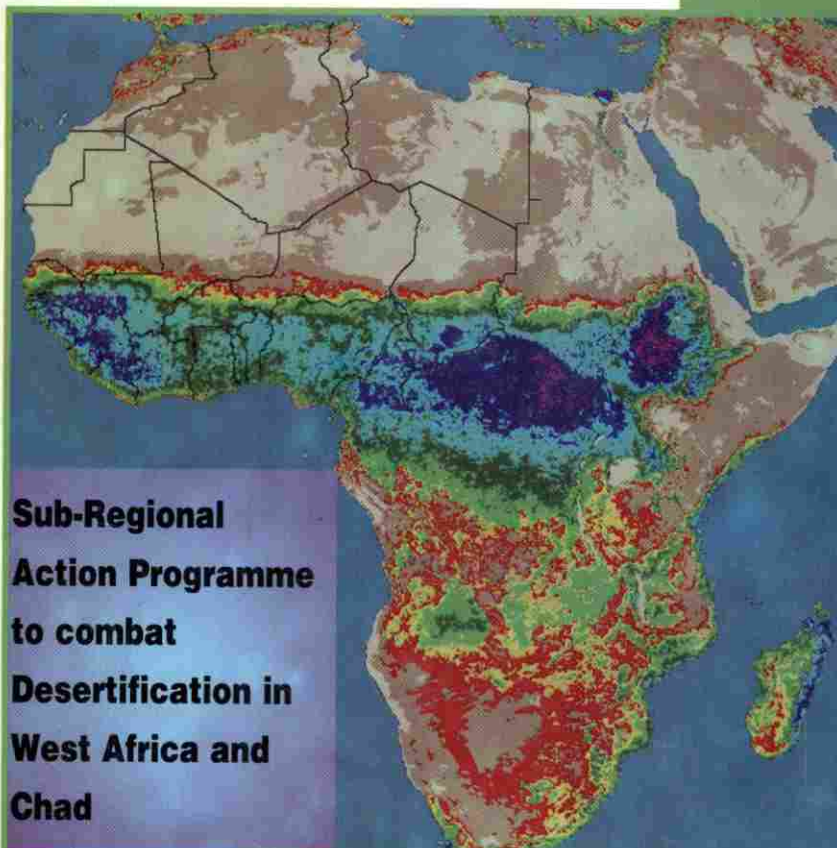
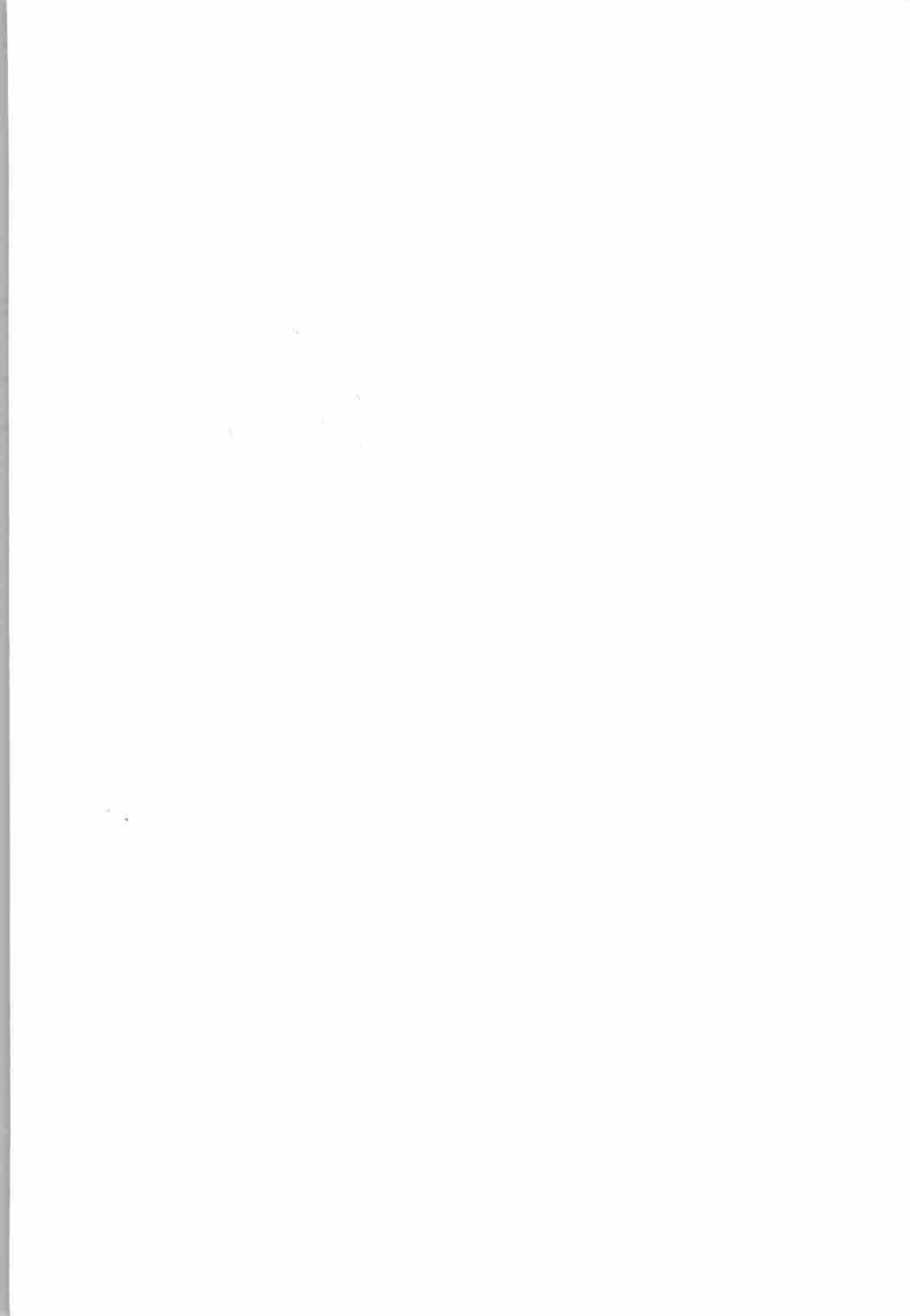


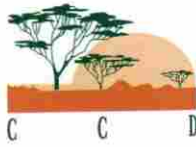
SRAP



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**Sub-Regional Action Programme
to combat desertification in
West Africa and Chad**

SRAP / WA

JUIN 2000

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1950-1951

1952-1953

1954-1955

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Acronyms and abbreviations

ABN	:	Autorité du Bassin du Fleuve Niger (Niamey, Niger)
ACMAD	:	African Center for Meteorological Application to Development (Niamey, Niger)
ADB	:	African Development Bank (Abidjan, Côte d'Ivoire)
AGRHYMET	:	Centre Régional de formation et d'application opérationnelle en Agro-Hydro-Météorologique (CILSS specialised agency based in Niamey, Niger)
ALG	:	Autorité pour le Développement du Liptako-Gourma (Ouagadougou, Burkina Faso)
CBLT	:	Commission du Bassin du Lac Tchad (N'djaména, Tchad)
CBO	:	Community-based Organisation
CCD	:	Convention to Combat Désertification / Convention des Nations Unies sur la lutte contre la désertification
CEAO	:	Communauté Economique de l'Afrique de l'Ouest
CIERRO	:	Centre Inter africain d'Etudes en Radio Rurale de Ouagadougou (Burkina Faso)
CILSS	:	Permanent Interstate Committee for Drought Control in the (Ouagadougou, Burkina Faso)
CMNNC	:	Commission Mixte Nigéro-Nigériane de Coopération (Niamey, Niger).
CNED	:	Conseil National de l'Environnement et du Développement (Mauritanie)
CONAGESE	:	Conseil National pour la Gestion de l'Environnement (Burkina Faso)
CONSERE	:	Conseil Supérieur des Ressources Naturelles et de l'Environnement (Sénégal)
CORAF	:	Conférence des Responsables de Recherche Agronomique Africains (Dakar, Sénégal)
CRAT	:	Centre Régional Africain de Technologie (Dakar, Sénégal)



CRTO	:	Centre Régional de Télédétection de Ouagadougou (Burkina Faso)
DC	:	Desertification Control
ECA	:	UN Economic Commission for Africa (Addis-Ababa, Ethiopia)
ECOWAS	:	Economic Community of West-African States (Abuja, Nigeria)
EIER	:	Ecole Inter-Etats d'Ingénieurs de l'Equipement Rural (Ouagadougou, Burkina Faso)
EISMV	:	Ecole Inter-Etats des Sciences et Médecine Vétérinaires (Dakar, Sénégal)
ENDA-TM	:	Environnement et Développement en Afrique / Tiers Monde (Dakar, Sénégal)
EWS / NEWS	:	Early Warning System / National Early Warning System
F.CFA	:	Franc de la Communauté Financière Africaine
FAO	:	UN Food and Agriculture Organisation
GDP	:	Gross Domestic Product
GNP	:	Gross National Product
HDI	:	Human Development Index
HIPC	:	Highly Indebted Poor Countries
ICRAF	:	Centre International de Recherche en Agroforesterie
ICRISAT	:	International Crops Research Institute for Semi-Arid Tropics (Patancheru, Inde)
IDRC	:	International Development Research Center (Canada)
IGO	:	Intergouvernemental Organisation
IITA	:	International Institute For Tropical Agriculture
ILRI	:	International Livestock Research Institute
INSAH	:	Institut du Sahel (Institution spécialisée du CILSS basée à Bamako au Mali)
IO	:	International Organisation
IPD/AOS	:	L'Institut Panafricain pour le Développement-Afrique de l'Ouest/Sahel (Ouagadougou, Burkina Faso)



IRED	:	Institut de Recherche En Développement
IUCN	:	World Union for Nature.
LDC	:	Least Developed Countries
MRU	:	Manu River Union
MULPOC	:	Centre Multinational de Programmation et d'Exécution des Projets pour l'Afrique de l'Ouest (Niamey, Niger) devenu CDSRAO
NAP	:	National Action Programme
NDCP	:	National Desertification Control Plan
NEAP	:	National Environmental Action Plan
NGO	:	Non-Governmental Organisation
NRM	:	Natural Resource Management
NRMP	:	Natural Resource Management Programme
OCLALAV	:	Organisation Commune de Lutte Antiacridienne et de Lutte Antiaviviere (Dakar, Sénégal)
OMVG	:	Organisation pour la Mise en Valeur du fleuve Gambie (Dakar, Sénégal)
OMVS	:	Organisation pour la Mise en Valeur du fleuve Sénégal (Dakar, Sénégal)
RIOD	:	Réseau International des ONG de lutte contre la Désertification
SID-SISEI	:	Système d'Information sur la Désertification et de Suivi de l'Environnement sur Internet
SRAP	:	Sub-regional Action Programme
TFAP	:	Tropical Forestry Action Plan
UEMOA	:	Union Economique et Monétaire Ouest-Africaine (Ouagadougou, Burkina Faso)
UNDP	:	United Nations Development Programme
UNEP	:	United Nations Environmental Programme
UNSO	:	United Nations Office to Combat Désertification and Drought / Bureau de lutte contre la désertification et la Sécheresse
USAID	:	United States Agency for International Development
USD	:	United States dollar
WARDA	:	West-African Rice Development Association (Bouaké, Côte d'Ivoire)
WWF	:	World Wildlife Fund



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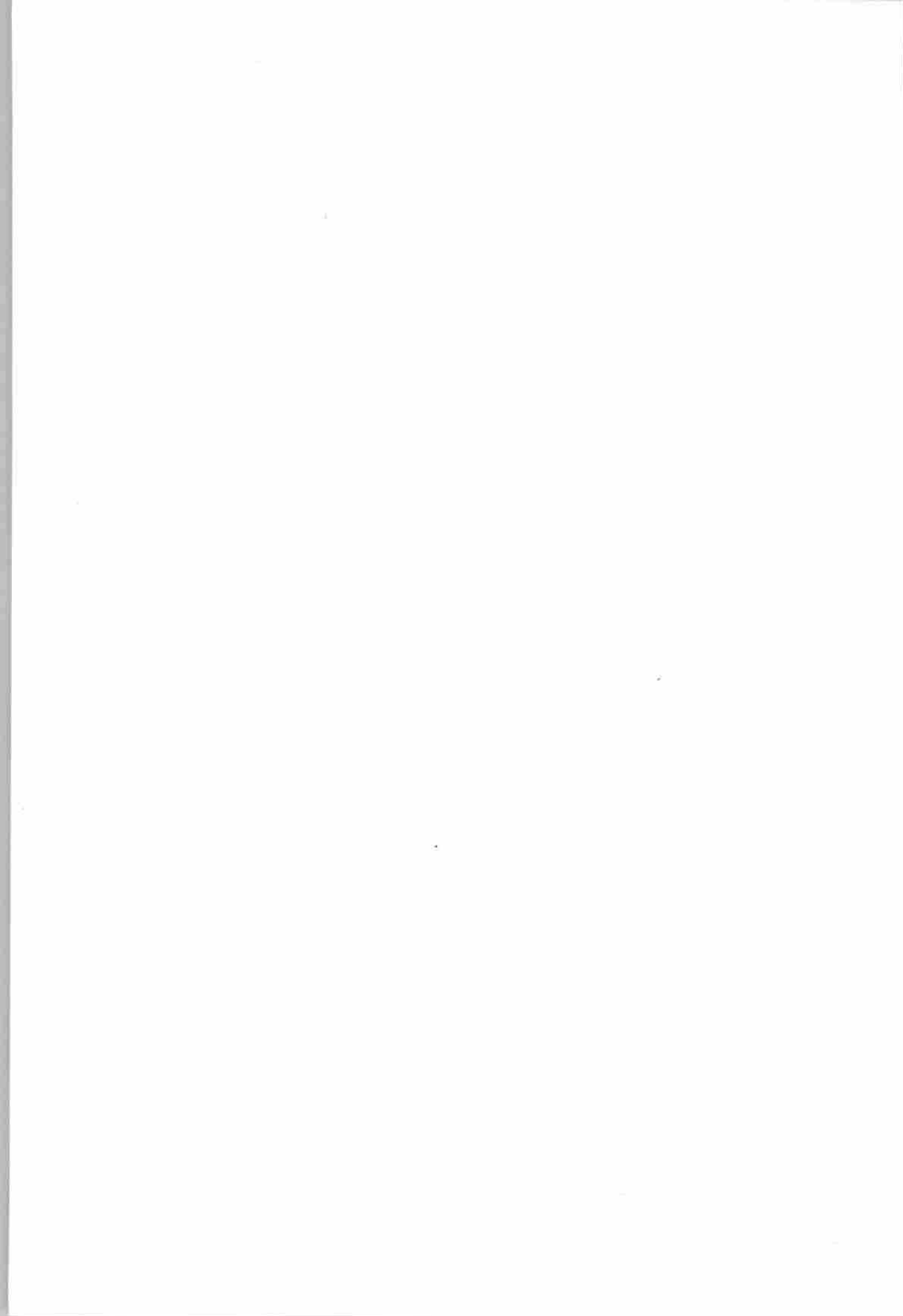
Preamble

The nascent third millennium is pregnant with many challenges for humanity: mastery and control of nuclear energy, toxic waste treatment and storage, protection of the environment and biodiversity, mastery of genetics and biotechnologies, control of major endemic diseases, especially AIDS, elimination of all forms of exclusion etc. The commitment of the citizens of the planet, via their governments, to collectively take up these challenges and to find viable solutions to their common concerns, is unprecedented. Such commitment is opening up a new era in the search for peace and development.

In this spirit, the initiative to organize, at the level of the entire international Community, the fight against desertification and the harmful effects of drought falls to the Africans. Thus, extending the conclusions of the Rio Conference (1992), the United Nations Convention to Combat Desertification in countries seriously affected by drought and/or desertification, especially in Africa (CCD), was adopted on June 17, 1994 at Paris and opened for signature in October of the same year. It came into force on December 26, 1996.

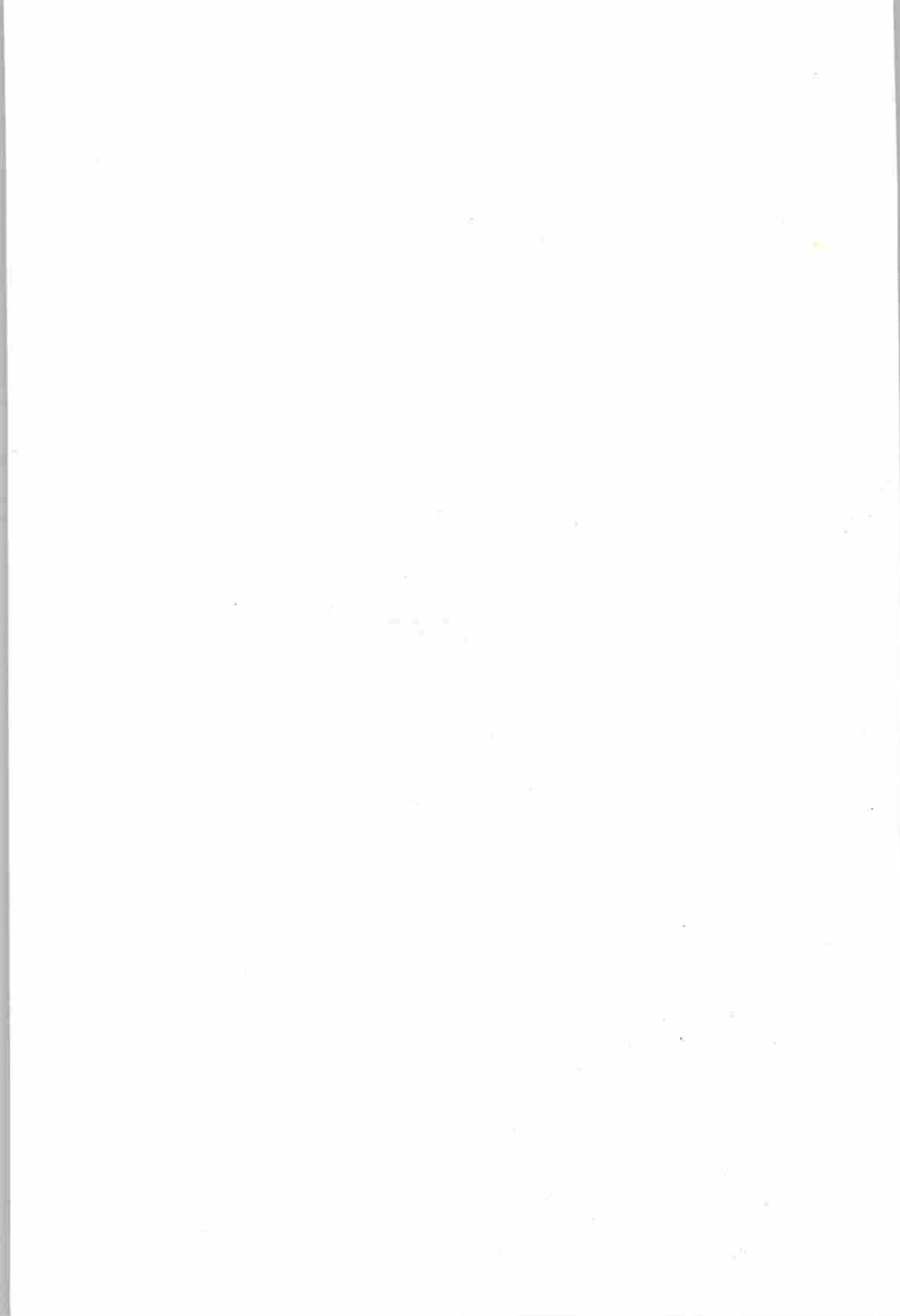
For the international Community, a new phase has now started with the implementation of the Convention, based on compliance with and materialisation of the commitments entered into by all Parties to the CCD. The Sub-regional Action Programme (SRAP) is the outcome of many meetings and consultations between governmental, intergovernmental, non-governmental and civil society actors, and is aimed at designing both a policy-making body and a framework for reference, arbitration and harmonisation of activities to combat desertification and the harmful effects of drought in the following countries: Benin, Burkina Faso, Cape Verde, Chad, Côte d'Ivoire, the Gambia, Ghana, Guinea-Bissau, Guinea (Conakry), Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra-Leone and Togo.

