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**MAINSTREAMING OF NATIONAL ACTION PROGRAMMES AND THEIR  
CONTRIBUTION TO OVERALL POVERTY ERADICATION**

**EXECUTIVE SUMMARY**

Two different but parallel and sometimes overlapping processes have characterized the assessment of poverty and land degradation in arid, semi-arid and sub-humid regions: the national action programme (NAP) under the United Nations Convention to Combat Desertification (UNCCD) and the poverty reduction strategies that in many countries culminate in the World Bank-gearred Poverty Reduction Strategies and Strategy Papers (PRSPs). These two processes are most effective in dealing with resource and poverty issues, if they are mainstreamed one with the other. The mainstreaming of the NAP into the PRSP will have a welcome integrating impact on sectoral strategies, will upscale the UNCCD advocated approaches and allow stronger focus on the environment/poverty nexus. The results of mainstreaming can materialize in the sharper development of pro-poor investment in most affected rural areas. This investment will provide environmental sustainability and improvement in economic well-being. Some countries have already embarked on this mainstreaming.

This paper details the needs, processes and benefits of mainstreaming in addressing poverty and extreme poverty in the affected countries. Recommendations suggest how this integration can be achieved, and outline the steps needed for all parties, including the NAP focal points, the PRSP process, the agencies, the affected countries and the developed countries, both individually and in the partnerships which need to be developed to deal with poverty reduction in environmentally degraded areas.

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## LIST OF ACRONYMS

CAS	Country Assistance Strategy
CBD	Convention on Biological Diversity
CBO	community-based organization
COP	Conference of the Parties
CRIC	Committee for the Review of the Implementation of the Convention
CSLP	Cadre stratégique de lutte contre la pauvreté
ENR	Environment and natural resources
FND	Fonds national de lutte contre la désertification
GEF	Global Environment Facility
HIPC	Highly Indebted Poor Country
IDDP	Integrated dryland development programme
IMF	International Monetary Fund
MDG	Millennium Development Goals
NAP	national action programme
NCB	national coordinating body
NGO	Non-governmental organization
NRM	Natural resources management
PEAP	Poverty Eradication Action Plan
PER	Public Expenditure Review
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PTF	Partenaires techniques et financiers
RAP	regional action programme
SRAP	subregional action programme
SLM	Sustainable Land Management
SWAP	Sector-Wide Assistance Programme
SWG	Sector Working Group
TT	Task team
UNCCD	United Nations Convention to Combat Desertification
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
WSSD	World Summit on Sustainable Development

## I. INTRODUCTION

1. Since the first World Conference on the Environment (Stockholm, Sweden, 1972), the issue of desertification and drought has been on the world's agenda. However, it was not until 1994, as a follow-up to a resolution at the 1992 United Nations Conference on Environment and Development (UNCED), that the UNCCD was adopted; it subsequently entered into force in 1996.

2. The Convention was significantly different from previous conventions on the environment. While addressing a problem of the physical environment, it recognized from the first paragraph that this was a people-centered problem and that the Convention was dealing with the combined well-being of people and environment in areas subject to desertification. This central focus was reflected in the guidelines for NAPs, which emphasized the role of partnerships in mitigation programmes and “the effective participation at the local, national and regional levels of non-governmental organizations (NGOs) and local populations both women and men, particularly resource users, including farmers and pastoralists, and their representative organizations, in policy planning, decision-making implementation and review of NAPs and which require regular review of, and progress reports, on the implementation.”<sup>1</sup>

3. The UNCCD secretariat, which was set up to administer and promote the Convention, has followed through by supporting some 70 NAPs; it has convened six Conferences of the Parties (COPs) and has serviced two committees, a Committee for the Review of the Implementation of the Convention (CRIC) and a Committee on Science and Technology (CST). The World Summit on Sustainable Development (WSSD) (Johannesburg, South Africa, 2002) recognized the potential of the UNCCD to combine environmental protection, socially and economically viable land use and the fight against poverty, thus contributing to the realization of the Millennium Development Goals (MDGs) (especially Goals 1 and 7) and also to be an important component of the implementation of the WSSD.

4. As part of a review of the World Bank and of the International Monetary Fund (IMF) goals and objectives and as a lead-up to the WSSD, the agencies introduced a new framework for country-based analysis, the PRSP. The PRSP was designed to be a central part of the World Bank's Country Assistance Strategy (CAS) and became a prerequisite for assistance to many countries.

5. The PRSPs were designed to provide a framework for domestic policies and programmes to reduce poverty in low-income countries, as well as to provide these countries with development assistance. They were meant to be country driven, but involving a wide range of domestic and external partnerships, and to move the principles of the Comprehensive Development Framework into plans and actions on the ground.<sup>2</sup>

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<sup>1</sup> United Nations Convention to Combat Desertification in those countries experiencing serious drought and desertification, particularly in Africa.

<sup>2</sup> World Bank (2002), *Source Book for Poverty Reduction Strategies*. Vol. 1. Core Techniques and Cross Cutting Issues, p. 5. The World Bank, Washington, D.C.

6. Like the UNCCD, the World Bank mission statement includes the goal to: "...help people help themselves and their environment by allocating resources, sharing knowledge, building capacity and forging partnerships of the public and private sectors."<sup>3</sup>

7. The emphasis on poverty reduction strategies was endorsed by the WSSD and the Millennium Development Goals (MDGs).<sup>4</sup> Some 75 per cent of the world's poor live in rural areas, and as the World Bank is also concerned with the urgent need to "integrate environmental considerations into poverty alleviation and development strategies,"<sup>5</sup> the potential and the need for linking NAPs and PRSPs is obvious. How this might be accomplished is the purpose of this document, based on a thorough analysis of these two processes on the one hand, and, on the other, drawing on mainstreaming initiatives taken in the field by a few countries in Africa, in particular Burkina Faso, Uganda, Tanzania and Rwanda.

8. This document was prepared with the assistance of Leonard Berry, André Bassolé, Jones Ruhombe, Jennifer Olson and Lakhdar Boukerrou.

## II. MAGNITUDE OF LAND DEGRADATION AND ITS IMPACT ON PEOPLE AND THE ENVIRONMENT

9. Land degradation, primarily desertification and deforestation, directly affects more people than any other environmental problem. Land degradation is usually the result of unsuitable land use plus conflict and competition among land users which leads to short-term unsustainable land management decisions. Land degradation affects over two billion people globally with environmental and economic refugees increasingly posing a serious challenge to many countries.<sup>6</sup> Land degradation has affected some 1,900 million hectares of land worldwide. In Africa, an estimated 500 million hectares of land have been affected by soil degradation, including two thirds of the region's productive agricultural land.<sup>7</sup> Land degradation is now thought to affect two thirds of the total cropland and one third of the pastureland of Africa. About three quarters of these degraded lands lie in dryland regions.<sup>8</sup>

10. Dryland desertification is characterized by a general decline in ecosystem services,<sup>9</sup> including reduction of land cover, loss of carbon and greater volatility of water systems causing increased water scarcity for people, animals, crops and the environment. Typical trends are: inappropriate and unsustainable transfer of rangeland to cropland, shifts from grassland to shrub, increasing soil erosion, deforestation, loss of biodiversity and increasing salinization of irrigated lands.

