



**Southern African Development Community
ENVIRONMENT AND LAND MANAGEMENT SECTOR**

**SUB-REGIONAL ACTION PROGRAMME
TO COMBAT DESERTIFICATION
IN SOUTHERN AFRICA**

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FOREWORD

The phenomena of desertification and drought, with the attendant degradation of land and other resources, have long been identified as major impediments to sustainable development in southern Africa. Accordingly, the SADC member States were among those which, during the Preparatory Process of the United Nations Conference on Environment and Development, called for an International Convention to Combat Desertification (CCD).

Even as the Convention was being negotiated, the SADC Environment and Land Management Sector (ELMS) embarked upon a consultative process towards concerted sub-regional action to combat desertification and mitigate the effects of drought. Since the adoption of the CCD in 1994, SADC consultations have focused on the elaboration of a Sub-regional Action Programme (SRAP) to implement the Convention in southern Africa.

The process has now come to its fruition. The outcome — the Sub-regional Action Programme to Combat Desertification in Southern Africa — embodies the aspirations of the SADC countries in the context of implementing the CCD in the sub-region. However, the development and implementation of the SRAP will remain a consultative and iterative process that could end only if drought and desertification could be eradicated.

Priority programme areas have been elaborated, key participating institutions (and their programmes) identified, and an operationalisation strategy concluded for the SRAP. The challenge now, for SADC-ELMS, the SADC countries and the cooperating partners, is to develop and implement concrete programmes and actions towards the achievement of the SRAP objectives and the implementation of CCD in southern Africa. For its part, SADC-ELMS has been and will continue developing programmes that address the priority areas identified in the SRAP

We wish to acknowledge the SADC member States, and their countless experts and officials, for their unfailing participation in the elaboration of the SRAP. We thank also the many cooperating partners for their kind support — in particular the CCD Secretariat, the United Nations Development Programme (UNDP)/United Nations Sudano-Sahelian Office (UNSO), the United Nations Environment Programme (UNEP) and the Swedish International Development Cooperation Agency (Sida). Finally, we gratefully acknowledge Messrs. K. Mwansa and N. Ndiangui for their expert assistance to the process.

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Maseru, Lesotho, July 1997

EXECUTIVE SUMMARY

Elaborating a Sub-regional Action Programme for Southern Africa

Desertification affects about one sixth of the world's population, 70 per cent of all drylands and one-quarter of the total land area of the world. It has profound impacts, manifested in the general decline in soil structure and fertility, leading to a reduction in the affected land's biological potential to sustain life — and hence to widespread poverty. The effect of drought is often to accelerate such deterioration.

In southern Africa, the process of desertification is marked by forage and soil degradation especially in arid and semi-arid lands, which are used beyond their capacity for sustained production. Whereas over-cultivation, overgrazing and deforestation have previously been identified as the three major causes of desertification in the sub-region, they are in fact the result of much deeper underlying forces of a socio-economic nature, such as a general over-dependence on natural resources.

The International Convention to Combat Desertification

During the Preparatory Process of the 1992 Earth Summit, African countries and others affected by desertification and drought called for an International Convention to Combat Desertification (CCD). At its 47th Session in 1992, the UN General Assembly resolved to establish the Intergovernmental Negotiating Committee on the Desertification Convention (INCD). The Convention was completed, adopted and opened for signature in 1994, and entered into force in 1996. It applies an innovative, multi-sectoral and participatory approach to combating desertification and mitigating the effects of drought, focusing on the involvement of the affected populations. It calls for international cooperation in support of concrete proposals for action programmes to be undertaken at country, sub-regional and regional levels.

The CCD gives particular attention and priority to Africa. The Regional Implementation Annex for Africa (RIAA) provides detailed commitments, strategies and measures for the implementation of the Convention in Africa. Affected African countries are expected to undertake joint actions at the sub-regional level, including the management of transboundary natural resources, transfer of technology, research and development, capacity building and public awareness. A Resolution on Urgent Action for Africa called upon affected African countries to speed up preparatory measures before the CCD entered into force.

The Role of SADC-ELMS in the SRAP

The CCD calls for parties to work closely together in the elaboration and implementation of Sub-regional Action Programmes (SRAP) as the key operational tools for implementing the Convention at the sub-regional level. The responsibility for coordinating the preparation and implementation of a SRAP falls upon an appropriate intergovernmental organisation, which becomes the focal point for the programme.

For Southern Africa, the relevant intergovernmental organisation is the Southern African Development Community (SADC), a legal entity committed to equitable regional economic

integration. As the overall SADC coordinator of environment issues, the SADC Environment and Land Management Sector (ELMS) Coordination Unit is mandated to oversee the implementation of the CCD in the sub-region. SADC-ELMS has coordinated various activities in respect of the UNCED and CCD preparatory processes. Moving beyond Agenda 21, SADC-ELMS has developed the *SADC Policy and Strategy for Environment and Sustainable Development—Towards equity led growth and sustainable development in southern Africa*, which emphasizes equity and priority to the poor majority within the framework of economic growth, and intersectoral coordination in environmental management within the SADC programme.

Consultations for the Elaboration of the SRAP

Towards the elaboration of the SADC-SRAP, SADC-ELMS has organised a series of consultative sub-regional events involving relevant stakeholder groups from all SADC member States as well as international cooperating partners. A sub-regional meeting organised in Francistown, Botswana in 1993 defined key sub-regional issues. A SADC Sub-regional Case Study on Drought and Desertification was reviewed and approved at a 1994 workshop in Mbabane, Swaziland. A workshop held in Pretoria, South Africa in 1995 further deliberated on key sub-regional issues and the possible orientation of the SRAP. A Consultative Meeting organised in Windhoek, Namibia in 1996 agreed on a set of six priority programme areas for the SADC-SRAP. It also elaborated a preliminary list of stakeholders and their roles in the SRAP, measures to enhance popular participation, and information exchange mechanisms.

Based on these consultations, SADC-ELMS finalised a draft SRAP and submitted it for review by a SADC Sub-regional Forum on the CCD, held in Maseru, Lesotho in March 1997. The Forum confirmed the priority areas elaborated in Windhoek, adding a seventh one. It also recommended an institution to assist SADC-ELMS in the implementation of activities under the priority area of Capacity Building and Institutional Strengthening. Elaborating a prioritisation of programmes and time frame for immediate activities, the Forum recommended the SRAP for approval by the SADC Council of Ministers.

Priority Programme Areas for the SRAP

The CCD calls on SRAPs to focus on those issues that are better addressed at the sub-regional level, such as information collection, analysis and exchange, research, technology transfer, acquisition, adaptation and development, capacity/institution building and training, and joint management of shared natural resources. This is in line with the experience of SADC, where considerable experience has been gained in joint programme implementation covering a variety of sectors and issues.

Through the consultative process outlined above, a number of issues were identified as requiring action at the sub-regional level. They include policy and legal frameworks; public awareness and community empowerment; financial mechanisms to support community action, applied research and the development of sub-regional strategies; environmental monitoring and information networks; and research, development and transfer, acquisition and adaptation of technology. The following priority programme areas have been agreed upon for the SADC-SRAP:

1. Capacity Building and Institutional Strengthening
2. Strengthening of Early Warning Systems
3. Cooperation in the Sustainable Management of Shared Natural Resources and Ecosystems
4. Information Collection, Management and Exchange
5. Development and Transfer of Appropriate Technology to the Community Level
6. Development of Alternative Sources of Energy
7. Socio-economic Issues

Linking On-going Programmes and Activities with the SRAP

A number of pertinent national and sub-regional programmes and activities will be incorporated in the SADC-SRAP. Relevant SADC-ELMS programmes and activities include the *Land Degradation and Desertification Control Programme's Sub-programme 1—Support to Capacity Building for Community Development*, the *Kalahari-Namib Action Plan*, the *SADC-ELMS Programme on Environmental Education*, the *SADC Environmental Information Exchange Networking Programme*, the development of *Guidelines and Techniques for Environmental Monitoring*, and the *Communicating the Environment Programme (CEP)*.

Other relevant SADC programmes and activities include the SADC Water Resources Sector's *Zambezi River System Action Plan (ZACPLAN)*, the SADC Food Security Sector's *SADC Regional Early Warning Programme*, and the *SADC Environmental Information Systems Programme* (a SADC-ELMS programme hosted by other sub-regional institutions). Other relevant SADC sectors include those responsible for *Agricultural Research, Livestock Production and Animal Disease Control, Inland Fisheries, Forestry, Wildlife, Energy, Culture and Information, Transport and Communications, Finance and Investment and Human Resources Development*.

Identification of Lead Institutions for the Priority Programme Areas in the SRAP

In line with both the provisions of the CCD and SADC operational strategy, particular attention has been paid to the need to designate existing institutions to support SADC-ELMS in leading the coordination and implementation of each of the SRAP's priority programme areas. The assessment of potential lead institutions followed a specific set of criteria, including existing infrastructural facilities, the institution's track record, available personnel, coordination and training experience, current and planned desertification/drought-related activities, mechanisms of dissemination of research and information to the grassroots level, commitment to funding and sustaining the institution independently, and fairness of distribution of hosting responsibilities among SADC countries.