These countries are committed to implement the SRAP, to make the indispensable efforts to mobilise the necessary human and material resources, and to gradually grow richer in lessons, experiences as well as ongoing changes while relying foremost on their own strengths.





Summary





1. Background and justification of the SRAP

In Africa, particularly in West Africa, drought and desertification are major constraints to economic and social development. Conscious of this situation, the African leaders and peoples undertook to negotiate with the international Community a Convention to combat desertification and the effects of drought. Thus, in accordance with the decisions of the Rio Conference (1992), the United Nations Convention to combat desertification in countries severely affected by drought and/or desertification, especially in Africa (CCD), was adopted on June 17, 1994 at Paris and was opened for signature in October of the same year. It came into effect on December 26, 1996. By March 02, 1998, it had been ratified by all west-African countries and Chad.

The Convention provides that the affected country Parties should consult and co-operate to prepare, as appropriate, sub-regional action programmes to harmonise, complement and increase the efficiency of national programmes (art. 11 of the Convention).

Pursuant to this provision, under the aegis of CILSS, CILSS and ECOWAS Member States decided, in July 1995, in Dakar, to co-operate towards the preparation and implementation of a desertification control Sub-regional Action Programme for West Africa and Chad. The countries concerned are: Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, the Gambia, Ghana, Guinea-Bissau, Guinea (Conakry), Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra-Leone, Togo and Chad.

This SRAP document is the result of many meetings and consultations attended by representatives of the interested stakeholders:

In December 1994 at Bamako, the sub-region's experts met to define the development methodology of the SRAP best adapted to the sub-region and complying with the principles of participation and partnership.

In July 1995 at Dakar, a sub-regional conference gathered the CCD national focal points, representatives of NGOs and IGOs as well as development partners. This meeting, which was a significant step in the SRAP preparatory process, allowed

- To adopt the SRAP development framework as well as the eligibility criteria for activities to be adopted.



- To appoint CILSS and ECOWAS, pursuant to article 10 of the Africa Annex of the Convention, as liaison centres responsible for steering the SRAP elaboration and implementation process in West Africa; CILSS, on grounds of its experience and technical skills in the field of DC, ECOWAS because of its political weight and broader geographic coverage.

In February 1996 at Lomé, the IGOs, pursuant to paragraph 2 of article 10 of the Africa Annex of the Convention, met to decide on the role of stakeholders in the process, in accordance with each institution's mandate and experience.

In July 1997 at Niamey, a forum was held to identify sub-regional priorities. The objective was to define the architecture of the SRAP, the priority areas and fields of intervention as well as the implementation details. Following the Niamey meeting, a Sub-regional Co-ordinating Committee (SRCC) was set up.

This sub-regional committee met twice, at Accra in December 1997 and Cotonou in September 1998

In Accra, the SRCC validated: the legislation to govern the operation of the co-ordinating and steering bodies of the SRAP process, the budget for preparation of the process, proposals relating to the organisation and co-ordination of the thematic groups, especially the selection of the leading agencies.

In Cotonou, the SRCC considered the preliminary draft of the SRAP and formulated comments and recommendations for its finalisation.

In January 1998 and March 1998, respectively, the thematic group leaders and thematic groups met in Ouagadougou. The two meetings allowed the various thematic groups

- To agree on the practical organisation of their activities
- To carry out a thorough and consensus-based analysis of the situation in each area
- To make proposals for the necessary joint action and measures.

The SRAP is therefore the outcome of a long-standing and collective brainstorming exercise on the stakes and challenges as well as the priorities of the sub-region. It stands as a framework for guidance, reference, arbitration and harmonisation of activities aimed at combating desertification and mitigating the harmful effects of drought.



2. Goal, Objectives and Scope of the SRAP

2.1. Goal and objectives of the SRAP

The goal and objectives of the SRAP are closely related to the spirit of the Convention and aim at attaining the overall objective of the CCD which is to *"combat desertification and mitigate the effects of drought in countries experiencing serious drought and/or desertification, particularly in Africa, through effective action at all levels, supported by international co-operation and partnership arrangements, in the framework of an integrated approach which is consistent with Agenda 21, with a view to contributing to the achievement of sustainable development in affected areas"*.

GOAL OF THE SRAP

To develop sub-regional co-operation in the of rational management of shared natural resources and contribute to sustainable development in west-African countries and Chad

STRATEGIC OBJECTIVE OF THE SRAP

To ensure :

- Food security
- Energy security
- Sustainable and sound economic growth.

OPERATIONAL OBJECTIVES OF THE SRAP

- To harmonise, complement and increase the efficiency of National Action Programmes
- To define and implement long-term sub-regional strategies for greater efficiency in combating desertification and mitigating the effects of drought ;
- To support the sub-region's stakeholders in their shared resource management efforts and implement joint programmes in a spirit of partnership.



2.2. Priority areas of intervention of the SRAP

To achieve the objectives of the SRAP, eight (8) priority areas of intervention have been adopted :

- 1) Sustainable management of shared water resources
- 2) Sustainable management of shared and/or transboundary plant and animal resources
- 3) Scientific and technical co-operation ;
- 4) Development and rational management of energy resources
- 5) Crop, forest and animal pest control ;
- 6) Early warning and mitigating the effects of drought
- 7) Information / training / communication
- 8) Co-ordination of marketing systems and building of common facilities.

The selection of these eight areas is based on an analysis of the causes, symptoms and effects of drought on the one hand and, on the other hand, on the study of experiences and assets to be developed, as well as constraints to be removed.

2.3. Guiding principles of the SRAP

The SRAP stakeholders agreed on the following principles to guide their activities :

- To ensure the participation of all actors, especially women and youth, in the preparation and implementation of the SRAP ;
- To ensure solidarity, partnership and co-ordination among all DC actors in the sub-region so as to better tap the scanty resources devoted to DC and act as a lever on the one hand and, on the other hand, to rationalize and reinforce the institutions concerned about DC and the effects of drought ;
- To implement the SRAP, relying first on sub-regional resources. External assistance and support must be perceived as extra contributions ;
- To build the SRAP on existing projects and programmes. Implementation of the SRAP will be more effective at the level of existing institutions firmly rooted in their geographical context and taking account of ongoing and future projects and programmes. The actors can and must contribute largely to it through integration and internalisation of the concepts of the SRAP in their own programmes and projects ;
- To perceive the SRAP as an evolutionary and iterative programme ;
- To seek and ensure synergy in the application of the Rio generation Conventions and other relevant Conventions pertaining to environmental management ;
- To strengthen co-operation with other sub-regions and regions in the world.



3. Co-ordinating and Steering Mechanisms

To ensure the implementation and follow-up of SRAP activities, the actors established co-ordinating mechanisms through the following main bodies :

- The Authority of ECOWAS Heads of States and government, expanded to Chad, which is the decision-making body. It is the sovereign decision and policy-making body of the SRAP. Its meetings are prepared by the ministers in charge of environmental issues in ECOWAS and CILSS countries ;
- The sub-regional Forum, which gathers, every three years, representatives of all categories of actors. The Forum meets to review the implementation of the SRAP, propose the necessary policy reforms and define the main lines of activities ;
- The Sub-regional Co-ordinating Committee (SRCC) which is chaired by ECOWAS and meets at least once a year and whenever necessary. Composed of representatives of the seventeen country Parties to the programme, of the two liaison centres, i.e. CILSS and ECOWAS, of the thematic leaders, of the main sub-regional civil society organisations, of representatives of development partners, the SRCC determines the priorities of the SRAP, arbitrates between the selected activities and validates the various documents and papers ;
- The Technical Secretariat of the SRCC. Placed under the authority of the SRCC, the secretariat is entrusted to CILSS and is responsible for preparing the meetings of the SRCC and Forum, for monitoring and preparing the evaluation of SRAP activities;
- The thematic groups. These groups were set up in the light of the eight priority areas of intervention, and each such groups includes the sub-regional actors who intervene or have relevant skills in that specific area. They stand as a scientific and technical think-tank as well as a consultation and co-ordination framework, which are meant to help to identify and propose activities likely to contribute to solving problems and removing constraints in their respective areas.

4. Execution, financing and monitoring modalities

During the execution phase, the SRAP shall discharge three main functions :

- To influence policies, strategies and practices related to desertification control at the sub-regional and national levels ;
- To rationalize the sub-regional intervention mechanisms (intergovernmental organisations...);
- To complement and reinforce ongoing activities thanks to the identification and implementation of new activities to be submitted to the sub-regional financing mechanism. Activities to be carried out are defined through consultation as per the priorities and capabilities of countries and actors.



For the implementation of the SRAP to achieve the expected outputs in the various priority areas, initiatives will be needed to mobilise considerable human and financial resources. For this purpose, all actors (States, IGOs, civil society, private sector...) are expected to be fully committed. They should all contribute financial, technical and material resources towards implementation of the SRAP, especially in terms of finance towards the operation of the bodies and implementation of the joint priority activities.



Introduction

Drought and desertification are major constraints to the economic and social development of African countries, particularly those in West Africa. The international community became fully aware of this at the Rio Conference (June 1992) and expressed such awareness in 1994 through the adoption of the United Nations Convention to Combat Desertification in countries seriously affected by drought and/or desertification, especially in Africa (CCD).

Article 11 of the CCD provides that "the affected country Parties should consult and co-operate to prepare, as appropriate, in accordance with relevant regional implementation annexes, sub-regional or regional action programmes to harmonise, complement and increase the efficiency of national action programmes (NAPs)".

Article 10 of the Africa annex of the Convention specifies the organisational framework of the sub-regional action programmes (SRAPs). Thus, five programmes are planned in Africa, one for each of the following sub-regions: central, eastern, northern, southern and western Africa.

Pursuant to these provisions, in September 1994, the sixteen (16) west-African countries and Chad, which is part of central Africa, decided to co-operate towards the preparation and implementation of a sub-regional action programme for desertification control and management of shared natural resources, entitled "SRAP - West Africa".

The seventeen (17) countries are all members of the Economic Community of West African States (ECOWAS) and/or Permanent Inter-States Committee for Drought Control in the Sahel (CILSS). On this account and in reference to the provisions of article 10 of the Africa annex, the countries delegated to both sub-regional organisations, the responsibilities of liaison centres for the preparation and implementation of their SRAP.

Resting on a sound knowledge of the economic, political, cultural and social realities, as well as an analysis of past experiences in the field of DC and the identification of the common interests of countries in the sub-region, the SRAP proceeds on the basis of a participatory approach. All the sub-region's actors have been involved in all phases of the process, from design to preparation of the SRAP, including the identification of actors. Indeed, during the process, the meetings allowed to establish an atmosphere of permanent consulta-



tion and to reach a consensus on the definition of project eligibility criteria (Dakar, July 1995), on the SRAP development strategy (Lomé, February 1996), the eight priority areas and the establishment of the co-ordinating and financing mechanisms (Niamey Forum, July 1997), the membership of the eight thematic groups and appointment of group leaders (Accra, December 1997), increased understanding of the contents of the eight priority areas (Ouagadougou, January and March 1998). The SRAP is therefore the outcome of a long-standing and collective brainstorming exercise on the realities of the sub-region marked by an accelerated degradation of ecosystems, fast population growth, depressed economic climate and an increased debt burden, aggravation of poverty and shortcomings in desertification control. The reverse side of this particularly difficult context is (i) the abundance of the natural and human resources in the sub-region and a young population which are remarkable assets, (ii) the possibility for the actors as a whole to learn lessons from local and international experiences and to embark on new courses of action that are pregnant with viable and sustainable solutions. This is the background against which, in keeping with a realistic vision of current difficulties but also an optimistic perception of the future, the SRAP is proposing the scope of the selected eight priority areas and is contemplating any future intervention related to desertification control and management of natural resources common to two or more states in the sub-region. Indeed, any actor who would like to develop region-wide DC projects and programmes or projects and programmes on management of shared resources in the geographical space covered by the SRAP should refer to the selected priority areas.

This document is therefore a strategic reference framework and a guide for the identification of actions, which are to meet criteria of sub-regional relevance. The underlying programme seeks to increase the compatibility and synergy of activities undertaken by all partners so as to reach a threshold of irreversibility as problems are solved. The proposed actions will not be carried out immediately, in their entirety or throughout the concerned territory, but gradually, according to the priorities and capabilities of countries and actors.

Iterative by nature, the programme will be constantly enriched by the experiences and data resulting from changing circumstances and ongoing programmes in the sub-region, as well as by the conclusions of studies and research findings, according to a continuous participatory process.



Part 1

General Background

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Chapter 1

An overview of the sub-region

In western and central Africa, the countries covered by this desertification control action programme are part of a vast geographical and political area representing 6,590,000 sq.km with an estimated population of about 250 million inhabitants (30% of the continent's population). Represented in Fig.1, the said countries may be classified into two main entities:

- The Sahelian countries, which cover 5,231,381 sq.km. They are eight (8): Burkina Faso, Cape Verde, Chad, the Gambia, Mali, Mauritania, Niger and Senegal.
- The countries in the Gulf of Guinea, which cover an estimated 1,226,125 sq.km. They are nine (9): Benin, Côte d'Ivoire, Ghana, Guinea, Guinea-Bissau, Liberia, Nigeria, Sierra Leone and Togo.

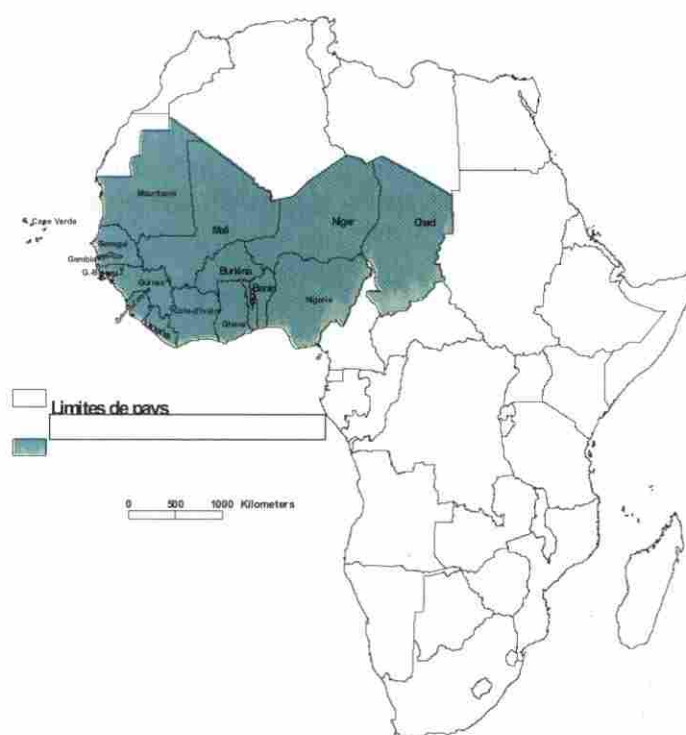


Fig.1: Map of the sub-region



The sub-region as a whole has many rivers and lakes, the major ones being:

- River Niger, which has its source in Guinea, in the Fouta Djallon Massif, runs across Mali, Niger and Nigeria before flowing into the Atlantic; it is the longest shared river in West Africa with 4,500 km. Its catchment area which is estimated at more than 2,200,000 sq.km covers the territories of 8 states in western and central Africa: Guinea, Mali, Niger, Nigeria, Benin, Burkina, Côte d'Ivoire and Cameroon.
- River Senegal which has its source in Guinea, in the Fouta Djallon Massif, runs across Mali, Mauritania and Senegal before flowing into the Atlantic ocean; it is the second longest shared river in West Africa with a 337,000 sq.km catchment area and 1,800 km in length.
- River Gambia, which has its source in Guinea before flowing into the Atlantic, runs across Senegal and the Gambia. It is the third largest transboundary river in the sub-region, with a 78,000 sq.km catchment area shared by Senegal (70.22%), Guinea (16.46%), the Gambia (13.30%) and Guinea-Bissau (0.02%).
- Rivers Comoé (Burkina Faso, Côte d'Ivoire and Ghana), Volta (Burkina Faso, Togo, Ghana), Mono (Benin and Togo), Ouémé (Benin et Nigeria), Mano (Sierra Leone et Liberia), Kaba and Kolenté (Guinea, Sierra Leone), Koliba (Guinea, Guinea-Bissau), Pendjari (Burkina Faso, Benin).
- Lake Chad (Niger, Chad, Cameroon, Nigeria).

Most of these rivers and catchment areas play a considerable role in the socio-economic development of the riparian countries (fishing, navigation, irrigation, energy, agriculture, cattle breeding etc.).

Besides, the sub-region has considerable groundwater resources (superficial water tables and fossil underground water tables) judicious exploitation of which could contribute significantly to the development of agriculture and industry.

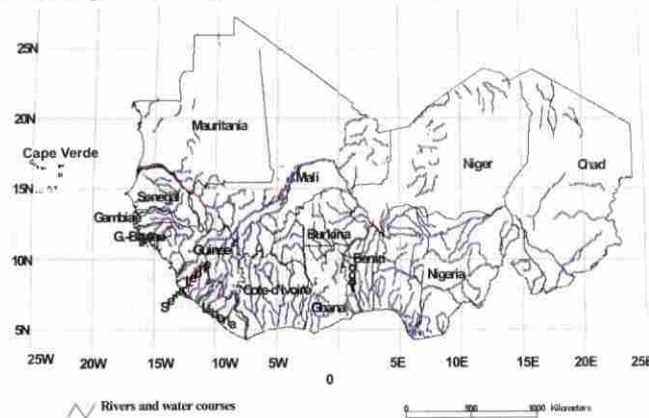


Fig.4: Map of the water system in the sub-region



1.1.4. Plant and Animal Resources

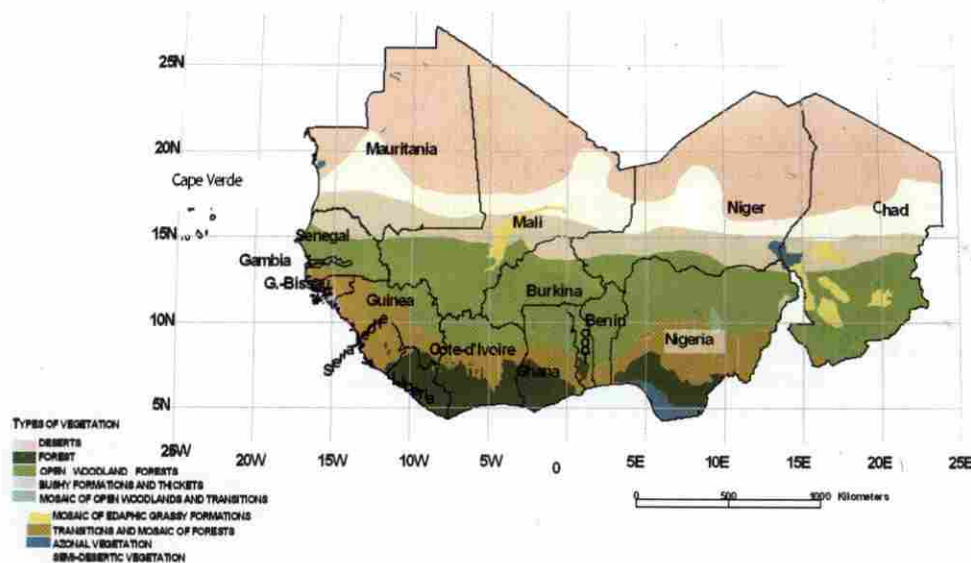
In the Sahelian and Sudano-sahelian zones, the plant cover consists of a shrubby and wooded savannah as well as an annual herbaceous stratum. The forest and shrubby cover is faced with regeneration problems, especially in adult populations owing to the deterioration of local conditions further compounded by drought, population and animal pressure on farming, pastoral and forest lands.