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<sup>3</sup> World Bank (2000), *Towards an Environmental Strategy for the World Bank Group*. Progress Report Discussion Draft. The World Bank, Washington, D.C.

<sup>4</sup> World Bank (2002), *Source Book for Poverty Reduction Strategies*. Vol. 2. Macroeconomic and Sectoral Approaches, p. 67. The World Bank, Washington, D.C.

<sup>5</sup> World Bank (2000), *Guidelines for Joint Staff Assessment of a Full Poverty Reduction Strategy Paper*, p. 3. The World Bank, Washington, D.C.

<sup>6</sup> GEF Council (2004), GEF/C.24/6.

<sup>7</sup> UNEP (2002), *Global Environment Outlook 3*. Past Present and Future Perspectives.

<sup>8</sup> Scherr, Sara. (1999), *Soil Degradation: A threat to developing-country food security in 2020?* Food, Agriculture and the Environment Discussion Paper 27, International Food Policy Research Institute, Washington, D.C., February.

<sup>9</sup> Ecosystem services are those services provided by the natural environment which are essential for human life, such as energy services (water power and wood and charcoal fuel), clean air and water and biodiversity (forest and vegetation) products.

### A. Links with poverty

11. In general, poverty has a rural face; at current trends the percentage of poor in rural areas will not fall below 50 per cent before 2035.<sup>10</sup> In poor countries the emphasis on rural poverty is even greater than global averages. In Burkina Faso, Mauritania, Bolivia and Nicaragua, for example, rural poverty is more than two thirds of all poverty. Rural poverty has direct links with land and natural resource degradation; degradation results in poverty and in many cases poverty makes remediation of natural resources very difficult. In dryland areas, these interactions are intensified by the variability in year to year rainfall, reducing food security. Sustainable livelihood systems capable of dealing with these risks and uncertainties, including nomadism, are needed in these areas.

12. Furthermore, in many countries a component of urban poverty may be a consequence of land degradation. Studies in diverse areas from West Africa to Mexico show that land degradation results in migration either to large cities or internationally, where many of the migrants become urban poor.<sup>11</sup>

13. In marginal rural areas people tend to rely on ecosystem services for their livelihoods, which can lead to: (1) a high risk environment for households, given their vulnerability to climatic fluctuations, plant and animal disease, price fluctuations, and macroeconomic policy shifts (for example, devaluation, interest rates and so forth), (2) seasonal incomes and food supply, (3) heterogeneous agricultural production and investment strategies, and (4) limited growth opportunities, given the low and relatively inelastic demand for food products as national incomes rise. These marginal rural areas are often characterized by low population densities and geographic constraints, which have led to high transaction costs and reduced access to physical and social infrastructure, an informal economy, cultural and linguistic differences which have often led to a limited voice in decision-making processes, and an important role for women in the economy that is often not recognized.

14. The arid, semi-arid and dry sub-humid areas of Africa and Asia are among the most affected, though areas of the Latin America and the Caribbean also have severe impacts. The impact of this degradation has regional and global consequences, including increased severity of dust and sand storms and the estimated degradation of more than 230 million tons of carbon each year. It also exacerbates the magnitude and consequences of costly natural catastrophes (floods and landslides, fires or sandstorms) that harshly affect the poor. The links of dryland degradation with poverty are clear at the regional, national and local levels.

### B. Rural economy and environmental sustainability

15. While the focus of the poverty-environment nexus in drylands is on the natural resource base, a number of factors are important for understanding the specifics of this interaction. Among the most important are: security of land tenure and rights of access by the poor, economic incentives for sustainable investment in land management, degree of inclusion of the poor in decisions affecting resource policies, local institutional capacity and availability and cost of sustainable production technologies. Also, macroeconomic and sectoral policies influence the environment-poverty interactions by shifting these factors.

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<sup>10</sup> Ravillion, Martin (2000), *On the Urbanization of Poverty*. The World Bank, Washington, D.C. Processed.

<sup>11</sup> Leighton, Michelle (1999), *Environment Degradation and Migration. Drylands, Poverty and Development*. Proceedings of the 15 and 16 June 1999 World Bank Round Table. The World Bank, Washington, D.C.

Macro policy has diverse impacts on different groups of poor people, the environments they use and their scope for positive adaptation.

16. Meanwhile, the experience of many degradation mitigation programmes is that techniques and policies to reduce degradation are not scale neutral (e.g., farm size affects the profitability of a proposed practice) nor have a neutral societal effect (e.g., policies affect male and female headed households differently). The differential impact of proposed techniques and policies on segments of society, particularly the poor, must thus be considered. Techniques to reduce degradation are rarely maintained by poor farmers after programmes end, unless the practices do not risk production within the existing farming system, and result in reliable income gains that offset the cost of the practice. Reducing both poverty and land degradation may require strategic investment and the stimulation of secondary and tertiary activities, particularly those using primary products as raw materials.

17. Pro-poor rural growth and investment is often the most effective way of achieving environmental sustainability.

### C. Relation to Millennium Development Goals

18. The MDGs were established to bind countries to doing more to fight against poverty, illiteracy, hunger, lack of education, gender inequality, child and maternal mortality, disease and environmental degradation. The goals offer the world a means of accelerating the pace of development and of measuring results.

19. Of the eight MDGs, land degradation and rural poverty are central to two goals and have implications for several others. Goals 1 and 7, eradicating extreme poverty and hunger and ensuring environmental sustainability are the core of the land degradation/rural poverty nexus. Goals 2 to 6 are important components of creating viable sustainable rural communities, and Goal 8, developing a global partnership for development, is a central part of the thrust of this paper.

20. The mainstreaming of the NAPs into the PRSP process will allow a direct approach to the MDGs, especially in rural areas subject to land degradation. Of the 1.2 billion people living in poverty, at least 800 million are in areas affected by environmental degradation.

### **III. UNCCD POTENTIAL FOR LAND-BASED SYNERGIES BETWEEN THE RIO CONVENTIONS**

21. The three Rio conventions, the Convention on Biological Diversity (CBD), the United Nations Framework Convention on Climate Change (UNFCCC) and the UNCCD have all directed attention to core global environmental problems. Of the three, the UNCCD directs the most specific attention to the people/environment nexus. In fact, it addresses the issues of integration/flexibility, preventive action, partnerships, and participation in the specifications for NAP.<sup>12</sup> The programmes were also encouraged to include high pro-poor potential measures such as:

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<sup>12</sup> UNCCD, Convention text, article 10.

- Establishment and/or strengthening, as appropriate, of food security systems, including storage and marketing facilities, particularly in rural areas;
- Establishment of alternative livelihood projects that could provide incomes in drought prone areas;
- Development of sustainable irrigation and water supply programmes for both crops and livestock.

