

**Report on the Experts Segment of IGAD/GM/World Bank/UNCCD  
Secretariat Workshop on the Development of a Framework for Partnership  
and Capacity Building to Combat Land Degradation and Poverty Alleviation  
in the IGAD Sub-region**

**Recommendations of the  
Expert Segment to the Ministerial Segment  
10 – 13 December 2001,  
Kampala, Uganda**

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***I. Introduction***

1.1 The Expert Segment of the Workshop was held on 10 – 13 December 2001 at the Grand Imperial Hotel in Kampala, Uganda. The Workshop is a follow up to the recommendations of the IGAD/SADC workshop held in Mombassa, Kenya in October 2000. The Mombasa workshop had highlighted the following:

- Inadequate resources (both financial and technical) is the main constraint with respect to the implementation of NAP/SRAP;
- Inadequate capacity for analysis, planning and implementation is one of the underlying causes of inadequacy in resources;
- Mainstreaming of NAP and SRAP into strategic national and sub-regional frameworks is imperative for effective combating of land degradation and poverty reduction;
- Internalization and African ownership of various initiatives is critical to the implementation of NAPs and SRAP;
- Sustained partnerships are prerequisites for resource mobilization and capacity building.

1.2 In the light of the above points, the Kampala workshop was convened to address the following:

- Reaffirmed the common understanding of the main symptoms and underlying causes of land degradation;
- Develop a generic road map to a) act as an iterative planning tool; b) serve as the basis for the mobilization of resources and their allocation to national and sub-regional priorities within the overall strategic frameworks for both governments and development partners; c) enhance partnership for synergy among institutions and programs; and d) demonstrate linkages between land degradation and poverty.
- Agree on the concept of Sub-regional Support Facility and its relationship with the IGAD Sub-regional Facilitation Fund as well as emerging initiatives, such as the food security hub for the Horn of Africa, Africa Land and Water Management Initiative and so forth.

1.3 The workshop was attended by all the IGAD Member States (with the exception of Somalia), the African Development Bank (ADB), and the Global Mechanism

(GM) of the UNCCD, the UNCCD Secretariat, UNDP/UNSO, WFP, ECA, UNEP/GEF, FAO SADC, and GTZ. The main highlights of the four-day Experts Group meeting are presented in section II of this report, while the recommendations are presented in section III.

## **II. Highlights of the Main Points of Consensus**

- 2.1 The workshop was officially opened by the Honorable Kisamba- Mugerwa, Minister of Agriculture, Animal Industry and Fisheries of Uganda. In his opening statement, the Honorable Minister stressed the importance of mainstreaming the priority areas of NAP into existing frameworks of IGAD Secretariat and its Member States as well as into the frameworks of development partners. In this regard, he highlighted the steps that Uganda has taken in mainstreaming NAP priority areas into Poverty Eradication Action Plan (PEAP) and all sector programs under the PEAP such as the Program for the Modernization of Agriculture (PMA). At the opening session statements were also made by IGAD Secretariat, the Global Mechanism (GM), and the UNCCD Secretariat, FAO, UNEP/GEF and UNDP/UNSO.
- 2.2 During the first day, Member States and IGAD Secretariat presented progress reports on their NAPs and SRAP. The presentations demonstrated that Member States (MS) of the IGAD Sub-region have taken a serious and keen interest in the implementation of the National Action Program (NAP) to combat desertification in the context of the United Nations Convention to Combat Desertification (UNCCD). In addition, the MS delegation to this workshop consisted of representatives of the ministries of: finance and economic planning; agriculture; environment and in some cases water resources; and NGOs. This is a major step forward in the implementation of the NAPs.
- 2.3 There was a general consensus on the need to put in place a framework for strategies, policies and incentives system for resource users to address two of the underlying causes of land degradation – institutional (legal and policy instruments, such as land tenure system) and market failures. However, a balanced approach between Market-Based Instruments (MBIs) and public policy was stressed, as a viable option than tendency toward MBI prescriptions.
- 2.4 Following a common understanding of the symptoms and underlying causes of land degradation, was a general consensus on a generic “road map” model for the formulation and implementation of the NAP. This road map is to be understood as a sequenced –steps showing the implementation of NAP from identification of priority areas to their execution. That is, the generic model of a NAP road map consists of the following :a) Step One – build consensus on symptoms and underlying causes for land degradation, b) Step Two –identification of NAP priority areas and status of their implementation; c) Step Three – identification of strategic frameworks (national & development partners); d) Step Four –