Pastures are characterised by a decline in quality in addition to localised problems due to overgrazing. Most rangeland areas in the Sahel are dominated by annual herbaceous species. Over the past years, this resulted in livestock transhumance from the Sahelian countries down to the northern parts of the forest countries, i.e. Benin, Togo, Côte d'Ivoire and Ghana.

Countries in the Gulf of Guinea hold considerable forest resources (dense and sparse forest), which are extensively exploited. Farming practices (coffee, cocoa, peanuts) and commercial forestry developments have disastrous repercussions on these resources.

Regarding animal resources, the sub-region, particularly the Sahelian zone, has sizeable domestic livestock, the exploitation of which contributes significantly to economic growth. For example, the contribution of livestock to GDP amounts to 12 to 15% in countries such as Mali, Niger and Burkina Faso.

As regards, wildlife, it is relatively rich and varied, and is an appreciable source of proteins for the population and revenue for the states, thanks to the development of ecotourism.





1.2. Socio-demographic Features

According to UN forecasts, the total population of West Africa will reach 250.8 million inhabitants in the year 2000, i.e. a 33% increase as compared to its 1993 level. The sub-region is marked by considerable migratory flows.

Taking into account current ways of living, which are based on the exploitation of natural resources, such growth intensifies the agro-socio-ecological imbalance from year to year.

Most of the countries covered by this action programme are classified among the least developed nations in the world in terms of human development. Thus, based on the UNDP Human Development Index (HDI), which is used to measure social progress in the fields of health, education, life expectancy and living standards, the west-African countries and Chad register desperately low development rates. None of these countries ranks among the 100 countries with a high HDI.

Poverty in the sub-region is a multi-dimensional phenomenon. It finds expression, inter alia, in insufficient potable water supply, deficient health and education services, inadequate calorie intake as well as social and economic exclusion. On average, life expectancy is 51 years against 70 years in South America and 65 years in Asia. In the sub-region as a whole, Burkina Faso and Guinea have the lowest, respectively 45 and 46, while Ghana with 57 years and Cape Verde with 66 years have the highest getting closer to the Asian average.

An analysis of the population's age structure shows that it is the young, those aged under 15, who represent about 50% of the total population.

While infant mortality fell back in West Africa from 130 to 85 ‰ between 1975 and 1995, it still remains high and exceeds the rate in Asia, which is 65 ‰. Mali with 149 ‰, Guinea-Bissau 129 ‰, Guinea 124 ‰ and Burkina Faso 109 ‰ still record extremely high infant mortality rates.

School enrolment, which markedly increased in some countries still remains very low in Mali 31%; Burkina Faso 38%; Guinea 46%. However, enrolment rates are relatively high in countries like Ghana (76%) and Nigeria (80%).

It should also be noted that factors such as unemployment, pandemic diseases (AIDS) or conflicts and forced migrations contribute to aggravating the social situation in the 17 countries.

From the above, the conclusion that could be drawn is that the sub-region still has a lot to do, on the one hand, to restore its ecological balance and, on the other hand, to stop and reverse the expansion and aggravation of poverty which is affecting more and more very large segments of the

population. In order to alleviate poverty, there is need for a qualitative growth which is equitably distributed especially through investments in well targeted social sectors : health, education and vocational trainings as well as the NRM sector so as to improve the productive potential in rural



1.3. Macro-economic Features

Since the early 1990s, the phenomenon of globalisation has been a major characteristic of the international economy, as it altered the outlines of the various sectors and intensified the stakes, particularly for countries in the west-African sub-region. Stimulated by impressive progress in the fields of information technologies, rapid expansion of capital flows and integration of production processes, globalisation furthered greater expansion of the international economy. The sub-region, to various degrees, benefited from this new deal in the world economy as shown in the table below which reflects *the distribution of countries according to actual GDP growth between 1994 and 1997*.

Growth rate	1994	1995	1996	1997
Negative	Liberia	Liberia, Sierra-Leone	Liberia	Liberia
0 to 3%	Benin, Burkina Faso, Côte d'Ivoire, Gambia, Guinea-Bissau, Mali, Niger, Nigeria, Sierra Leone, Senegal, Togo	Benin, Burkina Faso, Côte d'Ivoire, Gambia, Guinea-Bissau, Mali, Niger, Nigeria, Senegal, Togo	Gambia, Guinea-Bissau, Niger, Sierra Leone	Gambia, Guinea-Bissau, Niger, Sierra Leone
3 to 6%	Cape Verde, Ghana, Guinea, Mauritania	Cape Verde, Ghana, Guinea, Mauritania	Burkina Faso, Cape Verde, Côte d'Ivoire, Guinea, Mali, Mauritania, Nigeria, Senegal	Benin, Burkina Faso, Cape Verde, Gambia, Ghana, Guinea, Mali, Mauritania, Nigeria, Senegal, Togo
Higher than 6%			Benin, Ghana, Togo	Cote d'Ivoire

(Source: Africa Economic Report, 1997 - ECA and estimates of the ECOWAS Executive Secretariat)

The sub-region owes part of its expansion to agriculture. Indeed, this sector accounts for 35% sub-regional GDP and occupies about 2/3 of the active population. Lands and rainfall remain constraints to agricul-

ture. This is why one of the priorities to be taken into account for the sub-region is to reverse the current trend towards soil degradation

The excessive debt of the countries in the sub-region remains one of the major obstacles to self-sustained growth and development, as well as investments in the natural resource management sector. In 1996, West Africa's foreign debt amounted to USD 69 billion. Such a sum, if it were injected into desertification control and mitigation of the effects of drought, would inevitably have a real impact on the capabilities of the sub-region's population to ensure their food security and depart from some survival activities that are harmful to the environment.



The past years have been marked by the implementation of innovative debt reduction / cancellation mechanisms like the Highly Indebted Poor Countries (HIPC) Initiative. Such initiative is promising as it covers the entirety of the external debt, including the multilateral debt, which, in the past, could not be rescheduled or cancelled. In September 1998, only two countries in the sub-region were eligible under this initiative, namely Burkina Faso and Côte d'Ivoire. While the HIPC initiative is a source of delight, it should be noted that it includes restrictive provisions that also require time for implementation (about six years). The countries in the sub-region still have a long way to go wrestling against serious debt problems, and they will be always inclined to abandon the sector of the environment in favour of other sectors considered to be priorities.

Most of the countries in the sub-region have embarked on economic reform policies, more often than not in the form of structural adjustment programmes so as to accelerate economic growth in a sound macro-economic environment. Such economic measures include the reduction of budget deficits, control of inflation and exchange rate stability. Implementation of these various policies enabled, to a large extent, macro-economic convergence within the framework of harmonisation of

the economic and financial policies of the countries of the sub-region which use different currencies. However, in order to strengthen such macro-economic convergence and accelerate development, the countries will need to further look into all the structural elements pertaining to development, including the main production factors such as labour and soil quality which will require vigorous promotion while efforts are being made to maintain macro-economic stability.

1.4. Institutional Background

The division of the continent into micro-states and the chronic under-development which seems to be the striking root after more than three decades of independence, have been sufficient reasons for calling the current economic policies into question. The general philosophy of sub-regional co-operation is focussed on interdependence and economic integration. The co-ordination of development supposes the fulfilment of some conditions, notably :

- The pooling of resources ;
- Specialization in sectors where necessary ;
- The integration of markets and liberalization of trade as well as harmonization of customs policies.

The precondition is that each state, in framing its development policies and strategies, should (for lack of harmonization) take into account the regional dimension and play the game of complementarity with its neighbours.



Among these sub-regional integration Organizations, we could mention ECOWAS, CILSS and UEMOA. In spite of these organizations' undeniable assets, the latest within the ECOWAS space being the ECOWAS travellers' cheque which will facilitate transactions between the CFA countries and the others, one is obliged to recognise that significant steps are still needed on the way towards integration, whether through production or via the market.

With a view to reaching collective understanding of problems and possible solutions, other Intergovernmental Organizations (IGOs) were created, each one under specific historical circumstances and with a precise mandate.

In West Africa, there are about thirty such organisations, with overlapping missions and geographical jurisdictions as well as duplication in action. Over the years, the need arose to establish co-operation mechanisms among these organisations while having regard for their respective prerogatives. It was within this framework that CILSS tried to ensure convergence in the efforts made by the IGOs and Member States in drought and desertification control; similar efforts were made by ECOWAS in other fields pertaining to development, political, economic and commercial integration; in the same vein, CEAO in its day, had also prepared a document on a common agricultural policy (CAP) for its Member States. These moves also explain the establishment of the Association of West African IGOs.

Therefore, harmonization of the IGO's programmes has always been their common concern, as they are aware of the need to absorb the existing duplications, and judiciously and rationally tap their complementarities.

Overall, the outcomes of the various attempts to establish sound co-operation among IGOs towards economic and social development in the sub-region met by no means the expectations of all partners for several reasons, the major ones being :

- Lack of consultation and compartmentalisation in the identification, execution and monitoring of the various programmes, each OIG taking refuge behind the decisions of its statutory bodies ;
- Non involvement of all the partners at inception of the brainstorming and identification process regarding activities to be carried out;
- Top-down approach adopted by the IGOs in project and programme preparation ;
- Absence of effective collaboration mechanisms among IGOs and non-compliance with the various co-operation agreements signed by those IGOs whose complementarities and/or synergies are obvious ;
- Budgetary constraints;
- Lack of exchange of information ;
- Lack of genuine political will.



FIG. 1. Time series of (a) precipitation and (b) temperature anomalies (°C) from 1979 to 1999. The solid line is the observed time series, and the dashed line is the linear trend. The precipitation is averaged over the 10°S–10°N region, and the temperature is averaged over the 10°S–10°N region.

precipitation and temperature anomalies are shown in Fig. 1. The precipitation is averaged over the 10°S–10°N region, and the temperature is averaged over the 10°S–10°N region.

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Chapter II

The Issue of Desertification Control in the Sub-region

Since 1968, the sub-region has been experiencing recurrent droughts the effects of which are increasingly being felt, including in the coastal countries. Combined with overexploitation or poor management of renewable natural resources, such effects intensify desertification, in spite of control plans and strategies.

2.1. Causes, symptoms and effects of desertification

Desertification in the sub-region mostly results in depletion and continuous, sometimes irreversible, degradation of the productive biological potential (soil, water, wildlife, vegetation).

The whole sub-region (arid Sahelian countries and humid countries in the Gulf of Guinea alike) is affected. The effects of such desertification are extensive and often take tragic forms especially in the Sahelian region (lack of food security, impoverishment of the rural masses) as they compound the states' socio-economic development initiatives.

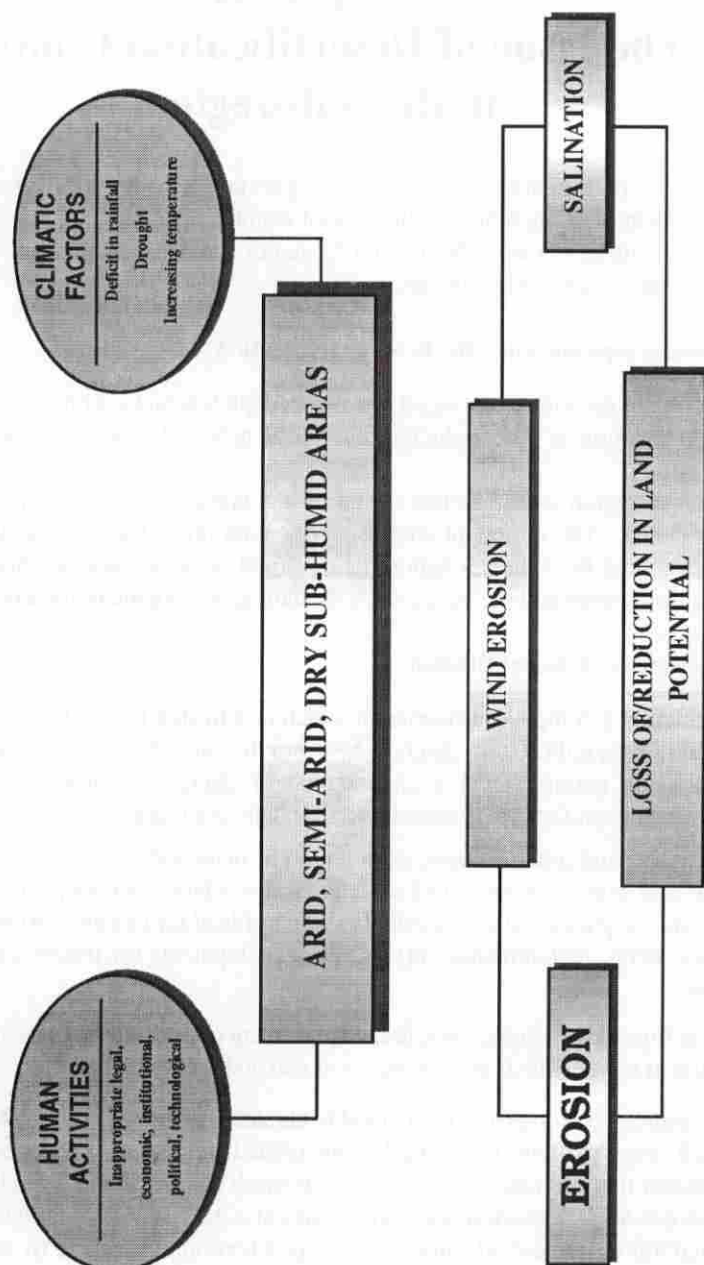
2.1.1. The causes of desertification

Desertification is a complex phenomenon which is reflected in various aspects of life and human activities as indicated in diagram N° 1. In the case of our sub-region, the causes of the phenomenon mainly lie in a combination of climatic / natural factors (persistent droughts) and human factors. Human factors include, inter alia :

- 1) Excessive and indiscriminate exploitation of plant and forest resources which strips soils and exposes them to bad weather (water, winds, scorching sun etc.). This particularly applies to (i) uncontrolled clearing of land for farming, (ii) felling of trees to meet energy requirements, (iii) forestry developments for timber and, (iv) overgrazing;
- 2) Bush fires, demographic pressure, displacement of population following conflicts and political crises, which are conducive to soil and forest degradation ;
- 3) a migration resulting from unfavourable climatic conditions in the Sahelian zones and which, over the past years, further intensified movement of population and transboundary transhumance (from the Sahel towards the forest area). Such massive influx of people and livestock in the humid parts of neighbouring countries exerts pressure on natural resources and causes various problems among which (i) soil and environmental degradation and (ii) aggravation of conflicts opposing farmers on the one hand and, farmers and stockbreeders on the other hand, in terms of access to resources.



CAUSES AND CONSEQUENCES OF DESERTIFICATION





2.1.2. Symptoms and effects of desertification

In countries located in the Gulf of Guinea, overexploitation of woody resources has taken on dangerous proportions. In Côte d'Ivoire, Ghana and Nigeria, uncontrolled clearing for shifting cultivation shrank the dense forest. For example, in Côte d'Ivoire, from 1900 to 1990, nearly 12 out of the 14.5 million hectares of forests were lost. Beautiful forests entirely disappeared in Nigeria and Ghana. In those countries, composition of the flora changed as forests were transformed into savannahs prone to bush fires and water erosion.

Everywhere in the Sahelian countries, the balance in agrarian systems has been seriously disrupted by recurrent droughts and anthropic effects. The significant extension of farmlands, followed by considerable deforestation, has serious repercussions. A few examples :

- In Mali, 100,000 ha of new lands are cleared every year, and it is estimated that in the year 2000, requirements in fuelwood could amount to 7 million tonnes ;
- In Senegal, several thousands hectares of forests are cleared each year; the woody potential fell by 18 million m³ and receded by 80,000 ha between 1981 and 1990 ;
- In Niger, extension of farming northwards and overexploitation of lands in the south lead to the disappearance of the fallow system and each additional inhabitant requires an additional 0.7 ha of farmland. In that country, 200,000 ha of woody species disappear each year while reafforestation efforts hardly cover 5,000 ha/year in plantations;
- In Mauritania, stranding and the displacement of dunes due to wind erosion limit agricultural productivity ;
- In Burkina Faso, 50,000 ha of land are deforested every year for farming requirements, and the annual fuelwood consumption is estimated at 250,000 hectares of forest ;

Because of the above situations, everywhere in the sub-region, several water bodies are drying up and the regime of some rivers is changing while increase in agricultural production remains limited.

The regional restricted group meeting organised in September 1998 by CILSS (AGRHY-MET Regional Centre) on the mechanism for reinforced monitoring of the agricultural and food situation in the Sahel, noted in this connection that, in this part of the sub-region, "agricultural production can hardly keep pace with the evolution of consumption resulting from demographic growth, as if the current productive capabilities had reached a maximum threshold which would be difficult to exceed, even in the event of satisfactory rainfall".

The sub-region has a considerable and varied wildlife potential, formerly managed effectively by strict traditional regulations. Currently, the increase in demand because of the



demographic boom and the development of trade networks is seriously jeopardising the effective management of wildlife resources in spite of modern legislation. One can observe an overall regression in land and aquatic wildlife resources.

This brief analysis of the effects of desertification on the fundamental areas of production and socio-economic development in the countries of the sub-region reveals the scope and complexity of degradation of their natural resources. It also appears that the effects of desertification on natural resources have harmful repercussions on socio-economic development and are not limited to a single country.

The interaction between ecosystems and the necessary transboundary dimension of

measures and actions aimed at combating this scourge therefore demand that the countries of the sub-region adopt comprehensive and common approaches and strategies. The CCD therefore offers a historical opportunity to develop a coherent sub-regional programme capable of checking the scourge through a dynamic partnership. This is feasible but on the sole basis of a critical evaluation of the various strategies and plans developed and implemented in the sub-region with a view to controlling the phenomenon.

2.2. Policies and strategies of development and the fight against desertification already tested

2.2.1. Aims of past and current strategies and policies

The history of socio-economic development in the countries of the sub-region is very rich in terms of preparation of development and/or desertification control strategies and plans.

Indeed, the persistent droughts of the 1970s led the Sahelian countries to prepare and adopt various strategies, which were translated by the States into DC plans.

In the countries of the Gulf of Guinea, the environmental degradation which appeared over the past decades, combined with the impact of desertification in the Sahelian countries on ecosystems in the forest areas, led to changes in natural resource protection and management policies and programmes. From the sectoral approaches dominated by the exploitation of forest resources, those countries gradually adopted the global notion of natural resource management and sustainable development. The result is similarity in DC and development objectives in the countries of the sub-region.

Moreover, the various socio-economic development plans as well as the development options and policies of the countries of the sub-region now take into account the desertification/drought issue while setting the following major objectives :



- 1) To improve natural resource management through implementation of National Natural Resource Management Programmes, which directly commit the local communities and producers in activities aimed at resource management, land use planning, drought and desertification control, water control and conservation of soil fertility ;
- 2) To increase production and productivity, extend and diversify production, particularly to develop those sectors of activities upstream and downstream from agriculture, livestock development, fishing and forestry (supply of inputs, transportation, storage, and marketing, expansion of the labour market and secure remunerative prices to producers ;
- 3) To develop human resources through an active population policy, management of internal and external migrations, improvement of the population's health status, development of basic education, vocational training, adult training through functional literacy, resolution of unemployment problems, especially as regards young graduates and the rural youth, integration of women in the development process and reinforcement of their economic status, recognition of the socio-cultural dimension of development ;
- 4) To ensure internal and external opening up of the countries of the sub-region through improvement and extension of communication facilities which are indispensable for the development process .

