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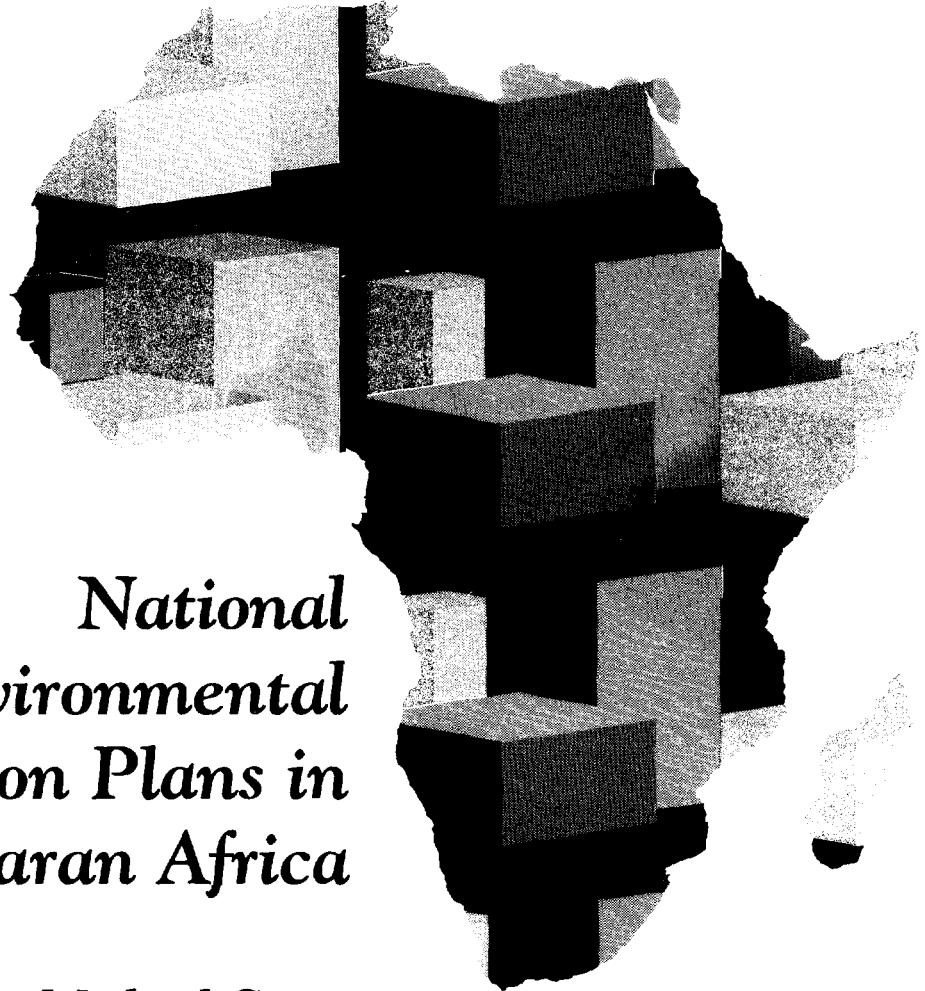
TOWARDS ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT
IN SUB-SAHARAN AFRICA

Building Blocks for AFRICA 2025

Paper No. 6

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June 1995



*National
Environmental
Action Plans in
Sub-Saharan Africa*

*Albert Michael Greve
Julian Lampietti
François Falloux*



Environmentally Sustainable Development Division • Africa Technical Department
(AFTES)

Building Blocks

Towards Environmentally Sustainable Development
in Sub-Saharan Africa
A World Bank Perspective

Paper No. 6

National Environmental Action Plans: Future Directions for Sub-Saharan Africa

by

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The "Building Blocks" in this series are part of the continuing discussion inaugurated at the UNCED Conference in Rio on building environmentally sustainable development in Africa. The conclusions in these papers are not definitive; nor do their views and interpretations necessarily reflect the opinions of the World Bank or any of its affiliated organizations.

*Building Blocks compiled by Nicholas Vernier.
Editing by Lawrence Mastri*

Foreword

Which environmental issues make development unsustainable in Sub-Saharan Africa and how do African societies perceive and address these issues? How has the World Bank helped its Africa borrowers to integrate environment into their development strategies and programs? And what must the Bank do to help African countries achieve environmentally sustainable development (ESD)?

Inspired by the 1992 Earth Summit in Rio, the Bank has launched a reflection process to answer these questions. In its reflection the Bank is guided by the message of Rio: *without improved environmental management, development will be undermined, and without accelerated development in poor countries—which describes most of Sub-Saharan Africa—the environment will continue to degrade.*

This process seeks to define the Bank's medium-term agenda for helping its Sub-Saharan Africa borrowers attain ESD. It aims at enriching Bank staff's dialogue with African counterparts about improving the conception and implementation of Bank ESD programs. The process should also gain the interest of a much wider audience, including an array of prominent institutions, African and non-African, public and private, universities and NGOs, and bilateral and multilateral agencies. It should encourage a debate on environmental issues which would forge wide support for new African initiatives toward ESD.

Space and time determine the process. Environmental issues are location-specific and therefore require integrating the *geographic dimension*. With respect to time, the process has focused on both past and future *historical perspectives*. The future time horizon is 2025, i.e., 30 years, corresponding roughly to a generation. Backward, the process focuses on the past decade, and the Bank's association with Africa, in order to measure the full magnitude of environmental issues.

Within this process, about 20 thematic "building blocks" have been compiled, each addressing a specific facet of ESD issues. These "blocks," prepared by specialists from inside and outside the Bank, fall into five categories: population, environmental knowledge, urban environment, natural resource management, and strategic instruments. The building blocks series has been the basis for the preparation of a World Bank discussion paper: *Toward Environmentally Sustainable Development in Sub-Saharan Africa—a World Bank Perspective*, which will be published in 1995.



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Executive Summary

Introduction

This report reviews the experience of Sub-Saharan African countries in developing strategic frameworks for environmentally sustainable development planning and management. The focus of the report is on the African experience with the preparation and implementation of National Environmental Action Plans (NEAPs), or with other strategies having similar characteristics and objectives. It also reflects on lessons learned in Africa and examines the early experience of countries involved in implementing the policies and actions recommended in their NEAPs.

A NEAP is a strategic framework within which environment and sustainable development issues are identified and prioritized. It is the basis for managing, monitoring, and evaluating a plan of action. Aside from producing a plan, the NEAP is a demand-driven process, based on local participation, which aims to "mainstream" environment into the overall development planning process of a country.

The World Bank has been one of the principal supporters of the NEAP process in Sub-Saharan Africa. From 1990-1994, the World Bank has provided funding for eight projects in support of NEAP implementation for a total investment of approximately \$242 million. Other multilateral agencies, such as the United Nations Development Program, and the United States, French, German and Nordic bilateral aid agencies, have been major supporters of environmental programs in Africa.

Status of NEAPs in Sub-Saharan Africa

Eighty-three percent of Sub-Saharan countries are currently involved in the NEAP process. Twenty-one countries have endorsed NEAPs or their equivalents (Benin, Botswana, Burkina Faso, Burundi, Ethiopia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Nigeria, Rwanda, Seychelles, Tanzania, The Gambia, Uganda and Zambia), and another nineteen are in the process of preparing their plans (Angola, Cameroon, Cape Verde, Central African Republic, Comoros, Congo, Cote d'Ivoire, Djibouti, Eritrea, Equatorial Guinea, Gabon, Mali, Mauritania, Niger, Sao Tome & Principe, Senegal, Sierra Leone, South Africa and Togo). Preparation has stalled in several countries which are undergoing economic or political difficulties (Liberia, Somalia, Sudan and Zaire). Several other have not formally initiated the NEAP process, but they either already have environmental strategies or are planning to prepare them (Chad, Namibia, Swaziland and Zimbabwe).

The NEAP preparation process can be divided into four phases: preparation, approval, implementation, and updating. The preparation phase can last from one to two years. Its length is usually commensurate with the extent to which the preparation process has been a participatory one. The NEAPs are demand-driven and initiated by governments, with encouragement from the donors, which have provided most of the funding

for NEAP preparation. The average cost of NEAP preparation has ranged from \$0.2 to 5 million, financed by grants, although IDA funds have been mobilized in some cases. Implementation is the most important part of the process. Most NEAP pioneer countries have begun preparation and implementation of a National Environmental Support Program (NESP). It may be the best way for a country to translate the priorities and strategies contained in its NEAP into concrete activities through a coordinated program. This program should factor in the key aspects of time and space: time, indicating that environmental actions should be spread over the long-term, which in turn implies a sequence of investment tranches; and space, indicating that environmental actions which are geospecific should focus on priority areas most subject to environmental threats.

Key elements of the NEAP process

There are four key elements in the NEAP process:

- **Identifying problems and their underlying causes.** The first step in preparing a NEAP is problem identification. This requires identifying a broad range of issues that fit under the umbrella of environment and then determining the underlying causes and the specific problems that affect social and economic development.
- **Setting priorities.** The systematic classification of problems and their interventions in order of importance improves the allocation of financial resources and maximizes the use of scarce human resources. Setting priorities helps a country identify where the greatest environmental improvements can be achieved at the least cost and in the shortest time frame.
- **Setting goals and objectives.** Developing criteria for making environmental objectives realistic, achievable and compatible with the broader development objectives of a country is a key element. Environmental issues cannot be viewed in isolation from the broader development process, and the ultimate goal of environmental planning should be to integrate environment into the national development process.
- **Proposing policies, institutional and legal reforms and priority actions.** The core of the strategic framework consists of the actions proposed to address priority problems. Selecting the most appropriate policies, modifying legislation, modifying or developing new institutional structures, and developing instruments and strategies for effective implementation of actions are critical for a successful process.
- **Participation** allows stakeholders to identify their own problems and format their own solutions and encourages broad ownership and identification with the actions proposed.

Implementation

The most important aspect of the NEAP process is translating the goals, objectives and strategies contained in the NEAP into realistic action programs. NEAPs, as illustrated in pioneer countries, can be implemented through National Environmental Support Programs (NESP). NESPs usually focus on three major issues: (a) implementing policy, legal, and institutional reforms recommended in the NEAP; (b) adjusting on-going projects and programs to make them consistent with the NEAP; and (c) implement-

ing new actions through a coordinated program approach. NESPs are part of a long-term implementation process establishing the foundation for environmental management and addressing the most urgent actions and issues. NESPs also ensure the continuity of the national participatory process triggered by the NEAP. Countries need to take the lead in NESP implementation in order to facilitate the participation of the multiple stakeholders. Important means to achieve this challenge include (a) informing the civil society about the NESP through a well-designed environmental awareness and information program and (b) providing support to community-based environmental initiatives through environmental funds managed at the nongovernmental level.

Lessons from Early Experience

NEAPs constitute a first milestone towards permanent planning for environmentally sustainable development. Preparing and implementing a NEAP help to develop a critical mass of decision-makers aware of the importance of environmental issues to the development process and able to contribute to environmental consciousness and promote behavior modification vis-à-vis the environment.

Implementing NEAPs:

Twenty-one countries have approved NEAPs, and approximately ten are well into the implementation process through NESP approach. This is a critical process which requires constant fine-tuning. The first tranche of investment for NEAP implementation is usually dedicated to building the foundation on which sustained environmental management and development can occur, while also dealing with urgent environmental problems. This includes developing laws, regulations, institutions and environmental information systems necessary for sound environmental planning and management. Simultaneously, NESPs start investing directly in solving priority environmental problems. Early experiences with NESPs indicate that there is a series of key features in order to ensure good implementation:

- improve environmental information management systems;
- strengthen monitoring and evaluation to capture lessons from NESP implementation;
- focus on geographic priorities where environmental issues are urgent;
- broaden participation and consultation;
- incorporate relevant aspects of environmental policies into other sectoral programs;
- develop mechanisms to implement international global conventions while meeting domestic needs.

