Ministry of Tourism, Environment and Culture

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National Capacity Development Action Plan to Implement the Rio Convention and related Multilateral Environmental Agreements in Lesotho

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Summary

The international community has negotiated and brought into effect various Multilateral Environmental Agreements (MEAs), including the Rio Conventions: the UNFCCC, UNCCD, CBD developed at the Rio Earth Summit in 1992. These Conventions are also related to other MEAs that have been agreed over the years including the CITES and Ramsar Convention on Wetlands. Lesotho is party to all these MEAs listed above. However, like most of the developing world, progress in implementing the obligations of these agreements has been limited, as has been identified in the reports that the country has been submitting to the conferences that these Conventions hold regularly. The country has therefore answered a call by the Global Environment Facility (GEF) to undertake a self assessment of capacity needs in implementing the obligations of the above MEAs and develop a strategic plan for enhancing capacity and therefore attain meaningful progress in environmental management.

The National Capacity Self Assessment (NCSA) project funded by UNDP/GEF and executed by the Ministry of Tourism, Environment and Culture (MTEC) started in Lesotho in June 2005. The main goal of the project being to conduct a comprehensive assessment of the existing capacities and capacity development needs of Lesotho in meeting the obligations of the five Multilateral Environmental Agreements listed above.

In the process of the NCSA, the following main studies were undertaken and related reports produced:

- STOCKTAKING
- THEMATIC AND CROSS-CUTTING ASSESSMENTS
- CAPACITY DEVELOPMENT ACTION PLANNING

After the assessments the following actions have been recommended to enhance capacity in environmental management across the three levels of capacity, which are: *systemic, institutional and individual*:

1. Development and enhancement of policy and legislative environment that supports the implementation of the MEAs
2. Integration of MEA objectives into National and Local development planning and implementation
3. Institutional mandates for the MEAs and promotion of synergistic approach in implementation
4. Promoting awareness on the contents and context of the MEAs
5. Increasing research and monitoring capacity
6. Addressing human resources issues in the implementing and partner institutions
7. Improvement of institutional capacity for the implementation of activities related to the MEAs

This reports presents a summary of the obligations of the five MEA's, the thematic issues identified during the assessments as well as the analysis of the cross cutting issues on capacity across all the MEA's. Finally the report presents the proposed Capacity Development Action Plan. This CDAP puts forward the proposed areas for action as well as the recommended institutional and resource requirements to attain meaningful progress in implementing the MEA's.

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1.0 INTRODUCTION

The international community has long realised the need to protect the global environment and has negotiated numerous agreements over the years in an effort to encourage countries to address problems facing the environment. At the Rio Earth Summit in 1992, the international community reached unprecedented agreements by negotiating and ratifying three global Conventions or Multilateral Environmental Agreements (MEA's) in the fields of land degradation/desertification, climate change and biodiversity. These agreements were established in a world that already had a number of agreements regarding environment and natural resources management.

However, despite the good intensions of the parties in negotiating the multilateral environmental agreements (MEA's), most if not all of them, especially in the developing world, lack the required capacity to implement such agreements. Attempts to implement the MEA's have usually been haphazard and have lacked a synergistic approach. In most countries, this is attributed to both the lack of capacity and internal cooperation on the issues as well as an insufficient understanding of exactly what capacities are needed. A number of capacity assessments in the environment and development sectors of many countries have been carried out over the years, but these assessments usually were commissioned and carried out by independent and usually international experts in developing countries. A need for a comprehensive self assessment by countries in terms of their capacity to meet their global environmental commitments has therefore been identified. To address these challenges, the Global Environment Facility (GEF) Council in 2001 approved funding to allow countries to undertake a self assessment in a programme called National Capacity Needs Self Assessments (NCSA's) as one of the components of a comprehensive Capacity Development Initiative (CDI).

The overall aim of the NCSA process is to provide countries with the opportunity to take the lead in articulating their own capacity needs and priorities with respect to the global environment taking into account the global conventions on desertification/land degradation, climate change, biodiversity, wetlands and trade in endangered species.

Lesotho also has been party to the Rio Conventions and other related MEAs (the CITES and the Ramsar Conventions) for nearly a decade in some cases. Like other developing countries, Lesotho has made attempts to implement the Conventions, but these have been hampered by an inherent lack of capacity at individual, institutional and systemic levels.

1.1 Country Background

Location and Physical Environment

Lesotho occupies an area of about 30,350 square kilometres of the Drakensburg escarpment on the eastern rim of the Southern African Plateau at elevations ranging from about 1500 to 3480 metres above mean sea level (amsl). Geographically the country is located between 28 and 31-degree south latitudes, and 27 and 30 degree east longitudes. The country is divided into four (4) distinct physiographic regions: lowlands, foothills, mountains and the Senqu River Valley (Fig. 1). The **lowlands** (17 percent of land area) form a narrow strip along the western border and range from approximately 1,400 to 1,800 metres above mean sea level (amsl). This area provides two thirds of the productive arable land and hosts the highest population densities in the country. The **foothills**, which range in elevation from 1,800 and 2,000 metres amsl cover approximately 15 percent of the country and also support relatively high population densities. The **highlands** region (approximately 59 percent of land area), between 2,000 and 3,400 metres amsl is primarily used for summer

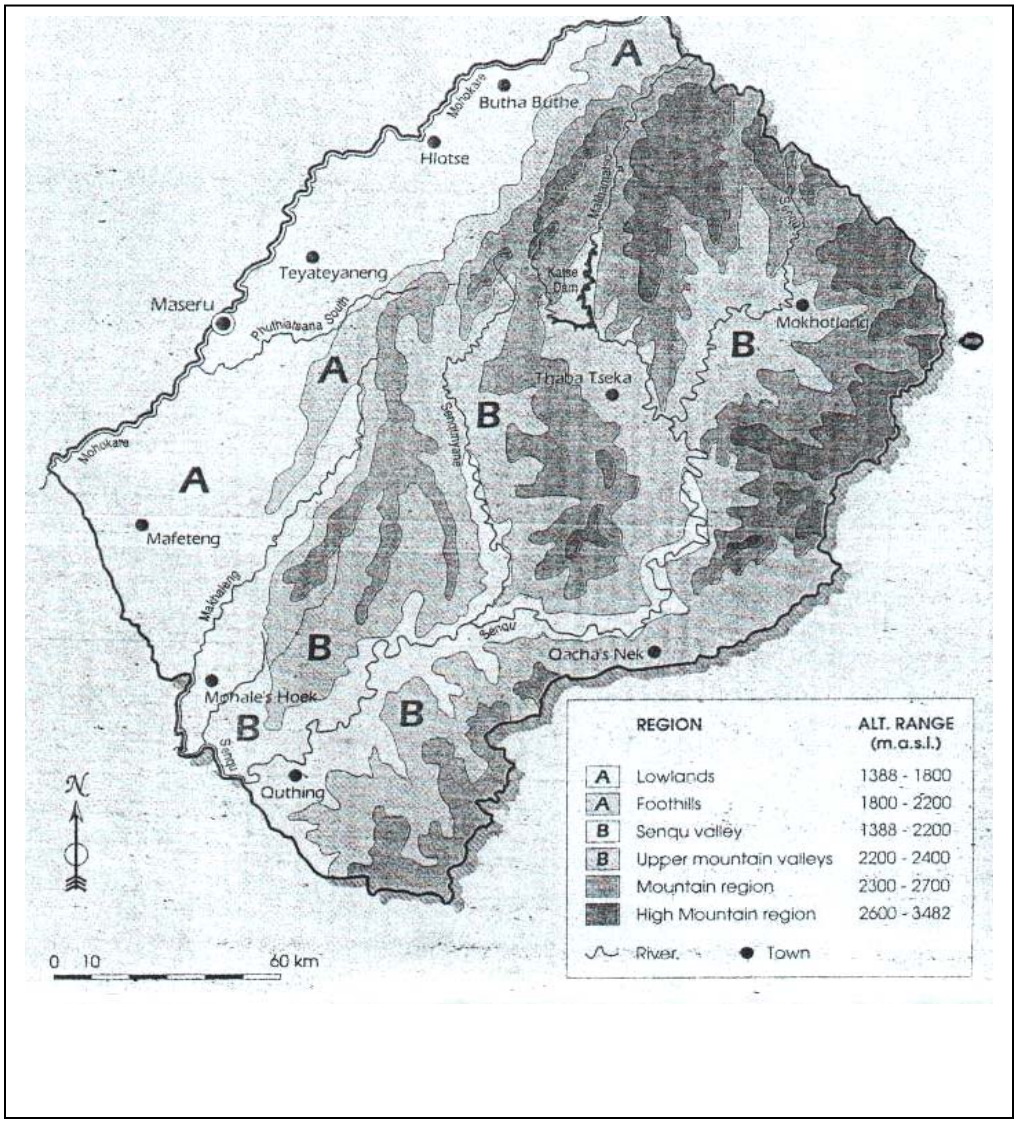
grazing and hosts unique alpine and sub-alpine habitats of the Drakensberg range. The **Senqu River Valley** (some 9 percent of land area), along the Senqu River bisects the highlands in the North East and East, the foothills to the South East and lowlands in the South of the country. The Senqu valley is a major grassland area marked by shallow but relatively rich alluvial soils. This area lies at altitudes between 1,400 and 2000 metres above mean sea level (Chakela, 1999). A large part of Lesotho is within the Maloti/Drakensburg 'hotspot' which is an area where 29.3 percent of the species are endemic (NES, 2000)

