# SIGNATURE PAGE

## Country: LESOTHO

**UNDAF Outcome 2:** Increased employment, household security and enhanced natural resources and environmental management

**Expected Outcome**: Polices and institutional capacity strengthened to improve natural resources and environmental management

**Expected Output(s):** Policies and frameworks developed and implemented on global conventions poverty reduction strategy and climate change for sustainable development

**Output Indicator:** Proportion of areas managed under SLM

**Implementing partner:**     Ministry of Forestry and Land Reclamation

**Other Partners:**     UNDP
Ministry of Finance and Development Planning
Ministry of Tourism, Environment and Culture
Ministry of Local Government
Ministry of Agriculture and Food Security
GTZ
Selected NGOs

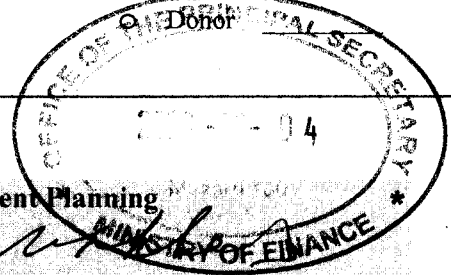| | |
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| Programme Period: October 2008-September 2012<br>Programme Component:_____<br>Project Title: Capacity Building and Knowledge Management for Sustainable Land Management in Lesotho<br>Award No: 00050861<br>Project ID: 00063046<br>Project Duration: 48 months<br>Management Arrangement: National Execution (NEX) | Total budget: (Million US$) 6.419,500 million<br><br>Allocated resources:<br>• Regular (GEF)   1.7245 million<br>• Government   1,97 million<br>• Other:in Kind   0.4<br>  o Donor   UNDP   0.3 million<br>  o Donor   GTZ   2.025 million<br>  o Donor |

**Agreed by (Government): PS – Ministry of Finance and Development Planning**

**Name: Mr. Mosito Khethisa**          Signature_____

**Agreed by (Implementing partner/Executing agency): PS – Ministry of Forestry and Land Reclamation**
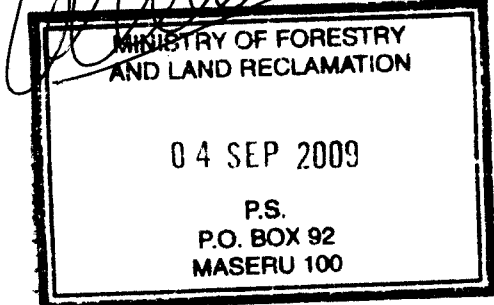
**Name: Ms. N.M. 'Mota**          Signature____/Mota_____
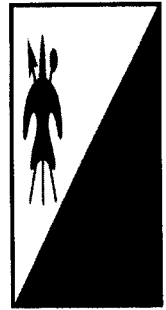
**Agreed by (UNDP): Resident Representative**

**Name: Ms. Ahunna Eziakonwa-Onochie**          Signature_____

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MINISTRY OF FORESTRY
AND LAND RECLAMATION

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# UNDP Project Document

**Government of Lesotho**
**United Nations Development Programme**

**PIMS 3044: Capacity Building and Knowledge Management for Sustainable Land Management in Lesotho**

## Brief Description

A. The integral functioning of Lesotho's mountainous ecosystems is vital not only to the livelihoods and welfare of its people, but for the delivery of ecosystem services and global environmental benefits to a large part of Southern Africa. The mountainous Kingdom is the source of rivers that reach the Atlantic Ocean in the west and supply an increasing proportion of the water consumed in South Africa's industrial heartland. SLM in Lesotho is therefore a vital ingredient of broader environmental wellbeing. Unfortunately, the Kingdom is largely characterized by inhospitable terrain, harsh climate, dense populations and intensively utilized and highly degraded natural resources. Despite numerous attempts and extensive but fragmented technical knowledge, barriers in capacity, knowledge and SLM models continue to obstruct efforts to adopt effective sustainable land management practices and action. As a result, land degradation continues to impoverish local livelihoods and to impose broader environmental costs on the region beyond Lesotho's borders.

B. The goal of this MSP is that sustainable land management provides a strong base for sustainable development in Lesotho while providing a range of global benefits to the region. In order to overcome these barriers and address the corresponding programmatic gaps, the specific objective of this MSP is that, supported by a knowledge management network, Lesotho is equipped at local and national levels with the techniques, approaches, capacity and strategy for upscaling successful SLM in support of national biodiversity conservation, food security and poverty reduction strategies. Three project outcomes are intended to achieve this objective:

    i. Proven, strengthened, participatory, replicable models and techniques that successfully overcome current institutional and governance barriers to SLM are ready for national implementation.

    ii. Adequate local and national capacity for adapting and scaling up proven SLM models and techniques in place.

    iii. SLM Policy Enabling Environment - Enhanced awareness, dialogue, understanding and analysis of SLM best practice at resource user, community, local government, NGO and national government levels across the country, reflected in the relevant policies, strategies and programmes.

C. By building a proven, replicable SLM model for Lesotho and strengthening the capacity and knowledge needed for its subsequent use across the country, implementation of this project will make a direct contribution to the kingdom's Poverty Reduction Strategy, to its Food Security Policy and to the fulfillment of its National Action Programme in response to the UN Convention to Combat Desertification.

D. The Total Budget for the project is US$ 6,3945,000, of which the GEF contributes US$ 1,724,500 or 26.9%. GoL, communities and GTZ jointly contribute the co-finance of US$ 4,695,000 million.

# Table of Contents

## Acronyms

| | |
|---|---|
| APR | Annual Project Report |
| AWP | Annual Work Plan |
| CARE | Cooperative for Assistance and Relief Everywhere |
| CAS | Country Assistance Strategy |
| CBD | Convention on Biological Diversity |
| CBNRM | community-based natural resource management |
| CC | Community Council |
| CFNG | Conservation Farming Network Group |
| CITES | Convention on International Trade in Endangered Species of Wild Flora and Fauna |
| CO | Country Office |
| COP | Conference of the Parties |
| DFID | Dept of International Development (UK) |
| DSA | daily subsistence allowance |
| EOP | end of project |
| EU | European Union |
| GA | Grazing Association |
| GDP | gross domestic product |
| GEF | Global Environment Facility |
| GNP | gross national product |
| GTZ | Gesellschaft für Technische Zusammenarbeit |
| HCFP | Highlands Community Forestry Project |
| ICM | Integrated Catchment Management |
| IR | Inception Report |
| IRE | Intermediate Result |
| IW | Inception Workshop |
| IWM | Integrated Watershed Management |
| KfW | Kreditanstalt für Wiederaufbau (German Development Bank) |
| kg | kilogramme |
| LCN | Lesotho Council of Non-Government Organisations |
| LGSC | Local Government Service Commission |
| LHDA | Lesotho Highlands Development Authority |
| LRAP | Livelihoods Recovery through Agriculture Programme |
| m | metre |
| MAFS | Ministry of Agriculture and Food Security |
| MDTP | Maloti Drakensberg Transfrontier Conservation and Development Project |
| mm | millimetre |
| MFLR | Ministry of Forestry and Land Reclamation |
| MOLG | Ministry of Local Government |
| MOU | memorandum of understanding |
| MOV | means of verification |
| MRA | Managed Resource Association |
| project | Medium Size Project |
| MTEC | Ministry of Tourism, Environment and Culture |
| NAP | National Action Programme |

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|---|---|
| NCSA | National Capacity Self Assessment |
| NEAP | National Environmental Action Plan |
| NES | National Environment Secretariat |
| NEX | National Execution |
| NGO | non-governmental organisation |
| NRM | natural resource management |
| OP | Operational Program |
| PDF A | Project Preparation and Development Facility – Block A |
| PELUM | Participatory Ecological Land Use Management |
| PIR | Project Implementation Review |
| PPG | Project Preparation Grant |
| PRSP | Poverty Reduction Strategy Paper |
| PSP | Priority Support Programme |
| PY | project year |
| RCU | Regional Coordinating Unit |
| RMA | Range Management Area |
| RMD | Range Management Division |
| ROAR | Result Oriented Annual Reporting |
| SANRMP | Sustainable Agriculture and Natural Resource Management Programme |
| SC | Steering Committee |
| SIP | Strategic Investment Programme |
| SLM | sustainable land management |
| SP | Strategic Priority |
| SWC | soil and water conservation |
| TPR | Tripartite Review |
| TTR | Terminal Tripartite Review |
| UES | Unified Extension System |
| UN | United Nations |
| UNCCD | United Nations Convention to Combat Desertification |
| UNDDC | United Nations Drylands Development Centre |
| UNDP | United Nations Development Programme |
| UNFCCC | United Nations Framework Convention on Climate Change |
| USAID | U.S. Agency for International Development |
| WB | World Bank |

# 1. SECTION I: Elaboration of the Narrative

## 1.1. PART I: SITUATION ANALYSIS:

### 1.1.1.    Context & Global Significance

**Environmental Context**

1. Lesotho is a largely mountainous country of 30,350 square kilometers with a temperate continental climate. It ranges from 1,388 m above sea level on its south western border to an altitude of 3,482 m in its eastern mountains. The country is divided into four agro-ecological zones.

2. The lowlands form a strip along the northern and western sides, ranging in altitude from approximately 1,400 m to about 1,800 m above sea level. This zone, which makes up 18% of the national area, offers moderate to good conditions for crop and livestock production, with rainfall ranging from about 800 mm per year in the north to 600 mm in the south. These conditions, the better infrastructure and the location of the capital and most other towns in the lowlands mean that 59% of the 1996 population lived in the lowlands – a proportion that has undoubtedly risen since then. Although some soils are fertile and well structured, intensive use has lowered soil fertility in many areas and large parts of the zone have soil that is highly erodible. Soil erosion is therefore widespread and major erosion gullies or dongas are a common feature. One study of Lesotho[1] concluded that five sets of human factors have accelerated the degradation of Lesotho's often naturally erodible and infertile soils. These are the removal of vegetation by cultivation, grazing, burning and settlement; continuous single cropping and related farming practices; overgrazing; failure to maintain conservation structures; and poor drainage from roads. In the lowlands, there is significant variation in annual rainfall totals and in the distribution of precipitation within the summer rainy season. Crop failures are therefore common, and are exacerbated by other climatic hazards such as hail and early frosts. Pastures are limited by intensive cultivation and relatively dense human settlement. Traditionally lowland livestock have been sent to mountain pastures each summer, but this transhumance is now less common. The restricted grazing areas within the lowland zone are heavily used and significantly degraded.

3. Lesotho's foothill zone constitutes a long, narrower strip of broken topography adjacent to the lowlands and typically separated from them by an escarpment of Cave Sandstone. Comprising 8% of the national area and accommodating 12% of the 1996 population, the foothills rise from approximately 1,800 m to 2,200 m above sea level. Although mean temperatures are lower than in the lowlands and the growing season somewhat shorter, agricultural conditions are on balance better due to a wider distribution of productive and rather less erodible soils. Pastures constitute a slightly higher proportion of this zone than of the lowlands, due to the more extensive mountain slopes. But, as in the lowlands, they are widely degraded. Except where they fall within the Tsehlanyane protected area in Leribe district, remaining pockets of indigenous forest cover are under intense pressure, as woody biomass is badly needed for heating and cooking fuel. Government has had some success in promoting community woodlots since the 1970s. Of approximately 10,860 ha of woodlots planted, about 6,200 ha were found to be in productive condition across Lesotho in a 1995-96 inventory.

4. The **mountain** zone occupies the bulk (66%) of Lesotho, which is often known as the 'mountain kingdom'. It rises from approximately 2,200 m above sea level to the country's (and southern Africa's) highest point at 3,482 m in Mokhotlong district. The environmental context for livelihoods in this zone is harsh, although human settlement is widespread (23% of the 1996 national population) and almost the entire area is used for livestock or crop production. Although annual precipitation reaches 1,200 mm in the northern mountains, it is below 600 mm in some central and southern areas due to rain shadow effects associated with the Senqu River valley (see below), and crop production is severely constrained by the short growing season – despite productive soils in some valley bottoms. Frost can occur in any month of the year (mean annual frost risk is 276 days compared with 111 days in the lowlands), and periodically there are substantial livestock losses due to heavy snow. Normal daily winter minimum temperatures in this zone are -6.3° C. The mountains also

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[1] Schmitz, G. and Rooyani, F., 1987. *Lesotho: geology, geomorphology, soils*. Roma: National University of Lesotho.

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provide the catchments for Lesotho's 'white gold', the water that is captured by the Mohale and Katse dams of the Highlands Water Project and sold through tunnels to South Africa after generating hydroelectricity at 'Muela in the foothills of Butha-Buthe district. They are the site of globally significant Austral Afro-alpine vegetation and related ecosystems and biodiversity. The Maloti-Drakensberg system, of which the Lesotho mountains constitute the major part, is home to at least 2,153 species of plants, with a high degree of endemism. The most sensitive areas are the sponges at the sources of the major rivers, which play an important role in regulating stream flow and are now heavily degraded. However, the entire mountain zone is subject to ecosystem degradation, due largely to poor range management. Although the mountains of Lesotho are inherently good livestock country, ground cover is poor, due not only to heavy grazing but also to collection of woody biomass for fuel. Invasion of alien plant species also threatens ecosystem integrity. Through their biodiversity, ecosystems and catchment functions, the Lesotho mountains deliver important global environmental benefits. These benefits are currently threatened by poor management that this project will address.

5. The Senqu Valley is the fourth of Lesotho's agro-ecological zones and is largely surrounded by the mountain zone. It runs from Lesotho's lowest point on the western border, where the Senqu (Orange) river runs into South Africa, and extends north east into the mountains. It is distinguished by the rain shadow effects with which it is associated, and thus does not extend to the headwaters of the Senqu near the north eastern border. Its margins lie at about 2,200 m above sea level. Rainfall in the valley is largely below 600 mm per year. Despite higher temperatures, the low precipitation and typically poor and erodible soils limit the agricultural productivity of this zone, which constitutes 8% of the national area and was home to 6% of the 1996 population. Harsh conditions in this largely remote zone are reflected in its declining share of the national population – down from 11% in 1976. Poverty mapping of Lesotho shows the highest proportions of poor and very poor households in the mountain and Senqu Valley zones.

6. Lesotho's environment is intensively populated and used, considering the inhospitable terrain and harsh climate. A 1968 study[2] estimated that 8.6% of the kingdom's land area was primarily suitable for semi-intensive cultivation, and 4.2% was suitable for extensive cultivation. Following further decades of land degradation, it is currently estimated that 9% of the country is arable. Although the national population density is about 61 per square kilometer, the 1996 census calculated a national mean of 588 per square kilometer of arable land, ranging from 313 in mostly lowland Mafeteng district to 911 in Mokhotlong district, which lies entirely in the mountain zone and has less arable land. In Mafeteng, the overall population density in 1996 was 100 people per square kilometer; in Mokhotlong, it was 21[3]. FAO (2005) estimated that 76.9% of the land is under pasture (20,000km$^2$), with livestock contributing 51.4% of GDP. Although livestock densities vary widely, they are generally high, exceeding 60 Livestock Units[4] in the mountain zone.

7. This project will focus its pilot activities in the mountain zone. In this zone, as has just been shown, there is high pressure on available arable land but intensive use also of the much larger grazing areas. These provide not only pasture, but also fuel, wild vegetables and medicinal plants, as well as sheltering globally significant biodiversity and generating important environmental services as the catchment for some of southern Africa's major river systems. At the same time, the mountains are where Lesotho's poverty is most extreme and where the condition of natural resources can make a vital difference to livelihoods.

**Socio-Economic Context**

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[2] Bawden, M.G. and Carroll, D.M., 1968. The land resources of Lesotho. Tolworth: Land Resources Division, Directorate of Overseas Surveys *Land Resource Study* 3.
[3] Bureau of Statistics, Government of Lesotho, 1998, *1996 population census analytical report: volume IIIA: population dynamics.*
[4] Livestock units Densities based on total land suitable for production; Livestock Units Conversion Factors are cattle – 0.5, sheep and goats -0.1, pigs – 0.2 and poultry 0.01 Source – Lesotho Livestock Briefs (FAO – 2005a)

8. Lesotho's 1.8 million people constitute a nation that is largely homogenous, both ethnically and linguistically. The large majority of the people are Sesotho-speaking members of the clans whom the first king, Moshoeshoe, united to resist Zulu and settler attack in the early 19th century. Xhosa-speaking minorities in southern Lesotho are largely integrated into local communities, social and governance structures, although they retain some different cultural features. The history of Lesotho is a history of resistance to political and livelihood vulnerability, characterised first by efforts to retain independence in the face of hostile incursions and later by many decades of resistance to – and dependence on – surrounding apartheid South Africa. Part of this resistance was successful exclusion of all white settlement from Lesotho, apart from very small numbers of missionaries and traders. The dependence resulted from Lesotho's 19th century loss of much of its best arable land to South Africa and the immigration of South African blacks fleeing oppression – all resulting in higher population densities that had to be relieved by migrant wage employment in South Africa. This in turn increased the kingdom's commercial integration with its neighbour and increased the need for cash income to participate in a monetised economy. Pressure on natural resources forced settlement expansion throughout the inhospitable mountain zone by the early 20th century. The kingdom's indigenous political system of chiefs under a king remains operational. Although an elected Parliament and Cabinet now have much greater influence, chiefs remain important figures in rural society and have traditionally been responsible for natural resource management.

9. Livelihoods in Lesotho are characterised by poverty and an integral dependence on the natural resource base and off-farm economic activities. Traditionally the latter have focused on migrant labour to the mines and farms of South Africa, but mining opportunities have collapsed over the past decade, more than halving the number of Basotho men working in the neighbouring country's mines. Meanwhile, urbanisation and expansion of peri-urban settlements within Lesotho have accelerated (primarily in the lowlands), and there has been significant growth in formal and informal sector employment in the capital Maseru and other major centres. The largely Asian-owned garment factories in these lowland towns now employ almost as many Basotho people (mostly women) as the South African mines, but at much lower wages and with significantly less job security. There are major gender implications for many households as women become the wage earners and unemployed men try to redefine the masculinity that earlier generations established through migrant labour. While many households must now seek more of their subsistence in local urban, peri-urban and off-farm employment, economic trends have led to a new realisation of the importance of the natural resource base in livelihoods.

10. Rural Basotho must combine sub-subsistence agriculture with whatever non-agricultural income sources they can find. The agriculture typically involves some low-yielding field crop production, extremely limited vegetable production in homestead gardens (currently actively promoted by government and NGOs because of the labour and nutritional advantages for households living with AIDS) and diminishing amounts of livestock production. Maize is the staple crop, despite its unsuitability for the erratic climate and short growing season (although early maturing varieties have been introduced in the mountains). Much lower amounts of sorghum, wheat, beans and peas are also grown. Yields are low: in 1993, only 8% of households could produce 180 kg per person per year, which is the FAO standard for food self-sufficiency. In 1999, this proportion had fallen to 3%. The amount of arable land available per household has fallen steadily throughout the 20th century. About a third of rural households now have no fields, and the mean total arable holding for those who do is about one hectare. This increases the importance of conserving the soil and water on these limited areas and managing this scarce land resource sustainably.

11. Households have clearly defined individual rights to fields and residential sites (which typically include a small garden). However, there is no freehold in Lesotho. All land belongs to the nation, and customary allocations or grants of arable and residential rights in terms of the 1979 Land Act are subsidiary to this overall national title. Under a currently proposed Land Bill, such allocations under the 1979 Act would be converted to primary leases; there would still be no absolute private title to land. The rest of the rural landscape is communally owned. Traditionally, the King's ownership of the commons on behalf of the nation has been administered through the hierarchy of Principal and subordinate chiefs, although this system

has recently been changed (see below). The new arrangements have not changed the principle of community ownership of, and management responsibility for, the pastures and related resources that occupy most of Lesotho – especially in the mountain zone.

12. In all zones, however, the livestock sector that depends on these pastures is in decline because of rampant stock theft (symptomatic of broader governance failings), deteriorating clip quality and marketing arrangements for exported wool and mohair (symptomatic of institutional problems) and declining range condition (again reflecting institutional shortcomings that lead to poor pasture management). The poorer a household is, the greater its dependence on wild plants collected from the commons: wood and brush for fuel, which very poor people sometimes also sell to the better off; wild vegetables; and medicinal plants. However, all these wild resources are almost universally used in rural livelihoods. It is only the very richest families that can use gas or paraffin as fuel or resort entirely to commercial medicines and cultivated vegetables.

13. Poverty is spreading and deepening in Lesotho. The PRSP states that although 58% of the population was classified as 'poor' in both 1986/87 and 1994/95, the proportion classified as 'ultra-poor' grew from 35% at the first date to 39% at the second. A recent study commissioned by CARE found 60% of a national sample of households above a poverty line in 1993 but only 46% above the equivalent poverty line in 2002. Repeated national poverty studies have found that poverty is worst in the mountain and Senqu Valley zones. However, an inverse distribution is found for some traditional indicators of the quality of life, such as numbers of fields held and livestock owned. Not surprisingly, Maseru and some other lowland areas score worst on these indicators.