Obviously, notwithstanding the socio-economic realities specific to each state, the major concerns expressed in the west-African policies focus on :

- The pursuit of food self-sufficiency and security;
- The protection and safeguard of the environment in terms of rational and sustainable management of natural resources;
- The increase in the populations' incomes.

It appears therefor that development strategies remain specific and consonant with the circumstances of individual countries in the sub-region. However, only a strategic approach based on solidarity and a

sub-regional and international partnership will allow to sustainably face up with the problems resulting from desertification and environmental degradation, given their dimension.

2.2.2. The nature and contents of the developed strategies, policies and approaches

The droughts of the 1970s gave the starting signal in the development of strategies and plans to combat desertification, first in the Sahel, and then in the countries of the Gulf of Guinea. In the wake of the United Nations Conference on Desertification held in Nairobi in 1977 and the 1985 OAU Declaration (Addis-Ababa), several DC and natural resource management as



well as development plans were adopted, notably the National Desertification Control Plans (NDCP) in the Sahelian countries and the National Environmental Action Plans (NEAP) in the whole sub-region.

All such plans and declarations take note of a decline in agricultural productivity in Africa and alarmingly underscore the need to find a solution to the crisis facing the continent's agriculture.

Through these attempts, the sub-region's actors gradually realised the close relationship between environment and development, as well as the need to depart from sectoral approaches and adopt instead a comprehensive and intersectoral approach.

2.2.2.1. The Regional Desertification Control Strategy

The adoption of a regional DC strategy in the Sahel in Nouakchott in 1984 comes in the aftermath of the 1977 Nairobi Conference. Under the impulse of CILSS, the Sahelian countries decided to implement the conference recommendations through the preparation and execution of National Desertification Control Plans (NDCP) in each interested country.

Taking into account the low performance of previous projects and programmes, the regional DC strategy emphasised the six (6) following fundamental options :

- 1) The full and voluntary commitment of the populations within the framework of their local communities, villages and organisations ;
- 2) The comprehensive approach, within the framework of the communities and villages, in defining long-term programmes concurrently relating to the environment, production and people ;
- 3) The use of methods related to land use planning as well as flexible and progressive planning, based on low assumptions;
- 4) The adjustment of institutions, legislation and services to the comprehensive approach method and practice of consultation and development assistance ;
- 5) Efforts aimed at research, training and monitoring so as to contribute to achievement of the above options ;
- 6) Strengthening and co-ordination of external assistance at the level of the states.

Pursuant to the regional strategy, the development of the NDCPs led the Sahelian countries into a brainstorming process over the nature, scope and consequences of desertification.



Moreover, it allowed the states to identify the appropriate control measures.

These plans were designed on the basis of the diagnosis in the biophysical and socio-economic fields (the levels of resource degradation, policies in force, social organisation in terms of exploitation of ecosystems and production systems) so as to propose objectives for natural resource management, to set courses of action and, finally, to formulate indicative projects and programmes.

However, it appears that the implementation of the regional strategy failed to reverse the desertification process. Such implementation stumbled over unpropitious climatic conditions, insufficient involvement and empowerment of the communities as well as operational and financial constraints.

Later on, the regional strategy had to be readjusted to some extent. As a result, it was supplemented by the (1986) Mindelo directives on the cereal policy and by the (1988) Djaména action programme as regards the population policy.

The Ségou regional meeting (1989) further enriched the strategy as it drew on the lessons from its implementation so as to come out with an operational content. The meeting identified eight main lines of action :

- 1) Ecological rehabilitation: to replenish a degraded capital ;
- 2) Village land management: to manage with the local communities ;
- 3) Decentralisation: to increase the effectiveness thereof ;
- 4) Land tenure: to secure investments in village lands ;
- 5) Local credit and savings: to increase local investment ;
- 6) Promotion of women's participation ;
- 7) Information-training: to share experience ;
- 8) Population and development .

2.2.2.2. Sub-regional planning initiatives

Other initiatives relating to planning and natural resource management have been or are being developed in the countries of the sub-region. These exercises are financed by bilateral co-operation, especially the FAC, the German Co-operation (GTZ), the Norwegian, Swedish, Japanese Co-operation agencies etc., with the participation of the World Bank, UNDP, FAO etc.

Within this framework, the following could be mentioned:

- (i) - The National Action Plans for the Environment (NAPE) sponsored by the World Bank and UNDP, the strategy of which is based on four principles :



- Assistance to countries towards the implementation of development programmes which are respectful of sustainable management of the environment ;
- Control of the negative effects of development projects on the environment ;
- Reinforcement of synergies between poverty alleviation, environmental protection and economic efficiency ;
- Consideration of global environmental challenges.

The experience accumulated within the framework of this strategy highlights the difficulty in environmental management processes. These run up against the low productive capabilities of threatened lands, the absence of immediate profits, climatic risks and the long period of time required before some results are achieved.

(ii) - The Tropical Forest Action Plan (TFAP) supported by FAO and UNDP; this actually refers to a strategic framework submitted to the developing countries and aimed at redirecting, intensifying and harmonising their traditional forestry policies and practices in order to develop activities towards conservation, protection, regeneration as well as rational and sustainable management of their forests. The TFAP identifies the five following priority areas:

- Forestry in land use ;
- Forest industries ;
- Fuelwood and domestic energy ;
- Conservation of forest ecosystems and ;
- Forest-related institutions.

(iii) - The Global Conservation Strategy (GCS) was developed in 1980 by IUCN at the request of the United Nations Programme for the Environment (UNEP) and with the support of the World Wildlife Fund (WWF). Its objectives are the conservation of biota at the service of sustainable development, the preservation of genetic diversity and sustainable use of species and ecosystems. This strategy was further developed in 1991 within the framework of the "Save the Planet" strategy.

(iv) - The Natural Resource Management/Village Land Management Programmes supported by the World Bank, UNDP and USAID. The adopted approach is based on the principle according to which the traditional approaches failed to reach their objectives. This "Village Land Management" approach claims to be community-based, holistic, integrated and decentralised, because it is a bottom-up approach. This strategy has been adopted by some bilateral co-operation agencies (FAC, GTZ, EDF) and NGOs.

The priority area under this approach relates to land use planning and management of village farmlands, catchment areas as well as land tenure. It is an answer to the concern relating to community involvement in the identification of constraints to local development and the



search for appropriate solutions.

Experience shows that sectoral approaches have been replaced by a comprehensive vision of natural resource management while taking into account the interdependence between environment and development. Most countries in the sub-region, especially the Sahelian countries, adopted the village land management approach which results in better involvement of the rural communities in natural resource management.

Moreover, the concept of sustainable development based on (i) community participation, (ii) establishment of a consultation mechanism and (iii) complementary assets, seems to gain ground in the sub-region.

Generally speaking, it appears that the various DC policies implemented so far are based on a common will to stem the effects and harmful consequences of endemic droughts and ensure efficient and sustainable management of natural resources. Despite an evolution of policy guidelines towards greater recognition of the relationship between environment and development, the following major aspects need

to be highlighted as regards current policies :

- Food security;
- Energy security
- Rational and sustainable management of natural resources;
- Sustainability of economic growth and employment;
- Security and stability of financial resources ;

2.2.3. Implementation Mechanisms and Resources

2.2.3.1. Implementation Mechanisms

The implementation mechanisms and measures under the various policies, strategies and programmes at the level of the states are gradually being integrated into the context of the guidelines for a comprehensive drought and desertification control policy.

The execution of the various projects and programmes highlighted the need for an integration of DC strategies and policies into the socio-economic development plans of the states. Such integration allows to define appropriate implementation mechanisms with a comprehensive vision of the desertification phenomenon and measures that need to be taken.

Within this framework, most countries tried to set up cross-sectional bodies in charge of managing environmental issues (CNED in Mauritania, CONSERE in Senegal, CONAGE-SE in Burkina Faso etc.).

Although most of these bodies have not been operational, it can be noted that, in the field of environmental management, the countries have been mindful of some aspects such as :



- Human and financial resource mobilisation for efficient execution of DC activities ;
- Adoption of the village land approach ;
- Secure land tenure ;
- Permanent monitoring and evaluation of activities by the communities supported by technical teams ;
- Establishment of mechanisms for activity co-ordination and financing at all levels ;
- Development and introduction of (regional and national) master plans for land use planning ;
- Actual decentralisation of decision-making power as well as the material, human and financial resources needed for NRM ;
- Methodological and technical support provided by the central departments to the technical teams in the field ;
- Establishment of an early warning system to prevent and mitigate the consequences of acute droughts in both the agricultural and pastoral fields ;
- Institution-building.

2.2.3.2. Means of implementation

For lack of reliable data, it is very difficult to determine the level of human, material and financial resources invested in the various DC programmes and towards development. However, it is undeniable that these resources are considerable in the light of the vast number of development and DC programmes and actors involved (directly or indirectly) in the various exercises: government bodies, NGOs, IGOs, local communities, producers, foreign and national technical assistance.

On the financial plane, the resources come primarily from :

- National budgets,
- Projects and programmes financed through bilateral or multilateral co-operation;
- NGOs and IGOs.
- Local authorities and grass-root peasant-farmer organisations.

Based on the vast number of projects and programmes implemented in the sub-region, it is obvious that significant financial resources have been invested.

For example, it could be noted that :

- The first generation CILSS programme (1976-1982) cost nearly USD 2.5 billion ;
- From 1975 to 1992, Senegal invested about CFA F 43.9 billion in 30 DC projects ;
- Between 1983 and 1995 Cape Verde invested USD 12 million in various DC projects;
- In 1994, the World Bank financed 40 DC projects in arid areas for an amount of USD 1.85 billion.



2.3. Lessons learnt

Since the 1970s, DC and environmental management in the sub-region have mobilised very significant financial, human and material resources. However, the overall assessment of DC programmes and projects remains mitigated, sometimes disappointing, in comparison with the invested resources.

2.3.1. Major achievements

The multifaceted activities implemented in the countries of the sub-region, especially in the Sahel, and aimed at checking desertification resulted in the following major achievements :

- Increased realisation by the national community in the states of the sub-region of the pressing need to grant DC the highest priority ;
- Beginnings of a participatory approach in DC ;
- Significant improvement in the organisation of producers and emergence of professional producers' organisations ;
- Qualitative and quantitative development of human resources for the promotion of research and development ;
- Improvement in the knowledge base on resources as well as their degradation and/or destruction process ;
- Reinforcement of the institutional mechanism ;
- Enforcement of legislation and regulations conducive to improved natural resource management ;
- Promotion of new techniques and technologies (CES/DRS, fuel-efficient stoves, solar energy, biogas, butane, etc.)
- Appreciable increase in agro-pastoral productivity ;
- Development of tentative land use plans.

2.3.2. Major weaknesses

In spite of these significant achievements, several deficiencies hampered the execution of DC projects and programmes. The various deficiencies noted are :

- Persistence of legislation and regulations not adapted to realities and not conducive to increased ownership of NRM by the local actors ;
- Difficulty faced by the states, in a context of decentralisation, in revisiting the role of the technical departments and in reorganising them for greater support to rural grass-root initiatives rather than outreach activities ;
- Insufficient consultation and co-ordination between bodies in charge of programming and execution of DC activities. Indeed, the multiplicity and diversity of natural



resource management plans and strategies raises problems of duplication and co-ordination in execution that the various ministries, IGOs, NGOs and development partners did not always succeed in solving ;

- Low capacities in planning and ensuring complementarities as regards the implemented activities ;
- Low level of national resources invested in DC ;
- Low participation of the various groups of actors in all stages of implementation of DC programs ;
- Lack of functionality and dynamism of peasant-farmer organisations and NGOs in many countries ;
- Inadequacy of data banks and dissemination of the tested techniques and technologies through a suitable environmental information system ;
- Low rate in the generation and transfer of appropriate technologies by research institutions. NRM/DC in West Africa is faced with problems which require considerable research input in order to :

- ensure sustainability of the productive capital;
- improve the knowledge base as regards the degree of environmental degradation ;
- improve the knowledge base on the impact of human activities on the volume and quality of natural resources as well as their productive potential .

- Inadequate co-ordination of policies and activities in the management of shared and/or transboundary resources. The policies and regulations must be the same on both sides of the border to ensure that efforts made by one side are not annihilated by criminal activities on the other side of the border.



Chapter 3

Constraints and Assets in Desertification Control in the Sub-region

3.1. Constraints to be removed

The description of the general features emphasised the major constraints facing the countries of the sub-region in their DC efforts.

1. Thus, it clearly appears that the combination of unpropitious and persistent climatic and natural factors resulted in constant food deficit. This situation led the rural populations to develop survival strategies among which is the exploitation of natural resources.
2. The rural and peri-urban areas which represent more than 70 % of the population are characterised by a low technological level, which results on the one hand from poverty and the lack of skills among the populations and, on the other hand, from sociological barriers and the low capacities of the states to produce truly adapted technologies. In this context, the populations are extremely dependent on raw natural resources, which encourages irrational exploitation of the said resources.
3. DC programmes and projects do not yield immediate profits/impacts. In countries where not only politicians are judged as per their short-term achievements but also where a good proportion of the private sector is more interested in sectors with fast capital flow, this peculiarity of DC projects does not encourage people to invest significantly in that sector.
4. Most of the legislation and regulations is not adapted so as to promote rational and sustainable management of shared resources.
5. The countries have little control over their NRM/DC choices and strategies owing to the fact that DC projects and programmes implementation depends on external financial resources by more than 75%.
6. The debt burden which weighs heavy on the capacities of the states of the sub-region to release significant resources for investment towards the improvement of the economic environment and conditions for natural resource management.
7. The inadequacy of transport and communication facilities to improve interstate



connections, trade and access to the sea for the four landlocked countries (Burkina Faso, Chad, Mali and Niger).

3.2. Assets to be developed

In spite of the effects of the various ecological as well as socio-economic crises, the countries of the sub-region have assets likely to further sustainable development.

3.2.1. On the political and social level

The first political asset in the sub-region that must be preserved and exploited is the United Nations Convention to Combat Desertification in those countries experiencing serious drought and/or desertification, particularly in Africa. Indeed, the Convention is a legal instrument, which seals a global partnership pact for concerted actions with a view to launching the foundations of sustainable development in arid, semi-arid, and dry sub-humid areas faced with the scourges of drought and desertification. The Convention has been ratified by all seventeen countries involved in this regional action programme.

The second political asset is that, for a decade, most countries in the sub-region have been experiencing relative political stability accompanied by a wide-ranging movement of democratisation and decentralisation of authority as well as decision-making and management bodies, which all contribute to better participation of the various socio-professional groups in development activities as well as preparation and implementation of the NAPs. The sub-region is a vast economic grouping covering 6,590,000 sq.km with about 250 million consumers.

Finally, with the globalisation phenomenon and the increasing risks of marginalisation of small economies, one can observe an evident political commitment in favour of sub-regional integration and sustainable human development through several institutional and legal reforms in many social sectors. As regards sub-regional integration, there is more and more convergence between the populations' actual experience on the one hand, and the policy guidelines and decisions of the leaders of the sub-region on the other hand.

3.2.2. On the natural and human resource level

The natural potential of the sub-region, mainly of the Sahelian countries, has been severely tested by recurrent droughts. However, some countries in the Sahel or the Gulf of Guinea still have quite appreciable fauna, fish and, sometimes, forest resources, proper exploitation of which could enable a thriving economy while increasing the productivity of the primary sector.

In spite of droughts regularly experienced by its Sahelian part, the sub-region has a significant irrigable potential, which only needs to be developed.



It also has a very significant mining potential (gold, oil, manganese, bauxite, uranium, gas etc.) only part of which is being exploited.

Regarding human resources, in spite of the youth of the population (55 % of the population are aged under 20), one can note an increasing availability of high quality human resources. Labour is available and is capable of adapting rapidly to the demands of various sectors, although skilled labour is yet to be developed.

The countries of the sub-region have also acquired a considerable capital of experience in desertification control and development policies. Indeed, for more than two decades, several DC activities and policies as well as development programmes have been worked out, thus allowing the countries to accumulate experiences and lessons in the definition and implementation of strategies.

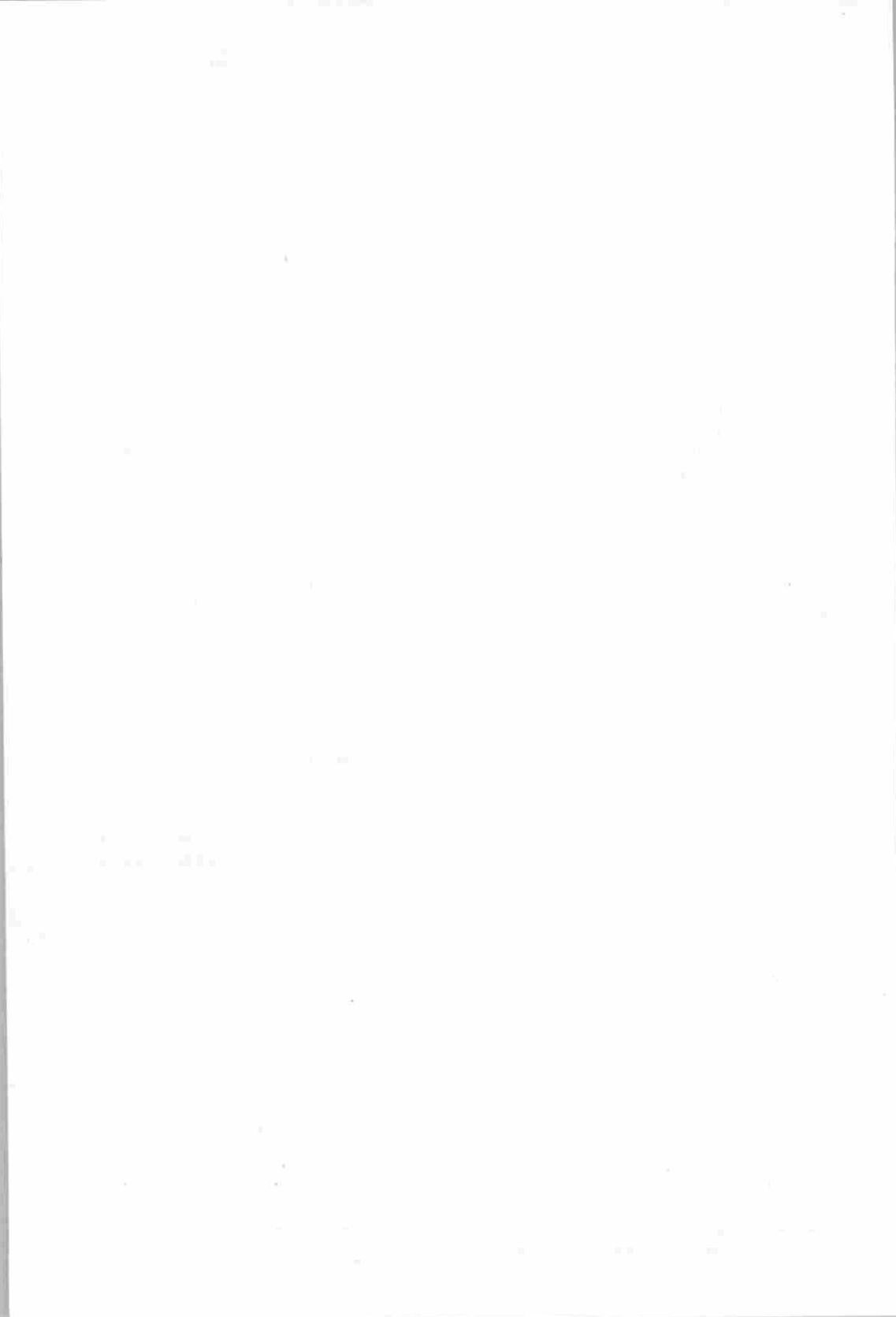
3.2.3. On the organisational and institutional level

The countries of the sub-region are currently characterised by the emergence of associations and non-governmental organisations, which intervene in a relevant manner in various fields.