Very few studies have been carried out on the genesis of the soils of Lesoto. Reports on this subject are more or less qualitative (Carroll and Bascomb, 1967; Binnie and Partners, 1972; Carroll et al., 1979). The morphology of the soils has been influenced by organic matter dynamics and weathering of the mineral constituents. At elevations around 3000 masl areas of organic soils have been identified and are thought to influence the nature and productivity of the wetlands (Mack 1981). The parent material factors (basalt and /or sandstone sedimentary materials) have also influenced the properties of the soils across the country. The soils in the lowlands and foothills are largely derived from sandstone parent material and highly erodible. In addition, the topography of the country and land management practices contribute to the high rate of land degradation leading to desertification. It is estimated that approximately 40 tonnes per hectare of soil (0.25% of the total arable land) is lost annually, through soil erosion. One of the more visible signs of the degradation of natural resources in Lesotho include the deep gullies and siltation of rivers across the country, but principally in the foothills and lowlands areas (NES, 2005)

According to the Lesotho Biodiversity Country Study of 2000, the country has remarkable biodiversity, with a significant number of species being endemic. However, human influences such as agriculture and settlements have significantly affected the biodiversity over the years. The decrease in

biodiversity is also significantly affected by destruction of habitats, including wetlands compounded by indiscriminate sale of biodiversity and its products to both inside and outside the country markets. Past reports have indicated that as much as 65 percent of wetlands in the highlands of Lesotho are in some state of degradation, from slight to serious (DWA, 2005).

Figure 1 – Major physiographic regions of Lesotho



Physiographic Regions of Lesotho
Source: Bonde 1983 in Mokuku, 1999

The climate of Lesotho is largely determined by the country's location in the centre of the Southern African Plateau and can be categorised as semi-arid to sub-humid and continental. It is characterised by warm moist summers, from November to March; and cold dry winters from May to July. The mean annual temperature ranges from 5.7^0C at the higher elevations to more than 16^0C in the southern lowlands. The mean annual precipitation ranges from 500mm in the Senqu River Valley to 1,200mm in the North and East of the country. Eighty five percent of the rainfall is received between the months of October and April. The mountains of Lesotho are regularly covered by snow during winter months resulting in very cold winter temperatures. Lesotho is also vulnerable to the effects of the global phenomenon of climate change, mainly due to its geographical location. The country suffers from the effects of the ongoing change in atmospheric regimes all over the world and records show that there has been a net increase in temperature of about 0.7^oC from 1978 to 2003 (Lesotho Meteorogical Services, 2005).

Socio-economic environment

Lesotho's population is estimated at 2.4 million, with the population density being 69 persons per square kilometre in the highlands and 754 persons per square kilometre in the lowlands. Although urban areas are growing at a higher rate, about 84 percent of the population still lives in rural areas (SoE, 2002). The country is categorized as a *least developed country*, and is ranked by the UNDP Human Development Report of 2005 at number 149 of 177 member countries according to the Human Development Index (HDI). The HDI has dropped from 0.520 in 2000 to 0.497 in 2003. Unemployment is estimated at 40 percent of the labour force. This is attributed to decline in the agriculture sector and government sector employment, limited industrial base and the retrenchment of mineworkers from the Republic of South Africa (SoE, 2002). Lesotho enjoys a relatively high adult literacy rate: 82.9% compared to the

SADC region average of 71.8 (SoE, 2002). This is expected to increase further with the current government policy of "Free Primary Education".

One of the main social ills affecting Lesotho is HIV/AIDS. According to Kimario *et al.(*2004) one in three adults were infected by HIV/AIDS in Lesotho. This report further indicates that about 60 percent of the infected people are part of the workforce. The pandemic is presenting a challenge in the environmental management sectors as massive exploitation of biological resources, especially medicinal plants is going on as people seek alternative remedies.

There has been a concerted effort by the Lesotho Government to encourage sustainable development through the development of the National Vision 2020 and the Poverty Reduction Strategy (PRS) in the recent years.

1.2 Lesotho's NCSA Context

Environmental Problems facing Lesotho

Lesotho's environment and natural resource base is under threat from a myriad of forces. The threats are compounded by the growing population pressure on the land, development as well as legal and institutional problems in managing land. Land degradation is one of the most serious and pervasive environmental problems facing Lesotho, largely as a result of over-exploitation of land, water and other natural resources. Reports show that up to 2000 tons per Km^2 per year, which is between 0.2% and 1% of the arable land is lost each year (NES, 2000). The loss of native cover promotes increases runoff, sheet erosion of the topsoil and rill erosion. The resultant gully erosion spread out reaching the sandstone escarpments, from which water runoff derives energy to cut even deeper into the soil. The result of this erosion is the extensive network of gullies that have dissected the country especially in the lowlands and foothills.

The problem of gully erosion is more intense in the southern lowlands of the country.

The biodiversity of Lesotho has been described as considerable, in relation to the size of the country. Recent compilations show that there are 2961 documented plant species in the country, with about 27 believed to be endemic, also 63 mammal species, 318 avian species, 40 reptile species, 19 amphibian species and 14 fish species. The invertebrate population is also very diverse but has not been inventorised exhaustively (NES, 2000). However, a considerable number of species are facing a challenge of extinction. In fact some have been recorded as extinct in the country and some globally. In spite of this Lesotho has a very low land area reserved for nature conservation (0.35 percent) as opposed to the IUCN recommended 10 percent.

Threats to biodiversity in Lesotho vary from natural to human induced. This is documented in detail in the Biodiversity Country Study of 2000. Natural threats include extreme climatic conditions such as hail, frost, drought, snow. Also included are lightening induced fires, predators, pests and diseases, increased populations of a particular species and invasion by alien invasive species. Human induced threats include destruction of habitats which are home to flora and fauna. These ecosystems, habitats and species are overexploited, and over utilised. Examples of activities leading to biodiversity loss in the country include overgrazing of rangelands, mismanagement of sensitive ecosystems such as wetlands, over harvesting of medicinal plants and animals, poor agricultural practices leading to reduced genetic variety, and poor and/or misguided biodiversity conservation practices, such as misuse of fire as a range management tool. Lesotho, having sensitive mountains ecosystems is also susceptible to the effects of climate change manifested as global warming. Overall this increased pressures on biodiversity is leading to some species becoming endangered and therefore should be subject to stringent control in use. However, some of this endangered species have

acquired an economic value leading to trade in those species becoming increased and therefore further increasing vulnerability of such species to extinction. Lack of scientific data on populations makes it difficult to institute controls in the use of such species.

The climate regime in Lesotho has been studied extensively by the Lesotho Meteorological Services (LMS) in an attempt to produce the climate change scenarios of the country. Scenarios have been developed for the years 2030, 2050 and 2075 using five Global Circulation Models (GCMs), one transient model, and a historical meteorological data collected from 12 stations from 1961 to 1990. These models indicate an increase in temperature for most of the months up to 2075 (MNR, 2000). The National Communication to the COP of the UNFCCC submitted in 2000 shows the details of the models.

Environmental Management Approaches

Environmental management in Lesotho has been guided by a number of local, regional and international concerns in the natural resources management sector. And indeed the Constitution of Lesotho adopted in 1993, in Section 36 explicitly states that:

"Lesotho shall adopt policies designed to protect and enhance the natural and cultural environment of Lesotho for the benefit of both present and future generations and shall endeavour to assure all citizens a sound and safe environment for health and well being"

In essence environmental management has been part of the Lesotho's legal system for a long time, as stated in the Laws of Lerotholi, which were based mostly on cultural norms to guide environmental management, range resources and land (NES, 2000). The Laws of Lerotholi have been followed by a number

of legislative instruments in most sectors including, natural resources management, agriculture and land use sectors

A number of specific policy and legal changes to protect the environment have been made over the years. Lesotho developed the National Environmental Action Plan (NEAP) in 1989 and launched the National Action Plan for the Implementation of Agenda 21 in 1994. In 1996 the National Policy on Environmental Management was launched and reviewed and updated in 1998. The government with the assistance of the UNDP established the National Environment Secretariat (NES) in 1996 under the Prime Minister's Office which has since undergone various administrative changes before the current status as a Department under the Ministry of Tourism, Environment and Culture. Other policy documents have been developed in related sectors over the years; these include the Water Resources Management Policy, the Food Security Policy, the Energy Policy and others.

The country passed an Environment Act in 2001, however, the administrative requirements of implementing the Act had not been established and it was not implemented. As a result an Environment Bill 2006 was developed to include emerging issues not addressed in the previous Act.

The country has also been participating in various regional and international fora in environment and natural resources management. Agreements have been entered into that bring certain obligations to the management of the environment in Lesotho. It has been realised that local actions in environmental management have the potential to induce global repercussions. One of the earliest Multilateral Environmental Agreements that Lesotho entered into was during the Colonial times is the Convention for the Preservation of Wild Animals, Birds and Fish in Africa, signed in 1900, and has since been followed by a number of other agreements have been entered into.

