了减贫战略监测系统修订的指标清单，环境可持续性被明确列入了减少贫困扶助信贷绩效行动部分。

在资金方面，已着手开始第一次环境公共开支审查，以便为政府中期开支框架提供投入，为使环境开支在部门公共开支审查中成为主流提供指导。国家行动方案优先问题被纳入了欧洲联盟伙伴关系协议。为了减少重复努力，促进有效利用这些和其他财政资源，2001 年举办了一次国家协同问题讲习会，探索协调四项公约(《防治荒漠化公约》、《气候变化公约》、《生物多样性公约》和《拉姆萨尔湿地公约》)的实施问题。研讨会期间设立了一个由私营部门、非政府组织和基于社区的组成的多部门技术委员会，处理协同问题。而且，《防治荒漠化公约》国家协调机构启动了一个与其他公约国家协调机构定期举行会议的程序。

²² “减贫战略：第三次进度报告，2003 年 3 月”，坦桑尼亚联合共和国，2004 年 4 月，和“《联合国防治荒漠化公约》执行情况第二次国家报告”，坦桑尼亚联合共和国副总统办公室环境司，2002 年 5 月。

八、结论和建议——双赢办法的可能

A. 结论

61. 能力和预算有限的发展中国家为解决这些问题采取了许多相互重叠的举措，这种情况为所有各方造成了困难和问题，使争取解决具体关键问题的努力更加复杂。需要有一致性。

62. 国家行动方案进程涉及荒漠化及土地和资源退化问题，这些问题对环境可持续性和乡村地区的经济潜力十分重要。减贫战略文件进程涉及贫困问题，但典型的情况是，其中没有充分考虑到有关自然资源的状况。这两个进程结合各自的长处将是互利的。

63. 然而，国家行动方案对减贫战略文件关注做出反应的能力仍然不足，需要开展能力建设活动。尽管主流化可以实现双赢，但却涉及协调和交易成本，为此，《防治荒漠化公约》受影响缔约国应当得到全球机制和其他伙伴的支助。

64. 有些国家认识到，需要将国家行动方案并入减贫战略文件的主流，并开始了有关进程，从而为其他国家提供了一些初步经验教训。国家行动方案主流化主要源自受荒漠化影响的国家在实施其国家行动方案中遇到的实际问题。在许多国家查明环境与贫困问题之时，开展主流化工作时机是恰当的。在主流化工作中，如果能够将国家行动方案有力的环境和参与特征与减贫战略文件有力的经济和参与性分析结合起来，将问题置于地域范围之内(即查明贫困、环境问题的地点)，就能够取得进展。已经有一些国家——如布基纳法索和乌干达——发现这是一条合乎逻辑的和必要的前进道路(见附件二和附件三)。

65. 将国家行动方案并入减贫战略文件进程的主流提供了一种手段，用分析和务实的方法对具体实际问题做出反应。贫困/环境关系指出了用有利于穷人的办法解决退化问题和通过改善土地和水的管理解决贫困问题所具有的协同好处。主流化还将受益于发展和应用各种工具，用于设计干预行动。

66. 主流化的目标是建立一个牢固的基础，在此基础上提出一种长期的办法，防治土地退化和荒漠化。作为可持续土地管理的一个基石，这种办法在对减贫和恢复生态系统做出重大贡献的同时，也会为《生物多样性公约》和《气候变化公约》提出一些重要的目标。

67. 为了实现主流化，一个新的级别的参与在许多情况下都十分重要。第二轮减贫战略文件常常可能需要更大的区域和当地代表性，需要包括区域和分区域的官员和社区，查明荒漠化和退化问题的补救办法。将贫困——环境问题纳入政府规划、政策制定和预算拨款需要强有力的中央支持和领导，需要在整个政府机构中直接处理，要有一个经过调整的机构框架、委员会或工作组，一个权威的协调机构，能够跟踪这项工作，并对政府规划、预算和监测进程做出投入。

68. 确认主流化办法有效的审查和评估工具包将包括：分析可持续土地管理对当地减贫的成本和好处、认清受退化影响的部门、收集退化进程及其对生态系统、贫困和经济活动影响的基线数据和信息、在地方和国家一级采用参与性程序认定和设计主流化干预行动，以及监测和评价主流化活动。

69. 捐赠国和机构应当利用迄今为止一些受影响国家在将国家行动方案并入减贫战略文件的主流方面所取得的经验教训，着手在若干国家(非洲 20 个、拉丁美洲和加勒比 10 个、亚洲 10 个、中欧和东欧 5 个)对防治土地退化和减贫方案做出系统的反应。

70. 尽管国家的有力承诺和基本支持十分重要，但在三年时期内每个国家得到 500 至 700 万美元的方案催化启动资金还是适当的，因为这将使各国能够实地开展可以衡量的补救行动，开展辅助的信息管理、技术转让、能力建设、监测与评估。有些国家在全球环境基金范围内开展的国别试验伙伴关系是一个可以利用的重要机制。世界银行最近发出的 Terrafrica 倡议也许是非洲的另一个重要筹资机制。

