
**National Capacity Needs, Constraints and Priorities
for the Implementation of the Climate Change,
Desertification and Biodiversity Conventions**



**Kingdom of Swaziland
National Capacity Self-Assessment
NCSA/UNDP/SEA/CC/01**



**SWAZILAND
ENVIRONMENT
AUTHORITY**



**GLOBAL
ENVIRONMENT
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Cross-cutting Capacity Assessment Report

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Executive Summary

At the UN Convention on Environment and Development held in Rio 1992, the international community agreed on a programme to ensure the coordinated integration of sustainable development philosophies into national planning and development. They call for specific policies, strategies and solutions to mitigate the loss of biodiversity, effects of climate change, and desertification. In particular, each calls on countries to integrate these objectives into national and regional development plans, policies, programmes, and strategies. More than a decade on it has been acknowledged that the failure to realise the objectives of these agreements has been hampered by a lack of capacity among member states.

In response, the Global Environment Facility (GEF) and the United Nations Development Programme (UNDP) are implementing a number of have developed the National Capacity Self-Assessments (NCSA) projects. Acknowledging capacity constraints as one of the primary limitations in successfully meeting the challenges and provisions of the Conventions the Swaziland Environment Authority has commissioned a **National Capacity Self-Assessment Report on National Capacity Needs, Constraints and Priorities for the Implementation of the Climate Change, Desertification and Biodiversity Conventions.**

The NCSA is aimed at determining national capacity requirements and defining national capacity needs and priorities under the United Nations Convention for Biological Diversity (UNCBD), the United Nations Framework Convention on Climate Change (UNFCCC), and the United Nations Convention to Combat Desertification (UNCCD). The Swaziland NCSA aims to address a number of cross cutting issues that are specific to the country e.g. community level capacity, traditional structures, institutional management, technical training, sectoral policies and legislation, data information and political will (UNDP/GEF, 2003). The main outputs of the NCSA include plan of action to meet prioritised needs and a mechanism for monitoring and evaluating progress made in meeting those needs. This report builds on the Stock-take and thematic profiles developed for each of the three UN Conventions. It is aimed at identifying cross cutting issues and synergies to facilitate the development of the action plan. The information gained through this process is to be used by the PMG to *determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan.*

As a Contracting Party to the UN Conventions, the Kingdom of Swaziland has committed itself fully to the provisions contained therein. A review of the commitments and obligations contained therein was carried out and identified the following keys areas within which Parties to the Convention have agreed to specific commitments and obligations.

- Reporting
- Policy measures
- Research and monitoring
- Training and education
- Public awareness and exchange of information
- Financial mechanisms
- Capacity

A SWOT analysis was carried out to identify key weaknesses within each of these priority areas. This was facilitated through a process of consultation and participation that included a stakeholder workshop as well as individual interviews and questionnaires. Swaziland's

performance within the context of each of these priority areas was assessed to identify particular strengths, weaknesses, opportunities and threats. Weaknesses were determined to be those areas where capacity constraints were impeding the national response to the obligations and commitments of the UN Conventions.

It was largely acknowledged that Swaziland had the individual capacity to meet the key requirements contained within the UN Conventions. This has been demonstrated through the national reports submitted to the COPS. This process is facilitated by the fact that the UN Conventions clearly articulate the requirements in terms of report content and format. Financial support was made available to facilitate reporting and this has been used to engage consultants to prepare the national reports. It was felt that in other priority areas the UN Conventions are not as specific in articulating the requirements and so it has been more difficult to show how these requirements have been met.

The failure to clearly articulate the obligations and commitments upon Parties to the UN Conventions with respect to certain priority areas is compounded in their response by specific capacity constraints. These include the commonly cited problems associated with poor financial resources, limited human resources and a shortage of available time.

The relatively small size of Swaziland presents an additional dimension to many of these common capacity constraints. The small size of the country limits the human resources available in any particular field of expertise, resulting in little institutional redundancy and often creating problems associated with institutional memory. In contrast, the countries small size should ease the integration of monitoring and research networks, centralisation of information and participation.

Within this context a number of key weaknesses were identified from the detailed information contained within the SWOT analyses. These included the following:

- Lack of Definition of Convention Requirements
- Lack of Appropriate Mandates
- Policy Linkages
- Information Collation and Dissemination
- Reporting Mechanisms
- Feedback Mechanisms
- Financial Access and Support
- National Environment Fund
- Institutional Knowledge and Redundancy
- Capacity Enhancement / Mobilisation
- Research Framework / Strategy
- Integrated Approach to Conventions
- Levels of Awareness and Participation
- Lack of Training Material
- Media Utilisation

While generally acknowledged that the technical capacity exists at the individual level, there is often a need to engage external support through use of regional and international consultants. The limited pool of expertise also means that there is a greater need to capitalise on existing capacity and ensure that there is an appropriate level of redundancy and institutional memory. This should be pursued through increasing the number of delegates to the COP to two individuals. A comprehensive information management system coupled with a clearing house mechanism should be implemented. This would overcome many of the existing constraints. If implemented properly it should streamline reporting procedures, facilitate detailed examination and analysis of project information and allow derivation of lessons learnt. Appropriate feedback mechanisms would allow this information to be channelled into future project management and implementation.

In fulfilling the obligations and commitments of the UN Conventions one of the key weaknesses identified was the failure to properly integrate national policies and strategies. Swaziland has developed a comprehensive legal framework of individual policies and regulations. While the National Development Strategy represents more recent efforts toward integration there is still a need to undertake specific integrative studies. This will strengthen the co-ordination and integration of policy formulation and ensure realisation of the intentions behind the UN Conventions toward an holistic and integrated approach to environmental management.

The review process highlighted the need to improve the efficacy of cross-cutting management in relation to the UN Conventions. The SEA has specific staff allocations for addressing its responsibilities under the UN Conventions. However, Focal Points and other organisations and individuals with national responsibilities typically do not. As such, all initiatives are considered over and above their duties and responsibilities. There is a need to ensure that those with national responsibilities under the UN Conventions are properly mandated with these responsibilities. This should translate into the allocation of appropriate resources to achieve these mandates.

Facilitation and maximising the opportunities afforded by the UN Conventions requires a centralised approach. The relatively small size of Swaziland serves such centralisation and would help overcome some of the issues associated with a lack of institutional and human resource redundancy and memory.

The information derived from the review process and analysis of cross-cutting issues has been translated into a program for action using a Logical Framework Analyses. This has been proposed with the intention of allowing these weaknesses to be addressed through specific interventions. The LFA is structured in a way that will assist the NCSA Project Management Group in formulating an appropriate strategy and action plan to ensure Swaziland has the capacity to meet its commitments to global environmental management.

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1 INTRODUCTION

1.1 The UN Conventions

Increased recognition of anthropogenic changes in the natural environment as a result of human interference resulted in the international community agreeing on a number of multi-lateral environmental agreements. These were initially proposed at the United Nations Conference on Environment and Development (UNCED), held in June 1992, in Rio de Janeiro, Brazil. Known as the Earth Summit, these agreements provide a set of principles and obligations related to the protection of Earth and to the improvement of life quality of its inhabitants through sustainable development. They were compiled and recorded into a global action plan, *Agenda 21*.

Six international agreements emerged from this framework. They call upon governments to make specific commitments to ensure sustainable development and translation of the ideals contained within the Rio Principles and Agenda 21. These commitments were defined in the multi-lateral agreements covering the following:

- Biodiversity
- Climate Change
- Desertification
- Persistent Organic Pollutants (POPs)
- Prior Informed Consent (PIC)
- Straddling and Migratory Fish Stocks

Central to the objectives of each of these Conventions is recognition of the potential that such anthropogenic changes have to undermine the sustainability and development of livelihoods and the global diversity upon which all of these system processes rely. Two of these, the conventions on Biodiversity and Climate Change, were opened for signing at the Earth Summit in Rio de Janeiro while the other four were developed in subsequent years. The Conventions on Biodiversity (UN CBD), Desertification (UN CCD), Climate Change (UN FCCC) and Fish Stocks have all come into force with the conventions on Biodiversity and Climate Change having been expanded to include new legal mechanisms - the Biosafety and Kyoto Protocols. The Kyoto Protocol, under the UN FCCC, came into force on February 16, 2005.

The UN Conventions provide a framework for countries to ensure sustainable development and include specific commitments to mitigate and manage the effects of human development on the natural environment. They call for specific policies, strategies and solutions to mitigate the loss of biodiversity, effects of climate change, and desertification. In particular, each calls on countries to integrate these objectives into national and regional development plans, policies, programmes, and strategies.

1.2 Background to the NCSA

In order to address the issues covered by the UN Conventions and guarantee the success of national initiatives, countries need to ensure they have sufficient capacity to respond to the provisions of the Conventions and changes in the natural, political, economic and social environments. In facilitating this, the Conventions provide a number of tools and instruments to assist signatories meet their obligations under the provisions of the Conventions. However, in the ensuing decade since the international community agreed on the Rio Principles and

Agenda 21 it has been acknowledged that one of the biggest challenges in meeting the commitments and obligations assumed within the various conventions continues to be a lack of capacity.

In response, the Global Environment Facility (GEF) and the United Nations Development Programme (UNDP) instigated the Capacity Development Initiative (CDI) in January of 2000. The aim of this initiative was to establish a more comprehensive and informed approach to issues around capacity needs and priorities, along with a strategy for developing capacity among developing countries to meet their global environmental commitments under the UN Conventions.

In this spirit and acknowledging capacity constraints as one of the primary limitations in successfully meeting the challenges and provisions of the Conventions the Swaziland Environment Authority has commissioned a **National Capacity Self-Assessment Report on National Capacity Needs, Constraints and Priorities for the Implementation of the Climate Change, Desertification and Biodiversity Conventions.**

The National Capacity Self-Assessment is aimed at determining national capacity requirements and defining national capacity needs and priorities. The Swaziland NCSA aims to address a number of cross cutting issues that are specific to the country e.g. community level capacity, traditional structures, institutional management, technical training, sectoral policies and legislation, data information and political will (UNDP/GEF, 2003).

Definition

Central to the successful identification of capacity constraints and the development of appropriate strategies to address these is a common understanding of the definition of Capacity. The GEF (2001; CDI, 2000) has adopted a commonly accepted definition of capacity, which is used herein. Capacity is defined as “*the actions needed to enhance the ability of individuals, institutions and systems to make and implement decisions and perform functions in an effective, efficient and sustainable manner.*” Broader interpretation of this definition includes;

Systemic Capacity refers to organisational concerns with creation of “enabling environments”, the overall policy, economic, regulatory and accountability frameworks within which institutions and individuals operate and the relationships between institutions, both formal and informal.

Organisational / Network / Sector Capacity refers to institutional levels and focuses on the overall organisational performance and functioning capabilities as well as the ability to adapt to change.

Individual Capacity, referring to the process of changing attitudes and behaviours, most frequently through imparting knowledge and developing skills through training. This also involves learning by doing, participation, ownership and processes associated with increasing performance through changes in management, motivation, morale and levels of accountability and responsibility.

1.3 Objectives of the Study

The Swaziland Environmental Authority, with support from the UNDP and the GEF, has established an NCSA Project Management Group (PMG) to facilitate the National Capacity Self-Assessment.

According to the Terms of Reference (ToR), the objective of this project is *to identify national capacity constraints and priorities to meet binding commitments contained in the three Rio Conventions on biodiversity, climate change and desertification.*

The results of the NCSA should contribute to strengthening existing national programmes and lead to the development of a targeted action plan and implementation. This will be both within and across the thematic areas of biodiversity, climate change and desertification/land degradation. The information gained through this process is to be used by the PMG to *determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan.*

The NCSA is a global process. It will help to identify linkages between global and national environmental management issues and capacity building efforts. The strategy and action plan emanating from this process will afford countries the opportunity to access funds to facilitate the development of concrete project proposals for further consideration by GEF and other interested donors

As part of a continuing process of participatory assessment this report represents the culmination of a series of previous Thematic Assessments. The information detailed herein synthesizes the outcomes of the consultative process and provides an outline of the following;

- (a) Identification and description of key capacity constraints of identified stakeholders. This includes suggested minimum and/or optimum capacity levels required for sustainable implementation of Convention obligations.
- (b) Identification of the problems faced in addressing the identified priority issues within each Thematic Area and identification of the key or root cause(s) of the problem and at what level these capacity constraints occur (systemic, institutional and individual)
- (c) Identification of opportunities for capacity building or development to address the identified capacity constraints for each thematic area.