In the current setting of the NCSA, Lesotho is party to all the Rio Conventions, and also to other related MEA's and has ratified or acceded to these in the last decade. The Table 1 below shows the dates of ratification and various institutions mandated as administrative authorities for the Conventions:

Table 1: Environmental Conventions and their Administrative Authorities

Conventions	Date Ratified	Administration Authority
CBD	1995	Min. of Tourism, Environment & Culture (Department of Environment)
UNCCD	1995	Min. of Forestry and Land Reclamation (Department of Soil and Water Conservation)
UNFCCC	1996	Min. of Natural Resources (Lesotho Meteorological Services)
CITES	2003	Min. of Tourism, Environment & Culture (Department of Environment)
Ramsar	2004	Min. of Natural Resources (Department of Water Affairs)

Since the country has entered into these MEA's, various attempts have been made to implement them but these have mainly not had lasting effects due to capacity gaps at the three levels; individual, institutional and systemic. In addition, even though the MEA's have opportunities for synergistic implementation, this facet has not been properly explored and has also contributed to some of the attempts being not as successful as they could have been.

In May 2003, a workshop was held under the auspices of the UNCCD Focal point with the aim of harmonising activities under the three Rio Conventions. The workshop pointed out the need to further consult with stakeholders and also to

create a committee that will oversee joint and harmonised convention implementation at National level. The committee named the Joint National Committee (JNC) for the implementation of the three Rio Conventions was formed. It is within this setting that the Lesotho NCSA process began, with the drafting of the NCSA proposal. Further along the development of the proposal, the need for harmonisation with the other related international instruments was highlighted, and it was decided that the CITES and Ramsar Convention also be explicitly included in the NCSA proposal, thus making the Lesotho's NCSA process to deal with five MEA's as opposed to only the Rio which were the original focus.

Lesotho's NCSA

In the given context of the country, the NCSA's main purpose was to conduct a comprehensive assessment, including an in depth analysis, of Lesotho's existing capacities constraints, needs as well as opportunities to meet global environmental management obligations in accordance with the Rio Conventions and the related international instruments. In the Lesotho's NCSA, attention was given to integrating the capacity building into the existing processes of National Planning and exploring synergistic interface and opportunities for joint implementation of the five MEA's.

The NCSA implementation in Lesotho was scheduled for 18 months and started in June 2005. The process has been staged in the following phases:

- Inception and setting up of the Project Implementation Unit
- Stocktaking
- Thematic Assessment
- Cross-cutting issues Assessment

- Capacity Development Action Plan

Lesotho was selected as one of the pilot countries to undertake a self assessment exercise to the *Bali Strategic Plan for Technology Support and Capacity Building*. The process for the Bali Strategy was related to the NCSA and the results of that assessment are complementary to the results of the NCSA.

1.3 The Multilateral Environmental Agreements

In this section, a summary of the MEA's, their obligations and related responses by the country is presented, a more comprehensive review of this is given in the Stocktaking Report prepared earlier in the NCSA process.

1.3.1 The United Nations Convention on Combating Desertification

The objective of the UNCCD is to combat desertification and mitigate the effects of drought in countries experiencing serious drought and/or desertification, particularly in Africa. This effort is supported by international cooperation and partnership arrangements, in the framework of an integrated approach which is consistent with Agenda 21, with a view to contributing to the achievement of sustainable development in affected countries. In order to achieve this objective, countries must have long-term integrated strategies that focus simultaneously, in affected areas, on improved productivity of land, and the rehabilitation, conservation and sustainable management of land and water resources, leading to improved living conditions, in particular at the community level.

As a party to the Convention, thus stated under Article 5 (obligations of affected country parties) of the Convention, Lesotho is obliged to undertake the following:

a) give due priority to combating desertification and mitigating the effects of drought, and to allocate adequate resources in accordance with their circumstances and capabilities;
b) establish strategies and priorities, within the framework of sustainable development plans and/or policies, to combat desertification and mitigate the effects of drought;
c) address the underlying causes of desertification and pay special attention to the socio-economic factors contributing to desertification processes;
d) promote awareness and facilitate the participation of local populations, particularly women and youth, with support of NGOs, in efforts to combat desertification and mitigate the effects of drought; and
e) provide an enabling environment by strengthening, as appropriate, relevant existing legislation and, where they do not exist, enacting new laws and establishing long-term policies and action programmes.

Lesotho's National Action Programme (NAP) on combating desertification, which forms one of the most important commitments of contracting parties to UNCCD, was finalised in 1999 and a multi-stakeholder National Committee on Desertification (NCD) was also established to implement NAP. Four areas of intervention were identified in NAP. Three of these deal directly with capacity building issues, these being (i) technical measures to alleviate pressure on natural resources, (ii) institutional, organisational and instruments, and (iii) knowledge support, learning and communication. Lesotho has also regularly reported its progress to the COP. In 2005, the NAP was updated to be in line with emerging issues and other multilateral agreements like the Millennium Development Goals (MDG's) and other country priorities.

As another response, the country established the Ministry of Forestry and Land Reclamation (MFLR) which basically is mandated to fight desertification in the country. During the NCSA process, the Focal Point for the UNCCD was moved from being the NES in the Ministry of Tourism, Environment and Culture (MTEC) to be the Department of Soil and Water Conservation in the Ministry of Forestry and Land Reclamation (MFLR) in order to achieve a more focused approach to the implementation of the Convention.

1.3.2 The United Nations Framework Convention on Climate Change

The objective of the Convention on Climate Change is to achieve, in accordance with the relevant provisions of the Convention, stabilisation of greenhouse gas concentrations in the atmosphere at the level that would prevent dangerous anthropogenic interference with the climate system. Such a level should be achieved within a timeframe sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner (UNFCCC, 1999).

As a party to the Convention, thus stated under Article 4 (commitments) of the Convention, Lesotho is obliged to undertake the following:

a) Develop, periodically update, publish and make available to the COP, in accordance with Article 12 (communication of information related to implementation), national inventories of anthropogenic emissions by sources and removals by sinks of all greenhouse gasses not controlled by

the Montreal Protocol, using comparable methodologies to be agreed upon by the COP;

b) Formulate, implement, publish and regularly update national and, where appropriate, regional programmes containing measures to mitigate climate change by addressing anthropogenic emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol, and measures to facilitate adequate adaptation to climate change;

c) Promote and cooperate in the development, application and diffusion, including transfer of technologies, practices and processes that control, reduce or prevent anthropogenic emissions of greenhouse gases not controlled by the Montreal Protocol in all relevant sectors, including the energy, transport, industry, agriculture, forestry and waste management sectors;

d) Promote sustainable management, and promote and cooperate in the conservation and enhancement, as appropriate, of sinks and reservoirs of all greenhouse gases not controlled by the Montreal Protocol, including biomass, forests and oceans as well as other terrestrial, coastal and marine ecosystems;

e) Cooperate in preparing for adaptation to the impacts of climate change; develop and elaborate appropriate and integrated plans for coastal zone management, water resources and agriculture, and for the protection and rehabilitation of areas, particularly in Africa, affected by drought and desertification, as well as floods;

f) Take climate change considerations into account, to the extent feasible, in their relevant social, economic and environmental policies and actions, and employ appropriate methods, for example impact assessments, formulated and determined nationally, with a view to minimising adverse effects on the economy, on public health and on the quality of environment, of projects or measures undertaken by them to mitigate or adapt to climate change;

g) Promote and cooperate in scientific, technological, technical, socio-economic and other research, systemic observation and development of data archives related to the climate system and intended to further the understanding and to reduce or eliminate the remaining uncertainties regarding the causes, effects, magnitude and timing of climate change and economic and social consequences of various response strategies;

h) Promote and cooperate in the full, open and prompt exchange of relevant scientific, technological, technical and socio-economic and legal information related to the climate system and climate change, and to the economic and social consequences of various response strategies;

i) Promote and cooperate in education, training, public awareness related to climate change and encourage the wisest participation in this process, including that of NGOs; and

j) Communicate to the COP information related to implementation, in accordance with Article 12.

Lesotho has prepared a national response to the UNFCCC by developing the National Programme of Action on Climate Change (NAPCC) whose plans were articulated in the First National Report on Climate Change published in 2000. The sentiments of the NAPCC are embraced in the following key activities that it proposed:

- Public awareness campaigns
- Compilation of inventory of GHC emissions
- Assessment of vulnerability to climate change
- Assessment of policies and strategies for mitigation and adaptation

Currently the country is engaged in the development of a National Adaptation Plan of Action (NAPA) on Climate Change. Implementation of the NAPA which includes mostly adaptation projects will go a long way towards developing capacity to deal with climate change.

1.3.3 The United Nations Convention on Biological Diversity

The main objectives of this Convention as indicated in Article 1, are the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of benefits arising out of the utilisation of genetic resources, including by appropriate access to genetic resources and by appropriate transfer of relevant technologies, taking into account all rights over those resources and to technologies, and by appropriate funding.