71. 尽管各种不同的伙伴关系和办法都可以取得结果，但重要的是，要提出有关活动的报告和推广所获经验，最恰当的是通过《公约》执行情况审评委员会的机制。

B. 建议

72. 为发展一个有效的结合国家行动方案——减贫战略文件进程的机制，为在遭受荒漠化、土地退化和干旱的地区，查明并对乡村贫困问题做出反应，我们认明了四种需求：受影响最重的国家需要确保有关减贫战略文件的决策允许国家行动方案联络点直接介入，减贫战略文件进程有关决策者需要确保乡村贫困问题分析纳入关于土地退化的专门知识，全球环境基金和执行伙伴机构需要支持国家行动方案进程开展有关

土地退化、毁林和生态系统服务问题的方案，使其充分发挥潜力，发达国家需要对有关受影响国家做出系统和现实的反应，使国家行动方案与减贫战略文件相联系。

73. 根据这些需求提出了下列建议：

- (a) 应当加强国家行动方案进程，以提供与土地退化问题相关的关于贫困的具体地点分析。应当调整决策结构，吸收受影响地区的环境和适当的当地专门知识。在这一进程中，社区和当地参与找出有关问题，发展更好的土地管理做法十分重要。应当鼓励突出跨部门问题的决策。
- (b) 与此同时，应当加强减贫战略文件，直接具体关注环境与贫困的关系。还应当加强直接涉及贫困-环境联系的预防和补救方案，并不加拖延地优先考虑查明的对减贫和土壤保持具有双赢潜力的国家行动方案项目。
- (c) 主流化本身并非万应良药，它只有在防治土地退化极端情况的干旱和荒漠化得到所有利害关系方应有的政治支持之时才具有可信度。联络点应当具有高的级别，应有充分的权威，向减贫战略文件进程提供直接投入。对可持续土地管理的跨部门预算拨款应当作为一个优先事项，联络点还应当制定在减贫战略文件进程范围内执行反复开展的国家行动方案的十年战略。
- (d) 受影响国家缔约方应当在强有力的机构框架基础上制定有关贫困-环境问题的跨部门办法。例如，可以利用这项工作成立跨部门工作组，将国家行动方案的人力纳入传统部门机构，将贫困——环境问题纳入农业和其他部门规划，和(或)为政府预算进程提供投入。成功的一体化需要调拨资金和监督以及成果评价方面的变革。
- (e) 国际机构、特别是国际货币基金组织、世界银行、全球环境基金及其执行伙伴应当在可持续土地管理的总题目下鼓励《防治荒漠化公约》主流化进程和减贫战略文件进程。这样，这些机构将进一步便利三项公约在有关环境可持续性和减贫战略方面的联系。应当通过使国家行动方案在减贫战略文件进程、在随后的方案和具体实施的项目中成为主流，落实全球环境基金关于土地退化、毁林和生态系统服务的新重点，充分发挥其潜力。
- (f) 发达国家缔约方应当对受影响国家缔约方的需求做出系统、长期和可以预料的反应，尤其是在加速必要的磋商进程和加入专门的伙伴关系建设方面，如第 1/COP.6 号决定所要求。在《公约》通过十年之后，应当有可

能——当然在第八届缔约方会议之前，在这些结论所规定的框架内，在若干捐赠者与受影响国家缔约方之间有着牢固伙伴关系的若干国家中，发展和支持相当数目的可持续土地管理活动。

- (g) 为了提高联络点的效力，支持将国家行动方案并入减贫战略文件的主流，全球机制和全球环境基金应当为协调的交易费用提供资源，通过综合性自然资源管理能力建设，支持必要的分析工作，包括为联络点举办培训班。
- (h) 需要一系列的伙伴关系，落实这些建议。其中包括双边和多边机构以及非政府组织，通过国家行动方案/减贫战略文件进程和(或)其他适当的战略框架开展工作。

附件*

附件一

THE NEED FOR WIN-WIN MAINSTREAMING

ISSUES	HOW ADDRESSED IN NAP	HOW ADDRESSED IN PRSP	WIN-WIN GOALS AND OPTIONS
Land degradation in general	Central focus of NAP	Not generally addressed	Identify and address the economic costs of degradation and the benefits to preventing and mitigating degradation at the local and national levels by, for example: <ul style="list-style-type: none"> - Land and soil conservation to maximize ecosystem servicing - Reducing occurrences/severity of natural catastrophes - Incorporating SLM into macro-economic policies and programmes - Enhancing sustainable economic growth, such as developing in rural areas income opportunities that reduce pressures on the environment - Addressing the root causes of environment degradation that are related to poverty
Desertification and drought	Central focus of NAP	Not generally addressed	Identify and address the economic costs of desertification and the benefits to mitigating desertification at the local and national levels by, for example: <ul style="list-style-type: none"> - Reducing rural migration of lower income groups since this fosters urban poverty - Addressing land tenure and access rights - Improving nutritional and health standards of lower income groups - Developing attention to alternative livelihood strategies
Salinization	Addressed by some countries	Not generally addressed	Develop sustainable irrigation practices which will lead to high productivity systems Maintenance of ecosystems resilience Identify salinization sources and effect on: <ul style="list-style-type: none"> - Crop needs for irrigation - Land productivity - Land degradation (salt water irrigation)