This information has been synthesised from the Thematic Reports (GOS/MTEC/SEA, 2004a, b, c). These reports were developed through an exhaustive consultative process with stakeholders. This process is further detailed below.

2 OVERVIEW OF PARTICIPATION AND PREPARATION PROCESS

This assignment is part of a broader process being carried out by the PMG in the development of an action plan. This is aimed at enhancing capacity within the environmental management sector together with strengthening of capacity to implement decisions and obligations emanating from the Rio Conventions.

The process for undertaking the NCSA involved a review of the legal and institutional framework with Swaziland. The review examined the obligations and commitments of Parties to the UN Conventions and Swaziland's response (see GOS/MTEC/SEA, 2004a, b, c). Through this process a detailed stakeholder analysis was carried out. This was used to identify institutions and individuals with implementation responsibilities under the Conventions. Key stakeholders are presented in Annex 3. The process of self-assessment was facilitated through structured and unstructured interviews, telephonic communication, email, review of reports and site visits, culminating in a stakeholder workshop (30 November 2004).

Eighty-two key stakeholders were invited to participate in a Thematic Workshop (TW) under each of the Conventions themes. The aim of this workshop was to bring together those responsible for and those with an interest in the Kingdoms obligations and commitments

under each of the Conventions. The workshop attendance was limited in number to those stakeholders identified as having key role to play in realising the Kingdoms obligations under the Conventions. In order to ensure representation of key stakeholders to facilitate the process of self-assessment invitations were followed up to confirm, with forty-six stakeholders verbally confirming their participation.

The workshop focussed on a participatory approach. A total of thirty-two stakeholders attended and participated. This included ten Government representatives, two NGO representatives, six from industry, one from the FAO, four from parastatals, three from the University of Swaziland and six consultants. Of these consultants two were from the University. Following the official introduction and opening, the first session outlined the background to the NCSA process. Participants were then briefly introduced to the Conventions before being asked to write down two commitments under each of the three Conventions. A more detailed review of the Conventions was then presented, outlining the provisions contained therein and the binding commitments and obligations upon Swaziland as a signatory. Participants were then again requested to write down two activities or responses that they believed themselves, their organisation of the country had undertaken in response. A more detailed review of the Kingdoms response to date was then presented and discussed. An analysis of strengths and weaknesses was then performed. Participants broke away into three groups under each of the Conventions and analysed the perceived strengths and weakness in relation to Swaziland's response to the Conventions. This information was captured and collectively summarised through plenary sessions. From this summary emerged a number of areas where Swaziland had demonstrated strengths in relation to the Conventions along with a number of key problem areas perceived to be weaknesses in relation to the Conventions. Threats to Swaziland meeting their obligations along with opportunities were also examined.

These perceived weaknesses were interrogated further using a root-cause analysis. Through a facilitated process participants were forced to work through the various reasons behind the perceived problems to the underlying, or root, cause. The causal factors identified through this process were used to define the key capacity constraints, from which capacity needs emerged. Capacity needs as identified and defined through this process were discussed with participants in order to examine potential interventions, actions and strategies to overcome and realise the objectives of the Conventions.

The workshop documentation is presented in section 5 of the report. The process was guided by the GEF (2001; CDI, 2000) definition of capacity "*the ability of individuals, institutions and systems to make and implement decisions and perform functions in an effective, efficient and sustainable manner.*"

3 IDENTIFICATION OF THEMATIC PRIORITY ISSUES

Detailed review of the three UN Conventions and consultations with key stakeholders during the Stock-Take and Thematic review process facilitated the identification of a number of cross cutting and over-lapping priority requirements. While the commitments contained within the Conventions are not considered legally binding, as signatories the Parties to the Conventions agree to undertake certain obligations and commitments within their resource capacity, which can be summarised as the following.

- Reporting Requirements
- Policy and Legislation
- Research and Monitoring
- Training and Education
- Public Awareness & Exchange of Information
- Financial Mechanisms
- Capacity

Detailed consideration of the commitments and obligations under each of the three UN Conventions is provided in the Thematic Profiles (GOS/MTEC/SEA, 2004a, b, c). Herein we briefly consider the main institutional and legal framework for the implementation of these in Swaziland. This is carried out in order to identify common, cross-cutting capacity issues.

3.1 Institutional Coordination of the UN Conventions

In acknowledging the need to ensure preventative and protective measures to ensure sustainable development the Government of Swaziland has signed and ratified all three of the UN Conventions (Table 1).

UN Convention	Signed	Ratified
CBD	12 June 1992	9 November 1994
FCCC	12 June 1992	7 October 1996
CCD	27 July 1995	7 October 1996

The signature of international agreements is undertaken through the Ministry of Foreign Affairs and Trade. Implementation of the commitments and obligations outlined within these UN Conventions is then delegated to the relevant ministries and departments with the appropriate national mandates. The institutional framework of the Government of the Kingdom of Swaziland (GoS) is outlined schematically in Figure 1 and is currently comprised of the following ministries:

Office of the Prime Minister

Deputy Prime Ministers Office

Ministry of Education

Ministry of Home Affairs

Ministry of Public Works and Transport

Ministry of Health and Social Welfare

Ministry of Foreign Affairs and Trade
Ministry of Agriculture and Cooperatives
Ministry of Enterprise and Employment
Ministry of Natural Resources and Energy
Ministry of Public Service and Information
Ministry of Justice and Constitutional Affairs
Ministry of Housing and Urban Development
Ministry of Economic Planning and Development
Ministry of Tourism Environment and Communication

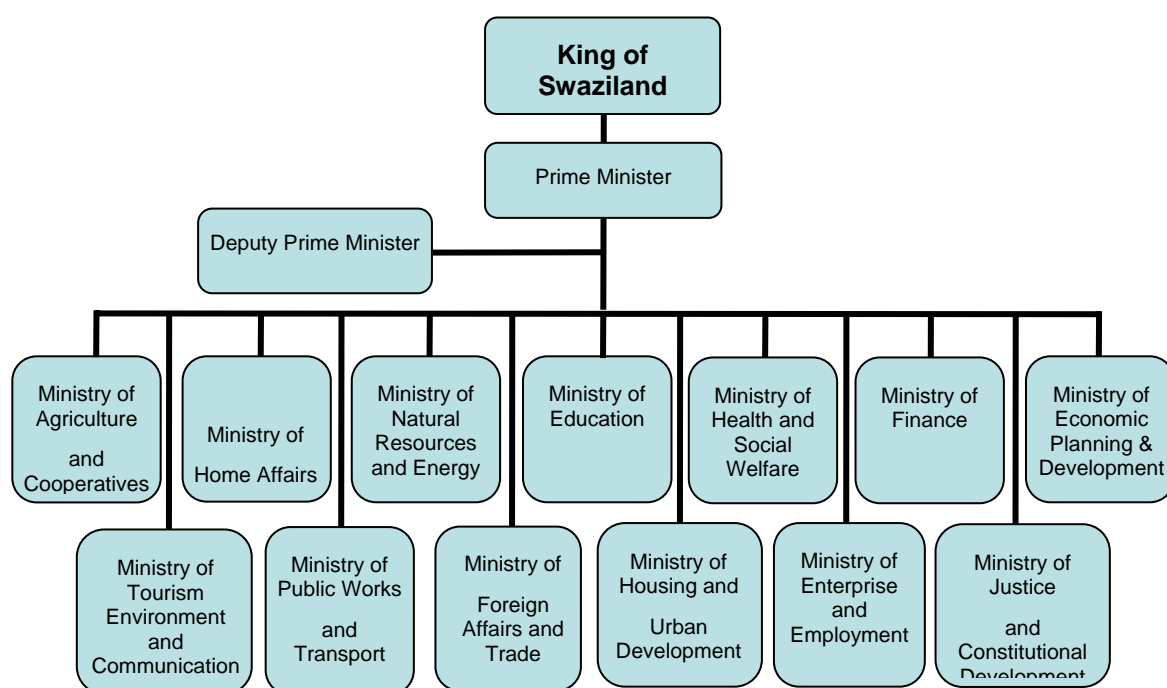


Figure 1 Institutional Map of the Government of Swaziland.

Having signed the UN Conventions the GoS has appointed the Swaziland Environment Authority (SEA) within the Ministry of Tourism, Environment and Communication as the national focal point for these conventions. In turn the SEA has delegated other Ministries or Departments to coordinate and implement each Convention.

The Ministry of Tourism, Environment and Communication (MTEC) was established in 1996 through the amalgamation of several existing entities. The Ministry's duties and responsibilities are highlighted in its official mission statement:

To ensure sustainable and equitable development through promotion of sound environmental principles, conservation of our national heritage, and efficient communication infrastructure, conducive to the Swazis and attractive to international visitors and to ensure efficient and effective custody of all recorded information.

The MTEC has wide-ranging authority and in addition to overseeing the Swaziland Environmental Authority includes museums, archives, and game parks; the Swaziland

National Trust Commission; the Swaziland Liquor Licensing Board, Post and Telecommunications; and Tourism and Gaming.

There are no official organograms for the Ministry; however, the following illustration schematically represents the different departments and parastatals involved in the MTEC.

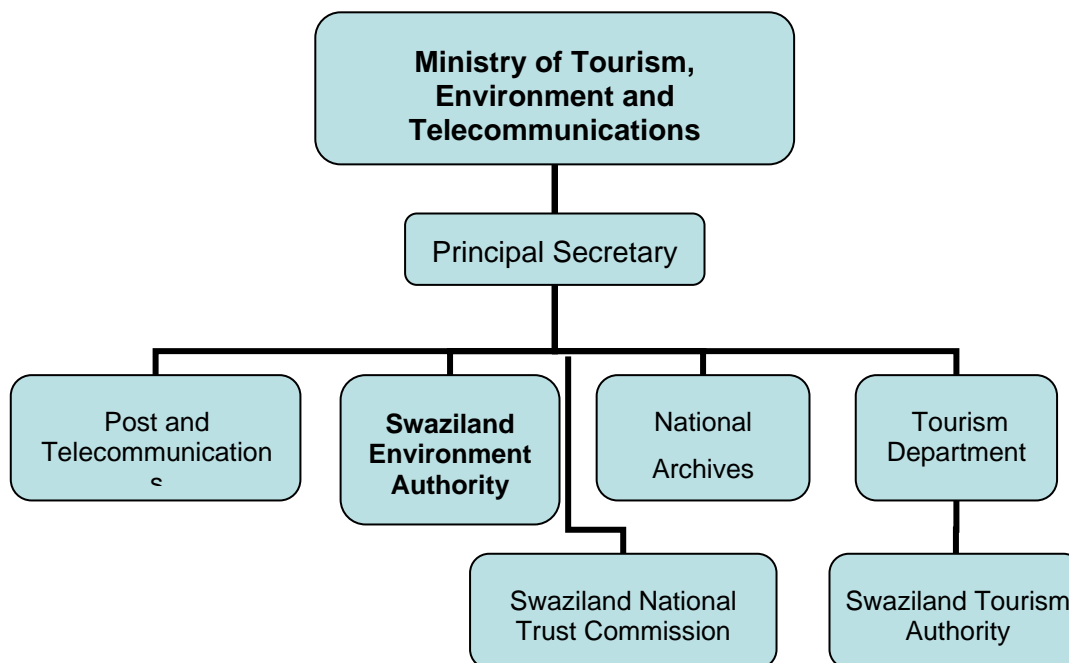


Figure 2 Institutional map of the Ministry of Tourism, Environment and Telecommunications.

The SEA is responsible for ensuring that national obligations under the UN Conventions are implemented, with the Director of the SEA acknowledged as providing the key link between Swaziland and the international community on environmental issues.

Having been first conceptualised in 1988 the SEA was established as a government department by statute in 1992. Its creation acknowledged the need for a national body to coordinate environmental activities, embodied in its mission statement:

Ensure that Swaziland's development is environmentally, economically and socially sustainable, by means of promoting sound environmental policies, practices and development which meets appropriate national and international standards.

According to the Swaziland Environmental Management Act (2002), the SEA is comprised of a governing body appointed by the Minister, including the following members:

- Director who serves as the Secretary of the Board but who may not vote;
- Principal Secretary of the Ministry responsible for environmental affairs;
- Principal Secretary of the Ministry responsible for agriculture;
- Principal Secretary of the Ministry responsible for finance;
- Principal Secretary of the Ministry responsible for natural resources and energy;
- A representative of the traditional authorities;

- A person from a non-governmental organisation or association of such organisations which has as a main purpose the promotion of environmental protection and/or the sustainable management of natural resources, who shall be appointed from among persons nominated by such organisations;
- A person involved in business in Swaziland who shall be appointed from among persons nominated from an organisation representing industry;
- A person noted for the person's special knowledge of, and interest in, environmental matters, who shall be appointed from among persons nominated by the public.