In 2000 the National Biodiversity Strategy and Action Plan (NBSAP) was published in line with the requirements of the Convention. The priority goals under the Lesotho NBSAP are as follows:

- Conserve the diversity of landscapes, ecosystems habitats, populations species and genes in Lesotho
- Attains sustainable use of Lesotho's biological resources
- Attain a fair and equitable sharing of benefits arising from the use of genetic resources
- Expand Lesotho's capacity to conserve and manage biodiversity
- Create conditions and incentives for biodiversity conservation and sustainable use
- Manage biodiversity through international linkages.

Since the development and publication of the NBSAP, various projects and activities have been undertaken to implement the Strategy, including:

- Development of Biosafety Framework
- The Conserving Mountain Biodiversity in Southern Lesotho (CMBSL)
- The Maloti/Drakensburg Transfrontier Development Project (MDTP)
- The Southern Africa Biodiversity Support Project (SABSP)

- The Partnership for the Development of Environmental Law and Institutions in Africa (PADELIA)

Details on these and of other projects are elaborated in the NCSA Stocktaking Report.

1.3.4 The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)

The key objective of CITES is to control the trafficking of organisms (especially endangered species of wild fauna and flora) that are subject to its provisions across national and international boundaries. The idea is to ensure that where such trafficking takes place, species are moved between countries without harm on the individuals and populations from which they originate by formalising international trade through use of permit system between trading countries and/or individuals across the borders (importer and the exporter). This convention works through listing species into three appendices: Appendix 1 considers species that are threatened with extinction; Appendix 2 considers species that are not necessarily threatened with extinction but for which trade must be controlled to avoid extinction; and Appendix 3 considers species that are not necessarily threatened with extinction but for which a country requires assistance of other countries to protect.

Lesotho has duly appointed the Management Authority as the NES and the Scientific Authority as the Department of Biology under the National University of Lesotho (NUL). In the CITES appendices, the species that has been registered that is endemic to Lesotho is the *Aloe polyphylla* (the Spiral Aloe), which has been in the Appendix 1 even before Lesotho acceded to the

Convention. There is a growing need for other species which are showing decline but are becoming attractive to traders because of their monetary value to be listed.

1.3.5 Convention on Wetlands (Ramsar, Iran, 1971)

The Convention on Wetlands, commonly referred to as the Ramsar Convention was signed in the city of Ramsar, Iran in 1971. The purpose of this convention is to conserve and promote wise use of the wetlands. Furthermore, the convention aims to raise awareness among the nations about the ecosystem services that wetlands provide including biodiversity aspects as habitats to a wide variety of plants and animals.

The ratification of the Convention enlists the parties in an international effort to ensure the conservation and wise use of wetlands. The main treaty obligations are as stated below:

- Listed sites: Contracting Parties should designate at least one wetland for inclusion in the **List of Wetlands of International Importance** (The Ramsar List) and to promote its conservation, including where appropriate, its wise use. The selection for the Ramsar List should be based on the wetland's significance in terms of ecology, botany, zoology, limnology or hydrology.
- Wise use: Under the Convention, Contracting Parties are obliged to include wetland conservation considerations in the national land-use planning and must undertake to formulate and implement this planning so as to promote, as far as possible, the wise use of wetlands in its territory in accordance with the general guidelines for wise and sustainable use of wetlands.

- Reserves and training: Contracting Parties have undertaken to establish nature reserves in wetlands, whether or not they are included in the Ramsar List and is expected to promote training in the fields of wetland research, management and wardening.
- International cooperation: Contracting Parties agree to consult with other Contracting Parties about implementation of the Convention, especially in regard to transfrontier wetlands, shared water systems and species.
- Reporting: Contracting Parties are obliged to report on progress in implementing her commitments under the Convention by submission of a triennial National Report to the Conference of the Contracting Parties. Such reports must become a public record.

The Ministry of Natural Resources, which is the lead agency and the Administrative Authority of the Convention through the Department of Water Affairs, has developed the National Wetlands Management Programme in 2005 to guide interventions in wetlands conservation in the country based on the Ramsar Convention principles. The priority points of the National Wetlands Management Programme are indicated below and are closely linked to capacity building;

- Improving Knowledge and Information on Lesotho's Wetlands.
- Effective Wetland Management Governance
- Capacity building
- Wetlands restoration and rehabilitation
- Wetland Biodiversity and Ecological Conservation.
- Valuation of Lesotho's Wetlands
- Wetland Management Planning.

1.4 Thematic capacity issues within the MEA's

Throughout the NCSA project, various assessments of capacity and of the needs across the country have been undertaken, and the main focus has been to let the collaborating partners and /or groups identify their own requirements based on their unique situation. Various issues have been identified for each MEA in these assessments and the priority issues for capacity development as identified are presented in the sections below. It must be noted that during the assessments, the NCSA Team realised that even though there is a general awareness on the issues of desertification, climate change and biodiversity including habitats, the MEAs themselves are not known to the wider Basotho communities. This lack of awareness extends even to some NGO's which undertake work related to some of the thematic areas of the five MEAs. The NCSA Team during the implementation of the Project tried as much as possible to intervene by undertaking some promotional work enhancing public awareness about the contents of the MEAs. Presentations have been made at various settings including the National Assembly and other for a in the districts. Promotional material has been designed and distributed, and a concerted effort to involve the media has been established during the NCSA process.

In the assessments of capacity across the country and across various sectors, the guidance from the UNITAR and UNDP/GEF manuals on undertaking NCSA was followed. This guides present capacity assessment across the three levels: individual, institutional and systemic. The guiding questions are indicated below.

At the Systemic Level

- *Policy framework:* Is the overall policy environment conducive?
- *Legal and regulatory framework:* Is the appropriate legislation in place and are these laws effectively enforced? (These may be both formal and informal, such as cultural mores)
- *Management accountability framework:* Are institutional responsibilities clearly defined and are responsible institutions held publicly accountable?
- *Economic framework:* Do markets function effectively and efficiently?
- *Systems level resources:* Are the required human, financial and information resources available? (These may be in any or all of national and local government, private sector, and civil society – including NGO's)

- *Processes and relationships:* Do the different institutions and processes interact and work together effectively? (Including national and local government, private sector, and civil society)

At the Institutional Level

- *Mission/strategic management: Do the institutions have clearly defined and understood missions and mandates?*
- *Culture/structure/competencies: Are the institutions effectively structured and managed?*
- *Processes: Do institutional processes such as planning, quality management, monitoring and evaluation, work effectively?*
- *Human resources: Are the human resources adequate, sufficiently skilled, and appropriately deployed?*
- *Financial resources: Are financial resources managed effectively and allocated appropriately to enable effective operation?*
- *Information resources: Is required information available and effectively distributed and managed?*
- *Infrastructure: Are material requirements such as buildings, offices, vehicles, computers, allocated appropriately and managed effectively?*

At the Individual Level

- *Job requirements and skill levels: Are jobs correctly defined; are the required skills available?*
- *Training/retraining: Is the appropriate learning taking place?*
- *Career progression: Are individuals able to advance and develop professionally?*
- *Accountability/ethics: Is responsibility effectively delegated and are individuals held accountable?*
- *Access to information: Is there adequate access to needed information?*
- *Personal/professional networking: Are individuals in contact and exchanging knowledge with appropriate peers?*
- *Performance/conduct: Is performance effectively measured?*

In this section, the priority capacity issues identified for each MEA are presented. Detailed discussions are and analysis of the issues are contained int the Stocktaking and Thematic Assessment Reports. These issues are a result of consultations done at district level and also at national level. The Districts that were selected for assessment were: Leribe, Mohale's Hoek, Botha-Bothe, Quthing and Thaba-Tseka.

1.4.1 The UNCCD

Priority Issues	
1	Land tenure system, with associated over exploitation of resources leading to rangeland degradation and desertification
2	Issues of desertification & land degradation are still not incorporated into national policies & plans
3	Resource mobilization: Lack of financial and information resources compounded by

	lack of processes & relationships
4	Poor implementation of poverty reduction & food security strategies and policies
5	Low environmental consciousness & conceptual understanding of land degradation & desertification
6	Inadequate adaptive capacity & strategies during periods of drought
7	Frequency and intensity of droughts: deleterious effects on natural resources & livelihoods
8	Outdated, inadequate and fragmented national policies and regulatory /legislative frameworks
9	Low political will power, limited & uncoordinated development and enforcement of legislation
10	The roles of government, NGOs, communities & the private sector are not always clear
11	Human resources inadequate, insufficiently skilled and often inappropriately deployed
12	Inadequate research & monitoring capacity
13	Poor information management systems
14	Community involvement in planning, implementation and monitoring of development strategies
15	Poor incentive structures and low morale /motivation
16	No career progression
17	Haphazard staff development and training
18	Ineffective interaction & team work

1.4.2 The UFCCC

Priority Issues	
1	Lack of national policy and legal framework on climate change
2	Sectoral policies & plans are not informed by central strategic plan on climate change
3	Low awareness of policy and law makers about the context & content of the convention
4	Conceptual connection between poverty, food security and livelihoods to climate change is lacking
5	General limitation of skilled personnel on emerging climate change issues across the sectors
6	Lack of conceptual connection between burning of biomass & fossil fuel resources and climate change
7	Limited adaptive capacity to climate change