* The annexes are reproduced in the languages of submission as received.

ISSUES	HOW ADDRESSED IN NAP	HOW ADDRESSED IN PRSP	WIN-WIN GOALS AND OPTIONS
Rural poverty	Not generally dealt with except perhaps in terms of declining soil productivity	Most PRSPs contain economic growth strategies for rural areas	Viable rural economic systems, incorporating alternative livelihood activities and a productive agricultural/NRM base in a sustainable rural environment
Decline of agricultural productivity	A summary of what is known about the location and the causes of any decline is usually included	Not generally dealt with except in severe circumstances	Increased agricultural productivity and agricultural income Enhanced food security and reduced poverty The national economic, and the local poverty and food security, impacts of degradation is calculated and the benefits to increased productivity analysed and appropriate investment made
Lack of access to credit	Not generally dealt with	Some PRSPs mention this in terms of small businesses, but few in terms of reducing declining productivity	Increased income from agriculture and/or utilisation of other natural resources and thus enhanced profitability of sustainable land management Empowerment of local decision makers and natural resources end users in a context of gender balance
Low farm gate prices	Not generally dealt with	Few PRSPs mention this	Increase profitability of practices, at the farm level, which improve land management and productivity, such as: soil and water conservation, agro-forestry, crop/livestock systems for manure and livestock products Options at the national level include promoting new commodities, agricultural research, improving infrastructure, extension, markets and quality control
Land tenure and ownership	Addressed by some countries	Few PRSPs mention this	Security of tenure and title to allow for long-term commitment to land productivity and access to credit Promotion of sustainable land management practices through more secure and equitable access to land
Stresses on traditional range management systems	Component of NAP as related to overgrazing	Not addressed in most PRSPs	Sustainable holistic range management systems which address current pressures including environmental fluctuations, in order to maximize sustainability and productivity through maintenance of traditional and other livelihood systems

¹ Selected issues with direct impact on desertification, land degradation, sustainable land management, poverty and agricultural productivity.

附件二

MAINSTREAMING NAPs INTO THE PRSPs: THE EXPERIENCE OF BURKINA FASO

Introduction

Financing the struggle against desertification through the classic funding channels turned out to be quite a frustrating exercise in most African countries affected by drought and land degradation, especially after their efforts to formulate and adopt NAPs, within the framework of the UNCCD. In Burkina Faso, the NAP formulation and adoption followed a long and patient participatory process; started in 1999, the NAP was adopted in May 2000 and launched by the Head of State during a grand ceremony in June 2000.

In September 1997, the Executive Directors of the IMF and of the International Development Assistance (IDA) decided that Burkina Faso was eligible for assistance under the Highly Indebted Poor Country (HIPC) Initiative. On that basis, the Government developed a first Poverty Reduction Strategy Framework document – *Cadre stratégique de lutte contre la pauvreté* (CSLP), allowing the country to benefit from this initiative in 2000. In February/March 2002, Burkina Faso was declared eligible for enhanced HIPC assistance, following the preparation of a new Debt Sustainability Analysis (DSA) to reflect new information. This brought the total, original and enhanced HIPC assistance from US\$ 398 million to US\$ 424 million.

The evolution of these two initiatives as parallel strategic frameworks for socio-economic development in Burkina Faso ended with the recent integration of the former into the latter, following a process analysed in the present document.

Overview of NAP and CSLP implementation

The national action programme to combat desertification in Burkina Faso - *Programme d'action national de lutte contre la désertification* (PAN/LCD) - includes a funding mechanism: the Local Development Fund – *Fonds de développement local* (FDL) - for financing community level development plans, resulting themselves from a Participatory Rural Appraisal (PRA) process. Such Local Development Funds are provided to the empowered populations to manage, as an integral part of Local Development Projects (LDP), whereby local populations, in a common vision of their own future, decide to plan for their socio-economic development, prioritize the related needs for the management of their natural resources, and strive to mobilize the resources required to implement the resulting development planning tools known as Local Development Plans. Local community projects have been implemented for many decades in the country, with major projects such as the *Programme national de gestion des terroirs* (PNGT), the series of *Programmes de développement rural intégré* (PDRI) and *Programmes de développement local* (PDL) in various provinces or groups of provinces, the *Programme Sahel Burkinabé* (PSB), the *Projet d'aménagement des terroirs et conservation des ressources naturelles dans le plateau central* (PATECORE), and so on. Given the fact that funds provided within the framework of such projects and programmes are subject to spatial and temporal fragmentation, and that their devolution to the local people has not always been effective, the NAP retained the National Fund to Combat Desertification – *Fonds national de lutte contre la désertification* (FND) - as