22. The CBD and the UNFCCC address the status and trends of the global natural resource base and in the drylands of the world interact with the UNCCD. Maintenance and restoration of biodiversity is an important component and/or by-product of better integrated natural resource and sustainable land management. Climatic change has many drivers and many impacts, but land-use change and natural resource management in dry areas are factors in climate change. Climate change has major consequences for sustainable land management in drylands. The role of sustainable land management in reducing loss of carbon and enhancing carbon retention, as well as reducing albedo, is an important contributing factor in climatic change.

23. NAP-related land-based integrated approaches can bring a win-win approach for all conventions, as the combined efforts can be mainstreamed in PRSPs and Development Assistance Frameworks. The goals of the three conventions can be addressed through the development of NAP-induced programmes consistent with the use of the ecosystem and landscape approaches and the need to maintain or restore ecosystem services, notably in areas occupied by vulnerable lower income groups.

24. As the world addresses poverty issues, in the context of environmental sustainability, the UNCCD-related new Operational Programme (OP) of the Global Environment Facility (GEF) on Sustainable Land Management (SLM) can definitely enhance the potential for the three conventions to work together at the regional, national and local levels to the benefit of both the environment and society, especially the poor.

#### **IV. NATIONAL ACTION PROGRAMMES**

##### **A. Goals and objectives**

25. The basic objective of the NAPs is to identify factors that contribute to degradation and desertification, and to identify measures to combat and/or mitigate the effects of drought. They are thus to provide baseline information upon which to formulate strategy, framework for action, policies and programmes. Policy, plans and programme recommendations to Governments are an integral component of NAPs as well as the identification of the need for technical support and to define the investments required.

26. The Bonn Declaration (2000) (decision 8/COP.4) identified strategic areas for action at all levels in accordance with national plans and priorities and also agreed to concentrate efforts on areas identified at the national level including the promotion of traditional knowledge, the promotion of appropriate environmental education, and the enhancement of cooperation with institutions and organizations dealing with development policies and programmes to eradicate illiteracy and the development of capacity building in affected areas.

27. A signature of the NAPs is that the framework used to derive policy recommendations and programme designs is to be participatory and integrated. There is to be a continuous, ongoing iterative process of consultation with multiple stakeholders. A national coordinating body is often formed to lead this effort; however, the location of the focal point varies from one country to another. The stakeholders participating in the process should include a wide set of actors and institutions, including those from various ministries, public agencies, non-governmental organizations (NGOs), community-based organizations (CBOs), academic institutions, the private sector, regional and local authorities and the media. Ideally, NAPs examine and address issues cross-sectorally.

28. During the process, key issues are to be identified and a consensus built around how to address them. Political support for the programmes and the harmonization of the programmes with other plans and policies would evolve during the consultative process. Funding for the proposed initiatives would then be sought internally in the budget process and externally from a variety of national and international sources.

29. In their national reports, which are an integral part of the ongoing process, affected countries report to the UNCCD secretariat their progress in implementing measures to combat land degradation and desertification, including its socio-economic dimensions.

#### B. How NAPs might be reinforced to maximize their impact on the Poverty Reduction Strategy Papers

30. NAPs are in principle well articulated to merge into the PRSP process. They can do so most profitably in those least developed countries whose drylands ecosystems are under threat of drought and desertification. They are people oriented, participatory and focused on action. There is a strong link between the principles of the convention, the concept of the NAP and the goals of the PRSP.<sup>13</sup>

31. Some aspects of the NAP process that could be strengthened to better target and design effective pro-poor programmes and plans include:

- An institutional mechanism by which the NAP can be supported at a higher level than in most current government structures. This implies the focal points' being directly involved with decision-making and vested programme implementation authority;
- Detailing NAP implementation modalities in a manner such that priority actions can be captured by regular local and frontline planning and programming processes;
- Regional focusing and targeting of NAP priorities to elicit affirmative action at the national level. Current NAPs tend to be geographically neutral and this can mask the special needs of the vulnerable areas;
- Aligning NAPs explicitly with national environment programmes such as National Environment Action Plans (NEAPs) and statutory environmental arrangements to harness the considerable political goodwill and general awareness at the country level that followed the United Nations Conference on Environment and Development (UNCED);

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<sup>13</sup> Holtz, Uwe (2003), *Poverty reduction strategy papers and country strategy papers and their relationship with the combat against desertification – role of parliaments*. Bonn.

- A greater emphasis and a common approach to identify the root causes, location and severity of degradation within the country, in order to accelerate the channelling of investment to spatially integrated grassroots programmes;
- An integrated assessment approach to provide local data that can be employed during initial decision making regarding where to invest to combat degradation and later employed as baseline data to monitor the impact of plans and policies. Scientific methods using globally existing data are available to conduct a rapid assessment.<sup>14</sup> A few countries already use this approach;<sup>15</sup>
- A cost assessment of the effects of degradation on the household and community, and at regional and national levels. The use of other environmental and socioeconomic information to complement this analysis. Newly available databases and methodologies can be adapted for this purpose;<sup>16</sup>
- A monitoring process using the baseline data collected above and other information to identify the effect of implemented policies, plans and programmes on land management, land degradation and poverty.

32. For an effective mainstreaming of the NAPs into the PRSP process, the focal points can establish a UNCCD reference matrix that would, *inter alia*:

- Identify poverty/land degradation linkages/nexus in place as well as in concept. If the NAP and PRSP already exist, integrate NAP activities onto PRSP specific objectives; if necessary, review the PRSP to extend its specific objectives to cover environmental issues, especially land degradation;
- Identify policy issues at national and local government levels raised in the PRSP and NAP mapping process and make these a part of ongoing objectives. Address directly SLM issues identified in the NAP/PRSP mapping process at the programming level;
- Develop a cross-sectoral approach to poverty-environment issues based on a strong institutional framework. This could lead, for example, to inter-sectoral working groups, integration of NAP-supporting manpower into traditional sector institutions, integration of poverty-environment issues into agricultural and other sectoral planning, and/or providing input into the governmental budgeting process. A successful integration would require an adjustment to how finances are distributed and monitored, and how results are evaluated;
- Combine in the PRSP an economic sector analysis approach with a place-based SLM approach. This should identify the priorities for local and sub-locally based projects and activities, which reduce rural poverty by promoting pro-poor rural economic growth with an emphasis on SLM and supporting service and marketing activities, and which support the development of community-based

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<sup>14</sup> The use of remotely sensed data for land degradation assessment has been used in Afghanistan, Senegal, China and elsewhere.

<sup>15</sup> Food and Agricultural Organization of the United Nations/Land Degradation Assessment in Drylands (FAO/LADA) is developing pilot activities in three countries.

<sup>16</sup> For example, the Global Poverty Mapping Project of the United Nations, World Bank, World Resources Institute and Consultative Group on International Agricultural Research has developed a methodology and is in the process of developing a spatial database of poverty-related variables in African countries. The process produces maps of these variables at relatively fine scales that can be analyzed with other data including land degradation data (see <http://projects.wri.org>). Indicators of degradation and poverty have been proposed in several studies. Several integrated approaches have been developed to identify the root causes of degradation including the UNEP-GEF Land-use Change Impacts and Dynamics (LUCID) project ([www.lucideastafrica.org](http://www.lucideastafrica.org)) and the sustainable rural livelihoods framework.