1.4.3 The UNCBD

Priority Issues	
1	Piecemeal implementation of the national biodiversity strategy
2	Communal land tenure system hampers sustainable use of land & range resources
3	Failure to refine and upscale the Range Management Areas and Grazing Associations concepts.
4	Poverty & HIV /AIDS exacerbate overexploitation of biological resources
5	No comprehensive Nature Conservation legislation
6	No regulatory framework for trade in biological resources
7	No information exchange policy
8	Poor linkage between biological conservation and sustainable nature-based income generating activities e.g. eco-tourism

9	Inadequate system level resources: human, financial and technological
10	Fragmented roles and responsibilities hamper optimization of resources
11	Lack of standardized database management and monitoring systems
12	Overexploitation of biological resources

1.4.4 The CITES

Priority Issues	
1	Lack of regulatory controls and law enforcement mechanisms
2	General lack of awareness about the issues of the convention
3	Lack of data & information on species of economic importance.
4	Over harvesting of species
5	Limited human, financial and technological resources
6	Strategic implementation plan not in place

1.4.5 The Ramsar Convention

Priority Issues	
1	No regulatory control in wetlands usage
2	Resource use conflict on the proclaimed Ramsar Site
3	Inadequate and/or ineffective wetlands rehabilitation efforts
4	Sectoral approach to wetlands management
5	Mapping/inventory, management and monitoring of wetlands is haphazard and scanty
6	Over- exploitation of wetlands resources

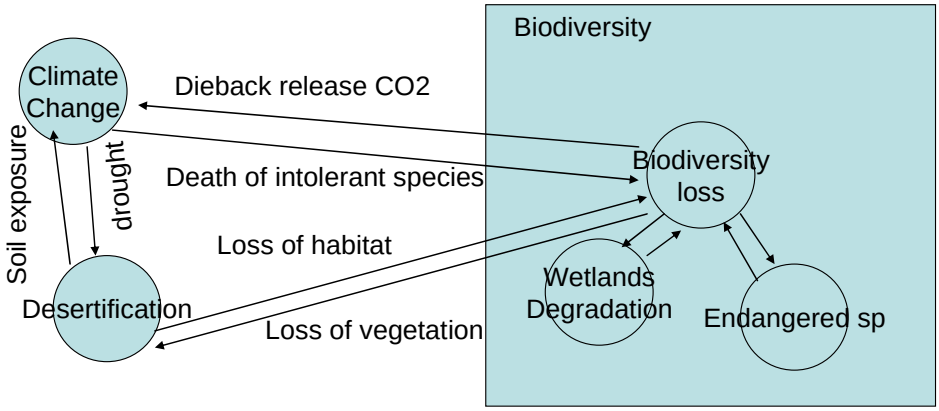
1.5 Linkages and Synergies within and among the five MEA's

Exploring linkages and synergies in the implementation of the MEAs is important, and a summary view of the linkages among the MEAs is presented in the sections below. The NCSA Report on Thematic and Cross-cutting issues explores in more detail the rationale behind the linkages.

1.5.1 Conceptual synergies

The issues covered by the MEA's are interrelated and to a large extend the implementation of one impact on the objectives of the other. Various publications have been made on synergies, especially of the Rio Conventions.

Figure 2: Schematic presentation of the linkages in ecosystem functioning

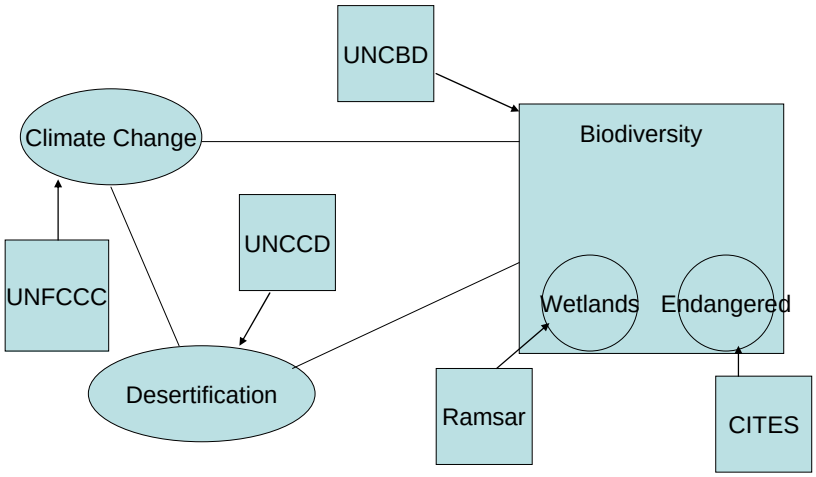


1.5.2 Agreements for synergistic approach by the Conventions

The MEA's through their specific Articles and through the Conference of Parties (COP) decisions have indicated a need for exploration of inter-linkages across the MEA's. A specific mention for collaboration can be found in Articles 7.2(l) and 8.2(e) of the UNFCCC, Articles 5 and 24(d) of the CBD and Articles 8.1 and 23(d) of the UNCCD, which state that Parties shall encourage the coordination of activities with other relevant international bodies. Furthermore, the Ramsar Convention also recognizes the need for collaboration and has developed strong linkages with all the Rio Conventions and is the lead implementing partner for the CBD in matters relating to wetlands ecosystems and has MoU's with CITES and other MEA's. Thematic discussions at various COPs of the five MEA on synergies and networking have been made. CITES also has expressed a need for collaborative implementation.

The diagram below presents the relationship between the MEA's based on the issues they cover which have been discussed in 1.5.1 above.

Figure 3: The relationship between the five MEAs



1.5.3 Local implementation opportunities for synergies

The need for coordination and collaboration at the country level in Lesotho is vital, and with the current institutional arrangements that the individual MEA's are managed across three government Ministries and various departments. The Administrative Authorities indicated in Table 1 have nominated individuals as everyday Focal Points for the MEA's.

Steps have been taken to encourage coordination among MEA focal points and have been specifically encouraged by the NCSA process. Since all the MEA's have established Implementation Committees, a oint National Committee (JNC) on the five (5) land related MEA's was created among other things to act as the steering committee of the NCSA projects. The JNC is constituted by

government departments, NGO's, CBO's and Academic institutions which are members of the individual MEA committees. However, implementation of joint programmes is desirable and it is hoped that implementing the NCSA capacity development action plan will trigger a long term strategy for synergistic approach.

1.5.4 Linkages of the MEA's with the National Development Priorities

The Government of Lesotho premises its macro-economic policies on sustainable development. The MEAs objectives contribute directly to the principles of sustainable development. Issues of poverty which are central to the development agenda in Lesotho are closely linked to the protection of ecosystems, adaptation to climate change and combating desertification. It is the poor and vulnerable who are most susceptible to the effects of degradation of the natural environment because mostly they depend on the proper functioning of ecosystems for their daily subsistence.

The country has embarked upon a coordinated approach to economic, political and human development through the formulation of Lesotho Vision 2020 whose objectives are to: establish a long-term vision for Lesotho by looking beyond the short-term plans and adjustments; explore the options for economic, political and human development to the year 2020; identify alternative development strategies suitable for the Lesotho situation; promote a process of open dialogue and consultation with socio-economic groups countrywide; create an environment whereby Basotho will actively participate in achieving the Vision 2020; and develop a focus along the horizon in the direction to which development plans could be rolled out. The vision statement reads:

" By the year 2020 Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed human

resource base. Its economy will be strong; its environment well managed and its technology well established".

The vision document specifies that one of the main challenges for Lesotho is in implementing the ratified conventions and treaties for sustainable development, strengthening institutions responsible for natural resources management, implementing effective land management systems, and strengthening environmental management, advocacy as well as awareness among Basotho.

In addition, Lesotho has also developed a Poverty Reduction Strategy (PRS) (2004/2005 – 2006/2007). The goal of the strategy is articulated as *" to provide a broad based improvement in the standard of welfare for the current generation of Basotho, without compromising opportunities for future generations"*. The strategy also emphasises the management and conservation of the environment as one of the priority areas of intervention by government. Presently the first phase of the PRS is coming to an end and preparations to develop PRS II are currently underway. This factor presents an opportunity for the NCSA Capacity Development Action Plan (CDAP) to be incorporated into the PRS II.

The development and implementation of these two macro-economic policies marks the commitment of the Government of Lesotho to sustainable development and they are also closely linked with the country's commitment to the Millennium Development Goals (MDG'S).

Lesotho has also recently embarked on a decentralisation strategy (local governance) in order to effect development and ensure implementation of the country's policies across the country.

With the above information, it is clear then that the capacity development in the area of MEAs is directly related to Lesotho's development goals. Effective implementation of the MEAs can have an influence in encouraging sustainable development.

1.6 Cross cutting Capacity Issues

After the thematic assessment of the five MEA's and the identification of the priority areas for capacity development, a cross-cutting assessment was made and the following issues arose as issues that touch upon more than one MEA.