The west-African countries have a long-standing tradition of exchange, alliance and solidarity rooted in history and culture. This makes it easier to bring the peoples closer to each other, promotes integration and the achievement of common development activities.

In addition, the decentralisation process initiated in the states is conducive to greater empowerment of the communities and ensures their full participation in development activities.

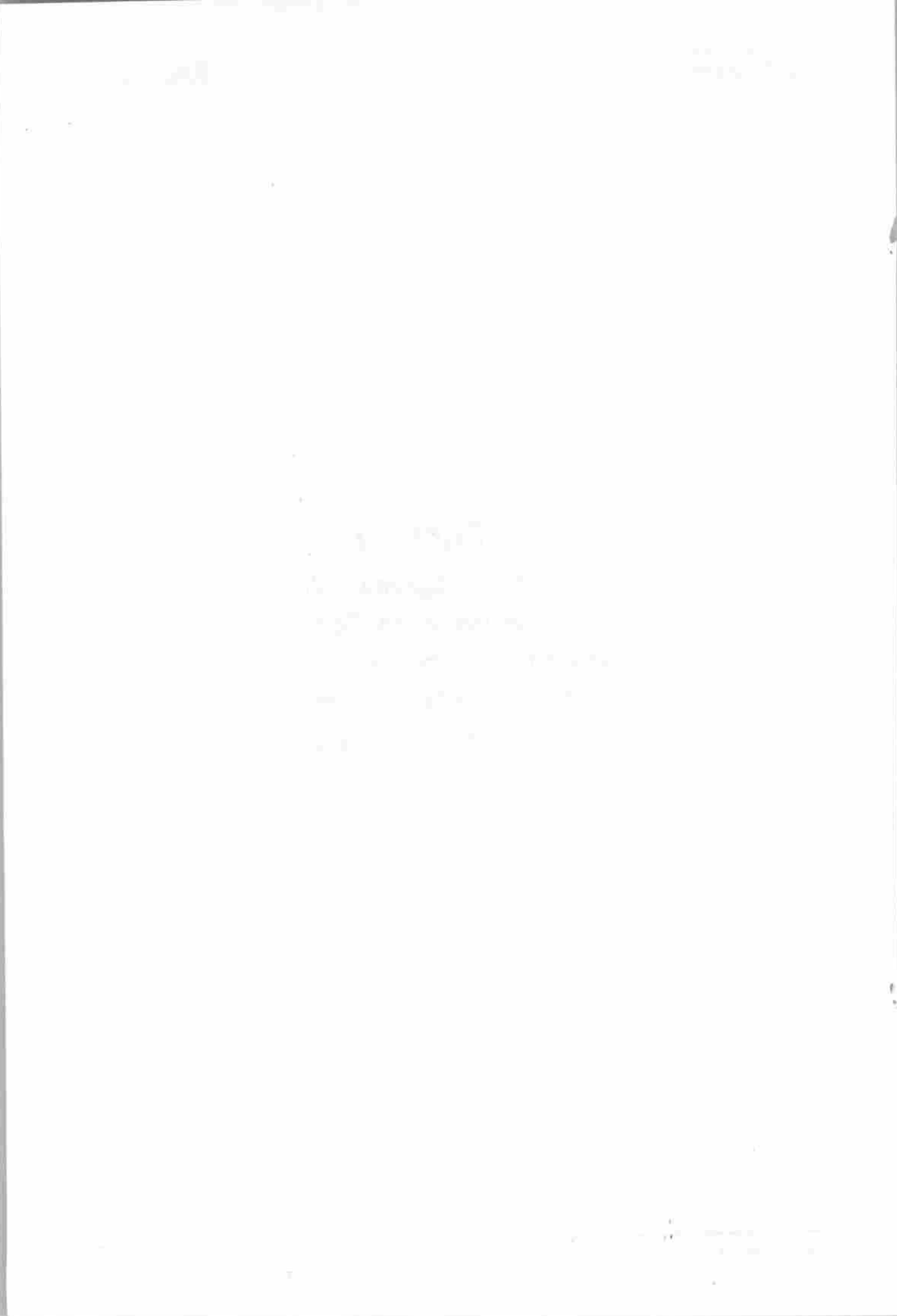
Lastly, the sub-region is covered by functional sub-regional co-operation institutions, which, in their majority, have accumulated a vast amount of experience in the fields of NRM and DC.





Part 2

**The Sub-regional Action
Programme to Combat
Desertification and Mitigate
the effects of Drought
in West Africa and Chad**





Chapter 1

Background, goals, objectives and guidelines

1.1. Brief reminder on the CCD

1.1.1. Origins

By resolution 44/228 of the United Nations General Assembly, the United Nations Conference on Environment and Development (UNCED), also known as the "Earth Summit" was convened to formulate a pact of universal solidarity aimed at stemming and reversing global environmental degradation on the one hand and, on the other hand, preparing and adopting institutional and financial strategies and measures likely to secure for Humanity conditions that could facilitate the pursuit of sustainable development in a healthy environment.

The preparatory process of the said Conference led to the idea of an International Convention to Combat Desertification. A product of the African common position, the idea was formally discussed during the fourth session of the preparatory Committee within the framework of the options of Agenda 21 and was accepted during the Conference proceedings in June 1992 in Rio de Janeiro (Brazil).

The Intergovernmental Negotiating Committee of the Convention was later established by resolution 47/188 of the United Nations General Assembly.

1.1.2. International context

During the United Nations Conference on Environment and Development, which was held in 1992 in Rio de Janeiro, it was decided, upon the request of the African countries in particular, to negotiate a new convention i.e.

the International Convention to Combat Desertification. Comparable international agreements, such as the conventions on climate change and biodiversity, address general environmental issues, which seem to be priorities, mostly according to the industrialized nations. Conversely, the proposal for an International Convention to Combat Desertification is a reflection of the specific will of developing nations to establish international rules in order to solve the problem of desertification, which, in these countries, mostly affects the environment and development.

On 14 and 15 October 1994 the United Nations Convention to Combat Desertification was signed at Paris. A part of international law, the Convention requires the contracting parties,



either as "affected country parties" or as "developed country parties", to take common steps in order to combat desertification throughout the world and, more specifically, in Africa as a matter of priority.

1.1.3. Terminology of the Convention

Contracting parties

The contracting parties are, on the one hand, the "affected country Parties", i.e. the countries concerned or threatened, in whole or in part of their territories, by desertification and, on the other hand, the "developed country Parties"

Objectives

The objective of the Convention is to combat desertification in affected countries with the support of international co-operation and based on long-term strategies. Desertification means, as per the definition of AGENDA 21 and of article 1 of the Convention, land degradation in arid, semi-arid and dry sub-humid areas resulting from various factors, including human activities and climatic variations. The word "lands" refers to the terrestrial bio-productive system, which includes soil, vegetation, other biota, and the ecological and hydrological processes that operate within the system.

Obligations

The Convention defines action programmes at various levels: national, sub-regional and regional (region = continent), with special emphasis on the national level. At the sub-regional level and based on the subsidiarity principle, backstopping measures are planned, including inter alia, early warning, research and information.

These action programmes will be the framework for measures adopted by the affected countries to combat desertification. Developing countries undertake to create an enabling environment for the implementation of their national action programmes, e.g. participation of local populations, especially women and youth, decentralisation of decision-making relating to land use, involvement of non-governmental organisations and required legislation. Donor countries, for their part, undertake "to provide substantial financial resources and other forms of support to assist affected developing country Parties, particularly those in Africa, effectively to develop and implement their own long-term programmes and strategies to combat desertification and mitigate the effects of drought" (Article 6, paragraph b). Co-operation in the field of research, exchange of information, capacity-building, training and public awareness are regarded as major backstopping activities.



1.2. The Concept of Sub-regional Action Programme (SRAP)

1.2.1. As expressed in the CCD

"Affected countries are invited to consult and co-operate to prepare and implement sub-regional action programmes focussed on issues that are better addressed through a sub-regional approach".

Article 11 of the basic text provides that: "Affected country Parties shall consult and co-operate to prepare, as appropriate, in accordance with relevant regional implementation annexes, sub-regional and/or regional action programmes to harmonize, complement and increase the efficiency of national programmes... Such co-operation may include agreed joint programmes for the sustainable management of transboundary natural resources, scientific and technical co-operation, and strengthening of relevant institutions".

Article 10 of the annex concerning regional implementation for Africa specifies the organisational framework of the SRAP. "Pursuant to article 4 of the Convention, African country Parties shall co-operate in the preparation and implementation of sub-regional action programmes for central, eastern, northern, southern and western Africa".

Article 11 of the Africa annex further specifies the sphere of activity of the SRAP in Africa. "The sub-regional action programmes shall focus on issues that are better addressed at the sub-regional level. They shall establish, where necessary, mechanisms for the management of shared natural resources. Such mechanisms shall effectively handle transboundary problems associated with desertification and/or drought and shall provide support for the harmonious implementation of national action programmes".

1.2.2. The views of the sub-region's actors

One is tempted, at first glance, to view or see the SRAP as an arithmetical summation of ongoing or future projects and programmes initiated by the various IGOs working in the field of desertification control in West Africa. Three major reasons exclude this approach:

- The "top-down" approach favoured so far by the IGOS in project and programme identification, design, execution and monitoring which discards the beneficiaries ;
- The absence of an harmonized strategy for the medium and long terms ;
- Poor results due to the above reasons.

The SRAP cannot be limited either to financing national projects meeting common criteria, or be used as a crucible for community projects which require the establishment of cumbersome supernational structures the recurrent charges of which will be out of reach of the Member States.



Conversely, the SRAP must be :

- A support to harmonious implementation of the national action programmes;
- A strategic framework for harmonizing policies aimed at combating desertification and mitigating its effects in the medium and long-term perspectives;
- A means for capitalizing past and ongoing experiences so as to take them into account;
- A framework for building, in a complementary way, existing national and sub-regional capacities in order to allow the identification, planning, programming, execution and monitoring-evaluation of (national and sub-regional) projects and programmes.

Moreover, as is stated in the previous chapters, sub-regional co-operation through Intergovernmental Organizations preceded the SRAP. However, for various reasons already mentioned, the results remained very mixed. The SRAP must be able to boost this co-operation and better reinforce it by capitalizing the achievements of previous attempts in West Africa, towards efforts aimed at streamlining and strengthening the IGOS which favour complementarity and/or synergy of actions.

The Sub-regional Action Programme for combating desertification and mitigating the effects of drought in West Africa (SRAP) must be seen as a sub-regional consultation and action framework for the implementation of relevant and coherent desertification control programmes based on participation and partnership. The

potential actors of the SRAP are the states, IGOs, co-operation agencies, financing institutions, civil society organisations and associations (NGOs, youth, women and producers' associations and organisations...), beneficiary local authorities, training and research institutions, private sector.

1.3. Preparatory process of the SRAP

The two liaison centres (CILSS-ECOWAS) strived for actual application of the principles of participation and partnership in the preparatory process of the SRAP. Many consultative meetings gathering the actors, supplemented by national and sub-regional studies, were held so that the various categories of actors may express their expectations as regards the SRAP in terms of contents and actual implementation. This document amply reflects the outcomes and conclusions of these consultations and studies.

1.3.1. The consultative meetings

The consultations involved all categories of actors likely to contribute to the programme. They started at a very early stage, before the Convention was opened for signature by the Parties. Thus, in September 1994, on the initiative of CILSS, a meeting of Environment Ministers of the sub-region was held in Ouagadougou (Burkina Faso). Among other major conclusions, the meeting decided to prepare a single Programme for the whole of West Africa extended to Chad (a country in central Africa, but also a CILSS member state).



In December 1994, in Bamako (Republic of Mali), the sub-region's experts met to define the (SRAP) preparation methodology best adapted to the sub-region and complying with the principles of participation and partnership.

In July 1995, a sub-regional conference was held in Dakar (Republic of Senegal). The conference gathered the CCD national focal points, NGO and IGO experts and representatives, co-operation and development partners of the sub-region's countries and institutions. This conference was a major step in the preparatory process of the SRAP. It particularly allowed :

- To agree on the SRAP preparation framework as well as the eligibility criteria for activities to be adopted ;
- To appoint CILSS and ECOWAS, in accordance with article 10 of the Regional Implementation Annex for Africa of the Convention, as liaison centres responsible for steering the preparation and implementation process of the SRAP in West Africa ; CILSS for its experience and technical skills in the field of DC, ECOWAS for its political weight and broader geographic coverage.

In February 1996, in Lomé (Republic of Togo), the IGOs, under paragraph 2, article 10 of the Regional Implementation Annex for Africa of the Convention, met to agree on the role they should play in the process and, on the basis of their own experiences, to reach a consensus on the strategy most appropriate for developing a programme on the management of shared resources in the sub-region.

In July 1997, in Niamey (Republic of Niger), a forum was held to identify sub-regional priorities in the management of shared resources. The meeting was attended by all the IGOS of the sub-region as well as co-operation partners. Each country sent two or three representatives from the civil society (NGOs, youth women and producers' associations and organisations) and one or two government delegates.

The entire architecture of the SRAP, as it stands now, as well as its execution modalities were defined during the said forum: priority areas and action lines, co-ordinating and steering mechanisms, membership of the thematic groups, financing mechanisms and more specifically the decision requesting the various IGOS to earmark in their annual budgets a line for their participation in the SRAP preparation and implementation activities.

Following the Niamey forum, the sub-regional co-ordinating committee (SRCC), which was appointed by the said forum to act on behalf of all actors in-between two sessions, met twice: in Accra (Republic of Ghana) in December 1997 and in Cotonou (Republic of Benin) in September 1998.



In Accra, the SRCC validated :

- The legislation meant to govern the operation of the co-ordinating and steering bodies of the SRAP process,
- The budget of the preparatory process,
- Proposals relating to the organization and co-ordination of the thematic groups and selection of group leaders.

In Cotonou, the SRCC considered and validated this document.

Other bodies became operational, especially the thematic groups which held their first meeting in March 1998 in Ouagadougou, preceded two months earlier, in January 1998, in Ouagadougou, by the meeting of the thematic group leaders. These meetings allowed the various thematic groups :

- To agree on the practical organisation of their activities ;
- To carry out a thorough and consensual analysis of the situation in each area ; and
- To make proposals for action and common measures to be initiated.

1. 3.2. Studies

a) - National studies

These studies were carried out in 15 out of the 17 countries covered by this programme. They aimed at identifying, in consultation with the national CCD implementation co-ordinating bodies (NCBs) and IGOS, those activities that could be included in the SRAP, bearing in mind the principles of subsidiarity and complementarity between the NAPs and the SRAP. These studies allowed to analyse desertification issues in the countries and sub-region, and to identify possible courses of action in the field of DC.

b) - Preparatory SRAP studies

Three studies were conducted to serve as background papers for the forum :

- The study on the initial identification of the SRAP components ;
- The study on the preparation methodology of the SRAP, which suggests a set of mechanisms and measures for co-ordination in the preparation of the SRAP ;
- The study relating to the evaluation of the west-African institutional scene.

1.4. Goals and objectives of the SRAP

The goal and objectives of the SRAP are closely related to the spirit of the Convention and aim at the attainment of the overall objective of the CCD which is to "combat desertifica-



tion and mitigate the effects of drought in countries experiencing serious drought and/or desertification, particularly in Africa, through effective action at all levels, supported by international co-operation and partnership arrangements, in the framework of an integrated approach which is consistent with Agenda 21, with a view to contributing to the achievement of sustainable development in affected areas".

GOAL OF THE SRAP

To develop sub-regional co-operation in the of rational management of shared natural resources and contribute to sustainable development in west-African countries and Chad

STRATEGIC OBJECTIVE OF THE SRAP

To ensure :

- Food security;
- Energy security;
- Sustainable and sound economic growth.

OPERATIONAL OBJECTIVES OF THE SRAP

- To harmonise, complement and increase the efficiency of National Action Programmes
- To define and implement long-term sub-regional strategies for greater efficiency in combatyng desertification and mitigating the effects of drought
- To support the sub-region's stakeholders in their shared resource management efforts and implent joint programmes in a spirit of partnership.



1.5. Guiding principles of the SRAP-WA

The SRAP stakeholders agreed on the following principles to guide their actions :

- To ensure the participation of all actors, particularly women and youth, in the preparation and implementation of the SRAP ;
- To ensure solidarity, partnership and co-ordination among all DC actors in the sub-region so as to better benefit from the scanty resources devoted to DC and act as a lever; to streamline and strengthen those institutions interested in DC and mitigation of the effects of drought ;
- To implement the SRAP while relying first on sub-regional resources. External assistance and support must be regarded as additional contribution ;
- To build the SRAP on the existing stock. The implementation of the SRAP will be more effective with the existing institutions well established within their geographical context and taking account of ongoing and future projects and programmes. The actors can and must contribute to a great extent by integrating and by internalising the concepts of the SRAP into their own programmes and projects ;
- To develop the SRAP as an evolutionary and iterative programme, and as an essential component of poverty eradication strategies ;
- To seek and ensure synergies in the enforcement of the Rio generation Conventions and other relevant Conventions pertaining to environmental management ;
- To strengthen co-operation with other sub-regions and regions in the world.



Chapter 2

Priority Fields of Intervention of the Sub-regional Action Programme

The priority fields of the SRAP were defined by the Niamey sub-regional forum (July 21-23, 1997), based on :

- * An analysis of the sub-regional context and objectives presented above,
- * The national studies conducted in August - September 1996 in 15 out of the 17 countries of the sub-region,
- * The eligibility criteria of activities as defined in July 1995 in Dakar.

To be part of the SRAP, activities should meet several criteria, especially :

- * To emphasize management of common/shared resources; this will allow, through joint programmes, to ensure interstate co-operation and to build regional awareness as regards shared resources ;
- * To promote regional integration and efforts aimed at strengthening it ;
- * To contribute to national as well as sub-regional capacity-building ;
- * To contribute to the harmonization of development policies and strategies, including through strengthening supporting measures and incentives adopted in a given country;
- * To enable economies of scale ;
- * To ensure harmonization of scientific and technical data. Data compatibility is likely to promote the exchange and processing of information as well as the development of sub-regional communication systems.

The selected priority fields and action lines take into account :

- * The sustainable management of natural resources ;
- * The sustainable control of constraints and hazards in the field of natural resource management ;
- * The backstopping measures or supporting measures for sound management of natural resources.

The eight (8) priority fields of intervention are :

- 1) Sustainable management of shared water resources ;
- 2) Management of transboundary plant and wildlife resources ;
- 3) Sustainable management of energy resources ;
- 4) Crop and forest pest control ;
- 5) Early warning and mitigation of the effects of drought ;



- 6) Scientific and technical co-operation ;
- 7) Information, training and communication ;
- 8) Development of intra-regional trade in local products .