- integrated SLM – or *gestion des terroirs* approach - and water management activities as well as rural based alternative livelihoods;
- Monitor through the national report process and evaluate NAP and PRSP activities, especially those relating to desertification and land degradation prevention.

33. It is critical that this analytical approach as well as a consequent monitoring and evaluation process be supported by NAP-related capacity building initiatives. A well designed and robust information system would provide useful information to decision makers involved in the PRSP process.

## **V. POVERTY REDUCTION STRATEGY PAPERS**

34. The PRSP process evolved out of a growing concern by the World Bank, donor countries and other development agencies that the underlying poverty in much of the world has not been directly addressed and that as the MDGs were articulated there was a need to meet this challenge directly. The primary objective of the PRSP process is to reduce poverty in low income countries.

35. The PRSP was closely linked with the CAS of donors and, though country driven, was meant to be used as a guide to assistance priorities (see box 1: Rwanda). The World Bank general guidelines for a poverty reduction strategy are outlined in figure 1.

36. A focus of the PRSP is the definition of poverty, an analysis of the root causes, and the development of plans/programmes and investment partnerships to initiate poverty reduction objectives. While a component of urban poverty is related to land degradation and migration, the major links between the PRSP process and the NAP occur when there is a focus on rural poverty. World Bank PRSP guidelines for an assessment and response to rural poverty advocate “a holistic, cross-sectional approach to rural poverty reduction”. The PRSP builds on the organizing framework of the “sustainable livelihoods” approach and covers human, natural, financial, knowledge and social capital assets, as well as options for risk management.

37. The PRSP process is intended to be country driven with widespread cross-sectoral participation in its generation. PRSPs have, in general, involved a cross-sectoral and participatory approach, including in a number of cases in-country regional discussions which engaged local communities.

### **Box 1. Rwanda Case Study: National Action Programmes and Poverty Reduction Strategies**

Rwanda is an example of a country that has both a high percentage of the rural population living in poverty (70 per cent), and severe degradation of agricultural and forested land. Poverty and degradation are closely linked, according to the 2002 NAP and other sources:

- The highest poverty rates are located in the regions where land is most severely degraded;
- A commonly cited causal factor of poverty is the low and declining agricultural yields;
- A commonly cited causal factor of land degradation is the scarcity of land and other resources available to rural households, leading them to conduct unsustainable practices “*car les gens désespérés cherchent à satisfaire leurs besoins en détruisant leur propre environnement*”;
- Erosion is so severe that it is estimated that it reduces the ability of the country to feed its population by 40,000 people per year;
- Ecosystem services affected include the drying of streams and lakes, degradation of natural vegetation and hydrology in marshes, soil depletion to the point of desertification, more severe floods and droughts, and rapid loss of forest cover.<sup>17</sup>

The World Bank in its “*Rwanda: Country Assistance Strategy (CAS)*” report of 2002 placed highest priority on developing a dynamic agricultural sector to increase incomes in the country, and the first activity proposed was to renew natural resources. It placed “the reversal of the degradation of Rwanda's natural resources” as an “economic and environmental imperative” (p. 10). Similarly, the NAP placed the growth of agricultural production as the first priority for Rwanda, followed by forest regeneration. The NAP suggested a series of measures to reduce degradation including a large national programme of erosion control measures, better management of marshes, promoting dairy production for nutrition and manure, a plan to regionalize crop production, agro-forestry, reforestation, and a clear land tenure policy. The emphasis was on technical solutions planned and implemented at the national level, which would require relatively high levels of budgetary allocation.

The PRSP similarly stressed the impact of low and declining agricultural productivity on incomes, and the critical role of agricultural economic growth for poverty reduction.<sup>18</sup> Proposed remedial measures give priority to increased application of external inputs, especially chemical fertilizers and improved seed varieties. Activities to raise rural incomes focused on agricultural commercialization, regionalization of crop production and increased production of cash and export crops. These activities may not address the root causes of poor land management and declining yields, and would not necessarily benefit the poorest and most degraded regions or the poorest households. Other activities suggested to improve the agricultural sector included terracing and better management of marshes, improved infrastructure, marketing, land tenure policy, credit, and research and extension. However, soil and water conservation, marsh management, agro-forestry, reforestation or other environmental management variables were not included in the long list of poverty-monitoring indicators (the use of fertilizer and selected seeds were).

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<sup>17</sup> *Deuxième rapport national sur la mise en oeuvre de la Convention des Nations Unies sur la Lutte Contre la Désertification au Rwanda* (2002), MINITERE, Rép. Rwandaise.

<sup>18</sup> *The Government of Rwanda Poverty Reduction Strategy Paper* (2002), Ministry of Finance and Economic Planning, Republic of Rwanda.

How PRSPs might be reinforced to better address issues of rural and urban poverty as they relate to land degradation

38. PRSPs have generally done an excellent job of analysing the economics of poverty, both rural and urban, though they have not generally focused on land degradation or environmental issues either as a cause or as a result of poverty. A review of 38 PRSPs by Bojo and Reddy (2003) analysed the mainstreaming of 17 environmental issues (six of which related to Natural Resources Management (NRM)) into the PRSP on a three-point scale.<sup>19</sup> The average of 0.9 suggested a low degree of mainstreaming. An analysis of selected PRSPs for this paper shows that while land degradation issues may be mentioned, there is no explicit analysis of the impact of land degradation on productivity issues, and generally no clear recommendations to incorporate sustainable land management into remedial activities. From these assessments, PRSPs can be made more effective in analysing and dealing with the rural poverty/land degradation nexus by:

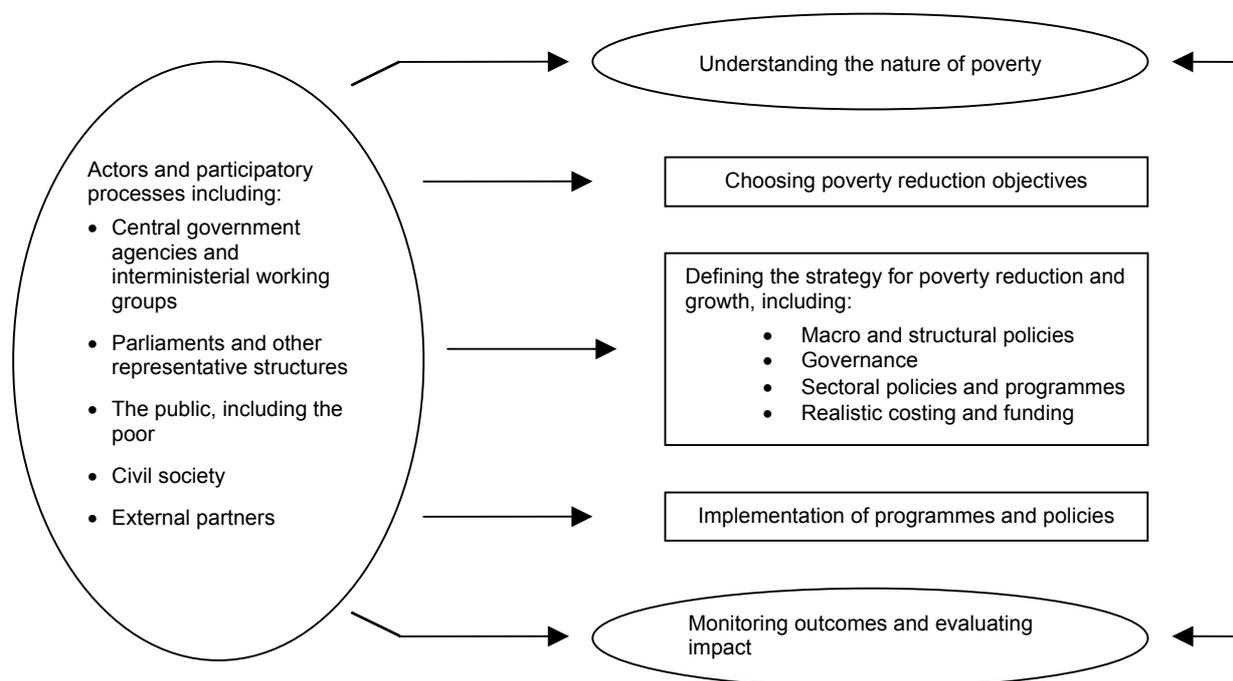
- Incorporating NAP analysis and approaches directly into the PRSP process;
- Focusing on the spatial distribution of poverty, as NAPs are planned to do, and identifying remedial action at the local and community-based level through the selection of NAP identified catalytical actions with win-win potential (combating land degradation/reducing poverty – annex I);
- Exploring the proximate and root causes of poverty taking duly into account the loss of ecosystem services in the vulnerable drylands and further analysing land degradation issues and their impact on poverty in expanding NAP-related assessment;
- Improving the analysis of the poverty/environment relationship at the household, community, regional and macro-economic levels while determining the relationship of poverty with other factors, such as land degradation, lack of access to private and common resources and services (health care, education, land, markets, etc.), social and economic policies and so on;
- Reviewing the status and inclusion of sustainable land management perspectives in the PRSP process, and creating equal and win-win structures;
- Defining specific cross-sectoral programmes, projects and investments to address SLM issues.

39. To develop a concerted approach for dealing with rural poverty that will greatly enhance the opportunities for a win-win situation, a close joint PRSP/NAP process should be developed with resulting actions directing attention and investment to rural communities and environments in a pro-poor context.

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

**Figure 1. How Poverty Reduction Strategy can unfold at the country level**



*Source: A Sourcebook for Poverty Reduction Strategies. Vol. 1: Core Techniques and Cross Cutting Issues, The World Bank, Washington, D.C. 2002.*

## **VI. MAINSTREAMING THE NAP INTO THE PRSP PROCESS IN ORDER TO ADDRESS LAND DEGRADATION AND POVERTY ISSUES MORE EFFECTIVELY**

40. Land degradation is an environmental issue that has obvious implications for rural poverty, and addressing either land degradation or rural poverty could assist in reducing the severity of the other. The economic, food security and poverty costs of land degradation can be significant at the local, local, national and international level. Nevertheless, our review of NAPs and PRSPs has established that the framework of the NAPs and the framework of the PRSPs are not designed to identify and promote their integration. These frameworks thus overlook immediate synergistic opportunities and fail to stop the processes that perpetuate both problems, though in some cases, as in Uganda (annex III), these constraints are partially overcome in the second PRSP round.

41. One approach to improving the chances of win-win policies and programmes is to clearly consider the NAP as an iterative process that can be better tied to PRSP reviews. UNCCD focal points could systematically identify poverty reduction possibilities relating to degradation prevention and mitigation within the NAP process and recommend policies and programmes that would feed into both land degradation and poverty reduction strategies at various levels. This mainstreaming of the process should include problem analysis, design, implementation, monitoring and evaluation of the policies and programmes in political,

economic and societal spheres so that the stakeholders benefit equally, and poverty and land degradation are not accentuated or perpetuated (see Case Study on Burkina Faso, annex II).

### **Box 2. Burkina Faso**

The experience of Burkina Faso (see annex II) provides some insight into the challenges faced by countries attempting to mainstream NAP issues. The normal sectoral approach, with mandates, budgets and donor support strongly tied to specific sectors, makes the necessary cross-sectoral approach to addressing poverty-environment issues difficult or even impossible. This can perhaps be overcome through training programmes, having a strong focal point or other coordinating body with contract management knowledge and authority, and especially by a change in how finances are distributed and monitored, and how results are evaluated. Donors as well as Governments need to be willing to adopt a more cross-sectoral, multi-institutional approach to addressing poverty-environment issues.

42. Although some countries have integrated NAPs into their long-term economic strategies and programmes including PRSPs, institutional, technical, scientific, human and financial capacities are still insufficient. Institutionalising mainstreaming at various levels will eventually require capacity building activities at the national and local levels.

#### A. Levels and entry points for mainstreaming

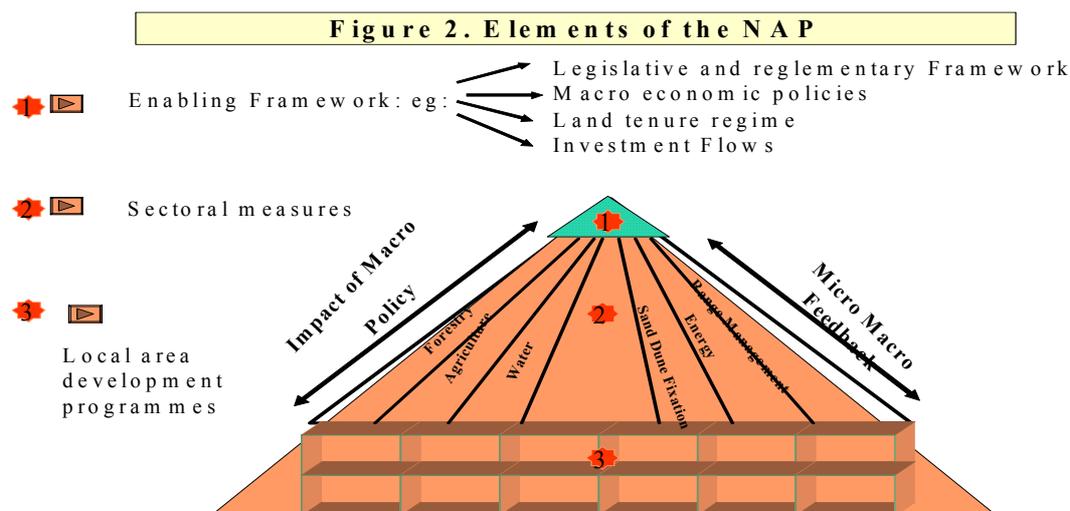
43. The way to accomplish the mainstreaming goal is to encourage and promote the participation of all stakeholders (communities, NGOs, CBOs, government agencies, and so on), and to maintain an approach to designing and implementing interventions that would benefit all stakeholders, particularly the poor.