- Land tenure system contributing to rangeland degradation and desertification
- Issues of desertification & land degradation are still not incorporated into national policies & plans
- Resource mobilization: Financial and information resources lacking compounded by lack of processes & relationships
- Low environmental consciousness & conceptual understanding of land degradation & desertification
- Poor implementation of poverty reduction & food security strategies and policies
- Poor implementation of already outdated, inadequate and fragmented national policies & regulatory /legislative frameworks
- The roles of government, NGOs, communities & the private sector not always clear
- Inadequate institutional structures compounded by overlapping missions & mandates hamper resource optimisation
- Community involvement in planning, implementation and monitoring of environmental management strategies

- Conflicts in natural resource management practices
- Overdependence on biomass fuels and low capacity for energy resource substitution.
- Low awareness of the public, policy and law makers about the context & content of the conventions
- Conceptual connection between poverty, food security and livelihoods to environment is lacking
- General limitation of skilled personnel on emerging environment issues across the sectors
- Inadequate system level resources: human, financial and technological
- Lack information sharing /exchange policy, standardized database management and monitoring systems
- No comprehensive & coordinated strategy to implement conventions
- Human resources welfare: Poor incentive structures, low morale /motivation, career progression, staff development & training

2.0 Capacity Development Action Plan (CDAP)

The key output of the NCSA is the Capacity Development Action Plan (CDAP) that fully reflects the results of the assessments that have been done throughout the project life, that therefore address the aspirations of the Basotho Nation and therefore can be clearly linked with the national development agenda.

Capacity in environmental management refers to the ability of individuals, groups, organisations and institutions to address and manage environmental problems as part of efforts to achieve sustainable development. Capacity development refers to "the actions needed to enhance the ability of individuals, institutions and systems to make and implement decisions and perform functions in an effective, efficient and sustainable manner". Capacity

development can be achieved across three (3) levels: *individual, institutional and systemic.*

At the *individual* level, capacity development refers to the process of changing attitudes and behaviors, most frequently through imparting knowledge and developing skills through training. However it also involves learning by doing, participation, ownership, and processes associated with increasing performance through changes in management, motivation, morale, and levels of accountability and responsibility.

Capacity development at the *institutional* level focuses on overall organizational performance and functioning capabilities, as well as the ability of an organization to adapt to change. It aims to develop the institution as a total system, including its constituent individuals and groups, as well as its relationship to the outside. In addition to improvements in physical assets, such as infrastructure, institutional capacity building involves clarification of missions, structures, responsibilities, accountabilities and reporting lines, changes in procedures and communications, and changes in the deployment of human resources.

At the *systemic* level capacity building is concerned with the creation of "enabling environments", i.e. the overall policy, economic, regulatory, and accountability frameworks within which institutions and individuals operate. Relationships and processes between institutions, both formal and informal, as well as their mandates, are important.[1]

2.1 Elements of the Capacity Building Action Plan

[1] UNITAR NCSA Reference Guide, page 5.

The priority cross cutting capacity constraints issues identified in the processes form the basis for most of the identified actions presented below.

2.1.1 Communal land tenure contributing to land degradation and desertification

The issue of land tenure system has been identified as one of the key problems in instituting natural resources management that complies with the requirements of the MEA's and therefore enables good land management practices. The problem is compounded by legal and institutional inadequacies in land management. In spite of the good intentions of the Land Act (1979) there has been continual misallocation of lands leading to resource exploitation.

Capacity gaps may therefore be addressed thus:

- Enactment and implementation of the Land Bill, this will also include capacitating the responsible institutions in achieving more success with the implementation level that is above the Land Act (1979)
- Capacitating of chiefs and other traditional leadership structures in the operationalisation of the legislation and policies affecting land tenure
- Capacitating and training of Local Government operators, including chiefs and community councillors on the principles of sustainable land management.
- Capacitating and training of law enforcement agencies on land management and the related legislation and importance of implementation to the nation

2.1.2 Integration of the MEA objectives and recommendations into National Plans.

For effective implementation of the MEA's and any international treaty, there has to be clear linkages with the national development agenda, and there has to be mechanisms for legislating the obligations of such agreements in local law. Regarding the MEA's there is attempts by the lead institutions to integrate the MEA objectives in their business plans, but this has limited success. The National Vision 2020 recognises the obligations of the country in adhering to the various treaties on environment and sustainable development that the country is party to. The PRS, even though not in such explicit terms, also recognises the importance of environmental management. However strategies to achieve integration need to be enhanced in order for real integration of these issues.

Capacity issues that may be addressed to achieve integration include:

- Integration of the MEA Focal Points in the committees for development of national development strategies.
- Establishing a coordination centre for monitoring MEA compliance and linkages with the ongoing development work by government and related agencies
- Strengthening and encouraging effectiveness of the MEA focal points and related implementation committees
- Updating and distribution of land use plans database
- Strengthening of the Environmental Units in ministries and other institutions and capacitating them to inform policies of such ministries

2.1.3 Resource mobilization: Financial and information resources

Securing funding for environmental management as a whole has always presented a challenge. Even though the MEA's are adopted by government in its highest administration levels, there has been limited funding for MEA related activities from the GoL budget. Most of the funding has been raised

from development partners like the GEF and others. A sustained resource input is needed from all sources in order to achieve long term results. One of the main factors that could be contributing to the limited budget allocation is the difficulty in attaching economic value to natural resources in a clear manner.

Activities to raise the capacity for resource mobilisation include:

- Training of Focal points and related officers in the fund raising procedures: project development, proposal writing and project management
- Training of the national actors in budget allocation (Ministry of Finance, Budget Office, and Parliamentary Committees) on the issues of environmental management and economic value of the natural resources.
- Encouraging joint planning by different Focal institutions in implementation of the MEA activities for optimisation of the limited resources allocated.

2.1.4 Low environmental consciousness & conceptual understanding of the issues of the MEA's

During the assessments of capacity countrywide, a significant gap in information and awareness of the issues about the MEA's and the related matters was identified, even among the people who could be main actors in the implementation. In particular, the Local Government institutions and policy makers displayed an appreciable understanding of the environmental issues but are not aware of most of the legislation guiding environmental management in the country and more so the MEA's. Role players in the non-

environmental sectors are also mostly not aware of the environmental legislation. The awareness programme initiated during the NCSA consultations included a workshop for Parliamentarians and for media personnel. These activities need to be strengthened and continued for all the relevant sectors.

Activities for capacity building include:

- Training of policy makers at local and national level about the content and context of the MEA's
- Training of the Parliamentary Portfolio Committee on Land and Natural Resources cluster on the MEA's and related principles of environmental management and initiating contact with the relevant institutions
- Training and capacitating of organised groups in environmental management, including: youth, herders, women groups, traditional healers, initiation schools leaders etc.
- Development of awareness programmes on the contents of the MEA's and obligations of the country for various sectors, including for the education sector
- Engagement of media for effective dissemination of information on environmental matters including the MEAs.

2.1.5 Outdated, inadequate and fragmented system of national policies and regulatory/legislative frameworks

One of the requirements of the MEA's is to encourage implementation in the member states by developing an institutional and legislative environment which is conducive. In Lesotho, there have been limited attempts to include the requirements of the five MEA's into the national legislation and therefore an immediate action is required in this respect:

- An in-depth study and analysis of the various pieces of legislation, policies and mandates that relate to environment and natural resources in the country.

- Development and implementation of a strategy to harmonise all environment related laws
- Extension of the PADELIA Project on development of environmental laws and policies.
- Lobby for the enactment and implementation of the Environment Bill of 2006, the Land Bill as well as the Nature Conservation Bill and subsequent implementation.
- Development of local government by-laws to enable enforcement of legislation at local level.

2.1.6 Inadequate institutional structures compounded by overlapping missions & mandates

The MTEC is the overall overseer of the MEA's but administrative points of these five conventions is spread around three Ministries, and the relationship between MTEC and these authorities is not very clear.

These relationships could be clarified by:

- Development of a synergy strategy between the administrative centres (focal points) of the MEA's.
- Mandating and capacitating of the Joint National Committee (JNC) on the five MEA's beyond the NCSA process to oversee joint implementation of programmes.
- Clarification of mandates and authorities in the MEA implementation, making it obligatory for the Focal points to provide MTEC with progress reports on their activities relating to the MEAs
- Establishment of a coordinating body within MTEC for the MEA implementation.

2.1.7 Community involvement in planning, implementation and monitoring of environmental management strategies

There have been a number of interventions by government and other agencies to conserve the environmental resources and therefore live up to the obligations of the MEA's. Projects in environmental management have had limited success, especially within communities. One of the factors that has been identified is that communities are not empowered for effective involvement within projects. Communities are usually treated as project beneficiaries and their participation is mostly limited to consultations after project ideas have been developed and afterwards they are expected to fully participate in the projects. Strong partnership in implementation need to forged with the ongoing development of capacity of community councils by the Ministry of Local Government (MoLG)

There is a need for empowering communities to undertake projects through:

- Training of trainers (District Planning Units, Council Secretaries, extension workers) to train community-based organisations in environmental management
- Training and of community councils in negotiation and analysis of development projects
- Training and empowerment of community councils in design, planning and implementation, monitoring and evaluation of development projects
- Regular awareness raising and sensitisation of communities for effective participation in environmental management

2.1.8 Conflicts in natural resource management practices

The issues around land management and related institutions in Lesotho are a cause for concern. This situation is exacerbated by the existence of various authorities in land allocation. With the recent policy of decentralization through local governance and subsequent establishment of Community

Councils, some confusion is still prevalent on the roles of the traditional chiefs and the Councillors in the management of land, with the distinction that the highlands rangelands are reserved for management by Principal Chiefs and homelands managed by Councillors causing some confusion. This system is exacerbated by the limited success achieved in implementing the Land Act (1979); most of the country is still being managed under the principles of the cultural system, linked to the Laws of Lerotholi.