14. The mountains are the zone of greatest livelihood vulnerability in Lesotho, and also of the greatest environmental vulnerability relative to this zone's global environmental significance. The mountains are only marginally better off than other parts of Lesotho with regard to the nation's worst ever crisis – the current HIV/AIDS pandemic. Lesotho has the third highest HIV prevalence rate in the world, at 29% of people aged between 15 and 49. An estimated 57% of the infected adults are women, and 75% of HIV positive Basotho aged between 15 and 29 are female. In addition to the 300,000 adults estimated to be living with HIV at the end of 2003, approximately 20,000 children were also HIV positive and 90,000 had lost one or both parents to AIDS. An estimated 29,000 Basotho died of AIDS in 2003. Mainly due to the pandemic, the birth rate fell from 31 per 1,000 of the population in 2000 to 27 in 2005. The PRSP quotes projections that the kingdom's population may not rise above its present level or could even fall significantly "if no fundamental changes are brought about on a national scale". Life expectancy in Lesotho has declined from 60 in 1991 to 35 in 2005 (LVAC, 2005: 11). New and vulnerable forms of household are being created at an accelerating rate as children are orphaned and either survive as child-headed households or are cared for by grandparents (or other relatives). Men who have lost wives are often ill equipped to care for their children and sustain the household economy.

15. The HIV/AIDS pandemic is creating new vulnerability for livelihoods as households lose labour for income generation, particularly in cash earning sectors. They face constraints in field and garden crop production, although they may be able to overcome some of these, as CARE studies of gardening techniques and sharing mechanisms have demonstrated. The pandemic also creates new institutional and related environmental vulnerabilities. Local resource management institutions, like the rest of the social fabric, are losing key human resources to AIDS, with consequences for environmental governance. The deeper poverty caused by AIDS increases dependence on the collection of wild resources. Heating washing water for AIDS patients and cooking at funeral feasts for AIDS victims both increase dependence on fuel wood collection from an already denuded landscape.

**Institutional context**
16. For most of its history since independence in 1966, Lesotho has been a constitutional monarchy with a conventional, largely centralised administrative system of Ministries represented in a Cabinet. The quality of democracy has varied. The ruling party lost the first post-independence elections but held on to power. It

developed a one-party state that was overthrown in 1986 by the military. The soldiers reinstated parliamentary democracy with elections in 1993. Although party politics have been volatile and there have been periods of instability and unrest, the democratic system has been better rooted with the introduction of a new electoral system in 2002. Many local government functions were fulfilled from independence until 2005 by the network of chiefs and headmen. These traditional authorities were responsible for land administration, receiving applications and allocating rights on joint behalf of the King and the Commissioner of Lands, a civil servant in the Ministry of Interior (now Local Government). They were also responsible for range and other natural management, such as the control of tree felling and the harvesting of reeds and grasses.

17. In central government, the Ministry of Agriculture has been responsible for most natural resource management activities through much of independent Lesotho's history. It established a Range Management Division (RMD) in 1979 that worked with some success in the 1980s to build on indigenous concepts of natural resource management and establish range user groups, Grazing Associations (GAs) that had clearly defined and exclusive rights to delimited Range Management Areas (RMAs), under the authority of the relevant chief. With support from USAID, the RMD was able to provide some GAs with facilities and infrastructure such as breeding stock, auction yards and marketing linkages that were meant to increase GA members' incomes and enhance their motivation to manage and use their natural resources sustainably. Developing and sustaining such user groups has proved to be a viable strategy but one that requires careful extension support in order to develop the required local institutional capacity and facilitate the necessary local political understandings – for example, between chiefs and associations, and between associations and excluded neighbouring resource users.

18. In 2003 a new Ministry of Forestry and Land Reclamation (MFLR) was established, comprising several sections of the Ministry of Agriculture and Food Security (MAFS). These include the RMD, the Department of Forestry, the Department of Soil and Water Conservation and the Department of Nature Conservation (then responsible only for a single National Park at Sehlabathebe in the south eastern mountains). This Ministry now has leading technical responsibility for SLM and community-based NRM.

19. A number of other Ministries and agencies of the Lesotho Government have environmental responsibilities. The Ministry of Tourism, Environment and Culture (MTEC) houses the National Environment Secretariat (NES), which was established in 1994. The Director of NES is the national focal point for; inter alia, the GEF and the UNCCD. MTEC also accommodates the GEF-funded Maloti Drakensberg Transfrontier Conservation and Development Project (MDTP), a joint Lesotho-South Africa project that operates in the high eastern mountains of Lesotho and adjacent areas of KwaZulu-Natal. The Ministry of Natural Resources co-ordinates the energy, water and minerals sectors. Its responsibilities include the Lesotho Highlands Water Project, another South Africa-Lesotho project, which is implemented in the kingdom by the Lesotho Highlands Development Authority (LHDA). UNDP-GEF has collaborated with a number of Government agencies, notably in implementation of the Conserving Mountain Biodiversity in Southern Lesotho project.

20. Several non-governmental organizations (NGOs) are active in SLM work, primarily at the level of individual resource users. They focus on environmentally sustainable land use practices that can enhance the livelihoods of the poor, such as organic farming methods and the indigenous Machobane Farming System of year-round multi-cropping and risk aversion. One such organization is the Lesotho branch of the Participatory Ecological Land Use Management (PELUM) association, which is also one of the two organizations representing African civil society on the Board of the TerrAfrica initiative. Many of the Lesotho NGOs committed to SLM belong to the Lesotho Council of NGOs, which sits on the Steering Committee of this project.

21. In addition to national NGOs, some international NGOs operate in Lesotho, including Skillshare International, World Vision and CARE. CARE Lesotho was established in 1968. Over time, the organization has shifted its emphasis from relief to development. It has worked extensively on rural livelihoods and HIV/AIDS issues in recent years. Through its recent Training for Environmental and Agricultural Management project and its Livelihoods Recovery through Agriculture Programme (LRAP) it has focused

on small-scale sustainable land and water management at household level, with an emphasis on using enhanced soil and water management to increase homestead food production by households afflicted by HIV/AIDS. LRAP has also worked with MAFS to develop the national Unified Extension System (UES), which emphasizes participatory community planning. Another recent CARE activity, the Highlands Community Forestry Project (HCFP), worked with LHDA to promote tree planting and other SLM measures in Highlands Water Project areas. HCFP worked with Interim Community Councils to build their NRM capacity.

22. At national and local levels, the institutional context for SLM has been transformed since the local government elections of April 2005. These were the first elections held under the Local Government Act of 1997, and they brought into operation the new system of 128 Community Councils and ten District Councils provided for by that Act. All of Lesotho now falls under the jurisdiction of Community Councils, with the exception of the city of Maseru and certain high altitude cattle post areas. Traditional arrangements for the management of these high mountain pastures by the 22 Principal Chiefs have been retained, as their users often come from more than one Community Council area. Replacing the interim bodies mentioned above, the nine to 15 elected members of each new Community Council have a range of responsibilities under the Act. These include local development planning, land administration and the allocation of land rights, and the management of natural resources. Although local chiefs choose two of their number to sit on each Community Council, the Act transfers all the chiefs' NRM powers to the new Councils (in the latter's areas of jurisdiction). The Ministry of Local Government (MOLG), supported by GTZ, is now engaged in an intensive programme of training for Community Councils, focusing on development planning and management functions.

23. Meanwhile, as the nation faces the multiple challenges of launching its new local government system, it has become clear that Community Councils are not a very local form of local government. Many are responsible for areas of several hundred square kilometres comprising several dozen villages each. They cannot undertake truly local administration of NRM or anything else in the way that chiefs and their subordinate headmen could. Although Lesotho cannot afford another formal level in local government structure, some arrangement is necessary to fill the gap between Community Councils and their constituents.

24. Lesotho is divided into ten administrative districts, which have traditionally served simply as a middle level in the hierarchical structure of a centralised formal government system. Recent reforms not only installed the new local government structures outlined above, but also introduced radical decentralisation of government structures and services. All district staff of ministries such as Agriculture and Forestry and Land Reclamation now fall under the administrative authority of District Secretaries (Local Government Service Commission (LGSC) employees who are ex officio secretaries of the District Councils) and have themselves been transferred to the LGSC. Field staff of these Ministries report to Community Council Secretaries in the same way. Technical programming and guidance continue to be provided by the line Ministries, but recurrent budgets have been redirected through the Ministry of Local Government to the new local authorities.

25. While technical advice and capital funding for SLM continue to be provided by MFLR, the field responsibility for planning and implementing SLM now lies with Community Councils (except in high altitude cattle post areas, which remain the direct responsibility of Principal Chiefs). Major challenges lie ahead as communities grapple with the transfer of authority over NRM from the chiefs to these new bodies, and as Community Councils and their constituents try to fill the governance gap between the Councils and resource users.

26. The central problem is that the Kingdom of Lesotho has suffered severe land degradation in both cultivated lands and the range resource complex for many decades. The threats to land in Lesotho can be classified along the two major production systems: cultivated lands and the range resource complex. Cultivated lands are threatened by water and wind erosion; declining soil fertility; sediment deposition on and outside cultivated areas; increasing variability in stream flow and lower water tables. Similarly, the range complex is threatened by reduced ground cover due to over-grazing and fuel collection; wind and water erosion of soils;

declining soil fertility affecting pasture productivity, woody biomass and biodiversity; and hydrological instability leading to variable stream flows and off site sediment deposition within and beyond Lesotho.

## 1.1.2.     Threats, Root Causes & Barriers:

27. A detailed matrix of land degradation threats and root causes is presented in Annex 1. This project takes a broad view of the SLM challenge. The land resources that must be sustainably managed comprise cultivated land as well as the 'range resource complex' – the set of communally owned and managed resources that generate local livelihood benefits as well as global environmental benefits. The two types of land resource are integrated in the rural Lesotho landscape, and the threats to them have intertwining causes and impacts. Degradation of the range resource complex can damage cultivated land, and vice versa. Furthermore, as the matrix shows, both landscape elements are threatened by unplanned expansion of residential and commercial land uses. This expansion, currently rampant in the lowlands but noticeable in the other agro-ecological zones too, not only takes land out of crop and livestock production but can have damaging consequences for hydrology, biodiversity and air and water quality. Because of the low levels of industrialization in Lesotho, land being taken over by unplanned urbanization tends to be lost to agriculture without compensatory returns. The poorest and most vulnerable people in Lesotho are found in such unplanned urban settlements. Stronger governance through land use planning and zoning is required. The new local authority system of Community Councils creates potential in this regard.

28. The threats leading to degradation of cultivated land include water and wind erosion; declining soil fertility; sediment deposition on and outside cultivated areas; and various hydrological symptoms, notably increasing variability in stream flow and lower water tables. The degradation threat to the range resource complex includes reduced ground cover due to overstocking, over-grazing and fuel collection; wind and water erosion of soil; declining soil fertility affecting pasture productivity, woody biomass and biodiversity; and hydrological instability leading to variable stream flows and off site sediment deposition within and beyond Lesotho.

29. The threat and root cause analysis matrix in Annex 1 shows an interlinked set of causes of degradation of cultivated land. One common problem in Lesotho's topography is that degradation of range land areas can exacerbate water erosion of cultivated land down slope. On cultivated areas themselves, soil conservation structures have been in place for many decades but are not always well maintained. This can not only reduce such structures' conservation efficacy but actually accelerate erosion in some instances. Although Basotho cultivators are well aware of the need to conserve water in their climatic context, there are many ways in which their soil and crop management fails to do this sufficiently, so that soil structure is sub optimal and water is often lost to crops. Despite the recent efforts of NGOs to promote organic and related cultivation practices, many of which are now endorsed by MAFS, there is not enough circulation of existing knowledge about SLM practice for cultivated land.

30. Poor governance is the root cause of degradation of the range resource complex. These are common pool resources, which means that their sustainable management is more of a governance challenge than a technical one. There are certainly many technical issues to be addressed, such as overgrazing of some areas and species of pasture, the encroachment of less palatable and alien species, the removal of woody biomass for badly needed fuel (partly driven by the lack of alternative energy sources and inefficient energy technologies) and occasional technical errors (despite substantial indigenous knowledge) in decisions about the opening and closing of grazing areas to livestock. However, over and above these technical issues, the fundamental problem is rural resource users' willingness and ability to govern their own resource use – given that central state authorities lack the resources to tackle the politically impractical option of imposing SLM on local people. The legitimacy of chiefs as local NRM authorities has been dwindling in recent years, as has their legitimacy in other spheres of local governance. Now, their NRM authority has been transferred to new, untested Community Councils. Already, it is clear that these Councils, whatever their legitimacy, will be unable to reach down to the truly local level and administer the detail of SLM from one valley and mountain pasture to the next. While encouraging and appropriate in many ways, Lesotho's local government reforms

will not in themselves be able to resolve the root cause of degradation of the range resource complex. Nationwide training programmes are under way to build the new Community Councils' capacity in general development planning and management, but these programmes do not focus on SLM issues. Only a limited amount of small-scale pilot work has been done with selected Community Councils in Butha-Buthe, Mokhotlong and Qacha's Nek districts by the GEF-funded MDTP.

31. The threats and root causes set out in Annex 1 and summarised above can be seen as a series of barriers to SLM in Lesotho. These barriers take three main forms.

## Governance Models:

32. Technical methods and models for SLM in Lesotho are generally available. Particularly with regard to the sustainable management of in-field resources for crop production, a suite of soil and water conservation and conservation farming methods can be readily proposed by MFLR and MAFS. In range management too, the key technical elements of SLM are known. The primary challenge is not technical, but institutional. It lies not in management of individual fields and gardens by individual cultivators, but in the management of the whole natural landscape by the communities that are responsible for and dependent on it. The primary barrier to SLM in Lesotho is the lack of proven, replicable governance models for the management of natural resources by contemporary community institutions. Indigenous models of management by traditional authorities have been superseded by economic, political and institutional change. The new local authorities, the Community Councils, have no institutional model for NRM. They lack governance mechanisms that could organise and empower resource users as resource managers at the truly local level. The lack of such mechanisms constitutes an immediate and serious barrier to exploiting the promising potential of the new local government system for enhanced SLM in Lesotho (and achievement of key objectives of the country's UNCCD NAP). To take root and consolidate its legitimacy, this new system needs to be seen to be taking real steps towards effective SLM with minimal delay. If such delays do occur, there is a real threat that the existing progress might be set into reverse. The current institutional vacuum is a serious barrier to SLM that requires urgent attention.

## Capacity

33. Linked to the barrier posed by the lack of institutional models for SLM in Lesotho is the lack of local and national capacity to adapt and scale up such models as they emerge. This is a threefold capacity constraint, and it exists at two levels: that of resource users and their local institutions (Community Councils) and that of GOL staff. The first dimension of the capacity barrier concerns the conceptual ability to embrace community-based institutional approaches to SLM. Given Lesotho's indigenous tradition of CBNRM, this capacity can easily be developed at resource user level, once people make the conceptual leap to accepting Community Councils and subsidiary institutions, rather than chiefs, as SLM agents. At civil service level, technocratic attitudes still have to be overcome. Although participatory planning approaches appear to have been enthusiastically adopted, for example in the new UES of MAFS, there is still a tendency to go through the motions of these approaches rather than embracing the spirit of community ownership of planning and management processes. Here the conceptual barrier remains significant. The second dimension of the capacity barrier concerns the relevant human resources: natural resource users in their local institutions, and the GOL staff who should support them. Once sustainable, replicable institutional models for SLM have been agreed, Community Council members, staff of local authorities (notably Community and District Council Secretaries) and subsidiary representative structures need to understand how they work. The current gap in knowledge of how to tackle SLM in the evolving institutional context is a significant barrier. The third dimension of the capacity barrier is operational: once resource users, local authorities and GOL have a conceptual grasp of viable SLM approaches and how they are meant to work, they must still develop an operational understanding and programme in order to replicate these models across Lesotho. Too often in the past, promising models have not been replicated beyond the pilot stage. The third element of the capacity barrier thus concerns the ability of government and community systems to work efficiently together in rolling a viable SLM approach out across all ten districts.

**Knowledge management:**

34. As was noted above, there is no shortage of technical ideas about SLM in Lesotho. Many people are concerned about land degradation and committed to doing something about it. However, the nation's SLM knowledge base is scattered and fragmented, and is more technical than strategic. The commonest problem is that policies, strategies and programmes refer to technical SLM measures without explaining adequately the institutional and governance frameworks through which these measures can be made effective. Apart from a small conservation farming network group that was recently launched, there is no SLM knowledge management taking place in Lesotho. The nation lacks any force or agency to stimulate and circulate technical and, especially, institutional thinking across the country about how to make SLM work at scale. This interaction is needed among and between resource users, local authorities, central government Ministries and the several NGOs active in the sector.

35. The current lack of active debate and exchange of ideas in the sector is a significant barrier to achieving SLM and the corresponding goals of Lesotho's PRS. Notable gaps in analysis and understanding concern the economics of natural resource conservation and the links between land tenure and SLM. The former was analysed in the context of soil conservation in the 1970s, but has had little attention since. The latter issue is the subject of frequent pronouncements to the effect that current tenure arrangements discourage conservation; but this alleged relationship between tenure and conservation has not been objectively analysed. Without knowledge management built on appropriate data and analysis, models cannot be developed and capacity cannot be built.

### 1.1.3. Stakeholder Analysis

36. The key stakeholders relevant to the promotion of SLM include natural resource users; Community Councils; chiefs; several GOL Ministries; the National Environment Secretariat; UNDP; CARE; NGOs; parastatals; and development agencies. The matrix in Appendix    summarises their capacity and relevance to this project's SLM objectives; their potential interests, and conflicts that might arise; and the roles they are likely to play in execution of the project.

### 1.1.4. Baseline Analysis

37. A number of current activities in Lesotho could contribute to overcoming the barriers outlined above, if linked to the incremental activities that will be undertaken by this FSP. The baseline activities described in the sections below are achieving a number of benefits for the country. But these benefits are often at a local scale, are poorly integrated and cannot create the conditions for national SLM, or global environmental benefits. Many of them include elements of model development and capacity building. Very little is being done in the fields of knowledge management for SLM and strategic financial mobilisation.

*Model development and capacity building*

38. With support from the United Kingdom Department for International Development (DFID) through CARE, the Ministry of Agriculture and Food Security (MOAFS) has been building its Unified Extension System (UES) over recent years. The UES, now operational throughout the country, also promotes participatory community planning that identifies agricultural and resource management priorities and often also specifies local needs in other sectors. Although details have not yet been specified, MOAFS may receive further DFID support for the consolidation of the UES through the Poverty Reduction Strategy Priority Support Programme (now in its inception phase), which focuses on the food security and job creation sectors.

39. With support from GTZ and UNDP, the Ministry of Local Government (MOLG) is currently training Community Councils in land administration under the 1979 Land Act (another of their responsibilities) and in community-based development planning and management, arrangements for which are currently being piloted. The processes of decentralisation of central government services and of strengthening local government through Community Councils are of central importance to Lesotho's current development

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strategy. The World Bank's draft Country Assistance Strategy (CAS) for its Financial Years 2006-2009 envisages support to this process from FY 2008.

40. The emerging local government development planning procedures produce 'Community Action Plans' at Community Council level. The UES facilitates the generation of different 'Community Action Plans' at the level of individual villages, or small groups of villages – below the level of the Community Council. The first steps have been taken by MOAFS and MOLG to reconcile and harmonize these procedures. They may involve adjusting the UES Action Learning Cycle so that it supports plan preparation at the level of each Electoral Division that makes up a Community Council.

41. The UES will be further consolidated in the three southern districts of Mafeteng, Mohale's Hoek and Quthing by the Sustainable Agriculture and Natural Resource Management Programme (SANRMP), funded with a loan of US$ 12m by IFAD over six years from 2005. SANRMP's resources are divided between agricultural activities and infrastructure under the auspices of MOAFS, and natural resource management work through MFLR. (Some work on livestock registration will be carried out with the Ministry of Home Affairs.) Activities to be supported by the programme and guided by land use planning and Community Action Plans under the UES include in-field SLM activities such as the renovation or construction of soil and water conservation structures; the promotion of conservation farming techniques such as minimum tillage; small and micro-scale water harvesting and spring harnessing measures; afforestation and individual household tree planting activities; pasture rejuvenation and work on range management with Grazing Associations. Although SANRMP design predated the establishment of Community Councils, the programme will now take these new institutions into account in its support for MFLR's NRM work.

42. Funded by the GEF through the World Bank, the Maloti Drakensberg Transfrontier Conservation and Development Project (MDTP) operates in both Lesotho and South Africa. The GEF grant for the project totals US$ 15.25m. Activities began in 2002 and are expected to terminate in late 2007. MDTP has been stimulating enhanced CBNRM in the high mountain areas along Lesotho's eastern and southern borders from Qacha's Nek district to Butha-Buthe district, taking into account the new roles and authority of the Community Councils. It has promoted the reformulation of selected Grazing Associations as Managed Resource Associations (MRAs) that would bring together organized groups of resource users such as livestock owners, medicinal plant collectors and handicraft makers to manage natural resources on behalf of, and with the legal authority of, Community Councils. Some Principal Chiefs have agreed that these MRAs should also manage adjacent high cattle post areas on their behalf. MDTP will continue its pilot support to three MRAs until it terminates, but there is currently no clarity as to whether there will be any further support to, or replication of, this promising SLM model. However, the World Bank's draft CAS envisages the possible development of a new GEF project in FY 2008 to scale up some of the interventions of the MDTP, with a particular emphasis on SLM and community woodlots.