the best solution to provide sustainable funding of UNCCD-related activities. The FND would hold all available financial resources devoted to the UNCCD, and redistribute them appropriately among the affected regions of the country. Unfortunately, for institutional, legal and procedural reasons, in relation to the donor community this FND has not yet been put into operation, despite some budgetary allocations by the Government. In the meantime, actions against desertification continue to take place within the framework of bilateral and multilateral funded rural development projects.

In the field of poverty reduction, the first version of the CSLP was adopted by the Government in November 2000, following measures taken to comply with the HIPC initiative requirements over the 1997-2000 period. The poverty line per year and per capita was set at CFA F 41,099 (equivalent to US\$ 74) in 1994, and updated to CFA F 72,690 (equivalent to US\$ 123) in 1998, due to the CFA franc devaluation in January 1994. From 1994, poverty incidence (percentage of population below the poverty line) decreased by 8 percentage points to 42 per cent in 1998 for cash crop farmers, but increased by 2 percentage points to 53 per cent for food crop farmers. The first three-year period of CSLP application (2000-2002) yielded mixed results. The vulnerability of a national economy based essentially on agriculture, a sector very sensitive to climate variability, did not allow the targeted annual economic growth of 5.5 per cent to be reached. The actual figure over that period was 3.9 per cent. Poverty incidence went up on average, from 45.3 per cent in 1998 to 46.4 per cent in 2003. The poverty line was revised to CFA F 82,672 in 2003 (equivalent to US\$ 150). The poverty incidence goes alongside a decrease in persistent poverty. Within the poor population, the rise in the proportion of vulnerable poor evolved from 57.6 per cent to 48.8 per cent between 1998 and 2003, while the corresponding figures were 52.2 per cent and 57.6 per cent respectively between 1994 and 1998. In order to improve the performance of the country's CSLP implementation, the Government decided to pay particular attention to coherence between the CSLP and the other sector-oriented development strategies. In October 2003, the CSLP was revised in order:

- to ascertain the relevance of its initial objectives, in the light of the first results achieved and the new figure of poverty incidence;
- to assess the need to widen the spectrum of priority sectors and readjust its strategy components accordingly;
- to decentralize the CSLP process up to the first level (13 administrative regions of the country); and
- to ensure a greater involvement of the private sector and civil society.

The revision process was guided by the following principles: equity, coherence of actions, empowerment of the poor, reduction of inequities between men and women, levelling of regional disparities, and participation.

Integration of the NAP in the CSLP

The environment agency of Burkina Faso, the *Conseil national pour l'environnement et le développement durable* (CONEDD), noting a clear and persistent lack of enthusiasm from the development agencies regarding resource mobilization for financing the NAP, realized that funding the NAP as a classic "autonomous" programme under the supervision of the Ministry in charge of the Environment was not meeting the expectations of the Government. A series of studies were carried out in order to understand the issue and find a solution. Although these studies were specific to particular aspects, they all contributed to

finding a global solution to the same major problem: no direct funding for the implementation of the NAP was being recorded from the donors (termed the Technical and Financial Partners – *Partenaires techniques et financiers* (PTF)). Even the FND, although identified by the NAP as the funding mechanism for UNCCD implementation, adopted and approved by consensus as the result of a long participatory process, was not fully supported by the PTF community.

Thus, in 2002, a feasibility study on the inclusion of the NAP in the CSLP, initiated by the former *Conseil national pour la gestion de l'environnement* (CONAGESE) (today CONEDD), with the support of the *Comité permanent inter États de lutte contre la sécheresse au Sahel* (CILSS) resulted in the recommendations (1) that the CSLP could and should be “improved” in its strategy, (2) that specific measures (of capacity building) should be taken to strengthen the Permanent Secretariat of the CONAGESE through the Ministry of Environment, and (3) that particular actions should be amplified or initiated with the contribution of the other ministries, including land tenure security, empowerment of the local populations, adoption of an intensive mode of animal husbandry in order to release the pressure of livestock on natural resources, environmental education, water sanitation in rural areas, and so on. The study also recommended that additional indicators specific to the struggle against desertification needed to be included in the CSLP.

In 2002 and 2003, other interrelated studies were carried out, with the support of the Global Mechanism. These had a major impact on the process of integrating the NAP into the CSLP.