44. The mainstreaming of the NAP and PRSP activities into national, regional and local organizations including ministries, community agencies, government agencies, schools and businesses is only just beginning. Consequently, change is often slow to take place and organizations fail to be as effective in combating desertification, land degradation and poverty-related processes as they might be.

45. The key elements of the NAP shown in figure 2 include three frameworks: macro policies, sectoral and cross-sectoral measures, and local area participatory programmes. Thus, for mainstreaming to be effective it needs to occur at multiple levels, through various sectors, and to be conducted by a variety of actors. Below is a summary of types of mainstreaming activities within these frameworks.<sup>20</sup>

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<sup>20</sup> UNEP-GEF (2004), *Training Handbook on the Global Environment Facility's Sustainable Land Management Approach*.



Source: UNCCD internal document.

## B. Macro-policies mainstreaming

### 1. Policy and legal

46. The macro framework mainstreaming includes macro-economic policy, legislation issues, budgeting allocations and investment flows. The important issues for the NAP are those policies which have an impact on land degradation, land tenure, decentralized NRM, trade and pricing, availability of markets and decision making at the local level.

47. Policy and regulation frameworks need to be better incorporated into the NAP and PRSP processes to address the economic and institutional barriers to sustainable land management and the root causes of land degradation and poverty. Examples of critical governmental policies and programmes that may directly affect degradation and poverty processes include:

- land tenure frameworks and tenure security
- land-use planning, particularly for marginal environments
- price controls for agricultural commodities
- development of commodity processing facilities
- development of markets
- programmes that affect migration
- enforcement of tree-cutting regulations
- investment in transportation infrastructure, and
- investment in agricultural research and extension.

48. In addition, numerous examples can be cited of policies and programmes that indirectly affect land management and related poverty processes. These examples illustrate the necessity of cross-sectoral approaches and national coordination required to meet NAP and PRSP goals.

## 2. Budgetary

49. Budgeting issues include appropriate allocations for the NAP component of a new PRSP process at the national level and, most importantly, the allocation of resources at the local level to address defined rural poverty conditions and community-defined programmes and responses. The Country Partnership Programme process currently being tested in some countries may have important lessons as to how this may be implemented in practice.

50. The cross-sectoral approach required to remove barriers to sustainable land management and to address the root causes of degradation and poverty points to the critical importance of a partnership of all ministries to seek central funding. This will reduce programme overlaps, and ensure effective and efficient investment. Currently, investment to reduce or mitigate degradation is often less than one tenth the actual economic cost of degradation. To reverse this trend, cross-sector coordination at the national level is required to address the causes of degradation and to develop effective responses. Countries should be assisted by the forthcoming information strategy of the Facilitation Committee of the Global Mechanism to identify sources of funding for their projects.

### C. Cross-sector mainstreaming

51. Cross-sector coordination is vital for the success of desertification and land degradation prevention efforts. The PRSP process is planned to be cross-sectoral and many PRSP committees involve a broad range of ministries. However, to incorporate the essence of the NAP process, greater participation of ministries involving agriculture, water, animal husbandry, environment, forestry, and community development, as well as regional representation from the most affected regions of the country, will be necessary. This inclusion will help to provide a holistic approach to land use and to the definition of cross-sectoral response measures. Through this and similar cross-sectoral approaches, the objectives of the three conventions can be addressed by restoring land, increasing land cover and improving livelihoods and income, while addressing biodiversity and climate change issues.

### D. Local and community level mainstreaming

52. Many countries are involved in a process of decentralization of decision making and even resource allocation. This process fits well with the basic concept of the NAP in focusing action at the community level and it also fits well with the goals of the PRSP to define poverty and through poverty mapping to direct attention to key areas. The next most important step is to articulate spatially integrated participatory programmes and activities that can remediate poverty. Improved sustainable use of the natural resource base is a key component of poverty reduction in many countries, especially the most affected countries in terms of desertification.

53. The base of the pyramid (figure 2) is where the vulnerability of people and ecosystems can be directly tackled and where the most effective cross-sectoral community-based analysis and response systems lie. Soil conservation, restoration and maintenance of water and natural resource systems are a very important component of local communities' response to poverty and land degradation. Therefore, an important part of mainstreaming is to use the NAP component of a revised PRSP to focus on specific vulnerability-related problems and areas of the country and to create viable response and investment systems on that basis.

54. A way to address land degradation and poverty issues is through partnerships between international, national, regional and local organizations as well as community-based organizations. Such partnership is essential, whether to increase awareness, to develop knowledge, or to coordinate and improve action. The ownership of the project has to be at the user's level.

#### E. Approaches and tools for mainstreaming

55. Mainstreaming would also benefit from the development and application of tools for designing interventions. The mainstreaming approach and tools would include:

- Analysis of the costs and benefits of land degradation prevention and mitigation activities for local poverty reduction, including the opportunity costs of not acting to stem degradation processes and consequent follow-up through the monitoring and evaluation of the PRSP;
- Identification of the various sectors affected by degradation, and again the opportunity costs to various sectors and to the economy of not acting to stem degradation processes;
- Collection of baseline data and information on degradation processes and effects on ecosystem services, poverty and economic activities;
- Integrating the formulation of strategic partnership agreements for UNCCD implementation through the advocated consultative process;<sup>21</sup>
- In the light of the above, identification and design of mainstreaming interventions at the local and national levels using a participatory, iterative process leading to early investment for local area development programmes.

56. Thus, mainstreaming is ultimately an inclusion of the principles, analysis and goals of the NAP into the PRSP process in such a way that the ultimate beneficiaries are the rural communities and their supporting and sustaining environmental system (see box 3).

### **VII. ISSUES FOR MAINSTREAMING AND PROJECT IMPLEMENTATION**

57. The NAPs and the PRSPs are both concerned with providing remedial approaches to problems on the ground. Examples of win-win goals and options which address desertification, land degradation and poverty issues resulting from the effective mainstreaming of the NAP into the PRSP process are provided in table in annex I. This table identifies nine selected issues of importance to countries and communities. It also identifies the general degree of inclusion of these issues in the NAP and PRSP.

58. In each case the combination of the two approaches provides more comprehensive and implemental mechanisms and options than either does individually. The win-win options also create more attractive funding and implementation avenues.

59. An additional issue to facilitate mainstreaming from an institutional standpoint is the location of the NAP and PRSP focal points at the appropriate level. Currently the NAP focal point is located in a range of ministries including environment, agriculture, forestry and

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<sup>21</sup> Report of the first session of the CRIC, ICCD/CRIC(1)/10, paragraphs 95 and 132.

community affairs whereas the PRSP coordination is mostly in the hands of the ministry of finance. In the mainstreaming process it is vitally important that the NAP focal point be part of the decision-making process and therefore in some countries it might need to be located well up in the administrative hierarchy and in a strong ministry.