43. The Lesotho Highlands Development Authority (LHDA) has a strong interest in the environmental health of the catchments of the Malibamatso, Matsoku and Senqunyane rivers that feed its Katse and Mohale reservoirs, as well as the 'Muela area around its hydropower plant and tail pond. It has therefore launched an Integrated Catchment Management (ICM) project for these areas, running from 2005 to 2010 with a budget of M18.8m (US$ 3.1m). The project is implemented on behalf of LHDA by the Snowy Mountains Engineering Company. Five Pilot Catchment Management Areas have been established in Thaba-Tseka district, and CBNRM planning and institution-building are being promoted in these areas in association with Community Councils. Ultimately, Catchment Management Authorities will be established for the Mohale, Katse and 'Muela catchments. Along with the MRAs being promoted by MDTP, the pilot support by LHDA to integrated catchment management are the most pertinent current efforts to develop SLM models with the new local government authorities.

*Knowledge management*

44. Although various NGOs seek informally to promote debate and joint activities in the SLM field, there is very little active SLM knowledge management currently taking place in Lesotho. One such activity is the

Conservation Farming Network Group (CFNG), for which FAO acts as facilitator. This group of NGOs, Ministries and researchers meets every six weeks and concentrates on SLM from the perspective of individual farmers and garden cultivators. One activity currently feeding into the group's work is a one-year baseline study of conservation farming in Lesotho. Its outputs will include a conservation agriculture map of the country, showing recent and current initiatives to promote this kind of SLM.

45. As part of an FAO project for 'Support to Vulnerable Households in Lesotho', a one year baseline study comparing conventional and conservation farming approaches has just been carried out. The intention of this study was to assess the impacts of conservation farming practices on food production, food security and socio-economic and environmental sustainability in Lesotho. It is hoped that this study will lead into a longer term process of monitoring the impacts of conservation farming in the country. As part of the initial study, a 'Conservation Agriculture Map' has been created, showing all the agencies involved in conservation farming in Lesotho, their activities and their areas of operation. It is intended that this 'map' will serve as a tool for, and will perhaps subsequently be updated by, the CFNG.

46. GOL and GTZ facilitate two ad hoc co-ordination groups which, although primarily focused on operational matters, also serve a valuable knowledge management function. MFLR and GTZ have organized a Watershed Development Task Team, which provides technical coordination and guidance to the Ministry's IWM work. More recently, MOLG and GTZ have launched an NRM Task Team that focuses on developing thought and action in MOLG and the local authorities about the latter's new NRM mandate (in terms of the Local Government Act, 1997).

*Associated activities*

47. As noted above, this FSP contributes directly to the objectives of the national Food Security Policy, which in turn is linked to the goals of the Poverty Reduction Strategy. GOL and DFID have launched a Priority Support Programme (PSP) for the PRS, one of whose two main components will support the National Plan of Action on Food Security. The total budget for this component over the next four years will be approximately US$ 1.75m (GBP 1m). The inception or planning phase for the PSP is not yet complete, so the activities it will support under the NRM component of the National Plan of Action cannot be specified at this stage. As MFLR is the lead Ministry for this element of the National Plan, however, it is anticipated that these PSP activities will be directly pertinent to this FSP.

48. In association with LHDA, the Ministry of Tourism, Environment and Culture is implementing the Highlands Natural Resources and Rural Income Enhancement Project with a total budget of US$ 8.5m, of which US$ 7.1m is provided by the African Development Bank. The five-year project has faced a number of implementation problems, but focuses on promoting community management of nature reserves originally established by LHDA. The remaining budget is M47m (US$ 7.52m).

49. Under its Technical Cooperation Programme, FAO launched a two year project for 'Support to Conservation Agriculture to Prevent Land Degradation' in 2005. Four catchment areas have been selected for these activities, which focus largely but not entirely on on-farm conservation agriculture activities. The main objectives are to demonstrate the value of conservation farming practice and to train farmers and extension staff in these approaches. The project budget is US$ 250,000.

50. Although led by the Ministry of Forests and Land Reclamation, the project will be implemented through the District, linking to the other Ministries programmes, particularly the Ministries of planning, agriculture and food security, local government, tourism, environment and culture. This will ensure that the project links to and builds on the considerable baseline funding in order to deliver global environmental benefits.

## 1.2. Project strategy

### 1.2.1 Institutional, Sectoral & Policy Context:

51. Lesotho has been grappling with land degradation, and its impacts on poverty, for decades. While some progress has been made, the socio-economic and institutional contexts for SLM have shifted substantially. A number of baseline activities, outlined above, are making important contributions in tackling the shifting challenges of SLM, spanning revised extension approaches, basic training for the new local authorities, and various project-based initiatives in soil and water conservation and CBNRM. Nevertheless, significant programmatic gaps must be filled if these baseline activities are to achieve the incremental progress and global environmental benefits that are within Lesotho's reach. Once again, these gaps can be defined in terms of three challenges: the development of viable, replicable SLM models and techniques; the building of the local and national capacity needed for these models, once proven and prepared, to be upscaled across the country; and the servicing of national SLM efforts with knowledge management that optimizes the distribution of facts and ideas across the sector and the nation.

52. **Governance Models:** the most fundamental gap for SLM is institutional. As has been explained above, a void has opened up between the lowest formal tier of local government, the Community Councils, and resource users. The much more local tier of administration, the chiefs, no longer has jurisdiction over NRM, although the better respected among them are still likely to wield informal influence. Already subject to declining standards of governance across rural Lesotho, the deteriorating quality of NRM will degrade further and faster if this institutional gap is not filled with a new governance model that links the inadequately local Community Councils – of which there are only 128 across the whole country – with livestock owners and plant resource collectors in each village and valley. This model needs to deal with amongst other things, the question of overstocking and overgrazing. The only steps taken to fill this gap have been the pilot efforts by the GEF-funded MDTP, which closes in late 2007, with a very limited number of Community Councils and Managed Resource Associations in three eastern and southern mountain districts. The sustainability of those pilot measures is far from assured, and there has been no attempt at all to fill the gap in the other seven districts of the country.

53. **Capacity:** a second major programmatic gap concerns the capacity to make any promising institutional model for SLM work across the country. While rural people have a sound conceptual grasp of how CBNRM can function, officials' perception of community-based approaches is often superficial. Deeper attitudinal change is needed before they can effectively embrace approaches focused on governance of resources and their uses by those users themselves. Part of the capacity gap is a conceptual gap. A conventional training gap must be filled too. A viable new SLM model for Lesotho will involve not only the new and unfamiliar Community Council but some sort of subsidiary, representative body of resource users – all functioning in synergy with a newly decentralized set of government services that are now answerable to local authorities. Resource users, local authority members and staff, civil servants and workers in NGOs and other development agencies have much to learn if they are to make SLM work in this new context, and make it work at national rather than pilot scale. Even when trained in how such new models should work, these many stakeholders must fill a further gap by identifying the operational modalities they will deploy to make SLM a national reality. The capacity gap is thus conceptual, educational and operational in character.

54. **Knowledge management:** part of the reason why a capacity gap needs to be filled is that the wealth of technical knowledge and the many concepts and ideas about SLM that exist in Lesotho are poorly circulated among the local and national stakeholders who ought to be applying them. Knowledge networks are nothing new in the country: indeed, they are somewhat discredited by the many brief or half-hearted attempts that have been made to operate them. The key lesson learned from these experiences is that knowledge networks set up and then dominated by outsiders are unsustainable. These networks tend to fail because government and other local agencies do not take ownership of them. Typically, they have not been mainstreamed into the structure and programmes of these agencies. At present the technical morale of workers in the SLM sector is

low because they have little intellectual synergy to inspire them. They know too little about each other's ideas or progress, however local or limited the latter may be. Lesotho has survived almost two centuries of political, economic and environmental vulnerability because of the technical and institutional resourcefulness of its people. There is no doubt that the current challenges of land degradation can be overcome if that resourcefulness is adequately networked between resource users, local institutions, national technical agencies and support services such as NGOs and development organizations. The knowledge management gap that needs to be filled spans the on-farm, in-field dimensions of SLM as well as the broader institutional challenges of managing the range resource complex sustainably. It includes two analytical gaps mentioned above, concerning the economics of SLM and the relationship between resource tenure and SLM. The required environmental knowledge needs to be networked holistically, not compartmentalized in sub-sectoral landscape elements.

55. The roots of much of Lesotho's environmental policy lie in the 1989 National Environmental Action Plan (NEAP), which identified rangeland degradation as one of the kingdom's key environmental problems, along with erosion and fertility loss of cultivated soil. Enhanced natural resource management on pastures and cultivated areas was consequently one of the main programmes of action proposed by the NEAP, linked to improved training and extension initiatives. Lesotho's Poverty Reduction Strategy Paper (PRSP) identifies protecting the environment as one of its eight national priorities. Its strategies for this purpose include a 'production through conservation' approach to crop farming, better biodiversity conservation, the promotion of renewable energy technologies, agroforestry, afforestation and more Grazing Associations. The five programme areas of Lesotho's updated National Action Programme (NAP) in Natural Resource Management, Combating Desertification and Mitigating the Effects of Drought (2005) include a series of technical measures to alleviate pressure on the natural resource base (such as conservation farming practices and promoting the participatory management of natural resources through Grazing Associations). The PRSP's commitment to more user groups as key agents in sustainable land management (SLM) is particularly pertinent to this FSP. By building a proven, replicable SLM model for Lesotho and strengthening the capacity and knowledge needed for its subsequent use across the country, implementation of this project will make a direct contribution to the kingdom's Poverty Reduction Strategy, to its Food Security Policy and to the fulfillment of its National Action Programme in response to the UN Convention to Combat Desertification.

56. The project satisfies the requirements under the Strategic Priorities for SLM Strategic objective 1. It is part of the GEF TerrAfrica's Strategic Investment Program for SLM in Sub-Saharan Africa (SIP) and will contribute to the SIP's Goal, by reducing land degradation in Lesotho - thus supporting the country in improving its natural resource based livelihoods. In addition it will contribute to the SIP's Development Objective of phases I and II, as it will on the one hand support Lesotho in designing, implementing and managing suitable SLM policies, strategies, and on-the-ground-investments, and on the other hand support efforts to pursue a programmatic approach to SLM scale-up. More specifically, the project will foster system-wide change through the removal of institutional, technical, capacity, policy and financial barriers to SLM, in line with the LD SO 1, 2 and 3. It will build capacity for achievement of SIP Intermediate Result 1: *SLM applications on the ground are scaled up in country-defined priority agro-ecological zones.* It will work directly towards Intermediate Result 2: *Effective and inclusive dialogue and advocacy on SLM strategic priorities, enabling conditions, and delivery mechanisms established and ongoing.* Its objectives also coincide with Intermediate Result 4: *Targeted knowledge generated and disseminated; monitoring and evaluation systems established and strengthened at all levels.*

57. The FSP's geographic focus for the development of SLM models will be the seven mountain Community Council areas of Maseru district (Nyakosoba, Likalaneng, Makolopetsane, Telle, Semonkong, Makheka and Ribaneng). Together, these Community Councils, some of which include parts of the foothills zone, cover an area of approximately 250,000 ha. The project will extend its attention to the high altitude cattle post areas that are scattered between these Community Council areas and that remain under the direct jurisdiction of Principal Chiefs. Mountain areas are the chosen emphasis of the project because this is the agro-ecological zone of greatest national and global importance, as a catchment for regional rivers and the location of key

biodiversity. As was explained above, it is also the zone where Lesotho's poverty is at its worst. Maseru district is selected because other, baseline activities are not taking place there and because it offers a good cross-section of the relevant environmental, economic, social and institutional issues: land degradation; the need for catchment management to safeguard water exports; social, demographic and land use change resulting from economic growth and urbanization; declining traditional institutions; the challenges of HIV/AIDS; and deepening mountain poverty. The model building activity will be co-financed with cognate efforts to develop integrated watershed management approaches in selected areas of lowland Maseru and Mohale's Hoek districts. The FSP will undertake capacity building and knowledge management work throughout Lesotho.

## 1.2.2 Project Rationale and Policy Conformity

58. The FSP will be carried out over four years starting in October, 2008. SLM takes two main forms in rural areas. First, there is the management of soil, water and related natural resources by individuals and households on their cultivated land – homestead gardens and fields, in the case of Lesotho. Secondly, there is the management of the 'range resource complex' across the rest of the landscape by groups, communities and local institutions – the pastures, household fuel biomass, and the other plant resources that grow in and around them (such as medicinal plants and plants used for handicrafts), as well as the soil that sustains all these plant resources. Water is, of course, a key element of this resource complex, but as hydrological conditions are largely a function of climate and of the management of soils and plant cover, it is not useful to focus on water management in the context of SLM by groups and communities in rural Lesotho.

59. Promoting SLM by individuals and households on cultivated land is largely the responsibility of MAFS and its partner NGOs through the UES and related interventions, although MFLR also makes technical inputs through soil and water conservation activities on farm land. While vital to livelihoods and ecosystem functioning in Lesotho, this kind of SLM is less directly relevant to the global environmental concerns and benefits on which this FSP focuses than SLM on the uncultivated rural landscape – the 'range resource complex'. Notably through ongoing support to the UES by the DFID-funded Priority Support Programme (see above), and through the on-farm elements of MFLR's Integrated Watershed Management programmes, SLM on cultivated land will continue to be promoted in the years ahead. This SLM FSP will primarily be directed to group- or community-based NRM across the rest of the rural landscape. SLM model development and capacity building will focus on the range resource complex.

60. Knowledge management work, however, will address the full spectrum of SLM challenges in Lesotho, recognizing their integrated nature and the need for an integrated understanding of how to tackle them. Knowledge management activities under the project will stimulate awareness and exchange of information and ideas about SLM on cultivated and uncultivated land, in order to counter compartmentalized or 'silo' analysis and operations by MAFS, MFLR and the NGOs active in the sector.

61. As explained above, valuable lessons were learned from an earlier GEF-funded activity in Lesotho, the Montane Grasslands Project. Currently, much more direct experience is being gained through the pilot work of the GEF-funded Maloti-Drakensberg Transfrontier Conservation and Development Project (MDTP). This project has worked hard to rebuild the concept of resource user groups taking direct responsibility for NRM in their areas. Recognizing the significance of the local government elections of April 2005, the MDTP then investigated how such user groups should relate to the new Community Councils. On the basis of this investigation, it began to pilot a small number of multi-resource Managed Resource Associations, which would undertake the detailed local work of NRM on behalf of, and with the legal authority of, their local Community Councils. In at least one case, there has also been promising progress in arranging for such an MRA to manage adjacent cattle post areas on behalf of the Principal Chief who has jurisdiction there.

62. The MDTP is now consolidating this pilot progress with three MRAs and is unlikely to begin work with additional user groups before it terminates in late 2007. This FSP will build directly on the foundations laid

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by the earlier GEF-funded work. One possible scenario outlined above is that, in 2008, a new GEF-funded activity following up on the MDTP may have been negotiated and launched by the World Bank. This potential new programme might in turn pick up from this FSP as the latter moves towards termination, and support the upscaling of the proven SLM model that this project will by then have elaborated and piloted.

63. UNDP is facilitating a National Capacity Self-Assessment for Global Environmental Management (NCSA), which is funded by a GEF grant of US$ 200,000 and is coordinated by the National Environment Secretariat. Through this activity, Lesotho is assessing its capacity to implement five multilateral environmental agreements: the UNCCD, the UN Framework Convention on Climate Change (UNFCCC), the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES), the Ramsar Convention on Wetlands and the UN Convention on Biological Diversity (CBD). The project, which was launched in late 2005, is supervised by a Joint National Committee, chaired by PELUM (see above). Through PELUM, UNDP and possibly other agencies participating in the NCSA process, there will be cross membership with the Steering Committee proposed for this FSP.

## 1.2.3 Project Goal, objectives, outcomes and activities:

64. A logical framework matrix is presented in Annex 2. The goal to which this FSP will contribute is that: **"Sustainable land management provides a strong base for sustainable development and ecosystem restoration in Lesotho to support better livelihoods and provide a range of global environmental benefits"**.

65. By addressing the identified programmatic gaps and working in synergy with baseline and co-financed incremental activities, the project will work towards the following objective: *Supported by a knowledge management network, Lesotho begins to alleviate poverty, achieve more sustainable livelihoods and deliver global environmental benefits on the basis of enhanced local and national techniques, approaches, capacity and strategy for up scaling successful SLM.* To achieve this objective, the FSP will work towards three Outcomes:

66. **Outcome 1:** *Proven, strengthened, participatory, replicable models and techniques that successfully overcome current institutional and governance barriers to SLM, strengthen country partnerships and integrate SLM into country programmes are ready for national implementation.* In its work to build viable SLM models for subsequent upscaling across Lesotho, the FSP will focus on filling the resource governance gap between Community Councils and the truly local level of resource users. Both the GEF-funded MDTP and the now closed UNDP-GEF Montane Grasslands Project found support for the idea that user groups should be constituted and federated into structures that would administer natural resource use on the ground, on behalf of Community Councils (and, in some cases, Principal Chiefs). Pasture users, medicinal plant collectors, gatherers of plants used for handicrafts, privately- or community-owned ecotourism enterprises and possibly fuel wood collectors could join together into a combined user group to which a Community Council would formally delegate certain resource management functions. If a Community Council promulgated byelaws on NRM, the user group could enforce them on its behalf. Properly constituted and capacitated, user groups could thus fill the gap between Community Councils and the detailed work of SLM on the ground.

67. The roots of the proposed model lie in the Grazing Associations developed by the Range Management Division of MFLR on a limited scale in various mountain areas over the last 20 years. The challenge now is to adjust this concept to the new institutional framework, broaden it so that it embraces the sustainable management of all natural elements of the range resource complex, and develop it institutionally and strategically so that it is ready for application throughout the country in four years from now.

68. Building on the broad experience of the Range Management Department (RMD) with the Grazing Association (GA) concept and the more limited but specific and promising pilots of the MDTP with the Managed Resource Association model, the project will undertake detailed and intensive field consultations

with resource users, chiefs, communities and Community Councils in the seven mountain Community Council areas of Maseru district identified above. The objective will be to facilitate the establishment of user groups or associations, analogous to MRAs, that take up defined and agreed resource management roles and functions on behalf of their Community Councils. These roles may include the enforcement of Community Council byelaws on natural resource use and management. Building on indigenous and GA practice, core NRM functions will concern the governance of access to pastures and other resources, and the timing and quantities of resource usage by authorized persons (who will normally be association members) – for example, numbers of specified types of livestock allowed in a defined area for an agreed period, or amounts of thatching grass, reeds, medicinal plants or fuel wood that may be harvested from specified areas during given periods.

69. Development of this SLM model will include outreach to Principal Chiefs responsible for high altitude cattle post areas adjacent to some of these mountain Community Council areas. As the MDTP has found in the eastern mountains of Lesotho, it is both necessary and feasible to develop working agreements between user groups, Principal Chiefs and neighboring Community Councils about effective resource governance arrangements for these cattle post areas. To ensure that SLM model is supported by policy, the project will facilitate a review of the traditional rules and regulations governing natural resource management and use, including for the range resource complex. The assessment will in particular assess the effectiveness of these rules and regulations today. It will then facilitate a review of the local and national policy and identify means of using the current local and national policy to strengthen traditional rules and regulations as the local governance mechanism for the SLM model, particularly for livestock. Particular attention will be paid to the legal and institutional relations between user groups or associations and Community Councils. Of critical importance will be the development of user group constitutions and the format of Community Council SLM byelaws. The project will ensure that the monitoring and evaluation plan developed provides regular monitoring of the interaction between local bye laws, national policy and the SLM model. This will be necessary to ensure that the field experience in Maseru district inform and facilitate replication of the modeling exercise for similar districts, through the Country Strategic Investment Framework.

70. In this model development, the project will build upon, and work in synergy with, the ongoing baseline activities outlined above. It will collaborate with and learn from MDTP's MRA work in Butha-Buthe, Mokhotlong and Qacha's Nek districts. It is possible that there will be some upscaling of MDTP's achievements under a new GEF-funded activity that is envisaged in the World Bank's draft CAS from mid 2008 (see above), but details have yet to be specified and there is an important gap to be filled now. One scenario is that this four year FSP develops models for national upscaling that are subsequently supported by this later GEF-funded activity. The project will also collaborate with LHDA's ICM work in neighbouring Thaba-Tseka district, exploring the possibility of merging ICM and SLM concepts into a single institutional model. The IFAD-funded SANRMP will be promoting SLM in three southern districts through its work with community-planned resource conservation activities. SANRMP design speaks of replicating the GA model, and the FSP will again seek convergence around the basic concept of user groups operating on behalf of the formally elected local authorities.