- Review of projects and programmes contributing to the UNCCD objectives: This study identified the financial resources allocated to activities directly affecting the attainment of the UNCCD objectives, and to represent their spatial distribution over the period 2000-2002. Two important notions were derived for the sake of the analysis: the UNCCD enabling power - *Teneur en LCD* - of a project on one hand, and the UNCCD enabling index – *Indice LCD* - of an administrative entity, on the other hand.
- Evaluation of additional financial needs for the implementation of the NAP: The aim of this study was to evaluate in financial terms the gap between the Government’s demand (including the local communities) for financing the NAP and the actual offer. All sources included, this study showed that the mean annual UNCCD-related demand, derived from a projection over a fifteen-year period starting from 2002, was around US\$ 389,500,000, whereas the actual annual mean offer, computed from UNCCD-related activities funded over the period 2000-2002, amounted to US\$ 216,547,000. The resulting gap is about US\$ 172,953,000 yearly. This figure gives an idea of the additional financial effort necessary to battle significantly against the desertification phenomenon in Burkina Faso. The study also showed, using the notions of UNCCD enabling power and CCD enabling index mentioned above, the spatial distribution of the resources actually allocated to the struggle against desertification. The spatial analysis made it clear that, beyond the gap figure, it was necessary for the Government and its partners to sit round the table and reconsider how to evenly distribute UNCCD-oriented efforts in financial terms in the future.

- Operational plan for the implementation of the NAP: This study focused on the NAP funding issue, taking into account the opinion of the Government, the NGOs and Associations, the local populations, and the donor community. It resulted in the recommendation to build a strong synergy around the NAP by (1) mainstreaming its activities from the various sources contributing to its implementation (Government, NGOs, local government, community-based organizations, the donors) towards the national focal point for capitalization and reporting, (2) mapping the seven priority action domains identified in the NAP onto the four strategic axes of the CSLP to ensure the funding of UNCCD-related activities through the CSLP as the privileged channel for external development resources mobilization. The recommendations of this study in the form of an operational implementation plan for the NAP, endorsed by a national workshop involving all the stakeholders, came at the best moment to be taken into account in the revised version of the CSLP.

Thus the new version of the CSLP, whose initial priority domains were limited to four items (Basic education, Health, Drinking water, Rural development and Food security) was extended to include five more (HIV/AIDS, Environment and sanitation, Public security, Small and medium sized enterprises, and Capacity building and new ICTs). This revised version of the CSLP was the object of a round table convened in Ouagadougou in March 2004 during which the donor community announced its level of contribution to support the Government's efforts to combat poverty and promote economic growth. Thus, the principle of funding the UNCCD NAP of the country through this channel was achieved. The global amount of financial resources announced during the round table was around US\$ 170 million.

Potential challenges and obstacles linked to the mainstreaming of the NAP

The experience of Burkina Faso in mainstreaming the NAP is at its beginning. The time has been too short to draw conclusions. Nevertheless it can be observed that this approach is promising provided that the following conditions are met:

- The force of the mainstreaming is in its capacity to create an environment whereby all the stakeholders in the struggle against desertification are aware and motivated to work together towards the same goal, no matter what institution they belong to. The other force is that the uncertainty of commitment on the side of the donors is removed, or at least reduced to a negligible level, allowing good performance to be reached in the implementation of the UNCCD objectives, in good conjunction with the other development programmes.
- The challenge of achieving widespread awareness is a great one, due to the fact that, in the context of Burkina Faso, particularly in the Administration, institutional barriers generally affect the effectiveness of cooperation towards a common goal. A strong and regular campaign of sensitization, and training sessions for acquainting the other actors with the objectives of the UNCCD, the content of the NAP, and its operational implementation plan are critical to the contribution of the other actors external to the NCB's ministry. A series of memoranda of understanding between the NCB and the contributing agencies, defining the nature of contribution, the time frame and, where applicable, the resources to be made available, are necessary. Another aspect linked to this synergy-building approach of the NAP mainstreaming, seen from the angle of

the NCB and its national focal point, is the fact that the latter are used to managing resources on their own, for projects totally under their control. Putting them in a position where they have to play a coordination role, involving contributors not necessarily under the same ministry, or even the same sectoral background, is a challenge. The staff responsible for these functions need to be trained, particularly in contract management (negotiation, formulation, follow-up, evaluation and reporting).