In order to ensure greater independence and autonomy, the Environment Management Act provides for the SEA to become a body corporate, with additional responsibilities beyond those described and required under the original, repealed 1992 Environment Authority Act.

The Environmental Management Act identifies numerous functions of the SEA, including four major categories of work:

- (a) policy development and research
- (b) environmental assessment and monitoring
- (c) regulation and compliance
- (d) education and information

The SEA has developed a business plan and a strategic plan for implementing the Environmental Management Act, and it has subjected the organisation to several diagnostic reviews. The SEA's approach includes numerous specific references about coordination of Swaziland's obligations and implementation of international Conventions.

The SEA has been supported through various donor involvements over the past decade, which has led to considerable growth. Beginning in 1993, the SEA had two staff, and it has now grown to more than nine permanent staff, reflecting its increased assumed responsibilities (see Figure 3). The strategic plan for the future development of the SEA recommends a staff complement of approximately 44 permanent staff. Due to budget constraints, however, the revised estimate proposed to government is more likely to be in the order to 25 to 30 staff.

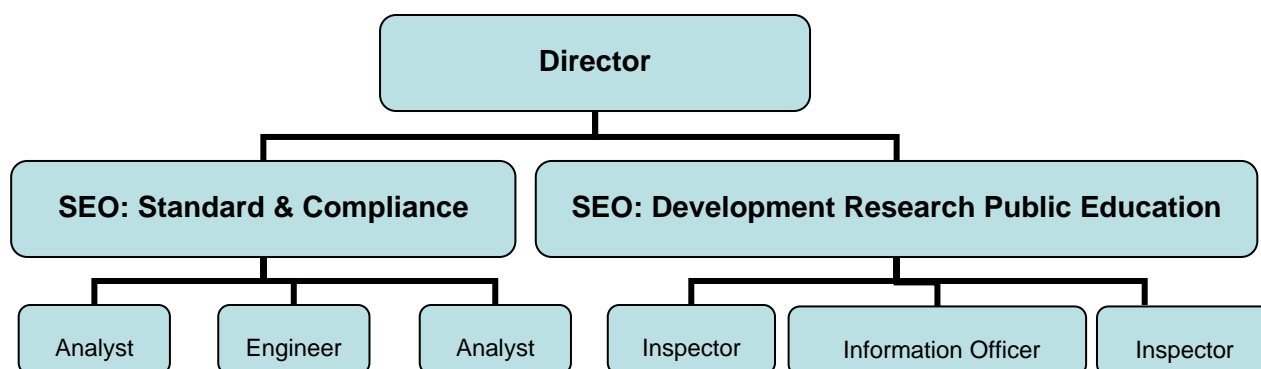


Figure 3 Organisational framework of the Swaziland Environment Authority.

While retaining overall responsibility for the UN CBD, the SEA has delegated responsibility for the UN FCCC and UN CCD to national focal point coordinators outside the SEA. These reflect the specialized nature of the UN Conventions and the expertise required in addressing the national priorities. The national focal point coordinators are located in ministries and

departments with the appropriate mandates to incorporate and address the commitments and obligations contained within the respective UN Convention.

National responsibilities under the UN FCCC have been delegated to the National Meteorological Services (NMS) in the Ministry of Public Works and Transport. The internal organisational structure of the NMS and the infrastructural capacity that exists to inform the obligations and commitments under the UN FCCC is presented below. The organogram as presented is not officially recognised or a published structure, but is based on information gathered during the review phase.

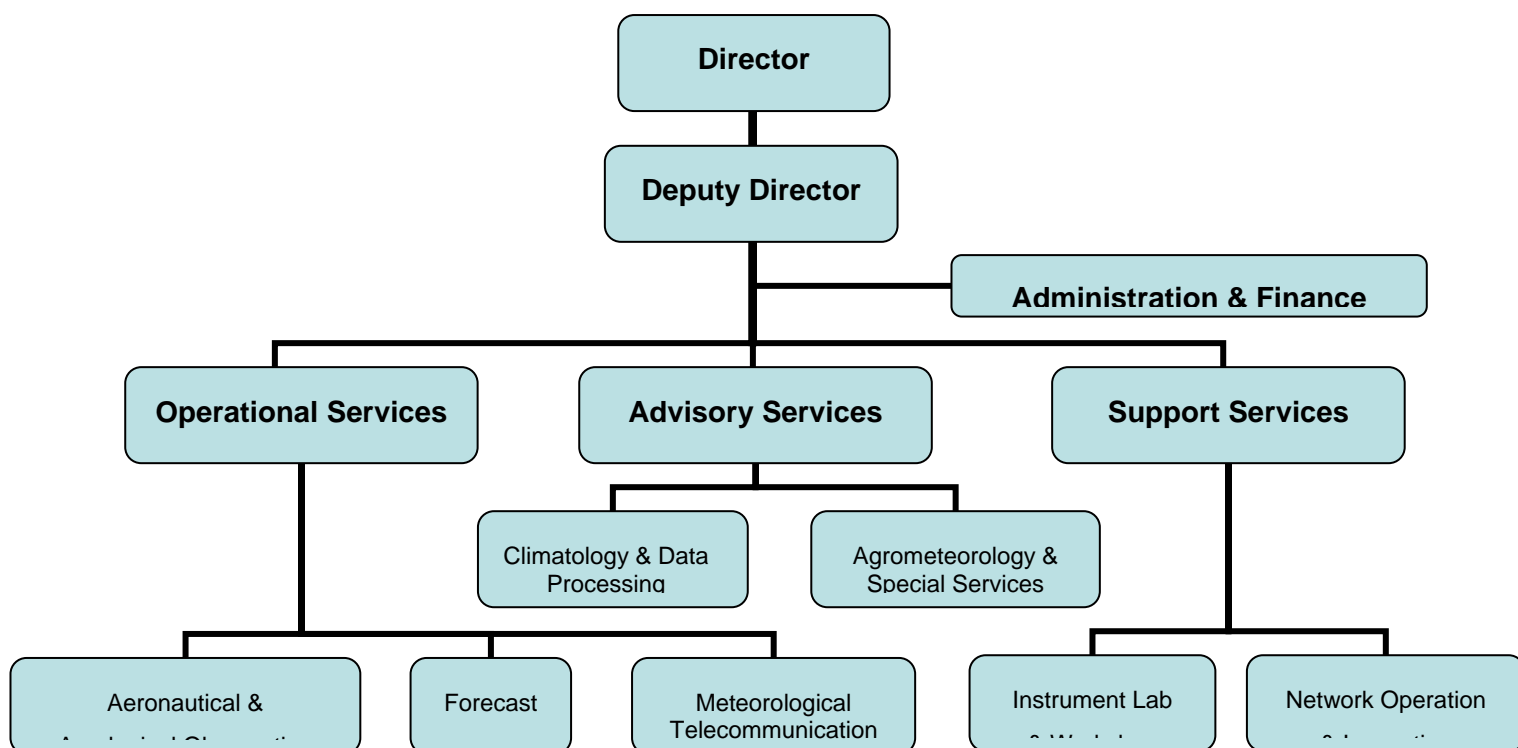


Figure 4 Organisational framework of the National Meteorological Services.

National responsibilities under the UN CCD were delegated to the Land Use Planning Section (LUPS) under the Ministry of Agriculture and Cooperatives (see Figure 5). The LUPS is section is responsible for natural resource surveys, ensuring suitable land allocations along with establishing and implementing criteria for land conditions and grazing capacity and currently houses the UN CCD Focal Point Coordinator.

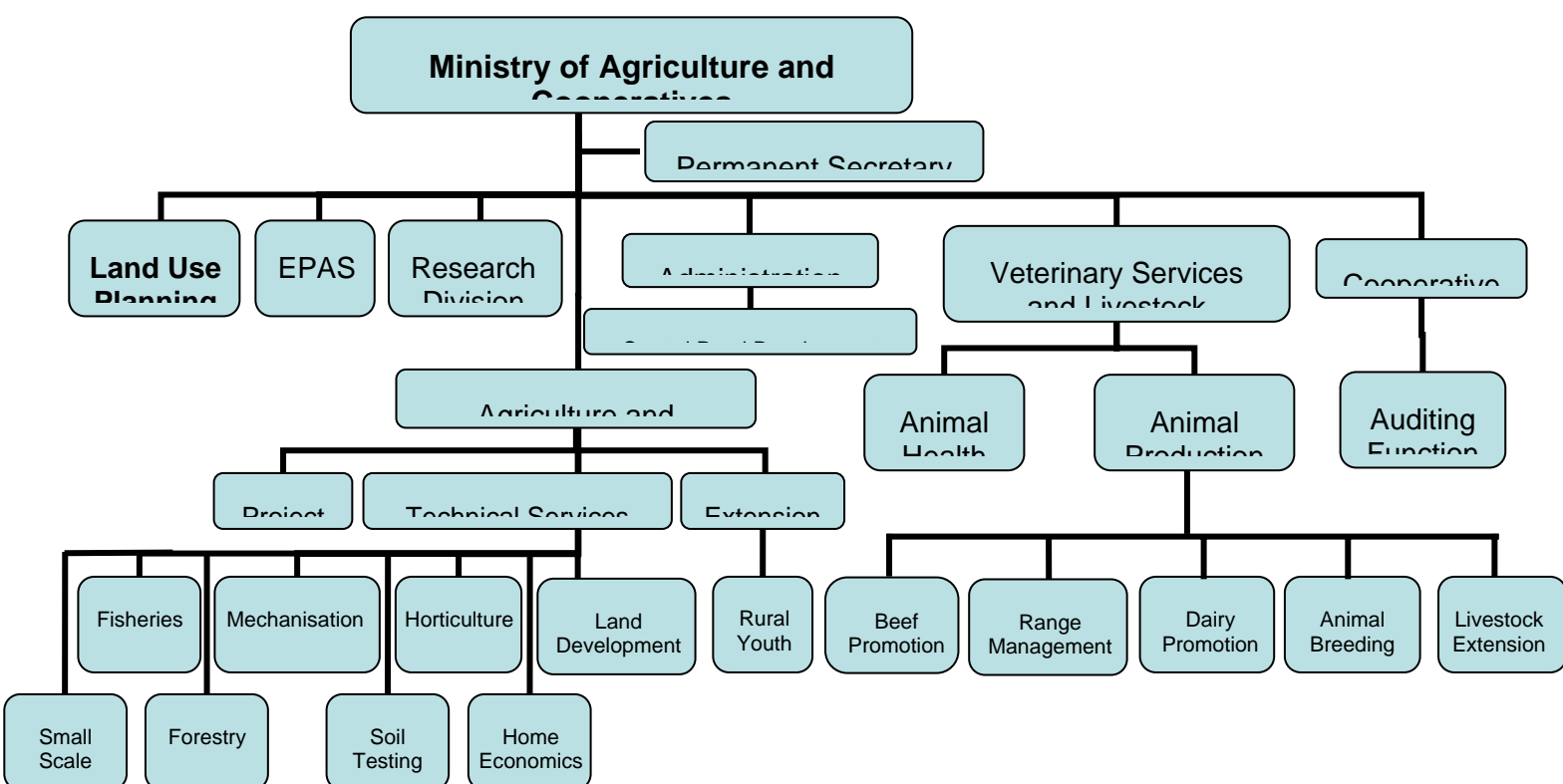


Figure 5 Organisational framework of the Ministry of Agriculture and Cooperatives.

3.2 Description of existing activities linking all three UN Conventions

3.2.1 Legal Framework

All national activities undertaken in fulfilment of the commitments and obligations as a Party to the UN Conventions have to take place with the country's legal framework. This is briefly summarized below. More detailed consideration can be found in the respective Thematic Profiles (GOS/MTEC/SEA, 2004a, b, c).

The country's primary policy framework is outlined in the National Development Strategy (NDS). This is a key document outlining the policy framework in developing the national response to issues of poverty alleviation, food security and the need to maintain an environmentally sustainable framework. The NDS was adopted in 1999 and details the long-term (25 year) vision for the country based on the identification of priority development objectives. The NDS acknowledges Swaziland's international obligations under various international Conventions along with the need for actions in ensuring compliance with these Conventions.