mainstreaming of priority areas into strategic frameworks identified in step three as well as identification of residual areas, i.e. those areas that cannot be mainstreamed due to technical and/or financial constraints; e) Step Five – design of strategic interventions for the implementation of residual areas and appropriate financial mechanism for the execution of strategic interventions; f) Step Six- design of robust monitoring & evaluation systems -- process and impact (financial, social and environmental)-- for a sustained mainstreaming of drylands issues into strategic frameworks; and g) Step Seven- identification of main actors/stakeholders for a sustained partnership for the operationalization of the preceding five sequenced-steps.

- 2.5 The workshop felt that the proposed matrix for the mainstreaming of NAP and SRAP into existing strategic national and sub-regional frameworks was complex. However, the matrix was considered an important tool for mobilizing resources for NAPs and SRAP. In this regard, there would be a need to prepare on the basis of a work in progress, guidelines for the mainstreaming within the framework of the above stated road map. Moreover, there was a felt need to have some of the NAP priority areas to be “stand-alone” in certain instances so as to provide testing ground (pilot basis) for the mainstreaming of best practices in combating desertification into existing strategic frameworks.
- 2.6 The second day started with the overview of IGAD’s activities, briefing on the status of SRAP and its road map, on the linkages between various programs and initiatives, on Africa Land and Water Management Initiative (ALWMI), on the elaboration of national reports for the Committee of the Review of the Implementation of the Convention (CRIC) in 2002, on the IGAD Sub-regional Facilitation Fund (SFF), on the role of the private sector, and on the concept note on a Sub-regional Support Facility (SSF). These were followed by identification of issues for working groups.
- 2.7 There was a general concern about the modest level of implementation of IGAD’s activities, especially with respect to SRAP. This modesty in the level of implementation appeared to be associated with weak commitment on the part of some Member States and development partners in the past to support the IGAD Secretariat, though there is now a relatively strong support. Nevertheless, there is need for a strong feedback mechanism between the IGAD Secretariat and UNCCD Focal Points in Member States. Related to this was the issue of linkages between programs and initiatives and the need for harmonization, so as to reduce unnecessary burdening of the IGAD Secretariat. In addition, it was felt that linkages at both program and strategy levels would lead to better coordination by the Secretariat on the one hand, and help development partners to rationalize allocation of resources on the other.
- 2.8 The SSF was seen as an important vehicle for providing a transition to move forward on the SRAP and NAP road maps, while taking into account emerging opportunities (e.g. the proposed food security hub for the Horn of Africa) as well

as refining the modalities for operationalizing the SFF. In this regard, the IGAD Secretariat and its Member States note with appreciation that the GM is prepared upon request to provide \$ 350,000 as seed money to jump-start a Sub regional Support Facility (SSF) with financial as well as technical arms, while the IGAD Secretariat was requested to start immediate dialogue with the World Bank and FAO on the modalities of the proposed food security Hub for the Horn of Africa. The GM will assist the IGAD Secretariat in this dialogue.