Fifteen institutions were assessed in six SADC member States. The detailed assessments were presented at the 1997 SADC Sub-regional Forum on the CCD in Maseru, Lesotho. The Forum recognised the relevance of the Desert Research Foundation of Namibia (DRFN)'s aim, as well as its capacity and expertise in training, and the willingness of the Government of Namibia to sustain it as a SADC-SRAP institution. The Forum therefore recommended the

DRFN as the Lead Institution for SRAP Priority Programme Area 1, Capacity Building and Institutional Strengthening. SADC-ELMS will continue to identify and assess potential lead institutions for the remaining six priority programme areas.

Establishment of a Multidisciplinary Scientific and Technical Consultative Committee (MSTCC)

According to the provisions of the CCD, SADC-ELMS will establish a Multidisciplinary Scientific and Technical Consultative Committee (MSTCC), which will be expected to articulate the role of science and technology in the SRAP process and provide SADC-ELMS with guidance and advice on scientific and technical aspects of programme execution.

The MSTCC will perform the following specific tasks:

- Provide a detailed and up-to-date survey of research priorities in support of SRAP implementation; propose modalities for scientific and technical cooperation; and facilitate the flow of information among the various scientific entities.
- Advise SADC-ELMS on research priorities and on the transfer, acquisition and adaptation of appropriate technology.
- Facilitate the establishment/ strengthening of scientific information databases.
- Assist SADC-ELMS with the identification, sourcing and adaptation of technology, knowledge, know-how and practices relating to desertification and drought.
- Promote a scientific and technological understanding/interpretation of CCD-related issues.
- Provide expert analysis/evaluation of capacities of institutions of excellence which could support SADC-ELMS and spearhead the implementation of the SRAP.
- Assist SADC-ELMS in articulating strategies and approaches for strengthening cooperation and partnerships in the overall implementation of the CCD.
- Assist SADC-ELMS in the elaboration of benchmarks and indicators for monitoring and evaluating the SRAP; and in its actual evaluation.
- Identify key areas where scientific and technical inputs are required, taking into account the need for complementarity and synergy.
- Identify technical and financial needs in the field of information collection, analysis, exchange and dissemination.

The MSTCC will comprise twelve distinguished professionals — one from each SADC member State. It will establish a system of convening *ad hoc* panels to deliberate on specific issues of concern for SRAP implementation. The Committee will propose its own Rules of

Procedure for approval by the appropriate SADC body, and conform to the usual SADC reporting procedures.

The MSTCC is a specialised subsidiary organ of the SADC-ELMS Technical Committee. It will liaise, through SADC-ELMS, with the CCD's Committee for Science and Technology; keep abreast of other international, regional and sub-regional legal instruments; and ensure complementarity and synergy with other organisations interested in the implementation of the CCD in Southern Africa.

Operationalising the SRAP in Southern Africa

The SRAP will initiate the process of strengthening environmental capacities, enhancing public awareness and mobilising their active participation in combating desertification, land degradation and the effects of drought. Prioritised programme components will form a series of sub-regional programmes supported by multiple donors and designed to allow flexibility in the implementation process.

The programme will seek to ensure collaboration and coordination among all stakeholders in order to minimise duplication and fragmentation of efforts and save scarce resources. The programme components must support the objective of the CCD and the sub-region's development strategy, which seeks to reduce poverty within the framework of economic growth and environmental protection.

Steps Towards SRAP Implementation

Continuing with its already on-going awareness creation campaign, SADC-ELMS will prepare a simple outline of the SRAP for top-level policy-makers, heads of key government departments, research and education institutions and other key target audiences. Along with the outline, SADC-ELMS will prepare suggestions as to the possible roles that the various actors may play in the process. Awareness must also be promoted among development partners, who will be encouraged to co-finance the SRAP programmes and activities.

Key issues, priority areas and players in the implementation of the SRAP have already been identified by the consultative meetings held by SADC-ELMS. The Maseru Forum of 1997 determined the priority status of each of the seven programme areas and suggested an implementation time frame.

Many institutions in the sub-region already have planned or on-going programmes and activities — as well as capacities, expertise and other resources — that are relevant to the SRAP. Towards the sustainability of the programme, SADC-ELMS must develop effective coordination mechanisms and a long-term integrated approach to the implementation of the SRAP, aiming at establishing clearly defined roles and responsibilities, with minimal overlap to ensure the rationalisation of technical, financial and human resources.

Many development partners have supported the NAP and SRAP elaboration processes, and have expressed an interest to participate in the financing of the SRAP implementation. Their support in the development of concrete, implementable programmes is also a crucial factor for the success of the SRAP. SADC-ELMS must quantify the available and potential

resources from the sub-region so as to determine the gaps for supplementary external funding. SADC-ELMS will also determine the feasibility of establishing a SRAP facilitation fund to promote multiple-source funding approaches, mechanisms and arrangements and their assessments.

Monitoring and Evaluation

Monitoring and evaluating the SRAP process will be an essential function of its management and coordination. While paying due attention to administrative targets, the overall purpose of monitoring and evaluation will be to assess the long-term impact of the programme on the size and rate of land degradation and on the socio-economic conditions of the affected communities.

Benchmarks and indicators will be carefully selected to gauge progress in implementation, and baseline information compiled as a basic framework for comparison of important trends. Both “high-tech” and low-cost, participatory monitoring and evaluation techniques will be used.

CHAPTER ONE

ELABORATING A SUB-REGIONAL ACTION PROGRAMME FOR SOUTHERN AFRICA

Desertification affects about one sixth of the world's population, 70 per cent of all drylands and one-quarter of the total land area of the world. It has profound impacts, of which the principal and most obvious one — widespread poverty aside — is the degradation of 3.3 billion hectares of the total area covered by the world's rangelands. This degradation is manifested in the general decline in soil structure and fertility, and degradation of irrigated croplands, leading to the diminution of the affected land's biological potential to sustain life.

The full impact of the degradation and loss of productivity of dryland ecosystems is difficult to quantify. However, through the combined adverse effects of climatic variations and socio-economic factors, the overall erosion of biological diversity of drylands is clearly eminent and this impacts negatively on the socio-economic conditions of the affected populations. The resultant trends may sometimes prove difficult to reverse. Desertification as a complex human and social problem is not amenable to quick solutions.

Desertification in Southern Africa: an overview

Southern Africa has a variety of tropical and temperate Zones, but comprises mostly arid and semi-arid regions characterized by large variability (of the order of 40-70 %) in the annual mean rainfall. This variability affects the agricultural and pastoral economies upon which the well-being of the local populations depend.

Desertification and drought are already threatening many areas in the sub-region. The most affected areas are those covering the South-Western parts of Angola, Zambia and Zimbabwe, the Western and Central parts of Botswana and Namibia, the North-Western and South-Eastern parts of South Africa, and Lesotho. This is the area commonly referred to as the Kalahari-Namib region. Tanzania and Swaziland, though falling outside this region, also experience severe land degradation and suffer from frequent droughts.

The process of desertification in the sub-region is marked by forage and soil degradation especially in arid and semi-arid lands, which are used beyond their capacity for sustained production by cultivators, herdsman and other land users. The effect of drought is often to accelerate such deterioration. Whereas natural ecosystems usually recover from even prolonged drought, when anthropogenic effects weaken the natural system drought frequently leads to desertification.

The *SADC Sub-regional Case Study on Drought and Desertification* (1994) identified over-cultivation, overgrazing and deforestation as the three main causes of desertification in the sub-region. As important as these may seem, however, it should be recognized that there are even more profound causes, albeit less visible. The most obvious and intuitively discernible causes consist of major ecosystem changes, such as land conversion for various purposes, and a general over-dependence on natural resources.

Fundamental causes of land degradation have tended to be engendered by a number of policy failures. Natural capital is frequently placed under stress by policies which regard natural ecosystems as less important than other priorities. A major challenge in implementing the Convention to Combat Desertification, and the Sub-regional Action Programme (SRAP) process in particular, is therefore to address the root causes of over-cultivation, overgrazing and deforestation. These manifestations are, in fact, the result of much deeper underlying forces that are of a socio-economic nature.

The 1977 UN Plan of Action to Combat Desertification

Action plans to combat desertification had been proposed and anti-desertification initiatives implemented long before the 1992 United Nations Conference on Environment and Development (UNCED). However, various activities at the local, regional and global levels fell short of expectations, especially during the implementation stage.

At the United Nations Conference on Desertification, held in Nairobi in 1977, desertification was for the first time put on the international agenda as a world-wide economic, social and environmental problem. The resultant Plan of Action to Combat Desertification contained a series of guidelines and recommendations aimed at assisting affected countries to institute plans to address the problem. Yet, little was achieved through the fourteen years of the Plan of Action. According to a 1991 review, the implementation of the Plan was hampered by lack of coordinated efforts and insufficient financial resources.