A few countries—developing and developed—have made environmental planning for sustainable development a permanent and participatory process. There is merit for other countries to adopt the same approach at two levels: (a) *at the national level*, NEAPs will have to be updated regularly (possibly every 5 years) on the basis of lessons learned through NESPs from monitoring and evaluation, and new information acquired in the field; and (b) *at the local level*, Local Environmental Action Plans (LEAPs) built on NEAP experience should be promoted for the management of cities and other local governments. Environmental planning should also be promoted beyond the national

boundaries to address key environmental issues related to sub-regional ecosystems (e.g. river basins, coastal zones).

Preparing NEAPs:

There are nineteen countries in Sub-Saharan Africa which are still preparing NEAPs. These countries, as well as those with approved but not yet implemented NEAPs, stand to gain from the wealth of experience garnered by those countries which have already completed NEAPs and are implementing them. These countries stand to benefit from the activities of the *Network for Environment and Sustainable Development in Africa (NESDA)* which focuses on facilitating cross-fertilization and sharing of experiences between NEAP countries as well as providing African technical assistance for countries in the preparation process.

A number of lessons and directions emerge from past experience with the NEAP/NESP process in Africa:

- focus on developing methodologies for prioritizing and analyzing environmental issues;
- place emphasis on determining benefits and costs of environmental interventions;
- encourage cross-government participation in institutional analysis and reorganization;
- encourage participation by NGOs and the civil society in the participation process;
- ensure that NEAPs take into account global conventions as well as other sectoral plans;
- focus on developing partnerships and networks within the country as well as sub-regionally;
- develop sound monitoring and evaluation systems integrated into the decision-making process;
- set and develop means of monitoring compliance of environmental standards;
- develop a system for periodic NEAP updating and review; and
- maintain a focus on sustainable development planning.

Appropriate institutional frameworks for preparing and implementing NEAPs are essential. A specific building block on environmental institutions has been prepared accordingly on lessons learned and best practices in the context of the Post-UNCED ESD Strategic Process.¹

The World Bank and Donor Support

The World Bank and donors involved in supporting African environmental initiatives can help African countries *set priorities, strengthen their environmental policies and institutions* and implement programs for sound environmental stewardship. The

¹ See "Institutional Structures for Environmentally Sustainable Development" by Albert Greve, published in the Post-UNCED Series, 1995.

World Bank can continue to help countries *mobilize other donors* in support of NEAP preparation and NESP implementation.

The Bank should help its borrowers keep environmental planning for sustainable development as a permanent participatory process at the national and local levels. The Bank can play a role in helping to trigger environmental planning at the sub-regional level by providing assistance to groups of countries willing to address environmental issues for large ecosystems beyond national boundaries.

The Bank can refine methodologies to help countries prioritize investments. It should also provide *increased legal assistance for development of environmental legislation*, regulatory codes and standards. It is important that the Bank and the donors continue focusing their support on two important aspects of environmental planning: (a) capacity building and (b) environmental information management.

Other suggestions for the World Bank and other donors include:

- build up coordination and partnerships;
- emphasize national leadership in program and project preparation;
- promote parallel environmental planning processes in the Bank for better integration of environment into country assistance strategies;
- facilitate identification of funding for NEAP preparation, implementation, and updating;
- work more closely with NGOs and the private sector to expand the network of trained environmental managers beyond the public sector; and
- focus on developing better communication between the Bank, donors, national institutions, and development partners.

I. Introduction*

Since 1987, and especially since the 1992 Rio Earth Summit, African countries have begun to develop plans and strategies to address their environmental problems. One of the principal methods for accomplishing this has been through national environmental action planning (NEAP). This report reviews the NEAP process in Sub-Saharan Africa. Major issues are discussed concerning the preparation and implementation of NEAPs or other similar strategic frameworks as well as the experience of the external agencies supporting those processes. It identifies common themes in NEAP preparation and draws lessons for future assistance. This report is intended to provide an update on the NEAP process in Sub-Saharan Africa as well as useful information for individuals and institutions involved in preparing, implementing, updating, and supporting NEAPs. These include African environmental practitioners, the donor community, and nongovernmental organizations (NGOs).

The report has five sections. The first section explains the NEAP concept and its background, and outlines key elements in the process. The second section provides a snapshot of the current—but rapidly evolving—status of NEAPs in Sub-Saharan Africa. The third section takes stock of the NEAPs using the key elements as criteria. The fourth section discusses NEAP implementation through national environmental support programs (NESPs) and highlights common themes in project design and implementation. The fifth and final section offers suggestions for strengthening the NEAP process (preparation, implementation, and updating), and identifies future directions for it.

Towards an Understanding of the NEAP Process

NEAPs are strategic frameworks within which environment and sustainable development issues are identified and prioritized, and constitute the foundation for a plan of actions. It is an instrument conceived by Africans to reverse the spiraling trend of environmental degradation. The justification for focusing on the NEAP process is that the costs of inaction are very high, particularly in those poor African countries where the *natural capital* is being eroded by a vicious cycle of population growth, poverty, and misguided policies.

Most African economies are indeed highly dependent on *natural capital*. While Africa is handicapped by having weak *human-made capital* (inadequate infrastructure, communications, information and education services), inadequate *human capital* (lack of trained human resources, weak private sector), it is rich in *natural capital*. This capital is essential for promoting sustainable growth and improving living conditions of African societies. Yet this natural capital is at risk, as the effects of poverty hinder development.

* We would like to thank all those who have provided comments on earlier drafts of this paper. We would also like to thank the US Agency for International Development, whose continuing financial support for the Multi-Donor Secretariat for NEAPs has made much of the field experience drawn upon in this paper possible.

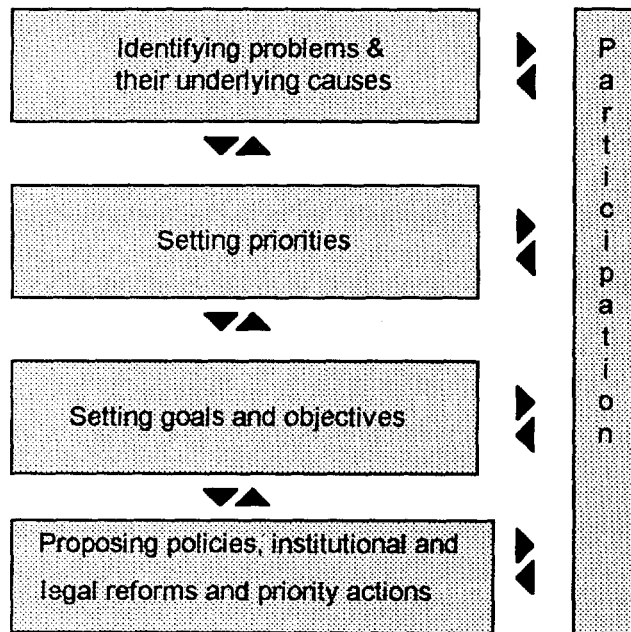
A Definition of a National Environmental Action Plan (NEAP)

A NEAP is a process and a product. In a 1991 report, the World Bank's Africa Region Technical Department described the NEAP as an "in-country process intended to provide a framework for integrating environmental considerations into a nation's economic and social development. The process is demand-driven, based on local participation, and action-oriented in that it produces a time-bound plan." (Falloux, 1991). It is a means whereby environmental concerns can be integrated into a country's national development process in a cross-sectoral manner. This concept of "mainstreaming" environment is key to the environmental planning and management process and should be a key goal of the NEAP process.

Key elements of the NEAP preparation process

There are four key elements in the NEAP process (figure 1). These elements are: (a) identifying problems and their underlying causes; (b) setting priorities; (c) setting goals and objectives and (d) proposing policies, institutional and legal reforms and priority actions. Participation of all sectors of society (public, private, civil society, nongovernmental) is important to all aspects of this process.

Figure 1: Key elements in the NEAP process



These key elements represent only the beginning of an analytic framework to which new elements can be added. The NEAP process is a dynamic one which should continually evolve as the realities encountered during implementation and initiation of actions on the ground reveal new constraints and requirements. NEAPs or similar docu-

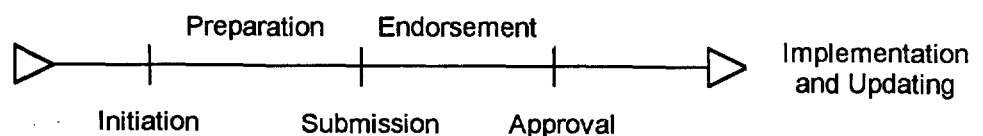
ments are not inflexible nor are they blueprints. Adaptability, flexibility, and responsiveness are the key words in the NEAP process.

Phases of the NEAP process

The first cycle of the NEAP process can be divided into four phases: preparation, endorsement, implementation, and updating (figure 2). The most important phase of the NEAP process is implementation, when action is taken on priority issues identified in the NEAP. There are many aspects of implementation: (a) the passing of laws; (b) the restructuring of institutions and (c) the design, preparation and financing of support projects. Implementation occurs through the preparation and execution of a National Environmental Support Program (NESP) for the NEAP. To prepare a NESP, NEAP elements are reviewed, analyzed, prioritized, and a coherent program of interlinked project elements are presented to the donor community and to the government for financing. The NEAP provides the framework within which a combination of different project elements can be combined into a comprehensive program with coordinated donor support and with one national policy framework guiding the process.

For instance, in Madagascar, there were several volumes of project ideas and profiles at the end of the NEAP preparation phase. The government and the donors then spent almost another year in developing a series of phased implementation programs of five years each. Each program addressed a set of interrelated issues according to their priority. The first five-year program included (a) institutional development and strengthening; (b) biodiversity conservation and protected areas management; (c) watershed protection and community-based mini-projects; (d) land tenure; (e) geographic and environmental information systems; and (f) applied environmental research. Other issues, such as urban environment, marine and coastal environmental issues, etc., were left to the second phase of implementation. A similar process took place in The Gambia. The Gambian Government decided to focus first on obtaining financing to develop environmental managerial capacity in the country and to develop the requisite institutions and legal framework which would form the foundation for sustained environmental management. Other key aspects, such as environmental information systems and environmental public awareness and education were also part of the first phase of the implementation program.

Figure 2: Phases of the NEAP process



Of the countries involved in the NEAP process in Sub-Saharan Africa, only Madagascar has entered the updating phase since it is now nearing the end of the first five-year program of NEAP implementation and is preparing for the second five-year program. Accordingly, the Malagasy Government together with the executing agencies of the first program is (a) re-examining the initial priorities set over five years ago; (b) reviewing the institutional structures; (c) evaluating the results obtained after the first five years of execution and (d) developing a new program which builds upon the

strengths of the first one and adds new elements which are now ready to be addressed. This will be more fully discussed in a later section.

Other Environmental Planning Processes

The NEAP is not the only process which can be prepared by a country to ensure adequate environmental management. Other processes can also contribute towards developing the skills, policies and programs for sound environmental management and for continued development of capacity to address environmental issues. Some of these other processes include (a) National Conservation Strategies (NCS), often prepared with the help of the International Union for the Conservation of Nature (IUCN); (b) National Plans to Combat Desertification (NPCD), often prepared with UNSO assistance; (c) Tropical Forestry Action Plans (TFAPs), prepared with FAO guidance, and other similar sectoral or multi-sectoral development plans. These processes, which are focused on specific sectors, are most effective if developed as integral components of a country's NEAP or expanded to include the elements necessary to ensure broad-based and sustainable environmental planning and management. This is also true for the National Action Plans (NAPs), called for as part of the implementation of the Desertification Convention.

There is another process in Africa which has important implications for the NEAP process and which, ideally, should be closely coordinated, possibly merged with the NEAP process to ensure consistency with overall development planning and full integration of environmental considerations into that process. It is the National Long-Term Perspective Study (NLTPS) process (Box 1a) being led by the African Futures project of the United Nations Development Program (UNDP).