- 2.9 The role of the private sector was seen to be critical in the capitalization of National Desertification Funds (NDFs) and in the establishment of a Sub-regional Support Facility (SSF) and/or Sub-regional Facilitation Fund (SFF). In this regard, the linkages and relationship between SSF/SFF and NDFs will have to be clearly defined.
- 2.10 The presentation by UNEP/GEF representative highlighted sources of additional funding that can be accessed by both MS and IGAD Secretariat in the implementation of the UNCCD in the IGAD sub-region. The GEF has a mandate to support capacity building for global environmental management including trans-boundary issues. Member States were urged to take advantage of the available opportunities provided by GEF, such as the recently launched Capacity Development Initiative (CDI).
- 2.11 The third day focussed on country reports on the most appropriate road map for the formulation and implementation of NAPs as well as on IGAD's SRAP. Countries had been requested to: a) determine sequenced-steps for the formulation and implementation of NAPs; b) identify the key actors for successful completion of each and every step on the road map; and c) make recommendations on the way forward.
- 2.12 Country reports demonstrated that Member States are at different stages/steps on their respective road maps, which implies that some countries would need to be assisted so as to catch up. In addition, the exercise on mainstreaming of NAP priority areas into national and donor strategic frameworks revealed that there was difficulty with the term "residual areas." In this regard, consensus emerged that this term be changed to "non-matchable" areas, which cannot be mainstreamed to strategic frameworks, e.g. capacity building and institutional strengthening on UNCCD Focal Points. Moreover, it was emphasized that mainstreaming of NAP priority areas into PEAP/PRSP and other frameworks does not mean that funds have been secured for these areas. It shows that NAP areas have become an integral part of national and development partners' development priorities and to the extent that they have equal chance for competing for resources within the Medium Term Expenditure Framework (MTEF).
- 2.13 The issue of the Sub-regional Support Facility (SSF) was revisited in the context of the presentation of IGAD SRAP. The IGAD Secretariat made the following specific recommendations with respect to the SSF: a) that it should be a

transitional framework for mobilizing resources for SRAP and NAPs and for supporting the establishment of SSF; b) that a Memorandum of Understanding (MOU) be signed between IGAD and the GM; and c) that the GM provides immediate technical assistance to help with the review of various mechanisms, such as SSF, SFF and food security hub for the Horn of Africa. The African Development Bank (ADB) expressed interest in the SSF and invited IGAD Secretariat and its Member States to send detailed proposal for the SSF upon finalization of the modalities.

- 2.14 The workshop notes with great interest the request submitted to ADB by IGAD Secretariat for funding of small scale irrigation and water harvesting study to the tune of \$ 1.7 million. ADB representative indicated that the request is under review.
- 2.15 The workshop was reminded of the existing cooperation arrangements whereby Member States of the ECA may access technical assistance to address technical and policy issues of national and sub-regional concerns. The IGAD Secretariat and its Member States were encouraged to make use of this facility especially in the agreed areas of cooperation between Member States and the ECA.

### **III. Recommendations**

- 3.1 The workshop notes the importance of proper mainstreaming and enhanced internalization for effective implementation of the NAPs and SRAP and thus recommends that Member States and IGAD Secretariat develop and implement appropriate strategies, policies, institutional and incentive frameworks at national and sub regional level.
- 3.2 The workshop recommends that the IGAD Member States and the Secretariat pursue mainstreaming/integration/internalization of their NAPs and SRAP into their respective development frameworks/plans and the related budgetary process of Governments and development partners (PRSPs, PEAP, PMA, CAS, NSS, RSS, etc.) and give priority to the implementation of the UNCCD as an instrument for sustainable development.
- 3.3 The workshop also recommends that NAPs and SRAP be mainstreamed and integrated into respective Partners cooperation frameworks at national and sub regional level respectively.
- 3.4 The workshop notes the need for developing Road Maps as tools for enhanced implementation of the NAPs and SRAP. The workshop also notes that Road Maps could add value to the current efforts of NAPS and SRAP implementation. Road Maps must however take into account the stages of developments of the NAPs and SRAP and the specific conditions of each country and the sub region and therefore have a specific design for each country and the sub-region.