The International Convention to Combat Desertification

The Earth Summit and the Intergovernmental Negotiating Committee on the Desertification Convention (INCD)

During the Preparatory Process of UNCED, which culminated in the 1992 Earth Summit in Rio de Janeiro, African countries and others affected by desertification and drought called for an International Convention to Combat Desertification with a view to securing global recognition of desertification and drought issues as impediments to sustainable development. A significant outcome of the Agenda 21 deliberations that followed was a decision requesting the UN General Assembly to establish an Intergovernmental Negotiating Committee to elaborate a “Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa.” At its 47th Session in 1992, the UN General Assembly adopted resolution 47/188 calling for the establishment of the Committee to elaborate a UN Convention to Combat Desertification (CCD).

The Convention was completed and adopted in Paris, June 1994 and opened for signature in October 1994. It entered into force at the end of 1996, following the mandatory 50 ratifications. The first post-Rio legal instrument, the CCD applies an innovative approach, addressing desertification and drought through, *inter alia*, the recognition of the inter-relatedness of the physical, biological, political, social, cultural and economic factors involved. The importance of redirecting technology towards solving problems of dryland

areas and improving the livelihoods of the affected populations through their own involvement are central to its bottom-up approach and participatory process.

The CCD calls for international cooperation in a spirit of partnership between developing and developed countries, and those affected and those not affected by desertification — clearly indicating the need for a global coalition to tackle the desertification and drought problems afflicting humankind. Unlike other legal treaties, the Convention contains concrete proposals for action programmes to be undertaken at country, sub-regional and regional levels towards the implementation of its provisions.

The Regional Implementation Annex for Africa

The CCD gives particular attention and priority to Africa (Articles 6, 7 and 13). The Regional Implementation Annex for Africa (RIAA) provides detailed commitments, strategies and measures for the implementation of the Convention in Africa. Affected African countries are expected to elaborate National Action Programmes (NAP) aimed at identifying adverse factors contributing to desertification and drought and to take the necessary remedial measures. This process should be undertaken in consultation with the various interested parties at the country level.

Since desertification knows no boundaries the RIAA calls upon affected countries to undertake joint actions in addressing the issues. Several issues have been targeted for joint action at the sub-regional level, including the management of transboundary natural resources, development of early warning systems, transfer of technology, alternative sources of energy, pests and disease control, research and development, capacity building, education and public awareness.

CCD parties are obliged to individually or jointly implement the Convention through strengthening of sub-regional, regional and international cooperation (Article 4).

The Resolution on Urgent Action for Africa

After completing work on the Convention, the INCED passed a resolution to enable immediate actions to be undertaken in affected African countries before the entry into force of the Convention. The Resolution on Urgent Action for Africa was enacted in recognition of the unique situation prevailing in Africa's dryland areas and the need to institute mitigating action programmes.

By this resolution affected African countries, in close collaboration with their development partners, were expected to speed up such preparatory measures as awareness campaigns and start-up activities leading to the elaboration of national and sub-regional action programmes.

The Role of SADC-ELMS in the SRAP

The CCD calls for parties to work closely together, through relevant intergovernmental organisations, in the elaboration and implementation of action programmes (Article 14). Sub-regional Action Programmes (SRAP) are seen as the key operational tools for transforming the provisions of the Convention into concrete actions to combat desertification at the sub-

regional level. While supporting and complementing NAPs, SRAPs are expected to focus on issues that are best addressed at the sub-regional level.

The responsibility for coordination of the preparation and implementation of a SRAP is delegated to the relevant intergovernmental organisation, which becomes the focal point for the programme at the sub-regional level. The intergovernmental organisation is expected to take urgent steps to prepare or, where they already exist, review relevant action programmes and to implement them in accordance with the objectives of the CCD. The organisation is called upon to identify the factors contributing to desertification and drought and to undertake practical measures that would adequately address these problems.

Within the Southern African sub-region, the relevant intergovernmental organisation is the Southern African Development Community (SADC). Originally formed in 1980 as the Southern African Development Coordination Conference, SADC became a legal entity committed to equitable regional economic integration on 17 August, 1992, with the signing of the SADC Declaration, Treaty and Protocol. The following SADC objectives, as articulated in the Treaty, are directly relevant to the CCD:

- To achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support the socially disadvantaged through regional integration. (Article 5.1a)
- To promote self-sustaining development on the basis of collective self-reliance, and the interdependence of Member States. (Article 5.1d)
- To achieve complementarity between national and regional strategies and programmes. (Article 5.1e)
- To achieve sustainable utilisation of natural resources and effective protection of the environment. (Article 5.1g)

As the overall coordinator of environment issues within the SADC structure, the SADC Environment and Land Management Sector (ELMS) Coordination Unit is mandated to coordinate anti-desertification activities — and hence to oversee the implementation of the CCD in the sub-region. Thus SADC-ELMS faces the unenviable challenge of putting into operation a sub-regional action programme which encompasses all the relevant issues under the Convention.

SADC-ELMS has coordinated various activities in respect of the UNCED preparatory process and post-Rio Agenda 21 issues. The Sector worked very closely with SADC member States in producing the regional report *Sustaining Our Common Future*, which constituted the sub-region's input to the UNCED process and Agenda 21. In particular SADC-ELMS supported the member States through the INCD process, articulating the sub-region's concerns and position on the key issues of drought and desertification.

Moving beyond Agenda 21, SADC-ELMS has developed the *SADC Policy and Strategy for Environment and Sustainable Development—Towards equity led growth and sustainable development in southern Africa*. The Policy and Strategy emphasizes equity and priority to the poor majority within the framework of economic growth, and intersectoral coordination in

environmental management within the SADC programme. Starting in 1994, this process involved wide and thorough consultations towards harmonisation with the overall SADC policy and strategy framework for the Food, Agriculture and Natural Resources Sector as well as the national policies of individual member States. It culminated in its approval by the SADC Council of Ministers in August, 1996.

Consultations for the Elaboration of the SRAP

In line with the provisions of the CCD, SADC-ELMS has organised a series of consultative sub-regional events towards the elaboration of the SADC-SRAP. True to the spirit of both the SADC Treaty and the Convention, these events have been characterised by the broad-based participation of relevant actors from all SADC member States.

The Francistown and Mbabane Workshops

The first sub-regional meeting was organised in Francistown, Botswana in 1993 for member States to define key issues and adopt a strategy for negotiating them during the INCD sessions. This meeting recommended that a SADC Sub-regional Case Study on Drought and Desertification be undertaken. The Case Study report was approved by member States in June 1994 in Mbabane, Swaziland. It highlighted a number of issues of relevance to the SRAP, including management of transboundary range and grazing lands; management of transboundary forest resources; management of shared rivers, lakes and aquifers; energy demand and supply; regional early warning system; and research, training and technical cooperation.

Following the conclusion of the CCD in June 1994, SADC member States advised SADC-ELMS to elaborate priority issues which would crystallize a sub-regional action programme under the Convention. Such a programme would pave the way for implementation of the Convention, open a common platform for closer cooperation and strengthen partnerships in the sub-region.

The Pretoria Workshop

In March 1995, SADC-ELMS organised a workshop in Pretoria, South Africa, bringing together representatives from the SADC member States and interested cooperating partners to deliberate on, among other issues, the possible orientation of a SRAP for SADC. The workshop had the following objectives:

- a) to consider the national briefs or draft action programmes and the organisational/institutional focal points for implementing the CCD;
- b) to consider draft sub-region action programmes;
- c) to establish strategies for obtaining commitments and technical and financial resources for implementing the national and sub-regional action programmes; and
- d) to decide on the next steps and guidelines for follow-up action on the national and sub-regional action programmes.

With respect to a sub-regional action programme, the following areas were considered for further elaboration:

- a) Capacity building and institutional strengthening, including training and awareness creation
- b) Strengthening early warning systems
- c) Sustainable management of land and other natural resources
- d) Energy demand
- e) Management of shared rivers, lakes and aquifers.
- f) Population and migration management

Noting its comparative advantage as a sub-regionally mandated Coordination Unit, the workshop instructed SADC-ELMS to pursue further the issues of the sub-regional action programme and concretise action on the next steps in the implementation of the Convention.

The Windhoek Consultative Meeting

In January 1996, SADC-ELMS convened a meeting in Windhoek, Namibia which brought together representatives from government institutions, NGOs and the mass media in all the member States, as well as UN agencies and development partners. This meeting constituted another major consultation among key actors in the sub-region to consider and review action programmes by the members States and to formulate strategies for implementation of the CCD. The objectives of the workshop were:

- a) to review the key elements of a SADC sub-regional action programme for the implementation of the Convention to Combat Desertification;

- b) to formulate strategies for enhanced public participation in the sub-regional programme process;
- c) to share experiences on the progress of National Action Programme processes, including institutional arrangements, resource mobilisation and monitoring/evaluation benchmarks;
- d) to stimulate thinking on ways and means of mobilizing resources at the sub-regional level for the implementation of the sub-regional action programme; and
- e) to reflect on innovative sources of funding.

The meeting agreed on a set of six priority programme areas for consideration in the implementation of a SADC-SRAP: (i) *Capacity Building and Institutional Strengthening*; (ii) *Strengthening of Early Warning Systems*; (iii) *Cooperation in the Sustainable Management of Shared Natural Resources and Ecosystems*; (iv) *Information Collection, Management and Exchange*; (v) *Development and Transfer of Appropriate Technology to the Community Level*; and (vi) *Development of Alternative Sources of Energy*. (These are further outlined in Chapter Two of this document.)