The NDS is the Government of Swaziland's overriding development plan and is supported by the Swaziland Environment Action Plan (SEAP). The NDS outlines Swaziland's developmental goals for the next 25 years and is viewed as the highest-level policy document. The SEAP is the environmental equivalent of the NDS and outlines the environmental development issues relating to Swaziland's sustainable development with recommendations for actions to promote environmentally sustainable development.

The NDS has spawned a variety of Ministerial policies, strategies and action plans, all of which more clearly articulate the broad policy statements made in the NDS and SEAP. These policies, strategies and plans build upon a long history of issues addressing environmental protection and management in Swaziland. A large number of early legislative measures (see Thematic Profiles) represent initial efforts to address issues of environmental protection. These were invariably specific to individual species or activities but served as a precursor to more integrated initiatives aimed more toward sustainable development. As such they all fall within the context of the UN Conventions and reflect the shift in conceptualisation of issues pertaining to the natural environment and sustainable development. Many of these measures have been updated, for example the Game Act of 1953 was amended in 1991 and 1993, as was the Flora Protection Act of 1952 in 2000. The following tables provide a summary of more recent policies and legislation of relevance to the UN Conventions. Many of these represent efforts to ensure effective integration to address the cross-cutting and cross sectorial issues underpinning sustainable development. The status of these has been verified telephonically with each of the respective ministries and is considered accurate as of November 30th 2004.

Table 1 Policies, Strategies and Action Plans of the Ministry of Tourism, Environment and Communications in Swaziland.

Ministry of Tourism, Environment and Communications		
Policy / Action Plan / Strategy	Date	Status
The Swaziland Environmental Action Plan	1997	Adopted
The Environmental Management Act	2002	Adopted
The National Environment Policy	2000	Awaiting approval
The Swaziland National Solid Waste Management Strategy	2003	Awaiting approval
The Tourism Policy	2000	Approved
The Swaziland Biodiversity Strategy and Action Plan	2000	Awaiting approval
The Telecommunications Policy	2000	Status unknown

Table 2 Policies and Action Plans of the Ministry of Agriculture and Cooperatives in Swaziland.

Ministry of Agriculture and Cooperatives		
Policy / Action Plan / Strategy	Date	Status
The National Action Programme of the UN CCD	2001	Adopted
The National Forest Policy	2002	Adopted
The National Forestry Programme	2002	Awaiting approval
The National Rural Resettlement Policy	2003	Adopted
The Livestock Development Policy	1995	Adopted
The National Drylands Development Programme (NDDP)	2003	Awaiting approval
The Comprehensive Agricultural Sector Policy (CASP)	2004	Being formulated
The National Irrigation Policy	2004	Being formulated

Table 3 Policies, Action Plans and relevant Acts of the Ministry of Natural Resources and Energy in Swaziland.

Ministry of Natural Resources and Energy		
Policy / Action Plan / Strategy	Date	Status
The National Land Policy	2000	Awaiting approval

The Mining Policy	2003	Awaiting approval
The Water Act	2003	Approved
The National Energy Policy and Action Plan	2003	Approved

Table 4 Relevant Acts under the Ministry of Enterprise and Employment in Swaziland.

Ministry of Enterprise and Employment		
Policy / Action Plan / Strategy	Date	Status
The Sugar Act	2000	Approved

Table 5 Policies, Strategies and Action Plans of the Ministry of Economic Planning and Development in Swaziland.

Ministry of Economic Planning and Development		
Policy / Action Plan / Strategy	Date	Status
The National Development Strategy	1999	Adopted
Smart Programme on Economic Empowerment and Development	2004	Being formulated
The National Population Policy	2000	Draft
The Poverty Alleviation Strategy	2004	Being revised
The Aid Policy	2001	Being formulated

Table 6 Policies and Development Plans of the Ministry of Housing and Urban Development in Swaziland.

Ministry of Housing and Urban Development		
Policy / Action Plan / Strategy	Date	Status
The National Housing Policy	2001	Approved
The Peri-Urban Growth Policy	1997	Draft
The Urban Government Policy	1996	Adopted
The National Physical Development Plan	1997	Adopted
Regional Lubombo Spatial Development Plan	2004	Draft
The Regional Physical Development Plan - Lubombo	2004	Being formulated
The Regional Physical Development Plan - Hhohho	2004	Being formulated
The National Physical Development Plan	1997	Adopted

Table 7 Policies of the Ministry of Public Works and Transport in Swaziland.

Ministry of Public Works and Transport		
Policy / Action Plan / Strategy	Date	Status
The National Transport Policy	2000	Awaiting approval
The National Construction Industry Policy	2002	Adopted

Table 8 Policies of the Ministry of Health and Social Welfare in Swaziland.

Ministry of Health and Social Welfare		
Policy / Action Plan / Strategy	Date	Status
The Social Welfare Policy	1998	Awaiting approval

The HIV / AIDS Policy	2004	Being revised
The National Environmental Health Policy	2003	Awaiting approval

Table 9 Policies and Action Plans of the Ministry of Justice and Constitutional Development in Swaziland.

Ministry of Justice and Constitutional Development		
Policy / Action Plan / Strategy	Date	Status
Codification of Swazi Law & Custom	1973	Continuing
Constitution		In process

Table 10 Policies of the Ministry of Education in Swaziland.

Ministry of Education		
Policy / Action Plan / Strategy	Date	Status
The Education Policy	2001	Approved

Table 11 Policies of the Ministry of Home Affairs in Swaziland.

Ministry of Home Affairs		
Policy / Action Plan / Strategy	Date	Status
The National Sports Policy	2001	Adopted
The NGO Policy	2001	Being formulated
The National Gender Policy	2000	Awaiting approval
The National Youth Policy	2003	Approved

Table 12 Policies and Bills of the Deputy Prime Ministers Office in Swaziland.

Deputy Prime Ministers Office		
Policy / Action Plan / Strategy	Date	Status
The National Disaster Management Policy & Bill	1998	Awaiting approval
Millennium Action Programme 2003	2003	Adopted (Prime Ministers Office)

3.3 Organisations involved in two or more of the UN Conventions

The relatively small size of the Kingdom of Swaziland and the cultural affinity with the land increases the importance of issues of sustainability. While government agencies are responsible for the protection and management of the national interest there is generally a high level of perception associated with the natural environment in Swaziland. Given this connection with land all citizens are cognisant of the effects of environmental degradation and the need for sustainable development.

In addition to those government institutions already discussed, and the involvement of the general populace, there a number of organisations with specific responsibilities under the UN Conventions in Swaziland. Those with obligations or opportunities to realise the obligations of the three UN Conventions are listed below. A more comprehensive consideration can be found in the respective Thematic Profiles. The interdependency of issues covered by the three UN Conventions means that the following organisations are in some way or other considered as key stakeholders or implementers:

- Swaziland Environment Authority

- African Cooperative Action Trust (ACAT)
- Swaziland National Trust Commission
- Swaziland National Herbarium
- Forestry Section MOAC
- Fisheries Section MOAC
- Land Use Planning Section MOAC
- Transfrontier Conservation Coordinator
- Animal Production Division
- National Plant Genetic Resources Centre
- Water Resources Branch
- Community Development Section
- Dalcrue Agricultural Holdings
- Big Game Parks
- Yonge Nawe Environmental Action Group
- University of Swaziland
- National Biodiversity Database Unit
- Swaziland Teachers Association
- Natural History Society
- Shewula Trust
- Nisela Safaris
- Lubombo Conservancy
- Big Bend / Mhlosinga Conservancy
- Mhlosinga Wildlife Producers Association
- Conservation Trust
- Swaziland Farmer Development Foundation
- Swaziland Institute for Research in Traditional Medicine, Medicinal and Indigenous Food Plants

4 CROSS CUTTING CAPACITY REQUIREMENTS

The UN Conventions provide a framework for sustainable development. In order to realise the intention behind this framework the UN Conventions outline a series of commitments and obligations on signatories. The aim of these is to assist in achieving goals of sustainable development and global environmental management. While these are detailed in the text of the individual conventions, they provide a number of cross cutting and over-lapping priority requirements which can be summarised as follows:

- Reporting Requirements
- Policy and Legislation
- Research and Monitoring
- Training and Education
- Public Awareness & Exchange of Information
- Financial Mechanisms
- Capacity

A SWOT analysis was undertaken to facilitate consolidation and interpretation of the findings from the review and consultative processes. The SWOT was based on findings from the stock-take review, thematic assessments, interviews and stakeholder workshop.

Strengths	Weaknesses
<ul style="list-style-type: none"> • All three of the UN Conventions signed • Government Commitment – focal points, steering committee's established • Individual technical capacity exists • Individual commitment • Reporting being undertaken, submitted to COPs • Numerous other studies to draw upon • UN clearly articulates reporting requirements and format for reporting 	<ul style="list-style-type: none"> • Factors constraining utilisation and mobilisation of existing capacity • Lack of financial resources / Independence for supporting reporting • Donor dependency for reporting • Unclear allocation and definition of responsibilities • Lack of incentive • Lack of coordination between Focal Points and other Programmes • No central information/data repository • Lack of financial sourcing management and expertise • National budget allocations for supporting programmes or actions
Opportunities	Threats
<ul style="list-style-type: none"> • Provisions of the UN Conventions • COP experiential learning • Increased donor support • Improved coordination between Focal Points and other Programmes 	<ul style="list-style-type: none"> • Shift in Donor Allocations / Priorities • Expertise brain drain

The SWOT aided in identifying gaps, by looking at strengths and weaknesses in existing structures, policies and approaches in relation to the Conventions obligations and commitments. The SWOT provides for the identification of key capacity requirements. As is customary, the SWOT makes a distinction between internal and external factors. These may guide or restrict the development of capacity. The nature of the Conventions means that internal factors reside largely in government structures and processes, whilst external factors refer primarily to matters outside of the government (for example donor policies and funding allocations).

The results from the SWOT analysis were used to identify cross cutting weaknesses, interpreted as capacity constraints, within each of the identified priority areas. From these specific cross-cutting, capacity-related needs and priorities were identified.

4.1 Priority Cross-cutting Requirement No 1: Reporting

All three of the UN Conventions require Parties to report to the COP on the status quo and activities undertaken with respect to the text of the respective UN Convention. The specific commitments and obligations in this respect are outlined in more detail within the respective Thematic Profile reports. Similarly, individual SWOT analyses were undertaken for each of the UN Conventions the results of which are presented in the respective Thematic Profile report. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale.

Through ratification of the UN Conventions Swaziland has demonstrated its initial commitment to the principles of global environmental management. This indicates a strong willingness and desire on the part of the Government to meet Convention obligations and commitments. In this spirit the Government has nominated national Focal Points to coordinate activities under the respective UN Conventions.

All of the UN Conventions clearly articulate the requirements in terms of reporting to the COP. In response Swaziland has submitted a number of National Reports under the various Conventions in partial fulfilment of their obligations. The preparation of these reports has been variously supported through donor agencies. While the SEA has overall responsibility for the national commitments under the UN Conventions it does not currently have any dedicated funding allocated to cover reporting activities. The financial dependency on external sources undermines the sustainability of any interventions increasing vulnerability to changes in donor priorities and programmes. To date, funds have been allocated by each of the Convention Secretariat's to assist in the preparation of these National Reports to the COP.

Focal points in other ministries often do not have their responsibilities in terms of addressing the national obligations in respect of the UN Convention clearly articulated in their job descriptions. This means that any activities undertaken in fulfilment of the Convention related responsibilities are over and above the individual's' normal contracted responsibilities. With these responsibilities not specifically articulated it makes it difficult to request funding allocations under the respective Ministry budgets to cover such activities. Typically all reports have been prepared by consultants, often relying on local consultants with varying levels of support from international consultants as required.

The successful preparation and presentation of reporting demonstrates an existing capacity within the country. Both the public and private sectors (such as the University of Swaziland, Government, NGOs and various private sector partners) contain sufficient technical capacity to support the respective Convention reporting requirements. The relatively small size of the country and the resulting limited pool of expertise means that these people are often overburdened and unable to specialise to the extent sometimes required to address the highly technical nature of some of the provisions of the UN Conventions. However, on occasion, external international Consultants can be hired to provide the specific technical capacity lacking locally.

Failure to clearly articulate and incorporate Convention related responsibilities into the every day functions of the Focal Points means that while they may have the technical capacity they are not afforded the time to facilitate the preparation of reports and so rely heavily on external consultants.