- Looking at the commitment of the donor community, two main challenges appear: How to influence their own strong link to their institutional visibility, and how to solve their difficulties in managing a fragmented financial support. The failure to make the FND an operational funding mechanism for the NAP is essentially due to difficulties encountered by some donors in adapting themselves to the legal status of the Fund (associative status). But it is also known that the common denominator of their concerns is the fact that contributing to such a fund removes the possibility for them to show tangible results pertaining to the visibility of their respective institutions in the country. The lack of flexibility in some donors' preferences and funding mechanisms cannot be influenced by the Government. It is only with the completion of concrete cases of financial agreement for UNCCD-related activities through the CSLP priority action plan that the Government will find out whether or not the expected flexibility is prevalent. The NAP, as mentioned earlier, is targeting actions at the local community level. If the donors do not contribute to the FND, then they will have to fragment the financial resources allocated if they want to meet the need of the NAP at the community level. Most of them are not prepared for a micro management of their resources. So the possibility remains that some of the donor agencies continue to choose their preferred part of the country and to use procedures which do not allow the Government to apply the principle of levelling the regional disparities. However, a pilot project called the Canadian Fund for Assistance in the Implementation of the UNCCD generated, between 1997 and 2002, many positive results that should be used as examples of potential solutions for most of the funding and operational issues.
- In operational terms, one of the challenges is agreement on the monitoring and evaluation mechanism to conduct the implementation of the NAP. Very little progress was made in this area by Burkina. A particular effort should be put into the building of consensus on the various indicators to use for monitoring progress and a real mechanism should be put in place to apply these in an operational environment. Another challenge worth mentioning is the efficiency of the local NGOs and CBOs. Some of these have been set up indirectly by political leaders to strengthen their influence, and they do not always meet the requirements of "independence", "legitimacy" and "representation" of the rural populations. This creates many problems in the field of synergy building around the NAP where leadership interests tend to take over coordination interest.

Conclusion

The lack of an adequate funding mechanism has been the main source of delay in the implementation of the NAP in Burkina Faso. The classic model proved to be not efficient enough. The concomitant development of the CSLP and the NAP did not allow full integration of the latter in the strategy of the former, on the basis of the strong correlation between poverty and land degradation and desertification. Thanks to the efforts of the Global Mechanism, Burkina Faso could develop a mainstreaming mechanism in the form of an Operational NAP Implementation Plan whereby synergy is built around the NAP through the poverty reduction strategy, involving all the stakeholders whose UNCCD-oriented activities are capitalized under the NCB coordination. In addition, the PRSP (CSLP in Burkina) through its priority action plan is used as the framework for channelling adequate funding that will be redistributed for UNCCD-oriented activities as provided for in the NAP. This was possible by mapping the seven NAP priority domains onto the four strategic axes of the CSLP.

Although no concrete examples of NAP implementation activities following this new approach are yet available, the fact that there is a consensus between the Government and the donor community on this approach is a great achievement. Challenges remain, however; they are mostly of an operational nature, and solutions do exist.

附件三

UGANDA'S POVERTY ERADICATION ACTION PLAN

Introduction

Since 1997, Uganda has been implementing a Poverty Eradication Action Plan (PEAP), the country's Poverty Reduction Strategy Paper (PRSP). The PEAP is an overarching strategic planning and development framework, focusing on policies addressing both causes and manifestations of poverty and guiding planning and programming of social and economic development. It has been implemented under decentralized governance through sector-wide assistance programmes (SWAPs) developed by relevant sectors. The Government gives priority to programmes that have direct and positive implications for the PEAP and hence the PEAP enjoys all-round political goodwill. The first PEAP, prepared through a consultative process with a wide range of stakeholders, was extremely influential in guiding the preparation of sectoral plans and investment programmes, improving the focus of the Government's three-year rolling Medium Term Expenditure Programmes (MTEF), and thereby helping to achieve substantial reductions in the number of Ugandans living in absolute poverty. Its output revolved around four interrelated themes, referred to as "pillars", under which sectoral plans and programmes were developed and implemented. The four pillars are:

- (a) Fast and sustainable economic growth and structural transformation;
- (b) Good governance and security;
- (c) Actions which directly increase ability of the poor to raise their incomes; and
- (d) Actions which directly improve the quality of life of the poor.

The PEAP is not merely a set of activities to address the poorest members of the economy. It is a strategy for the nation as a whole, aimed at improving the welfare of all Ugandans as well as eradicating poverty. It focuses on policies that address causes as well as manifestations of poverty. While the PEAP has gained substantial achievements, there are challenges affecting its implementation and impact. These have called for revision based on identification of incremental actions to address the challenges and for incorporating emerging issues and new developments.

The revision started in 2003 with the formation of a number of Sector Working Groups (SWGs) that included, *inter alia*, one each on water, agriculture and environment and natural resources (ENR). Under SWGs, ad hoc Task Teams/Forces (TT/TF) were established to handle specific sub-sectoral themes.

The revision broadened the focus of the 1997 PEAP to address issues in indirectly poverty-reducing areas. The 1997 PEAP focused in particular on directly poverty-reducing areas as those that most urgently needed attention. The draft PEAP, which is before the Cabinet, has the following "pillars": economic management, production, competitiveness and incomes, security, conflict-resolution and disaster-management, governance and human development.