- 3.5 The workshop notes the Khartoum IGAD Summit Decision of November 2000 on operationalizing the National Desertification Fund (NDF) and the Sub regional Facilitation Fund (SFF). The workshop also notes that NDF development in Member States is at different levels of progress and that SFF has not taken off. In this regard the workshop recommends that Member States meticulously pursue the establishment of NDF including the development of the appropriate legal, institutional, financial and administrative frameworks. Similarly IGAD Secretariat is requested to take the necessary steps to operationalize the SFF. In this regard particular emphasis should be made in the introduction of new and innovative ways and mechanisms (eco-cent, lottery, etc.) for resource mobilization to make the NDF and SFF sustainable.
- 3.6 The IGAD Secretariat and its Member States note with appreciation that the GM is prepared upon request to provide \$ 350,000 as seed money to jump-start a Sub regional Support Facility (SSF) with financial as well as technical arms. The workshop urges the African Development Bank (ADB) to support IGAD and its Member States through \$ 1.7 million of Technical Assistance Fund (TAF) to support IGAD to undertake feasibility studies on small scale irrigation and water harvesting projects in the sub-region. In this regard the workshop recommends that IGAD Secretariat working closely with the GM should make use of these opportunities and invite IGAD Partners Forum (IPF) and other development partners to support and contribute to the SSF. The workshop further recommends that the SSF be considered a transitional phase in operationalizing the SFF and NDFs.
- 3.7 The workshop notes the many initiatives that are independently emerging in the sub region all in some way or another addressing similar issues relating to land degradation and poverty alleviation. In this regard the workshop recommends that IGAD Secretariat and its Member States take the ownership of these initiatives, integrate and internalize them into existing partnership frameworks (e.g. SSF, IPF, etc.) and that partners in development (FAO, WB, EU, etc.) provide the required technical assistance.
- 3.8 The workshop notes the complexity and diversity of natural resources and environmental trans-boundary issues and concerns in the sub region. The workshop recommends that the IGAD Secretariat working closely with Member States identify potential areas of transboundary natural resources management and environmental improvement for compilation and review by IGAD Secretariat. Further IGAD Secretariat working closely with the GM and other partners develop these into a portfolio of trans-boundary project with national as well as global financing for national and sub-regional benefits. IGAD Secretariat is also requested to revisit and review the structure of IGAD SRAP and the linkages between NAPs and SRAP in light of its mainstreaming into the IGAD's core activities giving special focus to the role of NGOs.

- 3.9 The workshop notes the urgent need for strengthening the technical capacity in IGAD Secretariat and its Member States. In this regard the workshop calls on development partners to enhance technical assistance as part of the development cooperation.
- 3.10 The workshop notes the inherent linkages between land degradation (desertification), food insecurity and poverty and their direct relationship to the New Partnership for Africa's Development (NEPAD). In this regard the workshop recommends that IGAD Member States and its development partners renew their individual and collective commitments to substantially increase their financial and technical support to the UNCCD at national and sub-regional levels.
- 3.11 The workshop notes with appreciation the composition of the multi-disciplinary country teams including experts from Agr, Finance, Env, Water, and NGOs, participating in the workshop and the valuable contributions of all stakeholders. In this regard the workshop recommends that such trend be pursued in addressing cross-cutting issues such as land degradation and poverty.
- 3.12 The workshop notes with appreciation the establishment of Women Desk at IGAD Secretariat to mainstream gender issues into IGAD policies, projects and programs. The workshop requests IGAD Secretariat to promote the involvement of women, youth and others major groups in the implementation of the UNCCD and poverty alleviation. In addition Member States were urged to mainstream gender issues into their NAPs.
- 3.13 The workshop notes the importance of NGOs and civil society organizations in the implementation of the UNCCD and the need to build their capacities to enhance their contribution to the implementation of the NAPs and SRAP as envisaged in the Convention. The workshop recommends that the IGAD RIOD members establish a strong and effective network so that information flow at all levels is guaranteed. In this regard the workshop recommends that modalities be worked out to enhance their participation in NAPs and SRAP and enable NGOs an access to the SSF.
- 3.14 In the context of the GM assisted Road Maps, IGAD Secretariat and its Member States request the GEF and its Implementing Agencies, in accordance with GEF operational guidelines to: i) establish linkages between CDI support activities of the NAP focal point at country; and ii) provide support under CDI for capacity building at sub-regional level.