The lack of a central information management system invariably means that consultants are required to source and review documentation for reporting purposes. Invariably this builds upon previous efforts. While this facilitates the process it can also result in compounding of

errors and perpetuation of mis-information. An integrated information management system or central clearing house would clearly assist in the collation of relevant information pertaining to the required content of a National Report and would also strengthen the reporting process and information available. It would also allow for comprehensive and quantitative statistical monitoring of efforts in the various disciplines and identify gaps or weaknesses within the pool of local expertise.

Standardised reporting for Focal Points at regular intervals according to a set format would provide an efficient and time effective mechanism to record and input such information. Capturing data or information using key indicators used in the National Reports would streamline the process of reporting to the COP and make the preparation of these reports less arduous, costly and better quality.

Review of the various National Reports for each Convention submitted to the COPs, combined with the inputs from the stakeholder workshop, revealed a recurring comment that “other” factors were preventing the mobilisation of the existing individual capacity. In all these reports, however, it is not specifically articulated just what those other factors are, although commonly cited issues include:

- a lack of financial resources
- institutional harmonisation and coordination
- over-commitment and
- a lack of time.

4.2 Priority Cross-cutting Requirement No 2: Policy and Legislation

All three of the UN Conventions require Parties to develop appropriate legal and policy frameworks to integrate the principles of sustainable development and global environmental management into National development priorities and programmes. The specific commitments and obligations in this respect are outlined in more detail within the respective Thematic Profile reports. Similarly, individual SWOT analyses were undertaken for each of the UN Conventions the results of which are presented in the respective Thematic Profile reports. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Pre-independence legislative framework • Pre-independence legislative framework being further developed into holistic framework • Increasing levels of integration • Strong comprehensive policy framework • Adoption of the National Development Strategy • Adoption of the Swaziland Environment Action Plan 	<ul style="list-style-type: none"> • Isolation of Policies and Legislation • Legislation is fragmented • Project approach • Lack of decentralised, ‘bottom-up’ participatory approach • Lack of co-ordination planning and design of programmes • Lack of follow up on successful projects and re-integration to planning cycles • Effecting legislative measures
Opportunities	Threats
<ul style="list-style-type: none"> • For new policies and legislation • Integration with regional frameworks • Utilization of GEF and CDM funds to 	<ul style="list-style-type: none"> • Lack of popular support • Lack of enforcement • Poor levels of awareness

develop appropriate policy and legislation	
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Swaziland has developed a comprehensive national policy framework (Tables 1-12) that should serve as a catalyst for continued development of effective policy and legislation that further the objectives of each Convention. It is difficult to decipher how many of these legislative and policy initiatives have been driven by the provisions and commitments arising from the UN Conventions or other initiatives. Swaziland has a long legislative history addressing issues of environmental protection, management and sustainable development. The continued development of this body of legislation, along with the signing of the UN Conventions themselves, reflects the country's overall commitment to the principles enshrined within the UN Conventions, particularly those of sustainable development.

The process of policy formulation is an iterative and ongoing one. Policies take time to develop and longer still to enact into legislative measures and are typically done so in response to issues rather than in a pro-active and pre-emptive fashion. The development of policy initiatives, such as the NDS and the SEAP, illustrate a commitment to integrating historically separate policies to adopt an holistic integrated approach to sustainable development.

Despite the legislative framework there are a number of acknowledged obstacles to effectively realising the intentions behind these measures. These obstacles include poor communication/coordination between political and legislative structures and institutions (leading to policy duplication, gaps or contradictions), poor implementation procedures and requirements, and a lack of implementation of existing policies. This results in a failure to optimally utilise and capitalise on the country's available resource capacity and capability.

A rapid review of most policies presented in Tables 1-12 reveals that cross-cutting sectoral issues are poorly incorporated into sectoral policies. For example the Education Policy does not specifically mention, either as an issue or as a policy statement, environmental education issues or the wider role education has for sustainable development.

The process of review and consultation revealed the general impression that policies and legislation are primarily guided by a "top-down" approach, with not enough emphasis on rural community participation in policy formation and legislation – even where the policy or legislation is likely to impact upon this sector of society. This lack of involvement has reduced the efficacy and legitimacy of policies and legislation, and requires a more holistic and consultative approach for environmental policies to reflect the integrated ecological and social systems. The provisions and commitments within the UN Conventions provide the justification for the development and revision of national policies and programmes. The literature review and consultation carried out under this study, revealed that policies or legislation prepared prior to the Rio Summit have not been revisited to include specific integrated sustainable development provisions articulated in the three Conventions.

It should be noted that there are no specific policies or legislation dealing with the effects or causes of climate change. While the country has an extensive and increasingly integrated policy framework, issues addressing the causes and effects of climate change are fragmented or implied. This is reflected in part by the designation of the National Meteorological Services (NMS) under the MPWT rather than the ministry responsible for the environment or natural resources or even agriculture. The position of the NMS reflects historical affiliations and reporting requirements. These are changing and need to be addressed. The NMS operates in an organisational environment which is external to the typical natural resource and environmental management fields. As such integration and coordination of initiatives is further complicated.

4.3 Priority Cross-cutting Requirement No 3: Research and Monitoring

All three of the UN Conventions require Parties to ensure that initiatives are informed through sound research and monitoring. Such initiatives provide the information upon which to make decisions and implement appropriate measures. The specific commitments and obligations in this respect are outlined in more detail within the respective Thematic Profile reports. Similarly, individual SWOT analyses were undertaken for each of the UN Conventions - the results of which are presented in the respective Thematic Profile reports. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale.

Strengths	Weaknesses
<ul style="list-style-type: none"> • History of research • Research capacity exists • Individual commitment • Research archives • Existing institutional framework – eg University of Swaziland • Robust & willing NGO community • Strong community structures • High number of tertiary qualified govt staff 	<ul style="list-style-type: none"> • Lack of coordination between research bodies • Funding allocations for research • No integration mechanisms for funding • Isolated research • Malfunction within Royal Swaziland Research Council • Confusion with respect to UNISWA and coordination of research & monitoring • Lack of capacity within NGOs for technical research and monitoring • Community reluctance to participate in research • Reliance upon government structures • Lack of research continuity • Lack of coordinated approach • No follow-up community programs • No integration into planning • Lack of financial sourcing management and expertise
Opportunities	Threats
<ul style="list-style-type: none"> • Regional academic networks & initiatives • International research collaboration • Utilization of GEF and CDM funds • Utilization of National Environmental Fund • Re-invigoration of RSRC 	<ul style="list-style-type: none"> • Lack of funding • Shift in donor fund allocations and government priorities • Brain drain

A review of academic literature and government archives highlights a long history of research into issues related to sustainable development and environmental management in Swaziland. This information provides a solid basis upon which to build and facilitates comparative assessments of the success of specific interventions. The existence of appropriate research and monitoring capacity is evidenced by a high number of tertiary qualified government staff, the teaching compliment at the University of Swaziland staff, along with the University student body who have displayed a continued commitment to research.

The organisational responsibilities for carrying out research are relatively well defined, although there are numerous organisations involved in such research and monitoring without an overall framework to facilitate integration. The NGO sector is a willing collaborator in undertaking research, and has established good contacts with local community groups. They do, however, have their own capacity issues, relating primarily to financial and human resources. A lack of awareness and capacity among NGOs and communities can result in misuse of resources, distrust among research participants and ineffective research. The lack of participation in the research process can lead to project-related frustration and anxiety and ultimately non-adherence with project recommendations, policies and legislation.

Major research and monitoring weaknesses relate to:

- a lack of coordination / communication between stakeholders (resulting in a lack of integration)
- lack of a coordinated research capacity and funding and
- wide-ranging community involvement and support for research agendas.

Despite best intentions stakeholders generally agree that the Royal Swaziland Research Council has failed to realise its full or expected potential. The Royal Swaziland National Research Council should provide a mechanism for developing research themes and supporting research in key areas of national importance. According to the view garnered from stakeholders the Council does not function effectively at the moment and is failing to provide the leadership needed to address these issues.

Communities are sometimes unwilling to participate in research and monitoring initiatives. This is due to numerous factors, including lack of time, understanding of the objectives and outputs associated with such initiatives and previous experiences that have left them less than willing to participate again. This is sometimes a manifestation of the lack of feed-back mechanisms and follow-up. Often communities will only participate under direct instruction from tradition structures. These instances highlight the need to recognise the constraints faced by local communities. For example, allocation of projects at inconvenient times for community members is an additional factor causing project implementation delays. During harvesting periods for example, there is a minimal surplus of labour available to carry out the project duties and operations. Additional costs, be they time, financial or opportunity costs, need to be acknowledged in terms of engaging community involvement.

It should be acknowledged that the relatively small size of the country and similarities with neighbouring states affords the opportunity to extrapolate local and regional information. Swaziland participates in numerous regional networks and for a. These provide valuable networking opportunities, for experiential learning and collaborative endeavours.

Swaziland generally has a comprehensive network of research and monitoring stations, although the information is sometime fragmented and scattered throughout different organisations in the government, private and public structures. There is a need to harness and capitalise on the value of this information through increased data sharing facilitated through a centralised information management system or clearing house.

4.4 Priority Cross-cutting Requirement No 4: Training and Education

All three of the UN Conventions require Parties to place specific commitments and obligations on Parties with respect to the need for training and education in relation to the intentions behind and content of the UN Conventions. The specific commitments and obligations in this respect are outlined in more detail within the respective Thematic reports.

Similarly, individual SWOT analyses were undertaken for each of the UN Conventions the results of which are presented in the respective Thematic report. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Swaziland Environmental Education Strategy • National Environmental Education Programme (NEEP) • Tertiary education institutions - UNISWA • NGO and religious community • Size of the country • Media coverage good and reaches most of the country and populace • Citizens rate education as a priority for selves and children 	<ul style="list-style-type: none"> • Lack of extension activities • Lack of training materials • Lack of integration of traditional knowledge with formal environmental education principles and values • Lack of formal community education structures (Tinkhundla) • Implementation of NEEP
Opportunities	Threats
<ul style="list-style-type: none"> • Community willingness to participate programs – ie Shewula Chieftaincy • Implementation of NEEP • Scholarship for tertiary and post graduate studies available through Government programs • NGOs have capacity to contribute to wards assisting education and training programs • Utilization of GEF funds • UNEP education, training and awareness partnership 	<ul style="list-style-type: none"> • Lack of funding • Levels of literacy & awareness

In acknowledging the need to improve environmental education measures, Swaziland has developed a National Environmental Education Programme (NEEP). This programme was first established by the SNTC in 1975, and it has developed significantly since. The programme's mission is to create public environmental awareness and integrate environmental issues into education structures. It has a steering committee, three environmental awareness resource centres, and it provides small grants for environmental education. As such it provides a platform for addressing and including specific reference to the provisions of the UN Conventions.

The country has a framework for delivery of awareness and training, with several government departments, formal educational structures (UNISWA) as well as other NGOs and religious organizations all of whom promote biodiversity conservation, and specifically conservation-oriented agriculture. Yonge Nawe is one such NGO actively supporting sustainable development and environmental management activities and education throughout the country.

Efforts at increasing environmental awareness and training are constrained by a lack of extension activities and officers with a lack of training resources further compounding delivery. The lack of formal structures within local communities is a weakness but one that could easily be addressed through the Tinkhundla system. This would harness the enthusiasm of local communities, often cited as one of the opportunities. Re-establishing and

contributing to local radio programmes and ensuring a coordinated, systemic approach to delivery of such programs also represents opportunities.

Training and education need to be linked to research and monitoring at the tertiary level. As mentioned above, this is hampered by access to funding and long term directed and supported research programmes.

Previous studies acknowledge a general lack of training programmes to encourage rural communities to participate through the project formulation and implementation stages. This is recognised as being due to a shortage of technical back up for communities and inadequately experienced supervisory personnel.

Monitoring, rightly viewed as critical for measuring performance, is often lacking in some sectors. Key indicators for sustainable development together with specific indicators related to each of the Conventions are not monitored in a systematic manner. Climatic data and to some extent hydrological data are examples where historical data exists and monitoring of these is performed. Other areas where indicators are not monitored include, for example, livestock stocking rates on communal land that have been identified as a primary cause of land degradation. As a result areas with high stocking rates are officially unknown yet these areas are important sites for monitoring land degradation indicators.

Reasons given for limited monitoring are usually related to insufficient staff capacity and the financial resources to design, implement and collect the data periodically.