Other substantive outputs of the meeting included a preliminary list of stakeholders, including governments and other sectors of SADC, other intergovernmental institutions and organizations within the sub-region, the private sector, universities and research institutions, cooperating partners, non-governmental organisations, community based organisations and other entities of civil society. The roles of the main actors in the implementation of the SRAP were discussed, as were possible strategies for resource mobilisation to support the SRAP.

The meeting recognised the need to enhance popular participation and proposed concrete measures in that respect. It also proposed mechanisms for information exchange in the sub-region. The role of the media was ably amplified and suggestions for more effective networks to promote public awareness and education on the Convention were considered. SADC-ELMS was urged to continue with the elaboration of the SADC-SRAP.

The Maseru Sub-regional Forum

On the basis of the above series of consultations, SADC-ELMS elaborated and finalised a draft sub-regional action plan early in 1997. The next step in the process was to have the SRAP reviewed and approved by key stakeholders in the sub-region.

To this end SADC-ELMS organised a SADC Sub-regional Forum on the CCD, in Maseru, Lesotho, 3-6 March 1997. The Forum was attended by the sub-region's CCD national focal points as well as representatives of national NGOs, the CCD Secretariat and several cooperating partner agencies. The objectives of the Forum were:

- to finalise and formalise the SRAP as the consensus working document for implementing the CCD in Southern Africa;

- to agree on the procedure, methodologies and time frame for developing concrete implementable projects and activities from the SRAP;
- to discuss methods and approaches for resource mobilisation for the development and implementation of sub-regional projects and activities; and
- to share ideas and experiences and provide direction on the Multidisciplinary Science and Technology Consultative Committee (MSTCC) for the sub-region.

The SRAP document was thoroughly reviewed and commented upon by the sub-regional and international experts attending the Forum. During a workshop session, three working groups deliberated on (i) the elaboration of SRAP projects/activities and prioritisation of programme areas and immediate follow-up activities; (ii) financial mechanisms for the SRAP; and (iii) the MSTCC. The following were the three main outputs of the Forum:

- A new priority programme area for the SRAP was added to the six agreed at the Windhoek Consultative Meeting — namely, *Socio-economic Issues*.
- The Desert Research Foundation of Namibia was recommended as the “Lead Institution” to
 - facilitate the building of the capacities of sub-regional, national and local institutions;
 - form a network of institutions for the training of trainers in various specialisations, skills and approaches to combat desertification and mitigate the effects of drought; and
 - lead the sub-region in the various aspects of research in desertification and drought.

The Lead Institution and the network of institutions should be coordinated by SADC-ELMS.
- A prioritisation of programmes in terms of a time frame for immediate follow-up activities was agreed upon.

The Forum recommended the SRAP, incorporating the outcome of the review, for approval by the SADC Council of Ministers.

CHAPTER TWO

PRIORITY PROGRAMME AREAS FOR THE SRAP

A crucial element in the implementation of the CCD and the formulation of a SRAP is the elaboration of priority programme areas. The CCD calls on SRAPs to focus on those issues that are better addressed at the sub-regional level, and suggests a number of such issues.

The collection, analysis and exchange of relevant data and information should be integrated and coordinated, towards the systematic observation of land degradation in affected areas and a better understanding and assessment of the processes and effects of drought and desertification (Article 16). Research activities should be supported which would, *inter alia*: contribute to increased knowledge of desertification and drought processes; lead to improved living standards of the people in affected areas; develop and strengthen research capabilities; and promote joint research programmes among different actors (Article 17).

The transfer, acquisition, adaptation and development of technologies relevant to combating desertification and mitigating the effects of drought should be promoted and financed (Article 18). Capacity/institution building and training for combating desertification and mitigating the effects of drought should be pursued (Article 19).

SRAPs should focus on, *inter alia*, joint programmes for the sustainable management of shared natural resources; coordination of programmes to develop alternative energy sources; cooperation in the management and control of pests as well as plant and animal diseases; and early warning systems and joint planning for mitigating the effects of drought (RIAA Article 11).

The SADC Perspective

The CCD approach to sub-regional action is very much in line with the SADC experience. Since the establishment of SADCC, in 1980, Southern African nations have been committed to sub-regional economic and development cooperation. With the establishment of SADC in 1992, that commitment matured into a quest for sub-regional integration. Through nearly two decades of implementing the SADC programme of action, the sub-region has gained increasing experience in joint programme implementation. This collaboration has covered a variety of sectors and issues, from agricultural and natural resources research and training to human resources development, information sharing and exchange, energy conservation, food security, and many others.

Of particular interest in the present context is the sub-region's strong move towards the development of regional arrangements for equitable, sustainable management of shared natural resources. For the past ten years SADC has implemented the Zambezi River System Action Plan (ZACPLAN), a programme involving eight riparian countries. A major outcome of the programme has been the development of a SADC Protocol covering all shared watercourse systems in the sub-region. Several similar bilateral and multilateral water resources initiatives are now at various stages of negotiation and development. Other

transboundary issues addressed by planned or on-going initiatives include shared range and grazing land ecosystems, transboundary conservation areas, transboundary pollution, etc.

Through a series of consultative exercises already outlined in Chapter One, the identification of sub-regional issues to be addressed by the SADC-SRAP drew heavily on the experience illustrated above.

Issues Best Addressed at the Sub-regional Level

For the Southern African sub-region, the SRAP components should embrace the following concerns:

- issues of policy and legal frameworks should be addressed, including the establishment of an effective management system for shared eco-systems and water resources;
- public awareness should be raised, and communities at all levels empowered to participate in all stages of the SRAP and to manage land resources in a sustainable manner;
- a sub-regional financial mechanism should be put in place to promote community-based micro-projects, and to support applied research and the development of strategies of sub-regional importance, such as drought preparedness;
- environmental monitoring and information networks should support the coordination of sub-regional land degradation and drought monitoring institutions, and initiate the development of a sub-regional environmental information system with a view to providing action-oriented information to users;
- research, development and transfer, acquisition and adaptation of technology should increase knowledge of desertification and drought processes, and help develop appropriate technologies for combating land degradation and mitigating the effects of drought. These elements should be closely linked and mutually reinforcing.

Priority Programme Areas

On the basis of the provisions of the CCD, the identified sub-regional issues and the 1995 Pretoria Workshop recommendations, the 1996 Windhoek Consultative Meeting elaborated six refined programme areas for the SADC-SRAP. The participants in the 1997 Maseru Forum reviewed and confirmed them, adding a seventh programme area. The following paragraphs outline the priority programme areas for the SRAP.

1. *Capacity Building and Institutional Strengthening*

- a. Facilitate development and exchange of educational materials and improvements in environmental curricula.
- b. Inventorise existing institutions in the sub-region, determine their roles in implementing the Convention and strengthen/re-orient them as necessary.
- c. Organise training programmes for the sub-region including those for communicators, animators and extension services personnel.

2. *Strengthening of Early Warning Systems*

- a. Review and strengthen existing relevant sub-regional centres through, *inter alia*, the provision of better equipment for the processing and dissemination of information on natural disasters, such as drought and floods.
- b. Enhance assistance to member States in the following:
 - i. development of drought preparedness strategies;
 - ii. communication of early warning information to local communities;
 - iii. application of agrometeorological methodologies and techniques;
 - iv. forecasting of movement and breeding of migratory pests; and
 - v. control of plant and animal diseases.

3. *Cooperation in the Sustainable Management of Shared Natural Resources and Ecosystems*

- a. Strengthen and harmonize legal frameworks for sustainable management of transboundary natural resources by providing assistance to member States in:
 - i. drafting, reviewing, updating and streamlining environmental laws and other natural resource management regulations; and
 - ii. harmonizing, coordinating and enforcing laws, standards, mandates and responsibilities among member States with shared resources so as to reduce conflicts and overlap.
- b. Review, update and restructure the Kalahari-Namib Action Plan in the light of the Convention.
- c. Promote the sustainable management of biodiversity, including wildlife and other shared natural resources, through:

- i. identifying major existing and planned development projects in river basis, evaluating their possible environmental impacts and enhancing the exchange of information on them;
 - ii. extending the ZACPLAN approach to other shared watercourse systems and implementing the SADC Protocol on Shared Watercourse Systems; and
 - iii. developing joint approaches for the sustainable management of wildlife and other shared natural resources.
- d. Promote awareness among all relevant SADC sectors of their responsibilities in implementing the CCD, and their participation in the SRAP through:
- i. ensuring that desertification is addressed in their respective sectoral programmes; and
 - ii. implementing relevant projects with coordination assistance from SADC-ELMS.

4. *Information Collection, Management and Exchange*

- a. Promote the establishment, where necessary, of compatible sub-regional data banks and information systems, *inter alia* through information exchange networks.
- b. Implement the proposed SADC Environmental Information Exchange Network Programme.
- c. Promote standardised assessment and monitoring systems.
- d. Promote educational and training programmes for media professionals in the sub-region focusing on the Convention.