2.1. Sustainable management of shared water resources

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>The sub-region has considerable quantities of surface as well as groundwater resources. Several States share these resources. Significant financial resources have been invested to find ways and means for rational, effective and equitable management of shared water resources that would be profitable to all riparian states. This resulted in the creation of sub-regional organizations like the Organisation pour le Développement du fleuve Sénégal (OMVS), the Organization for the Development of river Gambia (OMVG/ODG), the Autorité du Bassin du fleuve Niger (ABN), the Commission du Bassin du Lac Tchad (CBLT), the Mano River Union (MRU), etc. Although these various organizations accumulated significant achievements in the definition and implementation of policies and strategies related to the management and development of water resources, such achievements are little or not upgraded and many conflicts related to access to and utilisation of shared water resources break out here and there in the sub-region.</p> <p>In this context, the problem of sustainable management of shared water resources in our sub-region is raised in the following terms:</p> <p>"How to manage to meet a demand for water which increases because of demographic growth and progress recorded in the economies of the countries, while supply is decreasing because:</p> <ul style="list-style-type: none"> - Of unfavourable climatic conditions and human activities - Insufficiency of material, technological and financial resources needed to increase supply; - Absence of a consultation framework to harmonize the policies and strategies of the various stakeholders - Low level of harmonization of the legal instruments of the States. 	<ul style="list-style-type: none"> ✓ To support the establishment of functional consultation frameworks and the definition of modalities for sustainable and equitable utilisation of water resources in the sub-region; ✓ To capitalise and upgrade the achievements of the various stakeholders in the field; ✓ To ensure, increase and better manage supply in the water sector. 	<ul style="list-style-type: none"> ✓ The achievements of the various stakeholders are disseminated, shared and upgraded; ✓ Measures are adopted aiming at protecting and restoring water resources and soils in lakeside river basins and other shared water bodies; ✓ The available surface and ground water resources are better known and better managed; a functional system for permanent monitoring and evaluation of these resources is set up; ✓ Legal instruments for natural resource management in the various countries are harmonized and/or allow the various communities in border areas to have the same bases and the same rules as regards natural resource management. 	<ul style="list-style-type: none"> ✓ Reinforcement/improvement of the institutional, legal and financial framework; ✓ Conservation of water and soils in transboundary catchment areas; ✓ Improvement of knowledge on the common water resources; ✓ Development of the transboundary river basins. 	<ul style="list-style-type: none"> ✓ To make functional, effective and open to all actors (States, private operators, IGO, NGO, IO, civil society / beneficiaries, development partners) the thematic group on "Sustainable management of shared water resources"; ✓ To improve, reconcile and harmonize the strategies, policies and legislations of the various States as regards management of shared water resources; ✓ To encourage the actors, in partnership and/or individually through their projects and programmes, to promote concrete CWS-DRS activities; these types of activities were recognized by the Niamey forum as being essential for regeneration of soils and plant cover as well as river training ✓ To make available to the actors, those tools allowing them to monitor the evolution of their ecosystem so as to take preventive and corrective steps; ✓ To initiate in-depth research into the principles and methods of management of sub-regional facilities/ infrastructure, adapted to the capacities and possibilities of the countries and within a Long-term perspective
<p>These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities</p>				
Sub-regional Action Programme for Desertification Control in West Africa and Chad				



2.2. Sustainable management of shared and/or transboundary plant and wildlife resources

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>The situation of the sub-region in this field highlights the fact that biology does not care about political borders and that it is necessary to coordinate and to harmonize efforts in natural resource management at the national and sub-regional levels. Indeed, most ecosystems straddle two or more neighbouring countries: this is particularly true for many parks and wildlife reserves, fishing areas, forests and rangelands. Regarding transboundary areas, there are similar situations, so that environmental problems can and must be regarded as problems common to the majority of West-African countries.</p> <p>In the pastoral field, the problems shared by the countries of the sub-region are: (i) reduction in the surface of rangelands due to increased extension of farmlands, (ii) intensification of conflicts related to access to resources due to transhumance and migration of the pastoral population from the north of the Sahelian zone towards the Sudano-sahelian zone, (iii) increased pressure on increasingly limited resources owing to the settling of the nomadic communities and their cattle, (iv) the weakening of individuals and groups resulting from the collapse of traditional social structures (mutual assistance mechanisms, natural resources management systems ...).</p> <p>In spite of the similarities in situations, which offer a vast field of co-operation between countries and actors, the current management of shared ecosystems in the sub-region is conducted on the basis of often disparate national regulations and policies.</p>	<ul style="list-style-type: none"> ✓ To define and contribute to the application of common standards and methods for the management of shared ecosystems and resources, including coastal resources; ✓ To design and make available to the States and actors efficient planning tools for the sub-regional space taking comparative advantages into account. 	<ul style="list-style-type: none"> ✓ Common policies are defined and applied for the exploitation of resources shared by several States; ✓ Successful experiences and shortcomings in the management of shared resources are disseminated throughout the sub-region; ✓ Transboundary plant and wildlife resources and their evolution are better known and better managed. 	<ul style="list-style-type: none"> ✓ Management of protected areas: national parks and wildlife reserves; ✓ Management of transboundary pastoral resources and transhumance; ✓ Forest management; and ✓ Management of fragile ecosystems: humid or arid areas, mountain areas and mangrove. 	<ul style="list-style-type: none"> ✓ To make functional, effective and open to all actors (States, private operators, NGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on "Sustainable management of shared and/or transboundary plant and wildlife resources"; ✓ To develop projects and programmes aimed at building the capacities of actors at grass-root level, including pastoralists; ✓ To improve co-ordination/consultation among all actors and within each category of actors (States, NGO, NGO, CBOs, etc.); ✓ To improve and/or define a sub-regional institutional and legal framework that is coherent and adapted to the requirements of sustainable management of shared and/or transboundary natural resources; ✓ To reinforce and harmonize the legislation and regulations related to the management of shared continental fish and wildlife resources as well as the management of manglands; ✓ To ensure active and real involvement of the riparian communities in the exploitation of parks and reserves; ✓ To improve knowledge of the volume, quantity and evolution of shared plant resources, as well as the number of heads and dynamics of transboundary wildlife resources.

These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities

Sub-regional Action Programme for Desertification Control in West Africa and Chad



2.3. Crop, forest and animal pest control

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>It should be recalled here that desertification is defined as "land degradation in arid, semi-arid and dry sub-humid areas resulting from various factors, including human activities and climatic variations". In this definition, the term "land" means the terrestrial bio-productive system that comprises soil, vegetation, other biota and the ecological and hydrological processes that operate within the system.</p> <p>Under such circumstances, it becomes obvious that desertification control is not limited to soil protection and conservation activities. It must be expanded to cover vegetation, water resources and other biota.</p> <p>This dimension of the problem is well perceived in the sub-region, although previous experiences in phytosanitary control and wildlife and livestock protection focus on crop and livestock pests at the expense of biological diversity and food chains.</p> <p>In past and ongoing experiences, the most widespread phytosanitary control method was and still is chemical control, which resorts to highly toxic and polluting active materials. The multiple problems raised by the management of pesticides in the sub-region led to the adoption, in each country, of legislation relating to their homologation. Such legislation is inadequately applied and differs from country to country.</p> <p>Biological and integrated controls have been identified as effective means to push back and control pests and vectors of diseases, but they remain at an experimental stage.</p> <p>The isolation of national institutions in charge of research and dissemination on pest and vectors control did not allow improvement of the knowledge base in this field. The weakness of information systems and databases also limited the effectiveness of the few sub-regional organizations as regards prevention.</p>	<ul style="list-style-type: none"> ✓ To protect plants, crops, trees and animals against pests and other pathogenic agents ✓ To timely detect and quickly confine contamination foci. 	<ul style="list-style-type: none"> ✓ The massive losses in harvests, forests and animals due to pests and pathogenic agents are stemmed ✓ Appropriate legislation and regulations are adopted at national and sub-regional levels to ensure the quality of the products that are used and to allow speedy and coordinated interventions 	<ul style="list-style-type: none"> ✓ Coordination of locust control; ✓ Coordination of bird hazard control; ✓ Harmonization of phytosanitary legislation; ✓ Weed, disease and pest control; ✓ Forest and animal disease control 	<ul style="list-style-type: none"> ✓ To make functional, effective and open to all actors (States, private operators, IGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on "crop, forest and animal pest control"; ✓ To reinforce early warning systems so as to follow-up and measure the variations of the various plagues and to improve sub-regional and national capacities; ✓ To carry out comparative analyses of the national phytosanitary and veterinary legislation and to work towards their harmonization; ✓ To set up a data base management system with a methodology of analysis at the sub-regional level; ✓ To expand the Sahelian pesticide committee to other west-African countries; ✓ To reinforce joint activities for bird and locust control as well as animal disease control ✓ To reinforce ongoing initiatives in eco-toxicological research and production of healthy forest seeds; ✓ To develop biological control, in particular for tubers in the coastal countries.

These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities

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2. 4. Development and rational management of energy resources

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>The analysis of the energy situation in the sub-region reveals that, in spite of sometimes marked peculiarities, the countries show a comparable energy situation characterized by:</p> <ul style="list-style-type: none"> ✓ High dependence on traditional fuels (fuelwood and charcoal). Their consumption represents more than 70% of total energy consumption; ✓ A very low rate in electricity supply (under 10% in most countries). The rate is much lower in rural areas where it seldom exceeds 5% against 35% in North Africa and 45% in East Asia; ✓ Dependence on the outside world for fossil fuel supply (10 to 40% of the countries' export earnings are devoted to fossil fuel imports). <p>If these trends were to be maintained, the pressure on the vegetation cover would further increase because of population growth: the rural communities in particular will need more and more lands for farming in order to increase agricultural production, but also fuelwood to meet their basic energy requirements (cooking, heating, etc.). All in all, farming and pastoral practices as well as exploitation of the biomass energy will perpetuate the vicious circle of desertification, resulting in, inter alia, low agricultural yields and livestock production, increased migration, greater poverty, etc</p>	<ul style="list-style-type: none"> ✓ To increase the availability of new and renewable sources of energy (NRE) and their accessibility to the population in a perspective of sustainable development ✓ To ensure, in the long run, the replacement of fuelwood and charcoal by other sources of energy. 	<ul style="list-style-type: none"> ✓ Technologies and energy resources are better known and better controlled; ✓ NRE products are disseminated and affordable; ✓ Electricity supply in rural areas is improved; ✓ The management of infrastructures and the impacts of hydroelectric dams with sub-regional vocation is better controlled. 	<ul style="list-style-type: none"> ✓ Promotion of new and renewable sources of energy, and ✓ Energy supply in rural areas and urban centres. 	<ul style="list-style-type: none"> ✓ To make functional, effective and open to all actors (States, private operators, IGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on "Development and rational management of energy resources" ✓ To conduct a sub-regional study on the impact of the various energy policies on (i) the plant cover, (ii) rural energy supply, (iii) desertification; ✓ To define and implement a coherent communication strategy intended to inform users about the existing potentialities and how to access them; ✓ To make alternative energy technologies more accessible to households by: <ul style="list-style-type: none"> - The establishment of an appropriate financial mechanism; - The creation of a legal and institutional environment enabling mass utilisation of NRE technologies; - Improvement of technical command of equipment (research, technology transfers, training, establishment of manufactures of affordable equipment) ✓ To ensure control of the impacts of hydroelectric dams and their related facilities on the environment through the establishment of an environmental impact assessment mechanism; ✓ To harmonize national and sub-regional policies and programmes through: <ul style="list-style-type: none"> - The preparation and application of protocols relating to tax exemption for NRE products; - The integration of the energy component in rural development programmes (energy - agriculture ratio); ✓ To take into account the "energy/Environment" aspects in school and university curricula.



2.5. Early warning and mitigation of the effects of drought

Situational analysis	Programme Objectives	Expected Programmes Outputs	Priority fields of intervention	Joint priority activities
<p>Since 1968, the Sahelian part of the sub-region has been experiencing repeated droughts which always resulted in food deficits and, sometimes, famine. In the coastal countries, these droughts have had, over the past years, very negative economic repercussions. One will remember the tragic consequences of the low filling rate of the Akosombo dam on the economies of countries like Ghana, Togo and Benin.</p> <p>In the sub-region, timely forecast of some agro-hydro-meteorological phenomena is vital for the survival of thousands of human beings and animals. Indeed such forecast would allow, within reasonable periods of time, to take steps so as to stem and/or mitigate the effects of these factors.</p> <p>With the assistance of some organisations such as FAO, efforts have been made in several countries to set up national early warning systems. The NEWS are mostly aimed at forecasting, at an early stage, risks of food crisis, at identifying and characterising at-risk zones and organising emergency food distribution.</p> <p>However, these systems suffer from a number of deficiencies, among which:</p> <ul style="list-style-type: none"> ✓ The low level of harmonisation of the national early warning systems; ✓ Inadequate characterisation of regional vulnerability, in particular the absence of methods governing monitoring and cartography in at-risk areas; ✓ Inadequate capacities in agro-meteorological and climatic forecast; ✓ Lack of migration policies; ✓ Absence of a system of reference on the state of the environment and insufficiency of monitoring and evaluation mechanisms in the field of natural resources and the environment. 	<p>The main objective of the programme is to build national and sub-regional capacities in the prevention and control of drought and risks, in particular lack of food security and degradation of natural resources.</p> <p>More specifically, this sub-programme should build the capacities of the sub-region in the following fields:</p> <ul style="list-style-type: none"> ✓ Thorough knowledge of the environment and overall food situation; ✓ Assessment of the vulnerability of the environment and human settlements; ✓ Characterisation of at-risk zones; ✓ Preparedness and management of crises resulting from droughts 	<ul style="list-style-type: none"> ✓ Data on monitoring of the crop year in its various components are available; ✓ Vulnerability criteria for the environment are defined and applied, maps on vulnerability and at-risk zones are available; ✓ Forecast networks and actions of the various institutions, as well as their equipment are reinforced; ✓ Relevant policies and strategies on drought preparedness and crises management are developed and implemented. 	<ul style="list-style-type: none"> ✓ Development of data collection, analysis and dissemination; ✓ Development and reinforcement of agro-meteorological data; ✓ Technical and scientific co-operation in climatology and agro-meteorology; ✓ Ecological crises prevention and management reinforcement of the local communities' response capacities; ✓ Joint management of ecological refugees. 	<ul style="list-style-type: none"> ✓ To make functional, effective and open to all actors (States, private operators, IGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on "Early warning and mitigation of the effects of drought"; ✓ To perform an inventory leading to a system of reference on the state of natural resources and the environment; ✓ To set up permanent mechanisms for continuous monitoring and evaluation the environment and natural resources; ✓ To set up harmonised data bases at the national and sub-regional levels; a data base management system could be created, fed and updated by the various actors and be managed at the level of the Niamey-based AGRHYMET Regional Centre; ✓ To build capacities in the field of early warning and mitigation of the effects of drought; ✓ To intensify research in harvest forecast and weather forecast, including research in traditional methods and tools; ✓ To support the preparation and implementation of programmes on drought preparedness and crises management.

These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities

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2.6. Scientific and technical co-operation

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>It is difficult to obtain tangible and sustainable results in desertification control in the absence of reliable scientific data on the phenomenon: its causes, scope, evolution and effects. Such data are the starting point from where decisions can be made as regards the appropriate activities to be undertaken and technologies to be used.</p> <p>One of the weaknesses in the ongoing national processes is the difficulty for actors to obtain reliable data, including integrated series of physical, biological, social and economic indicators on the state of natural resources, the impact and respective role of natural and human factors in the evolution of the desertification process.</p> <p>Taken individually, all the countries in the sub-region have universities as well as research centres and institutes. Specialized training and research agencies with a sub-regional vocation also exist. In the same vein, international research institutions or resulting from specific co-operation arrangements are active in the sub-region.</p> <p>All these institutions collect and compile significant data in the areas covered by the SRAP. However, for lack of resources and true dialogue between the researchers and scientists themselves, and between the decision-makers, researchers and producers (some act without always taking account of the concerns / needs or contributions of others), these data are not much upgraded for DC.</p>	<p>✓ To acquire tools and knowledge allowing better understanding of the processes of desertification and drought and (ii) of the impacts of these processes and the respective role of the natural and human factors which are the underlying causes;</p> <p>✓ To enable interactive dialogue between decision-makers, researchers and producers in the definition and implementation of research programmes aiming at developing technologies that are better, inexpensive and affordable to the populations;</p> <p>✓ To safeguard, integrate and upgrade local indigenous knowledge, know-how and practices;</p> <p>✓ To share and communicate openly and promptly any type of information available on desertification and mitigation of the effects of drought.</p>	<p>✓ A sub-regional network of institutions and facilities for the collection, analysis and exchange of information, as well as for systematic observation at all levels is functional;</p> <p>✓ Profitable, inexpensive and accessible technologies are developed, tested and disseminated;</p> <p>✓ A functional system of scientific information dissemination for desertification is set up (SID/SISEL-AO)</p>	<p>✓ Collection, processing and exchange of data and information;</p> <p>✓ Acquisition, transfer, adaptation of technologies and experience sharing;</p> <p>✓ Development of common research programmes, especially in the following fields: agriculture (development and experimentation of drought-resistant varieties etc), environment, health and poverty eradication.</p>	<p>✓ To make functional, effective and open to all actors (States, private operators, IGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on 'Scientific and technical co-operation'</p> <p>✓ To perform an inventory, evaluation and harmonisation of the data bases in the field of the DC;</p> <p>✓ To set up a system of information dissemination on desertification;</p> <p>✓ To create a sub-regional scientific journal on DC;</p> <p>✓ To upgrade the current achievements of scientific and technological research, taking into account the real needs of the populations;</p> <p>✓ To perform a critical inventory of DC practices in the sub-region</p>

These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities

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2.7. Information / Training/ Communication

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>Community participation and partnership are the main keys to the success of the CCD. These principles are easier stated than applied. The ongoing national "NAP" processes show that many countries just do not know how to tackle the issue. All the more so as, in some countries, especially those in the Gulf of Guinea, the phenomenon of desertification is not perceived by all walks of society as a real problem which calls for a solution.</p> <p>Based on the fact that desertification knows no boundaries and that the success of DC lies in the aptitude and will of all countries and all actors to include it among their priorities, the SRAP should support efforts made in the countries towards the emergence of an environmental awareness as well as appropriate and relevant capacities and skills.</p> <p>✓ To promote capacity-building in favour of the sub-region's countries and actors in the field of DC, especially through the development and execution of training programmes;</p> <p>✓ To support and, if need be, to ensure the training of the training of decision-makers, managers as well as personnel in charge of data collection and analysis, dissemination and utilisation of drought-related information provided by actors from other fields.</p>	<p>✓ To initiate and support awareness-raising and educational programmes vis-à-vis the public so as to bring them to better understand the causes and effects of desertification and drought and how much important it is to achieve the objectives of the CCD;</p> <p>✓ To promote capacity-building in favour of the sub-region's countries and actors in the field of DC, especially through the development and execution of training programmes;</p> <p>✓ To support and, if need be, to ensure the training of the training of decision-makers, managers as well as personnel in charge of data collection and analysis, dissemination and utilisation of drought-related information provided by actors from other fields.</p>	<p>✓ Emergence of a genuine environmental awareness in the sub-region;</p> <p>✓ Existence, at the various levels (local, national, sub-regional), of a critical mass of skills and knowledge in planning and management of integrated DC programmes.</p>	<p>✓ Information, sensitisation on DC and the various themes of the SRAP;</p> <p>✓ Specialised training/refresher courses for the sub-region's managerial staff in sciences, techniques and approaches related to DC;</p> <p>✓ Dissemination of the results and achievements of the other thematic groups;</p> <p>✓ Capacity-building through environmental education.</p>	<p>✓ To make functional, effective and open to all actors (States, private operators, IGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on "Information/Training/Communication";</p> <p>✓ To design and make available to the actors communication strategies adapted to the various eco-geographical contexts of the sub-region;</p> <p>✓ To support the sensitisation and training activities resulting from these communication strategies;</p> <p>✓ To support and, if need be, to ensure the training of decision-makers and managers of national and local action programmes in the relevant fields DC;</p> <p>✓ A functional system of information dissemination on desertification control and the environment is set up (SID/SISEI-AO).</p>
<p>These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities</p>				
<p>Sub-regional Action Programme for Desertification Control in West Africa and Chad</p>				