Box 1a: The African Futures Project

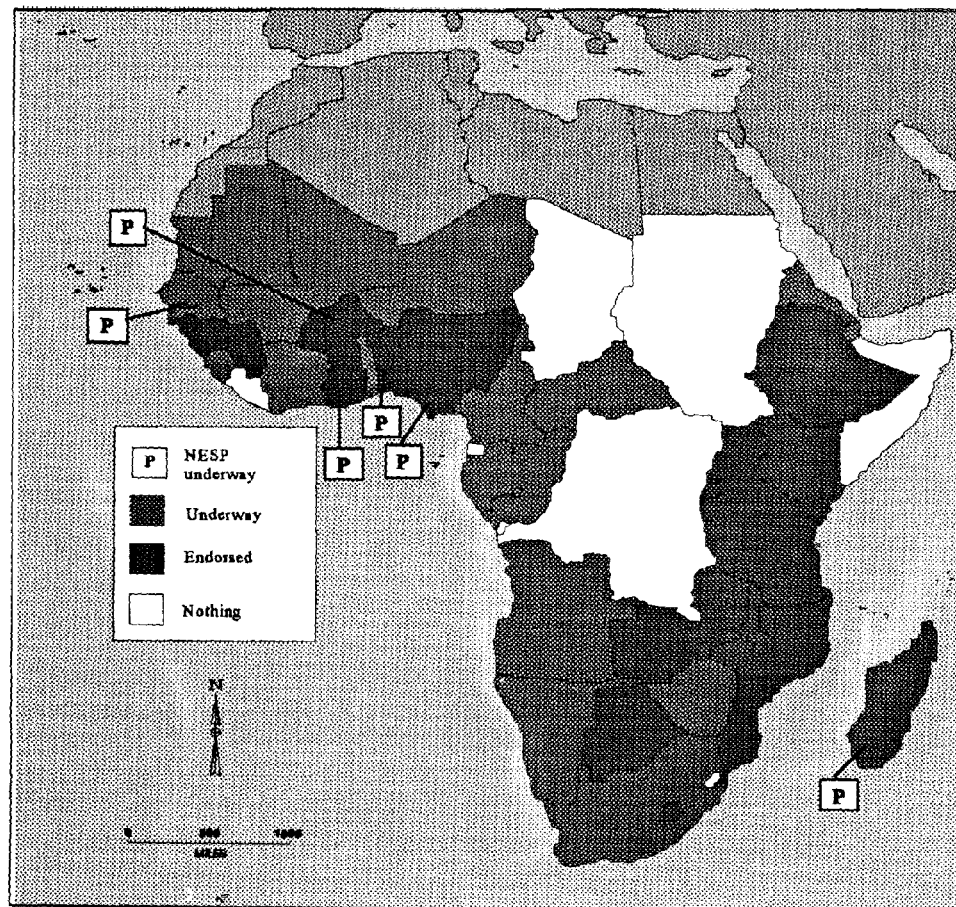
The African Futures project was established in 1991 by UNDP at the request of African countries and the donor community. The overriding consideration for the establishment of the project was to assist African countries in putting in place the capacity for national reflection about the future and formulating national development strategies. One of the main objectives of the project is to facilitate dialogue on the future of the continent and on what long-term strategies can be used to create a desirable 21st century for African countries. The premise of the project is that the current challenges facing the continent can be overcome. The project has as one of its specific objectives to design a process which could be used by African countries to design their long-term development strategies. The NLTPS approach to the design of development strategies draws on three main sources: (a) the key lessons drawn from development management experience; (b) the principles and practices of corporate strategic planning and management and (c) the methods and techniques of futures studies (an attempt to examine systematically the key factors that can influence the future with a view to creating a desirable future). The NLTPS approach has five interactive phases: (a) identification of national aspirations and issues; (b) preparation of the study's foundation; (c) construction of multiple scenarios and key assumptions; (d) development of broad strategies and policies and (e) preparation, implementation, monitoring and evaluation of medium and short-term plans and programs. This approach can enrich the NEAP process, which, as a process focusing on environment and sustainable development issues, can find a synergistic partner in the NLTPS approach.

Source: African Futures Bulletin

II. Status of NEAPs in Sub-Saharan Africa

Approximately 83 percent of Sub-Saharan countries are involved in the NEAP process (figure 3). In Sub-Saharan Africa, the NEAPs have been a major step forward in raising the environmental consciousness of decision-makers as well as of the civil society as a whole. They have represented the first comprehensive attempt to make sense of the problems caused by environmental degradation and unchecked utilization of scarce natural resources. They have provided the means through which governments can be made aware that environmental protection is not just a concern of developed nations, but a serious issue which should be addressed in their own social and economic development programs. (A detailed status report, which highlights milestones in each country, is included in Appendix I.)

Figure 3: Status of NEAPs in Africa



Approved NEAPs

At time of writing, twenty-two countries have approved NEAPs. These countries include Benin, Botswana, Burkina Faso, Burundi, Ethiopia, Eritrea, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Nigeria, Rwanda, Seychelles, Tanzania, The Gambia, Uganda and Zambia. About half of these plans were approved during 1994. Official approval is only one step towards implementation. There are some countries with approved NEAPs which have not moved or have moved marginally towards developing strategies and activities designed to mitigate the problems identified in their NEAPs.

NEAPs Under Preparation in Sub-Saharan Africa

Eighteen countries are now in the process of preparing NEAPs, approximately half of which are expected to be completed during 1995. Countries in the preparation phase include Angola, Cameroon, Cape Verde, Central African Republic, Comoros, Congo, Côte D'Ivoire, Djibouti, Equatorial Guinea, Gabon, Mali, Mauritania, Niger, Sao Tome & Principe, Senegal, Sierra Leone, South Africa and Togo.

In South Africa national preparation is still in its inception stage. However, it has started at the provincial level and will eventually be consolidated at the national level (three provinces—Western Cape, PWV and Eastern Transvaal—have begun local environmental action plans, and a coordination mechanism will soon be established).

Preparation has stalled in a handful of countries—including Liberia, Somalia, Sudan, and Zaire—because of economic or political difficulty. Once these situations stabilize, the NEAP process can begin. This is particularly important for a country such as Zaire, where both a wealth of environmental problems and a wealth of biodiversity and natural resources co-exist. In Angola, the current peace process has enabled the national environmental team to resume its activities. Chad, Namibia, Swaziland, and Zimbabwe have not formally initiated the NEAP process. However, most of these countries are either preparing or planning to prepare environmental strategies. Zimbabwe and Namibia already have relatively sophisticated systems for natural resources management.

Resources Required to Prepare a NEAP

The cost of preparing a NEAP can range from \$0.2 to \$5.0 million, depending on the country's size, the complexity of the process and the degree of the participatory planning process. The Sierra Leone NEAP, which is largely based on a CESP (Country Environmental Strategy Paper, prepared by World Bank staff), will cost about \$0.2 to \$0.3 million. The Cameroon NEAP costs were initially estimated at about \$5 million, given the strong focus on regional and local participation and consensus-building. The Uganda NEAP, which also involved extensive public participation, cost \$2.5 to 3.0 million.² In Madagascar, the NEAP preparation cost about \$1.3 million. The variance in

² In Lesotho the cost was \$1.0 million, and Benin \$0.3 million.

costs shows that there is no standard set of resource needs for a NEAP. The resources required have no correlation with the quality of the finished product.

Organizing funding for a NEAP is a chance to foster donor partnership and bring consistency to the planning process. Getting donors to work together under the umbrella of the NEAP process promotes more efficient use of resources and facilitates the ability of countries to manage the development process adequately with the scarce human resources available at the management level. Madagascar is a best practice example of how the NEAP process can be used to create synergy between donors (Box 1).

Box 1: Creating synergy between donors (Madagascar)

Detailed information is available about the sources of funding and its allocation for Madagascar. Out of \$1.3 million in contributions, 40% came from the World Bank, 26% from USAID, 17% from the Malagasy government, 11% from the Swiss government, and 6% from the UNDP. After preparing and endorsing the NEAP, the close cooperation of the donor community continued into implementation. In 1990, a Multi-Donor Secretariat (MDS) was created to help guide donor coordination for financing NEAP implementation in Madagascar. The MDS, financed by USAID and hosted by the World Bank, worked with the eleven donor agencies which collaborated in designing and financing an \$85 million environmental program representing the first tranche of NEAP implementation. Since 1990 other donors have joined the program, bringing total external financing to more than \$100 million. Since 1991, the MDS's geographic coverage has been expanded to other countries preparing and implementing NEAPs. It now collaborates closely with NESDA in providing support to national teams preparing or implementing NEAPs in Sub-Saharan Africa and continues to encourage better coordination between donors supporting NEAP processes. It also continues to focus on communication and information sharing, producing individual country environmental newsletters as well as collaborating with NESDA on the production of an Africa-wide environmental newsletter.

Source: Greve, A.M. "Donor Coordination and the Madagascar Environmental Action Plan," NEAP Workshop, Mauritius, 1991.

NEAP Funding Categories and Mechanisms

In support of NEAP preparation donors usually fund: (a) local consultants; (b) workshops; (c) media and public awareness programs; (d) small pilot actions; and (e) document production and dissemination. If the process is a participatory one, significant resources are used to cover the costs of workshops, the preparation of workshop materials and the per diems of the workshop participants.

NEAPs have generally been funded through grants from bi-lateral donors (USAID and GTZ being major ones) or agencies such as UNDP or UNSO. The World Bank has provided IDA financing through Project Preparation Facilities (PPF) installed to help design support projects for NEAPs. The Bank has also used trust funds from bi-lateral donors. Recently, the World Bank has begun providing NEAP grant funding from its Institutional Development Fund (IDF).

III. Key elements of the NEAP process

An examination of the NEAP process in Sub-Saharan Africa shows that they usually contain four *key elements*:

- identification of environmental problems and their underlying causes;
- setting priorities;
- setting goals and objectives; and
- proposing new policies, institutional and legal reforms and priority actions.

Identifying problems and their underlying causes

Identifying environmental problems and their underlying causes is a critical element of the NEAP preparation process. The cross-sectoral characteristics of environmental problems often make it difficult to separate the underlying causes from their effects. Underlying causes can be more readily identified by (a) identifying the underlying pressures which contribute to environmental problems; (b) isolating the factors which allow these pressures to surface; and (c) identifying the institutional and other structural failures which contribute to the underlying causes and their effects on the environment.

Countries preparing NEAPs have often identified many environmental issues, but have had difficulties in developing methodologies for analyzing these issues and have often failed to rank environmental issues in terms of priorities. This can be mitigated by developing appropriate methodologies for prioritizing issues. Box 2 gives examples of how some countries have classified their environmental problems.

Box 2: Classification of environmental problems

Issue	Common problems	Common underlying causes	Examples
<u>Red:</u>	Loss of cultural heritage.	Resettlement, tourism	Lesotho, Botswana
<u>Blue:</u>	Freshwater problems are water scarcity degradation of water quality. Marine problems include degradation of water quality, reef quality and the depletion of fishery stocks.	Urbanization, industrialization, open access (fisheries)	Seychelles, Mauritius, Sao Tome and Principe
<u>Green:</u>	Land degradation and deforestation contributing to erosion, flooding, drought, and sedimentation of reservoirs and water-ways. Loss of biodiversity.	Inadequate property rights structures and macro-economic policy.	Madagascar, Ghana, Sierra Leone
<u>Brown:</u>	Urban sprawl, inadequate sanitation coverage, and industrial pollution in and around cities.	Population growth and population migration.	Burkina Faso, Ghana

Setting priorities

Setting priorities among environmental issues is difficult because it requires placing a diverse set of issues, ranging from air pollution to soil erosion, on a comparable scale. In most NEAPs, this means identifying a set of criteria and then using them to rank an array of problems by order of importance or with reference to time factors.

Criteria for ranking environmental issues in terms of priorities include

- current impact and expected evolution over time
- cost of interventions and expected benefits
- number of people affected
- impact on poverty/equity issues
- perception of the populations.