5. *Development and Transfer of Appropriate Technology to the Community Level*

- a. Facilitate access to relevant information on appropriate technologies, know-how and practices suitable for adaptation to specific needs of local populations.
- b. Focus research capabilities in the sub-region on appropriate technology which responds to the needs of local communities and utilise indigenous knowledge systems.
- c. Mandate the MSTCC to ensure the acquisition of appropriate technologies and their adaptation to the needs of local communities.

6. *Development of Alternative Sources of Energy*

- a. Identify and strengthen institutions in the sub-region involved in research in alternative and renewable energy resources, especially solar, wind, hydro-power and biogas, and promote the use of biodegradable materials.
- b. Promote the use of alternative energy sources through, *inter alia*, acquisition and dissemination of data, information and experiences on appropriate low cost technologies.
- c. Share information on forestry and rangeland management and reforestation, particularly agroforestry and community forestry, using appropriate species.
- d. Improve the management of indigenous forests.

7. *Socio-economic Issues*

- a. Develop implementable programmes, projects and activities that address the following key issues and/or, where appropriate, integrate those issues into on-going programmes:
 - i. population dynamics;
 - ii. alternative livelihood systems;
 - iii. economic impact of desertification;
 - iv. land resource rights;
 - v. gender; and
 - vi. poverty alleviation.

CHAPTER THREE

LINKING ON-GOING PROGRAMMES AND ACTIVITIES WITH THE SRAP

In Southern Africa, there are a number of national and sub-regional programmes and activities pertinent to the SADC-SRAP. To date, the majority have been implemented in an isolated, fragmented fashion. In order to take full advantage of the technical, financial and other resources at their disposal, it is important that an appropriate overall SRAP is developed and implemented systematically. The SRAP must incorporate all relevant sub-regional institutions and actions, in a unified and holistic approach to combating desertification and mitigating the effects of drought.

The following pages summarise a number of sub-regional institutions, and some of their planned and on-going programmes and activities, which are of immediate relevance to the SRAP. The summary is by no means exhaustive (indeed, it focuses almost exclusively on SADC institutions and actions). Rather, it is presented as an illustration of the opportunities for collaboration needed for the sustainable implementation of the SRAP.

SADC-ELMS Programmes and Activities

Land Degradation and Desertification Control Programme

A number of sub-programmes are envisaged to be developed under this SADC-ELMS Programme, which aims to initiate the process of SADC sub-regional activities in the context of the CCD as well as facilitating the NAP process and the exchange of knowledge among SADC member States. Sub-programme 1, **Support to Capacity Building for Community Development**, is now fully developed and ready for submission to cooperating partners for funding consideration.

The sub-programme aims to provide support in methodology, policy and strategy development and promote training, capacity building and technical improvements for sustainable resource management at community level. To this end, it will identify and strengthen sub-regional centres of excellence to spearhead policy, methodology and technical development in a number of the priority areas and fields identified by the CCD; establish a sub-regional network to support village level development; assist member States to formulate guidelines for policy, strategy, training and technical development in support of village level resource management; build national capacities to train facilitators for village level development; and ultimately help to strengthen institutional structures at the national, district and local levels for community support.

The Kalahari-Namib Action Plan

Directly relevant to the aspirations of the SRAP, the objectives of Kalahari-Namib Action Plan are (i) to achieve sustainable exploitation of natural resources in the Kalahari-Namib region; (ii) to stop human induced land degradation and desertification; and (iii) to improve the welfare of people in the affected areas and thus contribute to breaking the vicious circle of poverty. The Action Plan envisages establishing pilot areas where the sound management of natural resources will be promoted and developed.

The involvement of local communities in the design, approval and implementation of both new and improved practices and management systems is an essential component of the Action Plan. The use of participatory methods in the design of community action plans has resulted into better understanding and knowledge about the environmental suitability of existing and proposed practices and their replicability in other affected areas.

The Action Plan is seen as one of the major sub-components in the management of shared ecosystems. Common guidelines in the management of areas covered by the Kalahari-Namib region will be developed and the sharing and exchange of scientific and indigenous knowledge and information enhanced.

Funding of the project at the sub-regional level has been problematic. There is therefore a need for affected countries to incorporate their pilot projects into the NAPs and recommend to SADC-ELMS specific aspects that may be handled within the SRAP. This, together with the appointment of a SRAP Programme Officer will help in overcoming the problems experienced so far. A Sub-regional Facilitation Funding Mechanism will be considered for supporting some of the community-based micro-projects and studies of a sub-regional nature. The mobilization of resources for pilot projects under the Action Plan will continue until such time that the programme is fully integrated into the NAPs and the SRAP.

SADC Environmental Education Programme

The SADC-ELMS Programme on Environmental Education has been developed through a series of consultative activities within a SADC-ELMS initiative in support of the environmental education (EE) process in the sub-region. Funding has been secured and the programme is now ready for implementation.

The objective of the programme is “to enable interaction among SADC EE agencies by optimising information sharing and building capacity for environmental problem solving and effective environmental management to achieve sustainable living”. Through its three components, the programme will (i) activate a functioning sub-regional EE Network; (ii) produce relevant EE resource materials for institutions in the sub-region; and (iii) build a cadre of trainers to conduct EE training in the SADC member States. The Umgeni Valley Project of the Wildlife and Environment Society of South Africa will be strengthened to implement the programme on SADC-ELMS’ behalf, to act as a SADC sub-regional EE centre and to coordinate the EE Network.

By virtue of its networking, training and materials development activities, this programme will prove crucial in the implementation of both the SRAP and the NAPs.

SADC Environmental Information Exchange Networking Programme

In response to concerns expressed by the SADC member States, SADC-ELMS established the SADC Environmental Information Exchange Network in July 1995. The Network comprises two contacts in each member State — representing key environmental coordination institutions in the government and non-governmental sectors — as well as representatives from relevant sub-regional institutions. Aiming at building awareness in the public at large, the Network focuses on environmental information/communication professionals (information officers and the like).

In support of the consolidation and operationalisation of the Network, SADC-ELMS is currently developing the SADC Environmental Information Exchange Networking Programme. Two programme components will focus on (i) strengthening the Network's structure and coordinating capacity, and (ii) assisting in the identification and formulation of substantive information exchange activities for the Network to engage in.

The Network will be an important instrument in the implementation of the SRAP's public information and awareness activities. Because it will promote the development of national level networks, it will likewise support the elaboration and implementation of NAPs.

Development of Guidelines and Techniques for Environmental Monitoring

As part of its on-going training and capacity building activities, SADC-ELMS has been developing guidelines and techniques for environmental monitoring in the sub-region. The general objective of this activity is “to achieve permanent monitoring of the environment, with the aim of collecting background data for the evaluation of short- and long-term environmental changes”.

Of particular relevance to the SRAP and NAP implementation processes are the guidelines currently being developed on Vegetation Monitoring and on Soil Erosion and Degradation Monitoring. Other monitoring guidelines produced cover Satellite Image and Air Photo Analysis, and Pesticide Residues.

Communicating the Environment Programme (CEP)

The CEP is a sub-regional partnership initiative involving SADC-ELMS, the World Conservation Union's Regional Office for Southern Africa (IUCN ROSA) and the Southern African Research and Documentation Centre (SARDC). It aims at informing, motivating and empowering people at all levels of environmental decision-making to move toward sustainable development paths, by providing them with clear, objective and meaningful information on the environment.

The CEP comprises a wide scope of activities. Of particular relevance to the SRAP are SARDC's India Musokotwane Environment Resource Centre for Southern Africa (IMERCSA), itself a CEP output established for the implementation of CEP activities; the production of materials, under which two high-profile books — *State of the Environment in Southern Africa* and *Water in Southern Africa* — have been published; and the promotion of mass media capacity for reporting the environment.

By virtue of its unique partnership composition, the CEP will help ensure the targeting of the widest range of stakeholders within SRAP information and awareness activities.

SADC Institutions, Programmes and Activities

The Zambezi River System Action Plan (ZACPLAN)

The responsibility for coordinating regional water resources management and development, which previously fell within the mandate of SADC-ELMS, was entrusted to a new SADC Water Resources Sector by the SADC Council of Ministers in August 1996. The programmes under this new Sector are of critical relevance to the SRAP.

ZACPLAN aims to ensure that the shared resources of the Zambezi River Basin are utilised in a manner which guarantees maximum, long-term advantage to all participating States. It comprises a number of projects (ZACPROs) focusing on various aspects of the environmentally sound management of the basin's shared resources. Considerable progress has been achieved in their implementation.

The SADC Protocol on Shared Watercourse Systems has been an important outcome of ZACPLAN. The spirit of dialogue and collaboration demonstrated in the implementation of ZACPLAN will be extended to the management of other shared basins and natural resources in the sub-region. The SRAP will seek to develop current initiatives on shared water resources into concrete sub-regional actions; and to encourage the development of other sub-regional inter-basin water resources management initiatives.

A legal framework will be developed for the assessment of the environmental impact of the sub-region's water development projects. For purposes of sustainable management of water resources there is also a need to develop master plans for the management of shared basins. This will facilitate research on inter-basin water transfers, water pollution and groundwater use.