71. MFLR and GTZ will co-finance SLM model development through their support for Integrated Watershed Management approaches in selected areas of Maseru and Mohale's Hoek districts. (They will also undertake similar work two areas of Mafeteng district). These approaches incorporate a range of technical interventions under community management with advisory support from these and other agencies (such as FAO, UNDP and WFP). The FSP will cross-fertilize these approaches by the development of governance models that can link resource users into resource management processes under the formal authority of Community Councils, while these co-financed activities will transfer technical methods and planning approaches to the pilot mountain areas of Maseru district on which the FSP focuses. The strategies proposed for achieving this Outcome will thus strengthen country partnerships between community institutions and government, NGO, bilateral and multilateral agencies in promoting SLM. They will also help to integrate SLM into programmes of environmental management and development planning and delivery at all these levels (see also Outcome 3 below). Actual activities include:

a. Review of current resource management practices and SLM techniques to identify strengths and weaknesses;
b. Review of best practices in the region (and the world) and assessment of suitability as part of the Lesotho SLM model and selection of pool of techniques to include in the SLM model, ensuring that selection criteria includes an assessment of the effect of potential change in climatic conditions;
c. Identify and pilot viable income generating activities to reduce pressure on the natural resources as part of the SLM model;
d. Review of institutional set-up for resource management and identification of "optimal" institutional arrangement for the effective implementation of the "optimal SLM" model;
e. Facilitate formation of resource user groups (including those for livestock) and the formulation of governance principles (constitutions agreed in 7 CC areas);
f. Facilitate the promulgation of SLM by-laws by the 7 CCs and approval by Minister of Local Government;
g. Assist resource user groups to test the SLM model by implementing all its elements in the pilot areas ensuring that activities are climate proofed; the project will train resource users on the SLM techniques and provide ongoing support and monitoring in the pilot areas;
h. Monitor implementation of the Model, learn lessons and use to refine the model for wide-scale application in the rest of the project area;

72. **Outcome 2**: *Adequate local and national capacity for adapting and scaling up proven SLM models and techniques:* To bridge the conceptual and educational dimensions of the capacity gap identified above will primarily be a matter of training – at community level, at the level of district personnel of relevant Ministries, and at the level of national level civil servants. The project will align the extension service package to the 'new' SLM model and develop training material to provide relevant groups with the skills required to implement the model and manage resources effectively. Expert input will be secured to develop training materials and programmes of high quality. Training for resource user representatives, Community Council members and Community Council Secretaries will be an integral part of the institutional development work to be carried out under Outcome 1. For district level personnel, who are now employees of the Local Government Service Commission, a series of training events will be delivered in all ten districts of Lesotho. Some of these will be funded by this FSP; other training will be integrated into capacity development programmes being implemented across the country by MOLG (with support from GTZ) as part of the general local government training process. At national level, this FSP will design, fund and deliver one training event per year for middle and senior personnel of the relevant Ministries and NGOs.

73. At all these levels, training will cover broadly the same set of issues. Technical training will review the meaning and content of NRM and SLM, with reference to indigenous knowledge and indicators about natural resource condition, use and harvesting controls as well as western scientific techniques and management models. Legal and institutional training will cover Lesotho's new local government system; the rights and duties of local authorities, chiefs and citizens within this system; natural environmental legislation; the concept, preparation and operation of byelaws; concepts of land use planning and management to counter uncontrolled residential and commercial expansion on pastures and cultivated land; the potential and limitations of local institutions in SLM within the context of national institutional frameworks; gender issues in SLM generally and user group models specifically; the implications of HIV/AIDS for local government and SLM institutions in Lesotho; the specific SLM opportunities and potential threats of the proposed resource user group/Community Council model; and operational implications and modalities of the intended SLM model.

74. To bridge the operational capacity gap that it must address, the FSP will focus on developing the strategy for upscaling the SLM model across Lesotho after it has terminated. Project management will engage regularly with the management of MFLR and MOLG to develop ideas on this upscaling, and the project will hold a strategic planning workshop in PY 3 to work out a detailed plan of action for this purpose. The strategy for upscaling will be conceptualized and designed as part of a national SLM framework (CSIF) responding

explicitly to the PRS, the Food Security Policy and the National Plan of Action on Food Security. One dimension of this Outcome will thus be a clear operational vision about how to replicate the tested model of SLM across the country. This vision will be complemented by specific programme plans and budget allocations, supported if necessary by funding agreements with external agencies. Specific activities include:

a. Undertaking a capacity assessment of institutions and communities responsible for natural resource management in the pilot areas;

b. Developing and implementing a capacity development programme to bridge the capacity gaps identified in the above assessment, ensuring gender balance in the delivery. This will largely include:

    i. Developing training material on SLM for the various groups, from farmers to technical officers to policy makers. Parliamentarians will be particularly targeted to secure their buy-in and support for the policy reform process necessary for the success of this project.

    ii. Updating extension package to comply with requirements to effectively support implementation of the SLM model;

    iii. Strengthening the extension service delivery;

c. Upscaling training on SLM country-wide by refining the training material developed and tested at the pilot project site and making them available to all agents dealing with SLM in the country. A programme of support for implementation of the training programme will be agreed and the project will co-finance some level of the training;

d. Develop a strategy for upscaling the implementation of the model in similar districts in the country, in collaboration with the CSIF development (under outcome 3).

75. **Outcome 3:** *Enhanced awareness, dialogue, understanding and analysis of SLM best practice at resource user, community, local government, NGO and national government levels across the country, reflected in strengthened, synergistic policies, strategies and programmes that achieve an integrated approach to natural resource management:* For reasons of environmental, operational and strategic priority, this FSP focuses mainly on SLM of the range resource complex. The third Outcome, however, will use the experience from the project to promote a fully integrated and national understanding of ecosystem functioning, human impacts and SLM approaches. It will give equal weight to all dimensions of SLM threats and opportunities: from the micro-scale management of soil structure and water conservation in the individual's homestead garden plot, through the landscape-scale functions and management challenges of Integrated Watershed Management approaches, to the macro-scale approaches of Integrated Catchment Management as currently promoted by LHDA. At all these levels, the FSP will promote an integrated, synergistic, multisectoral approach to the environmental and livelihood implications of land degradation and SLM, stressing not only their impacts on poverty but also the significance of global environmental benefits to local livelihoods within Lesotho

76. Operationally, the task of this Outcome is to stimulate the active exchange of information, ideas and debate on all these aspects of SLM, building the community of SLM thinking and practice that is a necessary foundation for a national SLM conceptual framework; the building block for a programmatic approach to SLM. Sustained performance by thematic networks is difficult to achieve. This FSP will deliver it through proactive and thoughtful communications by project management to a comprehensive cross-section of analysts and decision makers in technical, socio-economic and administrative functions at local authority, district and central levels of civil society, government and external agencies. Where necessary, analytical work will be commissioned, communicated and debated (in collaboration with the formulation of the CSIF described below).

77. In accordance with SIP/Terrafrica guidelines, the FSP will facilitate Lesotho to adopt a programmatic approach to SLM. Working closely with NEPAD, the project will initiate a National Dialogue Process bringing together SLM stakeholders (land managers, donors, government departments) at Provincial and

National level to collectively identify SLM issues and formulate a CSIF (Country Strategic Investment Framework on SLM). The CSIF will provide a vehicle to upscale the SLM model, particularly the 'Best Practices" generated in the pilot sites. Through the CSIF process, national policy will be reviewed to identify areas of conflict and disincentives to SLM. Stakeholders will be facilitated to formulate recommendations to mainstream SLM considerations into national development processes, which will be promoted by the National Dialogue Process.

78. Three tools will be used for promoting a programmatic approach to SLM. First, concise analytical studies will be commissioned to review the current practices, needs and gaps in a programmatic approach for SLM. These will be accompanied by analysis of economics of SLM and the often debated but little analyzed relationship between resource tenure and SLM in Lesotho. Second, a communications and awareness raising strategy will be designed and its implementation facilitated. As part of the implementation of this awareness raising strategy, two types of learning exchange visits are envisioned: resource user groups and/or Community Councils visiting each other to learn about their respective SLM challenges and progress, and district or national level staff visiting resource user groups and Community Councils for the same purpose. Printed materials will be produced and distributed to a wide readership. They might include: a half-yearly SLM bulletin and radio programmes.

79. The third tool will be policy advocacy briefs; one policy or technical brief per year in the format successfully developed by CARE's Livelihoods Recovery through Agriculture Programme (see the Rural Livelihoods Report Library at http://www.caresa-lesotho.org.za/). In addition, face to face debate and informal shaping of approaches and policy exchanges will be facilitated in an annual national SLM networking and best practice workshop that will include debate of the outcomes of commissioned analytical work. To consolidate the national SLM framework and the conceptual and operational definition of the SLM model that is to be scaled up subsequently across the country, the FSP will produce a draft overall synthesis of SLM best practice in its final year. After the synthesis has been debated and enhanced in the PY 3 national workshop, it will be finalised by the project team and should serve as a foundation for further planning and action by MFLR, MAFS, MOLG and civil society.

80. To prevent these networking activities from the unsustainable fate that has befallen earlier attempts at SLM knowledge management, the project will mainstream the networking function into the structure and work programmes of one or more governmental or non-governmental agencies. Likely candidates are MFLR or the Lesotho Council of NGOs. Project management will consult with the Steering Committee (see below) to determine appropriate arrangements in this regard. UNDP will play an oversight and facilitation role with regard to the national processes contributing to this Outcome.

81. At the national level, this Outcome will be expressed in cross-sectoral synergies and integrated approaches to NRM by and between government, NGO, bilateral and multilateral agencies. At the local level, a key result of this project will be the integration of a multisectoral approach to SLM in development planning and management by Community Councils, the new local authorities responsible for both environment and development. Specific activities will include:

    a. Review knowledge sharing mechanism (sources of knowledge, linkages between resource managers and institutions of higher education, etc.); identify strengths and weaknesses;
    b. Formulate a strategy to strengthen knowledge sharing between those who generate and those who need to use (resource managers at all levels) to ensure that SLM is backed up by 'living relevant cutting edge knowledge and knowledge management systems, including lessons from the project pilot initiatives;
    c. Initiate a National Dialogue Process at Provincial and National levels bringing together SLM stakeholders;
    d. Review national policies and identify opportunities for strengthening policy support for SLM;
    e. Prepare a Country Strategic Investment Framework for SLM (includes several technical analysis):

f. Design and implement a communications strategy to ensure national outreach.

g. Develop a joint roadmap between TerrAfrica Partners for supporting the government to pursue and implement a country programming approach for SLM;

h. Review and suggest feasible factors and process/es for alignment and harmonization with the country CAADP implementation process (including suggestions to advise development partners on how they would be expected to fit and support the alignment and harmonization process).

## 1.2.4 Project Indicators, Risks and Assumption

*Indicators*

82. Project monitoring and evaluation will be closely linked to the SIP M&E processes and will contribute to the data collection on indicators selected by the GEF Global MSP on KM Land. Key indicators include the following:

> 250,000 ha under direct SLM (project pilot area) and 500,000 ha impacted by up-scaling in next 2 yrs. Of the 250,000 ha under direct SLM, at least half registers reduction in land degradation by at least 20% as measure by reduction in soil erosion, improvement in soil organic matter and structure, increased ground cover and other indices to be determined during the formulation of the M&E action plan (during inception period).

> At national level, the country attains at least a 75% score on Composite Index for the SLM Enabling Environment[5] against baseline as measured by policy changes, availability of finance resources to address SLM at national level, functionality of SLM institutions etc.

> At the project level, the at least 50% increase over the baseline on social and economic indicators for households, such as diversification of incomes, reduction in poverty index, reduction in food vulnerability, etc. For SLM to be successful, short-term benefits need to be experienced by land users themselves. This indicator will rely on periodically replicating cost-effective household surveys in selected villages, compared against control groups, to assess household variables directly related to land management (economic factors, yields, access to land and wood, fuel, water availability, etc.).

> At pilot project level, at least a 25% increase in biological productivity (vegetation cover enhanced with rainfall use productivity) by end of Project Year 3.

> Efforts will be made to measure and monitor % change in soil carbon, particularly if the project succeeds in adding a carbon finance layer to the project.

83. Specific measurements for the above indicators will be refined during the inception period but are likely to include:

> Number of policies and planning frameworks harmonized reflecting SLM principles: four (range management, soil and water conservation, forestry and development planning at local government level);

> Number of legal and regulatory frameworks revised/developed promoting SLM (range management, Managed Resource Area management by Community Councils, cattle post area management by Community Councils on behalf of Principal Chiefs).

> Number of institutions with improved/sustainable capacities for SLM (as a direct result of project interventions): nine (seven Community Councils, Ministry of Forestry and Land Reclamation, Ministry of Agriculture and Food Security).

> Hectares of land directly impacted: 255,900.

> Number of direct beneficiaries: 200,0006.

> Number of indirect beneficiaries: 1,500,0007.

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[5] This is a tool developed by TerrAfrica to measure changes in policy enabling environment, presented as annex

[6] This is the estimated population of the seven Community Councils in which direct field implementation will take place. Results of the 2006 Census are not yet available.

[7] This is the estimated rural population of Lesotho. Results of the 2006 Census are not yet available.

> Number of innovative and best practices for sustainable land management in demonstration/upscaling areas applied: 1.

Critical assumptions at Project Objective level are:

| Risk/assumption | Probability/ impact | Mitigation |
|---|---|---|
| The new local government system has high levels of support and legitimacy which is necessary for it to serve as the basis for proposed SLM approach. There is a risk that this support will decline if results are not forthcoming | Low | The project will cultivate national support for the local government council through the TerrAfrica supported National SLM Dialogue process through which a CSIF (Country Strategic Investment Framework for SLM) will be formulated. Funds for financing the CSIF will be mobilized to complement the results delivered by the project. Outcome 4 will ensure that this project delivers on time and within budget. |
| Lesotho has very high incidents of HIV/AIDS. This might reduce participating institutions' human resource and skill levels below critical thresholds | Medium | The project will collaborate with organizations and agencies dealing with HIV and AIDS to incorporate HIV education in its project strategy. In addition, it will include HIV AIDS in the gender strategy to ensure that it has a plan to deal with reduced personnel (if that indeed happens). |
| SLM requires long-term investments in good practices, sometimes with no immediate returns in the short-term. There is a risk that the local economy may fail to provide returns on investment on improved SLM (in cash or kind) thereby reducing incentives for the resource users to continue their commitment to SLM | Medium | The project will explore the potential of linking SLM to carbon finance by assisting communities to identify SLM activities that can yield carbon credits and facilitating links to carbon markets, particularly through RED and Lulucuf. In addition, the government baseline is addressing issues of alternative income generating activities that improve livelihoods in a sustainable manner. |
| Knowledge management is highly dependent on all groups and agencies willing to provide and use information. If this does not happen, the knowledge will either be incomplete or not used in the management processes | Medium | The project will raise awareness of the importance of knowledge management in improving land management in Lesotho, particularly through the TerrAfrica led National SLM Dialogue process. The inter-agency SLM coordination group will provide an avenue for collating and disseminating SLM information and knowledge. |
| There is a risk that the principal and other chiefs are unwilling to co-operate | Medium | The project includes an activity to engage the chiefs directly to raise their awareness on the importance of SLM in the local economic growth, and therefore the development of their people. |

## 1.2.5   Incremental Reasoning

84. The baseline scenario is a situation with continued land degradation, loss of biodiversity, declining productivity, loss of the integrity and diminished functioning of the mountain ecosystem due to inappropriate land use practices, a sectoral rather than a holistic approach to land management, and lack of up-scaling and replication of successful land management practices. These practices are driven by the inability of the government to remove the barriers to improved land management. The barriers include lack of a proven SLM model, low capacities at all levels, inadequacy of the extension service (package not knowledge based and poorly delivered), and lack of a programmatic approach to SLM (therefore SLM not mainstreamed in development programmes and policies). With the exception of the NAP, policies lack specific measures for controlling land degradation. There is insufficient attention given to local communities' indigenous institutions and knowledge in managing their land and range resources sustainably. While environmental considerations are included in several of the national development policies, strategies and legislations, there is low level of implementation of majority of the policies, strategies and legislations due to shortage of financial resources, poor coordination and collaboration among implementing institutions and inadequate technical skill. These barriers are exacerbated by poverty and short-term considerations in NRM decisions at all levels, leading to a vicious cycle of decline in land productivity loss of biodiversity (as well as

agrobiodiversity) and reduction of household income causing further decline of the health of important trans-boundary water resources and globally significant biological diversity within southern Africa. The situation in turn aggravates overall poverty and further diminishes the livelihood base of million's of people who depend on the natural resources for their survival.

85. Although there is progress in some areas (NAP, decentralizing governance structures, an ambitious training programme, etc.), such progress will be slow, uneven, and achieved at a high cost due to lack of coordination, duplication of efforts and sub optimal use of resources. in addition, there are many examples of good practices in soil and water conservation as well as range resource governance for the country. However, these good practices are unlikely to be up-scaled adequately to comprehensively address the land degradation problem under the current business model, unless the barriers and bottlenecks as described are alleviated.

86. Alternative scenario: The GEF alternative scenario will build on the baseline (decentralization, legislation, training, etc.) and above all the strong political will to engage in a programmatic approach to SLM by the government, to remove barriers to SLM such that the government and the land managers have an enabling environment to effectively address the root causes of land degradation. It will promote integrated, cross-sectoral management of natural resources (agriculture and rangelands), mainstream SLM into policy and land use planning, strengthen institutions and individual skills and promote incentives for sustaining SLM initiatives. Collectively, these actions will lead to reduction in land degradation, improvement in land productivity, improved ecosystem health and improvement in livelihoods. Through the CSIF process, the GEF alternative will help to mobilize additional resources for investment in SLM, removing a key barrier to up-scaling and sustainability.

*Global environmental, national and local benefits*

87. This project will fulfill the preconditions for SLM of Lesotho's range resource complex, primarily in the montane grassland ecosystems that dominate the country and are of major environmental and hydrological importance for large areas of southern Africa. It will identify and build commitment to a viable SLM model, and create the capacity and the networked knowledge needed to scale it up across the country. As LHDA and others already recognize, this kind of technical and institutional achievement is a prerequisite for the ecological and hydrological health of the region's central catchment, which serves areas as far west as the South Africa-Namibia border and eastwards into the river basins of KwaZulu-Natal.

88. An estimated 255,900 ha of land will be put under improved SLM and an estimated 3,035,000 ha of land will benefit from wide adoption and replication activities through the strengthening of the policy and economic incentive for SLM. Improvements in land management will improve soil quality (structure and organic content), and ground cover, leading to increased water infiltration and reduced run-off and associated soil erosion. The Mountains of Lesotho are the source of water for major southern Africa rivers and any improvement in water infiltration combined with a reduction in soil erosion will improve the quantity and quality of water reaching the rivers and eventually the Atlantic and Indian Oceans. The combined effect of improved soil and vegetation cover will also increase the carbon sequestration potential of the land, providing an ecosystem regulatory service for climate.

89. In addition, the mountains are the site of Lesotho's worst poverty. There and throughout the country, the quality of livelihoods and the quality of environmental governance are inextricably linked. SLM cannot succeed if it is not integrated with the enhancement of livelihoods; and SLM is a precondition for sustainable rural development. For these reasons, as it develops a national SLM framework, this FSP will emphasize the contribution that its proposed model and operational modalities can make to the PRS. Like mainstreaming MDG 7 into the work of all the other MDGs, this FSP will mainstream SLM throughout Lesotho's economy and society – making a great contribution to alleviating the severe mountain poverty.

90. The anticipated global environmental benefits depend upon achievement of local benefits. Unless local livelihoods and ecosystem health benefit from the activities described in this proposal, the intended global

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benefits cannot be achieved. Consequently, non-GEF incremental funding will make a major contribution to the achievement of the local benefits. However, the local benefits are only a necessary, not a sufficient, condition for the global benefits. Achievement of the latter requires the integration, upscaling and dissemination of the local benefits, and associated capacity-building, that this project will accomplish with GEF support.

## 1.2.6  Country Ownership: Eligibility & Driveness

*Eligibility*

91. The Kingdom of Lesotho is fully eligible for GEF funding. It ratified the Convention on Biological Diversity on 10 January, 1995 and the UN Convention to Combat Desertification on 29 September, 1995. Lesotho is eligible for country assistance from UNDP, and therefore for GEF financing, as per paragraph 9(b) of the GEF Instrument. Under the UNCCD, it produced a second edition of its National Action Programme in Natural Resource Management, Combating Desertification and Mitigating the Effects of Drought in July 2005.

92. A concept for this proposal was approved by the GEF Operational Focal Point for the UN Conventions on Desertification, Climate Change and Biological Diversity on 18 May, 2004. On this basis an application was made for a Project Preparation and Development Facility Block A (PDF A) grant of US$ 50,000. This grant, supplemented by a transfer of US$ 5,000 from the UN Drylands Development Centre (UNDDC), was approved on 27 July, 2005 and became operational on 29 November, 2005.

*Country Driveness*

93. The roots of much of Lesotho's environmental policy lie in the 1989 National Environmental Action Plan (NEAP). This identified rangeland degradation as one of the kingdom's key environmental problems, along with erosion and fertility loss of cultivated soil. Enhanced natural resource management on pastures and cultivated areas was consequently one of the main programmes of action proposed by the NEAP, linked to improved training and extension initiatives.

94. Lesotho's Poverty Reduction Strategy Paper (PRSP) identifies protecting the environment as one of its eight national priorities. Its strategies for this purpose include a 'production through conservation' approach to crop farming, better biodiversity conservation, the promotion of renewable energy technologies, agroforestry, afforestation and more Grazing Associations. The PRSP's commitment to more user groups as key agents in sustainable land management (SLM) is particularly pertinent to this project.

95. The five programme areas of Lesotho's updated National Action Programme (NAP) in Natural Resource Management, Combating Desertification and Mitigating the Effects of Drought (2005) include a series of technical measures to alleviate pressure on the natural resource base (such as conservation farming practices and promoting the participatory management of natural resources through Grazing Associations.) Another objective is "to build capacity for village communities to take charge of their development and management of their resources" through "a decentralized approach to land resource management". This resonates well with the new role of the Community Councils and the promotion of user groups that would work with and on behalf of these Councils. One of the NAP's programme areas concerns knowledge management and includes environmental monitoring; the co-ordination of information and knowledge; the integration of local knowledge and experience; and understanding land tenure and customary rights for natural resource utilization. The NAP thus embodies the favorable policy climate for achieving SLM in Lesotho.