Some problems have an immediate impact and inattention to them can result in irreparable damage over time. For instance, certain problems such as deforestation are often priorities, since slow response to underlying causes will result not only in continued destruction of that resource but also in soil erosion, decrease in land productivity, sedimentation in dams and irrigation schemes, and increased flooding. Therefore, it is important to move forward rapidly on these actions which require urgent attention, while planning ahead to address other, less urgent issues. This was done in Madagascar, where the NEAP implementation was designed to take place over a fifteen-year period in three phases. The first phase focused only on urgent priorities.

Problems can be ranked on the basis of assessed benefits and costs. Although qualitative assessments are not always precise, they do show where further analysis is justified. The Sierra Leone CESP is a best practice example of how to undertake a systematic and transparent priority setting exercise (Box 3).

Box 3: Qualitative priority setting (Sierra Leone)

In this CESP priorities are based on the impact of environmental problems on health, on productivity, and on the quality of the environment. Although there is not enough data available to assess these impacts quantitatively, it is possible to assign each one of them a numerical value that provides a sense of its overall importance. In the next stage of the priority setting exercise, an assessment is made of the potential benefits of treating the problem. These benefits are then weighed against the costs of intervention. In a final step, an overall priority is assigned to each problem based on a multiplication of the environmental significance with the net benefit ranking less the cost index. In this process, a scale of 1, 2 and 3 for Low, Medium and High, respectively, has been applied as indices. The resulting overall priority is determined as Low, Moderate or High. This analysis should have provide the basis for a government review of the effectiveness of current policies and programs and the areas for which there is a critical lack of policies. The government should test this preliminary ranking against its own findings. With additional information and review, the rankings may need adjustment. Such an analytical framework and policy/program review, with additional supporting data, can be a sound foundation for a NEAP.

Source: Sierra Leone, Initial Assessment of Environmental Problems, February 7, 1994

Ranking problems based on their damage costs is a useful technique for comparing orders of magnitude. It can also be used to separate the important problems from the not so important ones. In Ghana, for example, the comparison of monetary damages for four problems reveals that erosion accounts for a significantly larger percentage (63 percent) of total costs than do the other three problems (Box 4). In Madagascar, broad estimates of the costs of environmental degradation related to the degree to which loss of forest cover affected watershed deterioration with subsequent damage to expensive infrastructure such as roads, dikes, dams and irrigation canals, provided a means by which decision-makers could be educated to the economic impact of environmental degradation. This was important in obtaining consensus on the need to move forward on an environmental agenda and prepare a NEAP.

Box 4: Comparing monetary damage estimates (Ghana)

In Ghana, 'back of the envelope' monetary damage estimates were made for four sectors. A comparison of these estimates (below) revealed that soil erosion has the highest economic cost. Although this information was never explicitly used to set priorities, it did bring natural resource management issues to the forefront of the NEAP process.

Problem	Gross annual cost (Million Cedis)	% of Total
Erosion (removal of nutrients via crops)	26,000	63
Land degradation (due to livestock)	2,790	7
Forestry	10,843	26
Health	1,672	4
Total	41,305	100

Source: Ghana. 1992. National Environmental Action Plan. Vol. I.

Least-cost interventions are important. Examples of these are removing subsidies that encourage excessive use of fossil fuels, irrigation water and pesticides, and clarifying property rights to manage and own land (World Bank, 1992). The NEAPs tend to emphasize regulatory instruments. These instruments are necessary in the long run, but may not always be the most efficient way of achieving environmental objectives in the early stages of environmental planning. Although many NEAPs and CESP's discuss a range of interventions,³ they do not always take the costs of these interventions into account.

Setting goals and objectives

Once problems have been identified and prioritized, goals and objectives for a plan of action, strategies and appropriate policies and legal instruments are developed⁴. Appropriate institutions and frameworks to guide institutional cooperation and collaboration are also developed. In short, the foundation on which environmental planning and management must take place has to be developed prior to setting in motion specific ac-

³ Examples include market based instruments, instruments of persuasion such as education, direct investments, and regulatory instruments.

⁴ See "Environmental Institutions," a building block, still in draft, to be published in the Post-UNCED Series in 1995.

tions. If this is not done, programs or projects developed to address specific environmental problems may lack coherence.

It is important that goals and objectives be feasible and within the capacity of the country to address in a reasonable time frame. Establishment of goals and objectives is a difficult consensus-building process which requires balancing environmental, social and economic considerations which are consistent with the goals and objectives of the various developmental sectors. Experience has highlighted the importance of the environmental goals and objectives of a country being articulated as part and parcel of the country's overall development goals and objectives in order to integrate environmental considerations into all sectors (the ultimate objective of environmental planning and management efforts). It is important to take into account the socio-cultural context of the nation in which they are articulated and to ensure compatibility with the economic situation. If not, environmental goals and objectives may be viewed as imported concepts and in reality given short shrift by those decision-makers who should be taking them into account in their daily work.

Proposing policies, institutional and legal reforms and priority actions

In order to realize the goals and objectives chosen, it is important to develop a broad range of policies and actions. These include

- improving environmental management through policies, legislation (especially environmental assessment procedures), and institutions;
- capacity building for environmental management;
- addressing the information gap;
- dealing with land degradation (land tenure, recapturing soils, technologies);
- urban environment (water, sanitation, waste management);
- environmental education; and
- matching funds or endowments for environmental community-based mini-projects.

The key actors involved in a country's environmental planning need to identify the appropriate environmental policies, legislation, and regulatory instruments which will fit the needs and special characteristics of the country. These instruments (environmental laws and regulations, economic tools such as penalty fees and other charges, national and sectoral environmental policies, environmental norms and standards) will form the basis for environmental monitoring and evaluation. The application of these instruments can lead to improvements in overall national legislation and in sectoral legislation, as environmental considerations are gradually incorporated into the developmental fabric of the society.

One of the most important aspects of the NEAP process consists of analyzing the existing institutional structures for environmental and natural resources management and making proposals for a more appropriate framework that facilitates policy making, implementation, coordination, monitoring, enforcement, and evaluation (Greve, 1995). There are many possible models that will work, the most appropriate of which depends on the characteristics of the government, on local capacity and leadership and on overall political will to undergo change and to rationalize politicized structures. A good institu-

tional model is flexible, dynamic, and ensures that high-level decision-makers are informed of the importance of environment to the national decision-making process (Greve, 1995). It is decentralized enough so that the roles of central, regional and local agencies as well as of the nongovernmental sector in environmental management is clear. A major obstacle to institutional reorganization is the presence of established bureaucracies and strongly organized lobbies. Where vested interests are concerned, change is difficult since power and income bases are threatened. Here is where the commitment of political leaders to address the environmental challenge and to encourage change is critical for the establishment of a sound institutional framework.

A NEAP usually makes recommendations concerning modifications in institutional frameworks for environmental management. Sometimes these recommendations are adopted by governments, and sometimes they are disregarded. This frequently occurs in instances where there has not been high-level political support throughout the NEAP process or where information and communication and consensus-building has been weak. Different institutional structures are usually found or recommended: (a) the creation of a new environmental ministry or an environment department within an existing ministry; (b) the abolition of the existing environmental ministry and creation of an autonomous environmental agency in the office of the president or prime minister and (c) strengthening a department of environment within an existing ministry. The Gambia is a best practice example of how decision-makers can be persuaded to create a flexible and powerful institutional base to coordinate environmental planning and management in their country (Box, 5).

**Box 5: Creating an autonomous, flexible institutional arrangement
(The Gambia)**

In The Gambia a small group of individuals comprising the Environment Division of the Ministry of Natural Resources and the Environment succeeded in convincing decision-makers that the existing institutional structure was not adequate for cross-sector activities required for environmental management. They did this by ensuring that all governmental departments and ministries were involved in the NEAP preparation process and through continued consultation with them. Therefore, there was no resistance to the idea of reformulating the existing institutional structures in order to ensure more efficiency in the process of environmental management. The continued advocacy of this small group resulted in a decision by the government to create a small autonomous environmental agency linked to the office of the president. Resources from other areas were reallocated to provide full budgetary support for the staff and operation of the new National Environmental Agency (NEA). In order to maintain ties to the sectors, special working groups were made up of representatives from the sectors as well as the NEA, with the objective of integrating environmental considerations into the overall work program of the sectors.

Source: Greve, A.M., 1995, "Institutional Structures for Environmentally Sustainable Development." The World Bank, Post-UNCED Series.

It is important to build consensus both inside and outside the government on the proposed institutional arrangements. Inability to build consensus can result in confusion on the role of the agency taking the lead on NEAP. In Uganda, the location of the proposed National Environmental Management Agency was a point of contention. The government wanted to have it within the Ministry of the Environment, along with a pre-

existing Environment Direction. The NEAP Secretariat, responsible for preparing the NEAP, recommended an autonomous agency linked to a higher and cross-sectoral government entity. Ultimately, the recommendation of the NEAP team was not accepted, and the new agency was placed within the old environment ministry. In Benin, the creation of a new environmental agency was recommended in the NEAP. Through a process of consensus-building and explanatory seminars which regrouped all interested members of government, a decision was reached to create the agency within the environment ministry; however, care was taken to define institutional roles and responsibilities and to allocate clearly these roles and responsibilities between the environment ministry, the environment agency, and the other branches of government and the civil society.

The focus on apex agencies or public sector institutions is necessary but not sufficient. The definition of "institutional framework" should include private sector and civil society institutions (advocacy and professional groups, nongovernmental organizations, community groups, unions, cooperatives, traditional leadership structures, etc.) as well as public sector institutions. Given the weak management and enforcement capacity of the public sector, experience has indicated that effective environmental management needs to include other segments of the civil society which are in direct contact with environmental issues on a daily basis. Without their involvement, effective environmental management may not happen.

Participation

Participation underlies all aspects of the planning process. It remains an essential ingredient to any planning process, because it allows people to identify their own problems and to formulate responses which they feel are appropriate. It gives them a stake in the process and facilitates future implementation of policies, strategies and actions which should involve them. Common obstacles to participation include language, illiteracy, poor infrastructure, the unwillingness of governments to open themselves up to public scrutiny as well as a simple lack of understanding of the need for broad popular participation. Cultural and social factors in a country may mitigate against this type of approach; the direct benefits of participation, which adds time to any planning process, must be clearly demonstrated.

Participatory NEAP processes usually use mechanisms which allow for broad-based input from the civil society. Typically, regional and local workshops and consultative groups are organized to work with local officials, elected and traditional leaders and community groups, and nongovernmental organizations in an attempt to educate the public about the goals and objectives of the NEAP process and to obtain their views concerning environmental issues and potential solutions. The national plan should reflect regional particularities and should reflect the analytical thinking of those immediately affected by environmental degradation as well as those directly or indirectly responsible for it. Attention to participation helps build a constituency for the NEAP. The Madagascar NEAP put in place a nongovernmental organization which works through a participatory approach with rural populations, and is a best practice example of how this kind of forum can be created (Box 6).

Box 6: Building a forum for NGO involvement in the NEAP process (Madagascar)

In Madagascar, NGOs have played an important role in implementing the NEAP. The NEAP recognized that major obstacles to implementation of environmental actions included: (a) lack of financial resources and training; (b) communication problems because of poor infrastructure; and (c) lack of a coherent approach to environmental and natural resource related problems in rural areas and areas surrounding threatened forest areas. The solution has been to encourage and facilitate the involvement of NGOs in local development activities. These organizations are more decentralized and have better access to information on rural communities in remote areas. In order to take advantage of the NGO's ability to provide these services, the NEAP created a nongovernmental institution responsible for agroforestry, soil conservation and small rural infrastructure projects directly to local communities. Financial resources are provided for NGO development projects, particularly community oriented mini-projects. The resources are provided through a national environmental fund within the National Association for Environmental Actions (ANAE). This association has a board with thirteen seats; eleven of these seats are allocated to national NGOs and two to the government. It works in a participatory manner with local community organizations and nongovernmental organizations, funding projects conceived and managed by the local communities which encourage a better use of natural resources. As of October 1994, ANAE had approved a total of 543 mini-projects, reaching a total of 21,762 families and covering 8,801 hectares. This is an excellent example of how the non-governmental sector can play an important and catalytic role in environmental management.