SADC Regional Early Warning Programme

Coordinated by the SADC Food Security Sector, this project's primary objective is to provide advance information on food crop production and food supplies in the sub-region and alert SADC member States of impending food shortages or surpluses in sufficient time for appropriate action to be taken.

A network of national early warning units (NEWUs) has been established in all SADC countries, which regularly feed data to the Regional Early Warning Unit (REWU). The regular production of national food security and meteorological data through national bulletins now make it possible to produce a monthly regional early warning bulletin. Through the same system, information about the outbreak of migratory pests within the sub-region is communicated. A major service provided by the programme has been to communicate advance warning of food shortage levels during the recent drought years experienced in the sub-region.

This programme is directly relevant to the SRAP priority areas of Strengthening Early Warning Systems and Information Collection, Management and Exchange. Its capacity will be strengthened to handle data on additional environmental parameters relevant to the SRAP, a process which has begun with its hosting of the SADC Environmental Information Systems Technical Unit (SETU).

SADC Environmental Information Systems Programme

The result of consultations with key institutions and players in the sub-region, and with cooperating partners, the SADC Environmental Information Systems (EIS) Programme was elaborated by SADC-ELMS in 1995. Partial funding has been secured for the programme and implementation of some of its activities has begun.

The objectives of the programme are (i) to improve the collection, storage, exchange and management of environmental data; (ii) to assist in the production of State of the Environment reports; and (iii) to strengthen the EIS capacity in the SADC member States. The programme comprises two distinct components. The first, to be implemented on SADC-ELMS' behalf by a SADC EIS Technical Unit (SETU) especially formed for that purpose, will establish a sub-regional environmental database and strengthen its existing network for data harmonisation and exchange. To take advantage of existing capacity and facilities, SETU is hosted by the SADC Food Security Sector's Regional Early Warning Unit. The second component, the SADC EIS Training and Education Sub-programme (SETES), will be implemented for SADC-ELMS by the University of Botswana and will focus on training and capacity building activities.

The SADC EIS Programme will be a key player in the implementation of the SRAP's activities in capacity building, strengthening early warning systems and information collection, management and exchange activities. It will also provide substantial assistance in the establishment of baseline data for programme monitoring and evaluation.

Other Institutions

There are several SADC sectors and institutions whose mandates are very pertinent to the SADC-SRAP. Coordinated, together with the Food Security Sector, under the overall Food, Agriculture and Natural Resources (FANR) Sector, there are those responsible for **Agricultural Research, Livestock Production and Animal Disease Control, Inland Fisheries, Forestry, and Wildlife**. All these sectors coordinate programmes that will contribute significantly to the implementation of the SRAP.

The Southern African Centre for Cooperation in Agricultural Research (SACCAR) is of particular importance, due to the cross-sectoral role it will play in the SRAP. Relevant SACCAR programmes include the Desert Margins Initiative (which aims to promote innovative and action-oriented dryland management research to arrest land degradation, the Land and Water Management Research Programme, the Sorghum and Millet Improvement Programme, and In-Service Training in Research Management.

Other SADC sectors that stand to make important contributions to the SRAP include those responsible for **Energy, Culture and Information, Transport and Communications, Finance and Investment and Human Resources Development**.

CHAPTER FOUR

IDENTIFICATION OF LEAD INSTITUTIONS FOR THE PRIORITY PROGRAMME AREAS IN THE SRAP

The inter-sectoral nature of the SRAP implies that activities falling under its broad framework must be implemented within several different sectors, and by numerous institutions. The Southern African sub-region has many institutions with varied relevant experience, expertise and programmes which will be mobilised for SRAP implementation. However, their integration into a coherent and effective programme represents an enormous coordination challenge. Moreover, many participating institutions will have to be strengthened to effectively perform their relative functions under the SRAP.

This is clearly a task that surpasses both the coordinating capacity and technical competence of a single institution. In the development of operational mechanisms for the SRAP, particular attention has therefore been paid to the need to designate a lead institution for the coordination and implementation of each of its priority programme areas.

This is in line with the provisions of the CCD, which suggests that specialised sub-regional institutions may be entrusted with the responsibility to coordinate activities in their respective fields of competence (RIAA Article 10.2). As an operational strategy, it is also consistent with that of SADC. SADC-ELMS, like other sectors, has a number of formal agreements with national institutions whereby they assume a sub-regional role in coordinating and implementing programmes and projects on SADC-ELMS' behalf.

In seeking to designate lead institutions for the priority programme areas, SADC-ELMS has chosen to identify and strengthen existing institutions with demonstrated potential to perform a lead function in their respective areas, rather than to establish new ones. Again, this is in harmony with both SADC practice and the CCD, which calls for the rationalisation, strengthening and involvement of existing institutions (RIAA Article 4.1(c)).

Criteria Used in Assessing the Suitability of Institutions

Two missions were undertaken to identify and assess existing institutions in the sub-region that could assume a leading coordination and facilitation role in the implementation of activities within the various components of the SRAP. In the assessment of institutions, particular attention has been paid to the following:

- Infrastructural facilities — including library facilities, available equipment (computers and related software), printers, buildings (classrooms, office space, laboratories, etc);
- Institution's track record;
- Personnel (staffing strength);

- Previous experience in coordinating international programmes as well as providing short-term training courses;
- Current and/or planned activities related to desertification control and/or the mitigation of the effects of drought;
- Mechanisms of dissemination of research and technical information to grassroots populations and communities;
- Commitment to funding and sustaining of the institution independently, without relying on funds from SADC-ELMS; and
- Fairness of distribution of responsibilities of hosting SADC institutions among member countries.

Institutions Assessed

The missions visited and consulted with many institutions in six SADC member States. The following is a list of the institutions assessed.

Botswana

- Department of Environmental Science — University of Botswana
- Kalahari Conservation Society
- Thusano Lefatsheng

Mozambique

- National Institute of Agricultural Research (INIA)
- National Remote Sensing and Cartography Centre (CENACARTA)

Namibia

- Desert Research Foundation of Namibia (DRFN)

South Africa

- Faculty of Science — University of Potchefstroom
- Institute for Soil, Climate and Water — Agricultural Research Council of South Africa (ARC-ISCW)

Tanzania

- Faculty of Forestry — Sokoine University of Agriculture
- Institute of Continuing Education (ICE) — Sokoine University of Agriculture
- Institute of Resource Assessment (IRA) — University of Dar es Salaam

Zimbabwe

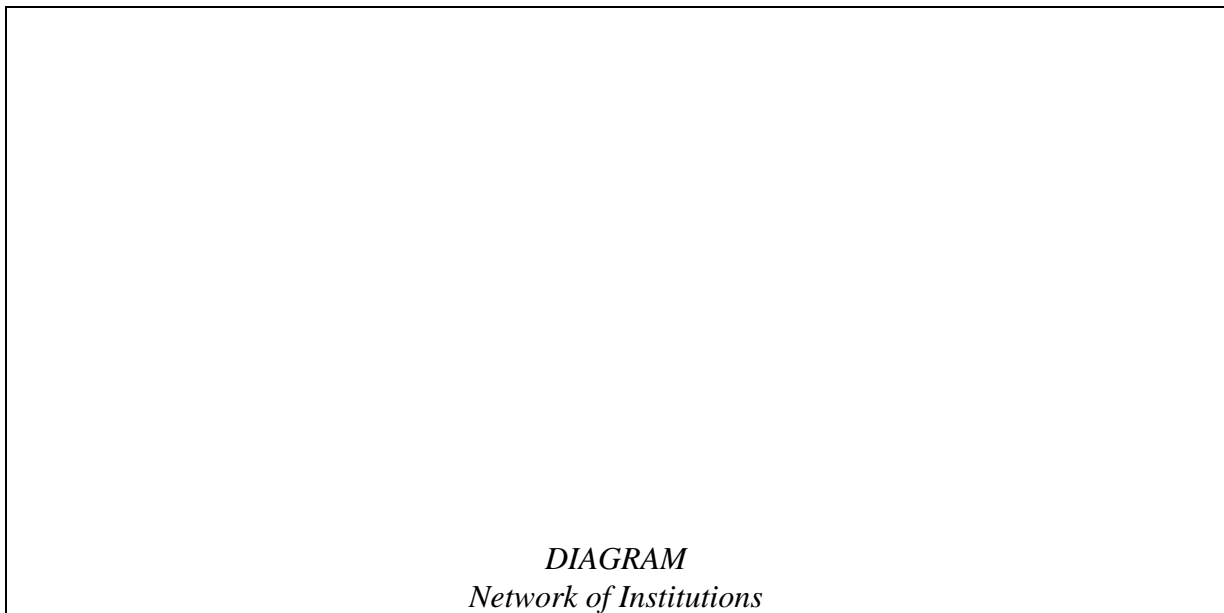
- Drought Monitoring Centre (DMC) — Department of Meteorological Services
- Institute of Water Development and Sanitation (IWDS) — University of Zimbabwe
- SADC Food Security Sector
- Zimbabwe Environment Research Organisation (ZERO)

Selection of Lead Institutions

The reports from the two missions, which contained detailed assessments of the institutions listed above, were presented at the SADC Sub-regional Forum on the Convention to Combat Desertification held in Maseru, Lesotho, 3-6 March 1997.