96. Since the local government elections of April 2005, the new Community Councils have legal responsibility for and authority over, natural resource management (NRM) in their areas of jurisdiction (see below). With support from GTZ and UNDP, the Ministry of Local Government (MOLG) is currently training Community Councils in land administration under the 1979 Land Act (another of their responsibilities) and in

community-based development planning and management, arrangements for which are currently being piloted. The processes of decentralization of central government services and of strengthening local government through Community Councils are of central importance to Lesotho's current development strategy.

97. In 2005 Lesotho finalized its Food Security Policy as a complement to the Poverty Reduction Strategy. Building on the National Agriculture Sector Strategy, one of whose goals was sustainable environmental management and conservation, the Food Security Policy includes conservation farming and land conservation and rehabilitation as key measures to promote one of its 'strategic fields of action', the promotion of agricultural and food production. The policy is currently being converted into a National Plan of Action on Food Security. Of the four main programmes that make up the Plan of Action, two are being given priority: Commercial and Household Food Security, and Natural Resource Management. This project will contribute directly to the latter programme.

98. For many years, Lesotho has striven to combat land degradation with programmes of soil and water conservation (SWC) and afforestation. These programmes are now the responsibility of the Ministry of Forestry and Land Reclamation (MFLR), which has been consolidating them into an Integrated Watershed Management (IWM) approach. In collaboration with GTZ, UNDP, FAO and the World Food Programme, it is now implementing a series of IWM activities in the Maseru, Mafeteng and Mohale's Hoek districts, with other work recently completed in Qacha's Nek district. These largely technical interventions in soil and water conservation, rangeland rehabilitation and tree planting, under the auspices of Community Councils, are directly complementary to the institutional approach of this project.

99. This project will therefore assist the Government and people of Lesotho to implement their policy commitments to resource conservation and sustainable land management through community-driven planning and programmes under the authority of the new local government institutions. It will complement existing technical programmes and link into other institutional initiatives in such a way that the resultant agreed sustainable land management approaches can subsequently be scaled up across the country. In so doing, it will contribute to achievement of Lesotho's NAP and PRS.

100. At the regional level, as a member of the New Partnership for Africa's Development (NEPAD), Lesotho expects to participate actively in the emerging TerrAfrica partnership to scale up harmonized support for effective and efficient country-driven SLM approaches. This project offers an important opportunity for Lesotho to engage effectively with the TerrAfrica process and to implement the best practice identified by this new partnership. Through the project, the government and other key stakeholders will be facilitated to adopt a programmatic approach to SLM.

## 1.2.7 Sustainability:

101. This project is focused entirely on the design of sustainable actions. Its primary purpose is to assist the key stakeholders adopt a programmatic approach to SLM and to develop an SLM model that can be feasibly replicated and sustained across Lesotho thereafter – using the capacity and knowledge that the project will develop. In addition, its key achievement will be the enhanced governance of the range resource complex in the seven Community Council areas of one district where its field work will concentrate.

102. The ecological sustainability of the proposed actions will derive from the central principles for governance of the commons that SLM model development will apply. Resource users will develop or enhance management systems that acknowledge the central importance of ecological parameters in determining the character and intensity of permitted resource uses, drawing on both indigenous and imported technical knowledge. These parameters are generally well known, as are the critical relations between resource harvesting and grazing practice, ecosystem health and livelihood benefits. To achieve the ecological sustainability that is a prerequisite for adequate livelihood benefits is recognized to be primarily a matter of achieving the required quality of effective governance.

103. The ecological sustainability of the project outcomes will thus be inextricably linked with their institutional sustainability. To achieve the latter, the project will apply fundamental principles of sound institutional development. Sensitive and proactive gender strategies will be applied to ensure that the full potential of women and men is deployed in building sustainable institutions. Environmental governance will be mainstreamed into existing institutional systems and structures, and not created in separate, almost inevitably unsustainable institutions. At the same time, the project will focus on the innate unsustainability of the current legal mandate for Community Councils to undertake SLM. As has been explained above, they lack the resources and the local agents to do the detailed work of SLM on the ground. The project will fill this programmatic gap and build legal mandate into an institutionally sustainable structure by focusing on the role that resource user groups can play in making Community Councils' environmental governance operationally feasible.

104. Institutional sustainability will nevertheless depend on additional, typical factors, as is recognized in the risk assessment matrix in an earlier section. It will require ongoing national policy and resource commitment to the new decentralized system of local government – which is judged likely given the resources and political capital that have already been invested in this system. It will require political will at local levels, too. Different interest groups must be convinced of the benefits they can achieve by collaborating with the new SLM and local government models rather than undermining them. One of this project's tasks, in its pilot field areas and in its national level work, will be to facilitate the emergence of this conviction. A further task for the project will be to encourage proactive attention to the impacts of the national HIV/AIDS pandemic on institutional sustainability. These impacts are real at all levels, as local, district and national institutions lose political leaders and technical experts to AIDS. They are not judged so severe as to be a fatal threat to the institutional sustainability of the SLM this project will promote, but they are certainly grave enough to require the mainstreaming of HIV/AIDS concern and action throughout the project's work – as in all other development programmes in Lesotho.

105. The social sustainability of this project's outcomes is assured by the relative familiarity of the concept of group action by resource users in the environmental governance of their local landscapes. Lesotho has almost a quarter of a century of experience with Grazing Associations, and while these structures have only operated in a limited number of areas, they have tested and proven the social acceptability and sustainability of this kind of group action and are well known across much wider areas. The social viability of this sort of initiative is promoted by Lesotho's comparative social homogeneity, and by the fact that women commonly serve as public representatives and office holders in local institutions for resource management and other kinds of local governance. The greatest social strain in the proposed initiatives will come from the declining role of chiefs as they are replaced – legally, at least – by Community Councils. Some communities welcome this change, having been poorly served by traditional leaders. Others may side with chiefs who resist the new dispensation, and local political factors may often complicate such social tensions. As MFLR and the MDTP have learned, sensitive facilitation and negotiation by field staff are necessary to assure social sustainability in such circumstances. This is a real but manageable challenge.

106. The financial sustainability of the project's outcomes is assured by the very low recurrent cost implications of the anticipated SLM model. Resource user groups or associations can function with minimal infrastructure, being voluntary groups that meet and work in their own acknowledged self interest. The model does depend on the financial sustainability of the entire new local government system, and specifically of the Community Councils under whose authority user groups would operate. Given the importance that the Government of Lesotho ascribes to the new system, this aspect of financial sustainability can be viewed with some confidence. However, the project does depend for its ultimate impact on the assumption that resources will be available to roll out the SLM model across all Community Council areas in the years that follow. Government is likely to appeal for outside support for this task. One potential source of this support, in the Country Strategic Investment Framework to be developed in partnership with the TerrAfrica supported SLM National Dialogue process.

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## 1.2.8 Replicability

107. As just noted above, an important purpose of this project is to develop an SLM model that can be replicated and sustained across Lesotho thereafter. Outcome 1 is particularly focused on the achievement of replicability. The specification above of project actions to achieve Outcome 1 makes it clear how this replicability will be built on the basis of resource management models that have already been introduced on a localized pilot scale. Replicability will be facilitated by the project's institutional strategy of linking natural resource management into Lesotho's core local government policies and structures, while simultaneously building awareness, understanding and policy support for the approach at national level. The project will thus build on the promising signs of replicability already emerging at a localized pilot scale, and reinforce and consolidate that replicability to permit full national roll-out from 2010 onwards. The SLM National Dialogue Process and the CSIF will contribute immensely to the replication process.

*Consultation, Co-ordination and Collaboration between IAs and EAs*

108. The Steering Committee set up to guide the project preparation process will be reconvened to perform the same function for the FSP. As previously, it will be chaired by the Principal Secretary, MFLR. Its membership will include MOLG, MAFS, the National Environment Secretariat, UNDP, FAO, the Lesotho Council of NGOs and PELUM Lesotho.

109. Within MFLR, the lead agency for the project will be the Range Management Division, which has vital experience with promoting the user group concept of SLM through Grazing Associations in some mountain areas of Lesotho. An intimate working relationship will therefore be required between CARE's project personnel and staff of the RMD, in particular those working in Maseru district.

110. MFLR will have a twofold collaboration with MOLG and GTZ in implementing this FSP. First, they will collaborate closely with the Ministry as the latter, with GTZ support, continues its long term task of strengthening and training the new local authorities and developing the required administrative and planning procedures. Secondly, there will be detailed collaboration between these four parties in the further implementation of MFLR's IWM approach and programme. The role of local authorities in the programme will be strengthened; technical elements of the programme may be transferred to Community Council areas where this project is active; and the user group concept may be explored in the catchments where the IWM programme is working in Maseru and Mohale's Hoek districts.

111. UNDP is the GEF lead agency for SIP/TerrAfrica SLM work under GEF 4. In accordance with the SIP/TerrAfrica guidelines, UNDP will mobilize other GEF agencies as well as other development partners to assist Lesotho to adopt a programmatic approach to SLM. It will facilitate the formation of a country technical advisory group that will assist Lesotho to engage more effectively with TerrAfrica programme. Coordinated by UNDP, the advisory group will facilitate/coordinate discussions SLM joint programming in Lesotho, programming TerrAfrica activities, facilitate implementation of TerrAfrica activities in Lesotho and assist the country to report on implementation of TerrAfrica SLM Programme.

### 1.3. PART III: Management Arrangements

### III. Management Arrangements

Article III of the Standard Basic Agreement between the Government of the Kingdom of Lesotho and UNDP of 31 December 1974 states that execution of UNDP-assisted projects shall remain the responsibility of the Government. This was also reaffirmed in United Nations General Assembly resolution 44/211, which categorically states that the recipient Governments have the sole responsibility for the co-ordination of external assistance and the principal responsibility for its design and management and that the exercise of those responsibilities is crucial to the optimal use of external assistance and to the strengthening and utilisation of national capacity. UNDP works to help develop

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and enhance the national capacities in the initiation, implementation and conclusion of the developmental undertakings in which it is involved as a partner. For this to work, it is essential that the Government assume the overall responsibility and direction for the execution of the UNDP-supported initiatives. To this end, the National Implementation (NIM) modality will be used for programme execution in accordance with the approved Country programme Action Plan (CPAP).

Whereas *execution* means <u>overall ownership and responsibility</u> for programme activities, to be undertaken by the Ministry of Finance and Development Planning, expressed via signature of the CPAP, *implementation* means responsibility for management and delivery of programme activities to achieve specified results, and is expressed via signature of an Annual Work Plan (AWP).

112. As mentioned, given the scope of the project, the Ministry of Forestry and Land reclamation (MFLR) will be the **Implementing Partner** for all Output areas, and Annual Work Plans (AWP) will be signed with by this partner as it will have responsibility for the management and delivery of project activities to produce the specified output(s). The Ministry of Forestry and Land Restoration (MFLR) will therefore be the implementing partner responsible for the project. Due to the nature of the project, the government might however select, through competitive bidding, a civil society organization working more closely with grassroots communities, as the responsible party for executing the project. The Responsible Party will lead other partners in day to day activities of the project, on the basis of a Tripartite Agreement signed with MFLR and UNDP. In-country GEF liaison will be provided by the UNDP Lesotho Country Office.

In line with the UNDP Harmonised Approach to Cash Transfers (HACT) approach to disbursements of project funds, agreements will be made with the implementing partner to either transfer funds on a quarterly basis to the implementing partner for activities set out in an approved Annual Work Plan or for UNDP to make direct payments to service providers. The decision whether to transfer funds to an implementing partner or make direct payments will also be informed by a capacity assessment of the implementing partner (see below on Capacity Assessments).

In all administrative and operational aspects of the project implementation, the UNDP Country Office will provide support to and facilitate the implementation of activities in the form of **Implementation Support Services**. Procurement as well as recruitment of project staff and consultants will be done by UNDP in line with standard, published, UNDP procurement and recruiting rules and procedures. In addition, UNDP is able to provide support to the Implementing Partner(s) by processing procurement of goods and services, as well as accessing and adapting best practices from its global knowledge networks. As these services entail a cost to the UNDP office, these will be incorporated as direct costs to the project.
If required, training on the UNDP project management, procurement and financial practices and regulations will be given during the start-up of the project to the Implementing Partners.

**Capacity Assessment of Implementing Partners:**
As a standard procedure for all UNDP administered projects and programmes under the new Harmonised Approach to Cash Transfers to implementing partners (HACT), there is a requirement that a Macro and Micro Assessment be carried. A Macro Assessment is a key element of the HACT. It is basically a review of a country's public financial management system. There are two reasons why a Macro Assessment has to be carried out. The first is to help UNDP, the government and development partners identify strengths and weaknesses in the financial management system that can be flagged for follow-up assistance, and the second is to help UNDP and its partners understand more fully the financial environment within which they are operating. It helps UNDP and partners decide, in
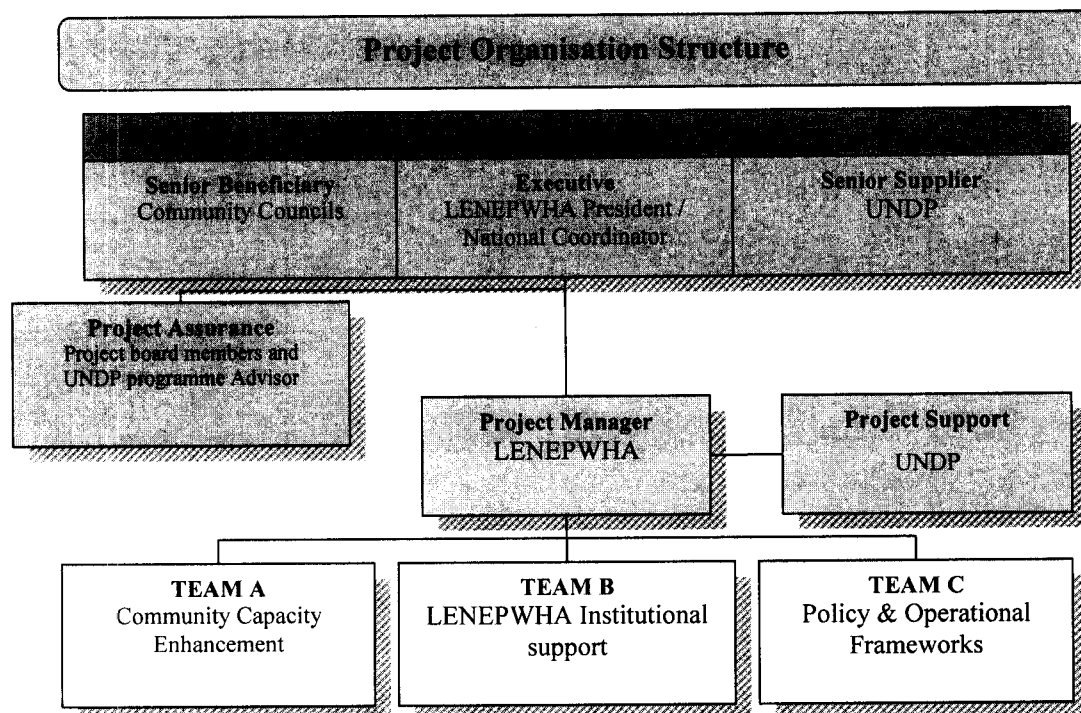
conjunction with the Micro Assessment, on the most appropriate assurance methods and the best procedures to use for transferring financial resources. The Micro Assessment on the other hand, is a review of a partner's financial management capacity. It is used to review the strengths and weaknesses of an implementing partner's financial management system. The assessment includes recommendations to strengthen less robust areas. This information is then fed into the overall capacity development plan in the The project will be under National Implementation. programme. It is also used identify the best procedures to use for transferring cash and the most appropriate assurance methods (the process of determining whether expenditures that took place were for the purpose intended). Assurance requires familiarity with the internal controls and financial management practices of all implementing partners as they relate to cash transfers. Practically, assurance involves checking the accuracy of a partner's reporting on the use of funds to ensure that expenditure has been true and fair.

## 2. Project Board:

In line with PRINCE 2 project management standards, a Project Board will be established for making, on a consensus basis, management decisions for a project when guidance is required by the Project Manager, including recommendation for UNDP/ Implementing Partner approval of project revisions. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager. This group is consulted by the Project Manager for decisions when PM tolerances have been exceeded.

*This group contains three roles:*
- **Executive** representing the project ownership to chair the group.
- **Senior Supplier** role to provide guidance regarding the technical feasibility of the project, and
- **Senior Beneficiary** role to ensure the realisation of project benefits from the perspective of project beneficiaries.



**Project Organisation Structure**

| Senior Beneficiary Community Councils | Executive LENEPWHA President / National Coordinator | Senior Supplier UNDP |

Project Assurance
Project board members and UNDP programme Advisor

Project Manager
LENEPWHA

Project Support
UNDP

| TEAM A Community Capacity Enhancement | TEAM B LENEPWHA Institutional support | TEAM C Policy & Operational Frameworks |

## 3. Project staff

The **Project Manager will have** the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Project Board. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

The **Project Support** role provides project administration, management and technical support to the Project Manager as required by the needs of the individual project or Project Manager. The UNDP Programme Assistant will support the project manager in this regard.

**Project Assurance** is the responsibility of each Project Board member. In addition, representatives from the various responsible parties as well as a UNDP staff member will also, carry out objective and independent project oversight and monitoring functions. This role ensures that appropriate project management milestones are managed and completed.

## Capacity of UNDP:

UNDP Lesotho has an Operations Unit which services projects either through Implementation Support Services or as part of Direct Implementation. The Unit contains Human Resources, Procurement, ICT Advisory and Finance sections. The backbone of the Operations section for UNDP is the corporate Enterprise Resource Planning (ERP) system known as Atlas. Atlas is used for project management and reporting, all procurement, processing of payments and maintenance of staff, consultants and vendors. No transaction takes place outside of this system to ensure transparency at all times.

On the programming side, the UN in Lesotho will provide local support to the project through the Joint UN Team on AIDS (JUNTA) and also has access to a global network of experts as well as a Africa Sub-Regional Office (ASRO) based in Johannesburg, South Africa. Furthermore, all Programme Officers have been trained on PRINCE2 as well as UNDP Results-based project management standards.

During project start up, a UNDP Programme Officer who is competent in project management and Atlas will ensure correct Atlas set-up and oversee the recruitment of the project manager and other project staff.

## Audit arrangements

In line with UNDP auditing procedures, the project will be subject to audit on an annual basis. The costs for the audit will be borne by the project.

## Intellectual property Rights and Use of logo

In all communication, the project will bear the logos of the Government of Lesotho and the UNDP. This arrangement may change based on requirements from additional partners that join the project at a later stage.

## Financing arrangements

The project will be partly funded by UNDP with additional resources sought from donors through the JUNTA resource mobilisation strategy.

## Monitoring Framework And Evaluation

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

<u>Within the annual cycle</u>
- ➢ On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.

- ➢ An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

- ➢ A risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- ➢ Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

- ➢ A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organisation, and to facilitate the preparation of the Lessons-learned Report at the end of the project

- ➢ A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

<u>Annually</u>

113. **Annual Project Review**. The annual project review shall be conducted during the

114.    The Ministry of Forestry and Land Restoration (MFLR) will therefore be the implementing partner responsible for the project. Due to the nature of the project, the government might however select, through competitive bidding, a civil society organization working more closely with grassroots communities, as the responsible party for executing the project. The Responsible Party will lead other partners in day to day activities of the project, on the basis of a Tripartite Agreement signed with MFLR and UNDP. In-country GEF liaison will be provided by the UNDP Lesotho Country Office.

115.    Project management responsibilities will be distributed between the Project Steering committee (Board) and the Project Management Unit (providing quality assurance and Administrative Support Services).The project steering committee will be made up of representatives of the government, NGOs, donors, UN Agencies, project beneficiaries and UNDP (as well as GEF). The steering committee will:
- ➢    Ensure that adequate mechanisms are in place to guarantee the transparency and accountability as well as the efficiency of project operations.
- ➢    Build consensus around the project's strategies and planned results, including the links between its outputs and the intended outcomes;
- ➢    Provide overall guidance, in particular provide advice when substantive changes are needed in the project's planned outputs, strategies or implementation arrangements;
- ➢    Oversee progress, participate in field visits to project sites, consult with beneficiaries, and ensure that potential opportunities and risks, including lessons learned from experience, are taken into account by the project management;
- ➢    Assess performance and approve project work-plan and budget revisions;
- ➢    Provide guidance to the project manager and the Project Management Unit.

116.    The Project Steering Committee will meet regularly, at least every three months, and extraordinarily whenever circumstances require. The project manager will act as secretariat of the PSC with the

responsibility to call meetings, distribute information and follow up on their recommendations. As chair of the Steering Committee, the Permanent Secretary for Forestry and Land Reclamation will provide project assurance. S/he will therefore have the primary responsibility for following up on management actions, keeping track of progress benchmarks, visiting project sites to contact beneficiaries and contractors, interpreting progress and technical reports, processing budget revisions, and making arrangements for evaluation and audit. This role will however be delegated to a UNDP CO program officer.