Source: Greve, A.M. "Madagascar Environment Program Newsletter." January 1995, Volume 4, No. 1.

The press and other media play an important role in the NEAP process. The media is a powerful instrument that, when properly trained on environmental issues, can help build environmental awareness and motivate the NEAP process. In Mauritius, for example, a stalled NEAP began moving again when the media became involved in highlighting problems associated with the disposal of raw sewage. In Ghana, media coverage of the national forum discussing the NEAP increased public environmental awareness (Dorm-Adzobu, 1991). In The Gambia and in Cameroon, local radio stations regularly air environmental programs and talk shows which allow the public interactive involvement with those responsible for environmental management. This aspect of communication and public awareness building is frequently neglected, though it is a critical aspect of the NEAP preparation process and indeed of the process of changing behavior to take environment into account as an important consideration.

Space and time, two considerations that are often forgotten in economic strategies, are also key factors in the NEAP process:

- *Space:* Dealing with location-specific environmental issues requires a geographic dimension. A NEAP, while highlighting common national and regional issues and making general recommendations for the whole country, must provide a more location-specific vision of the environmental "hot spots" where urgent actions need to be implemented. For example, the Madagascar NEAP includes actions that are specific to the various ecological zones and their urgent geographic priorities. Interventions

for soil conservation were designed to begin in five areas of Madagascar where soil erosion and watershed deterioration were most severe. Other actions for protected areas management were phased in according to the severity of human pressure on those regions and the need to conserve a rapidly dwindling resource

- *Time:* NEAPs must provide an historical perspective for analyzing environmental issues and must also look ahead for long-term planning. Ghana, Mauritius, and Madagascar have planned based on a fifteen to twenty year time horizon. These NEAPs have a series of five-year implementation phases which gradually address the priorities as ranked. For instance, in Madagascar, it is only now, five years into the implementation of Environment Program I, the first NESP for NEAP implementation, that the various institutions and programs are beginning to take on a life of their own and acquire the coherence originally intended by the program designers.

IV. From Planning to Implementation and Updating

National Environmental Support Programs (NESP) for NEAPs

The most important aspect of the NEAP process is translating the goals, objectives, strategies and action plans contained in the NEAP into environmental support programs. These can have an effect on the state of the environment in a country, on the relationship between populations and the natural resource base and on the environmental health of the general population. This is also the most difficult aspect of the NEAP process. It is relatively easy to identify problems and formulate appropriate responses to them. It is much more difficult to implement those actions effectively. Lack of financial resources, managerial and conceptual capacity, inadequate training and inadequate incentives for performance, lack of political will and inadequate understanding of environmental issues—all these factors can affect the implementation phase.

NESPs are expected to provide a sound framework within which to plan and manage NEAP implementation. As is already the case in eight African countries (map p. 8) NESPs focus on three major aspects of NEAP implementation: (a) implementing policy, legal and institutional reforms recommended by the NEAP; (b) adjusting on-going projects to make them consistent with the new environmental strategies and actions approved under the NEAP and (c) implementing actions through a coordinated program approach. NESPs are part of a long-term implementation process and aim to establish the foundation for environmental management as well as addressing the most urgent actions and issues. NESPs usually provide support for new investments in areas such as: (a) institutional development and managerial capacity building; (b) legal and policy development; (c) environmental information management; (d) biodiversity and protected areas management; (e) environmental research; and (f) education and public awareness.

While NESPs are a necessary instrument for NEAP implementation, they are also a means to make development environmentally sustainable. One of the goals of NESPs is to incorporate the relevant aspects of environmental policies into a country's sectoral projects and programs. Adjustment of on-going investment programs for consistency with the principles and policies laid out in the NEAP is necessary and a focus of NESP efforts.

NESP preparation and implementation

A national environmental support program (NESP) is a logical outcome of the NEAP preparation process. NESP preparation and implementation ensures the continuity of the national participatory process triggered by the NEAP and builds on the priorities assigned in the NEAP. Most of the existing NESPs have been prepared by national NEAP teams with support from NEAP thematic groups. This has enhanced the countries' ownership, thereby reinforcing their commitment to implementation. In other words, countries must be in the "drivers' seat" of their NESPs and enhance the participation of the multiple stakeholders in implementation.

Achieving real participation is a challenge. Two NESP features may help to meet this challenge: (a) informing people about the NESP, its progress and the active role of the stakeholders through a well-designed environmental awareness and information campaign and (b) providing support to community-based environmental initiatives through environmental funds managed at the nongovernmental level. In Madagascar, the most successful aspect of the Environment Program I has been just such a component, the National Association for Environmental Actions (ANAE) [see Box 6].

NESPs filter activities proposed during the NEAP processes into a coherent program focused on urgent priorities. In most cases a broad range of public and private agencies have participated in NEAP preparation. Each of them is eager to design its own project, which represents the area which it considers to be most important. In these cases, there is a need to have a clear process of arbitration to retain only urgent and priority actions, particularly when NEAPs have been weak in rational prioritization. NESPs thus become a way to correct such weaknesses by using selection criteria similar to those recommended for NEAP processes. This was done in The Gambia and in Madagascar, and is being done now in other countries, such as Malawi, Zambia, Kenya and Tanzania. The initial list of proposed projects was taken as an indication of sectorally-perceived priorities and as a welcome contribution from the different ministries and other agencies. Then the NEAP team organized a selection process on the basis of clear criteria, which led to the final NESP.

For such a program to succeed, it must work with several institutions at the same time without creating competition between them. Ghana provides an excellent example of the synergy possible while working with multiple institutions (Box 7).

Box 7: Designing a project during NEAP preparation (Ghana)

In the Ghana NEAP, the government worked closely to identify appropriate areas for intervention. In collaboration with other agencies, the Ministry of Agriculture designed a natural resource management (NRM) project. By the end of the process, the NRM project included institutional, human resource, and educational components. It also supported an environmental information system component, a land and water management component, and a coastal wetland's component. The project was particularly successful at bringing coherence to the NEAP exercise by linking an NRM project to the NEAP. This linkage highlights the importance of taking a multi-sectoral approach to environmental management. Also, by focusing on broad environmental management as part of an NRM project, traditional conflicts between agriculture and environment were avoided.

In other countries, such as in countries where NESPs are still being prepared or have been recently prepared (Uganda, Tanzania, Malawi and Kenya), national teams—sometimes drawing on the expertise identified during the NEAP preparation process—were put in place with the mandate of preparing the NESP, based on the priorities identified in the NEAP. This process leads to identification of the linkages between activities which should be mutually supportive and the development of a series of investment and technical assistance projects which together form a coherent program.

This necessitates the assistance usually of more than one donor since different agencies have specialties which they prefer to fund.

In order for a multi-donor program to be designed efficiently, donor coordination and collaboration are essential. One donor is not sufficient to provide support for the various priorities expressed in a NEAP and which have to be translated into projects. But for those projects to form a coherent program of mutually interlinked and supportive elements, coordination, communication and collaboration between donor agencies at the country level is essential. Best practice examples of successful donor coordination included Madagascar (see Box 1), Cameroon and Niger, where there has been a continual focus on fostering communication between donor agencies involved in funding the implementation of the NEAP. This communication makes it possible for donors to design their NESP support projects in harmony, thereby avoiding conflicting objectives, duplication of effort and contrary policy recommendations.

The NEAPs have provided a coherent framework for the coordination and the aggregation of donor grants and multilateral lending. Donor assistance for environment-related programs and projects was initially fragmented, each donor following its own agenda and often promoting conflicting policies within the same country. The NEAPs have been instrumental in bringing funding from multiple sources together into a coherent investment program. In Madagascar, for example, 11 donors collaborated in putting together a comprehensive environmental program.⁵ Likewise, in Zambia, the proposed Environment Support Program involves a consortium of donors that are dealing with the priorities identified in the NEAP.⁶

It is important to have the donor community involved and fully informed during the NEAP preparation process in order to facilitate the development of an investment program for NEAP implementation. Donors are more willing to fund the implementation of a NEAP if they have been associated with the preparation process, even if that association consisted only of keeping them informed of progress. Otherwise the risk is that some donors might be unwilling to support the actions which the government feels are priorities. Because of strong donor partnership during NEAP preparation, Mauritius, The Seychelles and Madagascar received donor pledges above and beyond the requirements of their investment programs. The Seychelles is a best practice example of how to bring the donor community into the project design process (Box 9). This approach has the advantage of allowing the NESP to be integrated into the national development plan. This should be complemented by the need to review the Public Investment Programs and look at projects to ensure consistency with the NEAP, avoid duplication with the NESP, and develop positive synergy. All environment-related projects should be taken into account, and NESPs should build on the strengths of those already in the pipeline.

⁵ Donors include The World Bank, UNDP, UNESCO, USAID, French, German, Norwegian and Swiss Aids, KFW (The Federal Republic of Germany), World Wide Fund for Nature, and Conservation International.

⁶ Zambia, Initial Executive Project Summary, 1994.

Box 8: Preparing a portfolio of projects (Seychelles)

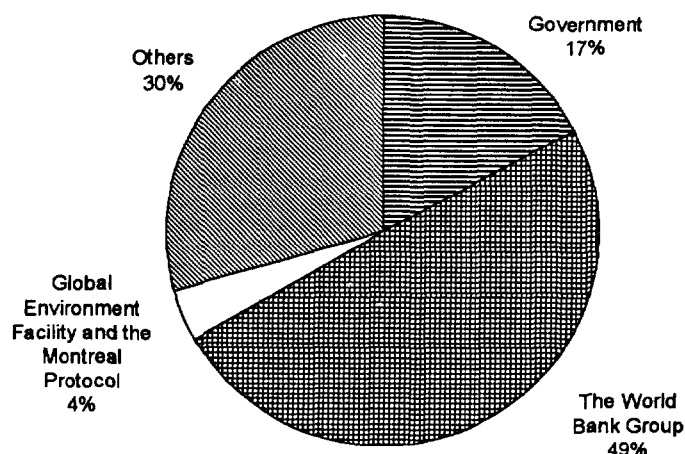
The Seychelles prepared a NEAP as part of their 1990-1994 National Development Plan. The environmental plan is embodied in 6 broad policy goals designed to help achieve sustainable development. Project actions necessary to meet the Environment Management Plan of the Seychelles (EMPS) policy goals were consolidated into 12 broad program areas to be implemented among 1991 and 2000. In September 1990, with the objective of paving the way for a donor's meeting that would mobilize financial resources for implementation, an international panel of experts was convened to review and achieve consensus on the EMPS. The workshop addressed the 63 projects in the EMPS and raised sectoral and macro-economics issues such as absorption capacity, human resource constraints, tariff policy relative to cost recovery in water and sewerage projects. This was a critical step in building broad based support for the plan and allowing the donors to influence the design of projects that they were interested in funding. A donor's meeting was held the following February (1991) where over \$40 million was pledged.

Source: Rassool, B. 1991. Seychelles: Preparation of the Environment Management Plan. NEAP Workshop, Port Louis, Mauritius.

NESP Funding

Donor agencies and multilateral institutions have played a major role in NEAPs and other similar planning exercises. The World Bank has been a key player and has often been responsible for encouraging other donor participation in NESPs. Other donors (e.g., USA, Germany, France, Nordic countries) as well as international agencies (particularly UNDP) have provided substantial financial support. From 1990 to 1994, the World Bank funded 8 projects in support of NEAPs. Total investment for these projects amounts to approximately \$242 million of which about 50% from the Bank and IDA, 30% from other donors and the rest from beneficiary countries (figure 4 and table 1). Two projects totaling \$28 million were financed through IBRD loans (Seychelles and Mauritius), and 6 projects totaling \$214 million through IDA credits.

Figure 4: Sources of financing for NESPs (Total = \$242 million)



Source: The World Bank.