Activities to improve land management and reduce conflicts will include:

- Enactment of the Land Bill and its implementation
- Development and implementation on bi-laws on natural resources management and allocation on appropriate powers to the nominated bodies.
- Clarification of mandates for local governance structures and development of a system of compliance with the national land allocation laws and policies
- Training for community councils in conflict management and transformation in environmental management

2.1.9 Overdependence on biodiversity products for livelihoods, e.g. as energy sources and for medicinal purposes

One of the main factors leading to desertification, climate change and therefore loss of biodiversity and habitats is rampant use of biomass as an energy source, and over-harvesting of wild flora for medicinal purposes. These problems exacerbate the vicious cycle of poverty and related social ills such as HIV/AIDS. This predicament is compounded by deforestation and the limited success obtained in afforestation efforts. This has further been compounded by limitations in propagating indigenous species for afforestation and

dependence on quick growing exotics with detrimental results on the environment in some cases.

This overdependence can be ameliorated by:

- Intensification of current afforestation programmes with more emphasis on indigenous species
- Upscaling of rural electrification programmes
- Increasing awareness and providing access to alternative renewable energy sources e.g. solar or wind energy
- Promotion of propagation practices for plant species with medicinal properties.
- Addressing poverty and HIV/AIDS issues facing communities to reduce dependence on biodiversity.

2.1.10 Data and information collation of indicators, and of related research

Information is one of the most effective tools that are vital in the implementation of the MEA's. It has been realised that there is a chronic lack of adequate and good quality data for decision making in the natural resources sector. In addition, critical scientific research into the thematic areas of the conventions is lacking: land degradation, climate change, biodiversity and ecosystems. This situation is compounded by a critical limitation in skills and technological capacity in the monitoring and assessment of ecosystems. This therefore means that at reporting time the Focal Points are faced with a daunting task and have to utilise information that is sometimes unreliable. This also presents a problem during the publishing of the State of Environment (SoE) reports.

Nevertheless, the situation is not thoroughly bleak as some sectors are already making progressive steps to address this incapacity. There is already a well established monitoring and data collection done for water resources and sediment by the Department of Water Affairs, despite the shortcomings in human and technological resources. Meteorological Services also undertakes monitoring and data analysis of trends in weather and climate. It is therefore important that new initiatives are build on these existing structures. Trends in landscape denudation and biodiversity are not monitored continually and are done on an *ad hoc* basis, mostly related to project interventions.

Action is needed to improve the data situation and encourage research into the thematic areas of the MEAs', and activities should include:

- Undertake a study of the requirements of the data needs related to the MEA's
- Develop and implement a data sharing and information exchange protocol among institutions that collect and analyse data.
- Implement and strengthen the Spatial Data Infrastructure that is planned as a government initiative to collate all spatial data in the country into a readily usable format which is compatible across all ministries and civil society organisations.
- Develop and implement a research strategy that deals with local environmental management priorities.
- Develop training programmes for data collection and monitoring related to natural resources.
- Acquire and use technologies that are needed to collect and analyse data.

2.1.11 Limited capacity of implementing institutions in the operations of the MEAs

Despite the established administrative authorities and related Focal Points for the MEAs, it is apparent that the issues covered under the MEAs are many, varied and include emerging issues that the institutions mostly do not have capacity to handle. Furthermore, the Focal points identified are usually individual public officers who are already involved in other activities and the issues of MEA's are treated as an add-on responsibility which is not even included in the job descriptions of such officers. These officers are also expected to attend the MEA's international meetings, prepare country reports for such and negotiate at such meetings. Mostly, the Focal Points have limited capacities in some or all of these issues.

Identified activities to deal with the gaps are as follows:

- Integrating the functions needed for implementing the MEAs into the institutional mandates of administrative authorities, thus making institutions Focal points rather than individuals
- Strengthening of the functions of focal points by making MEA issues a part of job descriptions of the officers nominated such that it contributes to their assessment.
- Training of the staff nominated to oversee the activities of the MEA and related officer in emerging issues related to the Conventions, e.g. access and benefit sharing for biological resources, economic valuation of environmental resources e.g wetlands.
- Training of focal points and related officers for delivering effectively at international discussion fora.
- Strengthening and mandating of the supporting committees for implementation of MEAs

2.1.12 Human resources welfare: Poor incentive structures, low morale /motivation, career progression, staff development & training

Human resources are central to the implementation of the requirements of the MEAs. It is vital that appropriately trained and experienced personnel is acquired and retained by the implementing institutions. It is an established fact that remuneration packages are not very attractive in the government sector, and therefore there is a continual loss of experienced staff members to other organisations. This is compounded by limited career progression prospects and ineffective interactions that have been identified during the assessments. This is a problem that needs to be addressed, ways of attracting and retaining staff need to be explored and implemented.

To increase capacity in this area the following strategies are necessary:

- Undertake an assessment of the Human Resources Needs for effective implementation of the MEA's across the sectors: governments and non-government institutions.
- Devise a strategy for retaining scarce skills in the environment sector.
- Develop a progressive career structure for organisations within the sector

2.2 Capacity Development Action Plan Budget and Logframe

The section 2.1 presents the summary of the thematic issues that have been identified as priority to the capacity development for environmental management in Lesotho and will contribute greatly to adhering to the obligations of the five MEAs under discussion.

In the Table 2 below a summary presentation of the priority issues is put forward and is a consolidation of the elements presented in section 2.1. These elements have been condensed into 7 strategic objectives in the table and related activities that will be required to achieve those objectives. Furthermore, the table presents the indicators for these activities and the

institutions that will take lead in the implementation. The table further suggests an indicative budget for the activities, it should be noted that these are broad indicative figures based on similar activities that have been undertaken in the country before. It has not been possible to develop detailed budget in this particular exercise and when the activities are developed into projects, more precise figures will be derived.

Table 2 also presents the possible funding sources for the activities that have been suggested. Mostly it is expected that the Government of Lesotho (GoL) will take lead in the activities and will request assistance from development partners in the execution of these capacity development plan.

Table 2: The Capacity Development Action Plan Matrix

Intervention Strategy/Activities	Capacity Development level addressed	Process Indicators	Lead* and support agencies	Input Requirement	Possible Source of support	Indicative timeframe for implementation*
1.0 Policy and legislative environmentdeveloped to supports environmental management and implementation of MEA's						
1.1 Review of existing legislation in environment and natural resources management and its limitations regarding the current situation and obligations of the MEAs	Systemic capacity	An analytical report on the gaps in legislation	MTEC*, line ministries, NGO's and consultants	M500,000	GoL and partners	Immediate
1.2 Development and harmonisation of policies on MEAs and emerging environmental issues	Systemic capacity	Policy drafts	MTEC*, MNR, MFLR and other line ministries, NGO's	M700,000	GoL and partners	Immediate
1.3 Development of local government by-laws on environment and natural resources management and support for their enforcement	Systemic and institutional capacity	Bi-laws	MoLG*, MTEC, Administrative authorities	M5,000,000	GoL and Partners	Short to medium term
1.4 Enactment and implementation of the Land Bill and related land reforms	Systemic and institutional capacity	Land Act	MoLG*, Legislature and line ministries	M1,000,000	GoL and Partners	Immediate to long term
1.5 Development and implementation of a data sharing policy and strategy	Systemic and institutional capacity	Policy draft	MTEC*, CEDAMA, line ministries	M900,000	GoL	Short to medium term
1.6 Enactment of the Nature Conservation Bill and the Environment Bill	Systemic capacity	Nature Conservation Act, Environment Act	MTEC, line ministries	M1,000,000	GoL and Partners	immediate
1.7 Promote and support enforcement of relevant environmental policies and legislation	Systemic and institutional	Reports indicating cases brought to court on environmental offences	Ministry of Justice, MTEC, MoLG	M2,000,000	GoL and Partners	Short to long term
2.0 MEA objectives integrated into National and local development process						

Intervention Strategy/Activities	Capacity Development level addressed	Process Indicators	Lead* and support agencies	Input Requirement	Possible Source of support	Indicative timeframe for implementation*
2.1 Train district planning units (DPUs) and local councils on mainstreaming environmental issues into development plans	Institutional and individual capacity	-Training reports - Number of people trained	MTEC*, District Authorities, Training Institutions	M950,000	GoL, partners	Immediate to short term
2.2 Strengthen the capacity of District Environmental Offices and DPUs to better provide extension services to the Districts	Institutional and individual capacity	- Inventories of resources available for DEOs -Training reports - Number of people trained - Number of training events held by DEOs	MTEC*, MoLG, line ministries	M1,500,000	GoL and partners	Immediate and maintained over long term
2.3 Participate actively in the national planning process especially the PRS processes to integrate the MEA issues	Systemic and institutional capacity	-Reports of planning meetings - Composition of participants at meeting	MTEC and focal institutions	M500,000	GoL and partners	Immediate to long term
2.4 Integrate MEA issues into the programmes of priority to Lesotho e.g. HIV/AIDS, PRS, MDG's, JPOI etc	Systemic and institutional capacity	Sectoral planning documents	MHSW, MFDP, MTEC and line ministries	M500,000	GoL and partners	Immediate to long term
2.5 Capacitating of MTEC and focal points for continual analysis of sectoral plans to check compliance with the MEA obligations and other issues of local environmental sustainability	Systemic, institutional and individual capacity	Sectoral planning documents	MFDP, MTEC, NGOs, line ministries	M1,500,000	GoL and Partners	Immediate to long term
2.6 Training of Environmental Units within line ministries and partner institutions	Institutional and individual capacity	-Training reports Number of trained people	MTEC, line ministries, NGOs	M3,000,000	GoL and Partners	
3.0 Institutional mandates for MEA's consolidated and improved to promote intra /inter institutional synergy						