The national action plan to combat desertification

The UNCCD came into force in 1996 and Uganda ratified it in 1997. Subsequently a secretariat, known as a focal point, was established in the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) to coordinate implementation of the Convention. To date, the secretariat has developed the NAP, which constitutes the strategy for implementation, proposed establishment of a Uganda National Fund to Combat Desertification and prepared the Roadmap for Resource Mobilization, outlining *inter alia* thematic and resource gaps, for implementation of the NAP. In its effort to expedite implementation of the UNCCD, the Government developed an Integrated Drylands Development programme (IDDP) as the vehicle for implementation of the NAP.

Mainstreaming the NAP into the PEAP

Implementation of the 1997 PEAP in different agro-ecological zones evoked much slower responses in the drylands than elsewhere and its impact on the NAP was tangential. External factors, especially the initial situation and systemic impediments unique to the zone, which became masked by the standardized approaches, seem to have been responsible. These external factors are closely linked to the crosscutting issues challenging the PEAP (vide paragraph 3 above), which are so manifest in the drylands. The PEAP revision presented a window of opportunity to raise the political profile of drylands issues in general and the NAP in particular to undertake affirmative action to remove the economic and social disparities and disadvantages suffered by the dryland communities, to ensure sustainable use and conservation of the natural resources and to reduce vulnerability of the resident communities to natural and social risks and shocks. There is also an additional opportunity to position the NAP in a policy framework with committed resources for implementation. The inherent synergies, co-benefits and potential for programmatic rationalization across sectors and conventions such as the UNCCD, the UNFCCC and the CBD cannot be over-emphasized.

Mainstreaming was done by an ad hoc multi-disciplinary TT, which worked as a subgroup of the ENR-SWG and agriculture SWG. The thrust of the methodology revolved around the study of the relevant documents to identify key issues and programmes for mainstreaming the NAP into the PEAP. A comparative diagnostic tool was also applied to the PEAP, NAP, output from other relevant SWGs and IDDP to tease out gaps to be included in the revised PEAP. The gaps, issues and programmes so identified were presented to the ENR-SWG and agriculture SWG (see table below). Outputs from other relevant SWGs (water, energy, forestry, wildlife) were also reviewed and their texts revised to reflect well the issues and gaps identified by the TT. The TT then lobbied relevant decision-making centres to ensure that the issues will be reflected in the final PEAP document.

Mainstreaming the NAP into the PEAP was biased towards frontline actions capable of tackling the unique problems of the drylands, unveiling the full potential of the area to contribute to national development, enabling local communities to live better lives like their counterparts in other parts of the country and generating internal dynamism that can make drylands more responsive to national development processes such as the PEAP. In this regard, a four-pronged set of responses was proposed. These include the following:

- Programmatic response - frontline activities embodied in the IDDP;
- Policy and legislative response - developing and issuing a policy on soils and water conservation and a policy for rangeland development. It is proposed to buttress the policies with a comprehensive, albeit enabling, legislation on soil and water conservation to replace the Soil Conservation Ordinance (Non-African Land) of 1958 (Cap. 245);
- Institutional response - establishing a Rangeland Development Centre to conduct research on rangeland development issues. Generation, distribution and sharing of information, lessons learned and related experiences, knowledge creation and refresher training will be the hallmark of this centre; and
- Financial responses - a two-pronged approach, first to create an “endowment fund” for long term funding of NAP implementation, and fundraising to finance the IDDP and related programmes.

The foregoing constitute affirmative action and targeting in favour of the drylands, which have endemic land degradation and are threatened with desertification. Affirmative action will not only unmask the potential of these areas to play their rightful role in the national economy, it will also make the resident communities less vulnerable and more able to cope with drought and its vicissitudes and will offset the attendant social and economic costs. These justify a case for fiscal support and investment; suffice it to note that inaction will imply continued stress and perpetuation of endemic poverty in these areas, exacting a premium on the economic progress of the entire country.

Concluding remarks

Since Government and donors give priority to sectors, programmes and projects which contribute to poverty reduction, there is increased competition to get explicit mention in the PEAP. Advocacy to this effect can be a real challenge for a UNCCD focal point if he/she is not supported by the appropriate internal political backing and effective interest of developed country Parties to the UNCCD.