Table 1: NEAP implementation projects in Sub-Saharan Africa (Millions of US\$)

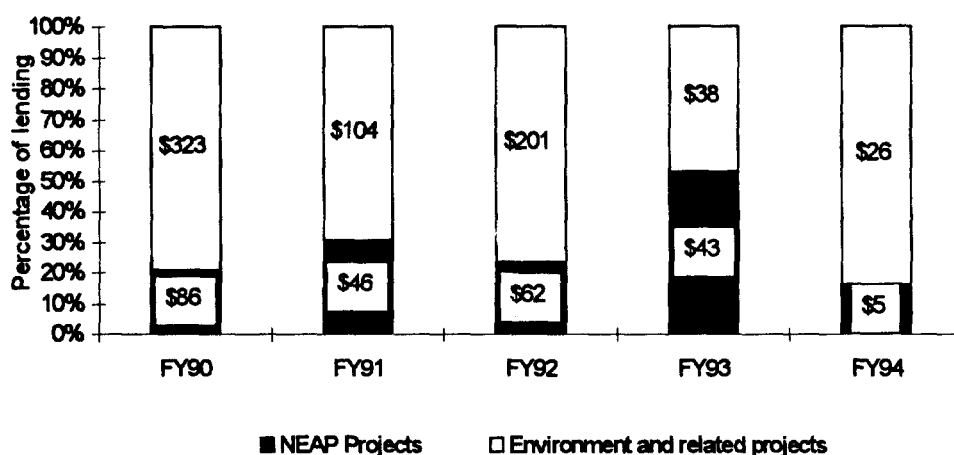
Country	Project (year approved)	Loan or Credit	World Bank group contribution	Total project cost
Benin	Natural Resources Management (92)	C	14	24
Burkina Faso	Environmental Management (91)	C	17	25
The Gambia	Capacity Building for Environmental Management and Technical Assistance (94)	C	3	5
Ghana	Environmental Resource Management (92)	C	18	36
Madagascar	Environment Program (90)	C	26	86
Mauritius	Environmental Monitoring and Development (91)	L	12	21
Nigeria	Environmental Management (92)	C	28	38
Seychelles	Environment and Transport (93)	L	5	7
Portfolio total			123	242

Source: World Bank. 1994. Making Development Sustainable: The World Bank Group and the Environment. The World Bank, Washington, DC

NEAPs are playing an important role in guiding World Bank and other donor lending for environmental projects. Since the first project was initiated in 1990, NESPs have represented about 35 percent of the environmental lending by the World Bank in Sub-Saharan Africa (figure 4). This percentage is expected to increase over the next few years. Four projects totaling \$123 million are expected to come on line in the next two

years, and 2 projects are already in the concept stage.⁷ Other donors have played a major role in NEAP support. Over the past five years, USAID has committed over \$400 million to natural resource management project activities and has been a major partner with the World Bank in providing support to all phases of the NEAP process. USAID has been a major supporter of NEAPs and NESPs in Madagascar, The Gambia, Uganda, Rwanda, Senegal, Cameroon, and a number of other countries. It is currently supporting the launching of two major sub-regional environmental planning initiatives for Southern Africa and for the Congo Basin with likely partnership of the Bank. UNDP has, along with the World Bank, provided leadership and financial resources for all phases of the NEAP process. Currently, funding from Capacity 21 and from other UNDP resources is being used to finance the preparation and implementation of a number of Sub-Saharan African NEAPs (The Gambia, Cameroon, Niger and several others).

Figure 5: Annual environment and related lending in Sub-Saharan Africa (FY 1990-1994)



Source: Appendix II

Developing a coherent and coordinated investment framework is best achieved through partnerships with stakeholders inside and outside the government, as well as in the donor community for NEAP preparation, NESP design and implementation. Not giving the stakeholders a role in program design can result in confusion about objectives and an unwillingness on the part of sector ministries to provide support for implementation. The Gambia is a best practice example of how participation can bring coherence to the NEAP process (Box 10).

⁷ Benin (Environmental Management project, \$12 million), Malawi (Environment Support project, \$38 million), Uganda (Environment Management Capacity Building project, \$13 million), and Zambia (Environment Sector Investment Program, \$60 million). Ethiopia and Tanzania are in the concept stage.

Box 9: Participation in program design (The Gambia)

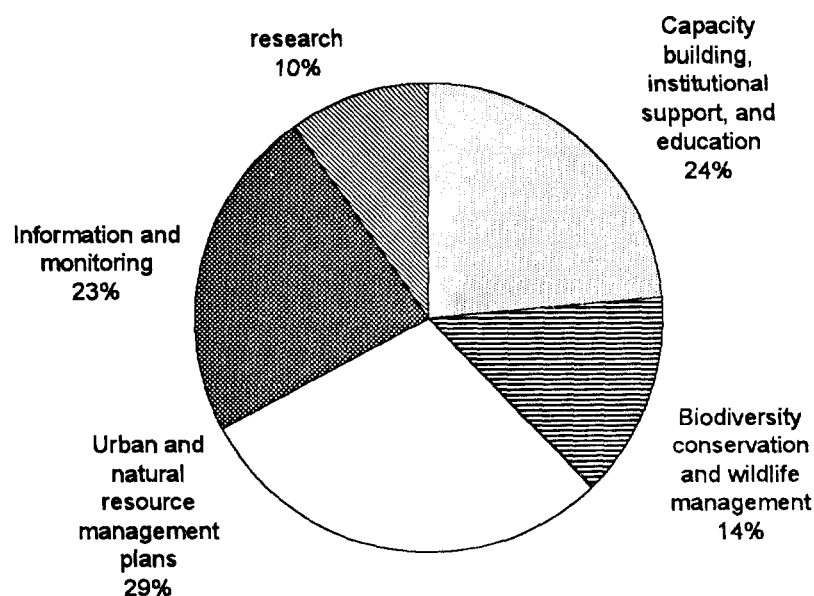
The "Capacity-Building for Environmental Management Technical Assistance Project" in The Gambia is an excellent example of participatory project design and of donor coordination. This innovative project was prepared in a participatory manner, bringing together a broad range of individuals and institutions involved in sectors impacting the environment. Their input, which was garnered through the ZOPP (Target-Oriented Project Planning) method, defined the activities which became the core of the World Bank project and a complementary GTZ project in support of the new National Environment Agency. These two projects form a coordinated donor program of support for the NEA as well as the staffs of sectoral agencies. The process also provided the framework for UNDP's Capacity 21 Program and USAID to design and implement complementary projects which provided support to other aspects of The Gambia NEAP strategies and action plan.

Source: Greve, A.M. "The Gambia Environment Program Newsletter," March 1993.

Allocation of financing for NESPs

Experience has shown that NESPs are most effective when targeted at building the foundation necessary to ensure sustainable environmental planning and management (institutions, legislation, and information management systems). Investing in institutional development, policy and legislation and environmental information systems is a prerequisite to build the foundation and develop the capacity for environmental management. Combined capacity building, institutional support, and education (24 percent) along with information and monitoring systems (23 percent) account for almost half of all investment in World Bank environmental projects. Twenty nine percent of resources are allocated for natural resource management activities and to a lesser extent for urban environmental programs. Fourteen percent of funding is allocated to biodiversity conservation and wildlife management, nine percent for research, and less than one percent for infrastructure. Other donors' resources in many of the NEAPs under implementation support natural resources management, biodiversity conservation, environmental education and research and capacity building and training. In the future, more attention should be paid to urban environment to better balance and integrate the green and brown agendas, given the rapidity with which urban populations in Africa are growing.

Figure 6: Allocation of financing for NEAP projects (Total = \$242 million)



Source: The World Bank, Staff Appraisal Reports.

Keeping Environmental Planning Alive and Updating NEAPs

The environmental planning process should be kept permanent and participatory through the regular updating of NEAPs (possibly every 5 years) and through the promotion of Local Environmental Action Plans (LEAPs), particularly in urban areas. The process should also be extended at the subregional level to deal with priority environmental issues related to large ecological zones beyond national boundaries. Keeping environmental planning fully alive at the local, national and subregional levels is expected to further enhance the environmental awareness which has been stimulated through NEAPs. NGOs and other African networks have, and will continue to play, a key role. This new awareness is exemplified by the Network for Environment and Sustainable Development in Africa (NESDA), a south-south initiative that encourages African environmental managers and technicians to share their experiences in environmental planning and management and to share their expertise among themselves. NESDA recently was incorporated in Abidjan as an international NGO in order to ensure sustainability as an African institution promoting environmental capacity-building. (Box 7).⁸

⁸ For more information on NESDA write to: Clement Dorm-Adzobu, Coordinator, NESDA, BP 95, Guichet Annex BAD, Abidjan, Cote D'Ivoire.

Box 10: The Network for Environment and Sustainable Development in Africa

In 1991 African experts in environmental planning established NESDA (originally called the Club of Dublin, after the place where the first meeting took place) to support the NEAP process in Sub-Saharan Africa. NESDA assists countries engaged in the NEAP process to translate their environmental plans into effective projects and programs. Today, NESDA is developing into one of the key institutions in Africa for helping to develop indigenous capacity for environmental planning and management. It is intended to be a non-bureaucratic and open forum in which those involved in environmental planning in Africa can exchange ideas and experiences. The NESDA secretariat staff responds on a demand-driven basis to requests for assistance from African countries involved in the preparation of environmental plans and provides in-country assistance in the form of technical expertise and advice. NESDA has established a roster of African specialists and institutions which can provide technical assistance to African countries tackling the environmental challenge. NESDA also organizes regional and technical workshops and seminars, publishes a periodic newsletter and other documents, and sponsors in-country missions of environmental specialists.

Source: Sawadogo, A. NESDA Medium and Long-Term Work Program (unpublished), 1993.

Local Environmental Action Plans (LEAPs)

NEAP preparation will soon be completed in most African countries. *NEAPs are the starting point of a permanent and participatory process at local, national and sub-regional levels.* They can serve as a catalyst for decentralization and empowerment of local communities so that they can manage and benefit from their own resources.

At the *local level*, great attention must be given to developing LEAPs, particularly for urban areas as well as for provinces and districts. Some cities (e.g., Abidjan, Dakar, Harare) are pioneering LEAPs. Provincial environmental plans have been prepared in South Africa and are about to be initiated in Nigeria. This is a new generation of environmental planning processes which needs to be supported by both governments and the donors. Early lessons and best practices have to be distilled from pilot LEAPs (Box 11). Financing has to be mobilized, particularly to support stakeholder participation. One easy way would be to include such financing in NESPs. Funding could be provided through a matching mechanism to ensure significant participation of local governments, thereby enhancing their ownership.

Box 11: Local Environmental Action Plans (LEAPs)

Local environmental action planning, at the municipal, arrondissement or provincial level, can help clarify issues, involve key actors, identify priorities and build political commitment. The starting point for a national plan should be at the regional level, in order that regional differences are taken into account in the national plan. A LEAP can include (a) the identification of local environmental issues and development of a strategy, long-term environmental goals, and targets for meeting these goals; (b) an issues-oriented action plan, including identification of least-cost options, policy reforms and institutional modifications and (c) a consolidation phase in which programs are developed, implemented and monitored for achievement of specific targets. The goal of such a local or regional planning exercise is to improve environmental conditions in that area by setting long-term and interim goals and by prioritizing the important environmental problems which need to be addressed in descending order of importance.

Some countries have begun with a regional approach to planning. Among them are: Côte d'Ivoire, Senegal and Cameroon. In Cameroon, the coordinating secretariat for the NEAP established technical committees in all of the country's provinces. These committees were responsible for preparing comprehensive "state of the environment" reports for their provinces and for mobilizing local authorities behind the planning process. Local workshops were held, with broad participation from the civil society. The results of the regional studies as well as the workshops will form a major part of the national plan when finished. Based upon the early provincial work, local environmental action plans can be easily prepared, since the workshops identified environmental issues, policy inadequacies and recommended specific solutions.