4.5 Priority Cross-cutting Requirement No 5: Public Awareness and Exchange of Information

Public awareness along with the exchange of information among local, national and regional structures are both central tenets of the all three of the UN Conventions. The specific commitments and obligations in this respect are outlined in more detail within the respective Thematic Profile reports. Similarly, individual SWOT analyses were undertaken for each of the UN Conventions the results of which are presented in the respective Thematic Profile reports. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Public awareness campaigns • Tinkhundla (constituencies) system • Establishment of the Swazi Geographical Information System facility • Communities receptive to information exchange awareness programs • Use of Radio and TV media 	<ul style="list-style-type: none"> • Lack of funding • Lack of community involvement • Small NGO activities often unstructured • No sound framework for integration of awareness procedures • No formal regional networks • Lack of community involvement in planning, development & implementation • Limited information basis • Poor coordinating & network system • Poor Internet facility coverage • Language barrier in utilizing internet facilities • Regional information exchange
Opportunities	Threats
<ul style="list-style-type: none"> • Dual language media programmes • Increased NGO involvement 	<ul style="list-style-type: none"> • High cost of using public media • Donor funded programs and campaigns

<ul style="list-style-type: none"> • Nation broadcaster able to reach most of communities through media coverage • Some NGOs are strategically placed in rural areas • Internet • Workshops • Short courses • Networking 	<ul style="list-style-type: none"> • could be curtailed or withdrawn • HIV/AIDS will impact on communities capacity to respond to programs
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Priority cross-cutting issues under this heading relate to two different categories. The exchange of information is central to effectively monitoring and managing issues of global environmental management. The exchange of information takes place on numerous levels, with the information informing and enhancing levels of public awareness providing the foundations for successful realisation of the intentions behind the UN Conventions. Information is central to the development of individual capacity, be it at the community level or that of the technician, director and government minister.

In order to be effective information needs to be conveyed in a simple and straight forward manner that is aimed at the level of the intended recipient. Opportunities exist for coordinated strategies that incorporate the cross cutting nature of the three UN Conventions. However, to date such initiatives have been project specific and lacking coordination. A general observation has been the number of different agencies involved in education and awareness initiatives that has resulted in a large degree of uncertainty around responsibilities. Many have of these have failed to integrate a nationally cohesive approach within national or regional umbrella programmes and policies.

Public awareness and exchange of information become increasingly relevant to people’s livelihoods when the links between environmental health and human well-being are clear. There are numerous significant threats to human well-being in Swaziland, many of which take priority over concern for environmental health, especially at an individual or community scale. Many people’s livelihoods are threatened by poor health (HIV/AIDS, malaria, etc), food insecurity, lack of reliable social services, poverty of economic resources, vulnerability to global markets and trends, and perhaps ironically, environmental conditions (including both “natural” and human-induced/increased conditions). The use of international livelihood models, which integrate the natural environment with the human, social, economic and physical environment, as well as the overall vulnerability context, may be useful in promoting this integration. Further institutional and structural integration of strictly “social” and “environmental” projects, whose beneficiaries and consequences clearly overlap, will also make these connections more clear.

Funding is also a significant obstacle, and despite numerous initiatives through government departments and NGOs, a lack of committed funds has meant the delay or cessation of many public awareness / exchange of information projects and a lack of continuity.

At the technical level, the limited number of practioners within the country makes it difficult to capitalise on the existing capacity. As such, international and regional bodies, workshops and meetings constitute an important component of the increasing the awareness of those from within the country as well as the country within the broader international context. Such fora also represent opportunities for the exchange of ideas and information among technical staff. Regional bodies and the SADC organs provides mechanisms to access and disseminate information on a broader scale.

Other serious constraints observed among the NGO sector were in the lack of adequate information base development and the absence of strategic planning. The small size of the country means that the area of outreach is relatively small.

Additional measures for increasing awareness and the exchange of information include those on the technical level, through participation in international meetings, such as the COP and its various panels. National exchanges between the focal points through regular facilitated meetings, aided by standardised reporting formats discussed earlier would assist in streamlining the national response and approach.

4.6 Priority Cross-cutting Requirement No 6: Financial Mechanisms

Financial constraints are often considered as one of the greatest obstacles to implementation and realisation of the principles contained within the UN Conventions. Recognising this each of the UN Conventions considered herein makes provisions for and specifically addresses issues of funding and financing. All three of the UN Conventions differentiates responsibilities between developed and developing nations with respect to financing. The specific commitments, obligations and mechanisms in this respect are outlined in more detail within the respective Thematic Profile reports. Similarly, individual SWOT analyses were undertaken for each of the UN Conventions the results of which are presented in the respective Thematic Profile reports. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale.

Strengths	Weaknesses
<ul style="list-style-type: none"> • National Environment Fund proclaimed with seed capital of E4million • Government financial institutional mechanism in place 	<ul style="list-style-type: none"> • NEF not operational • Re-allocation of funds • Financial dependence on various resources • Project funds often used to cover human resources from government • Reliance upon government funding • Lack of financial sourcing management and expertise
Opportunities	Threats
<ul style="list-style-type: none"> • International funding mechanisms • Donor willingness 	<ul style="list-style-type: none"> • Alternative & competing priorities for funding by GOS and funders i.e. HIV/AIDS • Donor reliance and commitment

Most reports, studies and reviews document a lack of adequate funding as being one of the most significant factors in preventing successful implementation and realisation of the objectives of the UN Conventions.

The most critical problem for government departments exists in obtaining funding for projects and financial assistance for management and implementation. Existing government budgets are very limited and considered insufficient. Day-to-day operational activities of the focal point are financed through existing budgets. Project funds are often used to cover or supplement human resources and material needs with a heavy reliance on donor funding.

In recognition of these constraints and in developing an appropriate response the GoS has developed the National Environment Fund. An Act of Cabinet has established a NEF under the SEA, although the fund is not yet operational. Seed funding has been allocated with the intention of supplementing this through donor contributions.

While the issue of funding is central to any project implementation it is not always the absence of funding that is the issue. Funding often exists, what is lacking is the capacity and resources to identify and access this funding. While possessing technical skills many government departments, NGOs and community groups do not have the experience and skills to aggressively access external funding. Staff within government agencies are often over extended and have no specific time allocations for the preparation of proposals for grants. The GEF presents numerous opportunities for accessing grants of various amounts for GEF focal areas. Swaziland has proven its ability to access these through the BCPD project preparation, for example. Such international funding mechanisms are available and constitute a significant opportunity if staff and agencies are afforded time to identify, develop and access such resources.

Concern has been raised over the sustainability of funding for NGOs (Mpande, 1998). Given the independence and autonomy of NGO structures government and external review processes have little insight on the financial status and capacity of individual NGOs.

Lack of finance is a common problem, however, funding exists. Money is available at the national level, as well as through support from international structures and donors. *Access* is the key constraint as competing organizations and projects all vie for the same limited funds. Funds identified for biodiversity conservation might likewise be allocated for poverty alleviation, HIV/AIDS awareness, or climate change and it is here that integration of ideas and projects becomes critical. Funds will be more effectively distributed and used if links between ecological health, social welfare and human well-being become clear, and if benefits to one project complement other projects' agendas. Establishing this link will also improve communication and coordination between previously divergent groups. Accessing and maintaining funding will require financial responsibility and accountability, which is dependent on strong human and organizational capacity.

4.7 Priority Cross-cutting Requirement No 7: Capacity Findings

Central to successful realisation of the intent behind the UN Conventions is the appropriate capacity to translate these intentions into actions. Increasing recognition of the apparent failure of the UN Conventions to realise their intentions has resulted in an increasing focus upon issues of capacity within Parties to the UN Conventions. As a result, all three of the UN Conventions now include provisions for Parties to address capacity issues with respect to the respective UN Convention. The specific commitments and obligations in this respect are outlined in more detail within the respective Thematic Profile reports. Similarly, individual SWOT analyses were undertaken for each of the UN Conventions the results of which are presented in the respective Thematic Profile reports. The intention hereunder is to identify particular strengths, weaknesses, opportunities and threats that are common to all three of the UN Conventions with the intention of identifying cross-cutting opportunities, synergies and/or economies of scale. It should be noted that this section is examining capacity initiatives and not identifying capacity constraints, which is the overall objective of this report. As such the following considers that context within which capacity development and assessments are, or have been implemented in the past.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Existing educational / training 	<ul style="list-style-type: none"> • Difficult to Mobilise Existing Capacity

<p>programmes developing individual capacity</p> <ul style="list-style-type: none"> • Tertiary institutions • International tertiary study support • Government supported in service training • Small size of country affords opportunities for experiential learning 	<ul style="list-style-type: none"> • Unclear allocation of responsibilities • Lack of integration between existing entities and organizations • Lack of consistent funding • Poorly defined mandates and responsibilities • Weakness of management and negotiating skills • Lack of overriding strategy to develop capacity • Lack of clarity between policy and implementation • Typically examines problems, not cause • Lack of individual and group incentives • Poor working conditions in some sectors • Lack of Environmental Economists
<p>Opportunities</p>	<p>Threats</p>
<ul style="list-style-type: none"> • Regional Networks • Partnerships • Constitution of SEA as a parastatal • Human resource base young and educated • Institutions and programs exist for capacity enhancement • GEF and Convention specific funding 	<ul style="list-style-type: none"> • Brain drain • Low level of environmental awareness at influential Tinkhundla level • Land tenure in Swaziland

It is generally acknowledged that successful realisation of the objectives behind the UN Conventions will be undermined if Parties to the UN Conventions do not have the required capacity to administer and implement the Convention objectives.

The review phases and general consensus reveals that Swaziland has the technical capacity among individuals within government, tertiary institutions, NGOs and the private sector to address obligations under the UN Conventions. However, given the size of the country the available human resources are limited and subject to competing pressures. The capacity of the country to absorb professionals is limited. As a result there is little organisational, nor indeed national, redundancy. Redundancy is taken to mean the ability to absorb or replace an individual with specific skills.

The rapid change of pace in information and technical nature of the arguments around global environmental management requires sufficient time to develop the level of understanding required to enter into negotiations and facilitate appropriate interventions. The specialised nature of this field, along with the limited number of trained professionals, combined with sometimes difficult working conditions, has the potential to result in significant loss of talent to the regional and international market. In a small country like Swaziland, with a limited number of practioners, where there is little redundancy and capacity to absorb such losses and replace institutional memory, the effects can be significant.

Although recognising the need for development, retention and enhancement of capacity a clearly defined national strategy for achieving this is still lacking. Individual projects typically include experiential learning through which existing capacity is enhanced. While invaluable this relies on the goodwill and inputs of the individuals involved and does not fit

within a structured, objective orientated framework. The result is that capacity enhancement is un-structured and not subject to assessment to determine the efficacy of these approaches and programmes.

Linking such initiatives to projects does not provide constant secured sources of funding, subjecting the initiatives to the vagaries of external forces, be they shifting funding priorities, economic fluctuations or changes in staff. The lack of clearly defined organisational and individual mandates, responsibilities tied to specific job descriptions hampers efforts to harness and develop capacity within a guided framework to maximise efficiency within existing positions.

Within the sphere of environmental management it is generally acknowledged that Swaziland has sufficient capacity, albeit with a limited human resource pool. It has been specifically acknowledged that Swaziland is lacking expertise in several areas, most notably in the areas of environmental economics and environmental law. The changing global focus and perception around issues of environmental management require such expertise to ensure that environmental management initiatives are financial sustainable and developed / implemented within appropriate frameworks with realistic costs and considerations.

Human capacity is also cited as a generic constraint among stakeholders. While increased funding may improve the local skill-base and availability of resources, *mobilizing* existing capacity is a key concern. Effective mobilization of human capacity requires a solid and internalized understanding of the value of biodiversity, strong management skills, generation of institutional knowledge, decent working conditions, and necessary finance.

5 ASSESSMENT OF CROSS-CUTTING CAPACITY CONSTRAINTS

Based on the findings of the SWOT a series of over-lapping weaknesses have been identified. Many of the individual issues identified during the Thematic Profiles are common to all three of the UN Conventions. This reflects the inter-related nature of the natural environment and the synergistic cross-cutting approaches envisaged through modern holistic environmental management measures. According to the findings from the Thematic Profiles, stakeholder engagement and the assessment of cross-cutting issues presented herein, the following section briefly summarises these key cross-cutting weaknesses. These are viewed as the primary constraints affecting Swaziland's overall capacity to meet the obligations required by its commitment to the UN Conventions. In the following chapter a series of object orientated interventions are proposed. It is envisaged that these will provide the framework for the PMG to develop an appropriate Action Plan to develop capacity within Swaziland to enable it to continue to meet and maximise the benefits afforded through the UN Conventions.