The Forum recognised the relevance of the Desert Research Foundation of Namibia (DRFN)'s aim, which is to create and further awareness and understanding of arid environments and develop the capacity, skills and knowledge to manage arid environments appropriately. It further recognised DRFN's capacity and expertise in training, and the willingness of the Government of Namibia to avail the expertise of the institution to the SADC-SRAP and to the CCD as a whole. For these reasons, the Forum recommended the DRFN as the Lead Institution for SRAP Priority Programme Area 1, Capacity Building and Institutional Strengthening.

SADC-ELMS will continue with the process of identifying and assessing sub-regional institutions that may assume the lead role within the remaining six priority programme areas.



CHAPTER FIVE

ESTABLISHMENT OF A MULTIDISCIPLINARY SCIENTIFIC AND TECHNICAL CONSULTATIVE COMMITTEE (MSTCC)

The CCD calls upon affected African countries to establish multidisciplinary scientific and technical consultative committees (MSTCC) to follow up the implementation of the Convention (RIAA Article 19(b)). Such committees should be formed at the sub-regional and regional levels, and their composition and modalities of operation should be determined by the countries of the sub-region.

The CCD recognises the crucial role that science and technology will play in combating desertification and mitigating the effects of drought. The application of science and technology in the broad issues elaborated in the Convention — *inter alia* strengthening the capacity of institutions, forging closer technical and scientific cooperation, and assistance in the transfer, adaptation and acquisition of relevant technologies — would enable affected parties to seek solutions to the myriad of problems associated with dryland ecosystems.

The MSTCC is therefore expected to evolve appropriate technologies to combat desertification and mitigate the effects of drought, and to give advice on their possible acquisition and application. It is imperative that the Committee takes a lead role in facilitating the elaboration and implementation of the SRAP and in articulating the role of science and technology in the whole process.

Since SADC-ELMS has been mandated by SADC member States to coordinate activities of the CCD within the sub-region, the establishment of the MSTCC therefore becomes the responsibility of SADC-ELMS, in consultation with the member States.

Functions of the MSTCC

The need for an MSTCC arises from the fact that action programmes called for in the CCD will require concrete elaboration of what role science and technology can play in their implementation. Articles 24 and 25 of the CCD provide the basis for and suggested functions of the MSTCC.

The MSTCC is broadly mandated to consult with the relevant entities within the sub-region and to utilise the multidisciplinary nature of its composition to assist SADC-ELMS in successfully implementing the provisions of the Convention, especially those requiring scientific and technical inputs (RIAA Article 19). At a glance, the seven priority areas of the SRAP all infer, in one way or another, strong scientific and technical inputs.

The MSTCC should make provision for the evaluation and assessment of existing networks of institutions and organisations with a view to streamlining and establishing effective networks that would support the implementation of the SRAP (Article 25). It should also advise SADC-ELMS on research priorities and transfer, acquisition and adaptation of appropriate technology (CCD Article 17 and RIAA Article 17).

Specific Functions

As the institution responsible for the general execution of the programme, SADC-ELMS will provide overall policy guidance for the SRAP. It will review the consolidated annual work programmes of the SRAP (including budgetary allocations), resolve any inter-agency implementation issues related to the SRAP and ensure effective representation of the views and concerns of the key stakeholders. The MSTCC will be expected to provide SADC-ELMS with guidance and advice on the scientific and technical aspects of programme execution.

The MSTCC will perform the following tasks:

1. Provide a detailed and up-to-date survey of research priorities to be undertaken within the sub-region in support of SRAP implementation. In the same vein, propose modalities for effective scientific and technical cooperation; and facilitate the flow of relevant information among the various scientific entities, within and outside the sub-region, in key areas related to desertification and drought. The MSTCC will also be responsible for ensuring the scientific and technological quality of research with relevance to the SRAP.
2. Advise SADC-ELMS on research priorities and on the transfer, acquisition and adaptation of appropriate technology that could enable the sub-regional organisation to fulfill its mandate.
3. Facilitate the establishment and/or strengthening of scientific information databases to assist information exchange and dissemination.
4. Assist SADC-ELMS with the identification and sourcing of technology, knowledge, know-how and practices relating to combating desertification and mitigating the effects of drought; and advise SADC-ELMS on how to develop and promote their adaptation in the Southern African sub-region.
5. Promote a state of the art scientific and technological understanding/interpretation of the issues directly related to the CCD, to guide the sub-region in the fight against desertification and drought.
6. Provide expert analysis/evaluation of capacities of institutions of excellence in the sub-region which could support SADC-ELMS and spearhead the implementation of the SRAP. This analysis should include all relevant institutions and agencies operating in the sub-region, with a view to working out modalities for sharing the roles and responsibilities identified for SRAP support.
7. Assist SADC-ELMS in articulating the strategies and approaches for strengthening cooperation and partnerships in the overall implementation of the CCD, with particular regard to technical and scientific aspects.
8. Assist SADC-ELMS in the elaboration of benchmarks and indicators for monitoring and evaluating the SRAP; and in the actual evaluation of the process.

- 9. Identify key areas where scientific and technical inputs are required, taking into account the need to achieve complementarity and synergy among the actors in the fight against desertification.
- 10. Identify technical and financial needs of the sub-region in the field of information collection, analysis, exchange and dissemination.

Composition, Procedure and Financing

The MSTCC will comprise twelve distinguished professionals — one from each SADC member State. Each member will have voting rights as the designated representative of his/her country in the Committee. The criteria for selection of the twelve representatives will be specified by SADC-ELMS. At the national level, member States shall establish mechanisms equivalent to the sub-regional MSTCC.

The Committee will establish a system of convening *ad hoc* panels to deliberate on specific issues of concern in the sub-region for SRAP implementation. Such panels will be composed of eminent experts dealing with the relevant issue areas in the sub-region and shall make appropriate recommendations to the MSTCC for further consideration. Members of the *ad hoc* panels may be selected by SADC-ELMS from a roster of sub-regional experts which will be maintained and periodically updated by SADC-ELMS. The MSTCC may periodically draw the terms of reference for each *ad hoc* panel, depending on the issues requiring attention.

The MSTCC will propose its own Rules of Procedure for approval by an appropriate higher SADC body; and will conform to the usual SADC reporting procedures.

SADC member States, together with SADC-ELMS, will explore ways and means of acquiring the requisite resources to finance MSTCC operations.

Relationship with SADC-ELMS

The MSTCC is a subsidiary organ of the SADC-ELMS Technical Committee and will serve as a specialised committee to offer technical advice to SADC-ELMS on matters related to the implementation of the CCD in general, and of the SRAP in particular. The Committee will be supported by SADC-ELMS in its operational modalities.





ELMS - MSTCC ORGANIGRAM

The MSTCC will maintain close liaison, through SADC-ELMS, with the CCD's Committee for Science and Technology to be established by the Conference of the Parties. It will keep abreast of the issues of concern to SADC-ELMS in respect of other international legal instruments, regional and sub-regional treaties and agreements; and ensure complementarity and synergy with other organisations interested in the implementation of the CCD in the Southern African sub-region.

CHAPTER SIX

OPERATIONALISING THE SRAP IN SOUTHERN AFRICA

Programme Objectives

The SRAP will define the elements for, and initiate the process of, strengthening environmental capacities, enhancing public awareness and mobilising their active participation in combating desertification, land degradation and the effects of drought. The objectives of the SRAP components will include strengthening the policy, legal and institutional foundations for environmental management; and initiating a process to enable member States to address land degradation problems of concern to their communities.

Programme Approach

In a departure from the traditional programme approach, prioritised programme components will form a series of sub-regional programmes for the implementation of the SRAP. These programmes should be supported by multiple donors, and designed deliberately to allow flexibility in the implementation process.

The programme approach will endeavour to ensure collaboration and coordination among sub-regional institutions, governments, NGOs, the donor community and other stakeholders in order to minimise duplication and fragmentation of efforts. Such an approach will have a positive synergistic effect, save scarce resources and enhance the quality and process of programme implementation through the sharing of experiences and information. Considerable attention in programme component design and implementation will also be given to enhancing transparency and accountability of the individual institutions, organisations and agencies involved in the implementation of the SRAP.

Programme Rationale

The programme components must support the objective of the CCD and the sub-region's development strategy which seeks to reduce poverty within the framework of economic growth and the protection of the environment and natural resources. The SRAP will also help member State governments to initiate a capacity building effort to better address issues of land degradation, desertification and the effects of drought.

Through a consultative process in the design of the SRAP components, efforts will be made to put in place a framework upon which subsequent phases of the programme can be built. The SRAP should contribute to achieving the goals of sustainable development. Sustainable economic growth in the sub-region depends on halting the spread of land degradation and on the promotion of sound management of the sub-region's natural resources.

Steps Towards SRAP Implementation

The SRAP represents a very important platform for strengthening cooperation and arriving at partnership arrangements to support the various activities that are at stake in the successful implementation of the CCD. As the designated coordinator of the SRAP, SADC-ELMS needs to undertake a number of activities in order to initiate the process.