60. Regional and subregional coordination is a feature of the UNCCD with regional action programmes (RAPs) and subregional action programmes (SRAPs). There is no similar process for the PRSPs though analysis and project response to poverty issues often cross sectoral boundaries. The RAPs and SRAPs could be empowered to place a greater focus on poverty reduction issues.

### **Box 3. Tanzanian experience**

Institutional mechanisms to promote the mainstreaming of NAP issues into the Poverty Reduction Strategy (PRS) process and into governmental poverty reduction policies and programmes are most productive when initiated and coordinated at the national level with strong political will and support. The Tanzania experience provides insights into how environmental issues related to poverty can be directly addressed throughout the government structure at a fairly rapid rate.<sup>22</sup> The Tanzania Parliament established a Parliamentary Committee on Environment in 2001, and soon afterwards the Cabinet approved an institutional framework for environmental management. This led to the drafting of a single environmental framework law the following year in the Vice President's Office. The goal is to streamline existing policies to enhance synergy and complementarity. Issues identified in the NAP were integrated into the Government's Rural Development Strategy and the Agricultural Sector Development Strategy of 2001. Recently, a cross-sectoral Environmental Working Group was established to integrate environment into governmental policies and plans to ensure sustainable use of natural resources for poverty reduction, and it was announced that environmental units will be integrated into sectoral programmes throughout the Government.

Meanwhile, the environment was included as a critical cross-cutting issue in the PRS process, and outputs of the PRS process included (1) identification of poverty-environment issues, (2) incorporation of environmental data in the poverty monitoring system, and (3) capacity building of government and non-government stakeholders. A series of workshops and a newsletter are providing information to government and non-governmental stakeholders on poverty-environment issues to integrate into the PRS process. A Strategic Environmental Assessment was completed concerning sustainable environmental management for poverty reduction. Poverty-environment indicators are now included in a revised indicator list for the PRS monitoring system, and environmental sustainability has been explicitly included in the performance action section of the Poverty Reduction Support Credit.

Financially, the first Public Expenditure Review (PER) of the environment was initiated to provide input into the Government's medium term expenditure framework, and guidelines to mainstream environmental expenditures into sectoral PERs. Priority NAP issues have been integrated into the European Union Partnership Agreement. To reduce duplication of effort and to promote efficient utilization of these and other financial resources, a National Synergy Workshop was held in 2001 to explore opportunities of coordinating the implementation of the four conventions (UNCCD, UNFCCC, CBD and Ramsar Convention on Wetlands). A Multi-Sectoral Technical Committee composed of the private sector, NGOs and CBOs was established during this workshop to address issues of synergy. Also, the National Coordinating Body (NCB) of the UNCCD initiated a procedure of regularly meeting with the NCBs of other conventions.

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<sup>22</sup> "Poverty Reduction Strategy: The Third Progress Report 2003/3", The United Republic of Tanzania, April 2004, and the "Second National Report on the Implementation of the UN Convention to Combat Drought and Desertification", Vice President's Office Division of Environment, The United Republic of Tanzania, May 2002.

## VIII. CONCLUSIONS AND RECOMMENDATIONS – POTENTIAL FOR WIN-WIN OPTIONS

### A. Conclusions

61. The number of overlapping initiatives that attempt to address problems in developing countries with limited capacity and budget is creating difficulties and hardships for all parties and complicating efforts to deal with critical problems on the ground. Coherence is needed.

62. The NAP process is addressing desertification and land and resource degradation issues, which are critical to environmental sustainability and to the economic potential of the rural areas. The PRSP process addresses poverty issues but typically without a strong consideration of the status of the underlying natural resources. Combining the strengths of these respective processes would be mutually beneficial.

63. However, the NAP capacities to respond to PRSP concerns are still insufficient and require capacity building activities. While mainstreaming can achieve win-win options, it entails coordination and transaction costs for which UNCCD affected country Parties should receive support through the Global Mechanism and other partners.

64. Some countries have recognized the need for mainstreaming the NAP into the PRSP and have begun the process, thereby providing some early lessons learned for others. The mainstreaming of NAPs stems mainly from practical issues encountered by desertification-affected countries in implementing their NAPs. The timing is right for mainstreaming at this point when environmental and poverty issues have been identified in many countries. In mainstreaming, if the strong environmental and participation features of the NAP and the strong economic and participatory analysis of the PRSP can be integrated and problems placed in a geographical context (i.e. identifying the locations of poverty, environmental issues), progress can be made. Already some countries such as Burkina Faso and Uganda have found this to be a logical and necessary way forward (see annexes II and III).

65. Mainstreaming of the NAP into the PRSP process provides a means of responding in an analytical and practical way to the real problems on the ground. The poverty/environment relationship would point towards the synergistic benefits of addressing degradation with pro-poor approaches and addressing poverty through improved land and water management. Mainstreaming would also benefit from the development and application of tools for designing interventions.

66. The goal of mainstreaming would be to develop a solid base from which to create a long-term approach to combating land degradation and desertification. As a cornerstone of sustainable land management, this approach, while contributing strongly to poverty reduction and ecosystem restoration, would also deliver some important objectives of the CBD and the UNFCCC.

67. To achieve mainstreaming, a new level of inclusion will in many cases be essential. The second round of PRSPs may often need greater regional and local representation and inclusion of regional and subregional officers and communities in identifying remedial approaches to desertification and degradation. Integration of poverty environment issues into governmental planning, policy formulation and budget allocations requires strong central support and leadership, and needs to be directly addressed throughout the government

structure with an adjusted institutional framework, committees or working groups, and an authoritative coordinating body that is able to follow through with input into the Government's planning, budgetary and monitoring process.

68. The review and assessment tool kit to validate the mainstreaming approach would include: analysis of the costs and benefits of SLM for local poverty reduction, identification of the sectors affected by degradation, collection of baseline data and information on degradation processes and effects on ecosystem services, poverty, and economic activities, identification and design of mainstreaming interventions at the local and national levels using a participatory process, and monitoring and evaluation of mainstreaming activities.

69. The lessons learned so far and the experiences of some affected countries with the mainstreaming of the NAP into the PRSP should be used by the donor countries and institutions to initiate a structured response for a land degradation prevention and poverty reduction programme in a number of selected countries (20 in Africa, 10 in Latin America and the Caribbean, 10 in Asia and five in Central and Eastern Europe).

70. While it is important that there be a strong country commitment and basic support, catalytic programme initiation funds in the order of US\$ 5-7 million per country over a three-year period would be appropriate as this would allow measurable on-the-ground remediation with ancillary information management, transfer of technology, capacity building, monitoring and assessment. The Country Pilot Partnership process initiated by some countries in the context of the GEF is one important mechanism which might be used. The TerrAfrica Initiative recently launched by the World Bank could be another important funding mechanism within Africa.

71. While many different partnerships and approaches can produce results, it is important that reporting of activities and lessons learned be undertaken and disseminated, most appropriately through the CRIC mechanism.