The brief summaries provided below describe the capacity situation based on the assessment presented in the SWOT analyses. Consideration is given to individual, institutional/organisational and systemic levels of capacity. These summaries include a brief describe of the capacity needs building on the gaps, constraints and opportunities identified during the SWOT, with the aim of identifying and clarifying the underlying causes. This is considered within the overall framework of the UN conventions and considers the implications of these weaknesses with respect to Swaziland's ability to meet its obligations and commitments contained therein.

5.1 Weakness No.1 – Lack of Definition of Convention Requirements

There are a number of capacity constraints impinging upon Swaziland's ability to meet its obligations under the UN Conventions. These relate, among others, to financial and human resources and time. These have been discussed in detail above and are given further consideration herein. One of the key weaknesses relates to the expectations of the Conventions themselves. The text of the Conventions broadly outlines certain non-binding obligations and commitments upon Parties to the Conventions. Where these have been clearly articulated into tangible, deliverable products Swaziland has largely been successful in meeting these. Reporting Requirements provide one such clear example.

In providing clearly defined expectations in terms of frequency of reporting, format, content and approach to preparation of Reports the UN Conventions have provided the framework to prepare proposals for specific funding, identify and access existing capacity within the country or determine the need to import expertise. Staff who are otherwise over-committed in terms of time constraints can focus on specific objectives that are easily measured with respect to progress.

In contrast, more abstract, intangible obligations and commitments contained within the UN Conventions, such as the need to ensure public participation and sharing of information or training and education, are more difficult. While there is need for improvement, addressed below, there are numerous initiatives addressing these issues. Many are project specific and relating to counterpart training through experiential learning, or broader consultative measures. It is difficult for Focal Points and those responsible for ensuring the obligations and commitments contained within the UN Conventions are met to determine exactly what is required in this respect without a clearly defined, objective orientated approach. As a result many initiatives and undertakings go un-reported.

There is a need for the UN conventions to more clearly articulate requirements with respect to the obligations and commitments. Doing so will allow the organisational levels to position themselves with the necessary capacity to meet these obligations and commitments. For example, establish reporting frameworks that provide clearly measurable indicators of the level of public participation. At the individual level, those working at the interface of public awareness and participation initiatives will be empowered to determine the level of participation, the success of participatory measures and in doing so provide the basis for adaptive management measures to ensure that participation is effective.

5.2 Weakness No.2 – Lack of Appropriate Mandates

A lack of properly defined institutional and individual mandates, associated with poorly defined responsibilities in relation to the national obligations and commitments of the UN Conventions undermine existing capacity.

The SEA has been mandated with the national responsibilities and has delegated responsibility of individual conventions to Focal Points. The responsibilities and powers associated with such delegation need to be clearly articulate if these are to be effective. The institutions within which these Focal Points reside need to have appropriately defined institutional mandates with respect to the UN Conventions and the job descriptions of the individuals responsible for the national obligations and commitments clearly articulated. These should be associated with clearly defined objectives and performance related targets derived from obligations and commitments outlined in the UN Conventions.

The SEA has incorporated such allocations of responsibility, linked with specific time allocation, in its new business plan. However, a review of these reveals that time allocations

are not considered sufficient to ensure effective coordination and harmonisation of the national undertaking with respect to the obligations and commitments outlined in the UN Conventions.

Clear definition of mandates and responsibilities will ensure that these are translated into appropriate time allocations, which in turn need to be supported through appropriate budget allocations.

5.3 Weakness No.4 – Policy Linkages

There is a need to strengthen policy linkages with institutions in order to create effective and functional support networks. Swaziland has a large body of legislation addressing issues such as those covered under the UN Conventions. There is not however, and program of integration through detailed review and harmonisation. The National Development Strategy has led to the articulation of numerous individual policies and although the NDS is envisaged as an integrated approach there remains a need to cross-reference and harmonise these.

Stakeholder commitment and broad government support will only come about through properly structured linkages that engender a sense of ownership and responsibility. This should be linked with detailing the appropriate mandates and responsibilities, cross-sectoral structures to facilitate integration and cooperation.

5.4 Weakness No.5 – Information Collation and Dissemination

A large amount of information pertaining to the UN Conventions and arising from activities and interventions undertaken in fulfilment of the national obligations and commitments exists. This information is derived from numerous studies each including its own specific recommendations and data. This information is not currently used to maximum efficiency due to lack of awareness and access. This can be considered a function of time, which would be alleviated to some extent through the development of a centralised information management system.

The development of a centralised information management system or clearing house mechanism would maximise the benefits derived from individual studies, alleviate time constraints spent searching and reviewing documents and provide the foundations for a standard approach to reporting. This would also facilitate more streamlined and accessible feedback mechanisms.

Such a system also enables the user to capture information in such a way to facilitate subsequent analyses. This would enable the GoS to track the development of skills within government departments as oppose to the reliance upon external consultants, to look in more detail at the national skills base and its utilisation as well as identifying synergies among projects.

5.5 Weakness No.6 – Reporting Mechanisms

The reporting requirements of the UN Conventions are clearly articulated. As a result the national obligations and commitments have largely been met. These measures have been achieved through the use of consultants and financial support through the respective secretariats.

The volume of information requiring review in preparation for submission of national reports becomes cumbersome and as a result expensive. Information is lost or overlooked reducing the completeness of reports. A standardised reporting framework associated with more frequent reporting periods would assist the Focal Points in summarising and reporting on the various projects undertake with relevance to the UN Conventions. This would assist in

developing and maintaining a central clearing house mechanism and information management system.

5.6 Weakness No.7 – Feedback Mechanisms

Limited human resources, time constraints and appropriate methods and mechanisms all limit the experiential learning from projects following completion. Lack of ready access to project documentation also constrains the ability to learn from previous efforts. Feedback mechanisms are required that provide opportunities and mechanisms for incorporating lessons learnt from previous experiences during project implementation.

5.7 Weakness No.8 – Financial Access and Support

Financial resources are typically cited as one of biggest constraints to meeting the obligations and commitments of the UN Conventions and is common to project development and implementation. Often the weakness lies not in the availability of financial resources, but in identifying or accessing existing sources funding or generating new sources of funding. This is variously related to time constraints as well as individual and institutional knowledge. Perceptions of priority and importance in comparison to other national agendas also impact upon the allocation of available funds. This in turn relates to levels of awareness and political support.

As a result of these constraints there is an acknowledged need not only to secure financial support but to facilitate institutions and individuals in identifying and accessing funding. Levels of awareness around issues arising from land degradation, loss of biodiversity and climatic change need to be increased, coupled with political support. These need to draw on the inter-linkages between these issues and the broader national priorities.

Mechanisms need to be developed to enable staff and organisations to readily identify appropriate sources of funding and outline the steps in obtaining such funding. Workshops to facilitate training in this respect and manuals should be developed.

5.8 Weakness No.9 – National Environment Fund

Having long acknowledged financial resources as a key constraint in relation to activities envisaged under the UN Conventions, the GoS has proposed the National Environment Fund. Failure to enact the provisions and mobilise the NEF requires that this be identified as a specific weakness. Failure to mobilise the resources of the NEF has serious implications for addressing many of the issues outlined herein. The NEF would not only provide a source of funding for national projects but a level of independence that in turn would empower organisations and staff to enact their own independent programmes. Such funding should allow greater continuity in project implementation and development and enable feed back mechanisms and follow-up projects to be developed.

5.9 Weakness No.10 – Institutional Knowledge and Redundancy

Limited human resource capacity due to the size of Swaziland results in little institutional or human resource redundancy and a shallow pool of institutional knowledge. Given the rate of change in issues of environmental management there is a need to increase existing levels. This is unlikely to be achieved through increasing human resources due to limited capacity to absorb additional staff and the financial resources required to do so. Alternative mechanisms need to be pursued. These could be facilitated through the development of the information management system. Training processes and mentoring will improve the existing situation. Increasing the number of delegates to the COPs from the single individual who is typically attending will also facilitate in developing greater institutional knowledge.

5.10 Weakness No.11 – Capacity Enhancement / Mobilisation

Throughout the process of assessment it has been widely acknowledged that Swaziland possesses sufficient capacity to meet its obligations and commitments outlined in the UN Conventions. These have, however, been achieved with mixed success. For highly specialised fields of expertise regional capacity typically exists and there is a need to engage in these frameworks to facilitate transfer of knowledge. However, there is a need to enhance and mobilise existing capacity. Some measures to achieve this have been outlined previously, including human resource measures, empowering people with appropriate mandates and responsibilities, but also ensuring appropriate incentive mechanisms.

A human resource strategy needs to be clearly articulated in order to strengthen motivation, improve management functionality and increasing understanding of the value and significance of environmental management.

5.11 Weakness No.12 – Research Framework / Strategy

Central to understanding processes of environmental change and management is information on the natural environment. The relatively small size of Swaziland should mean that the development of a comprehensive, national monitoring framework is relatively simple to achieve. Some sectors have developed comprehensive networks for monitoring however these lack integration and do not fit within an integrated national framework. Research is not currently structured or supported through a central coordinating body, although this does exist.

There is a need to develop a national research strategy, to enhance and effect management of a national coordinating structure and provide necessary support, financially and technically, for researchers. Strategic partnerships should be developed among national institutions and individuals as well as broader regional and international frameworks. These should all be clearly articulated and pursued through a national strategy.

5.12 Weakness No.13 – Integrated Approach to Conventions

The cross-cutting nature of the issues covered by the UN Conventions, along with the obligations and commitments contained therein, require strong inter-sectoral linkages. In order to be successful these need to be coordinated through the SEA. To fulfil this role the SEA needs to dedicate resources – staff, time and funds, to properly guide project implementation, integration and monitoring. Coordination and integration require the commitment of time to facilitate communication. Centralised management systems and clearing houses will serve monitoring and reporting purposes and present a framework for integration.

5.13 Weakness No.15 – Levels of Awareness and Participation

A key weakness is the current levels of awareness and participation in relation to the UN Conventions. There exists general levels of awareness around issues of environmental management, however awareness around measures outlined in the UN Conventions and the obligations and commitments contained therein are not properly understood. Increased awareness would lead to increased participation among local communities and government structures. This can be achieved through demonstrating the relevance of UN Conventions to livelihoods, human well-being and national prosperity through clearly articulate summaries of the provisions of the Conventions and the linkages that exist.

5.14 Weakness No.16 – Lack of Training Material

Many of the issues covered are inter-linked. The levels of awareness, education and participation demonstrate such linkages and inter-relatedness. To improve in these areas there is a need to develop appropriate training material to inform, educate and share information with stakeholders (communities, politicians, practitioners, private sector, government departments). The Secretariats have prepared information to facilitate this process, but this is often technical in nature and of generic global relevance. Information officers should be mandated with the responsibility of canvassing practitioners to contextualise these within the national framework.

Material should be of such a nature that it can be integrated into cross-sectoral policies, developed further into school curricula, taken up by NGOs and integrated into their programmes and used by government officials to increase awareness.

5.15 Weakness No.17 – Media Utilisation

Successful realisation of the UN Conventions requires a level of awareness and appreciation among all stakeholders. Swaziland has previously acknowledged the need to improve utilisation of the media to facilitate increased awareness. There is a need to develop more comprehensive and objective orientated programmes. These should be aimed at developing themes and integrating issues of environmental management within the national context. These initiatives need to be integrated with other sectoral programmes, such as the NEEP and structures, such as the Tinkhundla system, NGOs and government initiatives.

5.16 Conclusion

An integrated approach to sustainable development will help ensure that Swaziland's obligations to the UN Conventions are met. The approach requires strong and skilled management and multi-disciplinary and multi-scale knowledge of the issues, constraints and opportunities involved in effective and sustainable development. An effective integrated approach requires strong systematic, organizational and individual capacity to maintain the focus of the UN Conventions in the forefront of the national commitment.

These issues are interrogated further using a logical framework analysis in subsequent chapters. This framework will serve to develop specific activities and interventions to overcome existing constraints, meet current needs and build upon existing capacities.

6 OPPORTUNITIES FOR SYNERGISTIC AND CROSS-CUTTING CAPACITY BUILDING APPROACHES AND PROJECTS

Implementation efforts by countries have revealed that many common obligations exist under the three UN Conventions. While it is recognised that each convention stands on its own, with its own defined objectives and commitments, there is also an inherent relationship and mutual dependency between all of them. Consequently, there may be considerable importance and value in taking a holistic (i.e. crosscutting) approach to national strategy development and capacity building.