Awareness Creation

The issue of awareness creation within the sub-region and among the various partners and actors who will play an active role in the SRAP process is crucial. SADC-ELMS has already been involved, during the various stages of elaboration of the SRAP, in a vigorous campaign to create awareness of the scope and operational modalities called for in the CCD as well as the role of each key player in helping the process achieve its objectives. However, further efforts are needed in this area.

SADC-ELMS will catalyse the implementation of the SRAP by preparing a straightforward outline of the SRAP targeted at top-level policy-makers (such as parliamentarians) and heads of key government departments as well as research and education institutions conducting programmes relevant to the SRAP. Other key target audiences for this campaign will include relevant SADC Sector coordination units, UN agencies, other inter-governmental organisations within the sub-region, NGOs and the private sector. Along with the SRAP outline, SADC-ELMS will prepare suggestions as to the possible roles that the various actors may play in the process.

Awareness must also be promoted among development partners, who will be encouraged to support the SRAP during its formative stages by making concrete commitments on the specific areas they intend to support. The awareness campaign will include suggested mechanisms and modalities for sustaining the SRAP process once it is launched. Co-financing of the activities is encouraged among the partners in order to achieve complementarity and avoid duplication. Cooperating partners are also encouraged to support awareness creation activities, such as the production and distribution of information materials.

Prioritisation of Programmes and Activities

Key issue areas have already been identified both by the individual SADC member States and by the consultative meetings held by SADC-ELMS, particularly the Windhoek Consultative Meeting of 1996 and the Maseru Forum of 1997. Priority areas have been ably articulated and key players in the implementation of the SRAP identified. The Forum determined the priority status of each of the seven programme areas and suggested an implementation time frame, as shown in the following Table.

Programme Area	Priority order	Time Frame	Strategic Approach
1. Capacity Building	1	June, 1997	Designation of Lead Institution (DRFN) which should also contact other collaborating institutions and partners.
2. Early Warning	2	July, 1997	SADC-ELMS to review existing institutions and programmes.

3. Shared Natural Resources	3	Dec. 1997	SADC-ELMS to consult with other relevant sectors and institutions — implementation of components starts.
4. Information Collection	1	June, 1997	Consolidate SADC Environmental Information Exchange Network; ensure participation of NGOs.
5. Development and Transfer of Technology	3	Nov. 1997	MSTCC established and functioning.
6. Energy	3	Dec. 1997	SADC-ELMS to establish effective modalities of work and coordination with relevant sectors.
7. Socio-economic Issues	1	May, 1997	Elaboration of programme outline.

Long-term Strategy for Sustainability

As already indicated in Chapter Four, the implementation of the SRAP, its various components cutting across various sectors, calls for the participation of a multitude of players in the sub-region. Many of them already have planned and/or on-going programmes and activities — as well as capacities, expertise and other resources — that are, in one way or another, relevant to the SRAP.

Towards the sustainability of the SRAP, the sub-region must ensure that all stakeholders are brought on board and participate in a spirit of partnership and collaboration. However, the integration of all key players and relevant actions into a coherent programme will require that effective coordination mechanisms be put in place. This is a challenge that must be met by SADC-ELMS, assisted as appropriate by the MSTCC and the lead institutions for the various programme areas.

SADC-ELMS must develop a long-term integrated approach to the implementation of the SRAP, with all actors and stakeholders taking on the roles which they are best suited to perform. Such an approach will aim at establishing clearly defined roles and responsibilities, with minimal overlap to ensure the rationalisation of technical, financial and human resources. An effective networking strategy needs to be developed to bring about the smooth information flow necessary to achieve complementarity of actions.

SADC-ELMS will establish linkages with key organisations and institutions through Memoranda of Understanding (MOU) which will form the framework for cooperation within the SRAP. Spelling out the comparative advantages of the institution in question, each MOU must detail the roles and responsibilities the institution will assume and the nature of the support it will undertake in the implementation of the SRAP.

Financing Mechanism

The CCD encourages the use of existing bilateral and multilateral financial mechanisms to channel substantial financial resources to affected developing country parties (Article 4). Accordingly, a great number of development partners have assisted the sub-region throughout the NAP and SRAP elaboration processes, and many of them have expressed interest and willingness to participate in the financing of the SRAP implementation stages. Their support in the development of concrete, implementable programmes within the SRAP is also a crucial factor for the successful implementation of the CCD in the sub-region. However, it is not possible to determine the level of their commitments at this point in time.

As was mentioned in the previous section, many of the sub-regional institutions that will participate in the SRAP are already implementing relevant programmes and activities. Financial resources for such interventions may have been secured from the sub-region or international donors, or both. Consequently, SADC-ELMS must quantify the available and potential resources from the sub-region in order to be able to determine the gaps for supplementary external funding. The SRAP financing plan will be firmed up with other donors during appraisal of the component project documents, when it will be clearer as to how much will be raised from within the sub-region and how much contributed by other cooperating partners.

UNDP, UNEP, WMO and UNSO have particular experience through long-standing involvement in environment and development initiatives, and the CCD Secretariat is well-positioned to facilitate and negotiate the securing of external financial resources for the SRAP. Under the CCD, they are encouraged to support, in accordance with their mandates and capabilities, the elaboration, implementation and follow-up of action programmes (Article 9).

SADC-ELMS will determine the feasibility of establishing a SRAP facilitation fund to promote multiple-source funding approaches, mechanisms and arrangements and their assessments, in accordance with Article 21 of the CCD. To this end, SADC-ELMS will seek the views of cooperating partners regarding the establishment of such a fund, to which SADC member States would also be required to contribute.

Monitoring and Evaluation

The SRAP is a long-term process involving a complex of interventions from different sectors and at various levels. Monitoring and evaluating its progress will therefore be an important function of its management and coordination, and one to which close attention must be devoted throughout its implementation.

The success of programmes has at times been assessed primarily in terms of the achievement of administrative targets such as funding, spending and personnel development. While this is indeed important from the viewpoint of SRAP management and accountability, the overall purpose of monitoring and evaluation will be to assess the long-term success of the programme in terms of its effectiveness in reducing the size and rate of land degradation in the sub-region and its positive impacts on the socio-economic conditions of the affected communities.

The SRAP is expected to evolve as a process with set targets focusing on key issues that have been agreed upon to constitute an effective programme. Carefully selected benchmarks and indicators will help to gauge the progress of the programme through the various implementation stages. There will be need to compile baseline information as a basic framework for comparison of important trends so that programme implementation can be improved.

Monitoring the SRAP will be a continuous task; thus it must be done cheaply and simply. However, modern “high-tech” monitoring techniques, like remote sensing and Geographical

Information Systems (GIS), have a role to play in combating desertification and land degradation, especially where vast areas of land are involved.

Social and economic conditions in the sub-region will be measured through surveys and participatory methods. In socio-economic terms, monitoring should focus on stakeholders' perceptions of the programme and the rates of adoption of component activities. Affected communities and local institutions can also contribute significantly to monitoring processes; because of their closeness, they may be quick to detect changes not anticipated in the programme. However, the criteria, benchmarks and indicators for review and monitoring will be established by the SADC-ELMS Technical Committee and the MSTCC, following the CCD framework.

ANNEX ONE

ABBREVIATIONS

ARC-ISCW	Institute for Soil, Climate and Water — Agricultural Research Council of South Africa
CCD	(International) Convention to Combat Desertification
CENACARTA	National Remote Sensing and Cartography Centre
CEP	Communicating the Environment Programme
DMC	Drought Monitoring Centre
DRFN	Desert Research Foundation of Namibia
EIS	Environmental Information Systems
ELMS	(SADC) Environment and Land Management Sector
FANR	(SADC) Food, Agriculture and Natural Resources Sector
GIS	Geographical Information Systems
ICE	Institute of Continuing Education
IMERCSA	India Musokotwane Environment Resource Centre for Southern Africa
INCD	Intergovernmental Negotiating Committee on the Desertification Convention
INIA	National Institute for Agricultural Research
IRA	Institute of Resource Assessment
IUCN ROSA	World Conservation Union, Regional Office for Southern Africa
IWDS	Institute of Water Development and Sanitation
MOU	Memorandum of Understanding
MSTCC	Multidisciplinary Scientific and Technical Consultative Committee
NAP	National Action Programme
NEWU	National Early Warning Unit
NGO	Non-governmental Organisation
REWU	Regional Early Warning Unit
RIAA	(CCD) Regional Implementation Annex for Africa
SACCAR	Southern African Centre for Cooperation in Agricultural Research
SADC	Southern African Development Community
SADCC	Southern African Development Coordination Conference
SARDC	Southern African Research and Documentation Centre
SETES	SADC EIS Training and Education Sub-programme
SETU	SADC EIS Technical Unit
Sida	Swedish International Development Cooperation Agency
SRAP	Sub-regional Action Programme
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNSO	United Nations Sudano-Sahelian Office
WMO	World Meteorological Organisation
ZACPLAN	Zambezi River System Action Plan
ZACPRO	ZACPLAN Project
ZERO	Zimbabwe Environment Research Organisation