## B. Recommendations

72. To develop an effective mechanism for a linked NAP-PRSP process that identifies and provides responses to rural poverty in areas subject to desertification, land degradation and drought, we have identified four needs: most affected countries need to make sure that decision making for the PRSP allows a direct involvement of NAP focal points, decision makers involved in the PRSP process need to ensure that analysis of rural poverty includes expertise on land degradation, GEF and partner implementing agencies need to lend support to the NAP process in implementing programmes addressing land degradation, deforestation and ecosystem services to its full potential, and the developed countries need to provide a structured and realistic response to the affected countries involved in linking the NAP with the PRSP.

73. The following recommendations flow from these needs:

(a) The NAP process should be strengthened to provide a place-specific analysis of poverty in relation to land degradation. Decision making structures should be adjusted to allow participation of environmental and appropriate local expertise from the affected areas. Community and local participation to identify the issues and to develop improved land

management practices is critical in this process. Decision making focused on cross-sectoral problems should be encouraged.

(b) At the same time the PRSPs should be reinforced to direct specific attention to the relationship between environment and poverty. They should also strengthen the prevention and remedial programmes directly related to the poverty-environment nexus and prioritize without delay investment for NAP identified projects with a win-win potential for poverty reduction and land conservation potential.

(c) Mainstreaming as such is not a panacea and will be credible only when the combat against drought and desertification, as an extreme case of land degradation, receives due political backing from all stakeholders. The focal points should be high ranking and with sufficient authority to provide direct input into the PRSP process. Cross-sectoral budgetary allocations for SLM should be made a priority and a 10-year strategy for the implementation of an iterative NAP within the PRSP process should also be developed by the focal points.

(d) The affected country Parties should develop a cross-sectoral approach to poverty-environment issues based on a strong institutional framework. This could lead, for example, to inter-sectoral working groups, integration of NAP manpower into traditional sector institutions, integration of poverty-environment issues into agricultural and other sectoral planning, and/or providing inputs into the governmental budgeting process. A successful integration would require a change in how finances are distributed and monitored, and how results are evaluated.

(e) The international agencies, especially the IMF, the World Bank, the GEF and its implementing partners, should encourage, under the SLM umbrella, the mainstreaming process of the UNCCD and the PRSP processes. In so doing they will facilitate further linkages between the three conventions in the approach to environmental sustainability and poverty reduction strategies. The new focus in the GEF on land degradation, deforestation and ecosystem services should be implemented to its full potential through the mainstreaming of the NAPs into the PRSP process and in subsequent programme and project implementation on the ground.

(f) The developed country Parties should provide a structured, long-term and predictable response to the needs of affected country Parties, notably in expediting the necessary consultative processes and joining in dedicated partnership building, as called for by decision 1/COP.6. Ten years after the adoption of the Convention it should be possible - certainly before COP 8 - to develop and support a substantial number of SLM activities in selected countries with a strong partnership between donors and affected country parties in the framework spelt out in these conclusions.

(g) To enhance the effectiveness of the focal points and to support the mainstreaming of the NAP into the PRSP, the Global Mechanism and the GEF should provide resources for the transaction costs of coordination and support the necessary analytical process through capacity building for integrative natural resources management, including training workshops for the focal points.

(h) A range of partnerships would be needed to achieve these recommendations. They would include bilateral and multilateral agencies and NGOs and would work through the NAP/PRSP process and/or other strategic frameworks as appropriate.

Annexes\*

**Annex I**

**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"> <li>- Land and soil conservation to maximize ecosystem servicing</li> <li>- Reducing occurrences/severity of natural catastrophes</li> <li>- Incorporating SLM into macro-economic policies and programmes</li> <li>- Enhancing sustainable economic growth, such as developing in rural areas income opportunities that reduce pressures on the environment</li> <li>- Addressing the root causes of environment degradation that are related to poverty</li> </ul>
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"> <li>- Reducing rural migration of lower income groups since this fosters urban poverty</li> <li>- Addressing land tenure and access rights</li> <li>- Improving nutritional and health standards of lower income groups</li> <li>- Developing attention to alternative livelihood strategies</li> </ul>
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"> <li>- Crop needs for irrigation</li> <li>- Land productivity</li> <li>- Land degradation (salt water irrigation)</li> </ul>

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

<b>ISSUES</b>	<b>HOW ADDRESSED IN NAP</b>	<b>HOW ADDRESSED IN PRSP</b>	<b>WIN-WIN GOALS AND OPTIONS</b>
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

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

## Annex II

### 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 CLSP 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.

## Annex III

### 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
<b>Information generation, exchange and dissemination</b>	<ul style="list-style-type: none"> <li>a) collection and analysis of data on drought and desertification as an integral part of better information about economic opportunities in all sectors</li> <li>b) as a component of information on social, physical, and human infrastructure for economic growth</li> </ul>	<ul style="list-style-type: none"> <li>a) an integral element of disaster management</li> <li>b) information for good environmental governance</li> </ul>	As part of ensuring access to information on: <ul style="list-style-type: none"> <li>a) advisory services and markets</li> <li>b) appropriate technology</li> <li>c) productive assets</li> <li>d) infrastructure and employment opportunities;</li> <li>e) sustainable natural resource base</li> <li>f) coping mechanisms for temporary shocks</li> </ul>	As part of information on: <ul style="list-style-type: none"> <li>a) promoting education and literacy</li> <li>b) promoting better health</li> <li>c) increasing access to information</li> <li>d) adequate sanitation</li> <li>e) empowerment</li> </ul>
<b>Awareness raising and training</b>	<ul style="list-style-type: none"> <li>a) macroeconomic policy formulators must be sensitized about issues of drylands</li> <li>b) training in the economics of land degradation</li> </ul>	<ul style="list-style-type: none"> <li>a) good governance includes sustainable management of natural resources</li> <li>b) seminars on the promotion of accountability should include dryland issues</li> </ul>	<ul style="list-style-type: none"> <li>a) awareness of appropriate patterns of resource use</li> <li>b) appropriate policies for resource users</li> <li>c) awareness of an enabling institutional environment for resource users</li> </ul>	<ul style="list-style-type: none"> <li>a) part of literacy campaign</li> <li>b) part of HIV/AIDS awareness raising</li> <li>c) investment opportunities in dryland areas</li> </ul>
<b>Water development, management and conservation</b>	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
<b>Land management</b>	As part of: <ul style="list-style-type: none"> <li>a) the roles of agriculture, utilities, manufacturing, mining and services</li> <li>b) improving infrastructure for private sector development</li> </ul>	As part of conflict management, prevention and resolution	As part of: <ul style="list-style-type: none"> <li>a) access to productive assets</li> <li>b) increasing returns through better resource use</li> </ul>	As part of appropriate land tenure system
<b>Afforestation and agro-forestry</b>	As part of agriculture, livestock, fisheries and forestry	As an element of disaster management	As an element of: <ul style="list-style-type: none"> <li>a) increasing returns through better resource use</li> <li>b) increasing the incomes of the disadvantaged</li> </ul>	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>Development and use of alternative energy sources</b>	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
<b>Institutional support to NAP</b>	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
<b>Marketing systems and infrastructure</b>	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
<b>Community initiatives and alternative livelihood systems</b>	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

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>Laws and policies</b>	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