117. **The Project Management Unit (PMU)** will consist of a Chief Technical Advisor, Project Manager, a Project Officer, an Administrative Assistant and a driver/messenger, as the core technical team for the project. The CTA and PM will be senior, experienced individuals, recruited on the basis of substantial documented performance in environmental and development planning in Lesotho or similar contexts. Overall technical supervision of the PMU by the Responsible Partner (selected institution) will be provided through part-time inputs from the organization

118. The project manager will be responsible, among other things, for preparing and revising work-plans; planning and organizing project review meetings; providing technical feedback to the PSC; ensuring that project activities are carried out within the financial limitations of the budget; supervising the technical and administrative support personnel and coordinating project activities with stakeholders. The CTA will be responsible for technical issues of the project, in particular ensuring that project activities are based on good science and draw on lessons from the country and the region. S/he will supervise district officers (from various ministries) who will be responsible for the technical implementation of the project. Administrative support services will be at different levels: At the project level, it will be provided by the project administrative assistant and the driver/massager. At the UNDP Country Office level, it will be provided by different administrative sections of the country office.

119. GEF funds will be administered by UNDP under National Execution (NEX) procedures. Appropriate grant and transfer agreements will be established between UNDP, MFLR and the selected institution. Details regarding the management of all contracts for international and national consultants, project staff and local service providers under NEX and the Harmonized Cash Transfer Approach (HACT). Also in accordance with UNDP project management procedures a capacity assessment of the Implementing Partner will be conducted prior to project implementation.

120. "In order to accord proper acknowledgement to GEF for providing funding, a GEF logo will appear on all relevant GEF project publications, including among others, project hardware and vehicles purchased with GEF funds. Any citation on publications regarding projects funded by GEF will also accord proper acknowledgment to GEF. The UNDP logo will be more prominent -- and separated from the GEF logo if possible, as UN visibility is important for security purposes".

121. The project will be audited annually for the financial year January to December, as per NEX procedures and GEF requirements. The auditors will be contracted by the Implementing Institution after pre-approval by UNDP and the GoL.

## 1.4. Part IV: Monitoring and Evaluation Plan and Budget

122. Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Office (UNDP CO) with support from UNDP/GEF. The Logical Framework Matrix in Annex 2 provides indicators for project implementation, cross referenced to the SIP Results Framework as currently designed, along with their corresponding means of verification. These will form the basis on which the project's Monitoring and Evaluation system will be built.

### 1.4.1 Monitoring and Reporting

### a) Project Inception Phase

123. A Project Inception Workshop will be conducted with the full project team, government counterparts, co-financing partners, the UNDP-CO and representation from the UNDP-GEF Regional Coordinating Unit (RCU) as appropriate. A fundamental objective of this Inception Workshop will be to assist the project team to understand and take ownership of the project's goals and objectives, as well as finalize preparation of the project's first annual work plan on the basis of the project's log frame matrix. This will include reviewing the log frame (indicators, means of verification, assumptions), imparting additional detail as needed, and on the basis of this exercise finalizing the Annual Work Plan (AWP) with precise and measurable performance indicators, in a manner consistent with the expected outcomes for the project.

124. Additionally, the purpose and objective of the Inception Workshop (IW) will be to: (i) introduce project staff to the UNDP-GEF team that will support the project during its implementation, namely the CO and responsible Regional Coordinating Unit staff; (ii) detail the roles, support services and complementary responsibilities of UNDP-CO and RCU staff vis-à-vis the project team; (iii) provide a detailed overview of UNDP-GEF reporting and monitoring and evaluation (M&E) requirements, with particular emphasis on the Annual Project Implementation Reviews (PIRs) and related documentation, the Annual Project Report (APR), Tripartite Review Meetings and mid-term and final evaluations. Equally, the IW will provide an opportunity to inform the project team on UNDP project related budgetary planning, budget reviews, and mandatory budget rephasings.

125. The IW will also provide an opportunity for all parties to understand their roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. The Terms of Reference for project staff and decision-making structures will be discussed again, as needed, in order to clarify for all what each party's responsibilities are during the project's implementation phase.

### b. Monitoring responsibilities and events

126. A detailed schedule of project review meetings will be developed by the project management, in consultation with project implementation partners and stakeholder representatives, and incorporated in the Project Inception Report. Such a schedule will include: (i) tentative time frames for Tripartite Reviews, Steering Committee Meetings (or relevant advisory and/or coordination mechanisms) and (ii) project related Monitoring and Evaluation activities. Day to day monitoring of implementation progress will be the responsibility of the Project Manager based on the project's Annual Work Plan and its indicators. The Project Team will inform the UNDP-CO of any delays or difficulties faced during implementation so that the appropriate support or corrective measures can be adopted in a timely and remedial fashion.

127. The Project Manager and the Project Technical Adviser will fine-tune the progress and performance/impact indicators of the project in consultation with the full project team at the Inception Workshop with support from UNDP-CO and assisted by the UNDP-GEF RCU. Specific targets for the first year implementation progress indicators together with their means of verification will be developed at this workshop. These will be used to assess whether implementation is proceeding at the intended pace and in the right direction and will form part of the Annual Work Plan. The local implementing agencies will also take part in the Inception Workshop in which the common vision of overall project goals developed during FSP preparation will be reinforced. Targets and indicators for subsequent years would be defined annually as part of the internal evaluation and planning processes undertaken by the project team.

128. Measurement of impact indicators related to global benefits will occur according to the schedules defined in the Inception Workshop. The measurement of these indicators will be undertaken through subcontracts or retainers with relevant institutions. Periodic monitoring of implementation progress will be undertaken by the UNDP-CO through quarterly meetings with the project proponent, or more frequently as deemed necessary. This will allow parties to take stock and to troubleshoot any problems pertaining to the

project in a timely fashion to ensure smooth implementation of project activities. UNDP Country Offices and UNDP-GEF RCUs, as appropriate, will conduct yearly visits to project field sites, or more often based on an agreed schedule to be detailed in the project's Inception Report / Annual Work Plan, to assess first hand project progress. Any other member of the Steering Committee can also participate in such visits, as decided by the SC. A Field Visit Report will be prepared by the CO and circulated no less than one month after the visit to the project team, all SC members, and UNDP-GEF.

129. Annual monitoring will occur through the Tripartite Review (TPR). The TPR will comprise UNDP, MFLR and the Project Team. This is the highest policy-level meeting of the parties directly involved in the implementation of a project. The project will be subject to Tripartite Review (TPR) at least once every year. The first such meeting will be held within the first twelve months of the start of full implementation. The project proponent will prepare an Annual Project Report (APR) and submit it to UNDP-CO and the UNDP-GEF regional office at least two weeks prior to the TPR for review and comments. The APR will be used as one of the basic documents for discussions in the TPR meeting. The project proponent will present the APR to the TPR, highlighting policy issues and recommendations for the decision of the TPR participants. The project proponent also informs the participants of any agreement reached by stakeholders during the APR preparation on how to resolve operational issues. Separate reviews of each project component may also be conducted if necessary.

130. The terminal tripartite review (TTR) is held in the last month of project operations. The project proponent is responsible for preparing the Terminal Report and submitting it to UNDP-CO and LAC-GEF's Regional Coordinating Unit. It will be prepared in draft at least two months in advance of the TTR in order to allow review, and will serve as the basis for discussions in the TTR. The terminal tripartite review considers the implementation of the project as a whole, paying particular attention to whether the project has achieved its stated objectives and contributed to the broader environmental objective. It decides whether any actions are still necessary, particularly in relation to sustainability of project results, and acts as a vehicle through which lessons learnt can be captured to feed into other projects under implementation or formulation. The TPR has the authority to suspend disbursement if project performance benchmarks are not met. Benchmarks will be developed at the Inception Workshop, based on delivery rates, and qualitative assessments of achievements of outputs.

### 1.4.1. Project Monitoring Reporting

131. The Project Manager in conjunction with the UNDP-GEF extended team will be responsible for the preparation and submission of the following reports that form part of the monitoring process. Items (a) to (f) are mandatory and strictly related to monitoring, while (g) and (h) have a broader function; their frequency and nature is project specific and will be defined throughout implementation.

### (a) Inception Report (IR)

132. A Project Inception Report will be prepared immediately following the Inception Workshop. It will include a detailed First Year/ Annual Work Plan divided in quarterly time-frames detailing the activities and progress indicators that will guide implementation during the first year of the project. This Work Plan will include the dates of specific field visits, support missions from the UNDP-CO or the RCU or consultants, as well as time-frames for meetings of the project's decision making structures. The Report will also include the detailed project budget for the first full year of implementation, prepared on the basis of the Annual Work Plan, and including any monitoring and evaluation requirements to effectively measure project performance during the targeted 12 months time-frame.

133. The Inception Report will include a more detailed narrative on the institutional roles, responsibilities, coordinating actions and feedback mechanisms of project related partners. In addition, a section will be included on progress to date on project establishment and start-up activities and an update of any changed external conditions that may affect project implementation. When finalized the report will be circulated to project counterparts who will be given a period of one calendar month in which to respond with comments or

queries. Prior to this circulation of the IR, the UNDP Country Office and UNDP-GEF's RCU will review the document.

## (b) Annual Project Report (APR)

134.    The APR is a UNDP requirement and part of UNDP's Country Office central oversight, monitoring and project management. It is a self-assessment report by project management to the CO and provides input to the country office reporting process and the Result Oriented Annual Reporting (ROAR), as well as forming a key input to the Tripartite Project Review. An APR will be prepared on an annual basis prior to the Tripartite Project Review, to reflect progress achieved in meeting the project's Annual Work Plan and assess performance of the project in contributing to intended outcomes through outputs and partnership work.

135.    The format of the APR is flexible but should include the following:

a.    An analysis of project performance over the reporting period, including outputs produced and, where possible, information on the status of the outcome;

b.    The constraints experienced in the progress towards results and the reasons for these;

c.    The three (at most) major constraints to achievement of results;

d.    AWP, CAE and other expenditure reports (ERP generated);

e.    Lessons learned;

f.    Clear recommendations for future orientation in addressing key problems in lack of progress.

## (c) Project Implementation Review (PIR)

136.    The PIR is an annual monitoring process mandated by the GEF. It has become an essential management and monitoring tool for project managers and offers the main vehicle for extracting lessons from ongoing projects. Once the project has been under implementation for a year, a Project Implementation Report must be completed by the CO together with the project. The PIR can be prepared any time during the year (July-June) and ideally prior to the TPR. The PIR should then be discussed in the TPR so that the result would be a PIR that has been agreed upon by the project, the executing agency, UNDP CO and the concerned RC.

137.    The individual PIRs are collected, reviewed and analyzed by the RCs prior to sending them to the focal area clusters at the UNDP/GEF headquarters. The focal area clusters supported by the UNDP/GEF M&E Unit analyse the PIRs by focal area, theme and region for common issues/results and lessons. The TAs and PTAs play a key role in this consolidating analysis. The focal area PIRs are then discussed in the GEF Interagency Focal Area Task Forces in or around November each year and consolidated reports by focal area are collated by the GEF Independent M&E Unit based on the Task Force findings.

138.    The GEF M&E Unit provides the scope and content of the PIR. In light of the similarities of both APR and PIR, UNDP/GEF has prepared a harmonized format for reference.

## (d) Quarterly Progress Reports

139.    Short reports outlining main updates in project progress will be provided quarterly to the local UNDP Country Office and the UNDP-GEF regional office by the project team.

## (e) Periodic Thematic Reports

140.    As and when called for by UNDP, UNDP-GEF or the Implementing Partner, the project team will prepare Specific Thematic Reports, focusing on specific issues or areas of activity. The request for a Thematic Report will be provided to the project team in written form by UNDP and will clearly state the issue or activities that need to be reported on. These reports can be used as a form of lessons learnt exercise, specific oversight in key areas, or as troubleshooting exercises to evaluate and overcome obstacles and difficulties encountered. UNDP is requested to minimize its requests for Thematic Reports, and when such are necessary will allow reasonable timeframes for their preparation by the project team.

## (f) Project Terminal Report
141. During the last three months of the project the project team will prepare the Project Terminal Report. This comprehensive report will summarize all activities, achievements and outputs of the Project, lessons learnt, objectives met or not achieved, structures and systems implemented, etc. and will be the definitive statement of the Project's activities during its lifetime. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the Project's activities.

## (g) Technical Reports (project specific- optional)
142. Technical Reports are detailed documents covering specific areas of analysis or scientific specializations within the overall project. As part of the Inception Report, the project team will prepare a draft Reports List, detailing the technical reports that are expected to be prepared on key areas of activity during the course of the Project, and tentative due dates. Where necessary this Reports List will be revised and updated, and included in subsequent APRs. Technical Reports may also be prepared by external consultants and should be comprehensive, specialized analyses of clearly defined areas of research within the framework of the project and its sites. These technical reports will represent, as appropriate, the project's substantive contribution to specific areas, and will be used in efforts to disseminate relevant information and best practices at local, national and international levels.

## (h) Project Publications (project specific- optional)
143. Project Publications will form a key method of crystallizing and disseminating the results and achievements of the project. These publications may be scientific or informational texts on the activities and achievements of the project, in the form of journal articles, multimedia publications, etc. These publications can be based on Technical Reports, depending upon the relevance, scientific worth, etc. of these Reports, or may be summaries or compilations of a series of Technical Reports and other research. The project team will determine if any of the Technical Reports merit formal publication, and will also (in consultation with UNDP, the government and other relevant stakeholder groups) plan and produce these Publications in a consistent and recognizable format. Project resources will need to be defined and allocated for these activities as appropriate and in a manner commensurate with the project's budget.

## 1.2.9   Independent Evaluation
144. The project will be subjected to at least two independent external evaluations as follows:-

*Mid-Term Evaluation*

145. An independent Mid-Term Evaluation will be undertaken at an agreed date between months 15 and 21 of project implementation. The Mid-Term Evaluation will determine progress being made towards the achievement of outcomes and will identify course correction if needed. It will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learnt about project design, implementation and management. Findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term. The organization, terms of reference and timing of the mid-term evaluation will be decided after consultation between the parties to the project document. The Terms of Reference for this Mid-term evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

*Final Evaluation*

146. An independent Final Evaluation will take place three months prior to the terminal tripartite review meeting, and will focus on the same issues as the Mid-term Evaluation. The final evaluation will also look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. The Final Evaluation should also provide recommendations for follow-up

activities. The Terms of Reference for this evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

*Audit Clause*

147. The implementing agency will provide the Resident Representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals. The Audit will be conducted by the legally recognized auditor, or by a commercial auditor approved of by both UNDP and Government.

148. Most activities in the M&E work plan are not separately budgeted and will be mainstreamed into the work plans and resourcing dedicated to achieving the three Outcomes as specified in the Budget Summary table above. The costs of the mid term and final evaluations have been allocated equally to the budgets of the three Outcomes in that table.

**Table 1: Monitoring, Reporting And Evaluation Timetable And Costs**

| Type of M&E activity | Responsible Parties | Specific Budget Allocation (US$) | Time frame |
|---|---|---|---|
| Inception Workshop | ■ Project Coordinator<br>■ UNDP CO<br>■ UNDP GEF | None | Within first two months of project start up |
| Inception Report | ■ Project Team<br>■ UNDP CO | None | Immediately following IW |
| Measurement of Means of Verification for Project Purpose Indicators | ■ Project Coordinator will oversee the hiring of specific studies and institutions, and delegate responsibilities to relevant team members | 10,000 | Start, mid and end of project |
| Measurement of Means of Verification for Project Progress and Performance (measured on an annual basis) | ■ Oversight by Project GEF Technical Adviser and Project Coordinator<br>■ Measurements by regional field officers and local IAs | 10,000 | Annually prior to APR/PIR and to the definition of annual work plans |
| APR and PIR | ■ Project Team<br>■ UNDP-CO<br>■ UNDP-GEF | None | Annually |
| TPR and TPR report | ■ Government Counterparts<br>■ UNDP CO<br>■ Project team<br>■ UNDP-GEF Regional Coordinating Unit | None | Every year, upon receipt of APR |
| Steering Committee Meetings | ■ Project Coordinator<br>■ UNDP CO | None | Following Project IW and subsequently at least once a year |
| Periodic status reports | ■ Project team | None | To be determined by Project team and UNDP CO |
| Technical reports | ■ Project team<br>■ Hired consultants as needed | 5,000 | To be determined by Project Team and UNDP-CO |
| Mid-Term External Evaluation | ■ Project team<br>■ UNDP- CO<br>■ UNDP-GEF Regional Coordinating Unit<br>■ External Consultants (i.e. evaluation team) | 12,500 | At the mid-point of project implementation. |
| Final External Evaluation | ■ Project team,<br>■ UNDP-CO | 20,000 | At the end of project implementation |

| Type of M&E activity | Responsible Parties | Specific Budget Allocation (US$) | Time frame |
|---|---|---|---|
| | ▪ UNDP-GEF Regional Coordinating Unit<br>▪ External Consultants (i.e. evaluation team) | | |
| Terminal Report | ▪ Project team<br>▪ UNDP-CO<br>▪ External Consultant | None | At least one month before the end of the project |
| Lessons learned | ▪ Project team<br>▪ UNDP-GEF Regional Coordinating Unit (suggested formats for documenting best practices, etc) | 5,000 | Annual reviews SLM model development |
| Audit | ▪ UNDP-CO<br>▪ Project team | 10,000 | Yearly |
| Visits to field sites | ▪ UNDP Country Office<br>▪ UNDP-GEF Regional Coordinating Unit (as appropriate)<br>▪ Government representatives | None | Yearly |
| TOTAL SPECIFICALLY BUDGETED COST Excluding project team staff time and UNDP staff and travel expenses | | 72,500 | |

## 1.5. Part V: Legal context

149. This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of Lesotho and the United Nations Development Programme, signed by the parties on 31$^{st}$ December 1974The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in that Agreement.

150. The UNDP Resident Representative in Maseru is authorized to effect in writing the following types of revision to this Project Document, provided that he/she has verified the agreement thereto by the UNDP-GEF Unit and is assured that the other signatories to the Project Document have no objection to the proposed changes:

- Revision of, or addition to, any of the annexes to the Project Document;
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of the inputs already agreed to or by cost increases due to inflation;
- Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility; and,
- Inclusion of additional annexes and attachments only as set out here in this Project Document

## 2. SECTION II: STRATEGIC RESULTS FRAMEWORK (SRF) and GEF Increment

The Strategic Results Framework is cross referenced to the SIP Results Framework as currently designed[8]. Links are shown in the table in ***bold italics***.

| Goal/Objective/Outcomes | KPIs | Targets for Key Performance Indicators | Means of Verification | Critical Assumptions/Risks |
|---|---|---|---|---|
| **Long-Term Goal:** Sustainable land management provides a strong base for sustainable development and ecosystem restoration in Lesotho to support better livelihoods and provide a range of global environmental benefits. | | | | |
| **Project Objective:** Supported by a knowledge management network, Lesotho begins to alleviate poverty, achieve more sustainable livelihoods and deliver global environmental benefits on the basis of enhanced local and national techniques, approaches, capacity and strategy for upscaling successful SLM. | ▪ Land under SLM model<br>▪ Reduction in extent of land degradation<br><br>▪ Improvement in the Enabling environment for SLM<br><br>▪ Improved score for the socio-economics index<br><br>▪ Increase in biological productivity of the land<br><br>▪ Improvement in carbon stocks | ▪ 250,000 ha under direct SLM (project pilot area) and 500,000 ha impacted by up-scaling in next 2 yrs. A Country<br>▪ Of the 250,000 ha under direct SLM, at least half registers reduction in land degradation by at least 20% as measured by reduction in soil erosion, improvement in soil organic matter (as a primer for soil carbon) and structure, increased ground cover<br>▪ At national level, the country attains at least a 75% score on Composite Index for the SLM Enabling Environment9 against baseline as measured by policy changes, availability of finance resources to address SLM at national level, functionality of SLM institutions etc.<br>▪ At the project level, the at least 50% increase over the baseline on social and economic indicators for households, such as diversification of incomes, reduction in poverty index, reduction in food vulnerability, etc.<br>▪ Strategic Investment framework<br>▪ At pilot project level, at least a 25% increase in biological productivity (vegetation cover enhanced with rainfall use productivity) by end of Project Year 3.<br>▪ Efforts will be made to measure and monitor % change in soil carbon, particularly if the project succeeds in adding a carbon finance layer to the project. | Community planning documents<br>CSIF documents<br>National Policy(s) documents<br><br>Participatory wealth ranking exercises in sample communities in each of the 7 Community Council areas.<br><br>Participatory attitude measurement tool applied by sample households in each of the 7 Community Council areas.<br><br>Participatory assessment tool applied by livestock owners and wild plant resource collectors in each of the 7 Community Council areas. | • New local government system continue to receive the current levels of political support and legitimacy which is necessary for it to serve as the basis for proposed SLM approach<br>• HIV/AIDS does not reduce participating institutions' human resource and skill levels below critical thresholds<br>• Local economies can support return on investments in SLM therefore providing resource users with incentives to continue their commitment to SLM<br>• All groups and agencies willing to participate proactively in knowledge management processes |
| **Outcome 1:** Proven, strengthened, participatory, replicable models and techniques that successfully overcome current institutional and governance barriers to SLM, strengthen country partnerships and | An SLM model formulated, tested in pilot area and ready for upscaling to the rest of the country (with similar resources and resource management issues);<br><br>Viable alternative IGAs tested and ready for upscaling; | **Baseline:** there has been limited piloting of models and techniques and limited discussion of their potential. But they are not yet widely known or sustainable, and the significant new potential of Community Councils as resource management institutions is threatened by uncertainty about how they will operate on the ground. There are few effective partnerships between government, bilateral and multilateral agencies in promoting SLM, which is poorly integrated into national environmental and development programmes. There are few IGAs in the mountain Districts and almost no concerted effort at testing and refining them. | • User group constitutions and records including monitoring reports on resource condition<br>• Community Council records<br>• MFLR and MOAFS reports on IWM<br>• MFLR and MOLG training materials for user groups and Community | • Technical agencies willing to collaborate<br>• User group and IWM concepts can be harmonised<br>• Community Councils are able to mobilise adequate operating resources<br>• Community Councils retain legitimacy in their constituencies<br>• Resource users willing to |