Intervention Strategy/Activities	Capacity Development level addressed	Process Indicators	Lead* and support agencies	Input Requirement	Possible Source of support	Indicative timeframe for implementation*
3.1 Review and clarification of institutional mandates to incorporate MEA activities into the strategic plans of the implementing institutions	Institutional capacity	- Strategic and business plans of the institutions	MTEC*, All institutions responsible for the MEA's	M1,000,000	GoL, Partners	Immediate to long term
3.2 Creation and resourcing of a central coordination unit for the MEA's within MTEC	Systemic and institutional capacity	Organogram of the MTEC	MTEC , MNR and MFLR	M2,900,000	GoL, partners	Medium to long term
3.3 Continuing support for the Joint National Committee beyond NCSA	Institutional capacity	Meeting reports of the JNC	MTEC, line ministries and JNC members	No additional costs, covered in 3.2		
3.4 Identification and capacitating of NGO/CBO partners in implementation of the MEA objectives and other environmental issues	Systemic and institutional capacity	- Agreements for joint implementation between NGO's and Admin Authorities - Reports of joint activities	MTEC, NGO's	M3,500,000	GoL and Partners	Medium to long term
3.5 Training of community councils in negotiations and analysis of development Projects as well as project planning, design, monitoring and evaluation	Institutional and individual capacity	- Training Reports - Number of training events and trained persons	MTEC, MoLG, NGOs	M2,000,000	GOL and Partner	Short to medium term
3.6 Training of community councils and related leadership structures (traditional chiefs, etc.) in transformation and conflict resolution	Institutional and individual capacity	- Training reports - Number of trained persons	MoLG, NGOs, line ministries	M2,000,000	Partners, GoL	Short to medium term
4.0 Awareness on the contents and context of the MEAs enhanced						

Intervention Strategy/Activities	Capacity Development level addressed	Process Indicators	Lead* and support agencies	Input Requirement	Possible Source of support	Indicative timeframe for implementation*
4.1 Development of joint awareness material on the content and context of the 5 MEA's	Institutional capacity	Awareness material	MEA's Administrative Authorities	M500,000	GoL, Line budgets of admin authorities	Immediate to short term
4.2 Development and implementation of a strategy for dissemination of information related to the 5 MEA's	Institutional capacity	Functioning communication channels e.g. website, newsletters	MTEC, admin authorities	M3,000,000	GoL	Short to medium term
4.3 Training local authorities and legislators (parliamentarians) within the portfolio committee on Land and Natural Resources on issues related to MEA's and environmental management	Systemic, institutional and individual capacity	Training manuals and reports	MTEC, MEA admin authorities	M2,300,000	Partner	Immediate to short term
4.4 Develop programmes for continual information sharing with the local authorities and among the MEA administrative authorities	Institutional capacity	Information networks established	MTEC, MoLG	M300,000	GoL, partners	Immediate to long term
4.5 Develop and strengthen innovative programmes for inclusion of environmental awareness formal and non-formal education	Institutional and individual capacity	Awareness material for schools Curriculum documents	Ministry of Education, MTEC,	M1,000,000	GoL, partners	Short to long term
4.6 Develop and deliver training programmes for media personnel in environmental reporting	Institutional and individual capacity	- Training programme - Number of media personnel trained	MTEC, Admin authorities, Media Houses	M1,500,000	GoL, partners	Short to medium term
5.0 Research and monitoring capacity Institutions Improved						
5.1 Establishment of a Technical Working Group of national	Institutional and individual capacity	-Terms of reference of the	NUL, MTEC and line ministries,	M350,000	GoL, partners	Immediate

Intervention Strategy/Activities	Capacity Development level addressed	Process Indicators	Lead* and support agencies	Input Requirement	Possible Source of support	Indicative timeframe for implementation*
experts supporting the JNC on the thematic areas of the MEA's		Working Group and its members - Workplans of the committee	NGO's			
5.2 Support for graduate research on the thematic area of the MEA's	Individual capacity	- Completed graduate research reports	NUL, National Manpower Development, MTEC, UNDP,	M1,000,000	GoL, NUL, partners	Short to long term
5.3 Re-skilling and support of researchers in emerging issues environment and natural resources	Individual capacity	-Training reports	NUL, external training institutions	M200,000 per year	NUL, GoL, partners	Short to medium term
5.4 Establishment of National Environment Research Centre	Institutional capacity	- Existence of the centre	NUL, MTEC, external researchers	M20,000,000	Partners, GoL, NUL, Berlin Centre for Env.	Medium to long term
5.5 Equip the relevant institutions with relevant field and office equipment for monitoring trends	Institutional and individual capacity	Equipment inventory	Admin authorities	M2,000,000	Partners, GoL, Bali Strategy	Medium to long term
5.6 Acquire infrastructure for data storage and analysis and train operators in its usage	Institutional and individual capacity	Inventory	Admin authorities	M2,000,000	Partners, GoL, Bali Strategy	Medium to long term
6.0 Human resources limitations in implementing and partner institutions Addressed and Resolved						
6.1 Train Focal points and related offices on emerging issues of the environment and the MEA's, e.g. access and benefit sharing on biotrade	Institutional and individual capacity	Training reports	MTEC, Training institutions	M400,000	GoL and MEA secretariats	Medium term
6.2 Train data managers in the various institutions in the current trends in data	Individual capacity	Training reports	MTEC, Admin authorities	M500,000	GoL, MEA secretariats	Short to medium term

Intervention Strategy/Activities	Capacity Development level addressed	Process Indicators	Lead* and support agencies	Input Requirement	Possible Source of support	Indicative timeframe for implementation*
management, especially spatial data						
6.3 Train officers in the Focal point institutions and related institutions in multilateral negotiations	Institutional and individual capacity	Training reports	MTEC, UNDP, UNEP, SIDA	M1,000,000	GoL, UNITAR	Medium term
6.4 Undertake a human resources study of the lead and supporting institutions with the aim of identifying capacity constraints, development and retention of trained and experienced personnel	Institutional and individual capacity	Report	MTEC, MFRL, MNR, MPS	M200,000	GoL and partner	Short term
7.0 Institutional capacity for the implementation of activities related to the MEAs Improved						
7.1 Training of focal points and related institutions in sourcing funds, project management, and technical aspects of the MEAs	Institutional and individual capacity	Training reports	MTEC, admin authorities	M1,000,000	GoL (line budgets) MEA secretariats	Short to long term
7.2 Develop strategic plans for the operationalisation of the MEAs and continue with the implementation of those that are already existing such as the NAP, NBSAP, NWMP, NAPA	Institutional capacity	Strategic Plan documents and implementation reports	Admin authorities	M15,000,000	GoL, partners, MEA secretariats	Short to medium term
TOTAL FUNDING				M82,100,000		

*Short term – In less than 2 years
Medium term – up to 10 years
Long term – more than 10 years

2.3 Institutional Arrangements for the Execution of the CDAP

The MTEC as the Lead institution in Environmental management takes the primary responsibility for the NCSA CDAP. However, in the current arrangement where the Administrative Authorities of the MEA's are spread among three Ministries, the individual Administrative Authorities are also responsible for overseeing implementation where it touches upon their mandates. The log-frame for the CDAP clearly states the lead institution for each action. The CDAP matrix presents indicative budgets and time frames which will be refined upon development of detailed proposals.

The JNC should also continue to support the implementation of the CDAP as the coordination committee advising the implementing partners in the various programmes. One of the recommendations of the CDAP is the establishment of a programme for coordination of the implementation of the MEAs within MTEC, this body will be instrumental in supporting the capacity development in the area of MEAs.

2.4 Monitoring And Evaluation of the CDAP

With the CDAP implementation, there will be various institutions involved, and the need for a monitoring and evaluation of the action plan cannot be over emphasised. This is necessary such that the impacts of the CDAP may be evaluated against the set objectives above. The overall monitoring of the action plan rests with the Lead Institution for MEA's: the MTEC through NES. The specific actions for individual institutions shall also be monitored periodically. It is expected that annual capacity building plans of the institutions should take into account the NCSA CDAP. The Monitoring and Evaluation of the CDAP will also be simpler with the continuing activity of the JNC.

Periodic studies shall be undertaken to gauge the effectiveness of the Action Plan and necessary changes instituted. MTEC shall take responsibility for such studies. A rolling evaluation process shall be undertaken and it is recommended that initially it is taken annually and after three years biannually until such time it may be decided that it no longer necessary.

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