Table: NAP PRIORITIES IN RELATION TO PEAP PILLARS

NAP PRIORITY AREA	PEAP PILLARS			
	Economic growth and structural reform	Good governance	Increased ability of the poor to raise their incomes	Enhanced quality of life of poor
Information generation, exchange and dissemination	<ul style="list-style-type: none"> a) collection and analysis of data on drought and desertification as an integral part of better information about economic opportunities in all sectors b) as a component of information on social, physical, and human infrastructure for economic growth 	<ul style="list-style-type: none"> a) an integral element of disaster management b) information for good environmental governance 	<p>As part of ensuring access to information on:</p> <ul style="list-style-type: none"> a) advisory services and markets b) appropriate technology c) productive assets d) infrastructure and employment opportunities; e) sustainable natural resource base f) coping mechanisms for temporary shocks 	<p>As part of information on:</p> <ul style="list-style-type: none"> a) promoting education and literacy b) promoting better health c) increasing access to information d) adequate sanitation e) empowerment
Awareness raising and training	<ul style="list-style-type: none"> a) macroeconomic policy formulators must be sensitized about issues of drylands b) training in the economics of land degradation 	<ul style="list-style-type: none"> a) good governance includes sustainable management of natural resources b) seminars on the promotion of accountability should include dryland issues 	<ul style="list-style-type: none"> a) awareness of appropriate patterns of resource use b) appropriate policies for resource users c) awareness of an enabling institutional environment for resource users 	<ul style="list-style-type: none"> a) part of literacy campaign b) part of HIV/AIDS awareness raising c) investment opportunities in dryland areas
Water development, management and conservation	Sustainable economic growth is premised on appropriate patterns of resource use, such that this priority area is a key element of creating an enabling environment for rapid and sustainable economic growth	As part of respect, protection and promotion of human rights and equity	As a component of natural resource utilization and management	As part of water and sanitation
Land management	<p>As part of:</p> <ul style="list-style-type: none"> a) the roles of agriculture, utilities, manufacturing, mining and services b) improving infrastructure for private sector development 	As part of conflict management, prevention and resolution	<p>As part of:</p> <ul style="list-style-type: none"> a) access to productive assets b) increasing returns through better resource use 	As part of appropriate land tenure system
Afforestation and agro-forestry	As part of agriculture, livestock, fisheries and forestry	As an element of disaster management	<p>As an element of:</p> <ul style="list-style-type: none"> a) increasing returns through better resource use 	As part of housing and domestic energy

NAP PRIORITY AREA	PEAP PILLARS			
	Economic growth and structural reform	Good governance	Increased ability of the poor to raise their incomes	Enhanced quality of life of poor
			b) increasing the incomes of the disadvantaged	
Development and use of alternative energy sources	As an element of improving infrastructure for private sector development	As part of disaster management	As a component of: a) increasing returns through better resource use b) expanding employment opportunities (e.g. rural electrification) c) micro and small-scale enterprises	As an element of housing and domestic energy
Institutional support to NAP	As part of: a) roles of agriculture, utilities, manufacturing, mining and services b) focusing public expenditure on poverty-eradication/reduction c) expanding markets d) removing institutional constraints e) human capital	As part of: a) administration of justice b) planning, decentralization and democratization c) public administration and service delivery d) peace and conflict resolution e) partnership with NGOs	As part of: a) access to productive assets b) increasing returns through better resource use c) increasing returns through improved access to markets d) micro and small-scale enterprises	As part of: a) functional adult literacy b) housing and domestic energy
Marketing systems and infrastructure	As part of: a) increasing the efficiency and equality of the tax regime b) expanding markets c) removing institutional constraints d) improving infrastructure for private sector development e) entrepreneurship	As part of: a) administration of justice institutions b) peace and conflict management c) democratization and openness d) empowering communities	As an element of increasing returns through improved access to markets	As part of: a) improving service delivery b) family planning and reproductive rights

NAP PRIORITY AREA	PEAP PILLARS			
	Economic growth and structural reform	Good governance	Increased ability of the poor to raise their incomes	Enhanced quality of life of poor
Community initiatives and alternative livelihood systems	As part of: a) increasing the efficiency and equity of the tax regime b) focusing public expenditure on poverty eradication/reduction c) expanding markets d) removing institutional constraints e) improving infrastructure for private sector development f) human capital	As an element of: a) justice, law and order b) peace and conflict resolution c) respect, protection and promotion of human rights and equality d) empowerment e) decentralization and democratization	As part of: a) access to productive assets b) increasing returns through improved access to markets c) increasing returns through better resource use d) expanding employment opportunities e) micro and small-scale enterprises f) increasing the incomes of disadvantaged groups	As part of: a) improved social services delivery b) psycho-social support for disadvantaged groups c) family planning and reproductive rights d) water sanitation e) primary and secondary education f) functional adult literacy g) housing and domestic energy
Laws and policies	As an element of: a) providing a stable macroeconomic environment b) increasing the efficiency and equity of the tax regime c) prudent debt management d) focusing public expenditure on poverty eradication/reduction e) expanding markets f) removing institutional constraints g) improving infrastructure for private sector development h) human capital	As a component of: a) justice, law and order b) peace and conflict resolution c) decentralization and democratization d) public information e) respect, protection and promotion of human rights	As part of: a) access to productive assets b) increasing returns through improved access to markets c) increasing returns through better resource use d) expanding employment opportunities e) increasing the incomes of disadvantaged groups	As part of: a) improving delivery of social services b) psycho-social support for disadvantaged groups c) family planning and reproductive rights d) housing and domestic energy

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