2.8. Co-ordination of marketing systems and setting up of common facilities

Situational analysis	Programme Objectives	Expected Programme Outputs	Priority fields of intervention	Joint priority activities
<p>In a context of agro-ecological fragility, of globalisation of the economy and risks of localised crises, it is still possible to achieve sub-regional food security by using the comparative advantages of each state and major ecological areas, i.e. the Sahel and the Gulf of Guinea. The objective of food self-sufficiency is more easily conceivable on the sub-regional scale than for each ecological zone (Sahel/Cost) taken in isolation.</p> <p>To achieve this, there is a pressing need to promote a common agricultural policy (in the broad sense of the term), to decide on and apply measures aimed at removing obstacles to the current transboundary trade in local food products.</p> <p>Among the main obstacles currently identified, the following could be mentioned:</p> <ul style="list-style-type: none"> ✓ Poor quality and low density of the road network; ✓ Administrative harassment; ✓ Low access to good quality trade information <p>Institutions like ECOWAS, UEMOA and CILSS are actively searching ways and means to facilitate the free flow of trade between the countries of the sub-region and to promote upgrading of local produce: processing, marketing. These three institutions have set up a consultation framework, which should be reinforced and expanded, to other IGOs.</p>	<ul style="list-style-type: none"> ✓ To upgrade the agricultural production and agro-forestry potential of the sub-region and to reduce dependence vis-à-vis the outside world; ✓ To improve and increase the competitiveness of the agricultural production, processing and marketing sub-sectors of the sub-region; ✓ To increase trade in agricultural, food and forest products between the Sahelian and coastal countries. 	<ul style="list-style-type: none"> ✓ The incomes of local producers are substantially improved; ✓ The barriers to trade in agricultural produce between the sub-region are removed or reduced; food security in the sub-region is guaranteed; ✓ The effects on the balance of payments of imports of foodstuffs not originating from the sub-region are better controlled 	<ul style="list-style-type: none"> ✓ Definition and implementation of a sub-regional food security policy which facilitates the free flow of trade and integrates the stakes of regional and global trade; ✓ Promotion of networks for trade in local products; ✓ Promotion and improvement of marketing and communication facilities 	<ul style="list-style-type: none"> ✓ To make functional, effective and open to all actors (States, private operators, IGOs, NGOs, IOs, civil society / beneficiaries, development partners) the thematic group on "Co-ordination of marketing systems and installation of common facilities"; ✓ To define and implement a sub-regional policy on the actual development of a sub-regional market specialised in produce and foodstuffs and based on the existing systems and mechanisms; ✓ To promote the implementation of community legislation and regulations; ✓ To identify and implement projects and programmes geared towards production and promotion of trade between countries; ✓ To ensure dissemination, among producers, of information about the legislation and regulations governing the movement of goods and people; ✓ To develop and implement a surveillance system on the impact of sub-regional, regional and world trade on the incomes of rural communities, on food security and rural development in the countries.

These activities are not exhaustive. Pursuant to the iterative and evolutionary principle, the actors are invited to identify and carry out other activities

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Part 3

Implementation strategy of the sub-regional action programme



Chapter I

Actors and bodies of the SRAP

The dissipation of the institutional scene is a major feature of the sub-region. As a result, such de facto situation generates mission overlapping in space and duplication in the actors' activities, exacerbating rivalry and competition, each actor claiming some sort of legitimacy granted by its various statutory bodies.

In addition, there are other categories of actors such as the civil society (NGOs, associations and federations of women, youth, producers, etc.), networks, regional and international research organizations, training institutions etc. Praiseworthy as they are, the actions of these various categories of actors, suffer from inadequate co-ordination, somewhat limiting the real range of their impacts at the sub-regional level.

The United Nations Convention to Combat Desertification, especially through the Sub-regional Action Programme provides the various actors with an opportunity to work together in a co-ordinated and concerted manner in order to optimise their resources and skills for greater performance of their common actions.

The actors of the SRAP are :

- 1) Government bodies (the State and its components) ;
- 2) Sub-regional co-operation agencies (intergovernmental organisations, regional and international research networks and institutions, sub-regional training institutions...);
- 3) Civil society organisations and associations (NGOs, women youth and producers' associations, private sector...);
- 4) Bilateral and multilateral co-operation agencies.

1.1. Actors' role and responsibilities

1.1.1. Role and responsibilities of the State and its components

The implementation of the SRAP implies for the State and its components the following role and responsibilities :

- To define national policies and to promote, within this framework, compliance with the principles of participation and partnership ;
- To provide support in the preparation, implementation and monitoring of programme guidelines ;



- Validation of documents to be submitted by its technical secretariat to the forum or Authority of Heads of State and Government ;
- Contribution to the negotiation and conclusion of partnership agreements .

Chaired by ECOWAS, the SRCC meets every year or whenever required. Its membership includes the following bodies, institutions and organizations :

- 1) The liaison centres (ECOWAS and CILSS);
- 2) The state representatives (the 17 national co-ordinating bodies) ;
- 3) Civil society representatives (one representative of RIOD-AO, one representative of youth associations, one representative of women's associations, one representative of peasant-farmer organizations) ;
- 4) Representatives of sub-regional and regional financial institutions, especially ADB and BOAD ;
- 5) The leaders of the thematic groups ;
- 6) Representatives of development partners (bilateral and multilateral co-operation).

1.2.4. The SRCC Technical Secretariat

Placed under the authority of the SRCC, the secretariat is entrusted to CILSS. The main functions of the technical secretariat are :

- To prepare the meetings of the SRCC and to draft session reports;
- To provide the backstopping needed by the leaders of the thematic groups and the countries (strengthening and harmonisation of the national action programmes);
- To perform any task as required by the SRCC;
- To ensure monitoring of SRAP activities, to prepare evaluation thereof and to report to the SRCC;
- To ensure preparation and transmission to the CCD Executive Secretariat of the sub-region's reports to the Conference of the Parties.

1.2.5. The Thematic Groups

The thematic groups are both scientific and technical think-tanks and a consultation and co-ordination framework, which should allow to identify and propose activities likely to contribute to solving problems and removing the constraints in their respective areas.

The groups were established on the basis of the eight priority intervention areas and each one consists of the sub-regional actors intervening or having relevant skills in a specific area.



These groups are designed to be privileged spaces of permanent consultation among actors intervening in the same area. Their smooth operation should enable synergy in the activities of all their members and avoid duplication.

Moreover, they are to be regarded as advisory bodies to the sub-regional Co-ordinating Committee, which they should support in sensitising of the co-operation partners towards their actual involvement in the process.

The activities of each thematic group are coordinated by a leader.

The table below gives the membership of each of the eight thematic groups. This list is not exhaustive, and it should be remembered that the spirit of active partnership and participation advocated by the Convention commands the inclusion of national, regional and international organisations in the light of their programmes and skills: Centre National de Semences Forestières de Ouagadougou, Centre de Suivi Ecologique de Dakar, CRAT, ACMAD, IITA, ILRI, CDSR-AO (formerly MULPOC), ICRISAT, IRED, ICRD etc.

It is for the stakeholders, especially in the fields where they are involved, to make the partnership effective, to initiate clear and equitable distribution of responsibilities and to actively contribute to the implementation of the selected activities.



THEMATIC GROUPS	MEMBERSHIP	LEADERS
(1) - Sustainable management of shared water resources	OMVS, Projet Fouta Djallon, ECOWAS, UEMOA, OMVG, CILSS, CBLT, ABN, MRU, CMNNC, ALG, RIOD, WARDA...	Organisation de mise en valeur de la vallée du fleuve Sénégal (OMVS)
(2) - Sustainable management of shared plant and wildlife resources	UEMOA, ECOWAS, CILSS, ALG, CEBV, EISMV, OMVG, MRU, ADRAO, ABN, Massif du Fouta Djallon, OMVS, IPD/AOS, RIOD/AO...	Union Economique et Monétaire Ouest-Africaine (UEMOA)
(3) - Scientific and technical co-operation	CILSS, ECOWAS, ABN, Projet Fouta Djallon, CEBV, UEMOA, CRTO, ADRAO, RIOD-Africa of the West, OCLALAV, OMVS, OMVG, MRU...	Institut du the Sahel, Permanent Interstate Committee for Drought Control in the Sahel (CILSS/INSAH)
(4) - Development and rational management of energy resources	OMVG, OMVS, CILSS, UEMOA, ECOWAS, MRU, RIOD/AO...	Réseau International des ONG de lutte contre la Désertification/Afrique de l'Ouest (RIOD/AO)
(5) - Crop, forest and animal pest control	OCLALAV, CILSS, OMVG, OMVS, RIOD/AO, ECOWAS, UEMOA, MRU, ALG, CEBV, MRU, ABN, Sahelian Peasant-farmer Platform	Organisation Commune de Lutte Antiacridienne et Antiaviaire (OCLALAV)
(6) - Early warning and mitigation of the effects of drought	CILSS, ECOWAS, UEMOA, ABN, Projet Fouta Djallon, CEBV, CRTO, RIOD/AO...	CILSS Regional Agro-hydro-meteorological Centre (AGRHYMET)
(7) - Information/training/communication	OCLALAV, CILSS, ECOWAS, UEMOA, IPD/AOS, CESAO, EISMV, CRTO, RIOD/A, west- African youth...	Institut Panafricain de Développement (IPD/AOS)
(8) - Co-ordination of marketing systems and installation of common facilities	ECOWAS, UEMOA, CILSS, CEBV, RIOD/AO, West-African Women Association.	Economic Community of West African States (ECOWAS)



The thematic groups and their members are responsible for the following main tasks :

- Diagnosis of their area of intervention in the light of requirements as regards programmatic and strategic policies in the socio-economic context of the sub-region ;
- Evaluation of their activities so as to determine to what extent they meet the said requirements and, possibly, to suggest the necessary adjustments ;
- Identification of possible duplication and suggestions for adjustments aimed at saving resources and optimising their impacts ;
- Proposal, preparation and analysis of projects and programmes in their respective areas, submitted within the framework of the SRAP and using the selected grid of eligibility criteria ;
- Addressing any issue pertaining to their area, submitted for consideration by the Sub-regional Coordinating Committee (SRCC) ;
- Submission to the SRCC of any recommendations deemed necessary for the smooth operation of the group ;
- Contribution to the co-ordination, harmonisation and promotion of the group's activities ;
- Facilitation of experience sharing among members.

Mandate of the leaders

On the technical plane :

- Production of a directory of all actors ;
- Facilitation of reflection among members and of their consultation meetings;
- Convening of consultation meetings and exchange of views between the various partners ;
- Supervision of the design and monitoring of the group's projects and programmes.

On the administrative plane :

- Organization of group meetings in consultation with the technical Secretariat;
- Drafting of the minutes and official reports of meetings ;
- Production of an annual report on the activities of the group .



Chapter 2

Programme implementation modalities

2.1. Principles of actions

At the execution stage, the SRAP will fulfil three main functions :

- (i) To influence desertification control policies, strategies and practices at the sub-regional and national levels: the guidelines provided in the SRAP as well as the implementation mechanisms (thematic groups, SRCC, sub-regional fora) are to contribute to further developing the concepts as well as their operationalisation, to facilitating exchange of views for better cross-fertilization of knowledge and know-how between actors and continuous improvement of lines of strategy and action ;
- (ii) To streamline the sub-regional intervention mechanisms (intergovernmental organizations...): it should be possible, in the long term, to highlight duplication and convergence in the interventions of IGOs and other sub-regional actors and, as a result, to contribute to the development of complementarity and synergy. This would result in the pooling of objectives and resources as well as reasonable reduction in the number of IGOs. Besides, on the basis of lines of action defined by the actors and thanks to the consultation mechanisms, particularly the thematic groups, those actors intervening separately in transboundary programmes may agree to combine their efforts, initiate and jointly implement DC activities ;
- (iii) To complete and strengthen ongoing activities thanks to the identification and implementation of new activities to be submitted to the sub-regional financing mechanism. Such activities to be carried out shall be determined in a concerted manner, progressively and according to the priorities and capacities of the countries and actors. More concretely, the identification, execution and monitoring-evaluation of joint or individual activities likely to be submitted to the sub-regional financing mechanism will be carried out according to the following stages :
 - 1°) On the basis of the guidelines contained in the SRAP background document, any country, NGO, IGO or any other actor (individually or in partnership with others), at any time, identifies one or more activities, according to the population's requirements. One/several project or programme identification brief(s) is/are prepared and sent to the thematic group(s) (TG).



- 2°) The briefs are considered in the light of the sub-region's priorities, macro-economic circumstances and financial possibilities by the relevant thematic group(s). The objective is to strike coherence with the various actors' ongoing or planned activities (consideration of relevance, highlighting duplication and synergy, streamlining of interventions). The final selection is the responsibility of the liaison centres, which will appoint a body to supervise the preparation of the feasibility study. For this purpose, any thematic group leader who receives a project brief must send the group's comments and suggestions to the Technical Secretariat, within the next three (3) months. The SRAP Technical Secretariat contributes to the drafting of the terms of reference, selection of the consulting firm or individual consultant as well as study follow-up. The TG meets as and when required, depending on available financial and material resources ;
- 3°) Once the feasibility study is ready, it is submitted for consideration and validation by the SRCC which meets once a year and as and when required ;
- 4°) Implementation (technical and financial execution) is ensured by the most appropriate sub-regional actor identified by the feasibility study and selected by the SRCC. Implementation can also be entrusted to several actors working in partnership. Resource (financial, material...) mobilization is a permanent activity and falls within the provinces of the liaison centres, thematic groups leaders and selected actors ;
- 5°) Monitoring-evaluation is ensured by the Technical Secretariat, the appointed agency (ies), especially the Regional Unit of the Regional Action Programme (RAP) and the thematic group(s). The sub-regional Forum meets every three years to consider the analytical assessment of implementation and make recommendations to the decision-making bodies of the SRAP for possible improvements and adjustments.

2.2. Resource mobilization

For the implementation of the SRAP to yield the expected outcomes in the various priority areas, considerable resources, both human and financial, will have to be mobilised. To this end, actual commitment is expected from all actors (States, IGOs, civil society, private sector...). All of them should contribute financial, technical and material resources towards the implementation of the SRAP, particularly towards the operating costs of the bodies and the implementation of the joint priority activities .

In addition to local resources, external resources (to be seen as additional contributions) are expected from:

- Donations and concessional loans ;
- The activities of the global mechanism and the global environmental facility. In this connection, the actors should benefit from the opportunities offered by other conventions belonging to the RIO generation ;



- Northern NGOs, foundations and private organizations ;
- Bilateral and multilateral co-operation agencies ;
- Debt swap mechanisms benefiting the states and IGOs of the sub-region.

In order to ensure transparent, rational and effective management of the mobilised resources, a sub-regional facilitation fund will be established. Actions to be undertaken within this framework are entrusted to the two liaison centres, which could resort to the skills of the Regional Africa Unit for the implementation of the CCD, which is hosted, by ADB as well as any other skilled and relevant sub-regional actor.

2.3. Monitoring and evaluation

One of the lessons drawn from past experience by the sub-region during the preparatory phase of the SRAP is the need for regular monitoring of the evolution of desertification control, in order to be able to make the necessary adjustments before it is too late to react. Therefore, monitoring-evaluation appears to be a key element in the SRAP and a priority activity for all the thematic groups and liaison centres.

In the context of the SRAP, monitoring-evaluation will endeavour (will be used) to permanently provide the decision-makers and actors with the information they need to answer the following questions :

- Are the co-ordinating and steering mechanisms functional and productive ;
- do the activities carried out result in the expected behaviour changes in people's attitude vis-à-vis nature, in inter-institutional co-operation in the field of DC as well as in the state and quality of natural resources .

For the purpose of suitably ensuring monitoring-evaluation, the following levels of action and tools have been adopted

2.3.1. Monitoring-evaluation of the activities of the thematic groups

At the level of each thematic group, monitoring-evaluation will be performed in a participatory manner, under the responsibility of the thematic group leader and the Technical Secretariat. Monitoring-evaluation will include two aspects: performance of actors and effectiveness of activities undertaken.

For this purpose, each thematic group will have to define clearly for its activities, programmes and projects, (i) the objectives pursued, (ii) the activities to be undertaken, (iii) the necessary resources and prerequisites, (iv) completion deadlines, (v) the role and responsibilities of each group member in resource mobilisation and execution of tasks.



To facilitate monitoring-evaluation and comparison of the performance of the thematic groups and their programmes, the two liaison centres are invited to put at the actors' disposal a format of programmes, projects and activities. Such format is to be available before October 1999.

2.3.2. Monitoring-evaluation of the implementation process

The responsibility for such monitoring falls to the Technical Secretariat, which submits its evaluation outcomes to the SRCC. Since this should be done taking account of the key aspects of the SRAP and the recommendations of COP-1 according to which the evaluation parameters of the formulation process of the NAPs should also apply, *mutatis-mutandis*, to the formulation of the sub-regional action programmes, monitoring-evaluation of the SRAP process and of the actors' commitments will, as a priority, relate to the following lines of action and areas :

- Coherence of the institutional and legal frameworks of desertification control ;
- Compliance with the principles and spirit of the CCD by the various actors of the Programme ;
- Financing mechanisms set up and contributions of the various actors ;
- Harmonisation of national action programmes of countries of the sub-region.

The SRCC Technical Secretariat can tap the data and possibilities offered by the desertification information and environmental monitoring system on the Internet (SID-SISEI/AO), which provides for :

- The establishment of a co-ordinating unit to discharge the functions of institutional kiosk for the system, of synoptic monitoring of the NAPs and SRAP ;
- The networking of the NCBs, members of the thematic groups (IGOs, NGOs, civil society associations) and the Regional Co-ordinating Unit for the implementation of the CCD in Africa ;
- The installation of a virtual library and map library, which allow access to, documents addressing the environmental issues of the sub-region as well as consultation and analysis of cartographic works with an environmental dimension.