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| Goal/Objective/Outcomes | KPIs | Targets for Key Performance Indicators | Means of Verification | Critical Assumptions/Risks |
|---|---|---|---|---|
| integrate SLM into country programmes are ready for national implementation. | Households in pilot areas benefit from IGAs | **Mid term:** Arrangements for resource user groups and Community Councils to collaborate in SLM being piloted in at least seven Community Council (CC) areas. Selected IGAs being piloted in the 7 CC areas involving at least 5% of the target population.<br><br>**End of project:** at least seven Community Councils collaborating effectively with user groups in their areas to implement SLM plans, these pilot models validated, and the approach is endorsed for national implementation. Government, NGO, bilateral and multilateral agencies are collaborating effectively in promoting SLM, which is better integrated into national environmental and development programmes. At least 5% of the target population benefiting from IGAs which are ready for extension to areas with similar NR management issues. | • Councils<br>• Reports of participatory assessments of models and techniques by user groups and Community Councils<br>• Community Council, MFLR and MOLG plans for national SLM implementation<br>• Records of collaboration between government, bilateral and multilateral agencies<br>• ***SIP Coalition and Knowledge Management Assessment survey tool may be used*** | work together in group structures<br>• Principal and other Chiefs continue current levels of willingness to co-operate<br>• SLM initiatives in the country continue current desires and willingness to focus on a single institution (the Community Council) |
| **Outcome 2:** Adequate local and national capacity in place and is adapting and scaling up proven SLM models and techniques. | • National agency responsible for SLM established and has skills, mandate and authority to facilitate SLM;<br>• 255,000 ha of land under improved SLM practices;<br>• Innovative tools for SLM such as land functionality analysis, economic valuation techniques exist and are being applied;<br>• Increased levels of adoption of SLM measures outside pilot sites;<br>• Community Council members' and civil servants' scores on knowledge and attitude measurement tool | **Baseline:** several Ministries, parastatals, programmes and NGOs are committed to upscaling effective SLM models and techniques; their combined human and operational resources are substantial. But, despite GOL decentralisation and policy statements, these resources and commitments are fragmented and ineffective and there is no plan to integrate them around an SLM strategy.<br><br>**Mid term:** Institutional roles, responsibilities and relationships for upscaling effective SLM models and techniques have been clarified, agreed and piloted, and draft strategy for upscaling has been prepared.<br><br>**End of project:** Resource users and local, district and central government agencies have the conceptual, human resource and operational capacity to adapt and scale up proven SLM models and techniques. This is reflected in a 25% increase in their scores on a knowledge and attitude measurement tool and hactarage of land directly managed using SLM measures and extent of adoption of SLM practices outside pilot areas | • Reports on use of knowledge and attitude measurement tool<br>• MFLR, MOAFS and MOLG training materials and reports<br>• MFLR, MOAFS and MOLG work plans (national and district levels)<br>• Reports of participatory self-assessments by sample user groups and local, district and central government agencies of their conceptual, human resource and operational capacity | • Relevant Ministries and other agencies continue their collaboration.<br>• Current levels of GOL domestic resource allocation to MOLG and MFLR are maintained<br>• Community Councils are prepared to give SLM adequate attention in their planning and resource allocation |
| **Outcome 3:** Lesotho adopts a programmatic | National level policy on SLM either approved or | **Baseline:** many people are aware of good SLM techniques and practices, but the knowledge base is scattered and | • Knowledge management network materials (e.g. | • Relevant agencies at all levels are willing to participate |

| Goal/Objective/Outcomes | KPIs | Targets for Key Performance Indicators | Means of Verification | Critical Assumptions/Risks |
|---|---|---|---|---|
| approach to SLM - The enhanced awareness. dialogue. understanding and analysis of SLM best practice at resource user, community, local government, NGO and national government levels across the country, is reflected in strengthened, synergistic, multisectoral policies, strategies and programmes that achieve an integrated approach to natural resource management. | planned National development strategies revised to reflect SLM principles (PRSP, Agricultural policy, NAP, etc.); SLM content in Community Council plans and budgets SLM content in statements of national environmental and development policy and accompanying budgets; <br><br> SLM knowledge management network mode of operation Availability of synthesis of SLM lessons learned and best practice <br><br> A Country strategic investment framework for SLM exists and finance being mobilised to implement priority projects Existence of National SLM Framework <br><br> The public and policy makers have high levels of awareness of importance of SLM | fragmented and more technical than strategic. There is no SLM knowledge management network in Lesotho, so no structure through which awareness and understanding can be spread and enhanced. Policies, strategies and programmes refer to technical SLM measures without explaining adequately the institutional and governance frameworks through which these measures can be achieved. There is no programmatic approach to mainstreaming SLM and no strategic investment framework for SLM <br><br> **Mid term:** a Lesotho SLM knowledge management network is stimulating the exchange of information and ideas about SLM best practice on cultivated and range lands at resource user level and at the level of local, district and central government, with the active participation of NGOs, parastatals and development agencies. A draft synthesis of SLM lessons and best practice identifies policies, strategies and programmes into which these should be mainstreamed. Discussion about this mainstreaming has been initiated. A country special advisory group consisting of a mix of development partners and government is formed and is facilitating discussions on a programmatic approach to SLM <br><br> **End of project:** the Lesotho SLM knowledge management network has been institutionalised so that it can continue to function without project resources. The network has completed a synthesis of SLM lessons learned and best practice. The enhanced SLM models and techniques piloted by the project are central to the strengthened commitment to SLM that has been mainstreamed into the relevant policies, strategies and programmes, as expressed in a National SLM Framework. These achievements are reflected in the content of participating Community Council plans, in which at least 15% of participating Community Council plans, in which at least 15% of proposed activities have SLM content or impact and in which at least 15% of budgets are dedicated to SLM. At national level, at least 15% of recurrent and capital budgets support SLM. | information sheets. newsletters) <br> • Records of workshops <br> • Synthesis of SLM lessons and best practice <br> • Plans for post-project operation of knowledge management network <br> • Relevant policy statements or plans to revise policy, e.g. National SLM Framework, Food Security Policy, Poverty Reduction Strategy, local government policy <br> • Community Council development and environmental management plans and budgets <br> • Statements of national environmental and development policy and resource allocation <br> • *SIP Advocacy Index tool may be used* <br> • *SIP Composite Index for the SLM Enabling Environment tool may be used* | proactively in the knowledge management network during and after the project <br> • Those responsible for policy preparation/revision processes are willing to mainstream SLM |

# 3. SECTION III: TOTAL BUDGET AND WORKPLAN

## TABLE 2: TOTAL BUDGET AND WORKPLAN

Award ID - 00050861
Award Title: PIMS 3044 LD FSP: Project ID: 00063046
Project Title: PIMS 3044: Capacity and Knowledge for SLM in Lesotho
Implementing Partner/ Executing Agency: NEX: Ministry of Forest and Land Reclamation

| GEF Outcome/Atlas Activity | Responsible Party/ Impl Agent | Fund ID | Donor Name | ATLAS Budgetary acc code | ATLAS Budget Description | Amount Year 1 (USD) | Amount Year 2 (USD) | Amount Year 3 (USD) | Amount Year 4 (USD) | Total (USD) | Budget Note |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Outcome 1: Proven, strengthened, participatory, replicable models and techniques | UNDP/Ministry of Forestry and Land Reclamation (MFLR) | 62000 | GEF | 71200 | International consultants | 20,000 | 20,000 | 20,000 | 20,000 | 80,000 | 1 |
| | | | | 71300 | Local consultants | 50,000 | 40,000 | 40,000 | 30,000 | 160,000 | 2 |
| | | | | 71400 | Contractual services – companies | 90,000 | 90,000 | 85,000 | 83,500 | 348,500 | 3 |
| | | | | 71600 | Travel | 25,000 | 20,000 | 20,000 | 16,000 | 81,000 | 4 |
| | | | | 74200 | Audio visual and print production costs | 12,000 | 10000 | 10000 | 7,000 | 39,000 | 5 |
| | | | | 72500 | Supplies | 15,000 | 13,000 | 11,000 | 11,000 | 50,000 | 6 |
| | | | | 72800 | Information technology equipment | 10,000 | 10,000 | 10,000 | 10,000 | 40,000 | 7 |
| | | | | 74100 | Professional services | 20,000 | 20,000 | 20,000 | 19,000 | 79,000 | 8 |
| | | | | **Subtotal Outcome 1** | | **242,000** | **223,000** | **216,000** | **196,500** | **877,500** | |
| Outcome 2: Capacity for SLM built at local and national levels | UNDP/Ministry of Forestry and Land Reclamation (MFLR) | 62000 | GEF | 71200 | International consultants | 30,000 | 30,000 | 25,000 | 0 | 85,000 | 9 |
| | | | | 71300 | Local consultants | 30,000 | 20,000 | 20,000 | 20,000 | 90,000 | 10 |
| | | | | 71400 | Contractual services – individuals | 37,500 | 37,500 | 37,500 | 37,500 | 150,000 | 11 |
| | | | | 71600 | Travel | 15,000 | 15,000 | 15,000 | 5,000 | 50,000 | 12 |
| | | | | 72800 | Information technology equipment | 10,000 | 5,000 | 5,000 | 5,000 | 25,000 | 13 |
| | | | | 74100 | Professional services | 25,000 | 25,000 | 15,000 | 13,500 | 78,500 | 14 |
| | | | | **Subtotal Outcome 2** | | **147,500** | **132,500** | **117,500** | **81,000** | **478,500** | |
| Outcome 3: Lesotho adopts a programmatic approach to SLM - Enhanced awareness, | UNDP/Ministry of Forestry and Land Reclamation (MFLR) | 62000 | GEF | 71200 | International consultants | 0 | 0 | 0 | | 0 | |
| | | | | 71300 | Local consultants | 11,000 | 11,000 | 11,000 | 11,000 | 44,000 | 15 |
| | | | | 71400 | Contractual services – individuals | 30,000 | 27,000 | 25,000 | | 82,000 | 16 |
| | | | | 71600 | Travel | 7,500 | 7,500 | 7,500 | 7,500 | 30,000 | 17 |

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| Outcome / Activity | Responsible Party | Fund ID | Donor | Account Code | ERP/ATLAS Budget Description | Amount Yr1 | Amount Yr2 | Amount Yr3 | Amount Yr4 | Total | Note |
|---|---|---|---|---|---|---|---|---|---|---|---|
| dialogue, and programmatic approach to SLM | | | | 74200 | Audio visual and print production costs | 10,000 | 10,000 | 10,000 | 10,000 | 40,000 | 18 |
| **Subtotal Outcome 3** | | | | | | 58,500 | 55,500 | 53,500 | 28,500 | 196,000 | |
| **outcome 4: Project managed effectively and results delivered within time and budget** | UNDP/Ministry of Forestry and Land Reclamation (MFLR) | 6,2000 | GEF | | | | | | | 0 | |
| | | | | 71.200 | International consultants | | | | | | 19 |
| | | | | 71.300 | Local consultants | 26625 | 26625 | 26625 | 26625 | 106,500 | 20 |
| | | | | 71.400 | Contractual services – individuals | 10000 | 10000 | 10000 | 10000 | 40,000 | |
| | | | | 72.800 | Information technology equipment | 2000 | 2,000 | 2.000 | | 6,000 | 21 |
| | | | | 74.100 | Professional services | 5,000 | 5,000 | 5,000 | 5000 | 20,000 | 22 |
| | | | | | **Subtotal Outcome 4** | 43625 | 43625 | 43625 | 41625 | 172500 | |
| | | | | | **Project Total** | 491,625 | 454,625 | 430,625 | 347,625 | 1,724,500 | |

**Budget notes**

1. Outcome 1 will develop the SLM model for Lesotho; Local consultants (budget note 2) will be contracted to lead the development of the model incorporating grazing systems and agriculture. International consultants will provide twenty five working days of support per year to both the local consultants leading the development of the model and the local company leading the revamping of the extension service (budget note 3). International consultants are budgeted at USD 800 per day. This includes cost of recruitment, fees and air tickets.

2. Local consultants will be identified and contracted to coordinate the work of the development of the SLM models. This will include conducting assessments, identifying best practices, implementing activities to formulate and test an SLM model in Lesotho. They will be assisted by international consultants (budget note 1). They will also assist the local company in designing and testing a monitoring and evaluation plan to assess outcome 1 (a part of the general M&E plan). Budgeted at an average of 300 dollars per day, which includes recruitment, travel and fees.

3. The success of the SLM model will depend on a strong extension service, which integrates SLM and cutting edge knowledge in its extension package. Current extension services are sector-based and weak. Local and/or international contractors will be identified and contracted to: review and update job descriptions to accommodate integrated package of extension services to facilitate implementation of the SLM model and other SLM best practice; design and deliver training programme; and facilitate the formulation for the M&E systems to monitor the adoption of SLM.

4. The development of appropriate SLM model will involve stakeholder meetings and familiarisation visits by resource users in project areas to other areas where user groups are already operating. The implementation of the model will also involve considerable travel by extension agents and farmers (study tours, etc.). This budget line will support in-country travel and includes costs of hiring vehicles, accommodation and subsistence allowance (DSA). In addition, Project implementation will require extensive field travel by the Project Manager and the Project Officer. For work to achieve Outcome 1, the budget includes DSA for the Project Manager for 10 days a month and DSA for the Project Officer for 17 days a month. Not all field visits will require overnight accommodation. For the Project Manager, six nights a month are budgeted under Outcome 1, and for the Project Officer 12 nights a month.

5. The project will develop a communication strategy to disseminate information on the importance of SLM model in the management of resources, poverty eradication and the maintenance of ecosystem services. This budget line will finance the development of the strategy as well as its dissemination through various means – radio, television, printing fliers, booklets etc.

6. The government and CARE will provide the project with vehicles. However, the project will have to maintain the vehicles and provide drivers as well as fuel. This budget line will support the maintenance of vehicles and other office supplies.

7. The government and CARE will provide the project with office facilities and most of the running costs. The project will however procure two desk top computers, two laptops and one printer; to facilitate project management and information management. This budget line will also meet the cost of telephones, internet connections etc.

8. This budget item will be used to support climate-proofing of the SLM model to climate change. All the activities proposed by the project will be reviewed against the various climate change scenarios. In addition, the budget will link the project to adaptation initiatives in the region.

9. The success of the SLM model will depend on a strong extension service, which integrates SLM and cutting edge knowledge in its extension package. Current extension services are sector-based and weak. Local and/or international contractors will be identified and contracted to align the current extension package with the SLM model formulated under outcome 1. Working together with the local consultants (budget note 10) and in consultation with the local company (budget note 11), the consultants will also develop training material for various levels of SLM stakeholders (farmers, pastoralists, extension officers, policy makers, etc.). They (international and national consultants) will develop a communication strategy for raising awareness on the importance of SLM to national development and MDGs. They will also develop M&E systems to monitor the adoption of SLM, and link to the SIP/TerrAfrica monitoring system.

10. See budget note 9 above.

11. A local company will be identified and contracted to coordinate the work of the development of the individual and institutional capacity building outcome (likely to be the same as in outcome 1). The company will, in collaboration with the extension service, deliver SLM training (using materials developed under budget notes 9 and 10); deliver selected technologies and support the local governance structures to support land managers in SLM. In this regard, the company will undertake a capacity needs assessment, design and implement a capacity building programme to meet the needs identified in the needs assessment. It will test, finalise and disseminate training materials for use country-wide.

12. This budget item will support travel related to training by both extension service and the land managers. It will cover cost of transport, DSA and accommodation.

13. The project piloting sites are located in remote areas currently outside of the national information technology grid. This budget line will be used to establish phone and email linkage to the rest of urban centres (districts and Maseru), particularly for the mainstreaming of SLM approach.

14. The long-term success of SLM in Lesotho will be boosted by provision of alternative income generating activities that reduce the pressure on the land. This budget note will support investigation of sustainable and viable economic activities that provide alternative income, including the probability of carbon finance from reforestation and better land management, and select promising options, test them and disseminate (integrating into the extension package). Under this budget item, user groups will be linked to business opportunities (and markets) and supported in establishing initial linkages. If a carbon finance project materialises (under Lulucuf or REDD), the budget will be used to establish carbon stocks, design organise benefits and benefit streams/distribution, monitoring system to monitor both carbon stocks as well as distribution of the benefits and its impacts on SLM.

15. Budget lines 15 and 16 will be used to support the development two key outputs; a knowledge management network and a national dialogue process that produces a CSIF (Country Strategic Investment Framework). The exercise will be led by a local company (16) aided by local consultants (15). The consultants will review the current knowledge management systems and upgrade them and establish an SLM network. The budget will also support mainstreaming of SLM into national development plans and policies and to ensure that Lesotho adopts a programmatic approach to SLM. The budget will be used to coordinate studies to provide analytical underpinnings to the CSIF. In particular, an environmental economist and a specialist on tenure and natural resource management will produce concise analytical studies of the economics of SLM and the often debated but little analysed relationship between resource tenure and SLM in Lesotho. The budgets will also support dissemination of the communication strategy and support the Special Advisory Group (SAG) to lead the other development agencies in contributing to the development of a country strategic investment framework (CSIF); and to mobilise political support for mobilising financing CSIF priority projects.

19. This item constitutes the cost of a Project Management Unit (PMU) for 4 years at USD 2,375 per month. Three full time staff will be employed for the implementation of this FSP; a project manager, a secretary/administrator and a driver. The **Project Manager** will be responsible for overall co-ordination, implementation, administration and reporting of the project in consultation with the Steering Committee, UNDP-GEF and the implementing agency. The **Secretary/Administrator** and the **driver** will provide the required

support services in the project office, taking particular responsibility for document management, procurement and project accounts as well as general administration such as management of project vehicles.

22. The budget will support implementation of the M&E system, Project Steering Committee operations, auditing and project reporting.
24. Cost of Mid-term and final project evaluation.

## TABLE 3: PROJECT COSTS

| Project Components/Outcomes | GEF | % | Co-Fin | % | Total |
|---|---|---|---|---|---|
| 1. Proven, strengthened, participatory, replicable models and techniques | 0.8775 | 29 | 2.17 | 71 | 3.0475 |
| 2. Local and national capacity for SLM | 0.4785 | 32 | 1.025 | 68 | 1.4785 |
| 3. Lesotho adopts a programmatic approach to SLM - Enhanced awareness, dialogue, and programmatic approach to SLM | 0.196 | 16 | 1 | 84 | 1.196 |
| 4. Project management budget/cost | 0.1725 | 26 | 0.5 | 74 | 0.6725 |
| **Total project costs** | **1.7245** | **27** | **4,695** | **73** | **6.3945** |

## TABLE 4: PROJECT MANAGEMENT BUDGET/COST[10]

| Component | Estimated staff weeks | GEF ($) | Other sources ($) | Project total ($) |
|---|---|---|---|---|
| Personnel | | | | |
| Local consultants | 100 | 55,000 | 100,000 | 155,000 |
| International consultants | 30 | 25,000 | 50,000 | 75,000 |
| Office facilities, equipment, vehicles and communications | | | 115,000 | 115,000 |
| Travel | | 15,000 | 80,000 | 95,000 |
| Miscellaneous | | | 5,000 | 5,000 |
| Total | | 95,000 | 350,000 | 445,000 |

## TABLE 5: CONSULTANTS WORKING FOR TECHNICAL ASSISTANCE COMPONENT

| Component | Estimated staff weeks | GEF ($) | Other sources ($) | Project total ($) |
|---|---|---|---|---|
| Personnel | | | | |
| Local consultants | 199 | 418,000 | 500,000 | 918,000 |
| International consultants | 29.5 | 165,000 | 100,000 | 265,000 |
| Total | 228.5 | 583,000 | 600,000 | 1,183,000 |

[10] In accordance with both UNDP and GEF policies no GEF project resources will be used to pay any government, agency, or NGO staff or personnel

**TABLE 6: CO-FINANCE SOURCES**

| Name of co-financier (source) | Cash | In kind | Amount ($) |
|---|---|---|---|
| Project Government Contribution | 1,970,000 | 400,000 | 2,370,000 |
| GTZ | 2,025,000 | | 2,025,000 |
| GEF Agency UNDP | 300,000 | | 300,000 |
| **Total co-financing** | 4,295,000 | 400,000 | 4,695,000 |

# 4. SECTION IV: ADDITIONAL INFORMATION

## 4.6. Part 1: Endorsement letters

**Co-operation Partners:**
Ministry of Finance and Development
Planning
Ministry of Local Government
Ministry of the Public Services

**German Technical Cooperation**
**Support to Decentralized Rural**
**Development**
**GTZ - Program Management**

Tel: (+266) 22 323 391
Fax: (+266) 22 324 365
Email: martin.mayer@gtz.de

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Re: GDC activities in Lesotho

Dear Mr. Fauster,

As discussed with UNDP we confirm that the German Ministry of Economic Cooperation (BMZ) through GTZ and DED supports the Decentralized Rural Development Program on national level and in the Districts of Mafeteng, Mohale's Hoek, Quthing and Qacha's Nek with a total funding up to 6 200 000 Euro for the period until 2010. The Program aims improved functioning of the district and community councils. The main components include support to economic and land use planning, implementation of community council projects and support to the functioning of the councils.