Source: Albert Greve, Multi-Donor Secretariat Mission Reports

Updating NEAPs

At the *national level*, NEAP updating should be done after the first NESP. Only Madagascar is now involved in such updating (Box 12). Capitalizing on early lessons will help make updating a cost-effective process that builds on experience in NESP implementation, improved information, lessons from other countries as well as early feedback from LEAPs. NEAP updating should also bring global environmental issues into the process and define strategies for international conventions and GEF programs.

Box 12: Updating the Madagascar NEAP

Madagascar was one of the first countries to have a NEAP and prepare a NESP. Five years have passed since the multi-donor NESP was approved, and the country is preparing a second NESP which will address both on-going activities which have proven useful as well as new activities which were planned for a second investment tranche. During a December 1994 Steering Committee Meeting in Madagascar, the executing agencies, NGOs and donors met to review the accomplishments of the past five years of implementation, to review the priorities established five years ago and determine if they were still indeed the principal priorities. On the basis of this examination, the current program was examined to determine which actions should be continued and strengthened and which, if any, new activities should be added from those originally identified in the NEAP as priorities but left to a second tranche of project activities. This provided the opportunity to update the NEAP through a review of its priorities and an examination of how those priorities were set. It is important that this type of self-analysis and review occur periodically to take into account implementation experience in the field and changing conditions which can affect the ranking of priorities.

Source: Albert Greve, Madagascar Environment Program Newsletter, January 1995

Sub-Regional Environmental Planning

At the *sub-regional level*, countries should build up partnerships with their neighbors to address environmental issues beyond their national boundaries (e.g. water resource management in large river basins, integrated coastal zone management, major lakes, international reserves, etc.). Pilot planning has already been done in some areas. Transfrontier operations are being prepared under the GEF to enhance biodiversity conservation. More needs to be done with a strong action-oriented focus. Simple pilot operations involving a small number of committed countries should be targeted in the initial phase. For instance, Cameroon has reached out to its neighbors to involve them in the environmental planning process, so that common issues can be addressed in a comprehensive manner (see Box 13).

Box 13: Cameroon Initiates Sub-Regional Environmental Action Planning

Cameroon is nearing the completion of its own national environmental planning preparation process. The coordination unit for the plan, with funding from UNDP, has begun working with its immediate neighbors to ensure sub-regional cooperation on important environmental issues such as forestry and to prepare common action plans on transboundary issues. Cameroon has already provided Guinea-Equatorial with technical assistance from its own NEAP to assist the Equatorial Guineans structure and plan their NEAP process. The most recent initiative is a study trip for NEAP officials from Gabon, Equatorial Guinea and Sao Tome and Principe, to come to Cameroon. This trip enabled the officials to exchange experiences and to discuss transborder environmental issues with the objective of integrating sub-regional action plans into their respective national plans. The Cameroonians plan to make such exchanges periodic in order to ensure cross-fertilization and effective attention to important common issues, such as forest management, fishing rights and coastal zone management.

Source: Ministry of Environment and Forests, Republic of Cameroon

The US Agency for International Development is focusing on sub-regional environmental planning. Two major initiatives are being prepared. One is focused on the Congo Basin region, encompassing Cameroon, Central African Republic, Zaire, Congo and Gabon. The other seeks to regionalize environmental planning in southern Africa, bringing together South Africa, Malawi, Zimbabwe, Zambia, and Botswana into one program. If these programs are funded, they will provide good indicators for other transboundary planning and management efforts.

V. Lessons From Early Experience

National Environmental Action Plans (NEAPs), or similar processes incorporating most of the elements discussed in this report, are a first milestone in planning for environmentally sustainable development. Preparing a NEAP helps to develop a critical mass within a country of those who are aware of the importance of environmental issues to the development process, who are in decision-making positions, and who can help promote the "mainstreaming" of environment. It is a first steps towards raising consciousness and towards modification of behavior, so essential to ensure environmental protection.

Based on the experience to date in Sub-Saharan Africa with NEAP preparation, implementation and updating, an initial series of lessons can be identified. These lesson can be useful for (a) countries currently in the implementation (NESP) phase of the NEAP process; (b) countries in the NEAP preparation phase; and (c) the World Bank and other multilateral and donor agencies. The lessons are based upon experiences in the NEAP process in Sub-Saharan Africa. They are not definitive, since the process is just that—a process. Experiences and insights are continually emerging, as countries move forward and address their environment and sustainable development issues and problems. These should be translated continually into lessons which can add value and quality to the process of environmental planning and management.

Implementing NEAPs

The first generation of NEAPs are well into the implementation process. These countries are now preparing or executing NESPs, a critical process which requires constant fine-tuning. The experiences of these countries provide a solid body of lessons for those countries still in the preparation process as well as for those with approved NEAPs. One important lesson highlights the need to build the foundation on which sustained environmental management and development can occur. This includes developing the laws and regulations, the institutions and the environmental information systems necessary for sound environmental planning and management. When management structures and the other essential instruments are in place, the next step is to build on existing synergism and start investing directly in solving priority environmental problems and "win-win" solutions.

In order to do this, it is important to *improve methodologies and analytical work*. Capacity-building for environmental scientists, engineers, planners, economists and managers are an important focus of NESPs. These individuals need be introduced to sound scientific methodologies and analytical frameworks.

Another element of NESPs which is fundamental is the need to *improve environmental information*. Most NEAPs developed in Sub-Saharan Africa have been hampered by the fragile information base covering the environment. Governments can create the conditions to update this base and make it user-friendly. Special emphasis is required for *geographically-referenced information* since environmental issues are mostly location-specific.

There is also a need to *strengthen monitoring and evaluation* to capture lessons from NESP implementation, adjust on-going investments accordingly and ensure improved design for future environmental programs. This is critical to develop during the NESP design phase. It is the only way in which the NEAP can be periodically revisited and updated.

Focusing on geographic priorities is also important. In many countries, NEAPs have focused on issues at the national level without paying enough attention to their geographic distribution and priorities. Some countries have addressed this by preparing regional or municipal environmental action plans. In South Africa, a provincial approach is being pursued, with provinces preparing their own strategies and action plans. Other countries have prepared NESPs with activities focused on specifically-targeted geographic areas where environmental issues have been deemed urgent.

It is important to *broaden participation and consultation* during the NESP process. The private sector consultations and partnerships can be encouraged and businesses should be encouraged to become more environmentally friendly. Nongovernmental organizations are one of the focal points for bringing environmental awareness down to the community level as well as facilitating the process of behavior change vis-à-vis the environment.

Experience indicates the importance of countries' *incorporating the relevant aspects of their environmental policies into other sectoral programs and projects*. It is important to begin by adjusting their on-going investment programs to make them consistent with environmental policies. Public Investment Programs and Public Expenditure Programs can be improved if they take environment-related investments into account, concurrently with a review of investment activities to ensure that they do not have negative impacts on the environment. This can include building in requirements for environmental assessments, or environmental analyses of new investments into the legal codes regulating investment, to ensure that any potential future environmentally harmful activities are mitigated before they begin.

NESPs provide the basis to *continue the focus on sustainable development*, as do their logical outgrowths—the NESPs. They represent the first milestone of a permanent environmentally sustainable development planning process. In order to do this, experience indicates the need to focus on: (a) regional linkages and cross-border cooperation; (b) developing networks; (c) encouraging information sharing; and (d) developing telecommunications and electronic information dissemination. The first element is particularly important. A special focus is needed for sub-regional ecosystems, such as major river basins, lakes, and coastal zones, by connecting the national teams working on these issues and consolidating sustainable development planning through a sub-regional perspective.

NESPs provide a means to develop *mechanisms to ensure compliance with international conventions and treaties*. In Sub-Saharan Africa, as elsewhere, countries have signed and ratified environment-related international conventions (desertification, climate change and biodiversity), each requiring specific strategies and actions. In order

for the objectives of these conventions to be realized—another milestone towards achieving environmentally sustainable development—NESPs can be used to develop action plans to provide direct or indirect support to the requirements of the conventions. This constitutes an important part of the NEAP planning process, with the more sectorally-oriented strategies such as desertification action plans, tropical forestry action plans, biodiversity and climate change strategies, integrated into the NEAP as important components.

NESPs can be instrumental in helping to support local environmental planning through LEAPs, a new generation of environmental planning processes within the NEAP context, which aims to enhance local participation and actions, particularly in urban areas. NESPs can also provide support for NEAP updating, a key operation to keep the process permanent and to capitalize on acquired experience.

Preparing NEAPs

Currently, there are eighteen countries in Sub-Saharan Africa which are preparing NEAPs. A few others have approved NEAPs, but have moved marginally or not at all towards implementation. Given the wealth of experience gained to date by countries which have already prepared and are implementing NEAPs, those countries still preparing NEAPs or on the verge of developing NESPs, stand to benefit from a review of experiences and lessons learned to date. The Network for Environment and Sustainable Development in Africa (NESDA), in Abidjan, Cote d'Ivoire, can assist those countries in capitalizing on lessons learned. It can also help them by providing African technical assistance from those countries advanced in the NESP process and who have been involved in guiding their own countries' efforts. This cross-fertilization can prove very productive and beneficial for countries just beginning the process. It can help them think through many of the issues common to most countries, providing examples of different solutions to those issues.

Many of the lessons for countries preparing NEAPs can be found throughout the text of this report. Transmitting this information to those countries is one of the principal objectives of this report. Other specific lessons drawn from early experience with NEAP preparation include the necessity of (a) focusing on a manageable number of issues; (b) developing a methodology for identifying problems and prioritizing them; (c) ensuring the integration of other sectoral planning processes into the NEAP as well as those processes designed to implement global conventions; (d) developing good monitoring and evaluations systems to measure progress in meeting objectives; and (e) ensuring that there is a focus on regional, sub-regional, and local environmental planning.

The World Bank and Donor Agencies

The World Bank and other donors involved in supporting African environmental initiatives can maximize their effectiveness by helping African countries to set priorities, strengthen their environmental policies and institutions, and implement programs for sound environmental stewardship. Learning from the experiences of NEAP implementation can help the Bank and donors improve their own project preparation processes and make their assistance more effective. Helping African countries focus on "win-win" policies and operations that build on the connections among poverty reduction, economic efficiency, and sound environmental management will also affect the operations financed.

It is important that the World Bank continue the role it played in supporting the first generation of NEAPs by helping countries *mobilize the other donors* in support of NEAPs and NESPs, thereby avoiding the scattering of donor-driven environmental investment. While this has always remained a problematic issue, experience indicates that bringing the donor community together to support a country's environmental initiatives in a coordinated way does ensure more rational policy formulation on the part of the national institutions as well as a more effective use of scarce donor resources.

The NEAP transition to NESP is an opportunity to introduce more rigor in selecting investment priorities and in sizing them. The Bank can also play a role in helping countries *rationalize their investments* in environment-related activities. This might be done as part of the overall Country Assistance Strategy, and is one way for the Bank and other donors to integrate environmental factors into macroeconomic analysis.

It is important that the Bank and donor agencies *make more legal assistance available to borrowers*. While NEAPs have been instrumental in reviewing and improving countries' environmental legislation, much more progress needs to be made. In particular, there is a need for improved environmental assessment legislation and procedures, as well as environmental legislation and standards. Donors need to facilitate access to legal technical advice so that countries can develop adequate and appropriate legal frameworks.

Given the importance of information to any planning process, environmental information availability is essential. The lack of *environmental information systems* (EIS) and the need to develop them is a priority of the NEAP/NESP process. The Bank has been instrumental in promoting EIS in Africa by mobilizing the other donors and international agencies. The Bank, in association with other donors and international agencies, can provide expanded technical and financial support to help African countries develop user-adapted systems which respond to the needs of each particular country. This can include support of networking among EIS agencies to promote regional information sharing and dissemination of lessons.

One of the most important lessons is the need for the Bank and other international agencies and donors to increase support for *capacity-building for environmental management* in Africa. The new projects being installed as part of the NESPs are increasingly focusing on capacity building, training, and developing human resources to take over environmental planning and management in Africa. This focus should continue, with the Bank and the donors providing support for efforts to expand the cadre of trained African environmental managers. Promoting an enabling environment in the public sector which allows trained managers to utilize the skills their training has provided them and which provides performance incentives for them is essential.