Understanding the synergies among these conventions, and finding ways to co-ordinate and harmonise overlapping activities among them, are increasingly being recognised as one way to help to ensure effective national measures at the country level.

Overlap in terms of the obligations and requirements under the Conventions have prompted the Secretariats of the UN Conventions (FCCC, CBD and CCD) to make several

recommendations, conclusions and decisions to increase mutual understanding and coordination. Despite these, there remains a need to develop and enhance synergies between the instruments in terms of their implementation at local, national, regional and global levels.

It should be acknowledged that each of the conventions constitutes a separate agreement, with specific commitments and obligations upon Parties. While there is room for harmonisation and improved synergy with respect to implementation, there are also requirements specific to the individual Conventions. These differences reflect as much about the nature of the Convention as it does the global politics governing its formation.

Given the limited resources within Swaziland, identification of opportunities to exploit and maximise the derived benefit from synergies among the UN Conventions will enhance the efficacy with which the Kingdom responds to the UN Conventions.

Based on findings from the review phase and SWOT analysis a number of common approaches and opportunities emerge, linking the capacity requirements for each of the three UN Conventions. In order to ensure that Swaziland possess the appropriate capacity to meet its obligations and commitments under the UN Conventions a Logical Framework Analysis (LFA) is proposed. The LFA is structured under the priorities areas identified during the assessment phases. Specific interventions with measurable outputs are proposed to ensure that Swaziland continues to develop and harness capacity within the national context. These outputs are expected to be achieved through the mobilisation of select strategic interventions. The outputs can also be seen as objectives. Achieving these outputs will ensure the realisation of the purpose of the NCSA, ensuring that Swaziland has the capacity to meet its commitments to global environmental management under the UN Conventions.

OBJECTIVES	ACTIVITIES	IMPLEMENTING AGENCY	MEASURABLE INDICATORS	IMPORTANT ASSUMPTIONS
<p>Goal: to identify national capacity constraints and priorities to meet binding commitments contained in the three UN Conventions on biodiversity, climate change and desertification</p>				
<p>Purpose: to determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan</p>				
<p>Objective 1: <i>The Kingdom of Swaziland with the Institutional Arrangements to facilitate its commitments and obligations under the UN Conventions.</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Define organisational mandates, mission statements, responsibilities etc. <input type="checkbox"/> Establish centralised information management system for the collation and dissemination of information. <input type="checkbox"/> Establishment of a Secretariat / Steering Committee or working group for the UN Conventions within the government structure. 	<p>Respective organisations</p> <p>SEA</p> <p>SEA</p>	<p>Documents in place.</p> <p>IMS established & operational</p> <p>Establishment</p>	
<p>Objective 2: <i>The Kingdom of Swaziland with the capacity to meet its Reporting Requirements under the UN Conventions.</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Preparation of standard reporting format & frequency <input type="checkbox"/> Quarterly reporting by Focal Points to steering committee. <input type="checkbox"/> Utilization/development of COP standardized reporting format. <input type="checkbox"/> Development of an appropriate information management system for tracking project progress, stakeholder activities, policy measures etc. 	<p>SEA</p> <p>Focal Points</p> <p>UN Conventions</p> <p>SEA</p>	<p>Standard format</p> <p>Reports submit</p> <p>Template</p> <p>IMS in place</p>	

OBJECTIVES	ACTIVITIES	IMPLEMENTING AGENCY	MEASURABLE INDICATORS	IMPORTANT ASSUMPTIONS
<p>Goal: to identify national capacity constraints and priorities to meet binding commitments contained in the three UN Conventions on biodiversity, climate change and desertification</p>				
<p>Purpose: to determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan</p>				
	<p><input type="checkbox"/> Inclusion of allocations under the NEF to cover the time and cost of reporting on the UN Conventions.</p>	GoS / SEA	Funds available	
<p>Objective 3: <i>The Kingdom of Swaziland with a Policy and Legislative framework to support and fully realize the ideals and intentions of the UN Conventions.</i></p>	<p><input type="checkbox"/> Establishment of a UN Conventions Secretariat or Steering Committee mandated with monitoring, evaluation and feed-back into the legislative framework of UN Convention related activities.</p> <p><input type="checkbox"/> Development of appropriate legislation and economic instruments to promote the sustainable development.</p> <p><input type="checkbox"/> A central clearing house mechanism for government, specifically relating to the UN Conventions. This should be developed in line with existing structures, capacitating them as required to ensure their operational efficiency.</p>	<p>SEA</p> <p>GoS / SEA</p> <p>SEA / GoS</p>	<p>Establishment</p> <p>Legislative reform</p> <p>Establishment</p>	
<p>Objective 4: <i>The Kingdom of Swaziland with the capacity to ensure</i></p>	<p><input type="checkbox"/> Coordination of research initiatives and development of a national research strategy.</p>	RSRC / SEA	National Strgy	

OBJECTIVES	ACTIVITIES	IMPLEMENTING AGENCY	MEASURABLE INDICATORS	IMPORTANT ASSUMPTIONS
<p>Goal: to identify national capacity constraints and priorities to meet binding commitments contained in the three UN Conventions on biodiversity, climate change and desertification</p>				
<p>Purpose: to determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan</p>				
<p>Research and Monitoring of biological diversity and its sustainable use.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Re-structure and affect the Royal Swaziland Research Council. <input type="checkbox"/> Develop national research strategy. <input type="checkbox"/> Allocate specific line items within the structure of the NEF for research into sustainable development issues. 	<p>RSRC</p> <p>RSRC GoS</p>	<p>Restructured & functioning</p> <p>Funds available</p>	
<p>Objective 5: <i>The Kingdom of Swaziland with a population Aware of the importance of sustainable development and environmental management and possessing appropriate measures for ensuring realisation of the principles enshrined in the UN Conventions.</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Designation of responsibility for public awareness activities using existing mechanisms in the job description of incumbents (within public sector) <input type="checkbox"/> Development of quantifiable indicators for measuring performance and productivity with respect to the above. <input type="checkbox"/> Continuation of strengthening school curricula and adult education programmes for environmental conservation and sustainable use of biodiversity. <input type="checkbox"/> Incorporation of indigenous knowledge in the above. <input type="checkbox"/> Coordination of effective dissemination of 	<p>Respective organisations / SEA coordinate</p> <p>Respective organisations / SEA coordinate</p> <p>SEA / NEEP</p> <p>SEA</p> <p>SEA</p>	<p>Documents available</p> <p>Indicators developed</p> <p>Curricula in place</p> <p>Public aware</p> <p>Establishment</p>	

OBJECTIVES	ACTIVITIES	IMPLEMENTING AGENCY	MEASURABLE INDICATORS	IMPORTANT ASSUMPTIONS
<p>Goal: to identify national capacity constraints and priorities to meet binding commitments contained in the three UN Conventions on biodiversity, climate change and desertification</p>				
<p>Purpose: to determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan</p>				
	<p>information relevant to awareness raising and enhancing technical competence.</p> <ul style="list-style-type: none"> <input type="checkbox"/> Establishment of internet based clearing house mechanism under the auspices of the UN Conventions Secretariat to facilitate access to and dissemination of information. <input type="checkbox"/> Promotion and empowerment of community action groups to enhance participation of communities in co-management initiatives. <input type="checkbox"/> Promotion of a strategy that re-instigates and invigorates use of radio and other media in raising public awareness. <input type="checkbox"/> Capture and use of salient points from environmental impact assessment procedure 	<p>SEA</p> <p>SEA</p> <p>SEA</p> <p>SEA</p>	<p>Participation</p> <p>Regular media programmes</p> <p>Information system</p>	
<p>Objective 6: <i>The Kingdom of Swaziland with the financial capacity to fulfil its obligations and commitments under the UN Conventions.</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Specific line budget for obligations under the UN Conventions. <input type="checkbox"/> Financing and funding manuals prepared by the Secretariat to assist stakeholders in accessing financial mechanisms in support of activities related to UN Conventions. 	<p>Ministry of Finance</p> <p>SEA / UN</p>	<p>Budget allocation</p> <p>Manuals produced</p>	

OBJECTIVES	ACTIVITIES	IMPLEMENTING AGENCY	MEASURABLE INDICATORS	IMPORTANT ASSUMPTIONS
<p>Goal: to identify national capacity constraints and priorities to meet binding commitments contained in the three UN Conventions on biodiversity, climate change and desertification</p>				
<p>Purpose: to determine how best to develop this capacity to meet Swaziland's commitment to global environmental management through the production of a strategy and action plan</p>				
	<ul style="list-style-type: none"> <input type="checkbox"/> Allocation of funds under NEF to support activities under UN Conventions. <input type="checkbox"/> Financial instruments (for example, tax incentives to mobilise private sector, taxes on land clearing, rebates on translocation costs, subsidies on activities deemed "sustainable", etc.) 	<p>GoS</p> <p>GoS / SEA /MoF</p>	<p>NEF operational</p> <p>In place & generating revenue</p>	
<p>Objective 7: <i>The Kingdom of Swaziland with the capacity to meets its obligations and commitments to global environmental management under the UN Conventions.</i></p>	<ul style="list-style-type: none"> <input type="checkbox"/> Financial commitment from Government funds, donors and international sources toward implementation of recommendations. <input type="checkbox"/> Mandate national UN Convention Secretariat or PMG to implement recommendations. <input type="checkbox"/> Integrate capacity programme into national capacity strategy over and above UN Conventions. 	<p>GoS / MoF</p> <p>SEA / PMG</p> <p>GoS</p>	<p>Funds available</p> <p>Establishment & meetings</p> <p>Developing capacity</p>	

7 PROPOSED NEXT STEPS AND FOLLOW-UP

There appears to be an over-riding assumption that the provisions of the UN Conventions have not been met. While there is increasing recognition that capacity issues have prevented the UN Conventions from fully realising their intentions globally Swaziland has demonstrated mixed success. The relatively small size of the country imposes a number of unique constraints and limits the available human resources. The size of the country also affords certain benefits in terms of integration and accessibility. It needs to be recognised that it takes time to implement measures such as those envisaged under the UN Conventions and to integrate these principles into national structures and practice. Invariably there will be institutional and policy lag.

Recognising this context this report outlines several structured interventions of which it is felt could facilitate greater contributions to Swaziland meeting its obligations and commitments to sustainable development and environmental management as envisaged in the UN Conventions.

Of the clearly articulate obligations and commitments within the UN Conventions Swaziland has largely been compliant and fulfilled its obligations. It should be acknowledged that some of the obligations and commitments are vague and non-binding. For example, Swaziland's efforts in addressing those specific clearly defined measures, such as reporting, have been aided by being able to take these specific obligations to donors for support in undertaking. More abstract or non-specific provisions, such as public participation, are difficult to engage without clearly defined frameworks. Much participation is undertaken through project implementation, national initiatives and in the day to day functions of extension officers and practitioners. This is not effectively reported, in part because of time constraints but also because the requirements of the UN Conventions are not explicit in what they require from Parties. Standard formatting for reporting under the different categories of commitments would assist in this regard.

As a signatory to the UN Conventions, Swaziland has assumed certain commitments and obligations in the area of global environmental management. These include the following areas:

- reporting requirements,
- policy and legislation,
- research and monitoring,
- training and education,
- public awareness and exchange of information,
- financial mechanisms,
- overall capacity building.

This report has examined Swaziland's response in relation to each of these and the UN Conventions. The recommendations contained herein need to be taken back to stakeholders for re-affirmation and confirmation through a process of facilitated dialogue. Achieving consensus among stakeholders is important in continuing to ensure the process of ownership and ensuring successful translation into effected interventions. Effective implementation requires political support and commitment. Financial resources have been continually identified as a primary constraint. In order to ensure successful realisation of the action plan and capacity enhancement programmes their needs to be a solid financial commitment. The

NEF affords a unique opportunity to ensure that such financial commitments are sustained over the long-term. The NEF also affords the opportunity to ensure that finances are available to adapt the capacity profile of the country to reflect the national needs.

The capacity requirements identified herein have been translated into specific activities. In order to effect these recommendations, stakeholders need to assist in prioritising and developing an appropriate action plan. This will be carried forward during the subsequent stakeholder consultation.

8 REFERENCES

GOS/MTEC/SEA, 2004a, b, c – thematic reviews