The planned activities of German support may be complementary to planned GEF-fundet projects if they integrate governance aspects into their activities.

Looking forward to a close collaboration on the above mentioned aspects, we remain

Yours sincerely

Mr. Martin Mayer
*GTZ-Program Coordinator:*
*'Decentralized Rural Development (DRDP)' &*
*German Development Cooperation*
*Priority Area Coordinator*

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**United Nations Development Programme**

UNDP

*Lesotho*

00046437

17<sup>th</sup> April 2008

Dear Ms. Muthui,

**SUBJECT:** **GEF-Sustainable Land Management (SLM) Project- Confirmation of Co-Financing by the Country Office**

This letter serves to confirm that the UNDP Country Office in Lesotho will contribute a total amount of US$ 300,000.00 from our TRAC resources as co financing for the GEF Project on Sustainable Land Management for the three year period 2008-2010.

Yours truly

Ernest Fausther

Acting Resident Representative

Ms. Veronica Muthui
Regional Technical Advisor - Land Degradation
GEF-UNDP Regional Center in Pretoria
Metro Park Building, 351 Schoeman Street
Pretoria 0002

UN House. United Nations Road. PO Box 301 Maseru 100. Lesotho
Telephone: +266 2231 - 3790 Fax - 266 2231 - 0042 Website: www.undp.org.ls

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## 4.7. PART III: Terms of References for key project staff and main sub-contracts

151.    The Project Manager will be responsible for overall co-ordination, implementation, administration and reporting of the project in consultation with the Steering Committee, UNDP-GEF and the implementing agency. She/he will take overall responsibility for liaison with MFLR, MOLG and other line Ministries, with District and Community Councils and Principal Chiefs in the project's areas of operations, and with donor agencies and NGOs. She/he will take the lead in developing the SLM model to be generated under Outcome 1 of the project. She/he will co-ordinate and guide the training activities to be developed under Outcome 2 and will supervise the required consultancy and materials production activities. She/he will develop a clear vision and plan, in consultation with the relevant authorities, for upscaling the SLM model after project termination. The Project Manager will also serve as co-ordinator of the SLM network to be developed and operated under Outcome 3. She/he will guide the production of consultancy studies, bulletins and briefs, supervising the required consultants accordingly. She/he will take the lead in stimulating awareness and debate through the network and in generating the synthesis paper to be completed in PY 3.

152.    The principal task of the Project Officer will be detailed field liaison and facilitation in development of the SLM model to be produced under Outcome 1. Spending much of her/his time in the field, she/he will develop a detailed understanding of, and acquaintance with, SLM issues and resource users in the project areas, and – in consultation with MFLR, MOLG, Chiefs and Community Councils – will facilitate the emergence of user groups and working arrangements between these groups and Community Councils. Where appropriate she/he will also facilitate the preparation and enactment of bylaws governing resource use and the roles of user groups. In order to achieve Outcome 1, the Project Officer will also undertake regular liaison and consultation visits to other areas, user groups and local/project authorities around Lesotho. She/he will also be responsible for much of the capacity building work to be undertaken for the purposes of Outcome 2 of the project, facilitating training sessions at district and local levels. The Project Officer will also participate actively in the SLM network to be developed and operated under Outcome 3, with particular responsibility for stimulating resource user participation in this network and for feeding field experience into the network's debates and publications. Also under Outcome 3, the Project Officer will be responsible for arranging and, where required, guiding field visits between and to resource user groups.

153.    Both project staff should be senior, experienced individuals, with substantial documented performance in environmental and development planning in Lesotho or similar contexts. They should be able to demonstrate successful experience in community-level liaison and facilitation work and an understanding of SLM challenges and opportunities, as well as an understanding of public policy and the roles of governments, NGOs and international agencies in its formulation and implementation. Fluency in Sesotho is required for the Project Officer and will be a strong advantage for the Project Manager. Both staff should hold valid driving licences, be competent in Microsoft Office programs and be prepared to work in difficult field conditions. The Project Officer should be prepared to spend at least half her/his time in the field and should be prepared to consider residence outside Maseru.

## 4.8. PART IV: Stakeholder Involvement Plan

154.    The key stakeholders relevant to the promotion of SLM include natural resource users; Community Councils; chiefs; several GOL Ministries; the National Environment Secretariat; UNDP; CARE; NGOs; parastatals; and development agencies. The matrix below summarizes their capacity and relevance to this project's SLM objectives; their potential interests, and conflicts that might arise; and the roles they are likely to play in execution of the project.

**TABLE 7: MATRIX OF STAKEHOLDER PARTICIPATION**

| Who | Capabilities/current role for promoting and/or practicing SLM | Potential interests and conflicts with regard to SLM | Role in project |
| --- | --- | --- | --- |

| | | | |
|---|---|---|---|
| Natural resource users | • Extensive indigenous technical knowledge<br>• Familiarity with concepts of group action, committee operations etc.<br>• Commitment to SLM because of livelihood interests in a sustainable environment | • Strong potential interest in achieving SLM<br>• Different resource users may have different SLM priorities<br>• Gender differences may arise in SLM decision making<br>• Political and other factional differences may hinder consensus and decision making in some local contexts | • Leading agents of SLM through user groups or associations |
| Community Councils | • Legal authority for SLM<br>• Little capacity to exert this authority at field level<br>• Committed to fulfilling their NRM responsibilities, but currently uncertain how to go about this<br>• Still exploring all aspects of their new role as local authorities | • Likely to embrace user group concept as a way of fulfilling their legal responsibilities<br>• Could enact byelaws for this purpose<br>• Decision making could be hindered by (party) politics or other internal differences | • Locus of legal authority for SLM<br>• Supervise government field staff who, under the newly decentralised system, are administratively answerable to Community Councils<br>• Supervise and guide resource user groups acting on their behalf<br>• Provide modest levels of resourcing to these groups for their daily operations |
| Chiefs | • Traditional NRM authorities<br>• Some have extensive technical knowledge<br>• Some are respected leaders<br>• Two chiefs are elected by their peers as members of each Community Council and can thus play a formal role in Councils' NRM decision making<br>• Principal Chiefs retain legal authority over high altitude cattle post areas | • Many chiefs likely to resent their loss of formal NRM authority to Community Councils<br>• Some chiefs may foment political opposition to Community Councils' or user groups' SLM efforts<br>• Some chiefs may play constructive roles in new SLM dispensation<br>• Principal Chiefs' cattle post management needs to be harmonised with the SLM practised by neighbouring Community Councils and user groups | • Some chiefs can contribute as Community Council members<br>• All chiefs, if so inclined, can contribute as leading and knowledgeable members of their communities<br>• Principal Chiefs have vital role in cattle post management and the integration of this function with SLM by user groups and Community Councils |
| Ministry Forest Land Reclam-ation | • Through its Range Management, Soil Conservation and Forestry Divisions, can provide technical knowledge and practical/programmatic experience<br>• Has domestic budget that can be used for co-financing with GEF contribution | • Mandated to facilitate and support SLM in Lesotho<br>• Inevitably challenged by the decentralisation process and by the new legal NRM mandate of local authorities | • Leading technical agency<br>• Chair of Steering Committee<br>• Source of co-finance<br>• Should participate actively in knowledge management and networking activities |
| Ministry of Agriculture and Food Security | • Increasingly active in promoting on-farm soil and water conservation through soil fertility and soil structure management, conservation and organic agriculture techniques etc. | • Has a shared food security commitment with MFLR whose achievement depends partly on SLM | • Should be an active member of project Steering Committee<br>• Should participate actively in knowledge management and networking activities |
| Ministry of Local Govern-ment | • Responsible for guiding the decentralisation process and the establishment of the new local government system in Lesotho<br>• Consequently responsible for supporting MFLR's decentralisation process and assisting Community Councils as they grapple with their NRM role<br>• Has only recently formed NRM Task Group and started to focus on SLM issues | • Vitally important in developing the overall local institutional context within which SLM must be practised<br>• Has many priorities and policy demands on its limited resources, and will have to be encouraged to give NRM issues the necessary attention | • Should be an active member of project Steering Committee<br>• Should participate actively in knowledge management and networking activities<br>• Should advise and facilitate Community Councils' development of SLM byelaws, which must be approved by the Minister of Local Government |
| National Environ-ment Secretariat | • Policy coordination role, with particular reference to Lesotho's global obligations and commitments | • Committed to Lesotho's fulfilment of its Convention obligations<br>• Committed to implementation of Lesotho's UNCCD NAP | • GEF focal point: key liaison role<br>• Member of project Steering Committee |

| Who | Capabilities/current role for promoting and/or practicing SLM | Potential interests and conflicts with regard to SLM | Role in project |
|---|---|---|---|
| Natural resource users | • Extensive indigenous technical knowledge<br>• Familiarity with concepts of group action, committee operations etc.<br>• Commitment to SLM because of livelihood interests in a sustainable environment | • Strong potential interest in achieving SLM<br>• Different resource users may have different SLM priorities<br>• Gender differences may arise in SLM decision making<br>• Political and other factional differences may hinder consensus and decision making in some local contexts | • Leading agents of SLM through user groups or associations |
| UNDP | • Extensive experience of sustainable rural development strategies and challenges in Lesotho<br>• Experience of GEF project delivery | • Involved in several other GEF- and SLM-related activities in Lesotho | • Key agency for channelling and supervision of GEF resources, advice on procedures<br>• Key member of project Steering Committee |
| CARE | • Almost 30 years' development experience in Lesotho, including some NRM projects<br>• Recent experience with on-farm soil and water conservation activities and techniques<br>• Recent active experience with extension and networking activities<br>• Widespread linkages into GOL and NGO community, and experience of joint operations with both<br>• Strong experience with HIV/AIDS and gender policies and programming | • Committed to supporting the implementation of SLM in Lesotho<br>• Committed to participatory approaches<br>• Committed to livelihoods-based approaches that are gender sensitive and HIV/AIDS mainstreamed | • Implementing agency<br>• Staff and consultant recruitment and supervision<br>• Technical and administrative oversight |
| NGOs | • Strong technical and institutional expertise in SLM and related fields<br>• Detailed understanding of local development needs, opportunities, constraints<br>• Currently engaged in various SLM-related activities, notably on-farm<br>• Links to TerrAfrica | • Long standing interest in the environmental and SLM sectors | • Members of project Steering Committee<br>• Potential collaborator in SLM model development, training and knowledge management/ networking activities<br>• Linkage of this project into the TerrAfrica initiative |
| Parastatals | • LHDA has almost 20 years' experience working on highlands environmental issues<br>• LHDA is now piloting ICM in selected sub-catchments<br>• LHDA has vital interest in maintaining ecosystem health in its highland catchments | • It will be necessary – and is feasible – to harmonise or integrate the ICM approach with other SLM models that are emerging in Lesotho, and to ensure a good fit between ICM, resource user groups and Community Council responsibilities | • Active field collaborator across the Maseru district – Thaba-Tseka district boundary |
| GTZ | • Technical expertise in NRM<br>• Technical expertise in local government and institutional development | • GTZ is strongly committed to IWM and to building effective local government in Lesotho – including the effective governance of natural resources | • Active collaborator in joint IWM-SLM programming<br>• Source of co-finance |
| FAO | • Technical expertise in IWM<br>• Technical expertise in conservation agriculture | • Committed to promoting IWM and conservation agriculture<br>• Can make technical inputs, subject to resourcing constraints | • Coordinator of conservation agriculture network<br>• Potential collaborator in networking and knowledge management, with particular reference to on-farm SLM |

## 4.9. Part V – Annexes

## 4.10. Annex 1: Matrix of Land Degradation Threats and Root Causes

| Threat | Bio-Physical Impacts | Causes | Response Measures being tested as part of the Baseline | Response Measure to be Developed by GEF Project |
|---|---|---|---|---|
| **Degradation of cultivated land** | • Soil erosion by water<br>• Soil erosion by wind<br>• Declining soil fertility<br>• Sediment deposition outside cultivated areas<br>• Increased hydrological instability<br>• Lower water tables | • Although soil and water conservation structures have been built on arable land since colonial times, soil cultivation practices do not adequately address soil and water conservation because appropriate methods are insufficiently known<br>• Cultivation practices do not address retention of surface runoff because soil conservation programmes have traditionally promoted disposal of runoff through the construction of graded channel terraces and other structures<br>• Soil and water conservation structures inadequately maintained on cultivated land, partly because ownership and commitment were inadequately fostered when they were constructed and partly because their technical design does not optimise benefits to the farmer<br>• Land degradation on uncultivated areas up slope from fields<br>• Insufficient return of organic matter to soil<br>• Extension content of limited relevance to SLM<br>• Extension delivery does not reach enough of intended audience in effective formats<br>• Extension co-ordination fails to deliver integrated messages on SLM<br>• Conservation knowledge management is not integrated into SLM process | • Promotion of (renovation of) soil and water conservation structures; biological soil and water conservation measures; conservation farming techniques such as minimum tillage; small and micro-scale water harvesting and spring harnessing (MAFS, IFAD); MFLR (Mafeteng district))<br>• Land use planning and Community Action Plans under UES at household and village levels for SWC initiatives by individuals and communities (MAFS, IFAD)<br>• Conservation Farming Network Group (facilitated by FAO) | • In-field elements of Integrated Watershed Management approach in Maseru and Mohale's Hoek districts (including physical and biological soil and water conservation measures and conservation farming techniques) will complement the project's main focus on the rangeland resource complex and provide the necessary landscape integration of SLM measures<br>• Knowledge management to stimulate awareness, understanding and analysis of best practice in SLM on cultivated land<br>• GEF incremental funding will focus on curtailing degradation on uncultivated fields up slope from fields |
| **Degradation of range resource complex** | • Reduced ground cover<br>• Soil erosion by water<br>• Soil erosion by wind<br>• Declining soil fertility<br>• Sediment deposition outside range land areas<br>• Increased | • Management of range land is not sustainable: effective governance often lacking, so that power struggles over resources not controlled; legal framework not clear enough, does not sufficiently clarify responsibilities and boundaries<br>• Institutions for management of range land (the new Community Councils) have legal authority but lack resources to operate at local level.<br>• There is little effective co-ordination of planning structures at national and district levels.<br>• Increasing demand for wood fuel and lack of | • National training of Community and District Councils in development planning and management (MOLG, GTZ)<br>• Pasture rejuvenation, range management, combating of invasive species and afforestation initiatives in Mafeteng, Mohale's Hoek and | • Enhanced institutional arrangements for SLM through user groups operating on behalf of and with the legal authority of 7 Community Councils in Maseru district<br>• Integrated Watershed Management approach developed in selected pilot areas in Maseru and Mohale's Hoek districts<br>• Enhanced extension content and delivery by MFLR and MOLG in |

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| Threat | Bio-Physical Impacts | Causes | Response Measures being tested as part of the Baseline | Response Measure to be Developed by GEF Project |
|---|---|---|---|---|
| | • hydrological instability<br>• Lower water tables<br>• Decline in plant biodiversity<br>• Decline in woody biomass | affordable alternative fuels<br>• Lack of affordable, accessible, efficient heating and cooking technologies<br>• Invasion of alien species<br>• Wood resources not effectively managed:<br>• Community Councils have legal authority but lack resources to operate at local level<br>• Ag Extension content of limited relevance to SLM<br>• Ag Extension delivery does not reach enough of intended audience in effective formats<br>• Ag extension co-ordination fails to deliver integrated messages on SLM<br>• Conservation and governance knowledge management is not integrated into SLM process | Quthing districts (MFLR, IFAD)<br>• Promotion of Integrated Catchment Management in five pilot sub-catchments in Thaba-Tseka district (LHDA)<br>• Support for Managed Resource Associations in Butha-Buthe, Mokhotlong and Qacha's Nek districts until end 2007 (MDTP) | support of these institutional arrangements<br>• Capacity created and modalities negotiated for scaling up these enhanced arrangements across Lesotho as a whole<br>• Knowledge management to stimulate awareness, understanding and analysis of best technical conservation practice for SLM on range land |
| **Uncontrolled expansion of residential and commercial land uses** | • Increased hydrological instability<br>• Lower water tables<br>• Water pollution<br>• Decline in plant biodiversity<br>• Degradation of cultivated land | • Settlement planning systems and structures lack capacity to address this issue effectively<br>• Development controls not functional<br>• Local government institutions do not manage spatial planning and land administration effectively<br>• Governance knowledge management does not build the required awareness, understanding and commitment | Not directly addressed by this project; not a significant threat in mountain areas; mainly a concern in lowland areas which have less grazing land | Not directly addressed by this project. However, strengthened SLM capacity and procedures at Community Council level will sharpen local authorities' awareness of the environmental implications of the issue and their ability to plan and enforce land use controls. |
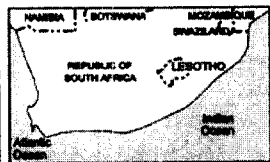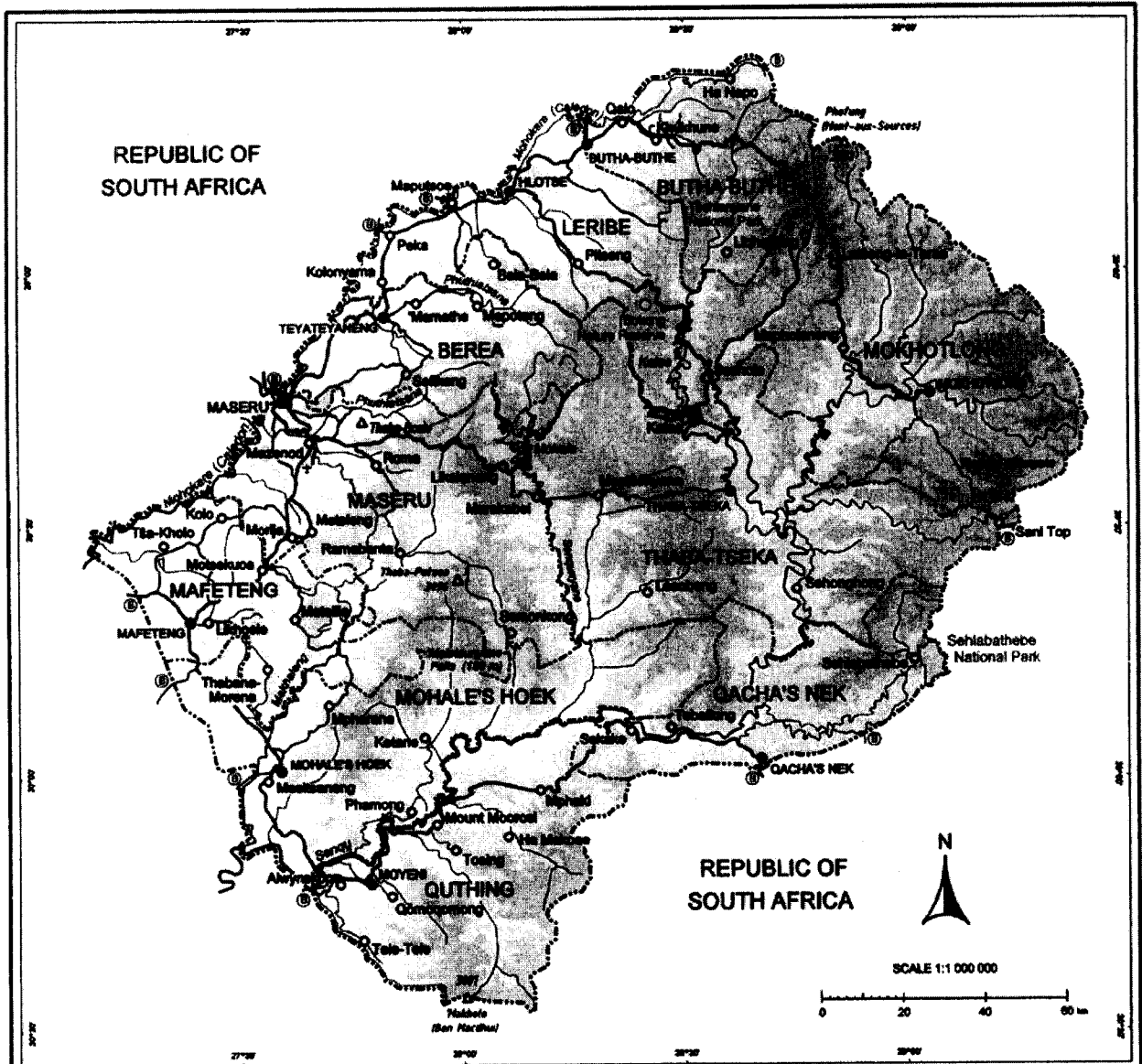
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Prepared from Lesotho Map 1:750 000 (1977) by the Department of Lands, Surveys & Physical Planning (LSPP), P.O. Box 876, Maseru 100

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