2.3.2.1. Coherence and Performance of the institutional and legal frameworks

<i>Indicators</i>	<i>Parameters</i>	<i>Comments</i>
1. Effective and operational liaison centres(s)	<p>Acceptance of the selection made by the various actors.</p> <p>Technical, financial and material capacities of this / these liaison centres. Provisions to adequately ensure their role.</p> <p>Relevance of the selection of this/these organization(s) as liaison centres.</p> <p>Level and degree of involvement of these liaison centres in the SRAP and national processes (NAPs).</p>	<p>Does the selection of these liaison centres enjoy the support of all the actors?</p> <p>Do these liaison centres really assist the states of the sub-region in the preparation and implementation of their NAPs? In the review of national legislations as regards DC?</p> <p>Did these liaison centres take steps for actual exchange of information, experiences and know-how among actors of the sub-region?</p> <p>Format, level of representation (Technical staff? Decision-makers?) and regularity of consultations of the liaison centres?</p>
2. Functional and operational SRCC	<p>Representativeness.</p> <p>Pattern of the SRCC's involvement in decision-making of the SRAP.</p> <p>Legal status and Operating method</p> <p>Level and Quality of representation of actors on the Committee.</p> <p>Level and degree of involvement of the SRCC in decision-making by the liaison centres on issues related to the SRAP.</p>	<p>Does the SRCC represent all categories of SRAP actors?</p> <p>Do the liaison centres consult the SRCC in decision-making?</p> <p>Is it operating on the basis of clear rules of procedures?</p> <p>Are the rules applied?</p> <p>Do the Committee members report their deliberations to the categories of actors they are representing?</p> <p>Patterns and methods of feedback and dissemination of the deliberations of the SRCC? Do the delegates always feed-back or are they just satisfied with the documents published by the liaison centres?</p> <p>Do the theme leaders and representatives of the civil society consult the actors they represent before any form of participation in the activities of the Committee?</p> <p>Level and regularity (continuity) of representation of the various categories of actors?</p>



<i>Indicators</i>	<i>Parameters</i>	<i>Comments</i>
3. <i>Productive thematic groups</i>	<p>Relevance of the thematic groups.</p> <p>Relevance of the selection of theme leaders.</p> <p>Practicality of the thematic groups.</p> <p>Existence of a working programme and level of execution of the said programme.</p>	<p>Are the areas of intervention of these groups really priorities for the sub-region?</p> <p>Is there any relevance between the areas of intervention of the groups and the activities, areas and field of intervention of each group member?</p> <p>Degree of acceptance of the theme leaders by group members?</p> <p>Technical, financial and material capacities of the theme leaders and measures taken to adequately play their role.</p> <p>Pattern, nature, intensity and level of consultations among members of the same thematic group (TG)?</p> <p>Pattern, nature, intensity and level of consultations between the leaders of the thematic groups and the various statutory bodies of the SRCC?</p> <p>Lead time for response to the project briefs, which are submitted by the actors.</p> <p>Number of project briefs considered and/or initiated.</p> <p>Feeding the SID/SISEI with information and relevance of information provided.</p> <p>State of execution of the working programmes of the thematic groups. regional actors</p>
4. <i>Harmonization of national legislations in the sub-region on the environment and management of natural resources shared by several States</i>	<p>Inventory of legislations</p> <p>Proposals for harmonization</p> <p>Acceptance of the proposals by national decision makers.</p>	
5. <i>Streamlining of the IGO institutional scene in the sub-region</i>	<p>Level of co-operation between IGOs in the sub-region as regards DC.</p> <p>Contents of the co-operation between the IGOs of the sub-region as regards DC.</p> <p>Patterns of co-operation between the IGOs of the sub-region as regards DC.</p>	<p>Preparation and implementation of joint programmes and projects?</p> <p>Merger/absorption of IGO working in the same fields and same geographical areas?</p> <p>Development of a capacity-building strategy for the sub-region's IGOs, including aspects such as the strengthening of synergies and complementarities, limitation of their number...?</p> <p>Was the SRAP an opportunity to strengthen co-operation between IGOs and to take concrete joint initiatives between IGOs working in the same fields and/or same geographical areas?</p>



2.3.2.2. Degree of compliance with the principles and spirit of the CCD by the sub-regional actors

<i>Indicators</i>	<i>Parameters</i>	<i>Comments</i>
6. <i>CCD taken into account in the programming / planning exercises of the sub-regional actors</i>	Degree of linkage between the SRAP and projects and programmes common to at least two States.	<p>Did the various actors undertake, either individually or collectively, to revisit their projects and programs so as to include the CCD principles and take the SRAP into account?</p> <p>Importance of CCD implementation, especially the SRAP, in the statutory meetings of each actor?</p> <p>Knowledge of the CCD and SRAP by the various components of the organizations and bodies involved in the process?</p> <p>Any specific human, financial and material resources allocated towards implementation of the SRAP by each actor?</p>
	<p>Degree of involvement of the sub-regional actors (SRA) in the national processes</p> <p>NAP - SRAP linkage</p>	<p>Do the SRA monitor and participate in the NAP processes of the countries belonging to their respective intervention areas?</p> <p>Are the ministries in charge of IGOs involved in their countries' NAP processes?</p> <p>Did the SRA (in an individual capacity) identify the type of support they can provide to the States in the NAP processes? Did they inform the states about their centres of interest?</p> <p>Did each SRA appoint its CCD focal point to monitor the SRAP, the NAPs and various CCD-related activities?</p> <p>Do the NAPs contain proposals for synergies, complementarities with the SRAP and projects and programmes of the SRAs? How are these taken into account in the NAPs, programmes/projects of the SRAs and SRAP projects/programmes?</p>



<i>Indicators</i>	<i>Parameters</i>	<i>Comments</i>
7. Actual participation of actors in all the stages of the process	Relevance and effectiveness of information, sensitisation and communication activities (visibility & legibility of the process)	Is there any communication strategy on the Convention adapted to the requirements of the SRAP process? Do all the actors and partners understand the need for the SRAP process and its implementation concurrently with the national processes (NAP)? Are the measures and provisions taken towards continuous and regular information - sensitisation of the actors relevant and do they ensure the participation of all actors in the process?
	Existence of advisory mechanisms and / or consultation frameworks	See SRCC, TG Compliance of actors with the decisions made by the forum and various consulta-

2.3.2.3. Financing of the SRAP

<i>Indicators</i>	<i>Parameters</i>	<i>Comments</i>
8. Existence of a sub-regional mechanism for sustainable financing of the SRAP	Quality of background studies	Is the study to be conducted by the two liaison centres before adoption of the SRAP available? Does this study contain specific proposals on (i) the financial contribution of each SRA and (ii) the management rules and procedures to be used? Are the proposed rules and procedures transparent and accepted by all the SRAs? Were the co-operation partners involved in the background studies and brainstorming exercises? Were the conclusions of the various studies and brainstorming exercises submitted to the SRCC and governments of the 17 countries involved in the exercise?
	Effectiveness of the established mechanism	Proportion of the SRAP budget covered by the financial contributions of the various actors and partners involved in the process? Proportion of the financial requirements covered by state contributions? Proportion of the financial requirements



<i>Indicators</i>	<i>Parameters</i>	<i>Comments</i>
		<p>covered by the contributions of the co-operation partners?</p> <p>Level of contribution of each category of SRA to the SRAP budget?</p> <p>Compliance with management rules and procedures by the authorizing officers?</p>
9. Actual support from the co-operation partners	Degree, level and quality of the participation of developed countries as well as international and inter-African organizations.	<p>Which developed countries and international organisations took part in the sub-regional consultations (meetings of the SRCC, meetings of the thematic groups)?</p> <p>Was there continuity in the representation of each country (same person)?</p> <p>Was there any change in the representation of each country (representatives change depending on issues to be addressed and profiles required for such or such meeting)?</p> <p>Which steps are taken by the two liaison centres to ensure regular information of the development partners about the evolution of the process?</p> <p>Which steps are taken by the two liaison centres to ensure the participation of partners in the various stages and activities of the process?</p>
	Level and quality of the financial support towards the process	<p>Number of partners providing financial support towards the process;</p> <p>Partnership contracts;</p> <p>Funding agreements;</p> <p>Rate of mobilization of the financial resources needed to run the process;</p> <p>Timeliness of resource availability in relation to the planned schedule of activities.</p>

**2.3.2.4. Harmonization of the national action programmes (NAPs)**

In order to achieve harmonisation of the national action programmes, every three months, each one of the 17 NCBs in the sub-region will have to send the SRCC Technical Secretariat the following information about the evolution of their NAP process:

(1) Date of the project brief: _____

(2) Name of the country: _____

(3) Name and title of the NCB co-ordinator: _____

(4) Postal address: _____

Tel.: _____

Fax: _____

E-mail: _____

(5) Process progress report:

Stages	Dates	Comments
Establishment of the NCB		
Information/sensitisation (permanent activities) Communication Strategy Activities carried out Next stages		
Preparation of the first forum Thematic studies carried out Decentralized consultations Consultations as per group of actors		
Holding of the first forum		
Feedback of forum proceedings		
Preparation of the draft NAP		
Holding of the 2nd forum		
Implementation of the NAP		



(6) Constraints to be removed:

(7) Requirements in terms of support:

(8) Other comments:

(9) Detailed schedule of activities for the next three months.



2.3.3. Impact of SRAP activities, projects and sub-programmes

Monitoring of the biophysical and socio-economic impacts will be performed at two levels.

The first level, which will be dealt with by the AGRHYMET Regional Centre, will cover the very process of desertification through five main indicators

(1) Climate (cyclic bio-climatic variations ; monitoring / estimate of rainfall...)

In the Sahel, cyclic bio-climatic (seasonal or annual) variations cause significant modifications in the components of the environment. But the knowledge base is still poor as to the causes and trends of interactions between changes in the climatic system and environmental change. What are the causal processes and their interactions? How is it possible to improve evaluation of the consequences of such changes? Which tools should be developed for observation, monitoring and forecast of environmental and climatic changes?

The objectives to be pursued are threefold :

- Early detection of drought pockets ;
- Evaluation of the intensity of fluctuations in overall rainfall ;
- Highlighting variations in the length of the rainy season .

The climate monitoring system will be based on the most relevant indicators for climate characterisation, using satellite images of the METEOSAT family: evaluation of temperature at the top of the clouds observed on the images (the cloud is the more pregnant with rain as the temperature is low); rainfall estimate; correlation and spatialisation based on soil observation data.

(2) Vegetation (seasonal biological rhythms ; temporal profile related to rainfall ; diversity of species...)

Together with soil and water, vegetation is one the major natural resources the dynamics of which has an influence on the evolution of the natural ecosystem. Information about the structure, operation of and changes in vegetation is important for understanding the trends and direction of the desertification phenomenon. But no relevant information is available on the state, nature and evolution of the vegetation cover because the traditional perception tools as well as methodological and economic constraints do not allow fast, repeated, permanent, large scale and low-cost diagnosis.



The objectives are threefold :

- To follow the progression of the vegetative periods ;
- To evaluate the potential development of vegetation ;
- To measure the intensity of changes in the vegetation cover .

The approach will be based on an analysis of the relationships between spectral parameters measurable by satellite (especially NDVI vegetation indexes) and some characteristics indicating the vegetation covering the soil (foliation index, quantity of biomass, etc...). This will include two levels of gradual perception :

At the local level : utilisation of high-resolution satellite data (e.g. SPOT and LANDSAT) allowing an inventory of vegetation and evaluation of the consequences of desertification .

At the regional level : utilisation of low-resolution satellite data (e.g. NOAA) for sensing of changes and control of dynamics

(3) Water resources (evolution of river regimes; monitoring of water bodies...)

The regime of surface water is an indicator of climatic fluctuations, in particular of the degree of drought, and evolution of land use in the watershed.

But how is it possible to recognize, evaluate and know the distribution, in space and time, of the interrelationships between the natural regime of the hydrological cycle and the desertification phenomenon?

The objectives here are :

- To determine seasonal hydrological characteristics and their interactions with the environmental changes ;
- To establish the spatial determinism of the maximum and intermediate states likely to generate hydrological risks ;
- To predict variations (water heights and their spatial extension) in the rivers.

The method will include the study of variation, in time, of the spectral response of water from low-resolution images of the NOAA/AVHRR (LAC) family, supported by high-resolution images of the Landsat-TM or SPOT-XS families and will enable :

- Regular evaluation of river regimes ;
- Continuous surveillance of surface water bodies.

(4) Land use (diachronic changes; impact of land pressure...)

While the expansion of desertification is firmly established nowadays, little information is



available on the scope, localization and size of the concerned environmental changes. So, to what extent does continuous degradation of natural resources reduce the potential in available lands for agro-pastoral production in the Sahelian zone ? What socio-economic responses or new exploitation alternatives are proposed in the face of the resulting imbalances?

Two objectives will be pursued :

- To highlight the trends, effects and existing interrelationships between the various causes which contribute to the land degradation process ;
- To identify and propose timely measures to mitigate those effects related to human activity .

The method will be based on a diachronic analysis of multi-spectral satellite images and will enable :

- Characterization and quantification of changes in land use over several benchmark years ;
- Comparative evaluation of variations in land use.

(5) Soils (erosion; salination...).

Soil is a trophic environment, which closely interacts with the water and vegetation components of the environment. The effects of desertification on soils mostly materialises in amplification of water and wind erosion, fall in chemical fertility as well as soil salination. The objective within this framework aims to :

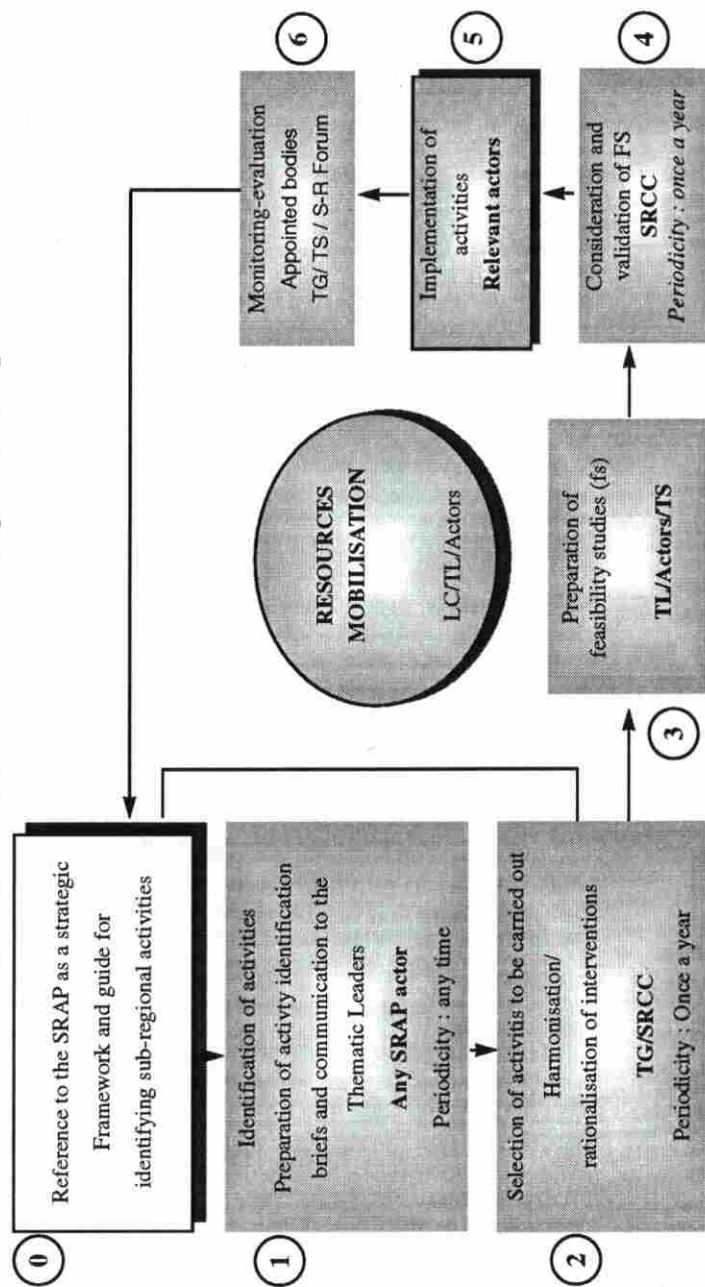
- Characterize the sensitivity of lands to water and wind;
- Produce maps of areas affected by salination and alkalisation .

The methodological approach will be based on utilisation of remote sensing and geographical information systems for detection and monitoring of erosion and salination processes as well as determination of their spatial expansion, according to criteria pertaining to climate, topography, vegetation, human activities, etc...

The second level which will be addressed by the thematic groups will relate to more specific indicators to be determined by each thematic group in the light of its own objectives. Determination of these indicators will have to take into account the existing stock. In other words, each group will have to perform an inventory of indicators used/controlled by the group members in their respective programmes and projects, evaluate them and adopt the most effective ones. Each group will also have to perform, as a matter of concrete and concerted priority activity, an inventory of resources available in the area in order to establish a benchmark.



Diagram of the design, implementation and monitoring-evaluation process of SRAP activities



Abbreviations: SRAP - Sub-regional Action Programme; TL Thematic Leader; LC Liaison Centre; TG Thematic Group; TS Technical Secretariat; SR Forum Sub-regional Forum



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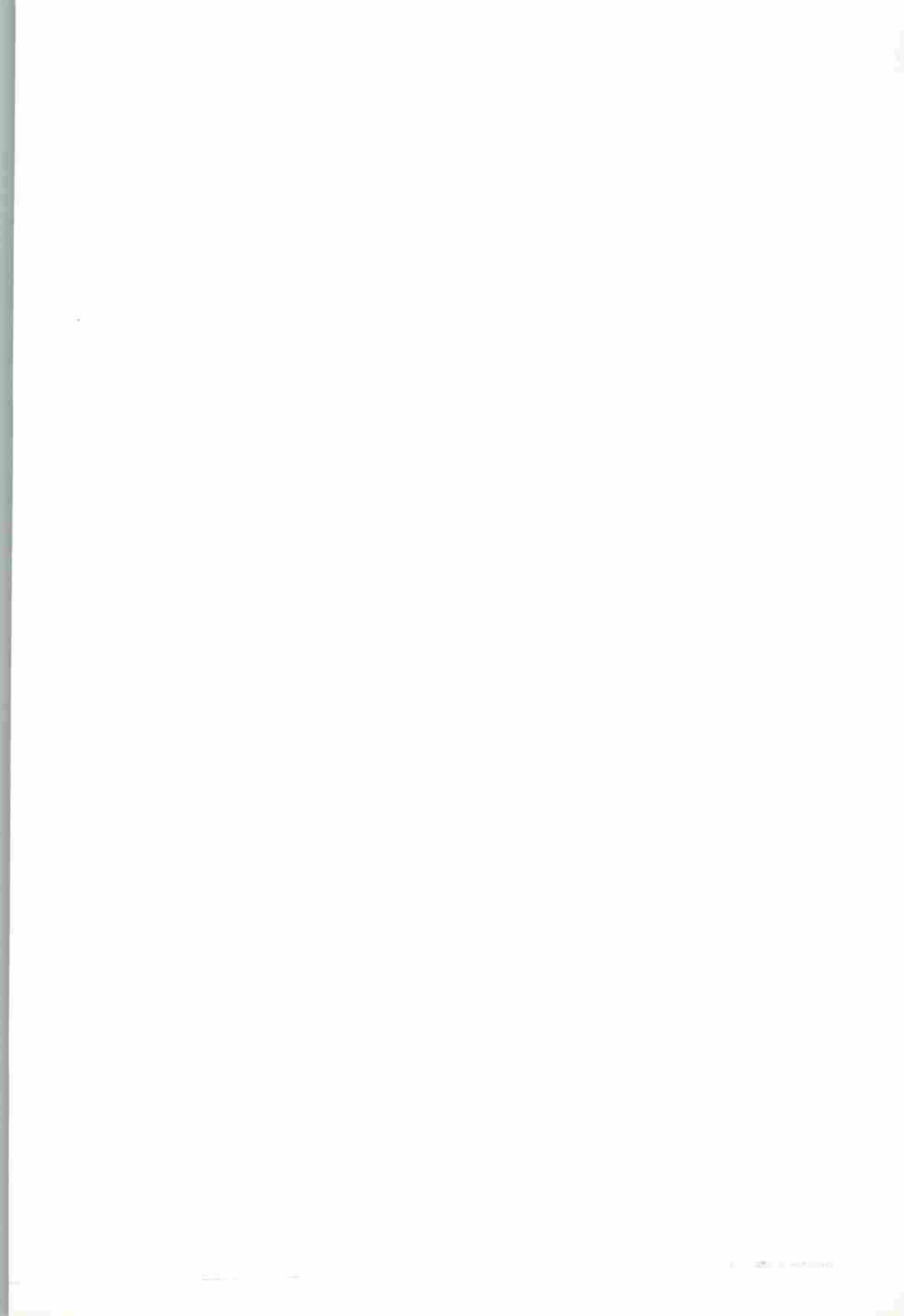


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