The Bank can help its African borrowers keep environmental planning for sustainable development as a permanent participatory process dealing with local, national and sub-regional environmental issues. It is important to assist countries by *encouraging the preparation of national strategies to deal with global issues* in accordance with national priorities to identify “win-win” solutions, prepared within the same national environmental planning process.

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Appendix I

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
ANGOLA			Started, but hampered by political and economic difficulties.
BENIN	Completed (FY93)		NEAP completed and approved by the Council of Ministers. Two follow up projects underway.
BOTSWANA	Completed (FY90)		National Conservation Strategy endorsed as NEAP. The Bank treats this document as a NEAP-equivalent and uses it as the basis for the Bank's environmental strategy.
BURKINA FASO	Completed (FY91)		The NEAP was completed in July 1991. Environmental Management Project approved in FY91.
BURUNDI	Completed (FY94)		NEAP completed in December 1993. Waiting for governmental approval for Public Disclosure. The preparation of a follow-up project has been suspended because of the political situation.
CENTRAL AFRICAN REPUBLIC	FY96	Completed (FY94)	NEAP to be completed in early FY96; CESP completed in White Cover. Discussions with Government will be held in early FY95.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
CAMEROON	FY96		UNDP is leading NEAP preparation. Expected completion date is FY95.
CAPE VERDE	FY96	Completed (FY94)	Under preparation. The Bank is supporting preparation with the Public Sector Reform and Capacity Building Project. The NEAP builds on existing environmental strategies, such as the National Action Plan to Combat Desertification. The Bank prepared CESP (yellow cover) has been discussed with the government and acted as an input into the NEAP process.
CHAD		Completed ((FY94)	Given the difficult political situation in Chad, the Bank has not actively promoted the preparation of a NEAP. However, Chad is in the process of completing two planning efforts, one on Desertification and another on rural development. Neither is entirely comparable to a NEAP, because they have not involved broad national participation and they focus only on green issues. The Bank has completed a CESP based on a fact-finding mission in October 1993. This was discussed with the Government in June 1994 and has been published as a gray cover.
COMOROS	FY95		NEAP in the process of being endorsed. A donor conference in Geneva is scheduled to follow official endorsement.
CONGO	FY95		A draft NEAP has been prepared and is expected to be endorsed by the end of FY95.
COTE D'IVOIRE	FY95	FY95	NEAP to be completed in FY95; CESP underway.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
DJIBOUTI	FY95		NEAP underway with support from FAC (French Aid and Cooperation) as the lead donor for this activity. Will be completed in FY95.
EQUATORIAL GUINEA		Completed (FY94)	NEAP being initiated with UNDP support.
ETHIOPIA	Completed (FY95)	Completed (FY92)	A National Conservation Strategy (NEAP equivalent), supported by IUCN and UNSO completed and expected to be endorsed by the Cabinet. Follow-up project in the concept stage.
ERITREA	National Environmental Management Plan		Dialogue with the government being initiated
GABON			Discussion with Government initiated. UNDP expected to take lead.
THE GAMBIA	Completed (FY92)		NEAP completed in FY1992. Exemplary process involving broad Government ownership and commitment to the goals and objectives of the NEAP. A major outcome of the NEAP is the government's commitment to strengthening the institutional framework for environmental coordination and management at the national and regional levels. The Government has created an autonomous National Environment Agency (NEA) under the Office of the President and charged it with monitoring and coordinating implementation of the GEAP. The Bank is supporting the GEAP with the Capacity Building for Environmental Management Project.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
GHANA	Completed (FY92)		NEAP process characterized by broad government ownership. NEAP implemented through an Environmental Resource Management Project.
GUINEA	Completed (FY95)		Endorsed by Government by September 1994.
GUINEA-BISSAU	Completed (FY93)		The Bank has assisted the Government in formulating an Environmental Strategy by preparing a report entitled "Towards a Strategic Agenda for Environment Management". The country has also benefited from IUCN and UNSO support which has resulted in other complementary reports on conservation and NRM. A National Environmental Council has been set up. UNEP is also providing the country with support on environmental legislation.
KENYA	Completed (FY94)	FY95	The Government has endorsed a NEAP Summary Report. Further dialogue in NEAP implementation under the IDA supported Second Agricultural Sector Management Project. CESP under preparation.
LESOTHO	Completed (FY89)		Delay in implementation has resulted from a failure to make the necessary institutional arrangements and a military coup. An analysis of resources which could be used for Plan implementation will be carried out in FY95. UNDP is taking a lead role in NEAP implementation.
LIBERIA			Bank dialogue suspended since 1987 due to macro-economics and political problems. No action will be taken until there is a government in place recognized by the World Bank.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
MADAGASCAR	Completed (FY89)		Implementation started with the Madagascar Environment Project (FY90), but slowed due to political uncertainties and changes in institutional support for the coordinating body. Components implemented by NGOs and the private sector are more successful than those dependent on Government initiatives. A mid term review of the environment project improved project implementation.
MALAWI	Completed	Completed (FY93)	Completed June 1994. A Secretariat headed by a NEAP Coordinator, supported with an international technical team, worked with 18 task forces and held eight district/community workshops to produce the draft NEAP document. Through this NEAP process broad community, private sector and public sector participation has been ensured. An Environment Support Project is being prepared.
MALI	FY95	Completed (FY92)	The CESP has been a useful vehicle to strengthen the policy dialogue on environmental issues and to stimulate the Government's own NEAP process. The NEAP will focus on areas that have not been covered in the existing natural resource management and desertification strategies. The Bank is supporting this process by providing assistance to ensure NGO and local community participation and, with the financial support of GEF, to develop the biodiversity component of the NEAP.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
MAURITANIA	FY95	Completed (FY94)	CESP presented as a background paper to the Consultative Group meeting in Paris in May 1994. The CESP used as a vehicle to launch a broader and more intensive policy dialogue on environmental issues with the Government and its development partners. Important building blocks of a NEAP already exist, most notably the Multi-sectoral Plan to Combat Desertification which is now in implementation. The next step for the Government will be to identify the missing elements and to develop a coherent framework that clearly links environmental concerns to Mauritania's development strategy and defines environmental priorities and policy choices. Improving participation in environmental planning exercise is also a central task.
MAURITIUS	Completed (90)		Implementation underway. Bank supported implementation with the Environmental Monitoring and Development project.
MOZAMBIQUE	Completed (94)	FY95	An Environmental Support Program to implement National Environmental Management Plan is being prepared.
NAMIBIA			Namibia's final Green Plan was completed in July 1994.
NIGER	FY96	Completed (FY94)	CESP discussed with Government and donors in April 1994. NEAP process underway with UNDP leading the donors. There has been substantial institutional confusion in Niger concerning responsibility for preparing the NEAP has lead to some delays. At present, the Direction de L'Environnement has been delegated by Government to lead NEAP preparation and within that Direction an inter-ministerial committee will take charge of the process.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
NIGERIA	Completed (FY91)		NEAP being implemented through environmental activities by the Bank with the Nigeria Environmental Management Project.
REPUBLIC OF SOUTH AFRICA			Several of the states are pressuring the central government to start the NEAP process. The Bank has helped establish a local steering committee on land use and the environment.
RWANDA	Completed (FY91)		NEAP completed and discussed at a donor meeting. Progress interrupted by civil unrest and changes in government.
SAO TOME AND PRINCIPE	Completed (FY93)	Completed (FY93)	The initial NEAP process was completed in the country, including a national NEAP workshop which was held in June 1993. Final report scheduled for December 1995. A CESP entitled "Key elements of an Environmental Strategy" has been prepared and endorsed by the Government in June 1993.
SENEGAL	FY96	Completed (FY94)	CESP prepared in close collaboration with the Government. CESP has proved useful in providing a framework for policy dialogue on environmental issues and in ensuring the issues are integrated into the country strategy. It has also contributed to the Government's ongoing NEAP, which is supervised by CONSERE (Conseil Supérieur de l'Environnement et des Ressources Naturelles) a specially created committee under the Office of the President. The NEAP Multi-donor Secretariat, with the support of USAID, has assisted CONSERE to develop a work-plan for the NEAP preparation.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
SEYCHELLES	Completed (FY91)		Implementation is supported under the Seychelles Environment and Transport Project. This is the only NEAP project that invests in infrastructure.
SIERRA LEONE	FY95	Completed (FY94)	The NEAP process has been initiated in the country and draft report has been received by the Bank. The CESP entitled "Initial Assessment of Environmental Problems" has been prepared (Gray Cover) in collaboration with government and presented to a national workshop. Provides an excellent example of qualitative priority setting.
SOMALIA			NEAP initiated. No progress is possible in view of the current civil strife and collapse of the government.
SUDAN			Suspension of dialogue due to political and economic crisis.
SWAZILAND			Environmental Secretariat created with support from UNDP and USAID.
TANZANIA	Completed (FY94)	Completed (FY93)	The Government has finalized and approved the NEAP document which includes the environmental policy and conservation strategy. The draft CESP has been discussed with government in June. Preparation of follow-up project at the concept stage.

COUNTRY	NEAP STATUS Expected completion date	CESP STATUS Expected completion date	COMMENTS
TOGO	FY96	FY95	CESP will be completed in White Cover by January 1995.
UGANDA	Completed (FY94)	Completed (FY93)	Environmental Management Capacity Building Project in the process of being appraised.
ZAIRE			Discussions with government suspended due to uncertain political and economic situation.
ZAMBIA	Completed (FY94)	Completed (FY94)	National Conservation Strategy completed in 1986. A NEAP was completed in June 1994. The Zambia Environmental Sector Investment Program credit in coordination with other donors is in the process of being appraised.
ZIMBABWE	FY95	Completed (FY94)	NEAP initiated in November 1992. Conference proceedings published and recommended actions are being implemented. Provincial comments and workshops have yet to be carried out. The Environmental Planning and Coordination Unit (EPCU) set up in the Ministry of Environment and Tourism is providing secretarial and technical support for the NEAP process.

Appendix II

Table 2: World Bank lending for environmental projects in Sub-Saharan Africa (FY 1990-1994)

Country	Project (Year approved)	Loan/ Credit	Bank Group Contribution US\$ Million	Total Project Cost US\$ Million
Benin	Natural Resources Management (92)	C	14	24
Burkina Faso	Environmental Management (91)	C	17	25
Burundi	Energy Sector Rehabilitation (91)	C	23	23
Cent. African Rep.	Natural Resource Management (90)	C	19	34
Cote d'Ivoire	Abidjan Environmental Protection (90)	L	22	50
Cote d'Ivoire	Forestry Sector (90)	L	80	147
Gabon	Forestry and Environment (93)	L	23	38
Gambia	Capacity Building for Environmental Management Technical Assistance Project (94)	C	3	5
Ghana	Forest Resource Management (89)	C	39	65
Ghana	Environmental Resource Management (93)	C	18	36
Guinea	Forestry & Fisheries Management (90)	C	8	23
Kenya	Forestry Development (91)	C	20	65
Kenya	Protected Areas and Wildlife Services (92)	C	61	143
Madagascar	Antananarivo Plain Development (90)	C	31	69
Madagascar	Environment Program (90)	C	26	86
Malawi	Fisheries Development (91)	C	9	16
Mali	Natural Resource Management (92)	C	20	32
Mauritania	Water Supply (92)	C	11	15
Mauritius	Environmental Monitoring (91) Development (91)	L	12	21
Nigeria	Environmental Management (92)	C	25	38
Seychelles	Environment and Transport (93)	L	5	7
Tanzania	Forest Resources Management (92)	C	18	26
Togo	Togo Urban Development Project (94)	C	0	26
Total Portfolio			504	1014

Source: World Bank. 1994. Making Development Sustainable: The World Bank Group and the Environment. The World Bank, Washington, DC